

# **KINGDOM OF NORWAY**

## **Public Administration Country Profile**

Division for Public Administration and Development Management (DPADM)  
Department of Economic and Social Affairs (DESA)  
United Nations

May 2006

All papers, statistics and materials contained in the Country Profiles express entirely the opinion of the mentioned authors. They should not, unless otherwise mentioned, be attributed to the Secretariat of the United Nations.

The designations employed and the presentation of material on maps in the Country Profiles do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

|   |    |
|---|----|
| Table of Contents .....                     | 1  |
| Country .....                               | 2  |
| 1. General Information .....                | 4  |
| 1.1 People.....                             | 4  |
| 1.2 Economy .....                           | 4  |
| 1.3 Public Spending .....                   | 5  |
| 1.4 Public Sector Employment and Wages..... | 5  |
| 2. Legal Structure .....                    | 6  |
| 2.1 Legislative Branch.....                 | 6  |
| 2.2 Executive Branch .....                  | 7  |
| 2.3 Judiciary Branch .....                  | 7  |
| 2.4 Local Government.....                   | 8  |
| 3. The State and Civil Society .....        | 9  |
| 3.1 Ombudsperson .....                      | 9  |
| 3.2 Civil Society .....                     | 9  |
| 4. Civil Service .....                      | 10 |
| 4.1 Legal basis.....                        | 10 |
| 4.2 Recruitment .....                       | 10 |
| 4.3 Promotion.....                          | 10 |
| 4.4 Remuneration .....                      | 11 |
| 4.5 Gender.....                             | 11 |
| 4.6 Training.....                           | 12 |
| 5. Ethics and Civil Service .....           | 13 |
| 5.1 Corruption .....                        | 13 |
| 5.2 Ethics.....                             | 13 |
| 6. e-Government .....                       | 15 |
| 6.1 e-Government Readiness .....            | 15 |
| .2 e-Participation.....                     | 16 |
| 7. Links .....                              | 17 |
| 7.1 National sites .....                    | 17 |
| 7.2 Miscellaneous sites.....                | 17 |



# Norway

[Click here](#) for detailed map



Source: [The World Factbook](#) – Norway

## **Government type**

constitutional monarchy

## **Independence**

7 June 1905 (Norway declared the union with Sweden dissolved); 26 October 1905 (Sweden agreed to the repeal of the union)

## **Constitution**

17 May 1814; amended many times

## **Legal system**

mixture of customary law, civil law system, and common law traditions; Supreme Court renders advisory opinions to legislature when asked; accepts compulsory ICJ jurisdiction, with reservations

## **Administrative divisions**

19 counties (fylker, singular - fylke);

Source: [The World Factbook](#) – Norway

Norway is a monarchy situated in Northern Europe. The Kingdom of Norway consists of the western and northern parts of the Scandinavian peninsula as well as the northern territories of Jan Mayen and the Svalbard archipelago, and Bouvet Island, Peter I Island, and Queen Maud Land in the southern hemisphere. Europe's sixth largest country in terms of land mass, Norway is sparsely populated and ranks only 28th in terms of population. The length of Norway's mainland coast, including fjords and bays, exceeds 20 000 km. To the east, Norway shares borders with Sweden, Finland and Russia, and to the north, west and south the country is surrounded by ocean areas. These include the Barents Sea, the Norwegian Sea, the North Sea and the Skagerrak.

Only a small percentage of Norway's land area is suitable for productive agriculture or forestry, but the country is richly endowed with natural resources, including petroleum, natural gas, various ores, fish, timber and hydropower. These resources, particularly in the offshore sector, have helped Norway to develop into one of the world's richest countries per capita. This is partly due to the country's proximity to the important markets of Western Europe and its easy access to energy, widespread industrialization, political stability and high educational standards.

The 1900s heralded a period of increasing wealth, with the development of hydropower starting in 1905 and the discovery and exploitation of oil and gas starting in the 1970s. Norway also has longstanding maritime traditions, and is the fourth largest shipping nation in the world. An active policy of social distribution has been implemented as a means of sharing the increase in national wealth. This policy has led to overall income equalization independent of place, gender, age or profession, and has helped to create a financially and socially cohesive society.

According to history, the petty kingdoms of Norway were united into a single realm in approximately 885 AD by the Viking King Harald the Fairhaired. Christianity was introduced just before 1000 AD. In the 1200s, Norway became a regional power under the kingship of Håkon Håkonsson. After 1319, Norway lost its independence and in 1380 it entered into a union with Denmark lasting for more than four centuries. Norway was reduced to a dependency in 1536. In 1814, Denmark ceded Norway to Sweden as part of the Kiel Peace Agreement. Wishing instead to regain its independence, Norway drafted and adopted the Constitution still in effect today. Sweden agreed to allow Norway to keep its Constitution in exchange for accepting the union under a Swedish king. The union with Sweden was formally dissolved in 1905, although Norway functioned for the most part as an independent country for much of that time. The name Norway is thought to mean "Path to the North".

Source: [The World Factbook](#) – Norway

# 1. General Information

| <b>1.1 People</b>  | <b>Norway</b>     | <b>Sweden</b>      | <b>Finland</b>     | <b>1</b> |
|--|-------------------|--------------------|--------------------|----------|
| <b>Population</b>  |                   |                    |                    | a        |
| Total estimated population (,000), 2003                  | 4,533             | 8,877              | 5,207              |          |
| Female estimated population (,000), 2003                 | 2,287             | 4,481              | 2,664              |          |
| Male estimated population (,000), 2003                   | 2,246             | 4,396              | 2,543              |          |
| Sex ratio (males per 100 females), 2003                  | 98                | 98                 | 95                 |          |
| Average annual rate of change of pop. (%), 2000-2005     | 0.43              | 0.09               | 0.18               |          |
| <b>Youth and Elderly Population</b>                      |                   |                    |                    | b        |
| Total population under age 15 (%), 2003                  | 20                | 18                 | 18                 |          |
| Female population aged 60+ (%), 2003                     | 22                | 26                 | 24                 |          |
| Male population aged 60+ (%), 2003                       | 17                | 21                 | 17                 |          |
| <b>Human Settlements</b>                                 |                   |                    |                    | c        |
| Urban population (%), 2001                               | 75                | 83                 | 59                 |          |
| Rural population (%), 2001                               | 25                | 17                 | 41                 |          |
| Urban average annual rate of change in pop. (%), '00-'05 | 0.74              | -0.1               | 0.07               |          |
| Rural average annual rate of change in pop/ (%), '00-'05 | -0.77             | -0.27              | 0.07               |          |
| <b>Education</b>   |                   |                    |                    | d        |
| Total school life expectancy, 1999-2000                  | 16.9 <sup>i</sup> | 15.9               | 16.7 <sup>i</sup>  | 1        |
| Female school life expectancy, 1999-2000                 | 17.7 <sup>i</sup> | 16.8               | 17.3 <sup>i</sup>  | 1        |
| Male school life expectancy, 1999-2000                   | 16.9 <sup>i</sup> | 15                 | 16.2 <sup>i</sup>  | 1        |
| Female estimated adult (15+) illiteracy rate (%), 2000   | ..                | ..                 | ..                 | 2        |
| Male estimated adult (15+) illiteracy rate (%), 2000     | ..                | ..                 | ..                 | 2        |
| <b>Employment</b>  |                   |                    |                    | e        |
| Unemployment rate (15+) (%), 2000                        | 3.4 <sup>ii</sup> | 4.7 <sup>ii</sup>  | 9.1 <sup>iii</sup> | 1        |
| Female adult (+15) economic activity rate (%), 2000      | 69 <sup>ii</sup>  | 76 <sup>ii a</sup> | 64 <sup>ii</sup>   | 2        |
| Male adult (+15) economic activity rate (%), 2000        | 78 <sup>ii</sup>  | 80 <sup>ii a</sup> | 71 <sup>iii</sup>  | 2        |

Notes: <sup>i</sup> 2000-2001, <sup>ii</sup> Persons aged 16 to 64 years, <sup>iii</sup> Persons aged 15 to 74 years, <sup>a</sup> Including armed forces.

| <b>1.2 Economy</b>                                  | <b>Norway</b> | <b>Sweden</b> | <b>Finland</b> | <b>2</b> |
|---|---------------|---------------|----------------|----------|
| <b>GDP</b>  |               |               |                | a        |
| GDP total (millions US\$), 2002                     | 189,436       | 229,772       | 130,797        |          |
| GDP per capita (US\$), 2002                         | 41,735        | 25,748        | 25,158         |          |
| PPP GDP total (millions int. US\$), 2002            | 163,609       | 225,913       | 134,442        |          |
| PPP GDP per capita(int. US\$), 2002                 | 36,045        | 25,315        | 25,859         |          |
| <b>Sectors</b>                                      |               |               |                | b        |
| Value added in agriculture (% of GDP), 2003         | 3.5           | 1.8           | 1.5            |          |
| Value added in industry (% of GDP), 2003            | 30.5          | 27.9          | 37.5           |          |
| Value added in services (% of GDP), 2003            | 66.0          | 70.3          | 61.0           |          |
| <b>Miscellaneous</b>                                |               |               |                | c        |
| GDP implicit price deflator (annual % growth), 2004 | 1.0           | 0.8           | 4.8            |          |
| Private consumption (% of GDP), 2003                | 52.4          | 49.0          | 46.2           |          |
| Government consumption (% of GDP), 2003             | 22.1          | 28.3          | 22.6           |          |

<sup>1</sup> [United Nations Statistics Division](#):

<sup>a</sup> [Statistics Division and Population Division of the UN Secretariat](#); <sup>b</sup> [Statistics Division and Population Division of the UN Secretariat](#); <sup>c</sup> [Population Division of the UN Secretariat](#); <sup>d1</sup> [UNESCO](#); <sup>d2</sup> [UNESCO](#); <sup>e1</sup> [ILO](#); <sup>e2</sup> [ILO/OECD](#)

<sup>2</sup> [World Bank - Data and Statistics](#):

<sup>a</sup> [Quick Reference Tables](#); <sup>b</sup> [Data Profile Tables](#); <sup>c</sup> [Country at a Glance](#)

| <b>1.3 Public Spending</b>          | <b>Norway</b>    | <b>Sweden</b>    | <b>Finland</b>    |   |
|-------------------------------------|------------------|------------------|-------------------|---|
| <b>Public expenditures</b>          |                  |                  |                   | 3 |
| Education (% of GNP), 1985-1987     | 6.5              | 7.3              | 5.5               | a |
| Education (% of GNP), 1995-1997     | 7.7 <sup>i</sup> | 8.3 <sup>i</sup> | 7.5 <sup>i</sup>  | a |
| Health (% of GDP), 1990             | 6.4              | 7.6              | 6.4               |   |
| Health (% of GDP), 1998             | 7 <sup>ii</sup>  | 6.6              | 5.2 <sup>ii</sup> |   |
| Military (% of GDP), 1990           | 2.9              | 2.6              | 1.6               | b |
| Military (% of GDP), 2000           | 1.8              | 2.1              | 1.3               | b |
| Total debt service (% of GDP), 1990 | ..               | ..               | ..                |   |
| Total debt service (% of GDP), 2000 | ..               | ..               | ..                |   |

Notes: <sup>i</sup> Data may not be strictly comparable with those for earlier years as a result of methodological changes. <sup>ii</sup> Data refer to 1999.

| <b>1.4 Public Sector Employment and Wages</b> |            |                     |                     |  |  |   |
|---|------------|---------------------|---------------------|--|--|---|
| <i>Data from the latest year available</i>    |            | Norway<br>1991-1995 | Norway<br>1996-2000 | European<br>Union<br>Average <sup>4</sup><br>1996-2000 | High income<br>OECD<br>average <sup>4</sup><br>1996-2000 | High income<br>group<br>average <sup>4</sup><br>1996-2000 |
| <b>Employment</b>                             |            |                     |                     |  |  |   |
| Civilian Central Government <sup>5</sup>      | (,000)     | 114                 | ..                  |  |  |   |
|   | (% pop.)   | 2.7                 | ..                  | 4.1  | ..   | 2.8   |
| Sub-national Government <sup>5</sup>          | (,000)     | 70                  | ..                  |  |  |   |
|   | (% pop.)   | 1.7                 | ..                  | 4.1  | ..   | 2.8   |
| Education employees                           | (,000)     | 135                 | ..                  |  |  |   |
|   | (% pop.)   | 3.2                 | ..                  | 1.2  | ..   | 1.3   |
| Health employees                              | (,000)     | 244                 | ..                  |  |  |   |
|   | (% pop.)   | 5.8                 | ..                  | 1.2  | ..   | 1.1   |
| Police  | (,000)     | ..                  | ..                  |  |  |   |
|   | (% pop.)   | ..                  | ..                  | ..   | ..   | ..  |
| Armed forces                                  | (,000)     | ..                  | ..                  |  |  |   |
|   | (% pop.)   | ..                  | ..                  | 0.5  | ..   | 0.5   |
| SOE Employees                                 | (,000)     | ..                  | ..                  |  |  |   |
|   | (% pop.)   | ..                  | ..                  | ..   | ..   | ..  |
| Total Public Employment                       | (,000)     | ..                  | ..                  |  |  |   |
|   | (% pop.)   | ..                  | ..                  | ..   | ..   | ..  |
| Total Central gov't wage bill                 | (% of GDP) | ..                  | ..                  | 3.6  | ..   | 4.2   |
| Total Central gov't wage bill                 | (% of exp) | 8.1                 | 9.4                 | 12.8   | ..   | 16.4  |
| Average gov't wage                            | (,000 LCU) | ..                  | ..                  |  |  |   |
| Real ave. gov't wage ('97 price)              | (,000 LCU) | ..                  | ..                  |  |  |   |
| Average gov't wage to per capita GDP ratio    |            | ..                  | ..                  | ..   | ..   | ..  |

Source: World Bank - Public Sector Employment and Wages

<sup>3</sup> UNDP - Human Development Report 2002

<sup>a</sup> Data refer to total public expenditure on education, including current and capital expenditures.

<sup>b</sup> As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

<sup>4</sup> Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

<sup>5</sup> Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

## 2. Legal Structure

Norway is a constitutional monarchy with a parliamentary democratic system of governance. State power is formally distributed between three institutions: the Storting (the legislative power), the Government (the executive power) and the courts (the judicial power). There is also a geographical distribution of political power into state, county and municipal levels.

Source: Embassy of Norway in United States (2006)

### 2.1 Legislative Branch

modified unicameral Parliament or Storting (169 seats; members are elected by popular vote by proportional representation to serve four-year terms)<sup>6</sup>

*Women in parliament:* lower house 64 out of 169 seats (37.9%)<sup>7</sup>

There are 169 seats or members of the Storting and general elections are held every four years. The Storting can not be dissolved and there is no opportunity to call for new elections outside the general election year. There are no by-elections.

The Norwegian electoral system is based on the principle of direct election and proportional representation, and voting is by secret ballot. The ballot is a vote for a list of representatives from a political party and the names on the party list are candidates representing that particular party. These candidates have been chosen on the nomination conventions of each party. There are 19 counties in Norway which constitute the constituencies and have different numbers of seats in the Storting according to their size and population.

Each constituency has a seat reserved as an "additional seat". The additional seats are assigned to even out discrepancies between the number of votes received and the number of seats in the Storting. In order to compete for an additional seat, the parties must obtain more than 4% of the national vote. By comparing the actual distribution of seats with what would have been the case if the country was one big constituency, one can make out which parties are underrepresented. These parties are awarded additional seats in the constituencies were they were nearest to win an ordinary seat.

#### Fact box:

*elections:* last held 12 September 2005 (next to be held September 2009)

*election results:* percent of vote by party - Labor Party 32.7%, Progress Party 22.1%, Conservative Party 14.1%, Socialist Left Party 8.8%, Christian People's Party 6.8%, Center Party 6.5%, Liberal Party 5.9%, Red Electoral Alliance 1.2%, other 1.9%; seats by party - Labor Party 61, Progress Party 38, Conservative Party 23, Socialist Left Party 15, Christian People's Party 11, Center Party 11, Liberal Party 10

*note:* for certain purposes, the parliament divides itself into two chambers and elects one-fourth of its membership to an upper house or Lagting.<sup>8</sup>

Source: Parliament of Norway (2005)

<sup>6</sup> Source of fact boxes if nothing else stated: [The World Factbook](#) - Norway

<sup>7</sup> [Inter-Parliamentary Union - Women in National Parliaments](#)

<sup>8</sup> Source of fact boxes if nothing else stated: [The World Factbook](#) - Norway

## 2.2 Executive Branch

*cabinet:* State Council appointed by the monarch with the approval of parliament  
*elections:* none; the monarch is hereditary; following parliamentary elections, the leader of the majority party or the leader of the majority coalition is usually appointed prime minister by the monarch with the approval of the parliament

The Council of State is Norway's executive power and its members are normally referred to as the Government. The Constitution states that the members of the government are to be selected by the King. Nonetheless, since 1884 a government is dependent upon the Storting's confidence. The government meets in Government conferences where central political issues are discussed. When the Government passes resolutions in the plenary, it acts as the Council of State under the King's leadership.

The office of the Prime Minister is the central office of the Council of State and the Government. The office has two principal functions: to serve as secretariat to the Council of State (the king, the prime minister and the government ministers) and to assist the Prime Minister in leading and coordinating the work of the Government.

Most decisions made by the executive power are taken by a minister in his or her capacity as head of a ministry. Any decisions which a minister does not have the authority to make will be made by the Government. When the Government passes resolutions in the plenary, it acts as the Council of State under the King's leadership.

Source: The Government of Norway – the office of the Prime Minister (2005) -edited

### Fact box:

*chief of state:* King HARALD V (since 17 January 1991); Heir Apparent Crown Prince HAAKON MAGNUS, son of the monarch (born 20 July 1973)  
*head of government:* Prime Minister Jens STOLTENBERG (since 17 October 2005)

## 2.3 Judiciary Branch

Supreme Court or Høyesterett (justices appointed by the monarch)

Article 88 of the Norwegian Constitution provides that «The Supreme Court pronounces judgment in the final instance». It follows that the Supreme Court is Norway's most superior court, and that its jurisdiction encompasses the entire country. There are 17 Supreme Court judges and one chief justice. Judges are appointed by the King in Council (Cabinet) on the recommendation of the Ministry of Justice. Judges must retire from office at the age of 70. Otherwise, according to the Constitution, judges may only be removed from office by a court judgement.

It is the function of the Supreme Court, as the highest court in the land, to ensure uniformity of legal process and to contribute to the resolution of matters on which the law is unclear. The Supreme Court is also responsible for developing law - within the framework of existing legislation - as and when new societal problems arise. Accordingly, leave to appeal to the Supreme Court is often granted in cases that raise matters of principle beyond the specific subject matter of the issue in dispute.

The main courts of justice in Norway are: the Supreme Court, the Interlocutory Appeals Committee of the Supreme Court, the Jury Courts, and the District Courts. All of the latter can rule on both civil and criminal cases. In addition there are certain

courts of law restricted to limited areas of competence. Examples of so called special courts are: Severance Courts (Land Disputes) and the Industrial Tribunal in Oslo.

Source: The Government of Norway and the Government Offices (2005) - Ministry of Justice

## **2.4 Local Government**

Norway is divided into 19 counties and 434 municipalities (2003). The powers of the county and municipal councils for self-government have been delegated from the State, and are set out in legislation, not in the Constitution. The State is directly represented at a local level through the County Governors' offices.

The municipalities are responsible for primary and lower secondary education, social services, municipal roads, water and sewerage and zoning regulation. Upper secondary schools and a number of technical services are administered at the county level. Each of these levels of administration receives part of their revenues through local taxation, fees and local business management, and partly from allocations from the central authorities and other public institutions. Norway is divided into six territorial jurisdictions (lagdømmer) and 15 judicial districts (lagsogn).

The counties and municipalities are governed by elected councils, and elections are held every four years. Mandates are distributed according to a system of proportional representation, and the number of mandates varies from 13 (municipal councils) and 25 (county councils) to 85. The councils are led by an executive committee comprising a representative selection of all the party groups from the relevant council and a mayor. A few exceptions, chiefly Oslo and Bergen, employ a parliamentary form of government and thus establish a party-based local government. The 18 county administrations (Oslo is not defined as a traditional county) were established in 1975 to provide an administrative level between the State and the municipalities.

Source: Embassy of Norway in United States (2006)

## 3. The State and Civil Society

### 3.1 Ombudsperson

The parliamentary ombudsman for public administration is the national assembly's representative, chosen by the Storting to investigate and to express an opinion on complaints directed against the authorities. The purpose of the ombudsman is to try to prevent mistakes or injustices which affect the individual.

The Parliamentary Ombudsman may investigate most types of cases and matters that have been dealt with and decided on by the public authorities. Government administration and the administrations of Counties and Municipalities all come within the scope of the Ombudsman's authority. Complaints may be made against public authorities (administrative bodies), civil servants or others acting on behalf of a public service. Private disputes fall outside his jurisdiction.

Oversight responsibilities are also exercised by other agencies than those defined as public surveillance bodies, including by the Gender Equality Ombudsman, Consumer Ombudsman, The Parliamentary Ombudsman for Public Administration and the Complaints Board for Public Procurements.

Source: Government departments and agencies of Norway (2001) and Parliamentary Ombudsman of Norway (2003), Ministry of Modernization – Modernization and revitalization in the public Governance (2005)

### 3.2 Civil Society

Three out of four Norwegians hold a membership in a non-governmental organization (NGO), and half of these are members of two or more organizations. Labour unions and rural organizations played an important role in the evolution of democracy in Norway. They emerged as strong political forces in the second half of the 19th Century. Nowadays, Norwegian NGOs have since worked to strengthen women's rights and labour rights, and in the last decades engaged in environmental issues, international aid and development questions, as well as the question of Norwegian membership in the European Union, which was subject to referenda in 1972 and 1994.

Norwegian organizations today vary from local history organizations, choirs, housewife organizations to political organizations, including political parties, which have broad membership bases. Organizations provide meeting places in local communities around the country. Voluntary activities play an important role in providing services that are complimentary to those provided by the welfare state. The scope of the voluntary activities testifies to a wide-spread sense of civic duty; they also contribute to social cohesion. Around one fourth of Norwegian development aid is channeled through Norwegian aid organizations, like Red Cross, Save the Children and Norwegian Church Aid. There are around 80 children- and youth organizations in Norway working with different issues, from religious issues to scout movements, minority questions and disabled youth issues. The Norwegian Youth Council (LNU) is the umbrella organization for all the children- and youth organizations, and can be contacted for information about children- and youth organizations and their work.

Source: Embassy of Norway in United States (2006)

## 4. Civil Service

Norway is a small unitary, parliamentary, and multiparty state. About 120,000 civil servants (including those at the regional and local levels) are employed by directorates/central agencies, other ordinary public administration bodies, agencies with extended authority, and government administrative enterprises.

The Norwegian civil service has a strong democratic tradition, has relatively strong collectivistic and egalitarian values, is consensus oriented and has a low level of internal conflict and well-developed corporatist arrangements. It also has one of the most comprehensive and universal welfare states in the world with a large public sector. All civil service organizations are, legally speaking, government entities subject to ministerial directions and subordinated to ministerial control. In contrast to state-owned companies, civil service organizations are regulated through the state budget, the state collective wage agreement, the state pension scheme, the Freedom of Information Act and other administrative laws.

Source: Stein Rokkan Center for Social Studies: *Autonomy and Control in the Norwegian Civil Service: Does Agency Form Matter?* (2005)

### 4.1 Legal basis

The basic legal framework of collective bargaining and collective disputes resolution is set out in the labour disputes legislation, which consists essentially of two Acts: the Labour Disputes Act (LDA), 1927 (LDA; superseding the largely similar first LDA of 1915); and the Public Service Labour Disputes Act, 1958 (PSLDA). This legislation is based on the principle of freedom of collective bargaining and contains no specific limitations on the scope of bargaining issues. The PSLDA applies to the state civil service sector. The LDA covers the rest of the labour market, including other (and in terms of employment, the larger) parts of the public sector.

Source: International Labour Organization (ILO) (2002)

### 4.2 Recruitment

Norway has a decentralized recruitment systems and recruitment policy has been more decentralized and locally controlled by the administrative leadership. The most important factor for recruitment for a first job in the ministries is higher education. Most of the newcomers (85-90 percent) come directly from a completed university or graduate school education.

Source: World Bank (2006) and University of Indiana – *Structure and Culture reinforced – the development and current features of Norwegian civil service system* (1997)

### 4.3 Promotion

Agency size has a significant positive effect on operational personnel autonomy, meaning that large agencies generally have more autonomy in individual hiring, promotion, pay setting, and dismissals than smaller units.

Source: Stein Rokkan Center for Social Studies: *Autonomy and Control in the Norwegian Civil Service: Does Agency Form Matter?* (2005)

The administrative career is very much protected and promotion is normally automatic and based on tenure. The process is controlled by the head of division and

also influenced by the civil servant organizations. Recruitment to different leadership positions is more competitive and is based on tenure, but also candidates are chosen with different performance records. The control of the selection process follows a certain pattern: Recruitment of leaders at the middle level is controlled by the director general, while filling the top leadership positions, such as secretary general, involve political leaders more directly.

Traditionally, civil servants have had their entire career inside one ministry or directorate. This has changed in the last decades, but is still the rule. If a civil servant leaves a job in a ministry it is normally to move to another ministry. Only about 10 percent of the leadership positions in the central administration are historically filled by external applicants who are horizontally recruited, most are promoted from within the apparatus.

University of Indiana – Structure and Culture reinforced – the development and current features of Norwegian civil service system (1997)

#### **4.4 Remuneration**

Salary levels and other employment conditions for central government are established in collective agreements between the Ministry of Labour and Government administration and public sector trade union representatives. These agreements also apply to non-union members. The Norwegian Ministry of Labour and Government Administration negotiates separately concerning local municipal and county authorities.

Top civil servants have leadership contracts, which can raise their salary substantially, has been controversial and implemented in a much more reluctant way than originally planned. But the gap related to salaries of leaders in the private sector seems not to have decreased through this reform.

Source: Norwegian Ministry of Labour and Government Administration (2003) & University of Indiana – Structure and Culture reinforced – the development and current features of Norwegian civil service system (1997)

#### **4.5 Gender**

Full-time women employees make up 45 per cent of the civil service. However, in the top echelon, women are not well represented. In 2002 only 10 percent of directors general were women and, for example, only 26 women among the 113 secretaries general. In the diplomatic corps only every tenth ambassador is a woman while 97 percent of consuls are men. On the other hand, the gender balance in politically appointed ministerial posts has gradually improved. Of 35 state secretaries 12 are women.

The balance is uneven in local government in regard to the councils as political arenas and local public workforce, with 75 percent. The biggest concentrations of women being in schools and day care centers, nursing homes, the caring services and social welfare. However, many women are in low-paid jobs and part time jobs. Women are in managerial positions only in 25 per cent of the cases. Only 15 per cent of department heads and administrative leaders in the municipal sector are women.

At the municipalities level there is the high percentage of employees who work with clients at social services offices and public health centre and in nursing and care-giving services. Eighty per cent of the employees in these sectors are women, but

only 34 per cent of administrators are women. According to wage statistics compiled by the Ministry of Government Administration a few years ago, this means that only eight per cent of the women who work in municipal nursing and care services will advance to managerial positions, while 48 per cent of the men will attain a leading position. Almost half of the country's health and social services officers are women. Women in leading positions are otherwise few and far between.

Norway has a special Gender Equality Ombud to promote gender equality. In addition, and as early as 1981 a rule was introduced which stipulated equal representation for both sexes on public committees and boards. The rule was strengthened in 1988 with a "60 - 40 rule" for all committees with more than four members. In other words there were never to be less than 40 per cent women on a public board or committee.

Source: Gender Equality Ombudsman – position of women in Norway (2002)

#### **4.6 Training**

The Ministry of Labour and Government Administration has initiated a trainee-programme for the ministries in Norway. Eight out of 16 ministries participate in the programme designed for younger employees. The programme was to start in August 2001, and would last 14 months. The main focus will be on learning by serving in three different ministries. In addition to the periods of service, six thematic gatherings will be arranged with focus on such issues as public administration, economy, relevant laws, challenges in the Norwegian public service, project management, international reforms, personal development such as presentation, negotiation techniques, networking and the development of future career plans. Each trainee will be provided a personal mentor during the whole period. Eight trainees will be recruited from the civil service, while the other 10 trainees will be recruited with a different background.

The main reason to start a trainee programme is to keep and develop talented candidates. Private employers have used trainee programmes and other educational opportunities as a strategy for recruitment for some time. We believe that the Civil Service needs to be more future-oriented in the strategies chosen to be able to recruit among the best qualified. The programme is directed towards people with an academic education of at least four years. The trainees must be under 35 years of age, and their ministerial service should be less than four years.

Source: OECD – Norway (2000)

## 5. Ethics and Civil Service

### 5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

| Corruption Perceptions Index |                |                |              |                    |                |              |                             |
|------------------------------|----------------|----------------|--------------|--------------------|----------------|--------------|-----------------------------|
|                              |                | 2003 CPI Score | Surveys Used | Standard Deviation | High-Low Range | Number Inst. | 90 percent confidence range |
| Rank                         | Country        |                |              |                    |                |              |                             |
| 1                            | Highly clean   | 9.7            | 8            | 0.3                | 9.2 - 10.0     | 4            | 9.5 - 9.9                   |
| 8                            | Norway         | 8.8            | 8            | 0.5                | 8.0 - 9.3      | 4            | 8.5 - 9.1                   |
| 133                          | Highly corrupt | 1.3            | 8            | 0.7                | 0.3 - 2.2      | 6            | 0.9 - 1.7                   |

Source: [Transparency International - Corruption Perceptions Index 2003](#)

**Surveys Used:** Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

**Standard Deviation:** Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

**High-Low Range:** Provides the highest and lowest values of the sources.

**Number Institutions:** Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

**90 percent confidence range:** Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

The Norwegian authorities and the private sector have a number of initiatives to raise awareness among Norwegian companies investing abroad, as well as among civil servants, in particular those primarily concerned with the detection, prosecution and sanctioning of the foreign bribery offence. In the public sector, an Interministerial Project Group on Combating Corruption and Money Laundering has been established to deal, with dissemination of information on the issue of foreign bribery. There is also Governmental Action Plan against Economic Crime scheduled for spring 2004.

Section 317 of the Penal Code provides for the prosecution of the receiving or obtaining of any part of the proceeds of a criminal act, as well as aiding and abetting the securing of such proceeds for another person. This provision therefore forbids the laundering of money deriving from the active bribery of foreign public officials. Under the provision of this section, participation in such acts is punishable by a fine or a term of imprisonment not exceeding three years, and six years in the case of an "aggravated" offence. To facilitate the detection of money-laundering transactions, the law has established extensive obligations whereby the professions closest to the point at which such transactions occur are required to exercise vigilance. The Norwegian legislation also provides for protection of witnesses.

Source: OECD – Report on the application of the convention on combating bribery of foreign public officials in international business transaction transactions phase 2 (2004)

### 5.2 Ethics

Norway has many rules of law (statutory and non-statutory) that impact values and ethics in the public service. The ethical standards that apply at any given time have an impact on the framing of legislation and other regulations. The Ministry of

Modernisation is requires that each individual organisation applies the guidelines to further develop and improve ethical awareness among its employees, thus establishing a firm foundation for managers and employees to engage in ethical reflection. The guidelines provide advice ranging from whistleblowing protection to impartiality.

Source: Ministry of Modernization of Norway (2005)

The Norwegian Government's Commission on Human Values (The Values Commission) was established in 1998. This Commission is composed of a steering group of 13 persons, a council of 35 persons, and a small secretariat. The Values Commission's main tasks are to develop a greater consciousness regarding questions of ethics and human values, to contribute to increased knowledge about the development of human values in our contemporary culture, to analyse the factors and forces that influence human values in society, to challenge public authorities and other relevant parts of society in such a way that participation and debate is obtained. So far the Commission has inspired several projects. It has also arranged and participated in more than 500 meetings and conferences in different parts of the country.

Source: OECD - Issues and Developments in Public Sector Management: Norway (2001)

## 6. e-Government

### e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

### Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

### Telecommunications Infrastructure Index:

A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

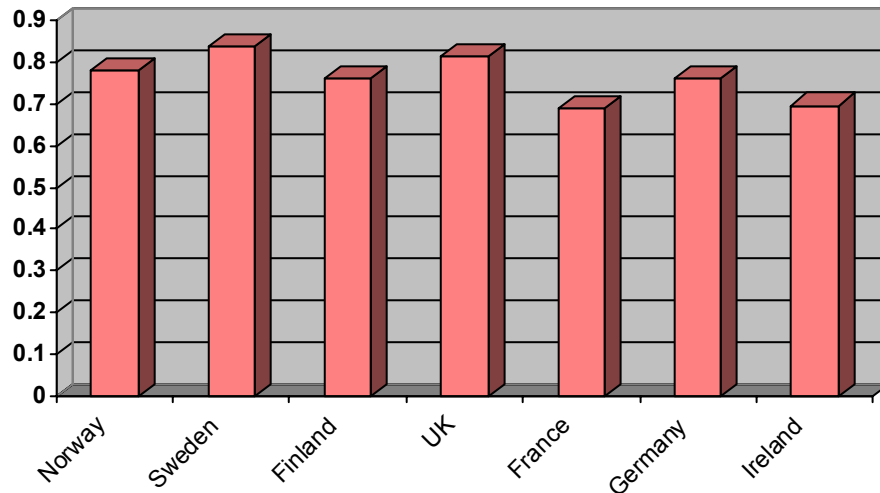
Primary indicators are: PC's, Internet users, online population and Mobile phones.

Secondary indicators are TVs and telephone lines.

### Human Capital Index:

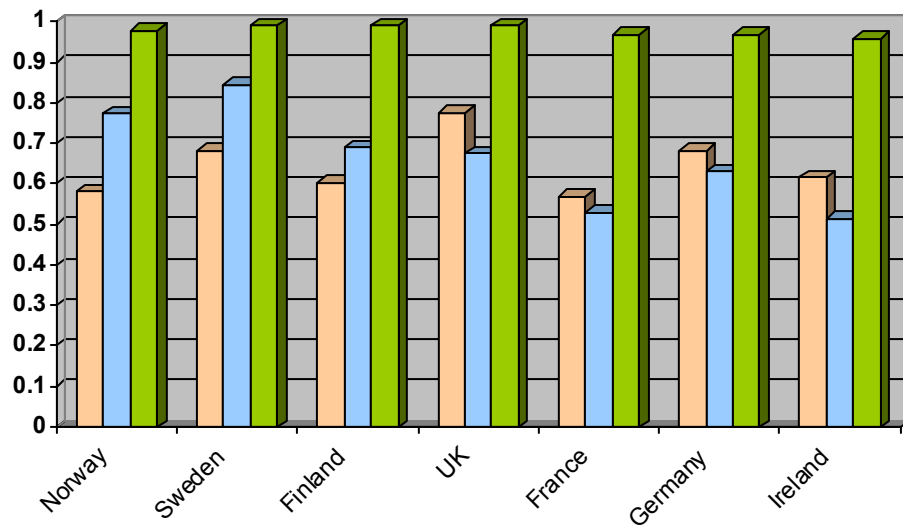
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

### e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

### Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

**e-Participation Index:**

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.

**e-information:**

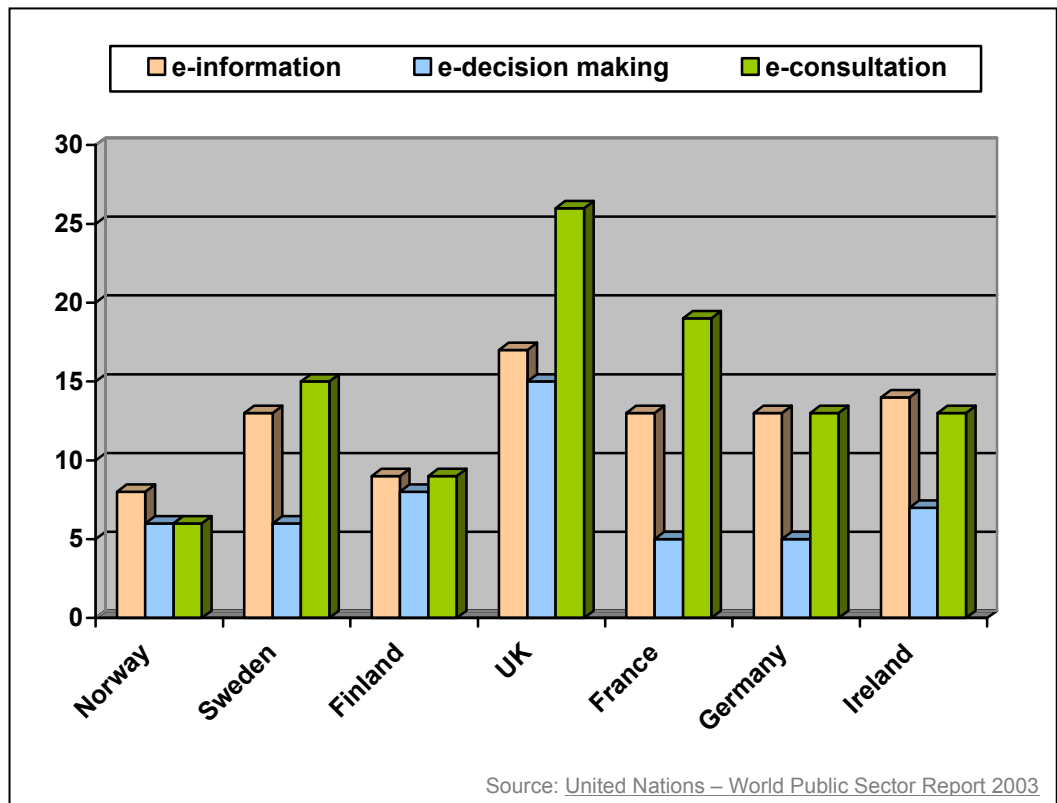
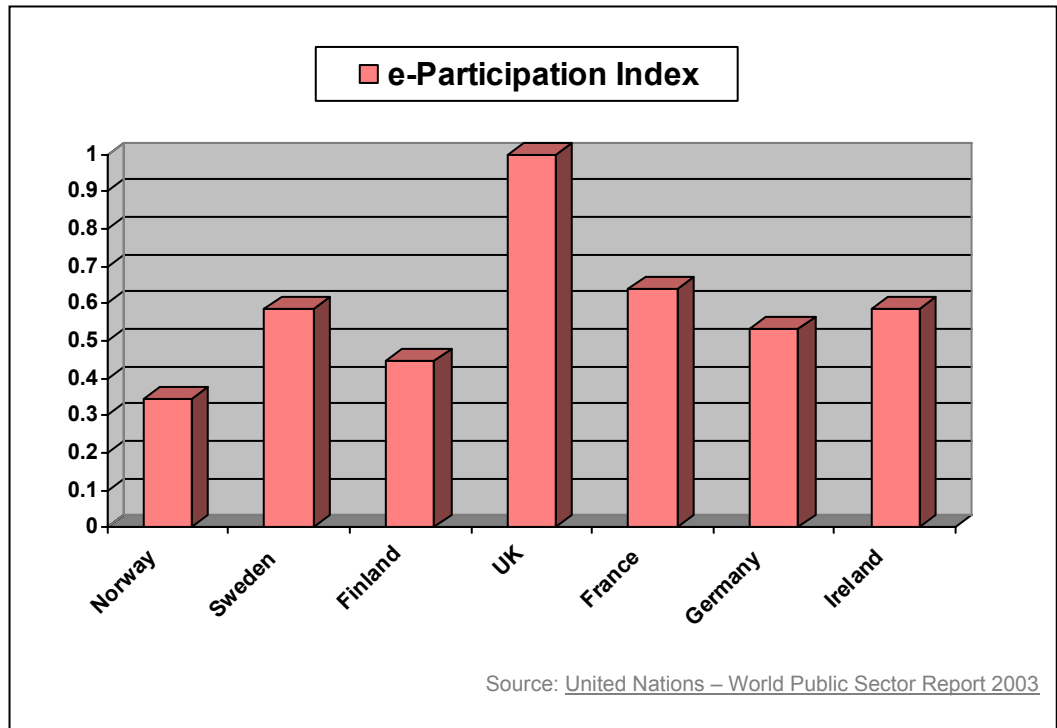
The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.

**e-decision making:**

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

**e-consultation:**

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.



## 7. Links

| 7.1 National sites   |   |
|--|---|
| Authority  | Topic   |
| Parliament of Norway                                       | <a href="http://www.stortinget.no/">http://www.stortinget.no/</a>               |
| Portal of Norwegian public service                         | <a href="http://www.norway.no/">http://www.norway.no/</a>                       |
| The Supreme Court of Norway                                | <a href="http://www.hoyestereft.no/">http://www.hoyestereft.no/</a>             |
| Norway's parliamentary ombudsman                           | <a href="http://www.sivilombudsmannen.no/">http://www.sivilombudsmannen.no/</a> |
| Norwegian Ministry of Modernization                        | <a href="http://odin.dep.no/">http://odin.dep.no/</a>                           |
| Norwegian Ministry of Labour and Government Administration | <a href="http://odin.dep.no/">http://odin.dep.no/</a>                           |

| 7.2 Miscellaneous sites |   |
|-------------------------|---|
| Institution             | Topic   |
| OECD                    | <a href="http://www.oecd.org">http://www.oecd.org</a>           |
| World Bank              | <a href="http://www.worldbank.org">http://www.worldbank.org</a> |
| European Union          | <a href="http://www.europa.eu.int">http://www.europa.eu.int</a> |