



NORWEGIAN MINISTRY OF DEFENCE

Meld. St. 14 (2012–2013) Report to the Storting (White Paper)

# Competency for a new era





ROYAL NORWEGIAN  
MINISTRY OF DEFENCE

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# Competency for a new era

Meld. St. 14 (2012–2013) Report to the Storting (White Paper)

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and approved by the Council of State on the same date.  
(Stoltenberg's Second Government)*

## Introduction and summary

### Introduction

The defence sector is entering a new phase in a long process of change. This phase involves the most important resource for the defence sector – its people – and places a focus on competency.

In the 1990s, the main challenge faced by the defence sector was that its structure had not changed in line with general conditions. As this fact became generally acknowledged, the process was implemented to bring about a substantial change, transforming the Armed Forces from a mobilisation defence with a Cold War philosophy to a modern, rapid reaction capability defence of top quality. This process of change has had an impact on every part of the defence sector and has provided considerable reinforcements to the Armed Forces' operative capability. Today, the Norwegian Armed Forces have a new force structure, modern and high-technology equipment and employees with advanced competencies. The conduct of the Norwegian forces in Afghanistan over the past 11 years provides clear illustration of the above. This is also true of the operation in Libya, the UN operation in the Republic of Chad, the

operations to fight piracy off the coast of Somalia and the UNIFIL II marine operation.

However, if the Norwegian Armed Forces are to retain this level of combative strength and operative capability over the decades to come, we have to think ahead. The implemented changes have been successful precisely because they were introduced at an early stage and were ahead of their time. The changes would not have been possible without broad political commitment and the defence sector's ability and capacity for long term planning.

We have to learn from this success. We have to make the right investments today to keep our organisation at a high level also in the future. One of the most significant strategic challenges faced by the sector is to remain competitive on the labour market of the future, so that we are able to recruit, develop and make use of the right personnel with the right competencies.

There are three reasons behind the decision to make changes now to personnel and competency. Firstly, the further development of this area is decisive for the continued success of a combative Armed Forces in a future of constant and rapid

changes. Secondly, the area of personnel and competency has only seen a limited degree of comprehensive and systematic analysis and development during the process of transformation to a rapid reaction capability defence. Thirdly, changes within society indicate that the defence sector will face tougher competition for competency in the future.

Defence capability is developed over a long-term perspective and requires continuous development and renewal. This White Paper creates a framework for a new policy on competency within the defence sector – a competency reform. The reform shall help ensure that the defence sector of the future has access to the competency required to carry out its missions. The White Paper therefore deliberates on key instruments for further development and renewal. One of the more important issues will be identifying good mechanisms for the recruitment of employees from a wider section of society. The aim for the organisation is increased diversity and flexibility, a increased flow of competency between the defence sector and society at large and facilitating the development of necessary in-depth competency and specialisation.

The defence sector comprises the Ministry of Defence and all subordinate agencies; the Armed Forces, the Norwegian Defence Estates Agency, the Norwegian Defence Research Establishment (FFI) and the Norwegian National Security Authority (NSM). The requirement to develop into a more modern competency organisation is equally applicable to both the sector as a whole and each individual agency. These agencies differ but have the same goals and social responsibility, in addition to a certain flow of military personnel. There are substantial gains to be made in engaging all agencies to jointly tackle the challenges relating to competency, instead of addressing these individually. For the Ministry, the Norwegian Defence Estates Agency, the Norwegian Defence Research Establishment (FFI) and the Norwegian National Security Authority (NSM), this challenge is no different than that faced by other actors in the public sector. It is all a question of attracting the best candidates in a highly competitive labour market. As new generations reach working age and are choosing among prospective employers, those organisations which are known to invest in competency and development of individual employees are bound to be the most attractive.

In addition to this, the Norwegian Armed Forces have several unique requirements for

change. The transition to a rapid reaction capability defence has impacted the Armed Forces more than other parts of the defence sector. The weapon systems of the future will feature an extremely advanced level of technology and will be interlinked in a complex network. The technological development in defence systems is more advanced than developments in civilian life. Competency is therefore an extremely critical factor if we are to develop the highest possible operative capability and emergency preparedness based on the investments in high-tech weapon systems already made and those planned for the future.

This high-tech reality and the need for command of technology will have an impact on recruitment to military education by the defence agencies and on the content of military educational programmes, and will increase the need for recruitment of diverse specialised knowledge directly from the normal labour market. Examples of subjects in which the defence sector will experience an increased need for in-depth insight and specialisation is the future range from technology and ICT to insight into military preparedness and social security. The defence sector will also experience a higher need for specialists who can operate within complex settings and situations and act quickly and correctly when under pressure. These abilities are developed through experience and evaluation, and take time.

The prevailing long-term plan for the defence sector, Proposition to Storting 73 S (2011–2012), *Et forsvar for vår tid (Defence for our times)*, introduces personnel and competency as a long-term, strategic development subject and a main priority for the Norwegian government. Several projects have been launched on the basis of this Proposition. This White Paper is based on the recommendations laid down in the long-term plan and the recommendation from the Standing Committee on Foreign Affairs and Defence, Recommendation no. 388 S (2011–2012). This White Paper provides the political platform and driving force for a reform which changes the way in which the defence sector carries out recruitment, development and exploitation of competencies. The end goal is a defence sector of the future which is capable of fulfilling its social responsibilities and being a competitive employer.

## Summary

The White Paper is divided into eight chapters. Chapter 1 describes the changes and trends within the defence sector and society at large. The

following chapters 2 to 5 deal with four aspects which will be decisive for the defence sector's ability to meet future challenges related to competency; becoming a modern competency-based organisation with a greater diversity among its workforce, increased flexibility in relation to making competency available, more openness and cooperation with other parties. Chapter 6 discusses the need to increase the number of women working in the Armed Forces. Chapter 7 involves an area on which the Norwegian Storting has requested particular focus, cf. Recommendation no. 388 S (2011–2012), schemes for various categories of personnel, including and in particular the officer corps. Chapter 8 discusses how the reform shall be implemented and presents areas for action, further studies and political guidelines for the process ahead.

The defence sector currently has a new structure and employees with a high level of competencies. The defence sector also has a high quality materiel park and one of the best Armed Forces in the world. This was clearly illustrated by their contributions in Afghanistan and a number of other international operations.

However, it is important not to rest on the laurels of our good achievements, but to plan for the future and maintain a long-term perspective. The defence sector has to be able to successfully complete complex assignments out on the field while fulfilling key national roles such as emergency preparedness, presence and upholding sovereignty. Competency is a decisive factor for the further development of our modern rapid reaction capability defence, in a world of rapid change. We have not made sufficient adaptations to the area of competency to meet future needs and new security challenges. Trends within modern day society indicate that the entire defence sector will be subject to much harsher competition for qualified manpower in the future. The rapid pace of technological developments has resulted in materiel and weapon systems which are much more complex, such as the new frigates and combat aircraft. The defence sector requires employees who are able to operate and maintain this new, advanced materiel and who can handle composite, complex assignments. The defence agency will as always require personnel with good physical and military-specific skills. At the same time, they need a much wider range of competencies than before to take on new assignments, and there is an ever-increasing need for specialisation and top competency.

In 20 years' time, the assignments and framework conditions for the defence sector may have

changed dramatically. The changing climate for defence and security policy generates new assignments and, at the same time, the defence sector is impacted by the same trends and developments as society at large. The competition for relevant, highly qualified manpower will only increase in the future. We have to lay the foundations today to help ensure a competitive defence sector of the future which is recognised as an attractive employer on the future labour market.

Despite the significant resources invested by the defence sector in development of competency and education, competency itself has not been subject to the same process of changes as the rest of the Armed Forces. We have to make these changes now, so that we are fully prepared for the future. The next phase of the transformation of the defence sector requires the development of a competency-based organisation for a new era. This is all a question of having the right people in the right place in an organisation which has been fundamentally transformed.

We have to ensure diversity and flexibility within the defence sector in order to achieve the required operative capability. The employees of the future will have different expectations and will require more from their employers. Young people today expect to have the opportunity to develop, to be constantly challenged at work and to be able to combine work and family life. One factor which could prove challenging in terms of recruitment is the reduction in number of locations and the move away from locations in major cities and other densely populated areas. This could make it difficult for the families of new employees to find work. The defence sector will also have to provide more predictable career paths, a higher level of flexibility in the support systems and will have to sustain its high rate of investments in family and personnel policies.

If the defence sector is to successfully complete more complex assignments and continue to provide the operative capability required, it will be necessary to recruit employees from a wider section of society. The different agencies must recruit and make use of a much more diverse workforce. Recruitment within the defence sector must reflect the diversity of society at large, in terms of ethnic background, equal opportunities for men and women and age range. Increased diversity brings new competencies and a broader base of experience, making the defence sector stronger and more able to meet challenges both at home and abroad. Diversity reinforces capacity for change, innovation and progress. Greater

diversity may provide a broader base for recruitment, providing the defence sector with a profile as an attractive employer in an increasingly tough labour market.

One goal is to recruit and retain a higher ratio of female employees in the Armed Forces, particularly in military positions. The initiatives introduced to date have not generated the required results. Experience gained from compulsory examining and classification of women for military service will be evaluated in 2014. The Norwegian Government will come back to the issue of gender-neutral compulsory military service.

The military profession is unique as it involves working in times of peace, crisis and war. This requires a very specific professional development and specialisation. The Armed Forces invest substantial resources in educating officers and providing them with the competencies which are unique to military personnel. A number of military personnel also work in positions which do not require specific military competency. These positions will however require an understanding of military actions and will complement the roles of military personnel.

At the same time, it is essential to recruit and retain personnel with a civilian education in positions where military competency is not required. These positions may involve administration, economy, the environment and management, to mention a few. Such personnel can either be appointed in civilian posts or provided with supplementary military education in order to become part of the military organisation. This is all a question of developing a higher degree of diversity within competency, more flexible and effective solutions for recruitment and the utilisation of competency and an increased level of cooperation with other sections of society in order to cover the broad spectre of competencies required by the defence sector.

It is also necessary to increase the level of flexibility so that competency is available where required. If it proves impossible to make expedient use of an employee's competencies, schemes or other programmes may be utilised to help the employee change careers.

Managers who are in charge of personnel shall play a central role when it comes to the deployment of military personnel and the recruitment of civilian personnel within their organisation. By increasing the level of flexibility, we will be able to ensure recruitment of the best qualified personnel, irrespective of category. Competency shall be the decisive factor when recruiting civilian or mili-

tary personnel, provided that the military competency is not all-important.

The Armed Forces need less general competency and more specialised competency. Within the Armed Forces, the norm is still for time-limited positions and frequent rotation between positions. While the current pace of development within technology requires specialised competency for numerous assignments, today's personnel schemes and career paths have not been sufficiently adapted to this need for specialisation and continuity. Military preparedness and logistics are good examples of areas where there is a need for further development of competency and specialisation. At the same time, it is important to retain military personnel with a broad base of experience and advanced military education. Despite this, it will be necessary to increase the number of officers who have followed a horizontal career path. Employees with generalised and specialised knowledge must be able to complement each other and jointly contribute towards value creation if we are to achieve our goals. The defence sector aims to meet the increased need for in-depth, specialised competency by expanding career paths, reducing job rotation for military employees and introducing horizontal recruitment and career cycles also for civilian personnel.

The organisation's education and training programme shall be determined by its needs for manpower. The military educational system will be reviewed in order to ensure that it fully reflects current and future needs in a cost-efficient manner. The defence sector's educational capacity shall target military disciplines and functions, when other institutions do not provide such education. Moreover, the defence sector shall increase utilisation of civilian educational programmes, including cooperation agreements with civilian educational institutions. An increased input of civilian competency combined with an increased share of personnel following a horizontal career cycle and a broader exploitation of the civilian educational system may affect the number of officers educated at at Bachelor and Masters' level in the internal educational programme.

The defence sector has to view its competency requirement and competency production as a part of the total resources within society at large. This requires a flow of competency and exchange of knowledge between the different agencies within the defence sector and with the rest of society, and new cooperation and alliances where appropriate. Increased competition for labour provides the opportunity for increased use of foreign man-



power, primarily from allied countries, where appropriate and necessary, in order to cover the competency gap. This may help improve access to technical professionals.

Moreover, it is important to promote all the opportunities provided by a career in the defence sector in order to be recognised as an attractive employer and to meet the requirements and expectations of future employees. This may involve opportunities for development, technological work platforms, varied tasks and a greater degree of flexibility across the boundaries of the different defence agencies.

The defence sector constitutes one of society's most complex and comprehensive competency inventories. The schemes established for the different categories of personnel are complex and fragmented. General changes in security policy and the subsequent restructuring of the Armed Forces have also resulted in changes in the fundamental premises for a number of these schemes. The current model is not sufficient for the needs of a rapid reaction capability defence to retain and develop military specialists. For military positions, several areas in the sector have a high level of job rotation, particularly for specialist functions.

This year, a process will be implemented to evaluate and make recommendations for a framework for future personnel schemes in the defence sector, including the officer corps. The personnel schemes must provide for the need for efficient transfer of competency both within and across personnel categories. Furthermore, future schemes must meet the defence sector's need for specialised competency and flexibility. Current schemes provide scope for further development of these areas. The process to develop the officer corps shall therefore include an evaluation of how either to further develop the current officer corps to cover commissioned officers, commanding officers and officers on time-limited contracts, or alternatively decide on a model involving a specialised corps, which also includes enlisted personnel. This evaluation will require a review of the special 60-year retirement age for officers. The evaluation must be seen in light of schemes which provide for a balance among age groups and specialised competency. It must also be seen in light

of demographics, expectations of people living to an older age and other special arrangements for retirement age in society.

The Armed Forces' payroll system has been subject to substantial simplification processes in recent years. There still remains scope for improvement and simplification to the system. The current system principally rewards high rotation and development of broad competency, while continuity and specialised competency are not sufficiently supported by incentives. The Ministry of Defence aims to enter into dialogue with the labour organisations to start a process whereby the payroll and incentive schemes are reviewed so that they can be better adapted to the needs of a rapid reaction capability defence.

The area of personnel and competency shall be more clearly integrated into the defence sector's control and management processes and shall become a key factor in planning and decision-making processes. Good management of competency shall be secured by making use of in-depth analyses of the need for and access to competency. By improving the systems surrounding management and employee development, the defence sector shall achieve a higher exploitation of the competency of its employees.

This White Paper presents initiatives for the short term and areas which require further review and decisions. The initiatives presented to date can be implemented within the framework of the prevailing long-term plan for the defence sector, Proposition to Storting no. 73 S (2011–2012). Any economical and administrative consequences of the recommendations to come in subsequent studies will be reviewed and presented along with these studies. The initiatives have been divided into four areas; strategic competency management, competency integrated within management and control, efficient systems for management and development, and cooperation and openness.

If we are to achieve this competency reform, it is essential to ensure good and predictable general conditions for the employees and that there is a shared understanding of the need for change. It will therefore be important to continue our close cooperation with the labour organisations.

## 1 New requirement for competency

### 1.1 New tasks – new requirement for competency

The current network-based rapid reaction capability defence has been developed to solve the tasks allocated to the defence sector as a result of changes in our defence and security policy environment. During the Cold War, the challenges faced were relatively static. Today, this situation is much more dynamic and features a high pace of change, requiring specialised competency and quality in all areas. The global political, economical and military division of powers is in change. New superpowers are emerging. The role and influence of Europe has been diminished. USA remains the only global superpower, although China and India are rapidly growing in influence.

Norway's foremost strategic target area is the High North. The climate changes in the Arctic have an impact on the global climate system and therefore represent special challenges. At the same time, the reduction in the Arctic sea ice extent opens up for new shipping routes and increased access to resources. Developments in the Arctic regions are important for Norway, and this is a region where it is essential to safeguard our national rights and interests. Russia has also named the High North as a target area in terms of energy recovery. It is also a fact that these areas have a strategic military importance for Russia. As such, we face a persistent requirement to update our knowledge within the defence sector on the developments and security challenges in the High North, and to increase our knowledge of environmental and climate changes.



Figure 1.1 Facsimile from Dagbladet Magasinet

Asymmetrical threats such as terrorism, the dispersion of weapons of mass destruction, ballistic weapon technology and cyber attacks represent constant challenges. Norway has to be prepared to tackle these challenges, both independently and within an international framework, and a number of instruments must be applied to this end requiring a varying role played by the defence sector.

This places substantial requirements on the defence sector. The diversity of tasks and the broad range of competency these require are vast.

At the same time, these new tasks have not replaced existing tasks. The Armed Forces still have to uphold our nation's sovereignty in the High North and provide security for the population by carrying out patrols at sea and along the borders. When requested by the police force, the defence sector shall also contribute towards combating terrorist attacks on Norway. The defence of Norway, its values and population is the primary reason for having a military defence. This implies that the organisation and its employees must at all times be prepared to meet challenges which may

### Box 1.1 The defence sector – Facts<sup>1</sup>

#### *The Ministry of Defence*

The Ministry of Defence is a Government Office with responsibility for the formation and implementation of Norwegian security and defence policy. The Ministry is responsible for the overall management and control of the activities of subordinate agencies. As part of its executive power of state, the Ministry monitors the activities of the agencies.

*No. of employees:* 326

*Distribution between civilian/military personnel:*

74% civilian/26% military

*Distribution between men and women:*  
33% women/67% men

#### *The Armed Forces*

The Norwegian Armed Forces have nine different tasks on behalf of society; (1) provide a war prevention threshold, (2) defend Norway and allies against serious threats and attack, (3) avert and handle events and crises, (4) surveillance and intelligence, (5) uphold Norwegian sovereignty, (6) uphold authority in delimited areas, (7) take part in multi-national crisis management, (8) contribute towards international cooperation and (9) contribute towards security for society. The Armed Forces are an agency governed by the Ministry of Defence which is in charge of the Armed Forces via the model for Integrated Strategic Management (ISM). As such, the strategic management of the Armed Forces is an integral part of the Ministry of Defence, and defence staff share offices with the Ministry of Defence.

*No. of employees:* 17,195

*Distribution between civilian/military personnel:*

32% civilian/68% military

*Distribution between men and women:*  
16% women/84% men

#### *The Norwegian Defence Research Establishment*

The Norwegian Defence Research Establishment (FFI) is the prime research institution for the defence sector and is responsible for basic research, defence-related development of technology and competency and innovation adapted to the needs of the sector. The Establishment is a civilian research institution and an important adviser to the Ministry of Defence and the Norwegian Armed Forces' military organisation. The Establishment is organised as a management body with special authorisation and directly governed by the Ministry of Defence. The Establishment shall in particular research trends within scientific and military technical developments which may have an impact on the development of the Armed Forces. The Establishment supports the defence sector with planning, procurement and operation of military materiel.

*No. of employees:* 693

*Distribution between civilian/military personnel:*

99.5% civilian/0.5% military

*Distribution between men and women:*  
27% women/73% men

## Box 1.1 (cont.)

*The Norwegian Defence Estates Agency*

The agency's primary tasks relate to the planning, procurement and operation of defence estates and property, building and construction, and consultation related to property, building and construction. The Norwegian Defence Estates Agency (NDEA) is an administrative agency subordinate to the Ministry of Defence.

*No. of employees:* 1,529

*Distribution between civilian/military personnel:*

98% civilian/2% military

*Distribution between men and women:*

40% women/60% men

*The Norwegian National Security Authority*

The Norwegian National Security Authority (NSM) is the executive body for preventive security in the civil and military sectors on behalf of the Ministry of Justice and the Police and the Ministry of Defence. The NSM shall counter threats to the independence and security of the realm and other vital national security interests, primarily espionage, sabotage or acts of terrorism. The NSM is a directorate which is administratively subordinated to the Ministry of Defence.

*No. of employees:* 145 man-years

*Distribution between civilian/military personnel:*

89% civilian/11% military

*Distribution between men and women:*

28% women/72% men

<sup>1</sup> All figures are dated 31.12.2011

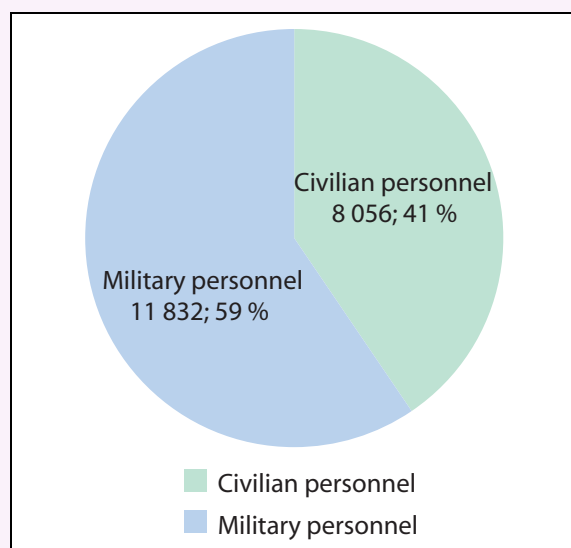


Figure 1.2 Distribution between civilian and military employees in the defence sector

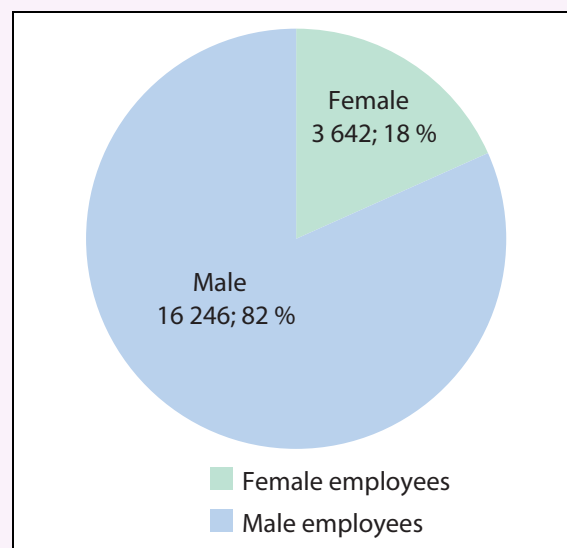


Figure 1.3 Distribution between male and female employees in the defence sector

threaten our security, and must take part in the collective defence of the member states of NATO. The Armed Forces therefore rely on having the competency required to allow for operative capability in cooperation with allies.

The defence sector would not be able to carry out its tasks without the establishment and update of relevant defence and emergency preparedness

plans. These shall allow for the ability to respond quickly to different types of events and crises in peacetime, and a strong and rapid capability to build up forces in the event of a security policy crisis or war. The terror attacks on 22 July 2011 were a substantial test on Norway's civil protection and emergency planning. The 22 July Commission's report (Official Norwegian Report 2012:14)

states: “The tragedy of 22 July reveals the need for many kinds of changes: in planning work and rules, in the deployment of expertise and resources, in organisational culture, priorities and focus..” The defence sector’s contribution to the protection of civilian social security has been discussed at length in the long-term plan for the defence sector, cf. Proposition to Storting 73 S (2011–2012). Plans have therefore been compiled to adapt and utilise the Armed Forces’ capacity in the most appropriate manner to support civilian authorities within prevailing resource limits and lines of responsibility. These are tasks which require specific competency within emergency preparedness planning, including operations and logistics.

At the same time, the Armed Forces shall contribute towards international security and stability.

International operations to ensure peace and stability are closely linked with the efforts to ensure full security at home. Over the past two decades, the Armed Forces have played an increasingly important role in peace and stabilisation operations in areas outside of NATO’s area of responsibility. This development lays the premises for the operative capability required by the Armed Forces. As tasks grow more complex, the requirements on technological competency increase, along with the ability to solve a wide range of tasks, both at home and abroad.

Formerly an extensive and relatively static mobilisation defence, the Armed Forces in Norway have undergone a major restructuring process, reducing the number of forces but increasing the number of permanent units with rapid reaction capability and a large degree of mobility.

### Box 1.2 Rapid reaction capability defence

The defence sector has been restructured from a mobilisation defence to a rapid reaction capability defence. This rapid reaction capability defence shall represent a war prevention threshold, based on NATO membership. Any parties challenging Norwegian security and independence will face high risk and costs due to the modern capacity and rapid reaction force of the Norwegian defence. Our defence must be up to date, flexible and mobile, to take on operations both at home and abroad and to meet the challenges of the future. The rapid reaction capability defence has therefore reinforced its operative availability by making the change to a new structure which is constantly prepared for action.

The rapid reaction capability defence comprises expert personnel operating modern materiel and who are supported by a fully modern logistics system. The rapid reaction capability defence is highly educated, well-trained and drilled in cooperating on national or allied crisis and war operations in Norway or abroad. Today, the Norwegian Armed Forces have an extremely high level of quality, and many of the implemented and planned materiel systems are the very best available. By way of example, we can mention upgraded land, sea and air capabilities with an operative brigade system in the Army, frigates and vessels in the Navy which are ready for action and new combat aircraft in the Air Force. The rapid reaction capability defence

also has the operative capability to make flexible and trustworthy use of this wide but well-balanced range of capabilities, without having to increase its forces in advance.

The response times for the rapid reaction capability defence are stipulated on the basis of adopted targets. Departments and units can deploy operative capabilities as quickly as possible and at the latest within the response time specified. These operative requirements are viewed in light of response times and upgrade requirements for materiel, maintenance requirements, international deployments and other operations, in order to comprehensively safeguard full operative capability. The Armed Forces are ready for action at any given time, covering a wide range of operative capabilities and assignments.

Operative requirements and demands on the rapid reaction capability defence require an understanding of systems and totality and the ability to make use of and combine new technology with new competency in the organisation. Personnel with a broad and comprehensive range of competency on military operations and relevant technology and areas are fundamentally important for the operative capability of the Armed Forces. Continual investments in competency are a decisive factor for realising changes and materiel investments in order to safeguard and further develop operative capacity.



This restructuring process has allowed the defence sector the ability to manage complex security policy assignments over time, also in areas far from Norway and its borders. The military engagement in Afghanistan is one example of the above. The Royal Navy has taken part in international operations, including NATO's maritime surveillance operation in the Mediterranean (Operation Active Endeavour), the UNIFIL II operation off the coast of Lebanon and the EU's marine operation in the Gulf of Aden in 2009-2010, Atalanta. Yet another example of the Armed Forces' capability to make high-technology and relevant contributions to international assignments at short notice is the operation in Libya from March to October 2011.

However, our network-based, rapid reaction capability defence requires continuous development and improvement if it is to sustain such a high level. Competency is key. The challenges we meet today are primarily driven by technology and are global in nature. All technological and human scope must be utilised to the full if we are to achieve the required combative force. The rapid pace of technological developments has resulted in materiel and weapon systems which are much more complex. The defence sector requires employees with substantial technical insight and who can operate and maintain the new, advanced materiel. Moreover, the sector requires high expertise in communicating and information management. A high-tech intelligence capacity must also be interlinked with similar capacity among our allies.

The establishment of a high-tech rapid reaction capability defence has generated new and complex competency requirements. A high number of functions have to be discharged. This will not make the traditional soldier redundant; people with good physical and military-specific skills who are able to carry out the core tasks of the Armed Forces during military operations are essential. At the same time however, there is an increasing need for employees with competency within a number of other areas such as system knowledge, comprehensive expertise and simultaneous capacity. More recent conflicts have uncovered a need for rapid and efficient implementation of operative competency into new structures. Technicians and logistics personnel have to support new military stations set up in areas far from our home bases. The ability to adapt is critical for the operative capability of the Armed Forces.

The same also applies to an understanding of and competency regarding culture and diversity.

Over the past decade, the Armed Forces have carried out operations in areas together with personnel from different and more complex cultures and who face different challenges to those encountered in Norway. An understanding of culture and the ability to interact with local communities are extremely important for the success of international operations. If we are to attract employees with this type of competency, the defence sector has to sustain a reputation as an interesting and relevant career choice for a wider section of society.

## 1.2 Trends in society and a labour market in change

The requirement for restructuring within personnel and competency applies to the entire defence sector, be it the Ministry of Defence, the Armed Forces, the Norwegian Defence Estates Agency, the Norwegian Defence Research Establishment and the Norwegian National Security Authority. The defence sector is seeking and requires a labour force with competencies which will be subject to tough competition on the labour market of the future. Unemployment in Norway is low and has remained so for a number of years. Despite the financial turbulence in the rest of the world, Norwegian employment has remained stable and the number of new jobs has seen an increase. The competition for qualified labour will also increase correspondingly. This is a challenge to be faced



Figure 1.4 Digital soldier system: The Norwegian Defence Research Establishment is in charge of the process to develop the digital soldier system of the future, Normans, which will provide enhanced combative capability and improve security for soldiers in the field. Normans will be implemented in 2013.

Photo: The Norwegian Defence Research Establishment

by the defence sector and which requires preparations in the form of new recruitment systems and the development and retention of employees.

One of the most significant challenges faced relates to the rapid pace of technological development which is changing society in Norway and the world at large. This development is more radical and is taking place at a much more rapid pace than ever before. The information explosion, globalisation and use of ICT bring about new ways of working and new requirements on competency, flexibility and capacity for change.

The rate of technological development is extremely high within the military sector. The restructuring of the Armed Forces has resulted in new and highly complex materiel and weapon systems. By way of example, one can mention the new vessel structure in the Royal Navy, the new combat aircraft which Norway is about to procure and the equipment now available to Army soldiers. Advanced technology is also necessary for fulfilling tasks related to the detection and handling of cyber attacks on critical civilian infrastructure. Moreover, this development in technology is expected to escalate in the future. This implies that missions may change in character and that materiel becomes obsolete more rapidly than before. The application of modern technology creates new threats and vulnerability, but also the scope for more efficient fulfillment of military missions. The development of new systems for information, communications and surveillance help generate units which have much more power and which require much less personnel. The use and maintenance of technology, combined with requirements for communication, interpretation and management of information are key components for a modern defence. This places substantial requirements on competency and the capacity for change among defence sector employees.

Alongside this technological development, globalisation is the most predominant trend within social development in Norway. Geographical distance is no longer so important and barriers for flow of information, persons, goods and services are now minimal. Norway is part of a major European labour market. Immigration is on the increase and the Norwegian population now features a much higher ethnic diversity. In the future, people from immigrant families will represent a higher ratio of the working population. This has had a significant impact on the availability of manpower for Norwegian companies. For many organisations, globalisation provides a wider source of qualified labour which can help read-

dress fluctuations on the Norwegian labour market. Today, numerous companies in Norway recruit qualified labour from markets where the financial crisis has hit harder than in Norway, resulting in high unemployment. The defence sector is not as flexible as other organisations in making use of manpower from abroad in order to redress fluctuations in the source of competency within Norway. This is due to the unique nature of the defence sector, requirements on security clearance and limitations related to citizenship for many functions. A more globalised labour market does however provide opportunities, within the boundaries of current legislation, to recruit personnel from countries with which Norway has security-related cooperation, primarily allied nations. This can provide scope for recruiting critical competency for the defence sector, for example technical personnel.

A third set of challenges relates to demography, urbanisation and changes in the working population. Norway has an aging population and an increasing number of people are migrating to cities and densely populated areas. The flow of population is towards central regions, in particular to the largest cities. The population is expected to see significant growth in the major cities and surrounding areas, while a lower rate of growth is projected for regional areas. This may exasperate the challenges faced by the defence sector in attracting qualified labour. The Armed Forces have cut back on the number of locations and are primarily located outside of areas where the greatest growth in population is expected. We therefore need to lay the foundations for presenting the defence sector as a competitive and attractive employer to the future labour market.

Today, the norm in society is for dual-career couples, where both partners work. Not only are more women now in work, there has also been a change in the role played by men. Today, men and women are both expected to take responsibility for home and family. On the part of the defence sector, this implies that the employees of the future will have to pay much more consideration to their partners' careers when making decisions about their own careers. This may have an impact on geographical mobility and increase the need for a long-term perspective and predictability when planning a career in the defence sector. A number of initiatives will be required to allow dual-career couples to serve with the Armed Forces at their different locations in the future.

The high rate of change, rapid development in technology and the broad spectre of missions may

afford the defence sector a profile as an attractive employer for new generations of employees. However, for this to happen, the sector must be able to market the opportunities provided by a career in defence, and that they can offer flexible, individual schemes and horizontal career paths. The fact that the military section of the defence sector has not been so successful in recruiting and retaining females and other groups of personnel who have a different background than the majority within the organisation implies that the defence sector has failed to procure a number of talented employees.

Future employees will be much more aware of their own value. We know that these employees will have a higher level of education. We know that most of them will find expect to change jobs several times. We know that the most attractive employers will be those which invest in competency and the development of individual employees. Combined with the younger generation's increasing expectations for influence over their careers, this may place pressure on the hierarchical organisational structure and the working method prevalent within the public sector, including the defence sector. New and younger employees will challenge current forms of management, working methods and types of communication. The way work is organised is of significance for the motivation and retention of employees and thereby for the retention and development of competency. By organising work in a less hierarchical manner, it will be easier to work at a high speed and will pave the way for innovation and for skilled employees to make proper use of their expertise. Moreover, it will allow for more motivated employees and make the defence sector more attractive and competitive as an employer. These factors will have an important impact on recruitment and the retention of employees with the required competencies.

Solidarity and professional identity within the defence sector may prove significant factors for a choice of career within the sector, or perhaps returning to a job in defence after a period spent in other careers. The opportunity to change jobs internally within the defence sector is also a factor which will attract young people and help ensure they stay with the organisation. To be perceived as an attractive employer, the defence sector must have a good reputation both outside and within the sector itself. By increasing accessibility to job changes and work experience between the different defence agencies, the defence sector will be able to enhance network building and development of competency within the sector as a whole,

in turn benefiting the defence sector's positive reputation.

In the future, working life will make much higher demands on flexibility, on the part of both the employer and employee. Freedom and flexibility may be more important than safety and predictability, particularly for people with advanced expertise on a labour market lacking in highly skilled workers. The working life of the future may therefore be more heterogeneous with a larger focus on continuous learning, change and individual adaptations. New groups of employees from different backgrounds will provide employers with a broader base from which to recruit the best competencies and to retain highly qualified personnel. Diversity will also make the organisation more attractive to younger generations.

In society at large, there is an ever-increasing focus on strategic competency management. Very few organisations have achieved substantial advances in this area, although a number of private companies have made better progress than organisations in the public sector. The growing competition for manpower and competency has given rise to an increased focus on management and employee development and monitoring of results for both individuals and organisations as a whole. A number of companies now focus on personality rather than skills when recruiting new staff, based on the philosophy that skills can be learned while personality is inherent. Continual change attracts more attention to positive processes for change and adaptation.

### 1.3 New expectations

Norway has an excellent, high functioning public sector. General surveys among the population from 2010 indicate that seven of ten persons are satisfied with the services provided at municipal and governmental level.<sup>1</sup> Despite this, the development trends and rate of change in society will present the public sector with a comprehensive need for change and development. Among the key factors in this context are increased competition for scarce resources, a higher focus on legitimacy, efficiency and the obliteration of traditional borders between sectors of society. In total, this implies a requirement for new thinking on competency, collaboration and management throughout the entire public sector.

<sup>1</sup> Proposition to Storting 1 S (2012–2013) to the Ministry of Government Administration, Reform and Church Affairs



**Box 1.3 Competition for manpower**

Unemployment in Norway has been very low for a number of years. Despite the financial turbulence in the rest of the world, Norwegian employment has remained stable and the number of new jobs has seen an increase. The current situation is relatively stable with unemployment of 2.5 to 2.9 percent. In terms of unemployment among persons with higher education from University or college, the ratio is approximately 1 percent. There is a general trend in the west for an increasing demand for employees with higher education, and a reduction in the employment of manpower with low education. This gives rise to a highly competitive market and substantial demand for skilled personnel and management with relevant education and experience.

It is therefore reasonable to assume that competition for labour will persist, based on the increasing demand within the welfare sector, a rise in the number of persons taking out retirement, generations from years with low birth-rates replacing the post-war generations and a relatively low birth-rate in general.

Resources will always be scarce and prioritisation essential in a society, both in terms of qualified manpower and public funding to finance the needs of a community. As populations grow increasingly old, pension expenses and health, care and welfare costs grow higher. The future of the welfare state will greatly rely on the public sector's capacity to improve efficiency and achieve innovation. Scarcity of manpower in the years to come will force us to make use of this manpower in the most important areas. Human capital and competency will prove a decisive factor for the development of more ingenious solutions.

The public sector will have to fight hard to gain the most competent personnel. The private sector has become more knowledge-intensive and this only serves to augment competition for this category of manpower. Despite the considerable increase in the number of persons taking higher education, the private sector will be targeting this competency to a much higher degree, and the private sector is more competitive in terms of salary. As a result, the defence sector must identify its competitive strengths and make use of these to achieve its goals.

Not only could this scarcity of resources make it more difficult to sustain the current level of public services, there will also be a higher demand for and expectations of public services. Legitimacy has a decisive impact on support for communal systems, and funding for such is not forthcoming if the community at large feels that the resources are not being properly utilised for the best of the community and the individual. More than many other public organisations, the defence sector relies on legitimacy to fulfil its mission as the ultimate instrument of power for the Norwegian government.

This development lays the premises for the operative capability required by the Armed Forces. As missions grow more complex, the requirements on technological competency increase, along with the ability to work within a network and solve a wide range of tasks, both at home and abroad. Advanced technological competency is a resource in high demand on the Norwegian labour market. The Armed Forces currently train personnel in this area not only for own use but for the rest of society. This reinforces the need for further development of the defence sector into a modern competency-based organisation which can compete using other instruments than salary and which can be seen as an attractive employer by highly skilled personnel who have a number of choices.

## 2 The defence sector as a competency-based organisation

### 2.1 Competency in a new era

The transition from a mobilisation defence to a rapid reaction capability defence is paralleled by the development from a former industrial society to today's knowledge society. Furthermore, productivity in both our rapid reaction capability defence and our knowledge society is not primarily related to machines, mechanics and muscle power, but to well-informed employees. The ability to make use of knowledge, identify new solutions and combine competencies in new ways is decisive for successful completion of the modern-day missions for the defence sector and for its ability to develop and meet future challenges.

Competency is the most critical factor for the defence sector's abilities to fulfil its missions. This must be reflected to a much greater degree in the quality, long-term perspective and systematisation of the processes implemented to ensure the defence sector has the necessary competency for today and tomorrow. Competency has to play a

decisive role in control and management and form a central part of decision-making processes.

The defence sector has not yet completed its development from a management focus on personnel development to the strategic management of competency. In the future, all organisations shall carry out competency analyses and systematic employee development. More systematic management shall be introduced for learning by experience and sharing experience at both unit and sector level. This will not only provide more support for technological systems, but also require a cultural change within the organisation, both among managers and employees.

### 2.2 Complex requirement for competency and complementary expertise

All the different organisations within the sector must maintain a continuous and long-term focus

#### Box 2.1 The defence sector achieved a high score from the Universum student survey

The Universum Student Survey 2012 was completed by several thousand students on a wide range of courses at Universities and colleges in Norway. Universum Top 100 is a list of the most attractive employers in Norway, based on the results of the Student Survey. On the Top 100, Norwegian students have allocated a high score to the defence sector units within the four survey categories; economy, technology, data/IT and the Humanities.

##### *Top 100 Economy*

No. 52: The Armed Forces

##### *Top 100 Technology*

No. 39: The Norwegian Defence Research Establishment

No. 43: The Armed Forces

No. 57: The Norwegian Defence Estates Agency

##### *Top 50 Data/IT:*

No. 11: The Armed Forces

No. 27: The Norwegian Defence Research Establishment

##### *Top 50 Humanities*

No. 17: The Armed Forces

The survey asked questions regarding the students' expectations for working life, career ambitions and their dream jobs for the future. Factors the students in the 2012 survey had in common included the hope to achieve a balance between work and free time, a safe workplace and a challenging job, in addition to the potential to work abroad. The survey indicates that the students have identified these opportunities within the current defence sector organisations.

Source: Universum 2012



Figure 2.1 Daniela Heinrich, researcher at the Norwegian Defence Research Establishment, made use of optical sensors to test smoke rounds at the Rena camp in January 2012, as a part of the tests for a new type of artillery ammunition.

Photo: The Norwegian Defence Research Establishment

on working to secure the correct composition of competency, the correct balance between comprehensive and specialised competency and that competency is utilised and developed to the greatest degree possible.

The Armed Forces alone are charged with exercising military power. Personnel with a broad and comprehensive range of competency on military use of force and relevant technology are fundamentally important for the operative mission capability of the Armed Forces. At the same time, the increase in complexity generates a need for more composite and specialised competency for both the individual employee and the individual organisation. The type of specialisation has to be reflected by the way in which the Armed Forces choose to develop the competency required to fulfil their tasks. This is not an issue of closing down functions, rather identifying forward-looking ways of procuring competency. The Armed Forces therefore need to recruit from a wider section of society and provide more comprehensive development and exploitation of these new recruits, at the same time ensuring a broader integration of competency developed outside the sector with new recruits and re-recruitment at middle and senior management levels. To achieve this, the recruitment processes have to be more open and focused on competency. As such, competency must be the determining factor during recruitment, rather than personnel category. This applies to specifying competency requirements when publishing vacancies, evaluating candidates and ranking diversity of competency and total competency within a team, and requires a

### Box 2.2 The military profession

At the very core of the military profession is the exercise of military power as the ultimate instrument for security policy. Military personnel therefore carry a unique responsibility to secure the state, its population and society at large, and to solve demanding operative assignments in peacetime, during crises and war. Military expertise is developed through education, training and exercises and requires specialised knowledge in addition to the actual use of force, for example security policy, emergency preparedness, understanding of different cultures, language, technology, logistics and resource management. Good management skills are decisive in a crisis or military operation. Modern day reality for the military attaches greater importance to military ethics as a part of military education and training. These principles remain just as definite as ever but are more difficult to apply as the divide between combative and non-combative is no longer as clear as in former conflicts. Military personnel have to be prepared to make difficult choices under pressure and to make these choices quickly. This requires a high level of ethical reflection, an in-depth understanding of international law during war, strength of mind and, not least, training. The military profession places unique obligations on the shoulders of officers in terms of reaction capacity, command and deployment.

review of the positions within the Armed Forces with a view to defined requirements on competency, irrespective of how these requirements were traditionally formulated.

Selection, education and career paths within the Armed Forces have mainly been homogeneous and have focused on development of management skills and generalised competency. These processes have not been sufficiently adapted to a more heterogeneous competency requirement and the need for specialisation. One of the main target areas for the personnel schemes will be to secure development of specialised competency, quality and continuity for horizontal career paths, as described in chapter 7.

Compulsory military service is and will always be fundamental for the Armed Forces. The

### Box 2.3 Pilot project on strategic competency analysis in the Armed Forces

In the spring of 2012, a pilot project on strategic competency analysis was carried out within the Armed Forces, as part of the ongoing process on the competency reform for the defence sector. The purpose of the pilot project was to develop models, approaches, methodology and processes for strategic competency analysis which are specially adapted to the defence sector. The methodical approach was based on the Directive for Strategic Competency Management in the Armed Forces (DISKO).

Competency analyses were performed for three groups of competencies; marine engineering in the Royal Navy, operations in the Royal Navy and project management in the Norwegian Defence Logistics Organisation. The pilot project uncovered gaps in competency within certain competency groups and assessed how different measures impact on these gaps. The analyses have helped form the basis for a strategic discussion on competency in the defence sector.

The pilot project is a first step on the path to developing fact-based grounds for decision-making for strategic competency management. Based on the experience gained during the pilot project, a new project has been set up entitled *Strategic Competency Analysis*, in which representatives from all organisations within the sector are taking part, including the Ministry of Defence. This project will afford the defence sector more experience of competency analyses.

increased complexity of the competency requirement must be reflected by increasing the differentiation of selection criteria during national service and at schools.

The ability to plan and execute operations is absolutely essential within the military profession. As competency requirements grow increasingly complex, the defence sector must supplement military competency with competency developed outside the sector to a much higher degree than today. The requirement for reaction capability implies that many new recruits who have been educated in the civil sector require additional military education so

### Box 2.4 Project 2813 HRM (Human Resources Management)

The Armed Forces are currently in the engineering phase of a new HR system scheduled for implementation in the autumn of 2013. This is part of the Armed Forces' joint integrated management system for management and control of personnel, materiel and economy functions. The aim of the HRM project is to improve the Armed Forces' ability to carry out good, modern management and control of its human resources while at the same time improving efficiencies to achieve savings.

The project has four performance goals:

1. *Management and control* The area of personnel and competency shall have much clearer integration into the total management and control of the Armed Forces.
2. *Recruitment* The Armed Forces shall develop a much broader basis for the recruitment of new employees in an efficient manner, whether new recruits to the Armed Forces, in-house recruitment whereby employees change jobs or re-recruitment of former employees.
3. *Career and talent development* The Armed Forces shall improve their competency management for the individual employee. This requires a more clearly defined link between the Armed Forces' requirements and the competency, potential and ambitions of the individual employee.
4. *Personnel management* The Armed Forces aim to improve the efficiency of personnel and competency management. This requires an increased level of electronic procedures, improved data bases for control and more rapid access to relevant control information.

Project 2813 shall help further develop and modernise the HR processes utilised by the Armed Forces. Initially, results will be generated by uniform processes and improved data quality.

that they can assume positions which require military-specific competency and the obligations and responsibility which follow with such a position.

Schemes must also be developed which are more flexible in terms of job changes and phas-



### Box 2.5 Management and employee development within the Norwegian Defence Estates Agency

Active development of competency and management is essential in the management of the total property, building and construction interests of the defence sector. The Norwegian Defence Estates Agency strives for a management and organisational culture which is open to change and which can actively meet new requirements and development trends. This applies in particular to new opportunities and challenges related to the future base for recruitment which will feature existing employees who want to stay on at work past normal retirement age, new requirements from the next generation of employees and an increase in cultural diversity. Increased diversity and new competency shall form the basis for the exploitation of a significant increase in technological applications at work.



Figure 2.2

Photo: The Norwegian Defence Estates Agency

The Norwegian Defence Estates Agency abides by the framework laid down for proper public management. Full compliance with framework conditions is required in order to build trust among owners, customers and society at large. Proper management primarily implies a responsibility for management, and the Norwegian Defence Estates Agency shall base their approach to this issue on a management platform which features common management principles. The Norwegian Defence Estates Agency will make active efforts

towards the further development of systems, competency and a culture which supports and stimulates proper management. Full compliance with framework conditions forms the basis for innovation.

The Norwegian Defence Estates Agency underlines competency as the most important instrument in the short and long term for the development of future property systems. The Agency's competency model emphasises equal career paths within management and the different professions represented. A learning portal has been established to organise and administer learning initiatives which have a common basis.

The Agency also makes use of a specially designed HR tool to ensure comprehensive and systematic follow-up of employees. This supports the processes required for competency management and employee follow-up. Employee follow-up is all about facilitating the workplace so that the individual employee is able to succeed on a daily basis and live up to the expectations of both the customer and the organisation. In practice, this requires systematic processes for carrying out performance appraisals, including a review of roles and job descriptions with defined competency requirements, and self-evaluation in relation to the management and employee principles laid down for the Norwegian Defence Estates Agency. The performance appraisal is summarised in targets for learning and development and in working targets, which in turn form the basis for an individual development plan. The fact that all this information is jointly collated allows for a much higher degree of continuity and follow-up of employees, irrespective of any changes in management.

The tool also forms the basis for a description of the total competency within the Agency, in the form of registered CVs. Moreover, the comprehensive and systematic use of the tool will help identify any gaps in competency at both agency and organisational level.

ing out so that the substantial investments made in competency are exploited to the maximum within the defence sector. Flexibility must therefore be an integrated part of a good personnel policy.

### **2.3 Strategic competency management**

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The competency reform will necessitate a change in how competency is managed as part of the strategic management of the sector and its agencies, and as a part of the development and control of the organisation. This is a fundamental premise for the work on developing initiatives and implementation, and is decisive for generating genuine and long-lasting results.

Modern competency-based organisations have a mutual link between competency requirements and the results generated by the individual employee and development of competencies. Strategic competency management is a tool and a working method which can be used to ensure the necessary level of competency. This implies systematic and strategic work to chart current and future competency requirements and to analyse what this means in relation to the individual employee.

For the defence sector, this implies that competency has a much wider importance than before. Processes which today mainly occur independently must in the future be seen in correlation, for example personnel management, education, structural development and the management of agencies and organisations.

The systematic and continuous development of managers and employees is a decisive factor for sustaining and further developing competency. Central elements in the process of employee development are performance goals, development goals and career goals for individuals, viewed in relation to the organisation's competency requirements and gaps in competency. Employee development requires much more than courses and education. It involves a much higher degree of guidance, sparring and feedback on a day to day basis during work.

### **2.4 Sharing knowledge and experiential learning**

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Organisations with a focus on learning share competency. Employees are responsible for acquiring

competency in line with the needs of the organisation and are also responsible for sharing and making their competency available to others.

Systems are required to ensure that the competencies held by individual employees are of the greatest benefit possible to the organisation as a whole. In addition to systematic measures to generate and develop competency for individuals, systems are also required to procure, evaluate, organise, quality assure and provide competency, knowledge and experience throughout the organisation and between different organisations. It is also important to develop a culture for sharing knowledge.

The defence sector is made up of organisations which are considerable differences in terms of activities, practice and deliveries. The defence sector's core tasks, such as that of the Armed Forces to provide operative capabilities, are complex and at times require extremely rapid decision-making, a high degree of expertise and which may represent a risk to life and health or the loss of substantial values. Other tasks may be less demanding, involving staff functions and supporting the core tasks. Tasks which imply a risk to life and health – such as wartime operations, flying and sailing – have generated extremely constructive and positive methods of sharing experience and best-practice and developing expertise. The same level of systematised processes must also be developed for other functions.

Both managers and their employees are responsible for taking part in and contributing to quality on a daily basis in order to further develop expertise. New expertise is triggered at the meeting point between different perspectives. Responsibility lies particularly on managers to contribute towards a practice which can enhance local experiential learning.

Differences generate new knowledge. Certain agencies within the defence sector are relatively similar in terms of their employees. They have been selected on the same basis, attended the same schools and work with the same tasks. Such environments may be prone to stagnation and it is therefore important to try to challenge existing attitudes. This is made possible by ensuring diversity among the employees, a suitable rotation which provides a mix of personnel with varying length of service and via cooperation with other similar groups in Norway or abroad.

## 2.5 Management and collaboration

Managers are responsible for exploiting the competency of employees and facilitating development of competency. It is increasingly important to select and evaluate managers based on their ability to further develop employees and help ensure the organisation has the necessary competency for both present and future operations. Managers must facilitate innovation by encouraging employees to discuss and exchange opinions instead of judging and instructing. When managers focus on facilitating discussions between employees with varying experience and opinions, it becomes possible to exploit the different perspectives involved and to build upon each other's expertise in order to further develop and process different approaches. Managers are responsible for mobilising and allowing existing competency which is not fully exploited and for paving the way for efficient work and cooperation.

Managers and employees shall be assessed as to how they contribute towards the results achieved by others, and not just their own results. Helping others to develop expertise and allowing them to achieve their goals and thereby the goals of the organisation in both the long and short term is therefore an equally important performance indicator as a person's own achievements.

Employees are responsible for contributing with their competencies not just when requested to do so but on their own initiative. This responsibility also includes active involvement in developing the competencies of colleagues and the organisation as a whole, and for taking own competencies further.

A more composite, complex organisation, continually adapting to changing surroundings, requires a greater focus on individual factors which have to be in conformity and perpetual; for example, a clear and conform approach to the organisation's targets and ethical standards is

### Box 2.6 Attitudes, ethics and management

A continual focus on attitudes, ethics and management is absolutely essential if the defence sector is to sustain legitimacy, confidence and trustworthiness among civilian society. The defence sector shall continue to grow and develop as a value-based and learning organisation, with an organisational culture which has integrity, openness and a high ethical standard.

Managers and employees shall at all times be fully equipped to make the right decisions so that the way in which tasks are performed contributes towards sustaining trustworthiness either during military operations, research, when in contact and cooperating with businesses and other private and public bodies and on a daily basis. Managers are particularly responsible for ensuring compliance with standards and that the organisation is structured to allow for such compliance. Managers must be good role models and understand their role as culture bearers. The practical process of working with organisational culture is lengthy, labour intensive and will never reach a conclusion. This is because the society of which we are part, the conditions under which we operate and the challenges we face in terms of ethics and attitudes are constantly in movement.

Plans of action for attitudes, ethics and management were launched in 2006 and revised in

2009. The different agencies (the Armed Forces, the Norwegian Defence Estates Agency, the Norwegian National Security Authority and the Norwegian Defence Research Establishment) in addition to the Ministry of Defence, are responsible for developing own measures within the four following target areas:

- *Development of expertise and competency*  
All managers and employees shall have sufficient knowledge and competency required to meet ethical challenges.
- *Development of cultures*  
All managers and employees shall make active contributions towards developing a positive organisational culture within their place of work.
- *Systems and structural tools*  
The agencies and the Ministry of Defence shall make use of and develop structural tools and shall integrate attitudes, ethics and management into existing systems for management, organisational development and control.
- *Social responsibility*  
The agencies and the Ministry of Defence shall be aware of their social responsibility and shall maintain an active and responsible role within society.



Figure 2.3 A deck of cards showing a range of ethical dilemmas

Photo: Media centre for the Norwegian Armed Forces/Torgeir Haugaard

required. Substantial efforts have been invested into work on attitudes, ethics and management within the defence sector since 2006, with a number of important initiatives implemented. A committee on ethics has been set up for the defence sector. This committee is charged with developing the ethical management of human and material values, and helps the defence sector grow into a learning organisation. The committee on ethics shall evaluate ethical problems related to management, support functions and operative service. The different organisations within the defence sector shall continue to focus on awareness of ethics and reflection at work, during operations and during education. This shall make its mark on the management and organisational culture of the defence sector.

#### Box 2.7 Report from the 22 July Commission

“The Commission’s most important recommendation is that leaders at all levels of the administration work systematically to strengthen their own and their organisations’ fundamental attitudes and culture in respect of

- the acknowledgement of risk
- implementation capacity
- interaction
- ICT utilisation, and
- result-oriented leadership.”

Source: Official Norwegian Report 2012 14



### 3 Diversity

The main objective for the competency reform is to ensure operative capability. To achieve this, we need to increase the diversity of the organisation. Diversity is a question of having a varied composition among personnel in terms of both visible and invisible differences. Visible diversity refers to variables such as gender, ethnicity, age and physical abilities. Invisible diversity refers to factors such as education, experience, sexual orientation, religion, philosophy, competency, social or geographical background.

Numerous organisations within society give greater priority than before to the correlation between diversity and solving tasks. Diversity, difference and variation are all necessary to achieve the breadth of competency and adaptability

required by modern competency organisations and for organisations operating in a world which is changing at a more rapid pace than before. These factors are also required to ensure that a high-tech defence is able to master complex situations, tasks and challenges.

The requirement for diverse competency has increased for all organisations in the defence sector. However, it is particularly dominant for the military organisations. The Armed Forces have an historical inheritance of cultures and systems for selection, recruitment and career development which, in addition to a hierarchical organisation and internal socialisation processes, excessively promotes conformity and obstructs diversity. This becomes a challenge as a wider range of tasks and



Figure 3.1 Facsimile from the Armed Forces campaign; “For all we have. And all we are.”

a more rapid rate of change demand greater diversity in terms of competency.

### 3.1 Diversity allows for variation and adaptability

The need for diversity, when applying an extended interpretation of the concept, has increased over time for the defence sector. Diversity is important because it correlates with values such as justice, legality, legitimacy and ethics. The defence sector must reflect the society it is charged with protecting. By including a broader section of the population in defence, it will be easier for more groups of people to identify with the Armed Forces, which will help enhance legitimacy. Primarily however, diversity is important for a modern defence as a premise for the necessary breadth of competency, capacity for innovation and the ability to make several alternative actions available at the same time. Diversity therefore provides increased operative capability.

A wider range of perspectives among employees implies that complex problems can be aired from different sides. This provides the organisation with an increased capacity to understand and solve current and future tasks and challenges. It is therefore essential to ensure that employees who have a different background than the majority stay in the organisation, and that employees feel they are valued and protected.

The complexity and range of change experienced by the current rapid reaction capability defence requires a diverse range of competency, high adaptability and employees who solve challenges as a team. The work involved has become far too complex for generalisation among work distribution. A number of functions require in-depth understanding of systems and totality, and communication skills. By attracting and recruiting employees from a broader section of society, the defence sector is more able to recruit from the most suitable candidates on a labour market where competition for talented candidates is tough.

Neither is it sufficient to recruit personnel who principally represent difference in order to ensure the required level of diversity. If such persons have to make use of adaptation strategies to function within the organisation, the potential for added value provided by diversity is not exploited. If you shape people into copies of those already in the organisation, you will get old answers to new challenges. These kinds of organisations may become irrelevant and find it difficult to recruit



Figure 3.2 On a mission with the POMLT (police operational monitoring liaison team), which comprises Norwegian and American soldiers and civilian Norwegian police, in Dowlatabad in the Faryab province, Afghanistan.

Photo: Media centre for the Norwegian Armed Forces/Torbjørn Kjosvold

and retain employees. Diversity is therefore no guarantee for added value but only has an impact when the diversity among personnel is of significance for the daily operations, strategies and choices made. This necessitates an organisational culture which is open and change-oriented, which listens to differing opinions when decisions have to be made.

Demographic factors and other, more invisible dimensions of diversity do not contradict each other. If both perspectives are fully integrated, you gain much more potential to create the necessary level of variation and breadth within the composition of competency.

Diversity within the Armed Forces has mainly been addressed as a question of improving the gender balance within the organisation. Despite a major focus on the political and organisational aspects and research, very little progress has been made on the work to increase the ratio of female employees. The project implemented by the Norwegian Defence Research Establishment – “Research on Age Cohorts for the NorAF” – indicates that a higher ratio of women leave the defence sector than men, particularly women under the age of 30. The research also indicates that it is internal processes within the Armed Forces which contribute towards women and men *becoming* more equal once they have been recruited to the organisation. These processes include uniforms, common education and training, sense of humour, personal evaluations, application rounds and catalogues of requirements.

The most important factor for increasing the ratio of women is to recruit more women from the military educational system and ensure that these women want to stay in the Armed Forces. Another method may be to recruit women with a civilian education and offer them supplementary military education. The decisive factor for increasing diversity, including the ratio of women, is to make sure the defence sector is perceived as an attractive employer by a broader section of society, so that the sector is thus able to recruit from the best candidates on the labour market.

### 3.2 Balance between diversity and conformity

The defence sector needs *both* conformity and diversity to be able to carry out its assignments. A certain level of conformity is required to create stability and functionality, and to make the organisation more able to standardise processes in relation to uniform targets. At the same time, a diverse range of perspectives and philosophies is necessary to generate innovation and adaptability.

Numerous operative situations will require the need for definite structures, processes and system. These take the form of procedures, standards and doctrines. When a military unit is under fire, all persons within that unit must react in accordance with their training and skills and their reactions must come as an automatic reflex. As a result, some functional requirements may be necessary in military situations and may obstruct diversity. At the same time however, it is essential to continuously question whether these requirements are objective and have a professional basis, or whether they are the result of traditions and culture.<sup>1</sup>

Another type of conformity involves values and attitudes. The profession of a soldier requires a high ethical standard, for example for conduct during operations, respect for other cultures and religions. This is required for both ethical and functional reasons. Good attitudes and positive conduct are decisive in military operations and for other tasks. An increase in differences among employees therefore makes this process all the more important. The defence sector therefore has to take a conscious approach to attitudes and val-

#### Box 3.1 Summer student scheme generates goal-oriented recruitment

More than 30 percent of current scientific employees at the Norwegian Defence Research Establishment have at one time taken part in the summer scheme for students.

It used to be possible for students and graduates to do their national service on research projects with the establishment. This was an excellent source for recruitment, but today is practically nonexistent. As a replacement, the Norwegian Defence Research Establishment has made further developments to and specified new targets for its summer student scheme. Every year, the establishment welcomes close to 60 students who spend eight to ten weeks putting theory into practice. The scheme is open to students from Universities and colleges. The tasks set for the students are adapted to the expected level of expertise and experience, or perhaps a little higher.

More than 600 students apply to the scheme every year. The most highly qualified students are given the opportunity to try their hand as researchers. Once the summer scheme has been completed, the students are evaluated. This allows the Establishment to identify possible candidates for future positions with the Establishment, and to monitor the students after they leave the scheme. A good number of students return every summer until they graduate. Many choose to take a Master's degree or even a PhD at the Establishment.

The summer student scheme is a great tool for goal-oriented recruitment both in terms of expertise and diversity. In the period from 2004 to 2012, the Norwegian Defence Research Establishment has increased its ratio of female scientific employees from 12 to 21 percent. One of the methods applied to achieve this was to increase the ratio of women in the summer student scheme. More than 30 percent of the summer students have been women.

<sup>1</sup> Edstrøm, H., Lunde, N.T. (2010) The Armed Forces in crossfire – conclusions and perspective I: H. Edstrøm, N.T. Lunde & J. H. Matlary (Red.) Uniformity or Diversity? Oslo: Abstrakt forlag AS

ues which are not acceptable, for example zero tolerance of sexual harassment, and areas which can pave the way for, or even stimulate, different points of view. In addition to the work on attitudes, ethics and management, a process which was launched in 2006 and is described in chapter 2.5, a



new publication was issued in the autumn of 2012 entitled “The value base for the defence sector”. The core values of *openness*, *far-sightedness*, *respect*, *responsibility* and *courage* shall form the basis for all activities within the defence sector.

### 3.3 How to work with diversity within the defence sector?

Diversity is a question of recruitment, development and retention of different people. It involves identifying the correlation between who is recruited to the organisation, how different employees are integrated in the organisation and how they are allowed to contribute with their competency and uniqueness. At a defence sector level, increased scope for the flow of competency between the organisations helps provide new perspectives from related organisations. Increased cooperation and flow of competency with other parties in society is also a step in the right direction.

The sector must also attract candidates from a wider section of society. The Norwegian Defence Estates Agency is currently assessing the potential for a trainee scheme whereby graduates can gain work experience and become familiar with different parts of the organisation. The Norwegian Defence Research Establishment has recorded a positive outcome from its summer student scheme which attracts a high number of applicants from the major educational establishments and has also helped in recruiting a higher ratio of females. Public opinion polls indicate an increased interest among women in a career with the Armed Forces, which has emerged in parallel with the the campaign entitled “For all we have. And all we are.” The purpose of the campaign is to portray the diversity of opportunities and careers available within the modern day Armed Forces. Such experience can be of value for other organisations within the defence sector.

A holistic approach to diversity requires establishing relationships with people who cannot primarily be categorised according to demographics, but who think differently, have different behavioural patterns and different views of the world at large. However, this approach presents somewhat of a challenge as these factors are difficult to gauge. The defence sector has to develop methods for measurement of diversity in addition to demographic factors, and also requires new methods and tools for recruitment and selection. It is therefore important to maintain a continual focus on the significance of culture, how manag-



Figure 3.3 Soldier from the King's Guard emergency squad

Photo: Media centre for the Norwegian Armed Forces/Lars Magne Hovtun

ers can influence the working climate and zero tolerance of actions which are in breach of the values, attitudes and standards required by the sector.

It is also necessary to continue investing in research in order to enhance knowledge of how both women and men perceive the defence sector as an employer and how employees feel they are treated at work. This research will play an important role in identifying structural deterrents which imply that the sector does not achieve the required level of diversity.

Recruitment measures and selection requirements within the Armed Forces must continuously be assessed and adapted to the actual competency requirement. The need for a greater diversity of competency also generates a need to expand recruitment and introduce differentiated selection. The different tasks of the Armed Forces place different requirements on intellectual and physical characteristics and skills. Compulsory military service will remain an extremely important source for recruitment to the Armed Forces. One of the initiatives implemented to increase the ratio of women is to introduce an obligatory examination of young women for military service. The impact of this initiative will be evaluated in 2014 and new measures to increase the ratio of women will be assessed at that time. Although compulsory military service and the educational system will remain the main source of entry to the Armed Forces, other recruitment methods are required at different levels within the organisation. Recruitment from the civil sector could prove an important method for increasing diversity and improving the gender balance in the military organisation.

The requirement for a greater diversity of competency and a more diversified personnel also necessitates a greater differentiation in how competency is developed and applied. This will involve introducing a wider range of career paths and, in particular, horizontal career cycles. In addition, a vertical career cycle should allow for a much wider diversity within the organisation than purely operative. Moreover, a higher level of facilitation is required for flexible and individually adapted career cycles which allow for a wide number of family types, dual-career families and the

employees' need for a personnel policy which is adapted to their stage in life. The currently available uniform career path implies that the educational system targets vertical career development to an excessive degree. The incentive system must also be adapted to an increased need for differentiation and career paths which are not vertical. The perspective of diversity will therefore play a key role in the process to develop personnel schemes for the future, a review of the payroll system and the further development of the educational system.

## 4 Flexibility and access to competency

If the human resources in an organisation are to be exploited to the full, the organisation's structure has to be adapted to ensure as far as possible that the right person and the right number of persons with the right competency are available in the right place and at the right time. This is increasingly important as the operating environment for the defence sector grows more dynamic. Specifically, it is a matter of legislation and agreements which regulate work and employment, and career paths which allow the organisation to develop the competency it needs.

The entire sector has to face this challenge, but mostly the Armed Forces with its number of unique schemes and the comprehensive change in competency requirement over the past decades. The systems and structures are in the main uniform, static and homogeneous and do not correlate with the variation and dynamic nature of the organisation's competency requirement.

Flexibility is a question of scope for variation. For the defence sector, flexibility is about having the leeway to recruit and exploit competency where it is needed and in the most efficient way possible. For the individual, flexibility is about having the opportunity to make choices, gain new challenges and have a job which adapts to changes in lifestyle.

### 4.1 Flexible framework

The general conditions for managers and employees include types of employment, retirement schemes, working hours and payroll. Changes in society, structural changes, availability of manpower, changes in assignments and technological innovations can all imply a need to increase or reduce the organisation's workforce.

Several forms of employment are available to personnel in the defence sector. Civilian employees are governed by the same regulations as other employees within the public sector. The same also applies to enlisted personnel, although within the limitations of the Norwegian Act relating to defence personnel. In practice, there is a split

#### Box 4.1 Flexibility

"In general terms, flexibility is two-fold. Firstly, it relates to how a phenomenon can alternate and change itself in line with the new needs generated by development for new solutions and adaptations. In such a context, flexibility is defined as adaptability, as opposed to rigidity. Secondly, flexibility relates to how schemes can differ at different times, depending on the needs of the party involved and the requirements involved in the situation at hand. In such a context, flexibility reflects diversity, as opposed to standardisation. As such, flexibility can be said to be two-fold – the scope for change over time and the scope for current diversity."

The Ministry of Local Government and Regional Development: *New millennium – new working life?* Official Norwegian Report 1999: 34.

between officers with lifelong employment and those with time-limited employment. The defence structure is best served by having a good balance among age groups. Different age limits are specified for commanding officers and commissioned officers, and a large number of employees in the Armed Forces have time-limited contracts. The project group which studied a new revision to the officer corps in 2002 studied different corps in 18 European and North American countries. 16 of the countries studied had permanent retirement schemes to ensure the best possible age structure. The Norwegian scheme for commanding officers provides such a retirement mechanism. Moreover, there is the scope to professionally employ commanding officers based on the needs of the Armed Forces, although this has not been sufficiently communicated and utilised.

The current payroll and incentive structure is excessively based on the former assignments,

activities, organisation, facilitation and goals of the defence sector, and does not sufficiently reflect the goals and requirements of the current defence sector, or the actual additional load placed on the shoulders of the employees by the different tasks and activities. The payroll system in the Armed Forces at times restricts the sector's ability to fulfil assignments. One consequence of the current system is that it principally rewards high rotation and development of broad competency, while continuity and specialised competency are not sufficiently supported with incentives.

The Ministry of Defence intends to enter into dialogue with the labour organisation in the Armed Forces to implement a process which targets a review of the payroll and incentive structure for the Armed Forces and aims to adapt these more to the needs of a rapid reaction capability defence. One of the focus areas is the Armed Forces' need to recruit specialised competency within a range of areas and to facilitate for careers for specialists. Furthermore, the relationship between fixed salary and supplements shall be assessed, within the boundaries of a sustained total payroll limit. Particular attention shall be paid to the implications on payroll of the transition to a rapid reaction capability defence.

This also requires a more principled discussion of flexibility and incentives. Incentives represent more than salary, and a review is required of the challenges faced by families due to the activities and areas in which the Armed Forces are located. One major challenge is high internal turnover and this implies that the Armed Forces must improve on the scope provided for horizontal career paths and dual-career families. Incentive mechanisms have to be reviewed from a broader perspective and it is essential to evaluate the scope for making targeted and differentiated use of such mechanisms. The incentive schemes must also correlate with and fully support the goals of the current organisation.

## 4.2 Functional flexibility

We now face a much higher demand for specialised competency within a wider range of disciplines and professions. This is true for society in general and for all the agencies within the defence sector. For the Armed Forces, this demand is much stronger as the current command and deployment system does not sufficiently reflect the needs of a rapid reaction capability defence for

### Box 4.2 The Norwegian National Security Authority – competition for specialised competency

The Norwegian government is reinforcing its work on preventive security and ICT security in a number of fields, cf. the long-term plan for the defence sector (Proposition to Storting 73 S (2011-2012)), report on social security (White Paper 29 (2011-2012) Social Security), and the National Strategy for Information Security. These are important initiatives for improving security in Norway.

The Norwegian National Security Authority shall be developed as the central directorate for protection of information and infrastructure which is of importance for socially essential functions and other social functions. The Authority thus has a major social responsibility both within the work on coordinating measures to handle attacks on data, surveillance, consultation and guidance within object security and other areas, and to reinforce knowledge of this field within society at large.

This implies a major requirement for competency and represents a number of challenges. There is a vast need for both technical competency and expertise within social sciences and this need is most likely to increase in the future. Competition for competency is tough, particularly within ICT security and surveillance. The professional groups possessing this competency are small, and specialised expertise is in demand and necessary. The National Security Authority has in the main to compete for the same candidates as the rest of the defence sector and society in general.

The small size of these professional groups may result in vulnerability. It is therefore important to define segments of competency that are exposed to competition, and to ensure further development and an attractive career path for employees. This challenge has to be faced in a way which is also beneficial to society.

specialisation, in-depth expertise and continuity. At the same time, this system must safeguard the uniqueness of the military profession in terms of obligation and availability based on the needs of the Armed Forces.



For a large number of officers, job rotation is excessively high. On the one hand, rotation opens the door to innovation and development as employees gain new competencies and transfer and make use of competencies between different parts of the organisation. On the other hand, low turnover and rotation are important in order to allow for in-depth insight and continuity. Job rotation remains important for the rapid reaction capability defence, but is utilised in an excessive number of job categories. The level of differentiation between the content of different positions and the requirement for professional specialisation and continuity has not been sufficient. Enlisted officers, officers on time-limited contracts and commanding officers, where the rate of turnover is high, are employed in a number of the positions intended to represent professional specialisation and continuity. There is significant potential to reduce turnover and rotation in order to secure continuity and specialised knowledge.

In the future, the goal should be to provide officers who have been educated and trained for demanding military operative assignments in peacetime, war and crises with wider scope for specialisation and development of in-depth competency. At the same time, personnel should be recruited from the civil sector to fill positions where military competency is not required. Examples of such positions are within economy, administration, management and HR. Such personnel can either be employed from the civil sector in civil posts or provided with supplementary military education in order to qualify as officers. This is all a question of creating diversity within competency, flexible and effective solutions for recruitment and the utilisation of competency and an increased level of cooperation with other sections of society in order to cover the broad spectre of competencies required by the defence sector.

The systems for career development focus excessively on an operative and vertical career path. It is difficult to develop and retain personnel with specialised competency and in-depth insight. This type of competency is not sufficiently merited, neither within the career system or the organisational culture.

The uniform systems also restrict diversity. The Armed Forces recruit from a limited section of society, based on relatively standardised criteria for selection, such as management skills and physical and practical skills. Moreover, new recruits are provided with a relatively uniform training and career development, while the actual

#### **Box 4.3 Analysis of competency within the Norwegian Defence Logistics Organisation**

The Norwegian Defence Research Establishment has carried out a study related to manpower and management of competency within the Norwegian Defence Logistics Organisation. One key result from this study was that delays in projects could be connected to understaffing. On average, 26 percent of all positions were unoccupied. In total, there were 443 unoccupied positions and a total 735 different competency requirements. Unoccupied positions may result in vulnerable competency groups.

Job descriptions in the Armed Forces specify two types of competency requirements. These are MUST requirements and SHOULD requirements. This division of competency requirements is often utilised to indicate the minimum requirements and a preferred level of competency. The Norwegian Defence Research Establishment studied in detail fulfilment of the SHOULD requirements in order to uncover a competency deviation in the organisation. This study only indicates deviation in formal competency however. In many cases, experience and other relevant service can compensate for a lack of formal education and competency.

The majority of those taking part in the study agreed that personnel rotation results in delays in project execution. Nonetheless, many also stated that job rotation was necessary to achieve a satisfactory salary and level of development. Several of the participants claimed that they would prefer to stay in one position for longer, but that there was little or no scope for a horizontal career path. They claimed that the only way to gain a higher salary was to change jobs. This is both costly and time-consuming for the organisation, requiring the vacancy to be published, recruitment and training of new employees.

competency requirement should imply a wider spectre. This could result in a cultural and competency-related reproduction of the existing organisation and thereby a continuation of the existing gap in competency. Neither is the system perceived as sufficiently flexible to allow for the



needs of the individual during the different stages of life. There is not sufficient leeway for this in the current vertical career path. The scope for two-stage command is insufficiently exploited. This could provide for a more predictable work situation for employees and their families. At the same time, the Armed Forces will benefit from increased predictability and the capacity for competency management, for example to be used for educational purposes.

Flexible systems demand flexibility in all parts of the personnel cycle. If it no longer proves possible to make expedient use of an employee's competencies, schemes or other programmes should be utilised to help the employee change careers. Competency has to be managed so that the individual employee can find a different workplace where his/her competency is better utilised. This factor should also be viewed from the perspective of a possible increase in the special age limit for officers. Moreover, by increasing cooperation on competency across the sector, it will be possible to identify measures for moving competency internally between the different organisations in the sector. Schemes to allow for a change of career may also help improve opportunities for employees on the civilian labour market.

With the decisions on the base structure for the Royal Norwegian Air Force by the Storting in the spring of 2012, the main decisions for the restructuring of the Armed Forces' base structure are now made, thereby minimising uncertainty for many employees when it comes to future locations. This, in combination with a greater scope for horizontal career cycles, will provide employees with more predictability so that they can settle with families and homes. At the same time, the reduction in number of locations and ruralisation of locations may present new challenges for employees with a view to career opportunities for family members moving with them. This presents a requirement for a more flexible support system and continued investment in family and personnel policies.

The different personnel categories and management of personnel within these categories also obstruct the flow of competency between different functions. The defence sector's own educational system has very little orientation towards civilian employees in the Armed Forces and, with few exceptions, towards other organisations within the sector or from outside the sector. This may serve to widen the gap between military and civilian competency production and its application.

One obstacle to the flow of competency in the defence sector could be that positions are predefined as either civilian or military, as described in chapter 2. A further challenge is that foreign labour is in the main excluded. By predefining entitled candidates as exclusively military, civilian or Norwegian citizens, the organisation may be missing out on good candidates who could help complement a team. Competency requirements must be the determining factor. The employment process should be more open to allowing both civilian and military employees to fill positions, and thus be driven by competency.

Individual managers should have a much higher level of influence over how he or she wishes to recruit, based on competency requirements. Policy writing and follow-up lies naturally at a strategic level, while the executive responsibility and authority for recruitment should be more local.

### 4.3 Flexibility and organisational distinctions

There are obvious synergy benefits to be gained from closer cooperation within a number of areas between the different organisations in the sector. This is not least attributed to the fact that a number of tasks are more knowledge driven than before. Parallels to professional groups in other organisations in the sector can at times be clearer than with other units within the same agency, for example engineers, ICT, project management, commerce and economy. There is vast potential within personnel and competency to increase cooperation and experiential learning between the



Figure 4.1 From the Armed Forces management premises in Oslo

Photo: Media centre for the Norwegian Armed Forces/Torgeir Haugaard

agencies and also between the different departments within these agencies. Certain areas actually obstruct cooperation. One example of such barriers is the different technological platforms which support the different agencies' personnel systems. These can make it difficult to maintain an overview of total competency for the entire sector and thereby the scope for a proper flow of competency between the agencies.

An increased exchange of competency and experience across agencies is a fundamental premise for the network-based Armed Forces. In many cases, the greatest obstacles are not structures but culture, as this implies the transition from

a "need to know" principle to a "need to share" principle.

In terms of personnel in general, significant gains could be made from setting up arenas for knowledge sharing and experiential learning in the agencies and across the defence sector. An improved flow of competency across the sector will pave the way for improved development of competency. This type of cooperation is also essential for strategic competency management at sector level, and must be seen in conjunction with the scope for building a strong pillar of competency within the personnel area for the entire sector.

## 5 Cooperation and strategic alliances

Changes in society are now much more substantial and rapid than before. Both the private and public sectors in Norway are competing for competencies with other nations – and this will have an impact on the defence sector. Due to the special limitations in terms of security clearance for example, the population from which the defence sector recruits will most probably be smaller than for other sectors of society. However, current regulations do allow for some scope.

The defence sector has traditionally contributed much more competency to other sectors than it has received. Previously, the Armed Forces provided a major share of the male population with basic military competency during national service. Only a limited number continued to work in the defence sector after they had completed national service. However, the Armed Forces always had the option to mobilise this personnel and their competency as required. With the transition to a rapid reaction capability defence, the logic of producing an “inventory” of competency is less relevant.

The defence sector needs new mechanisms by which to ensure a two-way flow of competency and the ability to make use of technology, systems, personnel and competency developed by others. This is not least important as the tasks of the defence sector grow increasingly knowledge-intensive. Some of the knowledge required by the sector is specific to defence and, in other areas, cooperation with external parties is made difficult for security reasons. However, there are certain similarities today in a number of areas between the defence sector and major, complex organisations. It is therefore now more relevant to cooperate with civilian parties in order to refine such knowledge.

### 5.1 Cooperation and mutual dependency

There are several reasons why the defence sector requires a well-structured cooperation and to improve two-way flow of competency both in and out of the sector.

#### Box 5.1 International cooperation enhances total competency

The Norwegian Defence Research Establishment, via a comprehensive cooperation with Norwegian and foreign research groups, is able to generate more knowledge and competency for the Armed Forces than would have been possible using only their own research. This is part of a deliberate strategy. More than 50 percent of the Establishment’s research projects involve international cooperation. In practice, such research cooperation involves researchers from different countries getting together to solve joint tasks. This allows the Establishment’s researchers to test their skills against some of the best researchers in the world, and to build networks. As such, scientific employees, during their career path with the Establishment, help increase the total competency in and the flow of such competency to the civil sector.

In 2012, the Norwegian Defence Research Establishment was involved in specific research cooperation projects with associated organisations and other institutions in 16 different countries. The majority of these were within NATO, in the European Defence Agency, EU research and in relation to a number of high-priority cooperation partners.

Firstly, society stands to gain a greater benefit if both the private and public sector could make use of competency developed within the defence sector without having to make major investments. A binding, mutual cooperation from an early stage of competency development may help increase the total benefit gained.

Secondly, the sector has a higher requirement than before for competency developed by others, either directly from educational institutions or

**Box 5.2 Centre for integrity in the defence sector**

The Ministry of Defence has established a Centre for Integrity in the defence sector, in connection with the Norwegian Institute for Defence Studies at the Norwegian Defence University College. The purpose of this centre is to reinforce, coordinate and further develop competency on integrity in an improved and more comprehensive way and to help support cooperating nations, partners and allies. The Centre is charged with interacting between conceptual reasoning and executive activities. The main aim has been to establish a competency centre for the defence sector, with a focus on a proper system of government generated by developing integrity and work on anti-corruption. The centre was motivated by NATO's initiative in 2007, in which Norway was named one of the leading nations and has since won significant acclaim.

**Box 5.3 Centre of expertise for securing buildings**

The Norwegian Defence Estates Agency has established a centre of expertise for securing the Norwegian government's property, buildings and plants. Based on the requirement to protect military installations and plants, the Agency has developed leading expertise within protection and security. The centre has been established to translate this experience gained in the defence sector so that it can be applied by other governmental sectors, and to assist owners and users of critically important buildings and infrastructure by protecting values and functions from terrorism, sabotage, espionage and other hostile attacks. The centre cooperates with other key organisations in this area, including the Norwegian National Security Authority, Statsbygg (the Norwegian government's key advisor in construction and property affairs) and the Norwegian Police Security Service. Other governmental bodies from abroad participate in the cooperation. The centre of expertise is involved in an intensive public scheme for securing buildings. The scheme is governed by the provisions of the Norwegian Security Act and the Regulation relating to object security, adopted in 2010.

from employers in both the private and public sector, at home and abroad.

Thirdly, by ensuring an improved structure for cooperation, the sector will benefit from increased predictability. Today and with very few exceptions, the two-way flow of competency is primarily based on individual wishes and needs. Competency is the common denominator for all the capabilities possessed by the sector and which the sector aims to develop, and as such competency must be improved in order to ensure predictability. This requires various forms of formalised cooperation between the organisations within the sector and others.

Fourthly, cooperation aids value creation. Competency increases in value when it is shared. The sector now has a much wider spectre of assignments than before and much more diverse competency. This includes a number of areas which are not necessarily specific for defence, and where there are grounds for exchanging experience and developing competency together with organisations outwith the sector. The level of complexity is on the increase within all organisations and the requirement for competency in both private and public organisations is now more similar to those in the defence sector. At the same time, the defence sector is growing more reliant on external organisations. Knowledge developed

externally is therefore more important than before. Moreover, there is an increase in the number of competency areas which can be correlated to competency areas in other organisations.

One final aspect to be considered is that cooperation with other sections of society will augment knowledge of the sector among the general public. This may therefore help enhance the sector's general reputation and standing. This is particularly important as a much smaller percentage of the population is now in contact with the Armed Forces than before, due to the fact that fewer people do national service and because the defence sector has fewer locations around the country. As the defence sector reaches out and invites other organisations to cooperate, they are sending out signals of openness and the willingness to share. Openness engenders trust and trust engenders legitimacy.

The defence sector, defence-related research and the defence industry have played an import-





Figure 5.1 The Derby deployment force of the Home Guard

Photo: Media centre for the Norwegian Armed Forces/Lars Magne Hovtun

ant role in the development of new technology. Technology and systems have been developed for military use but have proven to be of great importance for the rest of society. The use of more advanced technology has resulted in increased investments in basic research, applied research and experimental research. The dividing lines between military knowledge development and development within other sectors are now much thinner in a number of areas.

The development and application of knowledge therefore provide new and increased opportunities for cooperation across sector and national boundaries, for example within information and communication technology.

## 5.2 Two-way flow of competency

The defence sector cooperates extensively with other sectors and organisations both at home and abroad, including various types of competency flow. The mutual obligations, scope, degree of formalisation and activity related to such cooperation vary significantly. The one common feature however is that the flow of competency is not necessarily determined by the defence sector's long-term competency requirements. In the future, the requirements of the defence sector and the individual organisation shall govern development of competency. The defence sector therefore needs the capacity to predict, plan, control and increasingly facilitate the flow of competency both in and out of the sector.

As the defence sector has traditionally provided society with substantial competency, but has

### Box 5.4 Re-recruitment in the Armed Forces

Re-recruitment and professional employment of commanding officers with specialised competency provides the defence sector with rapid access to competency as a result of low lead times for personnel with the correct competency and access to high-quality competency. This applies in particular in areas where total qualifications have increased as a result of experience from outwith the sector. Moreover, re-recruitment may help increase the diversity of competency within the sector in that personnel have gained experience from other fields.

Re-recruitment of former employees and professional employment of commanding officers with specialised competency provide an economic gain in that these personnel are fully qualified and possess relevant qualifications which are in demand, in addition to minimising the risk of recruiting unsuitable candidates.

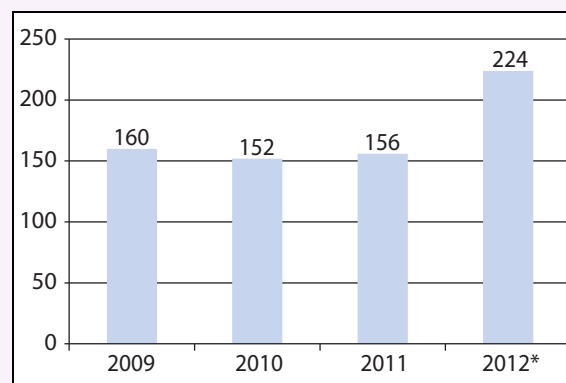


Figure 5.2 Number of employees re-recruited to the Armed Forces and professional employment of commanding officers from 2009 to 2012

\* The figures from 2012 are provisional.

not made use of competency developed by others to a similar degree, the sector shall now open the doors to a mutual flow of competency. This does not only apply between the defence sector and other sections of society, but also among the different organisations within the sector itself.

It may be expedient to introduce short or long term work exchange or work experience for personnel among the organisations in the sector and other private and public organisations, both for

**Box 5.5 Maritime competency**

Norway is an international superpower in maritime terms. The Norwegian maritime industry has a significant competitive edge, vast innovative capacity and world-leading technological competency. The industry consists of a number of segments, such as suppliers of maritime equipment, suppliers of maritime services, ship-owners and shipyards. These different segments have a high level of cooperation, allowing for enhanced innovation and technological developments. The Norwegian controlled fleet comprises around 2,300 vessels and is regarded internationally as the seventh largest fleet in the world, in terms of number of vessels. The Norwegian controlled offshore fleet is the second largest in the world. In terms of value, the Norwegian controlled fleet is estimated to be the fourth largest in the world, corresponding to 10 percent of the global fleet. Value creation for the maritime industry has more than doubled over the past decades. A significant share of the total value creation takes place in Western Norway. The Norwegian government has a goal for Norway to be the world-leading nation within maritime competency, research and innovation.

The civilian maritime industry employed around 100,000 persons in 2011. Of this number, around 39,000 worked for ship-owners of which 18,800 as seamen on Norwegian registered ships. Approximately 32,000 persons were employed by suppliers of maritime services, 18,000 by manufacturers of maritime equipment and 12,000 by Norwegian shipyards. As a result of the strong growth and rate of innovation, the maritime sector now has an insufficiency of skilled manpower.

The maritime educational environment has a dispersed structure, a low level of formal education in the industry as a whole, costly teaching aids and difficulties related to recruitment within certain categories, such as marine engineering. Research and development (R&D) is experiencing a significant increase in activity at Universities and colleges, often in close cooperation with the maritime industry.

The Royal Norwegian Navy forms an important part of the Norwegian maritime cluster. The Royal Navy is based at Haakonsværn in Bergen and has personnel with unique and high expertise. The shipping industry makes use of technological solutions developed for military projects. Eight percent of the employees in the maritime industry are qualified naval officers. Such personnel are in high demand in a number of areas. The Royal Norwegian Naval Academy and other Royal Navy schools have a high status and are recognised for educating personnel who are perfect for all branches of the maritime industry, integrated into a modern management model. The academies and the Royal Navy training centres are therefore seen as a beacon for maritime education in Norway.

Historically, the Royal Navy has been a net supplier of personnel and competency to the maritime industry. As demand for personnel has increased considerably in recent years, a process has been implemented to study how the defence branch will be impacted by future developments and what measures are required.

The current level of cooperation between the Royal Navy and the civilian maritime industry is on the increase. The Royal Navy has comparative advantages in relation to the civilian part of the maritime sector in terms of recruitment, access to infrastructure, accumulation of sea service and a culture for interdisciplinary work and the quality of competency development. The maritime sector on the other hand has comparative advantages in relation to the Royal Navy in terms of financing, the ability to rapidly restructure an organisation in relation to new requirements and the ability and willpower to invest resources in new projects.

By developing a more organised and cross-sector cooperation, the resource and competency groups in both maritime sectors can develop on a more even keel.



Figure 5.3 The bridge on a navy vessel

Photo: The Norwegian Armed Force's media centre

management and specialists. The main aim here is to increase competency within the organisations and to ensure a predictable and controlled flow of competency.

Two-way competency flow is also a question of personnel who have moved to a different sector returning to the defence sector at a later date, or so-called re-recruitment. The Armed Forces can in particular benefit greatly from re-recruitment. The sector needs a broader spectre of competency and it is now more common for people to return to former employers as part of what has become known as “boomerang careers”. Moreover, the scheme for reserve personnel may be further developed with a view to recruiting such personnel for short or long term durations based on the needs of the Armed Forces. This area also provides potential gains for the defence sector.

There are a number of benefits to be gained from re-recruitment. The most obvious is the potential for cost savings. The Armed Forces have one of the highest rates in Norway of investment in developing competency for employees, mainly via its in-house educational system. When personnel leave the Armed Forces, they take this investment with them, out of the defence sector. The Armed Forces can therefore make use of re-recruitment to regain this investment. Moreover, the defence sector can utilise the competency of a re-recruited former employee gained during the time he/she spent working outside the sector. As such, the sector can benefit from experience, perspectives and knowledge from other parts of society. Once more, this provides cost savings as the sector has not had to invest in competency development during the period in which the employee has been working outside of the sector. Re-recruited personnel will have a so-called “short lead time”. They already

have experience from working in the organisation and can therefore quickly take on a position or function. The Armed Forces have been working systematically on re-recruitment for some time and have accumulated a lot of positive experience. Since 2009, 150–220 persons every year are re-recruited or moved from a position as commanding officer to professional employee. Re-recruitment provides a substantial cost saving when compared with the alternative of developing and investing in competency for personnel who have been recruited with no former background or education from the Armed Forces.

### 5.3 Strategic alliances

A more systematic and strategic approach is also required in relation to partners in order to enhance access to competency and ensure availability at the right time. When different parties share a common requirement for competency which is scarce, they can either prepare to compete with each other or investigate the potential for cooperation, collaboration and interaction.

The sharing of knowledge and experiential learning is one of the most important elements for success within a competency-based organisation. If the organisation is able to draw upon the experience of others, both the organisation and its individuals can learn without having to make the same mistakes others have made before them. Few organisations rely as heavily on structure and efficiency for knowledge sharing as military organisations. The aviation and maritime sectors are already largely involved in experiential learning and knowledge exchange. The Norwegian Defence Estates Agency has started a cooperation project with Statsbygg and its sister organisations in the other Nordic countries regarding knowledge sharing and experiential learning. For the defence sector, one premise for cooperation with other parties is to have well-developed and successful processes and methods for collecting, processing and sharing knowledge for internal use. These are already in place for certain parts of the defence sector, but there is substantial room for improvement.

By entering into strategic alliances which will reinforce and systematise the defence sector's external relationships, the sector may achieve increased access to personnel, improved exploitation of society's collective resources and help dismantle the traditional divide between the sector and the rest of society. By introducing a focus on the sector as a whole, we can achieve greater

**Box 5.6 Cooperation and competency development with academia**

The Norwegian Defence Research Establishment has an extensive cooperation with Universities and colleges, national research institutions and the Armed Forces' schools and academies. This provides for increased quality and efficiency for research, contributes towards transfer of competency and good recruitment. Researchers at the Establishment have part-time posts as Adjunct Professors and Adjunct Assistant Professors at Norwegian and foreign Universities and colleges, in addition to teaching and providing guidance at the Armed Forces' academies. Correspondingly, several external professors have positions as Adjunct Professors at the Norwegian Defence Research Establishment.

This cooperation is most active with the Norwegian University of Science and Technology, the Universities in Oslo, Bergen and Tromsø and the Norwegian University of Life Sciences, Gjøvik University College, the Institute of Marine Research, the Norwegian Space Centre, the Norwegian Polar Institute, the Norwegian Institute of International Affairs, the Institute for Energy Technology, the Norwegian Mapping Authority, the Geological Survey of Norway, the Norwegian Geotechnical Institute, Simula Research Laboratory, Oslo University Hospital and the Fridtjof Nansen Institute.

diversity, solutions which may be more cost-efficient and which provide stronger foundations for professional resilience.

The mutual dependency between the organisations in the defence sector and certain civil sectors is substantial. This applies in particular to industries or sectors where competency can be exploited by all parties without the need for major extra investments and where competency resources are scarce. One example of this is the maritime industry where there is extremely tough competition for skilled personnel both in the private sector and for the Royal Navy.

Moreover, the globalised labour market indicates the need to identify possible alliances outside of Norway. By establishing successful alliances, personnel from allied nations or other Nordic countries may also be relevant candidates for a number of positions within the Norwegian defence sector, in order to fill critical gaps in competency. This is not least applicable as a number of allied European nations are currently making cuts to organisation and manpower.



## 6 More women working in the Armed Forces

General compulsory military service implies that all men who are approved as serviceable have a duty of national service and to be available to the nation from the age of 19 to 44. Conscripts therefore carry out this obligation even though they are not drafted to complete national service. Today, there is an obligatory examination of young women for military service, and women who are considered suitable and are themselves willing may be assigned official duty.

The issue of gender-neutral compulsory military service is currently topical and part of the Standing Committee on Foreign Affairs and Defence' recommendation to the long-term plan for the defence sector, Recommendation no. 388 S (2011-2012) in which the Committee underlines that the introduction of gender-neutral compulsory military service is primarily a political issue. The purpose of this chapter is to lay the foundations for a political debate on this subject.

### 6.1 Retrospectively

Compulsory military service is laid down in section 109 of the Norwegian Constitution which states: "As a general rule every citizen of the State is equally bound to serve in the defence of the Country for a specific period, irrespective of birth or fortune." This is a gender-neutral formulation, although it is doubtful that this was intended in 1814. However, the Compulsory Military Service Act of 1953 (section 3) states that conscripts are male Norwegian citizens. From a citizenship perspective, the right to vote and compulsory military service are interrelated. Compulsory military service was introduced in 1814 when parts of the male population were also assigned the right to vote. Norwegian citizens were thus accorded an obligation and a right as members of society. Compulsory military service was introduced for the entire male population in 1897. When women won the right to vote in 1913 however, they were not subjected to compulsory military service.

Nonetheless, compulsory military service for women is not a new phenomenon. This was intro-

duced by the London government as a provisional scheme in 1942 and applied to Norwegian women living in Great Britain. The scheme was not seen to be particularly revolutionary, given that the host nation had introduced similar schemes for its citizens at the start of the war. The Armed Forces needed women, primarily to occupy support functions and thereby allow more men to move into combative roles. However, there are also

#### **Box 6.1 Compulsory military service, national service and examination of women liable for military service**

*Compulsory military service* is the obligation to be at the disposal of the armed forces and for military service from the age of 19 to 44. The total length of service is currently a maximum 19 months. Compulsory military service comprises three main elements: examination of suitability for military service, national service and refresher service, normally with the Home Guard. Persons liable for military service who are not called up for national service remain liable for military service and make up part of the emergency reserves.

*National service* comprises military training and education as a basis for continued service during the years in which compulsory military service applies. National service is normally 12 months but may also be shorter or longer.

*The new examination of liability for military service* involves a two-part classification process and examination of liability for both women and men. The scheme represents a quality reform aiming to improve selection and recruitment and to gain a greater diversity among conscripts. Part 1 of the examination can be done online while part 2 requires physical participation at an examination location. The online self-declaration forms the basis for primary selection.

**Box 6.2 Women and national service**

The right of women to do national service was adopted by the Norwegian Storting in 1984 and implemented in 1985. The Storting decided in 1984 that there shall be complete professional equality between women and men in the Armed Forces, also in relation to combative positions. In White Paper no. 36 (2006–2007) “Increased recruitment of women to the Armed Forces”, the objective to achieve a 20 percent ratio of women in the military before 2020 was considered realistic.

Several initiatives have been launched in order to follow up on these political objectives. The decision was made to introduce voluntary examination of women for military service in 2006 and the scheme was implemented in 2007. The decision was made to introduce obligatory examination of women for military service in 2008 and the scheme was implemented in 2010. The total ratio of women in military positions in the Armed Forces in 2012 is 8.5 percent. This is below the average for NATO nations. Development trends indicate a certain positive trend when it comes to the ratio of women at the Armed Forces’ academies and in national service. The ratio of women at officer training schools has seen an increase from 14.9 percent in 2010 to 18 percent in 2012. In 2006, the ratio of women among those completing national service was 4.5 percent, with 8.3 percent in 2011.

examples of women taking active part in battle during the Second World War, for example during the liberation of Finnmark.

Since the scheme to call up women for voluntary examination for military service was introduced in 2007, the ratio of women who have completed national service has almost doubled. Obligatory examination of women liable for military service was introduced from 2010, cf. Odelsting Proposition no. 41 (2008–2009), as a means to achieve the goal for increased recruitment of women to the Armed Forces. At the time of writing, it is too early to draw any conclusions on the impact of this initiative. Experience to date indicates that this initiative alone has not resulted in a dramatic increase in the number of women completing national service.

**6.2 Equal rights and obligations**

Compulsory military service and national service represent an institution with deep roots in society. From a principled perspective however, gender-based compulsory military service can be seen to conflict with the fundamental value within Norwegian society that obligations and rights do not rely on gender. From a legitimacy perspective, it is important for the Armed Forces to maintain solid roots within the population and to reflect the society which it is charged with protecting. Gender-neutral compulsory military service may help strengthen these roots by making the Armed Forces more representative of the entire population. Gender-neutral compulsory military service may therefore strengthen compulsory military service as a social institution.

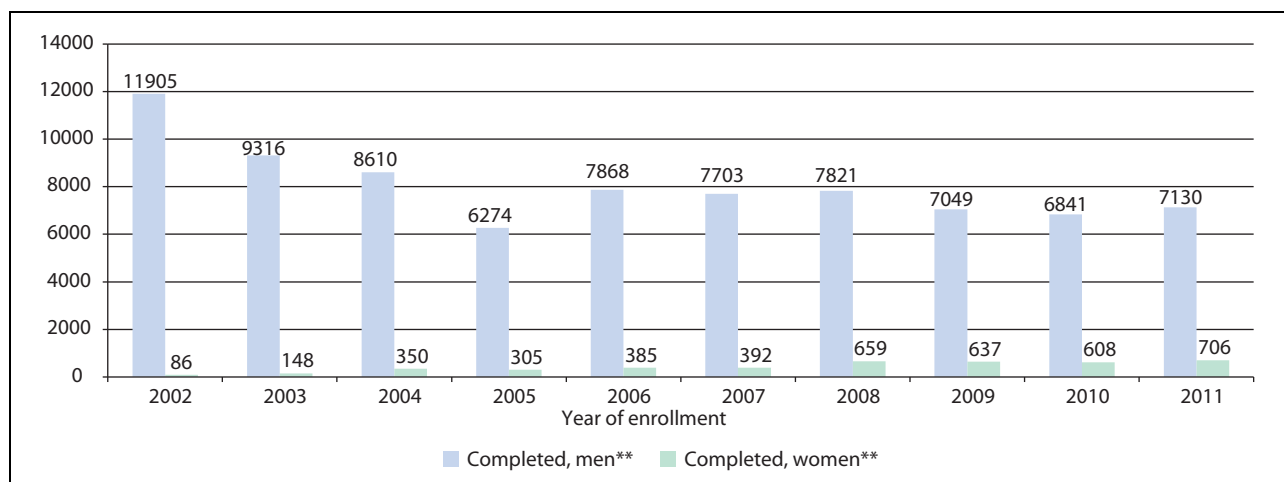


Figure 6.1 Number of men and women who have completed national service from 2002 to 2011

\*\* The figures include both those who have demobilised from national service, those who have taken officer training as part of national service and apprentices doing their apprenticeship with the Armed Forces.

### **Box 6.3 Attitudes towards gender-neutral compulsory military service and national service**

Folk og Forsvar (organisation responsible for distributing and providing information to the general public on the Armed Forces) carries out general surveys every year on Attitudes to the Armed Forces. In the 2012 survey, 3 of 4 Norwegians (77 percent) answered that they wanted to keep compulsory military service. A higher ratio of women (80 percent) agree with this than men (75 percent). 2 of 3 Norwegians (66 percent) believe that compulsory military service should apply to both sexes. Men are more positive to this (71 percent for) than women (61 percent for).

The Armed Forces' annual survey of compulsory military service is distributed to all persons who have completed national service. In the 2011 survey, 86 percent replied that they enjoyed or very much enjoyed their national service. 59 percent of the conscripts replied that they became more positive to national service after a period of time. Women appear to see their tasks as more meaningful than men. Women more than men also seem to feel that competency gained in the Armed Forces can be utilised once national service has been completed.

The need for diversity, including a better gender balance, also has a normative aspect. Diversity is in line with the ethical principles and values of society, as it promotes inclusion. The issue of gender-neutral compulsory military service is therefore also an ethical one, with an independent objective to achieve the highest possible degree of inclusion and equal rights within the Armed Forces, as in society at large.

Globally, Norway is regarded as a vanguard nation within equal rights and not least in the work to implement United Nations resolution 1325 regarding women, peace and security. Despite this, the ratio of women in the Armed Forces remains higher in a number of other nations. Equal opportunities play a key role in ensuring an inclusive and competent working life with high value creation and equal distribution of rights and obligations. By improving the gender balance at all levels within our Armed Forces, Norway will

be able to remain at the forefront in terms of practising equality and equal opportunities.

## **6.3 The needs of the Armed Forces**

Compulsory military service and national service form an important source of recruitment and selection mechanism for the Armed Forces. A modern and high-tech defence with new operational models implies new needs for competency and skills among personnel. The role of the soldier in modern times and in the future requires, for example, both operative skills, good social skills, a much wider understanding of cultures and a high ethical standard when working for the Armed Forces both at home and abroad. It is essential for the Armed Forces to be able to draw upon the competency held by the Norwegian population, both women and men. The soldier of the future requires a much wider combination of skills and qualities than the traditional soldier. By attempting to reflect the diversity within society, the Armed Forces will achieve new competency and a much broader base of experience. An increase in the ratio of women will provide a necessary increase in cultural and competency-related diversity in the Armed Forces.

## **6.4 Challenges and consequences**

Today, the number of men who are motivated for service is actually higher than that required by the Armed Forces. As such, coercive means are not that necessary. However, there should be no doubt as to the fact that compulsory military service inherently grants a right to society to make use of sanctions and coercive means for persons who resist national service.

If compulsory military service is extended to cover both genders, the relative percentage of the viable population to actually carry out national service will see yet a further reduction. This may weaken the link between the population and the Armed Forces, and may weaken the relevance of compulsory military service as a social institution.

The use of coercive means and exemption criteria in order to ensure a more even balance between the sexes may undermine the level of motivation among those who carry out military service. The discussion on gender-neutral compulsory military service must therefore also address the use of coercive means and exemption criteria. These must be perceived as fair and adapted to particular considerations for both men and women.





Figure 6.2 Psychological tests are carried out during the examination in Oslo

Photo: Media centre for the Norwegian Armed Forces/Peder Torp Mathisen

It is claimed that women are physically less able for service in the Armed Forces. The Armed Forces still requires employees with very good physical health for a number of missions, but an increasing number of positions will also require other skills. The Armed Forces have therefore implemented a review of positions for conscripts. This will have an impact on selection requirements and allow for an improved distribution of conscripts based on the individual's competencies.

Obligatory examination of women liable for military service was introduced in 2010. In order to gain more extensive foundations for examination, this scheme will be reviewed in 2014. To date, experience indicates that there has been no significant impact in relation to increasing the ratio of women.

A gender-neutral compulsory military service must also be seen in light of the ongoing work to enhance the status of national service and to make national service more meaningful and commendable. This work may help sustain the level of motivation to complete national service and to portray national service as attractive, relevant and fair to both women and men. The scheme is in line with the recommendation from the standing commit-

#### **Box 6.4 Provisional experience of obligatory examination of women for military service**

The new scheme and obligatory examination of women liable for military service was introduced in 2010.

In 2011, 5,286 women completed part 2 of the examination. 872 women attended for national service in 2011, i.e. a ratio of 7.7 per cent. Of these, 706 women completed national service in 2012, i.e. 8.3 percent of the total.

In 2012, 6,769 women completed part 2 of the examination. Of this number, 1,076 women attended for national service in 2012, i.e. a ratio of 10 percent.

The Armed Forces expects to see a slight increase in these figures in the years to come.

The figure for completion of national service has to be compared with the number called up in the previous year. For 2012 therefore, the figure for completion will not be available until the annual report for 2013 is published.

tee for defence policy, entitled *A strengthened defence* (Official Norwegian Report 2007:15) which was based on the claim that a development of the system for compulsory military service had to take place gradually, based on the experience gained from voluntary examination for military service for women. Moreover, an evaluation is required of whether the current scheme for obligatory examination for women, combined with other motivational measures, will help increase the ratio of women.

An increased number of women carrying out national service will have some practical consequences for the Armed Forces. Existing maintenance and upgrade plans already take into account the need to adapt buildings to a more even

gender balance. As long as national service is practised in line with the needs of the Armed Forces, these costs are a consequence of the Armed Forces' need for a higher ratio of women.

## 6.5 The road ahead

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The Norwegian government intends to evaluate the scheme for obligatory examination of women for military service in 2014. This evaluation must be seen in light of the measures to heighten the status and commendability of national service and other measures to increase the ratio of women. The Government will come back to the issue of gender-neutral military service.



## 7 Personnel schemes in the defence sector

The defence sector shall be an attractive and safe workplace where employees feel they have a predictable career cycle and the opportunity to develop professionally. Good management and development of the organisation's human resources requires a clearly defined and predictable framework. For the defence sector, this in total is referred to as the sector's personnel schemes. The current personnel schemes comprise a complex and fragmented framework with similar variations in practice. The current schemes do provide some leeway for further development in order to meet certain future challenges. At the same time, a review is required of proposals for a new framework for personnel schemes, including the officer corps. The objective is to gain a more comprehensive correlation between the personnel schemes. This may provide for the need for efficient transfer of competency both within and across personnel categories. The determining factor shall be the competency requirements of the defence sector, while ensuring proper management of the competency and potential of the individual. Furthermore, the defence sector's need for specialised competency and flexibility must be met. The process involving the officer corps must therefore also include the further development of the current officer corps including commissioned officers, commanding officers and officers on time-limited contracts, and a model based on a specialist corps which also includes enlisted personnel. This work will be based on the goals and guidelines provided in this White Paper.

According to the Recommendation from the Standing Committee on Foreign Affairs and Defence, Recommendation no. 388 S (2011–2012), this chapter includes a review of the different personnel schemes and a description of how personnel are managed. The chapter also states the premises for and a review of how the schemes can be further developed.

### 7.1 Legislation and guidelines within the area of human resources and competency

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Regulations and guidelines which relate to the defence sector's personnel schemes have been adopted at different levels and are administered by different ministries. In principle, the defence sector is governed by central legislation and regulations regarding personnel management. However, due to the unique requirements of the defence sector, a separate set of guidelines has been established for the personnel categories which apply in the sector. This is required both due to the sector's responsibility for the management and development of the Armed Forces and the military profession, and to the obligations on military personnel when at work.

The Ministry of Labour in Norway is responsible for policy and management of legislation relating to the labour market, working environment, pensions and welfare. The Ministry of Government Administration, Reform and Church Affairs in Norway is the government's key employer and is responsible for legislation which governs the governmental field of labour legislation, including the Civil Service Act. The Civil Service Act applies to the majority of employees working as civil servants and applies, with limitations, to personnel within the defence sector. The Ministry of Government Administration, Reform and Church Affairs is also responsible for the management of the government's personnel manual and key wage agreement.

The Ministry of Defence is in charge of legislation adopted on the basis of the unique requirements of the Armed Forces within personnel, including the Home Guard Act, the Compulsory Military Service Act, the Act relating to military disciplinary authority and the Act relating to defence personnel. The Act relating to defence personnel principally applies to military personnel employed by the defence sector. Certain parts of this Act also apply to groups of civilian personnel. The officer corps scheme for the Armed Forces is stipulated by Royal Decree, with the consent of the Storting. The officer corps scheme applies to

officers of the defence sector. Together with the provisions of the Act relating to defence personnel, the officer corps scheme delimits the scope of the Civil Service Act in relation to officers.

The Ministry of Defence stipulates objectives, tasks, recommendations, frameworks and guidelines for the defence sector in terms of HR. These are mainly issued to the agencies in the form of letters of implementation/award and instructions. The Ministry of Defence is authorised to compile any necessary adaptations and regulations for the officer corps, pursuant to the resolution adopted by the Norwegian Storting on 24 March 1996, cf. Recommendation no. S no. 198 (1995–1996) to Proposition to the Storting no. 38 (1995–1996). Based on the Ministry's professional responsibility, the Ministry has also entered into the Engineering Industry Agreement for the Armed Forces, the special agreement regarding economic terms for personnel serving at stations and NATO staff abroad, and the special agreement for service on international operations.

The activities of the defence sector are mainly governed by the Norwegian Government's personnel manual and in-house personnel regulations. Moreover, the prevailing officer corps and the Armed Forces' personnel manual are key steering documents.

## 7.2 Management of personnel – current personnel schemes

### 7.2.1 Categories of personnel

The defence sector's human resources are administered by different regimes, depending on the

category of personnel. The principal factors determining personnel category are form of employment and function within the organisation. The personnel categories within the defence sector are in the main officers (commissioned officers, commanding officers and officers on time-limited contracts), enlisted personnel (enlisted soldiers and seamen) and civilian employed personnel (permanent and temporary civil servants, employees appointed for a term of years and personnel on contract salaries). The defence sector also has apprentices, reserve personnel and conscripts, with their individual competencies. As such, there is a diversity of schemes for personnel in the sector but the categories can in principle be divided into two: the officer corps scheme and schemes for management of other personnel. The main difference here is that officers at all levels are employed as military personnel in defence positions and are appointed positions according to application which mainly follow a centrally governed process. Other personnel categories are employed and managed locally by the individual agency.

### 7.2.2 Management of officers

#### 7.2.2.1 Prevailing officer corps scheme

The framework for management of officers has been laid down under the auspices of the Act relating to defence personnel, the prevailing officer corps scheme and any specific adaptations and regulations stipulated by the Ministry of Defence. The objective of the Act is to facilitate an appropriate utilisation of the Armed Forces' personnel

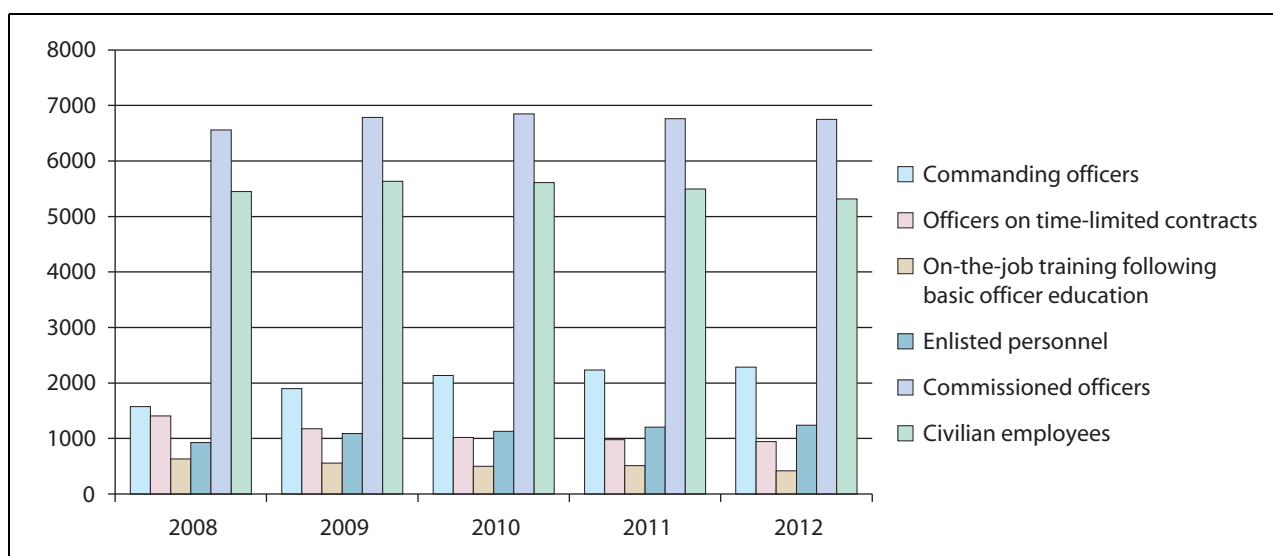


Figure 7.1 Distribution of personnel categories in the Armed Forces as of 31 December 2011

resources in order to ensure execution of the Armed Forces' tasks both at home and abroad. The officer corps scheme and its organisation must be seen in connection with the specific rights and obligations involved in a military profession.

#### 7.2.2.2 *Commissioned officers*

As with commanding officers and officers on time-limited contracts, commissioned officers are employed on the terms stipulated in the Civil Service Act and with the differences laid down in the Act relating to defence personnel, the officer corps scheme and supplementary provisions stipulated by the Ministry of Defence. The Act states that the Ministry of Defence is in charge of who to employ for all categories of officers and how to organise the employment process. Commissioned officers are employed as military personnel within defence and are deployed according to rank. Permanent employment as a commissioned officer mainly requires successful completion of education, including military academies or similar, which qualify candidates for such positions. Professional employment can also be awarded on application by candidates who have competency which is relevant for the long-term requirements of the Armed Forces. Commissioned officers are primarily appointed from the rank of lieutenant or higher, but may also be awarded positions at a lower rank to allow personnel to gain competency. Promotion to the next rank is governed by the advancement scheme. Commissioned officers are obliged to accept positions according to the deployment scheme. The age limit for commissioned officers is 60.

#### 7.2.2.3 *Commanding officers*

Commanding officers are officers who have been appointed permanent employment in the Armed Forces until they reach the age of 35. If necessary, the Armed Forces are entitled to extend the period of employment by up to 3 years. The category for commanding officers was introduced in 2005 in response to the imbalance in age mix among the officer corps, the need for specialised competency and increased experience among officers at lower ranks in the Armed Forces and the need for younger officers for the organisation, training and equipment of forces, emergency preparedness and operations. Commanding officers shall occupy positions which require continuity, a high level of experience and specialised expertise.

Commanding officers are employed by the Chief of Defence, or a person authorised by the Chief of Defence, to military ranks and within defence, and are deployed according to rank. Commanding officers have a form of employment which implies the same rights and obligations as commissioned officers, with the adaptations required for the unique nature of service as a commanding officer. Commanding officers are obliged to accept positions according to the deployment scheme. Deployment of commanding officers normally follows the application process, although with a higher level of command than for commissioned officers. The level and type of education may vary among commanding officers, for example a civilian Bachelor's degree or specialised military education. Commanding officers with relevant competency for the long-term needs of the Armed Forces may apply for and be employed as commissioned officers.

#### 7.2.2.4 *Officers on time-limited contracts*

Officers on time-limited contracts are provisionally employed officers with positions in the Armed Forces. The officer corps scheme from 1996 has provided guidelines for the current management of officers on time-limited contracts, with the adaptations made for subsequent schemes and the Act relating to defence personnel. The time limit for such contracts may vary and relate to international operations, projects, temporary positions etc. The Ministry of Defence lays down specific regulations regarding duration and the scope to renew employment of such officers. As officers on time-limited contracts are temporary civil servants, their employment is principally governed by the Civil Service Act, with the limitations laid down in the Act relating to defence personnel, the officer corps scheme and the supplementary regulations of the Ministry of Defence. Officers on time-limited contracts can also be appointed to fixed-term positions. Officers on time-limited contracts are not obliged for deployment in Norway and abroad, but may be deployed for service on international operations. The number of officers on time-limited contracts has been reduced since the introduction of commanding officers.

### 7.2.3 **Management of enlisted personnel**

The term enlisted personnel is defined as employed military personnel who are not officers. The scheme for enlisted personnel, including enlisted soldiers and seamen, was introduced in

### Box 7.1 Officer corps scheme

The prevailing officer corps scheme came into effect on 1 September 1998 and is based on the unanimous resolution adopted by the Norwegian Storting on 24 March 1996, cf. Recommendation no. S no. 198 (1995–1996) to Proposition to the Storting no. 38 (1995–1996) regarding a new officer corps for the Armed Forces. The objective here was to develop a new officer corps scheme which could meet future requirements for a coordinated and flexible personnel management, and which allowed the Armed Forces greater scope to simplify management, develop more flexibility and improve continuity within the position of officer. The scheme was a continuation of the former officer corps scheme, with its division into an educational scheme, an advancement scheme and an deployment scheme.

The officer corps scheme has been adjusted several times since the above-mentioned resolution. A number of adjustments were adopted in Proposition to the Storting no. 42 (2003–2004), cf. Recommendation S. no. 234 (2003–2004). The most significant amendments were the introduction of commanding officers as a new category of officer and the command obligations for international operations for all officers. With the legislation proposed in Odelsting Proposition no. 60 (2003–2004), cf. Recommendation to the Odelsting no. 94 (2003–2004), the Ministry of Defence followed the recommendations made in Proposition to the Storting no. 42 (2003–2004) which required amendment of the existing legislation and new legal authority. A number of the acts relating to personnel for the Armed Forces were merged into one new Act relating to personnel in the Armed Forces. Furthermore, Proposition to the Storting no. 48 (2007–2008), cf. Recommendation S. no. 318 (2007–2008), and Proposition to Storting 1 S (2009–2010), cf. Recommendation no. 7 S (2009–2010), require minor adaptations to the deployment scheme and advancement scheme.

The officer corps scheme is made up of an educational scheme, an advancement scheme and an deployment scheme. In addition, the officer corps scheme, together with the Act relating

to defence personnel, governs the categorisation of officers, including commissioned officers, commanding officers and officers on time-limited contracts.

- *The educational scheme* governs the education of officers, from officer training school/officer training courses via military academies/similar civilian education to staff college/similar civilian education.
- *The advancement scheme* governs promotion of personnel with permanent deployment to positions of a higher rank. This is a two-part scheme comprising normal promotion for all those suitable for the rank of lieutenant according to an age-based ladder stipulated by the Ministry and promotion to a higher rank based on application for such.
- *The deployment scheme* governs the principal framework for how officers can be deployed. This scheme is practically uniform for all ranks and categories of officer, although officers up to the rank of lieutenant may have a higher level of command. In principle, the deployment scheme is determined by the needs of the Armed Forces, the total qualifications of the individual and requirements for competency development. Commissioned officers and commanding officers are obliged to accept deployment to positions both in Norway and abroad. All categories of officers can be deployed to service in international operations. Likewise, all categories of officers are obliged to adapt to any changes in service and transfers made necessary due to organisational changes in the Armed Forces. The deployment obligation is made statutory in the Act relating to defence personnel.

The Act relating to defence personnel and the resolution adopted by the Storting on 24 March 1996, cf. Recommendation no. S no. 198 (1995–1996), cf. Proposition to the Storting no. 38 (1995–1996) regarding the new officer corps scheme in the Armed Forces, authorises the Ministry of Defence to prepare any necessary adaptations to and regulations for the officer corps scheme.

the 1960s. The background for the scheme was the imminent reduction in the number of persons taking national service and the phase-in of modern materiel representing an increased requirement on personnel. The enlisted personnel were to be utilised in key functions, which had previously been covered by conscripts. Today, enlisted personnel are entirely essential for the operational model of the rapid reaction capability defence and the high-tech materiel and weapon systems. Enlisted personnel are employed on the terms stipulated in the Civil Service Act and with the limitations laid down in the Act relating to defence personnel and supplementary provisions stipulated by the Ministry of Defence. The Regulation relating to the Civil Service Act stipulates that fixed-term positions can be utilised for enlisted personnel. The Ministry of Defence is in charge of the scheme for enlisted personnel. Normally, enlisted personnel are employed after they have completed national service and on a fixed-term contract of 3 years, which can be renewed by 3 years up to 2 times (a total of 9 years). Enlisted personnel can also be employed as temporary civil servants pursuant to the general regulations regarding temporary employment laid down in the Civil Service Act. As with officers, enlisted personnel are obliged to adapt to any changes in service and transfers made necessary due to organisational changes in the Armed Forces. They can be deployed for international operations, on a voluntary basis. As part of the restructuring from a mobilisation defence to a rapid reaction capability defence, the role played by enlisted personnel has increased in importance. Today, enlisted personnel occupy a high number of functions within operative units, and as a result, the number of enlisted personnel has seen a substantial increase.

#### **7.2.4 Management of civilian personnel**

Civilian personnel in the defence sector can principally be categorised as either permanent or temporary civil servants, employees appointed for a term of years and personnel on contract salaries. Employees appointed for a term of years are employed on time-limited contracts. Personnel on contract salaries are employees for whom the terms of salary and work are stipulated in the Engineering Industry Agreement in the Armed Forces. Civilian personnel can normally be employed in the organisation without the need for additional education from the defence sector. They also represent normal continuity within specialised

professions and staff functions. Civilian personnel are protected by a number of key legislations with provisions which are administered by several different ministries. In order to fulfil the Armed Forces' need for personnel on international operations, the Act relating to defence personnel also provides the scope for deploying civilian personnel employed within different categories for similar service to that of military personnel.

#### **7.2.5 Apprentices**

Apprentices are persons who have signed an apprenticeship agreement, with a view to taking a final examination or apprentice's examination within disciplines which comprise apprenticeship. The current scheme for apprentices was introduced in connection with Reform 94. The Armed Forces take on the highest number of apprentices in Norway, with more than 500 apprentices within 30 disciplines in all parts of the defence sector. Primarily, there are three types of apprenticeships in the defence sector: apprentices on national service, apprentices with officer training and civilian apprentices. Apprentices on national service complete a two-year national service and at the same time have an apprenticeship with the Armed Forces. Apprentices with officer training combine their apprenticeship with officer training. Civilian apprentices mainly serve their apprenticeship at the Armed Forces' engineering premises. Apprentices in the defence sector are managed according to the provisions of the Norwegian Education Act, the special agreement relating to salary and working conditions for apprentices and apprentice candidates in the government and in-house regulations. Disciplines taken by apprentices follow the national curriculum. Moreover, the individual engineering workshops in the Armed Forces have in-house plans for training of apprentices.

#### **7.2.6 Conscripts**

Compulsory military service was introduced in 1814 and made legally enforceable for all men in 1897. Compulsory military service is an important source of recruitment and shall ensure the Armed Forces a stable supply of suitable personnel and shall contribute towards the operative capability of the Armed Forces. Male Norwegian citizens, subsequent to discharge or classification as serviceable, are liable for compulsory military service from 1 January in the year they turn 19 years of age to the end of the year in which they reach the



age of 44. Compulsory military service thereby implies that all suitable Norwegian male citizens shall make themselves available for military service for the nation for a total of 25 years. A Norwegian male citizen who is also a citizen of a different nation is liable for compulsory military service in Norway as long as he is a resident of Norway and agreements with the other nation do not obstruct compulsory military service. Service by conscripts during peacetime includes ordinary service (national service and refresher service) and extraordinary service (special exercises, extraordinary guard duty and emergency preparedness).

Conscripts and voluntary personnel with a civilian education which is relevant to the needs of the Armed Forces and who have a Masters' Degree or higher, may serve as conscript academic officers. The scheme for conscript academic officers shall cover functions which relate to the competency these persons have accumulated during their civilian education.

### 7.2.7 Reserve personnel

Reserve personnel are military personnel who do not serve continuously in the Armed Forces. Reserve personnel mainly comprise enlisted personnel, discharged officers and enlisted officers in the defence sector, in addition to personnel and officers in the Home Guard.

Discharged officers will normally have received officer training during their national service. They are liable for compulsory military service until the end of the year in which they turn 44, unless war reinforcements are required and compulsory military service is extended until the end of the year in which they turn 55. An enlisted officer is an officer educated by an agency who is not employed as a commissioned officer, in addition to discharged officers who serve as officers for one year or more after national service. Enlisted officers are liable for compulsory military service until the end of the year in which they turn 55.

Female military personnel with status as discharged officers are liable for service until the end of the year in which they turn 44, while female military personnel with status as enlisted officers are liable for service until the end of the year in which they turn 55.

The Home Guard personnel are recruited from both obligatory and voluntary personnel. All enlisted personnel who are not expected to be called up for other military service (either in

peacetime, when building up forces or during a certain period after building up of forces) are obliged to serve in the Home Guard. The same applies to persons who are exempt from compulsory military service until and including the year in which they turn 55, provided they have been approved as serviceable for the Home Guard and are not exempt from compulsory service due to citizenship. During wartime, men of an age liable for compulsory military service are also obliged to serve in the Home Guard from and including the day they turn 18, provided they have been approved as serviceable for the Home Guard and are not exempt due to citizenship. Both men and women who have reached 16 years of age can be accepted as volunteers to the Home Guard. The Home Guard has its own training of officers, providing shorter term courses, and relies on a supply of reserve officers and reserve personnel from the defence sector.

Reserve personnel possess valuable military and civilian competency. They represent an important resource for the reinforcement of the permanent agencies in relation to crisis management, emergency preparedness and international operations.

## 7.3 Premises for development of personnel schemes

### 7.3.1 Requirements on future schemes

The personnel schemes provide a framework for the practical management and development of defence sector personnel. It may be difficult to distinguish between the actual consequences of adopted schemes and what has been developed in practice. Based on the review of the other chapters of this report, the following six factors are essential for sustaining development in order to gain a comprehensive personnel scheme which covers all personnel categories:

- *The schemes must facilitate comprehensive control and flexible application of competency throughout the sector.* The schemes must be sufficiently flexible to encompass the entire sector. At the same time, the schemes must help safeguard the unique characteristics of the different agencies, in particular the military profession.
- *The schemes must facilitate the attraction, recruitment and utilisation of a diverse workforce and a two-way flow of competency with the rest of society, both via new recruitment and re-recruitment at middle and upper levels of the organisa-*



Figure 7.2 Noise level tests: Military activity can cause a high level of noise for its surroundings. The Norwegian Defence Research Establishment charts the noise levels generated by different types of weapon and vehicles, during varying weather conditions and seasons.

Photo: The Norwegian Defence Research Establishment

tion. Competency requirements and competency needs shall be the determining factor. Practice of the schemes must place value and emphasis on diversity and total team competency and experience gained both outwith and inside the sector.

- *The schemes must facilitate needs-oriented competency development.* An increasing requirement for specialised competency places new demands on the defence sector's competency development processes. The principle of life-long education is fundamental for competency-based organisations. This implies that competency development is not just a question of formal education, but much more a systematised employee development process within a specific position and function.
- *The schemes must in total safeguard the need for retention of personnel.* The schemes must be more open to allowing for the development of career plans and career cycles based on the needs of the organisation which in turn provides the employees with a predictable career and development opportunities.
- *The schemes must be sufficiently flexible to ensure a balanced personnel structure over time.* One decisive factor will be that the schemes help develop the employees' competency in line with the actual competency requirements of the organisation.
- *The schemes shall lay the foundations for a more efficient exploitation of resources in total.* Improved exploitation of resources shall be

achieved partly through efficient management and partly through targeted control of individual competency.

### 7.3.2 Competency as the determining factor

A framework for future personnel schemes shall help ensure more efficient exploitation of competency, both within and across the different categories of personnel. Furthermore, the requirement for flexibility and openness towards society is an important premise for ensuring that the defence sector is able to cover its need for broad ranging and in-depth competency. The activities of the sector require competency developed both within the military and the civilian educational system. The total qualifications of the individual must be decisive – in other words, the individual's education, experience gained, skills and personal qualities.

The defence sector exploits an officer's competency partly in positions which can only be occupied by persons with military education and partly in positions which can be occupied by persons with either military or civilian educational background. A military educational background is a premise for occupying positions within the operative structure, in addition to a number of positions within management, control and planning. This type of education may be taken at the Armed Forces' educational institutions or civilian educational institutions which offer supplementary military education.

As a group, civilians with civilian educational backgrounds employed by the Armed Forces have career cycles which are much less predictable. Neither has the defence sector invested to any similar degree in civilian employees in the form of development and career plans. Traditionally, military personnel have had a more predictable career development. However, it is necessary for both personnel categories to develop career opportunities, clear and well-organised incentive schemes and schemes which allow employees to change jobs.

In a modern competency-based organisation, competency development primarily takes place via practical application, with established systems and procedures for continuous feedback, evaluations and learning for both individuals and teams. This report proposes the establishment of a framework for future personnel schemes to cover all personnel in the defence sector, where competency, irrespective of where it has been developed, shall be the determining factor for supporting the needs of a rapid reaction capability

defence. The activities of the defence sector have a lot in common which distinguish them from other activities within the public sector. It is therefore necessary to further develop those aspects which are common (e.g. the programme for attitudes, ethics and management), the value base and expectations on managers.

## 7.4 Evaluation of personnel schemes

### 7.4.1 Officer corps scheme

The military profession is fundamentally important for the activities of the defence sector. The development and management of personnel exercising a military profession is therefore a central element for the sector. The principal goal for the officer corps scheme is to ensure the necessary framework conditions for the development of highly qualified, professional military personnel which cover the needs of the sector. The officer corps scheme must also be viewed in connection with the special position held by professional military personnel in society and, not least, the obligations of these personnel. Officers shall help defend and enforce Norwegian sovereignty and territorial integrity. As an employee of the Armed Forces, officers shall exercise Norwegian authority and help prevent and manage episodes and crises involving security policy. They shall also contribute towards national and international peace and security. The officer corps scheme must therefore sustain a balance between providing the defence sector with the tools required to manage and develop officers and ensuring good, predictable framework conditions for the individual officer.

#### 7.4.1.1 Main challenges presented by the current officer corps scheme

The following challenges require particular attention when working on a new personnel scheme:

- *Retention and development of military specialists:* Today's scheme and practice make it difficult in a number of areas to retain personnel with military specialised competency. The scheme for commanding officers has had a positive impact and the Armed Forces are now able to retain personnel at a lower rank than before, albeit not for as long as preferable. Prevalent factors for why such personnel leave the Armed Forces include development in payroll, uncertainty regarding future career opportunities and a lack of recognition. These challenges vary somewhat among the different defence agencies and organisations, due to different forms of practice.
- *Job rotation and continuity:* Today, job rotation is too high in the officer corps within certain parts of the Armed Forces. The current practice of the deployment scheme, when viewed in relation to the fact that rapid job rotation is professionally rewarded, appears to be the main reasons behind the high level of job rotation. An increased rate of participation in international operations has also resulted in an increase in job rotation, partly due to the need for personnel to provisionally take on roles as acting functions.
- Standardised criteria does not take sufficient account of total qualifications: The requirements specified for individual positions and the evaluation of individual candidates' competency follows a set of relatively standardised evaluation criteria, in which level of military education and experience from military service are important criteria. A greater emphasis is required on the total qualifications of the individual, including experience and personal aptitude.
- *Competency development:* The current practice for competency development places an excessive focus on determining rank according to education, particularly for commissioned officers. It is also difficult to further develop and create a good system for competency development for commanding officers, both in light of their function and the potential for professional employment. Moreover, competency development must reflect the competency requirements of the organisation.
- *Achieving a well-balanced inventory of competency over time:* Challenges in this area for the Armed Forces and defence sector relate primarily to two factors. Firstly, the need for military personnel in operative units is greater than the need for officers in staff functions. Secondly, there will at times be an excessive number of officers holding a higher rank than required. It is therefore essential to identify efficient tools and make differentiated and targeted use of these in order to safeguard individual employees, for example by providing further education and job change schemes.
- *Payroll structure:* The payroll project for the Armed Forces (2006-2007) allowed the parties involved to achieve substantial simplifications and adaptations to the Armed Forces' payroll systems. There remains scope for further sim-

plification and adaptation so that the payroll system encompasses new challenges related to personnel and competency, provides a more simple regime of agreements and provides for the individual agency's need to attract, develop and retain specialised competency within a number of areas. At the same time, it is important to exploit the opportunities provided within the prevailing framework in order to further develop current practice.

The current officer corps scheme is mainly reflected in the Act relating to defence personnel and a number of documents for the Storting, and appears relatively fragmented and over complex. At the same time, variations have emerged in how the officer corps scheme is practiced. Nonetheless, there is still scope within the current scheme. The officer corps scheme can be further developed by changing practice and/or changing the actual scheme itself in order to address and manage a number of the challenges mentioned above. Likewise, an evaluation should be carried out of how the Armed Forces can procure specialised competency in the best possible way for the future of the rapid reaction capability defence. This evaluation must take into account the pro-

posed framework for the future personnel schemes in the defence sector.

#### 7.4.1.2 The educational system

The educational scheme for the Armed Forces is part of the officer corps scheme. The different levels of education are also related to the civilian accreditation system.

Accreditation is a quality assurance system to ensure that military education remains at a qualitative level which can be documented and which fulfils the statutory requirements laid down in the Norwegian Act relating to universities and university colleges. At the same time, a military education shall feature a combination of subjects which satisfies the needs of the Armed Forces. Accreditation provides greater scope for cooperation between the Armed Forces' educational institutions in relation to education, research and development. Accreditation of education also serves to enhance status. For the younger generation in particular, credits and level of education are of great importance in terms of reputation and attractiveness. As such, a military education is also important for recruitment to the military profession.



Figure 7.3 Facsimile from Dagbladet Magasinet

The Armed Forces' own educational institutions have a high standard. This is documented by feedback from the Norwegian Agency for Quality Assurance in Education. Persons who have taken their education under the auspices of the Armed Forces describe their education as both relevant and providing for personal development. Moreover, the quality of such education is substantiated by the skilled officers who occupy operative positions and other high ranking positions within management, control, planning and administration.

A number of officers have taken civilian education in addition to their military education. Examples of civilian education are specialised education in place of military academies, such as a Bachelors' degree in technical engineering or management. Officers who are either offered this type of education or who are recruited with an academic education are provided with supplementary military education, with a focus on the military profession. This may comprise an officer training course to qualify for the rank of commanding officer and/or a military qualification course at a military academy in order to qualify for professional employment. The use of the civilian educational system allows for a greater degree of flexibility, both in order to cover the competency gap and to recruit personnel with specialised competency not offered within the Armed Forces. Such a scheme complements the in-house educational system and provides scope for further development. This will be particularly applicable within the wide range of disciplines and specialisation required for a military organisation, be it technology, IT, cyber and management.

A number of officers are also provided with supplementary education, possibly a Masters' degree, instead of taking staff and Masters' programmes at the Norwegian Defence University College. This has increased in scope over the past years, reflecting the Armed Forces' need for more specialised competency in certain areas and/or positions at higher ranks. In addition, educational and training institutions abroad are also utilised. This may range from functional education and training in weapon systems to military education at a strategic level. The need to travel abroad to take functional education and training may be attributed to the fact that Norway does not offer this type of competency development, for example training to be a pilot in the USA. When it comes to strategic military education, for example at military colleges and Universities, this is a method of qualifying military leaders to occupy high ranking

### Box 7.2 The educational scheme

The military educational scheme is divided into three levels:

- basic officer education, officer training school and officer training courses
- basic officer education, military academy and the like, with right and obligation for professional employment
- advanced officer education, staff college and the like

Basic officer education and advanced officer education are accredited in the university college system via the Norwegian Agency for Quality Assurance in Education at Bachelor and Master level respectively. The Armed Forces have five academies with accreditation: The Norwegian Military Academy, the Royal Norwegian Naval Academy, the Royal Norwegian Air Force Academy, the Norwegian Military Engineering Academy and the Norwegian Defence University College.

It is also possible to take a civilian education (Bachelor or Masters' degree) instead of the basic and advanced officer educational programmes. In order to gain approval for their education at a military level, students must take a supplementary military course with the Armed Forces.

national and international positions. It is essential that this is viewed as part of a career plan for personnel in whom the Armed Forces aim to invest, based on stringent selection criteria.

The current educational programme has been developed over numerous years and has a very high standard. Today, the Armed Forces' own accredited educational programme comprises several disciplines, based on five academies. The Armed Forces must carry out a detailed evaluation of measures to ensure cooperation and to reinforce the different subjects in areas where the individual agencies provide education so as to avoid duplicating civilian educational programmes.

An increased input of civilian competency combined with an increase in the number of commanding officers and a much broader exploitation of the civilian educational system may allow the



Armed Forces to reduce its internal educational programme for officers at Bachelor and Masters' level. At current, the average age of Masters students at the Norwegian Defence University College is close to 40. These students bring valuable experience to their studies, but measures must be evaluated in order to lower the average age.

The in-house defence education must primarily provide for the requirements of a military profession. At the same time, exercise of a military profession requires professional expertise which encompasses more than the exercise of military power. Relevant disciplines here could comprise management, international law, emergency preparedness, legal disciplines, technology, logistics, resource management and languages. In many cases, these disciplines are integrated in the educational programmes and there may be strong professional arguments indicating synergy benefits. This does not mean that the Armed Forces need to recruit teachers for all disciplines. The problem can just as easily be solved via cooperation and alliances with civilian academic educational institutions. The Armed Forces' teachers should be primarily utilised within their own core areas.

A review of the educational system is required, in order to improve fulfilment of the actual competency requirement, provide a more comprehensive educational system and identify flexible and efficient solutions via an increased exploitation of civilian educational programmes.

Moreover, the review of the military educational system must take place in the correct order. Education is a consequence of the organisation's requirements. It is therefore important to clarify the competency requirements of the Armed Forces by carrying out fact-based analyses and studying the changes in competency requirement which will emerge from changes to the personnel schemes. At certain periods, the Armed Forces have experienced underproduction of officers due to problems with full-time equivalents. Competency production becomes vulnerable if it does not reflect actual requirements. It is essential to allow for extended use of the educational system, irrespective of personnel category and the different activities within the sector. Moreover, the requirement for formal education must be balanced in relation to competency development via employee development, training and exercises.

A review of the current educational system must also take into account what the Armed Forces aim to provide in the way of in-house education, what is offered on the civilian market and what can be achieved in cooperation with civilian

educational institutions. Finally, a review of roles, responsibility and authority is required within the Armed Forces' educational system.

#### *7.4.1.3 Special age limit for officers*

General developments within society and the pension reform of 2011 have given rise to expectations of a longer working life for the majority of the population. Changes to retirement age are based on demographic developments which involve an older population, an increased requirement for manpower, improved health and longer life spans. These changes also require a re-evaluation of the special age limit of 60 years in the Armed Forces.

The majority of officers in the Armed Forces are commissioned officers and commanding officers. While commissioned officers have a special age limit of 60, pursuant to the Act relating to defence personnel, commanding officers are permanent employees up to the age of 35 and have the option to extend this by three years.

The special age limit should be evaluated in light of the scheme for commanding officers or a possible future change in the officer corps scheme. The current scheme for commanding officers does not allow for a special age limit as it is a form of employment up to a specific age which can subsequently pave the way for professional employment or a change of career to other parts of society. This form of employment fulfils the Armed Forces' need for younger personnel with specialised competency and good experience at a lower rank who can meet the requirement for continuity, particularly in operative units. Moreover, the scheme for commanding officers prevents an imbalance in age for the Armed Forces as an organisation. To a certain extent, the scheme compensates for the lack of specialist schemes found in other countries which have a separate personnel category with a low retirement age and own rights, in addition to other schemes abroad whereby commissioned officers have to choose between moving up to a higher rank or leaving.

Experienced commissioned officers of 60 years of age possess considerable competency which is of great value to both the Armed Forces and society at large. As long as the Armed Forces secure young, professionally skilled personnel for its operative units via the scheme for commanding officers or a future alternative specialist scheme, older commissioned officers will be able to occupy other functions, such as management, planning, administration and control.

### Box 7.3 Education offered by the Armed Forces

*The Norwegian Defence University College:* The Ministry of Defence, represented by the Chief of Defence, is the supreme governing authority for the Armed Forces' educational system. The commandant of the Norwegian Defence University College is the principal adviser to the Chief of Defence on matters regarding education and academia, and is responsible, in close coordination with involved parties, for education and training in the Norwegian Armed Forces. The College is committed to providing relevant education and excellence in research. Its accredited educational programme comprises Staff Courses and Masters Studies in addition to disciplines which earn credits at the basic level for military educational programmes, which are part of a soldier's education. R&D at the College supports and contributes towards the high quality of the education provided and affords the Armed Forces, the defence sector and society at large relevant expertise on and insight into issues relating to defence and security. The College offers courses for senior executives which target key personnel from public administration, society and the future top executives for the Armed Forces. Other educational programmes on offer cover military operations, international military activities and military training/skills and development of performance. The College provides career guidance and information on courses to develop competency among soldiers and other groups of personnel in the Armed Forces. The College is based at Akershus Fortress in Oslo.

*The military academies of the Armed Forces:* The Armed Forces have three military academies – the Royal Norwegian Air Force Academy in Trondheim, the Royal Norwegian Naval Academy in Bergen and the Norwegian Military Academy in Oslo. These respective academies provide educational programmes for military leaders, including both practical and theoretical assignments. All three academies are accredited for Bachelor degree granting courses, and provide a unique combination of academic education and the military profession, specialising in the three respective branches of defence. Each academy also carries out research and development, complementing education and exercises. Cadets graduating from these academies are well equipped to meet the challenges represented by a career as a professional officer within defence and joint positions.

*The Norwegian Military Engineering Academy:* The Norwegian Military Engineering Academy

offers three-year courses resulting in a Bachelor's degree in telecommunications and data. The courses combine management training and engineering. Graduated officers will have accumulated knowledge of and practical skills in protecting against cyber attacks, setting up military information systems and directing soldiers during different types of military operations. The Academy is located at Jørstadmoen camp nearby Lillehammer.

*Officer training schools:* The Armed Forces have six different officer training schools. The officer training school for the Royal Norwegian Air Force is located in Kjevik nearby Kristiansand. The officer training school for the Royal Norwegian Navy is located in Bergen. The officer training school for the Norwegian Army has its headquarters at camp Rena in Østerdalen. The Home Guard also has its own officer training school, located in Porsanger at the northernmost garrison in Norway. The Armed Forces also have a separate technical officer training school in Sessvollmoen and an officer training school for intelligence and languages, located at camp Lutvann on the outskirts of Oslo. All six training schools provide specialised competency within special disciplines, with a focus on management training based on the educational pillars of knowledge, skills and attitudes.

*Other educational/training programmes offered by the Armed Forces:* In addition to the above-mentioned institutions, the Armed Forces can offer a number of educational and training programmes. The different branches of the defence sector offer, for example, a range of courses dedicated to specific functions in order to qualify personnel for specific operative positions. In addition, certain branches of the defence sector provide education and training on behalf of the sector as a whole based on the principle of the largest user.

The Norwegian Defence Centre for Skills and Education (FOKUS) has 13 different offices and provides higher civilian education for Armed Forces employees; either Bachelor or Masters programmes or individual subjects. The programmes are organised so that they can be taken while continuing to work. The 13 different offices are all in close proximity to military units, such as the study centre in Indre Troms. Moreover, the Armed Forces have the highest number of apprentices of any organisation in Norway: more than 500 apprentices within 30 different disciplines in all branches of defence, both civilian and military.

## Box 7.3 (cont.)

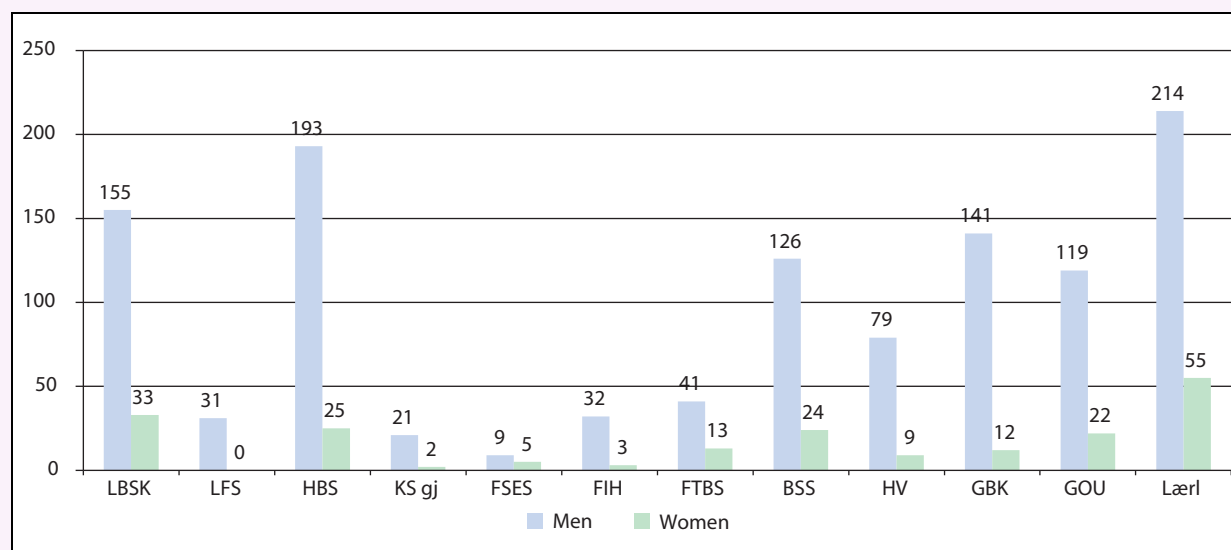


Figure 7.4 Distribution of women and men on admission to the Armed Forces' academies in 2011

The figure illustrates the distribution between women and men among those admitted to the Armed Forces' academies in 2011. Of the total 1,364 admissions, 1,161 were men and 203 were women.

Abbreviations: Officer training school for the Royal Norwegian Air Force (LBSK), pilot training school for the Air Force (LFS), officer training school for the Norwegian army (HBS), comprehensive military academy (KS gj), Armed Forces' academy for intelligence and languages (FSES), Norwegian Military Engineering Academy (FIH), technical officer training school (FTBS), officer training school for the Royal Navy (BSS), the Home Guard (HV), basic officer training / navy officer training (GBK), the military academies (GOU), apprentices (Lærli).

prehensive military academy (KS gj), Armed Forces' academy for intelligence and languages (FSES), Norwegian Military Engineering Academy (FIH), technical officer training school (FTBS), officer training school for the Royal Navy (BSS), the Home Guard (HV), basic officer training / navy officer training (GBK), the military academies (GOU), apprentices (Lærli).

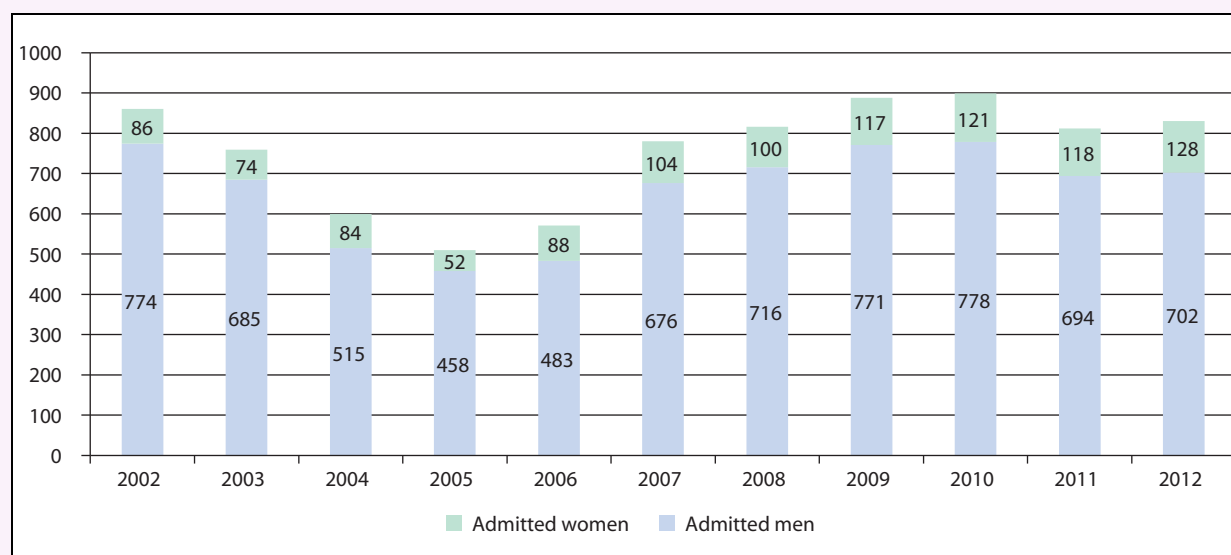


Figure 7.5 Number of women and men admitted to officer training from 2002 to 2012

The figure illustrates the number of women and men admitted to officer training from 2002 to 2012, including those admitted to the officer training schools, basic officer training during

national service and those admitted to the one-year discharged officer training course during their national service.

At the same time, any changes made to the special age limit must take into account all possible consequences for the Armed Forces. A higher retirement age will result in organisational consequences in terms of age mix, but these may prove transient. Mechanisms are required to ensure flexible systems for both employer and employee, related to issues such as pension schemes, schemes for job changes and other tools by which to safeguard the rights of the employees.

The special age limit for commissioned officers must be evaluated in light of the fundamental debate regarding all professional groups within society and their relevant special terms and conditions. The key factor here must be how to retain and develop competency, while ensuring a positive impact on social economics.

#### 7.4.1.4 Military specialists

The requirement for increased specialisation and continuity for a higher number of positions than before is closely linked to the increased complexity both within technology and the assignments of the current rapid reaction capability defence. This development places demands on personnel with specialised competency and who are seeking a horizontal career path. The increased requirement for specialised competency has given way to a discussion on the current scheme as opposed to establishing a specialist corps following the model used in a number of other countries. A future scheme for specialists may be evaluated on the basis of three different principle models; of which one is the current model and practice, the second lays the foundations for establishment of a specialist corps and the third is a further development on the current model in terms of both practice and changes to the actual scheme. The choice of model will have an impact on the advancement, deployment and educational schemes.

The *first* model, the current model, is to sustain established practice for the prevailing officer corps scheme. The discussion regarding the need to increase specialisation and criticism of elements in the current model indicate that this approach will not sufficiently fulfil the future requirement of the rapid reaction capability defence for specialists.

The *second* model, which implies establishing a specialist corps, represents the opposite extremity to the current model. The models in the other nations, used for comparison, are based on an officer system with two pillars of competency, respectively “officer” (OF) and “other rank” (OR). The

distinction between OF and OR can be interpreted as a distinction between “generalist” and “specialist”, where the rank of generalist is based on commanding authority, strategic management and general competency, while the specialist rank allows for more specialised competency and professional management. The establishment of a specialist corps may be substantiated by the more obvious argument regarding standardisation and cooperation with other nations. Yet another factor, which carries more weight, is whether this change could help ensure improvements in recruitment and retention of specialists. A system with a specialist corps would provide a principle framework for horizontal career cycles. This would improve retention, reputation and development of talented employees within the professional pillars. Moreover, a two-part officer corps would allow for a clarification of the distribution of roles between the two pillars of competency. The establishment of a specialist corps could include enlisted personnel and commanding officers.

A number of the nations with an OR system have implemented schemes in which specialist officers have a low retirement age and related rights upon retirement. These are not necessarily compatible with the required development in Norway for higher retirement age. Furthermore, no other nations have a scheme which includes enlisted personnel. This category of personnel is included in the OR system at lower ranks. Many of these nations also have a system for compulsory military service, and a professional defence which features employment. As such, any future specialist corps must follow a “Norwegian model” based on the needs of the Norwegian Armed Forces and a Norwegian value base and developments within Norwegian society. This model will also have to include enlisted personnel. A further assumption is that the system for general compulsory military service is sustained, including national service.

The *third* model implies a further development of the current scheme, whereby commissioned officers, commanding officers and officers on time-limited contracts have to be evaluated comprehensively. Further development may imply a change of practice and changes to the actual scheme. The starting point would be to facilitate more diversity within competency for the current officer system. The aim of the current commanding officer scheme is to support the need for recruitment and retention of professionally specialised officers at lower ranks.

The scheme for commanding officers was evaluated in 2008, cf. Proposition to Storting 1 S

(2009–2010). The final report concluded that recruitment to the scheme was good and that commanding officers were considered to provide critical competency to the Armed Forces. The scheme is perceived as having a high quality in relation to former short-term engagements, although the report indicated the need for an improved system for competency development, career plans and development in payroll. The report also recommended a continuation of the current age limit and a gradual increase in the number of commanding officers in the years to come. In 2011, a cooperative process was implemented in the Armed Forces which resulted in measures relating to the prevailing scheme for commanding officers. These measures related to recruitment, development, deployment and career exchange, with a view to increasing retention time and minimising rotation. Despite this, a recommendation was made for further investigation and measures to achieve a comprehensive and sustainable concept for the development of specialised competency. This could give way to a need for changes to key parts of the actual officer corps scheme.

The model whereby the current scheme is further developed requires an increased focus on retaining commanding officers by means of employee development, so that the scheme can be utilised as a source of recruitment for the corps of commissioned officers. Having personnel in service for a number of years and providing the Armed Forces with the opportunity to develop and evaluate the individual's competency, potential and ambitions, provides a sound basis for increasing the rate of employment of commanding officers as commissioned officers, and thus as specialists. This type of model also requires increased flexibility to allow for employment of commanding officers at a lower age than 35. This will also help provide greater predictability for commanding officers, which will benefit both the Armed Forces and the individual officer. Professionally employed specialists will not primarily follow a vertical progress through the rank, but have a much more horizontal career. Payroll limits have been established, with alternative limits for lower ranks for specialists. However, these can be put to better use and further developed together with other methods to retain and develop employees.

Flexible systems play a key role in securing efficient movement of staff and exploitation of competency, both for the organisation as a whole and for the individual. Experience of flexibility in the current system varies among the different

branches of defence. Experience from the Norwegian Army indicates insufficient scope for retaining and employing officers with specialised competency. The Royal Navy, however, employs technical personnel at commanding officer rank with four years of college education, based on requirement. The advantage of an officer corps is that movement of personnel can take place without the personnel having to switch category. This type of flexibility can also develop across personnel categories in a two-part officer corps, although certain barriers may be encountered, both genuine and emotional.

At the same time, specialists do not represent one uniform group, neither in terms of education nor function, and due to the fact that the branches of defence follow varying doctrines. The scheme for military specialists should therefore feature a sufficient level of integrated flexibility, for example by allowing a different approach to utilisation and scope by the different branches of defence and parts of the Armed Forces' organisation.

The Armed Forces' requirement for specialists can be met by further developing the prevailing officer corps scheme, either by changing practice and/or changing the actual scheme itself. This requires improvements to the utilisation and control of the scheme for commanding officers. Incentive mechanisms are particularly relevant here, in order to increase retention of personnel and the active use of employee development to qualify, motivate and increase predictability. This process will lay the foundations for professional employment in the Armed Forces or a change of career to positions outside the Armed Forces. Moreover, professional employment of commanding officers according to the requirements of the Armed Forces must be communicated, organised and well-structured. At the same time, there will be a definite need for a detailed evaluation of how the Armed Forces procure specialised competency in the best possible way for the future of the rapid reaction capability defence. Any changes to the officer corps scheme must take into account the investigation into and subsequent proposal for a framework for future personnel schemes, including enlisted personnel and civilian personnel. The investigation will result in a recommendation regarding the choice of model and scope of changes.

#### **7.4.2 Enlisted personnel**

The Armed Forces' requirement for specialised competency at a lower rank is greater than before,



due particularly to the development within technical disciplines but also as a result of the increased engagement of the rapid reaction capability defence in international operations. Enlisted personnel represent a core resource for the current rapid reaction capability defence which is prepared at all times to engage in missions both at home and abroad. Nations with an OR system have enlisted personnel at lower ranks.

The goal is to ensure that enlisted personnel remain in service for the entire duration of their contract. By increasing length of service, we can minimise turnover, ensure improved continuity among professional specialists and contribute to a reduction in personnel costs. As mentioned for commanding officers, enlisted personnel represent a unique source of recruitment to both military and civilian positions within the sector. A conscious approach to competency development and preparations for future careers both within and outwith the defence sector, should therefore be an integral part of individual employee development.

The scheme for enlisted personnel has a decisive impact on agencies/units with particularly high requirements for reaction and/or performance capability. It is also an important factor for securing professional competency and continuity within the Armed Forces. The scheme should be sustained while ensuring a higher level of attention to the individual employee. Reviews of the scheme should be correlated with the further development of the officer corps scheme. Any evaluation of the scheme for commanding officers and any model based on a specialist corps should in particular include enlisted personnel. Enlisted personnel would be integrated at a lower rank in a specialist corps, based on the OR system.

### 7.4.3 Civilian personnel

For a competency-based organisation, the decisive factor for value creation is the competency of the individual employee and the ability to exploit this to the highest benefit of the organisation, either independently or as part of a team.

Civilian employees contribute towards an essential diversity in terms of competency, and play a crucial role in helping the defence sector meet its total competency requirement. The management of competency within different disciplines must therefore be much more coherent, irrespective of whether the personnel are civilian or military. This does not imply that civilian personnel shall be included in the officer corps or those functions which require military profession-

als, but that the system, methods and comprehensive approach to career development and career cycles are also exploited to a greater degree for the development of civilian employees. As a result, civilian employees are a key factor in an investigation of the framework conditions for future personnel schemes.

In principle, civilian personnel already have the necessary formal competency to carry out their tasks upon recruitment. However, clear, well-organised and appropriate incentive schemes are still required, including opportunities for career and development, if the defence sector is to retain and further develop the individual civilian employee's competency. Advancement of competency must be a part of this, in order to increase the knowledge and insight into the activities of the defence sector among civilian employees. The Armed Forces' in-house educational programmes should be more open to civilian employees within all defence sector organisations. Clearly defined vertical career development opportunities should also be offered to civilian employees with relevant competency. Civilian employees shall be provided with increased scope to qualify for and occupy relevant managerial positions and contribute to expanding the diversity of competency, particularly among management groups in the defence sector. One evaluation required is into the common requirements which should be placed upon civilian and military managers at different ranks, for example in relation to courses in attitudes, ethics and management, and in the understanding of the principle goals and assignments of the sector. This will require improved facilitation for common courses at sector level and improvements to career flow between the different organisations. Once this is achieved, the sector may benefit from a closer integration between agencies and a more clearly defined understanding of the common assignments and objectives of the sector.

### 7.4.4 Apprentices

The Norwegian Government has stipulated an objective to increase the number of apprenticeships in society in order to cover the future need for skilled workers. In the spring of 2012, the Ministry of Government Administration, Reform and Church Affairs and all employers' organisations and labour organisations in Norway signed a binding agreement regarding objectives – a contract for society – obliging all parties to take action in order to increase the number of apprenticeships by 20 percent by the end of 2015.

The Armed Forces shall pave the way for an increased number of civilian and military apprentices. Schemes and measures shall be evaluated which will further enable the Armed Forces to safeguard and develop the competency represented by these apprentices. Retaining apprentices after qualification also represents a valuable source for recruitment of technical competency, where required by the Armed Forces.

The number of enlisted personnel in support functions shall be reduced to the absolute minimum necessary and an evaluation shall be carried out of assigning such positions to apprentices where appropriate. The new base structure will reduce the number of possible locations for apprentices and this makes it difficult for the Armed Forces to provide apprenticeships. This can be counteracted by replacing enlisted personnel with apprentices in support functions.

Relatively stringent admission requirements imply that numerous candidates are not qualified to serve as military apprentices. An evaluation is required of the current system for admission. If the defence sector is to achieve an increase in the number of apprentices, recruitment must be more goal-oriented and apprentices require improved follow-up. Moreover, the different agencies have to be encouraged to accept more apprentices.

#### **7.4.5 Conscripts**

Developmental trends in the shape of an increased level of technology, specialisation and need for continuity imply a necessary review in the future of criteria relating to selection and national service in order to ensure that compulsory military service and national service can be appropriately practised. Compulsory military service shall remain an important fundament for the activities of the Armed Forces and a central source for recruitment. Moreover, compulsory military service shall in the future play a central role within the operative structures for the different branches of defence.

The Armed Forces have also implemented a process to extend the scheme for academic officers on compulsory military service in order to encompass personnel with all kinds of higher academic education. This scheme provides rapid access to competency, for example within technical and legal disciplines, and can provide the scope for employment of highly skilled personnel, either as officers or civilian employees, once they have completed national service.

The organisation of compulsory military service and national service requires continual development so that it is fully adapted to the needs of the Armed Forces, society and the individual conscript. An emphasis is required on the further development of a varied, meaningful and relevant military service of top quality and which meets the different needs and requirements of the branches of the defence sector.

#### **7.4.6 Reserve personnel**

Reserve officers and personnel possess valuable military and civilian competency. They represent an important resource for emergency preparedness, the reinforcement of the permanent agencies in relation to crisis management, and for a sustained contribution to international operations.

#### **Box 7.4 Employer Support Project**

The Norwegian Reserve Officers' Federation in cooperation with Norges Forsvarsforening (the Norwegian defence association) and the Armed Forces in Norway initiated a project for Employer Support in 2012.

The concept for Employer Support is based on building up and further developing a two-way bridge between private/public organisations and the Armed Forces. This bridge shall pave the way for a two-way and flexible exploitation of competency and experience. The objective of the project is to improve integration and cooperation between the civilian society and the Armed Forces. Moreover, the concept shall help provide a predictable and optimal climate for employers, reserve personnel and military veterans who are about to conclude their military service and transfer to a civilian position/education. The main aim is to create a win-win situation for all parties involved.

Based on experience gained in other nations and from in-house evaluations, the project has compiled a draft list of initiatives. These shall help improve cooperation between the private/public sector and the Armed Forces, and not least ensure that the Armed Forces' reserve forces and veterans can make full use of their competency and experience both in the civilian sector and the Armed Forces.

Reinforcing manpower to provide greater endurance both nationally and for long-term foreign assignments requires a well-organised reserve of recently qualified personnel who are dedicated to military agencies.

The Home Guard in particular relies on a supply of reserve officers and personnel from the defence sector branches, in addition to the officers who receive their education from the Home Guard in the form of short-term courses. Measures have already been implemented to facilitate an increased level of re-recruitment of reserve personnel, based on competency and the needs of the Armed Forces. Soldiers in national service in the brigade in North Norway, for example, could be assigned to the army reserve once they have completed national service. This reserve shall be a well-organised, dedicated reserve of recent graduates, personnel on emergency preparedness contracts and former enlisted personnel who provide the agencies access to manpower when required for greater endurance at home and for long-term foreign missions. After a period with the army reserve, these personnel are transferred to the Home Guard. Other parties involved in the equipment of forces should cooperate with the Norwegian National Service Administration to evaluate the scope for establishing a similar system for their forces.

The Armed Forces have entered into closer dialogue with relevant reserve personnel to

encourage such personnel to return to a career with the Armed Forces. The Norwegian Government aims to further develop its efforts into exploiting schemes with reserves within the branches of defence, both to reinforce the endurance of the operative structure and to make better use of the education and training provided during national service and officer training. This requires a higher level of flexibility within the schemes for reserve personnel, for example via work support schemes, where good relationships are necessary between the Armed Forces, the individual reserve officer or personnel and civilian employers. Reserve personnel who have an active relationship with the Armed Forces will also help reinforce the reputation of the Armed Forces among the general population.

## 7.5 Future personnel schemes

The defence sector must plan and take a long-term perspective in order to be able to solve complex missions. The sector requires diversity and flexibility as complex missions require a broad spectre of experience, education and background of competency. A coherent evaluation of all personnel schemes is required in order to facilitate flexible exploitation of the employees' competency and to open a wider door to a two-way flow of competency with society at large. This also



Figur 7.4 Soldier in the field

Photo: The Norwegian Armed Force's media centre

requires identification of the correct balance between the different personnel categories. The military profession is unique and future schemes must take this into account.

Proposals shall be compiled and submitted, on this basis, for a framework for future defence sector personnel schemes, including the officer corps. The process involving the officer corps

shall also include the further development of the current officer corps including commissioned officers, commanding officers and officers on time-limited contracts, and a model based on a specialist corps, including enlisted personnel. Moreover, a review is required of the military educational system in light of the future changes to personnel schemes.

## 8 Implementation of the competency reform

Pursuant to the implementation of the long-term plan for the defence sector, Proposition to Storting 73 S (2011-2012), which launched personnel and competency as long-term strategic areas for development, a process of change has been initiated to better enable the defence sector to reinforce competency in line with its needs. This White Paper is to be treated as the political platform for the initiation of the competency reform. Projects and measures have already been implemented at different levels of the sector in order to ensure lasting change. To achieve this competency reform, it is essential to ensure good and predictable general conditions for the employees and that all members of the organisation understand the need for measures and further studies to be carried out. It is thus essential to maintain close cooperation with the labour organisations.

### 8.1 Areas for action

The measures are divided into four areas. These are strategic competency management, competency integrated within management and control, efficient systems for management and development and cooperation and openness. This White Paper submits measures within each area which can be implemented in the short term, and areas which require further analysis. The initiatives presented to date can be implemented within the framework of the current long-term plan for the defence sector. Any economical and administrative consequences of the recommendations to

come in subsequent studies will be presented along with the studies.

#### 8.1.1 Strategic competency management

Strategic competency management is the most important area for action. It forms the premises for the other areas for action and is absolutely essential for management of personnel and competency.

- Fact-based competency analyses shall be developed at sector and organisation level.
- A project shall be set up to improve competency within HR among managers at all ranks and among employees occupying HR functions.
- The sector shall follow a goal-oriented strategy to further develop tools utilised for recruitment, development, allocation and phasing out of competency in order to support competency management, both at sector and organisation level.

#### 8.1.2 Competency integrated within management and control

The area of competency and personnel requires more clearly defined integration within the sector's management and control processes. Competency must be a key factor in planning and decision-making processes for the organisation both in the short and long term, and must be monitored via measurements and reports.



Figure 8.1 Areas for action



- A common HR strategy shall support the sector's principle strategy and objectives, and help ensure that the area of personnel and competency is included in the sector's continual long-term planning and annual control processes.
- Integration of personnel and competency in the sector's continual long-term planning processes shall be more clearly defined.
- Managers shall be selected and gauged on their ability to contribute to the sector's achievement of principle objectives and the further development of the total competency within the organisations.
- Managers shall have the competency to lead the sector as a knowledge-intensive organisation with a diverse range of employees.
- Managers with responsibility for personnel shall have greater genuine influence over recruitment to own organisations.
- Managers shall be assigned a greater degree of responsibility and authority to make targeted and differentiated use of the range of available tools in order to solve challenges related to competency within their own area of responsibility.
- All organisations in the sector shall evaluate and further develop current systems for and practice of management and employee development. There shall be a more clearly defined correlation between the organisations' objectives and the individual's performance and career development.

### **8.1.3 Efficient systems for management and development**

The defence sector must have efficient systems for management and development of the competency required. In order to meet the extensive range of competency requirements in the future, the sector must be competitive during recruitment and retention of personnel. Personnel schemes and related processes and systems must be sufficiently flexible in order to meet the broad range of competency requirements and increased level of specialisation. Education and training, in addition to tools and incentives, must support these requirements.

- Proposals shall be compiled and submitted for a framework for future defence sector personnel schemes, including the officer corps. Completion of the final recommendation is scheduled for 2014.
- All necessary amendment bills shall be compiled in connection with the investigation into personnel schemes. Amendment bills shall

provide for a legal basis which is as comprehensive as possible, easily available and predictable for personnel in the defence sector.

- A review shall be conducted of the military educational system, in order to ensure that it reflects the needs of a rapid reaction capability defence, not least in terms of specialisation and in-depth competency. This review shall follow and be carried out in the light of the framework for future personnel schemes, and will start in 2014.
- Experience gained from obligatory examination of women for military service shall be evaluated in 2014. The evaluation must be seen in light of other measures to increase the ratio of women in the Armed Forces.
- Cross-sector cooperation shall be utilised to a greater extent in order to ensure good exchange of experience and knowledge and to increase the efficiency of management tasks.
- The defence sector shall increasingly coordinate its efforts related to building reputation so that the sector can be portrayed as a modern, attractive and relevant workplace with a diverse range of tasks and opportunities.
- Selection criteria shall be further developed in order to meet the requirements of the rapid reaction capability defence for a greater diversity within competency.
- The sector shall recruit from a more diverse section of society. This may require methods such as practical facilitation, work to change attitudes and changes to systems for recruitment and selection.
- The sector shall acquire better access to competency developed outwith the sector. This applies, for example, to horizontal recruitment of personnel with relevant competency gained outwith the sector, and re-recruitment of former employees.
- The organisation of positions in the Armed Forces shall be reviewed in order to define requirements on competency, irrespective of whether these are defined as civilian or military. The competency of the individual and the compound competency within a team/agency shall be prioritised during recruitment.
- The defence sector shall establish an internal labour market at sector level which submits vacancies to former and present employees. This internal labour market will help improve the flow of competency within the organisations and across the sector.
- Measures shall be implemented to ensure wider career paths, in particular horizontal

career cycles, in order to meet the sector's need for in-depth and specialised competency.

- The defence sector must make wider use of the potential within existing tools and incentive schemes, and shall further develop new schemes.
- The family and personnel policies shall be reinforced. This includes, for example, measures implemented to provide improved opportunities for dual-career families. New measures will be evaluated on a continuous basis as a part of the development of the sector's incentive schemes.
- The Ministry of Defence, in dialogue with the labour organisations, shall initiate a process to review the Armed Forces' payroll system. This will include an assessment of the relationship between fixed salary and supplements, within the boundaries of a sustained payroll limit.

#### 8.1.4 Cooperation and openness

Cooperation and openness are of decisive importance with a view to meeting the defence sector's competency requirement in an improved and more efficient manner. The defence sector shall therefore have a much closer integration with the other competency groups in society and the labour market. This implies a greater extent of two-way competency flow, strategic alliances and cooperation with other parties. It also requires a wider range of recruitment and improved exploitation of the total competency production within society.

- The defence sector shall increasingly draw upon competency from the civil sector and exploit the potential for cooperation with civilian research and educational groups.
- Competency shall be part of the defence sector's R&D strategy.
- The sector shall work systematically on the establishment of closer cooperation with public and private parties in order to address shared challenges and develop shared solutions, particularly in areas where there is tough competition for labour.
- The opportunity for increased use of foreign manpower, primarily from allied countries, can be exploited where appropriate and necessary, in order to cover competency gaps.
- Personnel shall be able to achieve greater career benefits based on competency and experience developed outwith the sector.
- The defence sector shall further develop systems to maintain contact with employees who

leave the Armed Forces or are on leave, in addition to veterans who leave the sector, in order to take care of personnel who have completed service and allow for future re-recruitment. Special attention shall be paid to the establishment of alumni schemes and schemes for employers, in addition to a further development of the policy for veterans, in line with White Paper no. 34 (2008-2009) and the plan of action entitled "In service for Norway".

## 8.2 Choice of direction in the future

In addition to the specific measures stated in paragraph 8.1, the Norwegian government faces several major and important choices of direction. Follow-up of these choices will be based on political recommendations in this White Paper.

We aim to increase the ratio of women and the level of diversity within the defence sector. We aim to improve and have more forward-looking personnel schemes, including the officer corps scheme, and a more appropriate educational system in the defence sector. These are major and fundamental objectives to ensure that the defence sector is a modern competency-based organisation. It is therefore important to take the time to identify the best models and best tools to achieve our objectives. The development we are seeking will not occur by itself. It will require hard work and policy choices.

### 8.2.1 Increasing the number of women in the Armed Forces

Compulsory military service is of fundamental importance for the Armed Forces. Compulsory military service helps enhance legitimacy for the Armed Forces among the general population. Moreover, compulsory military service represents an important source of recruitment for the Armed Forces, via national service. The principle of even distribution of society's rights and obligations, irrespective of gender, is therefore fundamental. At the same time, there has been a development from voluntary examination for military service in 2007 to obligatory examination for military service for women in 2010. This has now given rise to a need to review the experiences of this scheme while at the same time further developing other tools to increase the ratio of women. This is in line with former policies which pave the way for a gradual and experience-based development. The Norwegian government intends to

evaluate the scheme for obligatory examination of women for military service in 2014. This evaluation must be seen in light of the measures to heighten the status of national service and other measures to increase the ratio of women. The Government will come back to the issue of gender-neutral military service.

### 8.2.2 Future personnel schemes

The Ministry of Defence has reviewed the personnel schemes, including the officer corps scheme, as requested by the Standing Committee on Foreign Affairs and Defence in their Recommendation no. 388 S (2011–2012). The Ministry has also compiled a set of premises for and an evaluation of how the personnel schemes can be further developed. This process has uncovered a need for change and forms the basis for measures to be taken to adapt the schemes to the needs of the rapid reaction capability defence. The review also illustrates a need to study the different personnel schemes in the sector in correlation and to ensure improved accordance between the schemes.

The military profession is unique and future schemes must take this into account. At the same time, complex assignments demand a higher level of diversity within competency. Furthermore, the amended personnel schemes must be more flexible towards making the necessary competency available. The sector must also feature personnel schemes which are much more open to a two-way flow of competency with other sectors and organisations. A more efficient flow of competency, both within and across personnel categories, and more openness towards society and recruitment of civilian competency are all important if the sector is to meet its requirement for generalised and specialised competency.

2013 will see the launch of the work to investigate and make proposals for changes to the personnel schemes, including the officer corps scheme. Completion of the final recommendation is scheduled for 2014. The process involving the officer corps shall also include the further development of the current officer corps including commissioned officers, commanding officers and officers on time-limited contracts, and a model based on a specialist corps, including enlisted personnel. Future personnel schemes shall be supported by an appropriate payroll and incentive system. This process shall be conducted in dialogue with the labour organisations and may generate the need for amendment bills. The Norwegian

Government will keep the Storting informed of progress in a suitable format.

### 8.2.3 The educational system

The military educational scheme is a part of the officer corps scheme and should be included in the investigation of future personnel schemes. This analysis is expected to generate a need for an investigation into the structure and organisation of the Armed Forces' educational system, a process scheduled for implementation in 2014.

The investigation will principally focus on the total competency requirement in the defence sector. The in-house defence education must primarily provide for the requirements of a military profession. At the same time, it is widely acknowledged that the military profession requires competency which encompasses much more than the exercise of military power. A review of the current educational system must also evaluate those factors the Armed Forces aims to provide in the way of in-house education, what can be obtained from the civilian educational system and what can be achieved in cooperation with civilian educational institutions.

The aim of the educational system is to contribute towards meeting the needs of the Armed Forces for generalised competency while reinforcing in-depth and specialised competency required to solve missions in the future. The education review shall also cover roles, responsibility and authority in the Armed Forces' educational system.

## 8.3 Conclusion

The defence sector has a permanent responsibility for providing security for the state, population and society. Changes to the security policy environment bring about an increased need for a flexible defence sector, with a compound mix of personnel who possess diverse and advanced competency. The rapid reaction capability defence must be capable of solving complex assignments in the field, working to provide international peace and stability while at the same time providing an emergency preparedness force, maintaining a presence and upholding sovereignty at home. Competency is a decisive factor for the successful fulfilment of these complex goals and the further development of our modern rapid reaction capability defence in a rapidly changing environment. The defence sector has a much greater demand for specialised

competency now than before, and for systems which allow for careers as specialists.

The ability of the defence sector to carry out its social tasks relies on improved exploitation of the total resources within society and a greater degree of cooperation and competency flow across all parts of the sector. Traditionally, the Armed Forces in particular have produced competency for society but have only made limited use of competency developed by others.

In order to attract the competency currently required by the defence sector, it is now necessary to recruit employees from society as a whole. By providing more flexible career cycles and personnel schemes, the defence sector will achieve greater diversity to allow for continuity, quality, flexibility and a balance between generalised and specialised competency. It is also essential to increase the level of cooperation and competency flow with other sectors of society.

The need for a greater diversity of competency and specialisation requires more openness and improved cooperation mechanisms with other parties. At the very core of the military profession are operative requirements and the ability to conduct military operations. These factors shall take a central position when working on competency development within the Armed Forces. The Armed Forces must make more extensive use of knowledge from the civil sector in areas which are not specifically military. The Armed Forces shall recruit more employees with a civilian education and integrate their competency into the organisation. More cooperation with civilian competency groups within education, research and development is also required.

Compulsory military service is and will remain fundamentally important for the Armed Forces. The organisation of compulsory military service and national service requires development so that it is fully adapted to the needs of the Armed Forces, society and the individual conscript. Compulsory military service strengthens the ties between the Armed Forces and society and provides potential for the Armed Forces to recruit from among the most suitable candidates from society.

A working environment in which everyone can take part, and where women have equal opportunities to men, is an important objective for the Norwegian government, and has been a decisive factor for the success of the Nordic welfare model. An increase in the ratio of women in the defence sector is a central objective for the Norwegian government. As such, the government intends to

evaluate the scheme for obligatory examination of women for military service. This must be assessed in connection with measures to increase the status and merit of national service. The success of the sector in recruiting and retaining more women will play a decisive role in the sector's ability to exploit the total competency resources within society and to secure the best competency available on a competitive labour market.

A higher ratio of women is one of several aspects in the principle objective to recruit a more diverse workforce for the defence sector. If the sector is to successfully execute the diverse assignments of a modern rapid reaction capability defence, it requires greater diversity, qualities, skills and experience among its employees. To date, work on diversity has paradoxically been excessively one-dimensional. Diversity has primarily been treated as an issue of recruitment and improving the gender balance. Although both of these are key factors, diversity in a wider interpretation of the term, will only provide added value when differences are merited as part of the daily activities of the organisation, the organisational culture, strategy and choice of direction.

The ability of the Armed Forces to sustain its current combative strength and operative capability relies on the success of the defence sector in attracting, recruiting, retaining and exploiting personnel with the required competency. This is the most important objective for the defence sector's personnel policy. The sector must be perceived as an attractive workplace, both by military and civilian personnel with a high level of motivation and the right competency, adapted to the needs and assignments of the defence sector, cf. Proposition to Storting 73 S (2011–2012). The competency reform in the defence sector shall reinforce the sector as a learning organisation, which further develops its most important capital – its human resources – systematically and from a long-term perspective. Competency shall therefore be an integrated part of strategic management and a key factor in the control and development of the sector. Competency management shall provide for the best possible exploitation of competency.

The necessity to improve the defence sector's ability to attract, develop and exploit competency has several origins. From a defence sector perspective, the competency reform is the next phase in a restructuring process from a mobilisation defence to a rapid reaction capability defence. However, the need for reform must also be seen as part of a challenge faced by major parts of the public sector. The defence sector has a unique

need for change but shares a number of competency-related challenges with other sectors of society and is governed by many of the same change drivers. The public sector faces fundamental changes which are independent of the specific challenges faced by the individual sub-sectors. In total, this implies a need for new thinking on competency, collaboration and management throughout the entire public sector.

Further development and renewal of the public sector represent a key objective for the Norwegian Government. This requires improved utilisation of technology, utilisation of best practice, the

most appropriate organisation possible, development of employee competency and improved exploitation of their skills, ideas and ability to identify good solutions.

The Ministry of Defence

r e c o m m e n d s :

Recommendation from the Ministry of Defence dated 1 March 2013 regarding Competency for a New Era has been submitted to the Norwegian Storting.

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