

Published by:
Norwegian Ministry of Defence

Glacisgt.1, Postboks 8126 Dep, N-0032 Oslo
Tel: (+47) 23 09 80 00
Fax: (+47) 23 09 61 05
Email: postmottak@fd.dep.no

Design and production: McCann
Cover photo: Norwegian Defence Media Centre,
by Erling S. Kristiansen
12/2010 - print run 1,000





FORSVARSDEPARTEMENTET

Action Plan

Attitudes, Ethics and Leadership

Revised Action Plan for the Defence Sector
for the Period 2009-2012





This applies to you!

Introduction



The defence sector's approximately 20,000 employees face ethical and attitudinal challenges and dilemmas every day: in military operations, in our contact and collaborations with business and other private and public actors, in our research activities, or in the office in our day-to-day work.

Therefore, leaders and employees must always be equipped to make good decisions such that the way in which tasks are resolved helps us maintain the confidence of those around us, both at home and abroad.

The focus on develop attitudes, ethical awareness, leadership and organisational culture is vital in this context. To ensure the activities and measures related to attitudes, ethics and leadership become a fundamental and integral part of our day-to-day work, we shall continue the work started with the Action Plan for Attitudes, Ethics and Leadership (the Action plan) in 2006.

All major sectors in society have a responsibility for attitudes, ethics and to be a responsible social actor. This applies to the defence sector too, though we also face our own unique challenges.

The defence sector's primary function is to protect and safeguard Norway's security, interests and values. The Norwegian Armed Forces are in this context the state's strongest instrument of power: A decision to exercise military power carries with it a fundamental dilemma: the ultimate consequence we risk is having to take life to protect life. This is a part of the military professional identity and the nature of military operations.

Not only do we steward the state's strongest instrument of power, we are also an important actor in research, the development of technology, and formulating the premises for the development of Norwegian security policy. The individual employee must be aware of the responsibility he or she bears and the integrity that is required.

The defence sector also administers considerable materiel, human and financial resources on behalf of society. Society must be confident that these resources are being used for the common good.

An increasing number of the Norwegian Armed Forces' employees are serving abroad. Their pre-deployment training emphasises cultural understanding, norms of conduct, and training in international humanitarian law. International operations challenge the personnels' ability to assess situations and handle significant cultural differences, e.g. in relation to the local population and local business. It is important to continue to reflect on ethical dilemmas and challenges associated with attitudes as an integral part of an operation. Upon the completion of an operation the focus is on collating and transferring the lessons learned to the next contingent. Some veterans will struggle with their experiences from serving abroad. They require good follow-up from us who sent them on the mission.

The Norwegian Armed Forces also bear a great responsibility for the approximately 9,000 conscripts doing their national service. We are responsible for a large number of young people who are at a vulnerable age. We are responsible for the attitudes and respect they encounter, and their meeting with the Norwegian Armed Forces can in turn affect the attitudes that stick with them. Good leadership and reinforcing collegial attitudes are important in this context. Developing military service that is perceived as meaningful and ensuring that the experiences conscripts are left with contribute to a positive perception of the Norwegian Armed Forces in society are a challenge.

The defence sector purchases and sells a considerable amount of goods and services. We are responsible for some of the largest purchases in the public sector: just under half of the sector's budget is centred around procurements and purchasing. This entails close and extensive cooperation with business. We have real estate and materiel worth a great deal at our disposal. In our experience there are challenges associated with applying the procurement regulations and with conflicts of interest, gifts, hospitality and travel.

We make decisions that can affect individuals, organisations and suppliers. We stipulate regulatory requirements, certify potential suppliers, clear individuals, and develop and determine the sort of technological solutions that can be used in a state context. This means the individual employee bears a major responsibility to preserve their professional integrity, both in their working environment and in relation to external actors.

We in the defence sector should always work on attitudes, ethics and leadership in a way that equips the individual to make good decisions regardless of whether they concern military operations, our research activities, or contact and cooperation with business and other private and public actors, or are made in the office in our day-to-day work. Leaders bear an even greater responsibility. It is their responsibility to ensure that standards are complied with and that the organisation is designed to ensure such compliance with standards. Leaders must understand what being role models and culture bearers involves. In practice, the work on organisational culture is a long-term and difficult job that we will never be able to claim we have completed. This is because the society of which we are a part, the conditions we operate under, and the ethical and attitudinal challenges we face will always be fluid.

A handwritten signature in black ink, which appears to read 'Anne-Grete Strøm-Erichsen'.

Anne-Grete Strøm-Erichsen
Minister of Defence

Table of contents



Introduction	3
Chapter 1	
Presentation of purpose, primary objective, and action areas	
Purpose	5
Primary objectives	5
Action areas	5
Chapter 2	
About the action plan	
Background	7
Target group	7
What is new?	7
Chapter 3	
Action areas	
Action area 1	
Knowledge and competence building	
Background	9
What has been done so far?	9
Future work	11
Action area 2:	
Culture building	
Background	13
What has been done so far?	13
Future work	14
Action area 3:	
Systems and structural tools	
Background	15
What has been done so far?	15
Future work	16
Action area 4:	
Social responsibility	
Background	18
What has been done so far?	18
Future work	18
Chapter 4	
Implementation	
Implementation	20
Reporting	20
Follow-up	20
Chapter 5	
Financial and administrative consequences	21

Chapter 1-

Presentation of purpose, primary objective, and action areas

Purpose

The defence sector's primary function is to protect and safeguard Norway's security, interests and values. As an important social actor the defence sector administers considerable materiel, human and financial resources. Society must be confident that these resources are being used for the common good. Without such trust we will be unsuccessful in carrying out our most important tasks. Besides, the Norwegian Armed Forces are the state's strongest instrument of power and therefore must pay particular attention to being a responsible social actor. This responsibility includes ensuring that the way in which we perform tasks supports the defence sector's overall objectives, and that attitudes, ethics and leadership are thus integrated into our day-to-day work, both at home and abroad. The work on attitudes, ethics and leadership must have a long-term perspective and be followed up continuously.

Primary objectives

All employees in the defence sector shall perform their tasks in a manner that helps us maintain the confidence of those around us, both at home and abroad. Employees at all levels, including conscripts, shall possess enough knowledge to make good decisions, and be aware of what being a responsible social actor entails. Every individual shall live and breathe good leadership, good attitudes and ethical reflection, and thus help to ensure good choices and decisions are made in practice. Attitudes, ethics and leadership shall be central to our professional identity and professional pride.

Action areas

The government agencies (the Norwegian Armed Forces, Norwegian Defence Estates Agency, Norwegian National Security Authority and Norwegian Defence Research Establishment), as well as the Ministry of Defence, shall formulate their own, bespoke measures for their organisations within the four action areas.

- **Knowledge and competence building**

All leaders and employees must possess sufficient knowledge and competence to handle ethical challenges.

- **Culture building**

All leaders and employees shall actively contribute to developing a good organisational culture in their workplace.

- **Systems and structural tools**

The government agencies and Ministry of Defence shall utilise and develop structural tools and integrate attitudes, ethics and leadership into existing systems for management, organisational development and control.

- **Social responsibility**

The government agencies and Ministry of Defence must be aware of their social responsibility and be active and responsible social actors.



Action areas

The organisations shall further develop their own local action plans and measures within the action areas.

Knowledge and competence building

All leaders and employees must possess sufficient knowledge and competence to handle ethical challenges.

Examples of possible measures:

- Reinforcing the sharing of the lessons soldiers learned before during and after operations, in and across units
- Reinforcing the teaching on attitudes, ethics and leadership in the academies and units
- Reinforcing research into attitudes, ethics and leadership, and through collaborations with external research environments
- Reinforcing leaders' capacity to help change attitudes
- Increasing knowledge about topics related to attitudes, ethics and leadership in internal seminars and courses, based on the needs in the individual unit or organisation. Examples of topics include international humanitarian law, guidelines for contact with business, civilian-military partnerships in international operations, discrimination and gender equality, openness and trust, climates for dialogue and reporting, diversity and inclusion.
- Using eLearning courses on attitudes, ethics and leadership
- Induction courses on the Action Plan for Attitudes, Ethics and Leadership and relevant regulations for new employees

Culture building

All leaders and employees shall actively contribute to developing a good organisational culture in their workplace.

Examples of possible measures:

- Making leaders aware of what being a role model entails
- Laying the groundwork for greater diversity, e.g. by increasing the proportion of women in international operations
- Reinforcing professional identity
- Enhancing and implementing dilemma training tailored to the individual environment
- Implementing participatory processes and dialogue in order to identify desirable and undesirable conduct together
- Integrating ethical and attitudinal issues into military exercises and international operations
- Laying the groundwork for openness and a good climate for dialogue
- Continuing to improve the security culture
- Improving the understanding of ethical challenges in reorganisation processes

Systems and structural tools

The government agencies and Ministry of Defence shall develop and integrate attitudes, ethics and leadership into existing systems for management, organisational development and control.

Examples of possible measures:

- Including evaluations of ethical and attitudinal challenges in military exercises and operations
- Developing and applying ethical guidelines tailored to the organisation
- Following up systems for reporting and following up irregularities
- Including topics related to attitudes, ethics and leadership in performance assessment and development interviews, service statements, leader pay contracts, and leader and employee surveys and evaluations
- Establishing or continuing systems for internal ethical advice, e.g. various forms of ethics committees
- Including attitudes and ethics in recruiting systems

Social responsibility

The government agencies and Ministry of Defence must be aware of their social responsibility and be active and responsible social actors.

Examples of possible measures:

- Improving the understanding of our role as a state actor and exerciser of the state's strongest instrument of power
- Ensuring that procurements and purchases are carried out pursuant to ethical guidelines
- Being an active contributor to the development of local communities at home and abroad
- Strengthening our cooperation with voluntary organisations, other states, and other interested parties
- Increasing the focus on environmental protection both at home and abroad, e.g. through energy economising in all parts of our activities, the use of water in international operations, purchasing and transport

Chapter 2-

About the action plan

Background

Maintaining a continuous focus on attitudes, ethics and leadership is absolutely vital when it comes to the defence sector continuing to be perceived as a sector that takes its social responsibility seriously. The defence sector is totally reliant on civilian society viewing it as legitimate, trustworthy and credible. Report to the Storting No. 48 (2007-2008), Long-term Plan for the Norwegian Armed Forces for 2009-2012, makes it clear that the defence sector shall in the future be developed as a value-based, learning sector, with an organisational culture characterised by integrity, openness and ethical standards. A key means of doing this is the continuation of the Action Plan for Attitudes, Ethics and Leadership (the Action plan) from 2006.

In the long-term, one of its objectives is that the special focus on attitudes, ethics and leadership shall form an integral part of all activities in the defence sector; and that a special action plan will thus be surplus to requirements. But working on organisational culture takes a long time. A continued strong focus on the work on attitudes, ethics and leadership in the period 2009-2012 is required in order to successfully achieve its objectives.

Target group

The target group for the updated action plan is all of the approximately 20,000 leaders and employees in the defence sector. It shall cover the approximately 17,000 employees of the Norwegian Armed Forces, the 2,500 employees in other parts of the defence sector; i.e. the Norwegian Defence Estates Agency, Norwegian National Security Authority, and Norwegian Defence Research Establishment, employees in the Ministry of Defence, and the approximately 9,000 conscripts doing their national service.

What is new?

The main features of the original action plan will be continued. The sector has harvested valuable knowledge since the action plan was launched in 2006. Experience shows there is a greater need to allow government agencies to define their concrete measures themselves based on their own needs. The updated plan therefore provides an overall direction for the future work in the defence sector and does not contain specific measures for each individual agency.

The main new features are as follows:

- Four overarching action areas have been defined: 1) Knowledge and competence building, 2) Culture building, 3) Systems and structural tools, and 4) Social responsibility (see chapter 3 on action areas). These categorise various measures, both old and new. The measures in the Action plan 2006-2008 have largely been implemented. Any measures that have not been started or completed in the previous period will be continued (see appended list of measures from 2006-2008).
- Based on the four action areas the government agencies shall further develop their local plans. The individual government agencies and Ministry of Defence must themselves translate

the areas into concrete measures tailored to the individual organisation's peculiarities and needs. The Ministry of Defence, in cooperation with the government agencies, may also develop some measures that government agencies will be instructed to implement.

- The areas of impact for the Action plan are defined as the workplace, operations and training. The measures developed shall meet the needs that exist in the workplaces of the various organisations, in military operations at home and abroad, and in the training for military and civilian personnel. Important topics that must be covered by the measures include diversity and inclusiveness, openness and trust, managing irregularities, and leaders as role models (see chapter on implementation). The action plan will be formally distributed as a special circular and will be followed up by the ordinary channels for administering government agencies. The status of all measures shall be reported in the respective government agencies' annual reports. In addition to the annual reports, the government agencies shall report the status of the local plans and measures in each of the four action areas in a separate matrix (see chapter on implementation).
- A great deal of weight is still placed on the individual's responsibility for their own attitudes and conduct. However; this time there is also an emphasis on the working environment's collective responsibility and the organisations' and sector's responsibilities in the encounter with society. This is intended to further underline the fact that the work on attitudes, ethics and leadership requires interaction between people who work together on a day-to-day basis.





Chapter 3- Action areas

Action area 1: Knowledge and competence building

All leaders and employees must possess sufficient knowledge and competence to handle ethical challenges.

For you as a leader this means that you have to lay the groundwork for the proper training of new employees and for employees during the course of their careers.

For you as an employee this means that you must actively seek to develop your knowledge and competence.

Background

Correct and adequate knowledge about and competence in attitudes, ethics and leadership is vital when it comes to making good decisions. Even though knowledge alone is often insufficient to alter conduct, employees in the defence sector must possess knowledge about the regulations, guidelines, ethical ground rules and challenges in order to have a basis for making good decisions and resolving demanding dilemmas in their everyday work.

What has been done so far? ¹

In the preceding period the Norwegian Armed Forces' academies had a special responsibility for addressing the objective of increased knowledge about and awareness of attitudes and ethical challenges. In addition to this, work started on developing a special eLearning programme for attitudes, ethics and leadership, and relevant subjects have increasingly been included in training activities for new employees, in leader development programmes, and in other career competence developing measures that have been implemented in various parts of the defence sector. In addition to the Ministry of Defence, the Norwegian Defence Estates Agency, Norwegian Defence Research Establishment and Norwegian Armed Forces have developed their own intranet portals for attitudes, ethics and leadership. Internal seminars about relevant topics have also been arranged for employees, e.g. the Ministry of Defence's seminar on discrimination and gender equality. The focus on attitudes and ethics in training and preparations for international operations has increased.

Below follow some good examples of the work done on knowledge and competence building during the period 2006-2008:

Attitudes and ethics in international operations

It is vital that the soldiers are trained for the situations and ethical dilemmas they may encounter in the relevant theatres of conflict. An important part of this is increased knowledge about and awareness of attitudes and ethical challenges. "In the Telemark Battalion we place great importance on understanding the culture of the country in which we are going to operate. We prepare very well before operations. We invite experts in social anthropology and social conditions in order to learn about the culture. We read, study and provide internal briefings in the unit. We also believe we are good at transerring the lessons we have learned from one unit to another. And last, but by

no means least, we arrange cases during exercises in which our soldiers have to act correctly in difficult situations that involve contentious topics in which one can make a misstep," says Lieutenant Colonel Rune Solberg, commanding officer of the Telemark Battalion.

Subject and topic areas included in common subjects in the training for international operations and which are related to attitudes and ethics are history, cultural and religious understanding, international law, international humanitarian law and rules of engagement (RoE), code of conduct, and gender related issues, women, peace and security (Gender)².

Academic credits for ethics

Precisely one year after the Action plan was launched, a number of major newspapers reported that "The Norwegian Armed Forces are becoming one of Norway's largest university colleges!". It has been possible to gain academic credits for studying ethics as part of one's national service since 2008. Three academic credit giving subjects have been introduced as part of basic training for conscripts doing their national service. The subject of ethics and military power gives 5 credits, and in 2008 a total of 910 credits were earned via this. "In 2009, we expect this number to rise considerably once the course is fully implemented in the Norwegian Armed Forces," says lieutenant colonel and army chaplain Nils Terje Lunde of the Norwegian Defence University College, which is responsible for the subject of ethics. A special text book covering the syllabus has been written for the subject. The book "*Etikk og militærmakt*" [Ethics and Military Power] was published in 2009. All soldiers, including those who do not take the exam, receive a copy of the book. "And to enable as many as possible to take the exam in the subject, we arrange four exams a year," says Lunde, who also reports that all soldiers take some of the lessons in the Norwegian Armed Forces' values programme (Respect Responsibility Courage), while those who are going to take the exam receive additional lessons in the theory of ethics.



1: This action area encompasses the following measures from the Action plan 2006-2008: 1-7 "The Norwegian Armed Forces' academies shall provide knowledge about and awareness of attitudes and ethical challenges"; 8f "Develop eLearning modules for training leaders in the dilemmas and challenges that arise in change processes"; 12 "Produce an eLearning programme for attitudes, ethics and leadership" and 13 "Establish intranet portals for attitudes, ethics and leadership", as well as the government agencies' own measures introduced during the period 2006-2008. 2: Also see Report to the Storting No. 34 (2008-2009) "From conscript to veteran" concerning the care of personnel before, during and after participation in international operations.

Research

Military ethics is a subject that receives relatively little focus in academic circles in Norwegian universities and university colleges, but the work that is done in this field is both valuable and useful to the defence sector. One of the measures in the Action plan therefore dealt with increasing research into military ethics. One of the ways the Norwegian Armed Forces have contributed to research is through the master's courses at the Norwegian Defence University College. These largely discuss and challenge attitudes, ethics and leadership, of which the titles of the master's theses are examples:

- On the trail of Norwegian warrior culture: Norwegian military attitudes to war and the use of military force at the beginning of two centuries, by Ole Martin Brunborg (2008)
- The Norwegian Armed Forces in international operations - challenges in the encounter with private military actors, by Jahn Arvid Svendsen (2008)
- National control of a contingent seconded to international command: A study of dilemmas? by Terje Hansen Nylund (2008)
- When are individuals legitimate targets in an armed conflict? by Olav Skard Jørgensen (2008)
- Idealistic generals and greedy directors? A comparison of what motivates military leaders and leaders in other public and private enterprises, by Jo Inge Aambakk (2007)

The focus on research will continue in the coming period during which one of the measures will involve further improving research into military ethics at the Norwegian Defence University College.

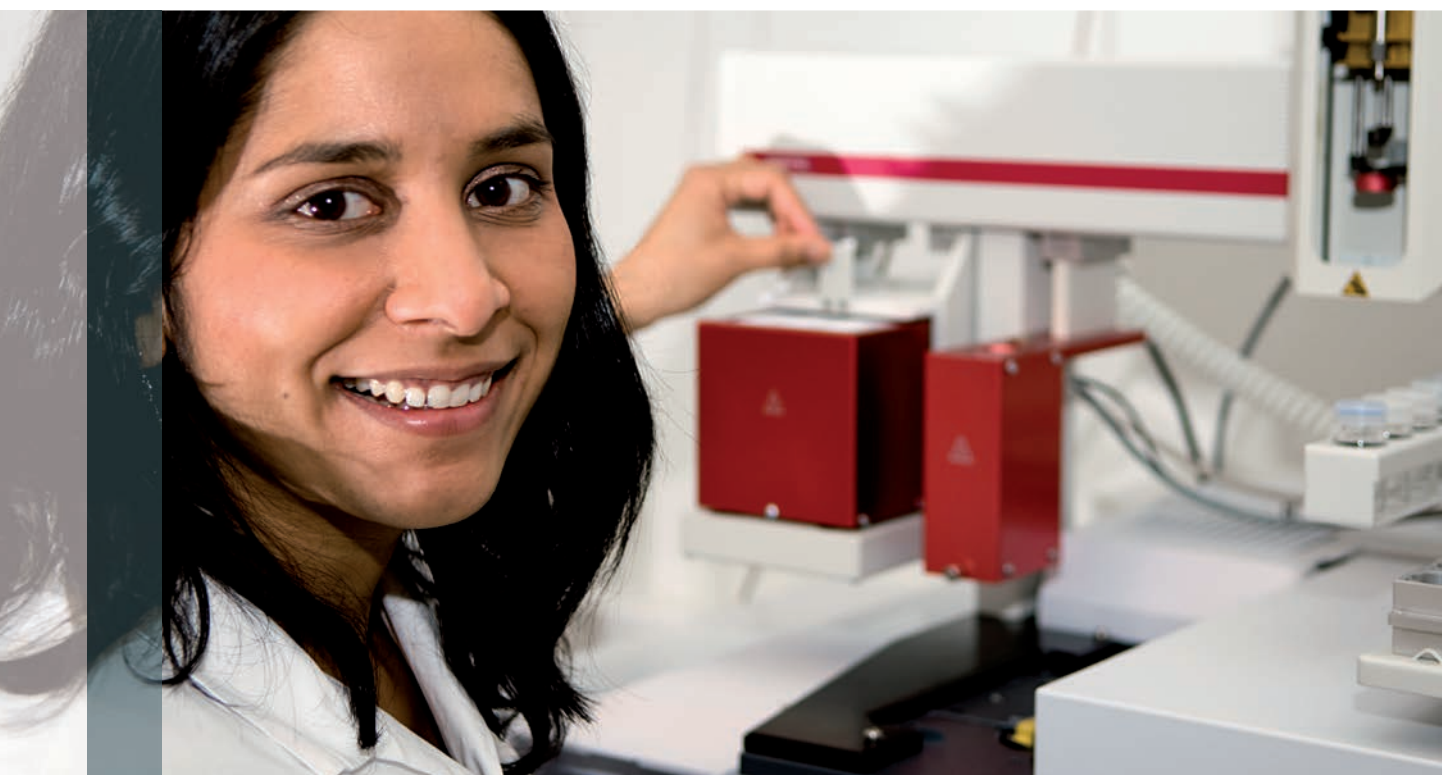
Comprehensive leader development

The Norwegian Armed Forces have long been an important actor within leader training and development in Norway, and the leader's special responsibility as a role model is strongly focused

on in the Action plan. Lieutenant Colonel Ole Asbjørn Solberg at the Norwegian Defence University College is the project manager of the the Action plan Leader Development Concept (ALDC) project for the Norwegian Armed Forces. "The aims of the project include developing a fundamental view of military leadership and providing an overview of how selection, leader training, and leader development programmes should hang together in order to contribute to development in the unit. The project will be implemented in the period 2009-2012. Relevant focus areas include 360 degree evaluations and a leader development programme for women. Attitudes, ethics and leadership naturally occupy a central place in this work, and it is important that the objectives in ALDC correspond with the themes the Action plan focuses on," says Solberg.

eLearning programme

The Ministry of Defence and the Norwegian Defence University College have developed an eLearning course on attitudes, ethics and leadership. The course is intended to supplement the other work on the Action plan in the academies, operations and workplaces. The eLearning course focuses on ethical challenges in peacetime operations, primarily related to administration issues, and supplements the subjects covered in the eLearning programme for international humanitarian law. Everyone who takes the course should acquire basic knowledge about the rules and guidelines concerning attitudes and ethics that apply in the defence sector: "I believe a basic understanding of the rules and guidelines is important, but it is also important that the programme is designed to contribute to discussions and ethical reflection in the various working environments in the defence sector," says Director Almhild Myhre Winje of the Ministry of Defence. She adds that even though eLearning alone is insufficient to develop attitudes, one of the goals of the course is to help improve the understanding of the importance of working on attitudes, ethics and leadership in the defence sector.





Dilemma training at the Norwegian Defence Research Establishment

When the Norwegian Defence Research Establishment started its work on the Action plan, a great deal of weight was placed on making the work relevant and tailoring it to the organisation. The Norwegian Defence Research Establishment ethical guidelines are based on:

- internal ethics at the Norwegian Defence Research Establishment (e.g. defence research, ethics in the research)
- relationships with principals and partners
- relationship with society
- everyday ethics

The dilemma training encouraged participants to consider various situations within administrative routines, research ethics, relationships with principals and partners, and challenges within leadership.

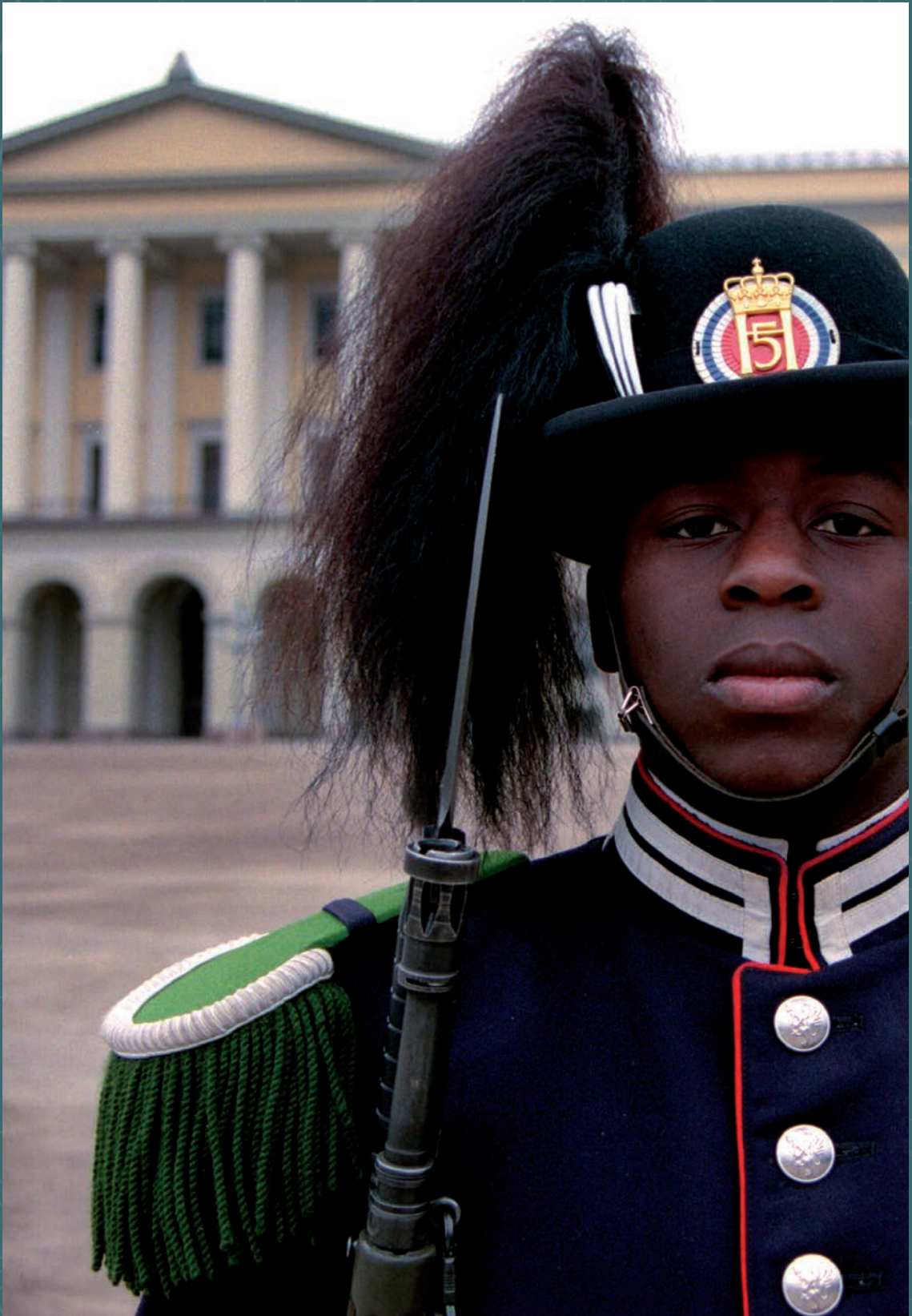
The dilemmas were discussed in a number of different forums, and during the launch period different dilemmas were presented each week on the intranet and employees encouraged to discuss them in a special online forum. A group of employees were invited to a weekly lunch meeting to discuss the chosen dilemma with subsequent publication on the intranet. "The dilemma training, which took place in large and small groups, generated considerable commitment. We learned that the process provided space for reflection and dialogue on ethical dilemmas faced in everyday work. Practical dilemma training acts as a supplement to rules and guidelines. By discussing relevant challenges and dilemmas we improved our knowledge and awareness, and gained arenas in which we can bring up special challenges," says Director General Paul Narum of the Norwegian Defence Research Establishment.

Future work

All leaders and employees must possess sufficient knowledge about the laws, rules and guidelines they need to be familiar with in order to make correct decisions. This includes, for example, ethical ground rules for the defence sector; ethical guidelines regarding business contacts, and the Public Procurement Act. Leaders must facilitate the integration of attitudes, ethics and leadership into existing forums for training and development such as unit seminars, internal courses and such like. An eLearning programme on attitudes, ethics and leadership will be introduced. Ethics must be a key topic in all military training and this should be clearly expressed at all training levels.

Examples of possible measures:

- Reinforcing the sharing of the lessons soldiers learned before during and after operations, in and across units
- Reinforcing the teaching on attitudes, ethics and leadership in the academies and units
- Reinforcing research into attitudes, ethics and leadership, and through collaborations with external research environments
- Reinforcing leaders' capacity to help change attitudes
- Increasing knowledge about topics related to attitudes, ethics and leadership in internal seminars and courses, based on the needs in the individual unit or organisation. Examples of topics include international humanitarian law, guidelines for contact with business, civilian-military partnerships in international operations, discrimination and gender equality, openness and trust, climates for dialogue and reporting, diversity and inclusion.
- Using eLearning courses on attitudes, ethics and leadership
- Induction courses on the Action plan and relevant regulations for new employees. The organisations should themselves concretise and implement relevant knowledge and competence building measures.



Action area 2: Culture building

All leaders and employees shall actively contribute to developing a good organisational culture in their workplace.

For you as a leader this means you bear a special responsibility as a culture bearer and role model, and that you must encourage desirable and counteract adverse conduct in the working environment.

For you as an employee this means that you, through your conduct, must contribute to promoting the desired and counteracting an adverse organisational culture.

Background

A well functional organisation culture cannot simply be adopted, however it can be developed and changed over time within a working environment. In practice, an organisational culture expresses the attitudes and values that apply in the various units and environments in the defence sector. The culture of the environment we find ourselves in influences how we act via unspoken rules and norms. The professional identity, professional pride, values and attitudes shared by many people within a working environment have a major influence on conduct and practices. Successfully developing a good organisational culture depends on creating good arenas for reflection in which values, attitudes and unspoken rules and norms can be expressed and openly discussed by everyone.

What has been done so far? ³

A number of measures intended to maintain desirable features and counteract adverse elements of organisational cultures were implemented in the preceding period. A number of leader development measures are being implemented at several levels. In the Action plan the leader's role as a culture bearer has in particular been emphasised with a number of measures focusing on the leader as a role model. Special attention has also been paid to the professional identity, values, security culture, diversity and attitudes of conscripts.

Below follow a few good examples of the work done on culture building during the period 2006-2008:

Security culture

Since the use of social networking media such as Facebook and Twitter exploded in 2007, the Norwegian National Security Authority's focus on the phenomenon has increased. Attempts to increase people's awareness with respect to using these services was intensified in 2008, both internally in the defence sector and among the Norwegian public as a whole. The Norwegian National Security Authority helped to improve knowledge, generate debate and raise awareness about the safer use of social media through seminars and discussions with employees in the sector; actively disseminating information via the media and publishing its own brochures. Employees in the defence sector may be of interest to external actors for more reasons than simply a wish to socially interact online. It is therefore important to think about the sort of information one is sharing and with whom one is sharing it. One should avoid making information one would never give to a stranger available to the whole world via the internet.

"Practical professional ethics in the Army" – a project for implementing the Action Plan for Attitudes, Ethics and Leadership in the Army.

The Norwegian Military Academy helps units in the Army implement the Action plan via the "Practical professional ethics in the Army" research project.

The project has two objectives: To support units with the implementation of the Action plan in the Army and to improve practical knowledge about ways of integrating professional ethics into the units' training and operations. The project is based on a clear awareness of the fact that it is the individual leader and unit that determines how attitudes, ethics and leadership will impact local practices. Different topics are discussed in the different units. Officers in the units have been surveyed. Working meetings have also been introduced in the units. The purpose of these is to help a unit come up with elements that are intended to result in a local action plan. 20 officers participated, including decision makers at various levels.



Reinforcing professional identity

The Norwegian Defence University College's publication of the book "*Krigerkultur i en fredsnaasjon*" [Warrior Culture in a Nation of Peace] has contributed to a debate about and reflection on what professional identity is in the tension between a defence sector that is becoming increasingly professional and a society that is characterised by an image of itself as a nation of peace.

A more collegial relationship!

Conscripts represent an important resource for the Norwegian Armed Forces and it is vital that those doing their national service enjoy it and are motivated, and can act as good ambassadors for the Norwegian Armed Forces. Collegial attitudes towards conscripts have therefore been defined as a separate measure in the Action plan. The conscript survey shows that 87.4 per cent of the soldiers think that their day-to-day contact with their immediate superior is quite good or very good. This is an increase of 3.4 per cent since 2007, and the proportion who are enjoying their service a great deal has increased significantly.

This is good news, though of course we must continue to work systematically to create an even more trusting and collegial relationship between conscripts and their superiors. This will be important if we want to be able to call the focus on attitudes, ethics and leadership a success. The conscript survey shows we are on the right path!

³ This action area encompasses the following measures from the Action plan 2006-2008: 8 a-f "Support leaders as role models", 14 "Improve the security culture", 16 "Reinforce professional identity", 17 "Improve internal and external communication", 18 "Illustrate the benefits of increased diversity" and 19 "Reinforce collegial attitudes towards conscripts", as well as the government agencies' own measures introduced during the period 2006-2008.



Ethical challenges in reorganisation processes

"Reorganisation process often bring dilemmas to the surface. Difficult issues can sometimes end up being swept under the carpet in day-to-day operations, but this strategy can prove quite unfortunate in the long run," says Major Hans-Ivar Pedersen, reorganisation advisor in Resources Reorganisation Departure in the Norwegian Armed Forces Personnel Services. Attitudes, ethics and leadership have been the topics of a number of seminars and classes such as line management courses and various seminars and meetings held by the Norwegian Armed Forces Personnel Services. "We have presented AEL and the various tools that have been developed. Thereafter we have presented various issues and discussed these. In general our experience has been that people have approached the various issues in a positive way. The most important thing is to encourage good discussions and reflection internally in the working environments."

He adds that one can help to set a process in motion, but we can never replace the important role each individual leader and employee plays in the reorganisation processes. "The discussions are fruitful when they are based on the units' practical, everyday operations, but it is also important to discuss dilemmas that society as a whole faces such as diversity and inclusiveness, intoxicants and free speech. It is our ability to describe and discuss dilemmas in everyday operations that determines how we manage to interact in extraordinary situations," he says.

Future work

The development the defence sector will undergo is intended to ensure that its activities are characterised by integrity, openness and high ethical standards. Work on professional identity and ethics will

continue to be prioritised. As role models leaders have a great deal of influence on individuals and on their local working environment. Leaders must therefore take responsibility for developing their working environment's organisational culture. Because a culture is created and reinforced through interactions between people in a social environment, it is essential that the measures take place precisely here. Leaders must involve the people concerned so that the groups themselves feel a sense of responsibility and can influence which values and attitudes are going to form the basis for the conduct and practices one wants reinforced. Good arenas for reflection and dialogue must be introduced and developed in order for this to succeed.

Examples of possible measures:

- Making leaders aware of what being a role model entails
- Laying the groundwork for greater diversity, e.g. by increasing the proportion of women in international operations
- Reinforcing professional identity
- Enhancing and implementing dilemma training tailored to the individual environment
- Implementing participatory processes and dialogue in order to identify desirable and undesirable conduct together
- Integrating ethical and attitudinal issues into military exercises and international operations
- Laying the groundwork for openness and a good climate for dialogue
- Continuing to improve the security culture
- Improving the understanding of ethical challenges in reorganisation processes

The organisations should themselves concretise and implement relevant culture building measures.

Action area 3: Systems and structural tools

The government agencies and Ministry of Defence shall develop and integrate attitudes, ethics and leadership into existing systems for management, organisational development and control.

For you as a leader this means that you are responsible for utilising structural tools and ensuring that attitudes, ethics and leadership are incorporated into systems for management, organisational development and control.

For you as an employee this means that you shall utilise structural tools and help ensure that attitudes, ethics and leadership are incorporated into the systems for management, organisational development and control you use in your day-to-day work.

Background

It is important that attitudes and ethics are integrated into existing structures and systems for management, follow-up and control in order to achieve the objectives in the Action plan. Examples of systems and structural tools include: Reporting systems, ethical guidelines for contact with business, and ethics and attitudes as topics in performance assessment interviews, leader pay contracts and service statements.

What has been done so far? ⁴

The preceding period saw the development of ethical ground rules for the defence sector; ethical guidelines for contact with business, and the establishment of reporting systems for the entire defence sector. The Defence Acquisition Regulations were revised and have thus been updated along the lines of the Public Procurement Act and pertinent regulations. In addition to this, attitudes and ethics were integrated into performance assessment interviews in parts of the defence sector. Dialogue conferences on attitudes, ethics and leadership were established, and the Norwegian Defence Logistics Organisation and Norwegian Defence Estates Agency established ethics committees.

Below follow some good examples of the work done on systems and structural tools in the period 2006-2008:

Ethical guidelines regarding business contacts

A large proportion of the sector's activities involve procurements and contact with business. For this reason ethical guidelines for contact with business were drawn up that contain important and clarifying guidelines that apply for contact between employees in the defence sector and business. The guidelines provide an overview of current regulations, e.g. the Defence Acquisition Regulations, the ethical ground rules for the defence sector, and the Civil Service Act. Important topics include rules for gifts, hospitality, travel and entertainment, and conflicts of interest. At the same time they serve as a reminder of the serious consequences that an infraction of the current standards for conduct may have.

The Norwegian Defence Estates Agency's ethics committee

The Norwegian Defence Estates Agency (NDEA) established an ethics committee in 2007. The committee is comprised of the NDEA's senior management and senior employee representatives. The committee's work is based on the NDEA's values and ethical

guidelines. It provides a good footing for discussing issues and dilemmas relating to ethics, attitudes, conduct and reputation. The committee's discussions are intended to ensure openness in relation to ethical choices, an openness that must also exist should one make a misstep. The intention is to create an arena for discussion and reflection. The committee does not make decisions, but can make recommendations and provide advice to the NDEA's managers and employees. "In my experience our ethics committee provides the senior management and employee representatives with an arena for good discussions based on mutual trust and respect. At the same time, the NDEA is totally reliant on each of us managing to apply our values and ethical guidelines in our day-to-day duties. In those cases where managers and employees experience ethical dilemmas, the committee can be a good arena for both reflection and learning," says CEO Frode Sjørnsen of the Norwegian Defence Estates Agency.

The Norwegian Defence Logistics Organisation's ethics committee

The Norwegian Defence Logistics Organisation established an ethics committee in 2006 and has since produced brochures about values, about ethics in the Norwegian Defence Logistics Organisation and about sexual harassment. The committee has also helped the leadership of the Norwegian Defence Logistics Organisation draw up a local action plan for attitudes, ethics and leadership, and provided the leadership group with advice on handling ethical challenges in the organisation.

The objective is for the Norwegian Defence Logistics Organisation employees to know about and be aware of ethical and attitudinal challenges. Good leadership, good team work, ethical reflection and good attitudes shall form a natural part of the day-to-day activities. The ethics committee therefore encourages everyone in the Norwegian Defence Logistics Organisation to reflect on the ethical challenges they encounter in their work, and forward them to the committee.



Reporting

In most cases where serious irregularities have been uncovered in the workplace, e.g. corruption, discrimination or harassment, it is because someone has reported the situation. The defence sector established a system with a special helpline for reporting corruption and financial mismanagement early on in 2007. In 2008, a new regulation was introduced in the Working Environment Act which stipulated that all organisations should have a system for reporting

⁴: This action area encompasses the following measures from the Action plan 2006-2008: 9 "Draw up common core values for the defence sector", 10 "Revise ethical ground rules", 11 "Develop local plans for attitudes, ethics and leadership", 15 "Establish annual dialogue conferences on attitudes, ethics and leadership", 20 "Establish reporting system" and 21 "Establish ethics committees for the defence sector", as well as the government agencies' own measures introduced during the period 2006-2008.



ment. Various methodological tools are used to facilitate dialogue and interaction across or between various organisations. The idea is that by generating lateral interaction, the hierarchical structures become less important and a number of different perspectives are integrated. The Ministry of Defence organised five dialogue conferences during the period 2006-2008 that were aimed at the entire defence sector. Two of them were directly linked to the development and refinement of the Action plan, while the others dealt with the topics of child soldiers, reporting and the climate for dialogue, and the leader as a role model.

Future work

Everyone shall continue to use and integrate attitudes, ethics and leadership into existing structures and systems where relevant. Attitudes, ethics and leadership shall be incorporated into management dialogues, leader training, meetings, and procurement, and also form a distinct part of strategic objectives. Systems shall specifically be put in place to ensure that irregularities are got to grips with and resolved in a proper and timely fashion, and that systems for reporting irregularities are functioning as intended. Attitudes, ethics and leadership shall be integrated into systems for recruiting new employees and future follow-up via performance assessment and development interviews.

Examples of possible measures:

- Including evaluations of ethical and attitudinal challenges in military exercises and operations
- Developing and applying ethical guidelines tailored to the organisation
- Following up systems for reporting and following up irregularities
- Including topics related to attitudes, ethics and leadership in performance assessment and development interviews, service statements, leader pay contracts, and leader and employee surveys and evaluations
- Establishing or continuing systems for internal ethical advice, e.g. various forms of ethics committees
- Including attitudes and ethics in recruiting systems

irregularities. It is important that those who want to report something, as well as those who are reported, are treated in a good and proper manner: Reporting systems now exist throughout the entire defence sector. The Norwegian Armed Forces, Norwegian Defence Estates Agency and Ministry of Defence have established special units that can provide advice and guidance on reporting and also accept and consider reported cases. However, the most important aspect of the work is facilitating a good climate for dialogue in which irregularities can be brought up, discussed and resolved where they arise. This is the responsibility of each individual leader; though all employees also have a responsibility to contribute to a good climate for dialogue and bring up difficult situations with their leaders.

Annual dialogue conferences

Dialogue conferences are a way of participating and embedding that are often used for the purpose of organisational develop-

The organisations should themselves concretise and implement relevant systems and structural tools measures.

On 16 January 2008, 76 participants from the entire defence sector gathered to discuss, share experiences and thoughts, and learn more about ethics, reporting and the climate for dialogue in the defence sector:

The participants, who comprised the senior leadership of the defence sector together with employees who work with these issues on a daily basis, were challenged to formulate answers to three questions.

1. What characterises a good climate for dialogue?

"A good climate for dialogue is characterised by an open working environment characterised by trust and respect. In a good climate for dialogue people find it easy to speak out, differences are appreciated, and dialogue and exchanges of opinion are used to improve."

2. What does a good climate for dialogue require from me as a leader?

"In order to contribute to a good climate for dialogue I have to be there for and listen to my employees. I must create space for dialogue and exchanges of opinion by the way I act and exercise leadership."

3. What does a good climate for dialogue require from me as an employee?

"In order to contribute to a good climate for dialogue I have to exercise responsibility and dare to speak out when I think it is necessary. I shall do this in a loyal and proper manner. I will contribute to a good dialogue and listen to and respect my colleagues."



Action area 4:

Social responsibility

The government agencies and Ministry of Defence must be aware of their social responsibility and be active and responsible social actors.

For you as a leader this means that you should be a driving force behind creating awareness of the defence sector's role and responsibilities, actively seeking cooperation and interaction with others, and helping the defence sector exercise its social responsibility in other ways.

For you as an employee this means you are responsible for executing your work in a way that meets the expectations of society.

Background

In order to be an active and responsible social actor it is essential that leaders and employees have a good understanding of their roles and are aware of society's legitimate expectations and requirements in relation to the sector. In order to exercise social responsibility you have to communicate with, listen to and learn from the society of which you are a part. This is especially true in those cases where the defence sector is in close contact with both Norwegian and foreign local communities, and where actions may have major consequences for people, the environment and society. Around 9,000 conscripts do their national service every year. The Norwegian Armed Forces has a responsibility to ensure they perceive their service as meaningful. Conscripts form the cornerstone of our activities and also help provide an important anchor in society.

What has been done so far? ⁵

We collaborate with a number of external actors. The Norwegian Armed Forces has worked with the Norwegian Red Cross on improving employees and conscripts' knowledge of international humanitarian law for many years. The cooperation agreement between the Norwegian Red Cross and the Ministry of Defence encompasses collaboration on attitudes and ethical challenges in international operations. The defence sector also works extensively with other Nordic countries, especially Sweden, on both the development and implementation of the UN Security Council's resolution 1325 on women, peace and security, and other measures associated with diversity, inclusion and discrimination. The lessons Norway has learned from the Action plan have been shared in various different forums via NATO.

Children in war

In March 2007, the Ministry of Defence and the Norwegian Defence University College arranged a dialogue conference on child soldiers. The conference was arranged in cooperation with the Norwegian Red Cross, Save the Children Norway, the Norwegian Refugee Council, and Norwegian People's Aid. The background for the conference was the risk of Norwegian forces encountering children being used in various roles in conflicts and war. Were we to send a contingent to a country where this could happen, the Norwegian forces would face a difficult ethical dilemma with which they must be prepared to deal.

Environmental and social responsibility

Nature has its own intrinsic value. Acknowledging nature's intrinsic value entails accepting that nature possesses intangible rights, i.e. protection against violations, including the fact that other life forms, regardless of whether or not they are of use to mankind, have an obvious right to exist. The government's action plan for environmental and social responsibility in public procurements and environmental policy for state purchases were implemented from January 2008. The requirement that public procurements

must satisfy environmental considerations has been expanded to also cover ethical situations. Important ethical and social requirements that should be stipulated for suppliers include following up by the International Labour Organisation's eight core conventions, the UN Convention on the Rights of the Child, and the UN Bill of Human Rights. The defence sector's environmental protection work is intended to ensure the natural environment suffers the least possible impact due to our activities. The defence sector shall incorporate an awareness of environmental questions into all its activities and be a leader with respect to complying with national and international environmental directives, laws and regulations. Environmental considerations shall be reflected in the organisation, competence and attitudes when planning and executing military activities and operations, both in Norway and abroad. An example of this is possessing knowledge about environmental and ethical challenges in connection with the procurement, consumption and disposal of water. Minimising water consumption to that which is strictly necessary is a relevant measure. Environmental and social responsibilities shall be fulfilled in the defence sector's procurements.

The Norwegian Air Force's work for children with cancer

When the child of an Air Force employee contracted cancer in 1987, the person's unit started a spontaneous fundraising effort. Ever since this the Air Force has collected money for a Norwegian children's cancer charity, Air Force's work for children with cancer. In 1992, the Norwegian Air Force Academy assumed responsibility for the fundraising campaign and the cadets plan and execute the collections, concerts and other events as part of their leadership training. The annual campaigns also involve other Air Force units and result in substantial financial donations for the cause of cancer. Among other things, the Norwegian Air Force Academy's fundraising efforts have in recent years help to fund two flats for families close to St. Olavs Hospital in Trondheim and a cabin in Oppdal, which is frequently used by families who live some way away from the hospital. This provision is greatly welcomed by the ward's staff, patients and families – and is visible evidence that the cadets' work and efforts do help.

Future work

A large number of leaders and employees in the defence sector are involved in the purchase and procurement of goods and services. Purchases and procurements must be made in line with the ethical guidelines. The sector shall enhance its attitudes, ethics and leadership competence by working and interacting with others, and learn from those who have succeeded. The chances of finding the best solutions increase when you work with others with knowledge and experience. Increased interaction with others could also help strengthen the perception of the defence sector as a responsible social actor.

Examples of possible measures:

- Improving the understanding of our role as a state actor and exerciser of the state's strongest instrument of power
- Ensuring that procurements and purchases are carried out pursuant to ethical guidelines
- Being an active contributor to the development of local communities at home and abroad
- Strengthening our cooperation with voluntary organisations, other states, and other interested parties
- Increasing the focus on environmental protection both at home and abroad, e.g. through energy economising in all parts of our activities, the use of water in international operations, purchasing and transport

The organisations should themselves concretise and implement relevant social responsibility measures.

⁵: This action area encompasses the following measures from the Action plan 2006-2008: 22 "Establish an interdisciplinary collaborative forum" and 23 "Cooperate with other nations", as well as the government agencies' own measures introduced during the period 2006-2008.



Chapter 4 Implementation

Implementation

The action plan will be formally distributed as a special circular and will be followed up by the ordinary channels for administering government agencies. Every single agency is responsible for developing and/or updating local plans for attitudes, ethics and leadership, and defining which measures under each of the four action areas they should implement. The measures should meet the needs of the workplace, training and operations. Important topics that must be covered by the measures include diversity and inclusiveness, openness and trust, managing irregularities, and leaders as role models. These topics are described in detail in the Action plan 2006-2008⁶.

In addition to the annual reports, the government agencies shall (possibly as an appendix) report the status of the measures in each of the four action areas in a separate matrix. The matrix shall contain the following:

- The background for the measure: Describe how you arrived at the measure. It may be based on employee surveys, evaluations, general meetings, dialogue conferences, or other forms of surveys or analysis in the organisation.
- Measure: Describe the measure.
- Area of impact/target group (in the workplace, operations, training): Describe the target group and area of impact of the measure.
- Responsibility: Describe the responsible unit/person(s).
- Status: Describe the measure's implementation status.
- Assessment of the measure's effect: Assess the measure's effect.
- Proposed improvements/need for new measures: Describe proposed changes, new measures and/or proposed improvements.

The Ministry of Defence shall, based on the government agencies' and ministry's annual reports and status reviews in the contact forum for the Action plan, produce a status report for the action plan every second year. This status report shall be distributed to the government agencies and key interested parties.



The Ministry of Defence, in cooperation with the government agencies, may also develop some measures that government agencies will be instructed to implement via annual implementation letters.

The implementation of the Action plan is also followed up through the contact forum for the Action plan that comprises representatives of the government agencies and ministry. Here the government agencies and ministry exchange experiences, are updated on the latest news in their professional fields and are followed up in meetings and seminars. The contact forum for the Action plan also functions as a reference group for the further development of the Action plan, annual dialogue conferences, etc.

Reporting

The development status of local plans and measures is reported annually in the respective government agencies' annual reports. The reporting shall be qualitative and contain the following:

- The background for the choice of measures
- A description of the measures implemented in each action area
- An assessment of the effect of the measures
- Proposed improvements and any need for new measures

Follow-up

The way in which leaders at all levels communicate and integrate the action plan will be decisive with respect to the development and effect achieved. It is important that leaders identify groups and/or people that are assigned special responsibility for its implementation and follow-up, and ensure the work is prioritised.

The effect of the work must be illustrated and measured through evaluations such as, for example, employee surveys. All evaluations must be followed up by subsequent discussions and dialogue, plus any corrective measures.

Sharing experiences and follow-up between units and government agencies must be facilitated, including through the contact forum for the Action plan.

The Ministry of Defence will continue to follow up the action plan via annual conferences and dialogue conferences with an emphasis on attitudes, ethics and leadership.

Background measure	Measure	Area of impact/target group	Responsibility	Status	Assessment of proposed improvement for the measure's effect need for new measures
--------------------	---------	-----------------------------	----------------	--------	---

⁶: <http://www.regjeringen.no/upload/FD/Dokumenter/Handlingsplanforholdningeretikkgledelse.pdf>

Chapter 5

Financial and administrative consequences

The measures implemented do not necessarily need to have significant financial and/or administrative consequences. The financial consequences of the measures outlined in this action plan are assumed to centre around the reprioritisation to some degree of the employees' working hours and possibly some reprioritising of study times. The basic balance of resources is that employees spend some of their working hours on raising their awareness of attitudes, ethics and leadership through

dilemma training, reviewing the eLearning programme, or participating in professional seminars. Some person-hours will also have to be dedicated for a period, around 2-3 person-years in the Ministry of Defence (within the existing framework) with support from the contact forum for the Action plan and other relevant environments, to developing the work on attitudes, ethics, leadership and organisational culture in the defence sector.



Notatside

