



UNITED
NATIONS

A



**World Conference
of the United Nations
Decade for Women:
Equality, Development and Peace**

**Copenhagen, Denmark
14-30 July 1980**

Distr.
GENERAL

A/CONF.94/NR/50*
17 July 1980

ENGLISH ONLY

UN LIBRARY
JUL 8 1980
UN/SA COLLECTION

NATIONAL REPORT SUBMITTED BY NORWAY**

*—National reports are reproduced by photo-offset and issued in the languages of submission only.

** The designations employed, the presentation of material and the views expressed in this paper are those of the Government of Norway and do not necessarily reflect the practices and views of the Secretariat of the United Nations in any of these respects.

Towards Equality between Men and Women

National Plan of Action

UN LIBRARY

JUN 10 1982

UN/SA COLLECTION



A proposal by

THE EQUAL STATUS COUNCIL OF NORWAY

June 1980

CONTENTS:

	<u>Page:</u>
Foreword.....	1
Introduction.....	3
Chapter 1: <u>PROGRESS FROM 1975-1980</u>	5
1. THE EXISTING MACHINERY	6
A. <u>Official Machinery</u>	6
- Department for Family and Equal Rights Affairs of the Ministry of Consumer Affairs and Govern- ment Administration	6
- Equal Status Council	7
- Ombud for Equal Status between Men and Women.....	8
B. <u>Local and County Council Organizations</u>	8
- Local Council Equal Rights Committee	8
- County Council Equal Rights Committee	9
C. <u>Employment</u>	10
- Equal Rights Committee	10
- Women's Consultants	10
D. <u>Political parties/the Women's organizations of the parties</u>	10
E. <u>Women's Organizations</u>	11
F. <u>Emergency Centre for Raped and Maltreated Women</u> ...	12
2. REFORMS AND MEASURES 1975-1980	12
A. <u>The Law</u>	12
<u>New Laws</u>	12
- The Kindergarten Act	12
- The Adult Education Act	13
- The Act relating to Worker Protection and Working Environment	13
- The Act Relating to Equal Status between the Sexes	14

	page:
<u>Amendments to Laws</u>	16
- Marketing Control Act	16
- Act on Abortion	16
- Nationality Act	17
- Personal Names Act	17
B. <u>Official Reports</u>	18
C. <u>Order in Council of 19.11.76 concerning the representation of women of the Cabinet</u>	18
D. <u>Agreements</u>	19
E. <u>Research on Women's Rights</u>	20
Chapter 2: <u>EDUCATION</u>	21
1. TODAY'S SITUATION	22
2. PROBLEMS AND REMEDIES	23
A. <u>The Elementary School</u>	23
- Equal treatment of girls and boys	24
- Teacher-training	25
- Teaching aids	26
- Elective subjects	27
- Preparations for the working life	28
B. <u>The Secondary School</u>	29
- Teaching aids	29
- Affirmative action/Setting of sex quotas	30
- The apprentice system	31
- Special grants	32
- The composition of the school's personnel	33
C. <u>Advanced Education</u>	33
- Affirmative action/Setting of sex quotas	34
- Subject content	36
- Research on women	37

CONTENTS:

	<u>Page:</u>
Foreword.....	1
Introduction.....	3
Chapter 1: <u>PROGRESS FROM 1975-1980</u>	5
1. THE EXISTING MACHINERY	6
A. <u>Official Machinery</u>	6
- Department for Family and Equal Rights Affairs of the Ministry of Consumer Affairs and Govern- ment Administration	6
- Equal Status Council	7
- Ombud for Equal Status between Men and Women.....	8
B. <u>Local and County Council Organizations</u>	8
- Local Council Equal Rights Committee	8
- County Council Equal Rights Committee	9
C. <u>Employment</u>	10
- Equal Rights Committee	10
- Women's Consultants	10
D. <u>Political parties/the Women's organizations of the parties</u>	10
E. <u>Women's Organizations</u>	11
F. <u>Emergency Centre for Raped and Maltreated Women ...</u>	12
2. REFORMS AND MEASURES 1975-1980	12
A. <u>The Law</u>	12
<u>New Laws</u>	12
- The Kindergarten Act	12
- The Adult Education Act	13
- The Act relating to Worker Protection and Working Environment	13
- The Act Relating to Equal Status between the Sexes	14

	Page:
<u>Amendments to Laws</u>	16
- Marketing Control Act	16
- Act on Abortion	16
- Nationality Act	17
- Personal Names Act	17
B. <u>Official Reports</u>	18
C. <u>Order in Council of 19.11.76 concerning the representation of women of the Cabinet</u>	18
D. <u>Agreements</u>	19
E. <u>Research on Women's Rights</u>	20
 Chapter 2: <u>EDUCATION</u>	 21
1. TODAY'S SITUATION	22
2. PROBLEMS AND REMEDIES	23
A. <u>The Elementary School</u>	23
- Equal treatment of girls and boys	24
- Teacher-training	25
- Teaching aids	26
- Elective subjects	27
- Preparations for the working life	28
B. <u>The Secondary School</u>	29
- Teaching aids	29
- Affirmative action/Setting of sex quotas	30
- The apprentice system	31
- Special grants	32
- The composition of the school's personnel	33
C. <u>Advanced Education</u>	33
- Affirmative action/Setting of sex quotas	34
- Subject content	36
- Research on women	37

	<u>page:</u>
D. <u>Adult Education</u>	38
- Recruitment	38
- Educational financing	40
 Chapter 3: THE LABOR MARKET	 42
1. TODAY'S SITUATION	43
2. PROBLEMS AND REMEDIES	44
A. <u>Employment-policy Measures</u>	44
- Affirmative action/Setting of sex quotas as conditions for official subsidies	44
- Equal status subsidy	45
- Women's consultants	45
- Vocational orientation courses	46
- Courses and information measures for personnel	47
- Work-sites in the local environment	48
- Unemployment	49
B. <u>Employment and Promotion</u>	50
- Affirmative action/Setting of sex quotas in employment	50
- The State's personnel policies	52
- In-house training	53
- Women in administrative positions	53
C. <u>Working Hours</u>	55
- Flexible working schedules	55
- Part-time work	56
- 6-hour work-day	57
- Shorter working hours for parents of small children	58

D. <u>Wages</u>	59
E. <u>The Parties in the Labor Market</u>	62
- Equal Status Agreements Between the Parties in the labor market.....	63
F. <u>Equal Status and Technology (EDP and Equal Status)</u>	64

Chapter 4: FAMILY, POLITICS AND LIFE IN THE SOCIETY.. 66

1. TODAY'S SITUATION	67
2. PROBLEMS AND REMEDIES	69
A. <u>The Family</u>	69
- Kindergartens/day-care centers for school-children	70
- Leave-of-absence during pregnancy and birth	71
- The rights of employees with responsibi- lities for care of others	72
- Violence within the family	74
- Housing planning	76
B. <u>Public Steering Bodies</u>	79
- Political elections	80
- Public committees, boards and councils	84
C. <u>Provisions in legislation not in accord with the Act on Equal Status</u>	86
- The Constitution	87
- The Act on Taxation	87
- Act concerning children in marriage	89
- Act on Seamen	90
- Act on Military Service	90
- Act regarding Fire Control	90

D.	<u>Mass media</u>	91
E.	<u>International Activity</u>	94
	- The UN System	95
	- The Ministry of Foreign Affairs	96
	- NORAD (Norwegian Development Aid)	97
F.	<u>Immigrant Women</u>	99
G.	<u>Women's Health</u>	100
H.	<u>Women's Organizations</u>	103

FOREWORD

The proposal by the Equal Status Council for the National Plan of Action for equal status has been drawn up at the request made in May of this year by Minister of Consumer Affairs and Government Administration, Sissel Rønbeck.

*

As far back as several years ago the Equal Status Council discussed with the authorities the question of making a National Plan of Action for equal status in Norway. The work on equality in Norway has, in recent years, received a certain amount of political support, and we have an official equal status apparatus whose task is to continue with this work. Even so, the Council has considered it only natural that certain goals for the work on equality be set up for the period extending through the Women's Decade, 1976-1985. The Council believes that concrete objectives will be binding and can bring more dynamics into the work for equal status.

One intention in making this plan has been - in due time before the UN Women's Conference in Copenhagen in the Summer of 1980 - to assess the situation in critical areas where equal opportunity has not been achieved, and at the same time to make suggestions as to how the work might be carried out.

The brief period that has been at our disposal has been too short to cover all of the areas in question. Because of this, the Council has tried to concentrate on those areas where it seems particularly valid and important to direct measures during the '80s. There are strong indications that the '80s will bring great and profound changes in working life and in the life of the society otherwise, also. For this reason, the Council determined to present this as proposals as to how we can prepare ourselves to meet these new challenges in the area of equal opportunities.

Through its contact with the organizations, with municipal equal status committees and with the Ombud for Equal Status between Men and Women, the Council has tried to assess the various proposals for measures that have emanated from the organisations and bodies engaged in work for equal opportunities, and which in the view of the Council, deserve serious consideration. The Council believes it to be important that the ideas be discussed and treated in as many fora as possible: in the municipal equal status committees, by women's and feminist organizations, by the political organizations, in the youth organizations and in the union organizations.

We need this wider scope in the debate on equal status issues, to make increasing numbers of new groups conscious of the issues and to create greater understanding of the questions involved.

For this reason the Council would like to encourage such debate on the proposal for the National Plan of Action, that will result in comments, suggestions for changes or in other measures that may be valid.

The work on the National Plan of Action has been led by Brit Førde, assisted by Hege Skjeie, with contributions from other colleagues on the Equal Status Council and at the secretariat of the Ombud for Equal Status between Men and Women, and in regular contact with the leader and members of the Equal Status Council.

Bjørg S. Leite
Chairperson
Equal Status Council

Introduction

On paper, men and women in Norway today enjoy the same rights and opportunities in most areas of society. In actual life, however, men and women lead very different lives, with the women enjoying fewer rights and opportunities than men in a number of important areas.

The endeavour towards equal status for men and women in Norway has been going on for over 100 years, primarily as a women's liberation movement. Women's organisations have acted as pressure groups on official policy, and this work gained fresh impetus in the "new" women's liberation movement of the 70's.

Norway's participation in international work for equal status has also been used by the campaigners for women's rights as an argument for reforms and increased engagement on the part of the official authorities. International work on the question of equal rights led, among other things, to the United Nations' International Year of the Women's in 1975 and to the International Women's Decade (1975-1985).

The World Plan of Action, adopted at the United Nations' Women's Conference in Mexico in 1975 states, among other things, that equality implies that men and women shall have equal rights, opportunities and equal responsibilities, in the family and in society. In order to reach this goal, it is necessary to introduce new definitions of family functions and social roles. The plan of action stresses the importance of considering women's varying roles in the fields of nursing and child care, production and public life in co-relation to each other.

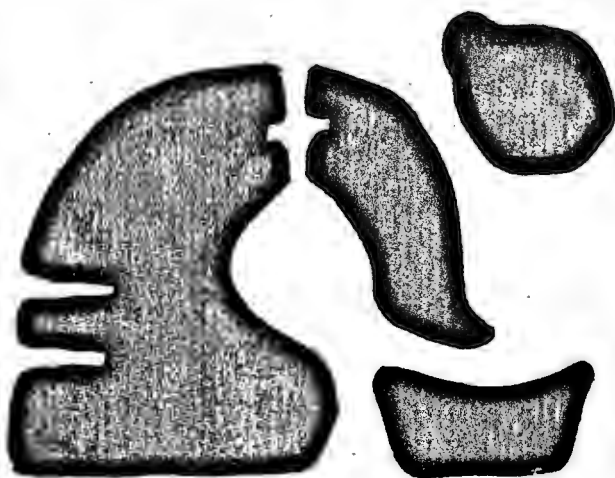
The U.N. encourages member nations to decide on their own national strategy and to set out their own aims and priorities, within the framework of the World Plan of Action.

As a contribution to this work, and at the request of the Ministry of Consumer Affairs and Government Administration, the Equal Status Council has put together the present document, which will be circulated for comments. The document examines on a broad basis the instruments we consider to be necessary in an active public policy for equal rights. Following a hearing for comments, the Ministry will draw up the final Norwegian plan of action towards equality between men and women.

The Equal Status Council has examined the UN World Plan of Action and underlined those points which are of immediate importance in Norway. The most important tasks lie in the areas of education, employment and participation in public life. This document concentrates primarily on the challenges facing the authorities in improving the status of women in these sectors.

CHAPTER I

PROGRESS FROM 1975 - 1980



Chapter 1

PROGRESS FROM 1975 - 1980

1. THE EXISTING MACHINERY

The World Plan of Action recommends member countries to establish a governmental machinery to accelerate progress towards achieving equality and the integration of women in national life.

In this connection, the Equal Status Council emphasizes three important reasons why the official apparatus is of such significance:

The Government has the power and means to bring about reforms which will be beneficial to women.

Initiatives taken by public authorities in the field of equal rights will influence public attitudes.

Official equal rights machinery will be able to co-ordinate their work within the general framework of the governmental machinery.

A. Official machinery

Family and Equal Rights Department of the Ministry of Consumer Affairs and Government Administration.

In 1977 a separate department for question concerning family and equal rights was set up within the Ministry of Consumer Affairs and Government Administration.

Each ministry is responsible for matters concerning equal rights within its specific area of competence. The task of the new department is to co-ordinate government policy in questions of equal rights, and at the same time ensure that

the aspect of equal status is not overlooked. The department shall also take care of the administrative work of the Ministry in those areas which concern family and equal rights policy. The department also publishes a quarterly magazine which focuses specifically at the equal rights committees of local councils.

The Equal Status Council

The Council for Equal Wages (1959-1972) was established in 1959 to supervise the implementation of ILO Convention No. 100 concerning equal pay for equal work for male and female employees. The Equal Status Council was formed in 1972 with an extended mandate.

The Equal Status Council consists of a chairperson and six council members, all appointed by the Government for a four-year term. The Council has a permanent secretariat.

In 1979 the Council was reorganized. A new four-point mandate was adopted:

- The aim of the Equal Status Council is to work for equality between men and women in all sectors of society - the family, employment, education, and society in general.
- The Council shall observe developments in society with the object of exposing and bringing to attention conditions which oppose equal rights and equal status between men and women, and advise the authorities as to what action should be taken in order to rectify such conditions.
- The Council shall act as a means of contact and co-operation between official authorities, organizations, and the public in matters concerning equal rights.
- The Council shall, in so far as it is possible, be responsible for work in policy clarification and for the development of informative material on questions of equal

At the time when the Council was reorganized, particular emphasis was placed on its critical function, which shall also apply with regard to the official equal rights policy.

Ombud for Equal Status between Men and Women and Equal Status Appeals Board.

The Norwegian Act Relating to Equal Status between the sexes came into force on 15th March, 1979.

The Act relating to Equal Status between the Sexes is enforced by the Ombud for Equal Status between Men and Women and The Appeals Board. In cases of breaches of the law, the

Ombud shall endeavour to bring about voluntary solutions. Where this is not possible, the matter shall be brought before the Appeals Board, which can prescribe restrictions and orders.

The law will be discussed later in this chapter.

B. Local Council Organizations

Council Equal Rights Committees

In the IWY of 1975, approximately 300 of the 443 county councils then existing formed local Women's Year Committees. The final report of the Norwegian IWY Committee concluded with an invitation to the authorities to take steps to form permanent equal rights committees in local municipalities. In March 1977 the Ministry of Consumer Affairs and Government Administration requested local municipalities to establish municipal equal rights committees on a political basis, on a par with other municipal committees, and having the same rights.

As of June 1, 1980, 214 of the country's 454 municipalities have adopted resolutions to form municipal equal rights

committees, while 8 other municipalities have delegated matters concerning equal rights to other committees.

The Ministry has drawn up the following suggestions for fields of endeavour for the committees:

- to work for equality between women and men in all sectors of the municipality.
- to take the initiative in matters furthering the establishment of equal rights.
- to issue statements and act as advisor to the municipality in matters of significance for equal rights.
- to work for the promotion of equal rights on a broad scale, in sector where such matters have so far received little attention.
- to be a medium of communication for those organizations and persons dealing with equal rights questions in the municipality.
- to act as a contact link with the Equal Status Council .

Specific matters which have been taken up by the committees are, for example:

the representation of women and men in municipal organizations, municipal personnel policy, school matters, adult education, surveys of women's aspirations and need for work, working hours regulations, social questions and, not least, general information on matters concerning equal rights and the Act on Equal Status between the Sexes.

County Council Equal Rights Committees

The request made in 1977 by the Ministry of Consumer Affairs

and Government Administration was to local councils, but county councils have also responded to the suggestion to form County Council Equal Rights Committees. As of June 1, 1980, five of the nineteen counties have formed equal rights committees. In the case of four of them, this was done by increasing the numbers and the mandate of the existing administrative board, while one county has formed an independent equal rights committee.

C. Employment

Equal Rights Committees

During recent years, equal rights committees have been set up at certain places of work, both private and state-owned, and negotiations are underway at several places with a view to setting up similar committees. These committees are made up of worker and administration representatives.

Women's Consultants

Since 1975, five Women's Consultants have been attached to the labor market authorities in certain counties, to work in particular with the improvement of opportunities for women on the labor market. In 1977 the area of responsibility of these consultants was extended, so that they should in principle cover the whole country.

1

D. Political Parties/Women's Organizations within the Parties

The political parties are increasingly concerned with questions of equal rights, as is illustrated in their programs.

However, opinions vary from party to party as to the methods one is willing to employ. Several of the political parties have their own women's organizations, and these are often able to act as pressure groups on the party as a whole.

An increasing awareness of questions of equal rights may also be observed in internal recruitment to political posts.

Two political parties - the Socialist Left Party and the Liberal Party - have adopted rules which require a minimum quota of 40 per cent representation from each sex in the party's own organizations.

E. Women's Organizations

Women's organizations play an important role as pressure groups in relation to official authorities by drawing attention to those areas where the authorities should themselves be taking the initiative in preventing discrimination against women. Women's organizations have always played an active role in the efforts to achieve equal rights, and they cover a wide range of ideas as to how the struggle for women's liberation and equality should be carried out.

The opportunities of these organizations to influence official equal rights policies in the future will depend, among other things, on whether the building up of the official machinery will lead to the authorities accepting their own administration as sufficient for the solution of questions concerning equal rights.

For further information on women's organizations in Norway, please refer to the pamphlet produced by the Council for the Copenhagen Conference.

F. Emergency Centers for Raped and Maltreated Women

The first emergency center in Norway was opened in Oslo in 1979. It takes in women suffering from rape or illtreatment, and their children. In 1979 the centre was used by approximately 300 women. Emergency centres or emergency telephone services exist in six Norwegian towns, while several others are working on similar schemes. The centres have received state support, and financial assistance from local councils, but regular operational support has so far not been granted. The centers are therefore under the constant threat of having to close because of uncertain and poor finances.

2. REFORMS AND MEASURES 1975 - 1980.

A. The Law

During the period 1975 - 1980, certain changes were made in the existing law and some new laws were adopted, with a view of promoting equality between the sexes and strengthening the formal legal status of women.

New Laws

The Kindergarten Act

Under the terms of the Kindergarten Act, passed in 1975, local councils are required to take measures to secure favorable social conditions for small children through the building and running of kindergartens. Councils are responsible for the drawing up of a development program for kindergartens, based on a survey of the actual need. At the same time, private organizations and firms may operate kindergartens and obtain financial support towards their establishment and running costs from the State and the local council.

We still have a long way to go, however, before the need for kindergartens has been fully met in Norway. In 1978, just over 15 per cent of all children under 7 were attending kindergarten.

The Adult Education Act

Passed in 1976, the Adult Education Act is intended, among other things, to be an implement in the efforts towards increased democracy and equal status for men and women. The stipulations of the Act provide for basic training for adults at all levels, vocational training and various types of adult education courses. The Act places the responsibility for adult education in the hands of different official bodies (central/local), but pre-supposes the active participation of voluntary organizations in this sphere. The cost of grants for basic training is entirely covered by the state. The Act further provides for a systematic use of financial means and has more detailed rules as to how different types of adult education may be partially financed by official grants.

The Act Relating to Worker Protection and Working Environment

The Worker Protection Act, which was passed in 1977, contains certain stipulations which are intended to bring about a better adaption of working conditions to the needs of parents of small children. These stipulations are of particular importance in encouraging women's entry into the labor market.

Employees are now entitled to twelve months' maternity leave. At the same time, the National Insurance Law has been amended so that the period of paid maternity leave has been extended from 12 to 18 weeks.

The father of the child is entitled to two weeks' paternity leave, but this has not yet been made paid leave of absence.

In the case of a woman resuming work before the end of her period of paid leave of absence, the father of the child may - if the child is in his care - use up the remaining leave of absence (up to 12 weeks). This is on the understanding that both parents satisfy the requirements entitling them to such leave of absence. In those cases where employees avail themselves of the right to take unpaid leave, this may be divided between parents.

The new Worker Protection Act also gives employees with children under ten years the right to leave of absence when the children are ill. This right is restricted to 10 days annually for each parent, and 20 days annually for single parents.

In accordance with a new provision under the National Insurance Act, employees are entitled to paid sick leave.

Improved safeguards against dismissal have also been provided under the Worker Protection Act for expectant mothers and for those employees who take advantage of their legal right to maternity leave.

The Act also requires that places of employment are set up and equipped to allow workers of both sexes to be employed.

The Act Relating to Equal Status between the Sexes

Since 1974, several party political women's organizations have taken initiatives for a separate law on equal status for men and women. Such a law was finally passed in 1978, and put into effect from March 1979. Its aim is to promote equality, with a particular view to improving the status of women.

According to the law, authorities are required to bring about conditions which are conducive to equality of status between the sexes in all sectors of society. Men and women shall have equal opportunities for education, work, and for cultural and vocational development.

Internal conditions in religious communities and women's service in the armed forces are exempt from the law, but apart from this, it applies to all sectors of society. The Act applies to family life and purely personal matters, but the law may not be enforced in this area.

The main stipulations of the law establish that discrimination between men and women is not permitted. Its fundamental principle is that an action is illegal if it discriminates between men and women on grounds of sex. However, those differences in the treatment of men and women which promote equal status and improve the women's position, are permitted.

The law contains special rules on equal rights to employment, promotion, leave of absence, and for equal conditions of dismissal. Further, there is a separate provision which requires all vacant positions to be advertised, as a rule, as open to both men and women applicants.

Men and women employed by the same employer shall receive equal pay for work of equal value.

The Equal Status Act contains further provisions concerning equal opportunities for education, and requires that the teaching methods used in educational institutions be based on the equality of the sexes.

Clubs and associations also come under the jurisdiction of the law. Such groups shall be open to both sexes in those cases where memberships affects the opportunities of individuals for employment or vocational development, and

where the main aim of the group is to contribute to the solving of social problems. Exception is made in the case of those associations whose object is to further the particular interests of any one sex.

Amendments to Laws

Marketing Control Act

At the same time as the Act Relating to Equal Status between the Sexes was passed, an addition concerning sex-discriminatory advertising was made to the Marketing Control Act. Both the advertiser and the advertising designer shall make sure that the advertisement does not violate the principle of equal status for men and women, and that it in no way gives an impression of sexual disparagement or an offensive portrayal of women or men.

This regulation is enforced by the Consumer Ombudsman.

Act on Abortion

The Norwegian abortion laws were changed twice during the period 1975 - 1980. A new and more liberal law was passed in 1975. Among other things, it established that when considering an application for termination of pregnancy, particular emphasis should be placed on the judgment of the women concerned of her own situation.

At the same time, an old resolution in the Penal Law was changed so that to undergo an illegal abortion is no longer a punishable offence. This resolution had not, however, been in use for a long time.

The law gives medical staff the right to refuse to participate in an induced abortion if this conflicts with their personal convictions. This proviso can lead, however, in certain parts of the country, to a considerable undermining of the woman's right to choose to terminate her pregnancy.

Nationality Act

According to earlier regulations, children born in wedlock assumed the nationality of the father. In 1979 the regulations were changed so that children now acquire Norwegian nationality providing that either 1) the mother is Norwegian, or 2) the father is a Norwegian citizen and the child is born inside marriage.

Personal Names Act

Changes were made in the laws concerning personal names, with effect from February, 1980. Most important are the new rules for the family names of children and spouses. The changes in the rules concerning family names are specifically designed to bring about equal legal status for men and women in the matter of personal names.

Persons intending to marry must choose a family name. This may be the family name of one of the partners, or each may keep the name they had before marriage.

The rules for the child's family name are the same for children born to married and unmarried parents. If the parents have different family names, they must decide which name shall be given to the child. If this decision has not been taken by the time the child is six months old, or if the parents cannot agree upon a family name, the child automatically takes the name of the mother.

B. Official Reports

In order to submit a matter for consideration, the government or ministries often form a committee to prepare a thorough report. These reports will often be the basis for proposals or white papers to the Storting (Parliament).

Official committees have during recent years submitted reports dealing with women's status in the fields of employment, education and the community. Important examples of such reports are: "Woman's Wage Placement in State Enterprises" (1974), "Family Taxation" (1976), "Parents and Children Law" (1977), "Work for Women" (1978), "Women's Choice of Employment" (1979) and "Financing of Education" (1979).

In addition to calling attention to problems, the aim of such reports is often to put forward concrete suggestions for solutions. The reports are often publicised in the press, and where they are made the subject of official debate, they often exert considerable influence on public opinion.

The reports are usually sent to the parties concerned for hearing and in this way the hearing body can exert some influence on the authorities in their areas of specific competence.

C. Order in Council of 19.11.76 concerning the representation of women on official committees, boards and councils.

An order in Council is a resolution approved by the King at a meeting of the Cabinet.

In 1975 rules were passed by Order in Council in order to ensure a stronger representation of women on state committees, boards and councils. The quota of women subsequently increased to a certain extent, but developments were far from satisfactory. The rules were therefore made more stringent by the Order in Council of 19th November, 1976. Organisations with proposals and nomination rights must submit the names of one man and one woman nominee for all vacant positions.

In cases where this is not feasible, reason must be given to the Ministry of Consumer Affairs and Government Administration. All proposals for nominations must be submitted to the Ministry well in advance of the nomination.

Under the present regulations there is no fixed minimum quota for representation of each sex.

It has become evident that there are several weak points in the rules concerning the submission of proposals to the Ministry. It is obvious that certain organisations/departments are not willing to modify their first choice in the matter of representation in order to allow women candidates entry to committees, boards and councils. Women's representation increased only from 11 per cent to 19 per cent during the period 1975-78, in spite of the Order in Council. It accordingly seems necessary to take a firmer line.

A working committee has examined the possibilities of establishing a general law for the representation of both sexes on all official committees, boards and councils, etc., at state, local council and county council levels. The report of the committee is presently being considered by the minister responsible for Equal Status questions.

D. Agreements

Equal rights issues in the labor market is not at present governed by agreements. However, some firms have taken initiative on matters of equal rights on a local basis, and this has in some cases resulted in local equal rights agreements in the firms.

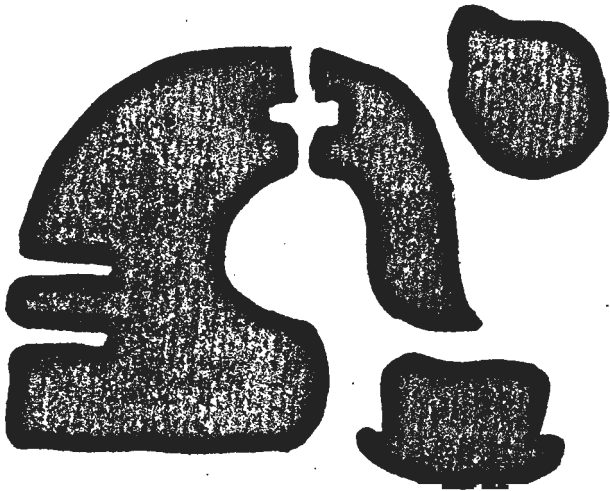
Information initiative and the following up on the intentions of the Equal Status Act are generally embodied in these agreements. Other central topics have been flexible working hours, child care, the advertising of vacant positions, quota allocation and training.

E. Research on Women's Rights

In 1977 the Norwegian Research Council for Science and the Humanities (NAVF) formed a secreariat for Women's Research, initially for a period of five years. The secretariat shall initiate and co-ordinate research into women's daily life situation and status in society. It shall further endeavour to strenghten co-operation between sociological researchers and other researchers in the field of women's rights, and promote contact between them and the community. The secretariat issues the magazine "Women's Research News".

CHAPTER 2

EDUCATION



Chapter 2

EDUCATION

1. TODAY'S SITUATION

In Norway children attend the nine-year compulsory comprehensive school, beginning at the age of seven and continuing until they are 16. Prior to 1969 the compulsory schooling period was seven years.

Following this, young people are offered an optional 10th year in the elementary school and/or a three-year secondary school, with the opportunity of choosing various courses or different types of vocational training.

Today, in the main, boys and girls have equal formal opportunities for education. During the course of the last decade the level of general education among the young people in this society has been raised, and the raise has been sharpest for the girls. In the secondary schools there are now just about as many girls as boys. In the admission of students to the universities and colleges, too, statistical equality has almost been achieved. The girls have increased their proportion in several of the predominantly male areas at this levels.

In spite of this development it is still glaringly obvious that girls and boys choose different types of education and different subjects. Boys take vocational training more often than girls do. Girls choose general education to a great extent, and many girls finish their education without any special occupational qualifications.

The greatest bias in the choice of education is to be found in the occupational training courses in the secondary school (previously the vocational schools). In this field the girls and boys continue to make very traditional choices. This is also true in the general course of study and at the universities and colleges.

The choice according to traditional sex stereotypes contributes to limiting women's opportunities in a major part of the labor market.

In several of the predominantly male subjects it has proved that girls have had particular difficulties in gaining the apprenticeships that they need to complete their occupational training.

Approximately one third of the total number of adult women have the seven-year compulsory school as their highest completed education (approximately 500 000 women above the age of 16).

However, education in adulthood is becoming more and more general. For instance, a study made at the University of Oslo shows that the students have an increasingly higher average age. Among the women students the percentage of those who were 35 years and older rose from 8.8 per cent in the Spring of 1970 to 15 per cent, in the Spring of 1978.

2. PROBLEMS AND REMEDIES

A. The Elementary School

The elementary school plays a central role in the task of breaking down traditional sex role patterns and in promoting equal status. At an age when basic attitudes are established, the school is an influential factor on the children several hours every day. Information and the forming of attitudes will be key-words for work on equal status in the elementary school.

The Model Plan for the elementary school has a special section on equal status. This offers clear guidelines for the position of the equal status perspective in instruction in a number of areas.

The Model Plan can prove a valuable tool in the work with the problems of equal status in the elementary school.

Equal treatment of girls and boys

The Model Plan affirms that:

The school bases its activities on the principle of equality between the sexes. This means that boys and girls are to be given equal status in the school. Girls and boys are to have the same number of hours of instruction, the same instruction in compulsory subjects, and the same right to choose elective subjects. There are to be the same expectations for both sexes, and girls and boys are to have the same rights and responsibilities in all sectors of the school.

However, several studies have raised the question as to whether girls and boys actually do receive the same instruction. There are strong indications that the boys in the class receive the most attention, both of a positive and a negative nature. There are different expectations for the girls and the boys in the different subjects. Among other things, it has been demonstrated how the girls at the top class-level of the elementary school are systematically underevaluated in setting grades in mathematics.

Among other factors referrals to the Ombud for Equal Status between Men and Women have revealed that the intentions of the Model Plan have not always been followed up where opportunities for instruction are concerned. The boys are given instruction in carpentry and the girls in needlework, even though the Model Plan states that instruction in these subjects is to be offered to all pupils.

This indicates that the rules of the Model Plan are not widely enough known, and that the teachers are not sufficiently conscious of the fact that their instruction practices are a breach of the principles of the Model Plan.

Teacher-training

The Model Plan affirms that:

The school should discuss questions of equal status with all age groups. At the lower secondary school level these questions should be discussed as a special theme. The reasons for and consequences of the different positions of men and women in the family, in the work force and in society otherwise should be thoroughly discussed.

In order to fulfill the equal status responsibilities set by the Model Plan it is necessary that the teachers receive a thorough training in questions of stereotyped sex roles and equal status. Teachers and student teachers should have a knowledge of how attitudes are formed and how teachers influence the pupils with their own ideas of sex roles. In particular, the teachers must be able to uncover those attitudes towards sex roles that appear among the students and in the instruction material that is used. The fact that the National Organization of Student Teachers as recently as March 1980 stated that training on questions of equal status for student teachers is too poor, indicates that work on this has been insufficient.

The State Council for Teacher Education has drawn up a proposal for a curriculum: "Sex roles and Education" which was sent to the teachers' training colleges in 1977. However, the schools are not obliged to use this curriculum.

The Ministry of Education should make the questions of instruction and equal status compulsory in the training and refresher training of teachers.

Teaching_aids

The Model Plan affirms that:

Textbooks must not offer biased or discriminatory presentation of the division of tasks between males and females, but offer a realistic and varied identification pattern for both girls and boys, and thus prepare them for cooperation and division of responsibility in the home, at work and in society.

The Act on Equal Status forbids the use of sex-discriminatory teaching aids (§ 7). It does not contain any prohibition of a description of traditional sex role patterns, but the teaching aids must not uncritically reinforce stereotype roles that can have a limiting or obstructing effect on the students' opportunities to develop individual qualifications and skills independent of the sex of the person in question.

It can be difficult to determine how teaching aids can reinforce stereotyped sexist roles. Some pupils at an Oslo school wanted to find out just what stereotyped sex roles the mathematics books used in the school assigned to girls and boys. Here is what girls and boys were occupied with in the mathematics problems:

Boy

- buys a house
- is an errand boy
- drives a car
- buys ice-skates
- ski-jumps
- buys tools
- sends money
- is a clerk

Girl

- buys clothes
- pays for meat
- writes letters
- separates hanks of yarn
- bakes
- weaves material

(Source: "Roles in a Divided World", published by the United Nations Association in Norway (FN-Sambandet) in 1975)

For a number of years there has been a system of approval for textbooks used in the elementary and secondary schools. In recent years an equal status consultant has also participated in this approval procedure. An official committee has now proposed that the current approval system be discontinued.

The Equal Status Council has not been able to support this proposal. When approving textbooks, there must still be consideration of the equal status aspect.

The Ministry for Education must also see to it that teaching aids are planned that directly take up the problems of equal status and sex roles on all classlevels in the elementary school. Special grants should be given for this planning activity.

Elective Subjects

The Model Plan affirms that girls and boys are to have the same right to choose elective subjects.

But this also means the right to "opt out of" subjects that are not of interest. From an equal status point-of-view, it seems unreasonable to make elective subjects of the subjects that boys and girls will need, in order to live up to the goals of the Model Plan for accepting joint responsibility for duties in the home. The choices are not free, but follow the traditional patterns. In particular it should not be possible for boys to avoid home economics subjects in the ninth school year.

EDP (electronic data processing) is an elective in the elementary school today. EDP is a comparatively new field,

which will leave its mark on the labor market in the future, a field in which there will be many new jobs. Today these jobs are predominantly occupied by males.

Specialist criteria are built into the school at an early stage. It seems reasonable to expect that those who choose EDP as a subject in the elementary school will be more inclined to go for further studies in this area in their higher-level schooling.

In order to ensure that girls also receive this basic training the Ministry should introduce EDP as a compulsory subject in the comprehensive school.

Preparing for the working life

The Model Plan affirms that:

The school must accustom the pupils to the fact that it is natural that girls and boys should receive equally good vocational training, since economic independence is a prerequisite for actual equal status between the sexes. The school must actively work against later choices of occupation being dominated by sex role traditions.

In order to make this possible, teachers should be oriented on vocational guidance. A working group appointed by the National Directorate of Public Employees has, in the Norwegian official report (NOU 1979:2) Women's Choice of Occupation, proposed that the subject of vocational orientation should become a part of the curriculum for teacher education. In this context the working group believes that special attention must be devoted to equal status in conjunction with the choice of education and occupation. The Ministry of Education should take steps to realize this proposal.

To enable pupils to receive a better knowledge of the labor market, they are "placed" on a work-site for one week during the course of their 8th school year.

School should consciously work to place the pupils at a work-site where the opposite sex is predominant. If possible, the guidance counselor for a predominantly male work-site should be a woman. This can also be used in the instruction on questions of equal status.

B. The Secondary School

The core curriculum for the secondary school has a special section about equality and equal status. It is stated here that:

"Through its counseling and in the curriculum, the teaching aids and working methods the school must do its best to counteract attitudes and stereotype role patterns that have their source in prejudices about differences between the sexes, social groups and national groups."

This section correlates, in an unfortunate manner, equality between the sexes, different social groups, age-groups, ethnic groups, geographical areas, etc.

These areas should be separated, so that those that do not fall naturally into the same category are discussed by themselves. The egalitarian principle must be made concrete in the subject curriculum for each separate subject.

Teaching aids

Hidden discrimination in textbooks is a problem also in the secondary school. One example can illustrate this: In 1979 a study group went through a book on world history for the period 1850 to 1914. 610 names were listed in the

index, and of these, five were women. Teaching aids that contain hidden discrimination must not be approved.

During a transition period it will be necessary to publish special books, such as books for history and the social sciences that take up the social situation and role of women in society. In 1974 the Equal Status Council published "Women on the Barricades" (re-issue from Cappelens Forlag in 1979). The book contains eight essays about women's struggle during the French Revolution, and is an example of how room can be made for feminist politics and women's history in instruction. The goal, however, must be that textbooks are published in which the position and situation of women have their natural place in the total presentation. Economic subsidies must be granted to develop these teaching aids.

Affirmative Action/Setting of sex quotas

Even though girls and boys, in principle, have equal opportunities to obtain the secondary education they want, in practice it proves that there is only a balance by sex in the courses for general subjects. Even in these courses, however, the sex distribution differs according to the various courses. In the vocational courses girls and boys apply for the traditional, sex-role-determined occupations.

As mentioned previously, it is important to reinforce vocational guidance and counseling in the secondary school, as well.

Another affirmative action tool is sex quotas. Admission using quotas by sex has not yet been tried in the secondary school. The Act on Equal Status makes it possible to introduce such action in accordance with more closely defined rules.

In the Parliamentary Report no. 22 (1979/80) "On the Secondary School", the Ministry of Education proposes to allow access to so-called positive discrimination.

Today the work for equal status in education is mainly a question of improving the girls' position and opportunities.

For a start, there should be quotas for some of the subjects that are central from the point of view of equal status. A rolling evaluation must be made and a gradual adjustment of the share of educational opportunities to be allocated to women applicants, so that gradually a more even division of the sexes can be achieved in those courses and types of school where girls today are underrepresented.

When experience has been gained from this arrangement, the quotas can gradually be extended to include the more general sectors in education, in order to motivate men to apply for the predominantly female courses of study.

The UN's World Plan of Action proposes that:

"Definite time-limits should be set to achieve a considerable increase in the number of qualified women in skilled and technical work."

The Equal Status Council supports the proposal to set definite frameworks and time-limits for the sex quota regulations, with the possibility of demonstrating a certain amount of flexibility.

The Apprentice System

According to the current Act on Apprentices (§ 7), training contracts are made directly between the individual enterprise and the individual apprentice. If some enterprises prefer boys to girls as apprentices, this can prevent girls from receiving the training they want. No official body has the responsibility for the allocation

of apprenticeships.

The apprentice system must be reinforced so that it becomes easier for women to obtain apprenticeships in non-traditional jobs. If necessary, the state must provide subsidies and supplement arrangements.

Special Grants

The UN's Global Plan of Action points out that a certain amount of reassessment of priorities and changes in the pattern of the public budgets will be required in order to enforce equal status. It is also claimed that the groups of girls who are in the weakest position should be granted priority in the work towards equal status. On this basis the Equal Status Council has asked the Ministry of Education to assess the following proposal:

In order to obtain a channeling of girls to the traditional male education fields and jobs, the establishment of special grants should be considered for girls in certain types of schools where the proportion of girls is low, such as in the vocational schools for crafts and industry, technical schools, bank schools, etc. In particular the grants should be given for vocational training on the lower levels rather than for the universities and colleges, in order to stimulate those girls who ordinarily have little education.

A committee that has discussed education financing has suggested a special supplement in the grants for girls over the age of 18. This is a measure which, in the long time, can have a motivating effect on girls' aspirations for education.

The composition of the school's personnel

The composition of the school's personnel is also an influence in the formation of the young people's attitudes towards sex roles. Pupils will, for example, realize that the higher they go in school, the larger number of male teachers there are. And the rector of a school is, in the majority of cases, a man. These situations can contribute to creating slanted models and creating definite ideas on what is "suitable" for boys and for girls.

Special measures for the recruitment of women for high-level positions and for high-level teaching jobs in the schools should be considered. A quota system could be one possible tool to reach this goal.

C. ADVANCED EDUCATION

In 1811 Norway had its first university - The Royal Fredrik's University in Christiania. The students were young men. In 1884 women were allowed to take most of the university examinations and degrees, but it was not until 1912 that women were allowed positions in the state administration.

Today only a small proportion of the population receives an education at the universities and colleges, about 1/10 of the age group 20-24 years.

In 1978 women constituted almost half of the students who began on a higher education. But at the university and college levels, too, women choose "traditionally". In 1978, 78 per cent of the students in nutritional subjects were women, 64 per cent in pharmacy and 57 per cent in philology. At the same time, the percentage of women students at the university level Norwegian School of Economics and Business Administration (NHH), was 17

percent, at the Faculty of Economics 16 per cent and at the Norwegian Institute of Technology, University of Trondheim (NTH), 8 percent.

Fewer women than men complete their university degrees. Very few women have higher scientific and research positions. At the University of Oslo, in 1979, 3 per cent of the professors and 22 per cent of the scientific assistants were women, for example. Of the total scientific personnel, 16 per cent were women.

Affirmative action/Setting of sex quotas

The total student admission shows a clear trend towards equal status in higher education. But the female students are still in the minority in important subject areas, and women are still sharply underrepresented among the scientific personnel. Quotas by sex are possible means of correcting this oneness.

Today we use radical affirmative action quotas for admitting men to teachers colleges, for example, and to preschool teacher training. In recent years moderate forms of quotas have been used to the advantage of women at NHH and at the medical faculty at the University of Oslo. At the universities in Oslo and Tromsø there is now access to use quotas by sex in hiring people for scientific positions.

The Equal Status Council believes that the principle of affirmative action quotas which the Council has proposed for the secondary school, (page 30), should also be used as a directive in admission to institutions of higher learning.

Particularly important in the recruitment for technical education. At present, women constitute ten to twelve per cent of the student groups in engineering and civil engineering, and the percentages are rising very slowly.

In the Parliamentary Report, no. 89, Regarding higher

technical education in Norway, 1979/80, it is stated:

"With the position which technology will have in the society of the future, the Ministry of Education believes it to be of great importance that more women receive this education. The Ministry presupposes that the educational institutions will put into operation measures that can increase the recruitment of women for technological studies, if necessary by using supplementary points for admission, or preferential treatment for a given number of student slots."

The Ministry should introduce quota systemt in the admission of women to technological studies as soon as possible.

In order to achieve a rapid increase in the female scientific personnel, more radical forms of setting quotas should be introduced. These mean that a woman applicant who satisfies the qualifications requirements will be preferred.

In radical quotas by sex the principle that both men and women shall be assured slots in the educational systemt will be given priority over the principle that the decision will be made only on professional qualifications. Professional qualifications today are determined by the recommending and hiring bodies, and it must be assumed that these bodies place very little importance on the special experiences of women, their spheres of interest and knowledge. In employment in scientific positions, therefore, women today often have a poorer starting position in the evaluation of their qualifications.

One prerequisite to enable quotas being used as a means, is that women must apply for nontraditional education. In order to achieve this, study counseling and vocational guidance must be intensified at all school levels. I addition, there will be a need for specific infor-

mation campaigns, complemented by the State Information Service, for instance.

Subject content

The male dominance in science and higher theoretical education have influenced the content of these subjects. The living situation of women has been treated in research to a very small degree: It is men's history, men's working situations, educational opportunities, political activity, health, criminality, literature, etc., which is described and analysed. Models and theories have seldom been able to clarify women's situation.

The feminist subject-criticism was the reaction to "the male bias" in research and teaching, and has been taken up in a number of subjects at the universities during the 70's. Some institutes have established an elective syllabus that discusses the situation of women. (For example, history, law, social education, sociology, political science).

In 1978 Centre for Research of Women was established at the Institute for Sociology and Political Science at the University of Bergen. In 1977 the Norwegian Council for Research on Social Sciences and the Humanities established a special secretariat for research on women (refer to following section). Several ministries support research on women's questions.

A lack of understanding in the established professional environment makes the spreading and integration in the profession of the perspectives on women more difficult, however. A lack of female scientific personnel must also be assumed to be a serious limitation for the continuity and penetration of the subject-critical work that is being engaged on in different institutes.

The development and integration of the women's perspectives in the different professional contexts must be supported and stimulated through a policy reform on research

and economic measures. This can also contribute to increasing the recruitment of women students and scientific personnel in subject areas where women today are very much a minority.

Particularly important are the support measures in the scientific and industrial subjects, where research about women, and on conditions that concern women, has been especially weak. In housing and city planning, the social consequences of technological developments, employed and manpower mobility are examples of areas where the women's perspective must be included in the research and instruction.

Research on women

The Norwegian Council for Social Science Research' Secretariat for Research on Women has been established for a 5-year period, from 1977 to 1982. The main task of the secretariat is to take the initiative for and to promote research on the life situation and position of women in society, and to reinforce and improve cooperation between social researchers and other researches in this sector. The secretariat coordinates a number of individual projects under the research program on women's living conditions and their lives. The mediating and information activities are given priority, and the secretariat gives economic support to seminars, conferences and working groups concerned with research on women.

The measures which the secretariat have put into operation are important to motivate and coordinate research of women. The secretariat is the link between the individual researchers of women and the administration in the research-political institutions.

This organizational form appears to have had fertile results. But in future one should consider coordinating Norwegian research of women in all subject areas - not only the social sciences. There might, for instance, be an

arrangement by which official measures for women's research in the future are placed directly under the board of Norwegian Council for Research on Social Sciences and the Humanities, and that it will have as its sphere of responsibility to reinforce women's research in those subject areas that are administered by all of the councils under NAVF.

The funds from the ministries for research, studying and reporting and experimental activities must be allocated in such a way that the place of women's perspective and women's research is strengthened in the total research picture.

D. Adult education

Adult women on the average have poorer education than young girls now receive. For a great many adult women it is necessary to obtain additional education in order to be able to have paid employment. A well built-up network of offers for qualifying adult education is necessary to enable more women to have the opportunity to participate in this training. The Act on Adult Education (page 13) has been dealt with previously.

Recruitment

The Norwegian Adult Pedagogical Institute (NVI) has carried out a survey on the participation of women and men in adult education. The study shows, among other things, that women choose general adult education courses more often than men do. Men more frequently choose courses that have some relation to their work. This is true of women and men who are engaged in paid employment.

A report on recruitment for adult education poses the question: What factors prevent people for participating in

adult education?

The report says that the difference by sex in participation is assumed to have a connection with women's role in family life. According to traditional sex role pattern, it is women who have had the greatest difficulties in getting away from home if the family has small children. This can also explain why a number of women begin on qualifying adult education at a later age than men do.

According to the report the most important factors that generally prevent participation in adult education are otherwise briefly categorized thus:

- lack of time
- lack of offers
- long distance to the course site
- lack of energy at the end of the working day
- psychological obstacles, - insecurity, lack of self-confidence, feeling of being too old.
- lack of general desire and interest in learning

The importance of women as adults being offered the opportunity and stimulated to receive general and vocational education should be emphasized. However, conditions must be so planned that the courses can be a genuine offer to women.

This training must be given near residential areas. Mothers of small children who take courses lasting one-half year or more must be given high priority in the allocation of places in municipal kindergartens. For shorter courses, or wherever space in kindergartens is not available, other offers for taking care of the children/babysitting must be given the course participants.

Correspondence courses combined with seminars, perhaps at boarding schools, should be organized where settlements are spread and the distances great. Care of children must be offered the seminar participants. Special courses should be started for women in male-dominated skilled crafts.

The Directorate of Labor should start an extensive information campaign, with orientation on offers and opportunities for financing. The women's organizations must be included as consultants when the course offers are to be drawn up. The women's consultants at the Directorate of Labour will be central resources persons both with regard as to how the courses should be planned and what opportunities are available locally for employment after the training is completed.

Education financing

Only to a very small extent have subsidies for adult education been included in the existing regulations for the State Educational Loan Fund.

Today the Educational Loan Fund offers subsidies for adult that correspond to ordinary education at secondary or advanced educational levels. Persons who have particularly poor first-time education, and persons with special family responsibilities can receive up to one hundred per cent state supplements to cover the approved actual expenses, according to the Act on Adult Education, §24,1. However, so far, more detailed rules for the allocation of this subsidy has not been set as envisioned by the Act. Participants in vocational training for adults, which is a part of the labor marked policies, are given full coverage for living expenditures. (Refer to chapter 3, In Respect of Labor Marked Courses.)

Much of the training offered adults is organized as part-time education. In order to receive subsidies according to the present rules in the State Educational Loan Fund, the applicant must be engaged in his/her training at least half time. In order to make this arrangement more flexible, the Education financing Committee has proposed to reduce the limits to one-third of the time. The Committee also proposes

special grants made according to, among other factors, age and sex. This will mean, for instance, that women above the age of 18 will receive higher grants than men of the same age, and that the grant-share will increase with age.

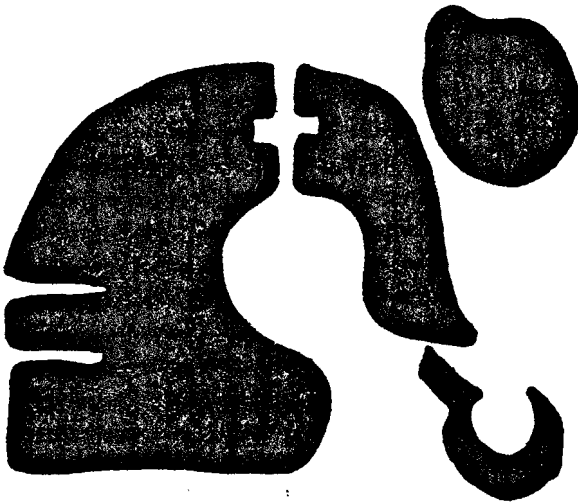
The Committee believes that loss of income should be compensated for up to a states limit, so that the standard of living can be maintained during the study period.

New regulations for educational financing should include a provision for people previously working at home to receive compensation for the reduction in their standard of living, corresponding to that which is given applicants who have been actively employed.

As was suggested for secondary education, the special grants should also be given women who receive training in male-dominated fields.

CHAPTER 3

THE LABOR MARKET



Chapter 3

THE LABOR MARKET

1. TODAY'S SITUATION

The proportion of women in paid employment is rising.

Today about half of the women aged 16 to 74 are in paid employment. An increasing number of women are working part-time. About half of the married, working women work fewer than 30 hours.

Today, in principle, women have access to all occupations. However, the labor market is still divided into men's occupations and women's occupations according to traditional dividing lines. This division is in the process of loosening up somewhat, but it is still valid: In 1975 there were no women in 70 of 285 occupational categories. In 156 occupational categories, women constituted fewer than 10 per cent of the employees.

Traditional women's jobs are found in trade and clerical work, in service industries, certain parts of the manufacturing industries (almost one-half of the women in the manufacturing industries work in the branches of foods, textiles and clothing), nursing and other types of care, in the schools, postal and telecommunications fields. There are few women in administrative positions, and the percentage of women drops the higher the position level.

In 1979 almost 60 per cent of the fulltime employed shop employees in the retail trade were women. Only 23 per cent of the higher-ranking shop personnel were women, however.

Typical women's jobs are usually more poorly paid than typical men's jobs are. In the production of textiles in 1979, 62 per cent of the employees were women. Here the wages -

for men, too - are below the average for the manufacturing industries. In addition, we know that women often earn less than men in the same job.

A manpower survey from 1976 shows great hidden unemployment among women: More than 100 000 women working at home stated that they would like to have paid work. The lack of suitable employment was the most important single reason for their not applying for work.

2. PROBLEMS AND REMEDIES

A. Employment-policy measures

Women have increased their proportion of the work force during the 1970s. The working frequency of women and men is, however, very different, and clearly reflects the unequal work burden of the two sexes in the home.

Among wage-earners men are employed in far more working areas than women are, and as a result have more opportunities for choice than women do, where jobs are concerned. Women and men work to a large extent in different industries, branches and subjects. To a higher degree than men, women's working activity depends on where they live in this country. Because of responsibilities in caring for others female manpower is less mobile than the male manpower.

Affirmative action/setting of sex quotas as conditions for official subsidies

In 1978 a working group presented an official report on employment-political measures to increase women's possibilities on the labor market. (NOU 1978:6, Employment for Women).

In this report setting quotas by sex is proposed as a condition for receiving public subsidies. The Equal Status

Council wrote, in their recommendation: "The majority in the Equal Status Council will support the proposal that enterprises receiving loans, guarantees and/or supplements from the Regional development Fund, must, during a trial period of three years, employ at least 30 per cent of each sex. The majority also agree on the proposal that affirmative action/sex quotas shall be set as condition for approval of larger projects, according to The establishment control act.

It is to be regretted that these reforms have not been implemented as of today. The authorities in question are asked to take steps as soon as possible in order to realize these proposals.

Equal Status subsidy

In "Employment for Women" it was proposed to introduce an equal status subsidy for enterprises/employers who employ and train persons of that sex which it has been untraditional to employ in that occupation.

On 1 May 1979 pilot projects on the equal status subsidy was put into effect in six counties. Among other reasons because it took time to enforce the arrangement administratively, it is impossible at the present time to make any assessment on how this is functioning.

The Equal Status Council supported the proposal of the equal status subsidy, and in their recommendation asked to participate in the evaluation of the arrangement when the trial period has elapsed.

Women's consultants

In 1977 five women's consultants were permanently employed. They are, in principle, to cover the whole country.

These women's consultants have a double function: To plan information activities for the women, employers and the public, and to inform and train the personnel in the labor administration.

In "Employment for Women" it was revealed that the work burden was too great for the five women's consultants. It is not possible for one person to cover and to do something about all of the unsolved problems in such a wide geographical working area. In the report it was proposed to establish a position for a women's consultant in each county. The Equal Status Council supported this proposal in their recommendation.

The Council again applied to the Ministry of Labour and Municipal Affairs concerning this matter in February 1980. The Ministry stated at the time that they were in the process of evaluating and analysing the work on equal status in the Labour Exchange Service.

In general it is a positive sign that an administration analyses its own equal status work. However, the five women's consultants have extremely difficult working conditions. The basis for evaluating the effects of their work today is therefore insufficient. The evaluation of the women's consultants' work must be based on the fact that the proposed degree of coverage - a women's consultant in every county - is not realized.

Vocational orientation courses

Since 1970 the Labour Exchange Service has arranged orientation meetings for women. Up until now these meetings have been concentrated in just a few localities. The Equal Status Council shares the opinion in the report "Employment for Women", that these meetings should be held all over the country. Vocational orientation should also be given in places where there are not necessarily opportunities for work for women right nearby.

The vocational orientation programs for adult women have been aimed at those women who have become unemployed because of curtailments in operations and discontinuation of enterprises. As a trial arrangement, in 1976 in some of the counties there was an opportunity for nonworking women to participate in orientation courses lasting from three to four weeks. It has now been proposed that this be a permanent arrangement. In "Employment for Women" it is suggested that the courses for the non-working women be extended to six weeks, since these women as a rule have a weak starting position in relation to working life.

The Equal Status Council said, concerning the section on vocational orientation in the report: "The Equal Status Council will support those measures proposed by the working group regarding vocational training for women. This training should make varied offers that give the participants qualifications for entry and reentry into the labor market. The Council agrees that orientation meetings for women are important, but these are just the first steps on the road.

"These meetings must be followed up with genuinely available courses and other training offers for those women who are interested in such offers and adapted to women's need for training.

In the opinion of the Equal Status Council, there should be wider opportunities for step-by-step training, in which each step is a complete unit offering qualifications."

Courses and information measures for personnel

"Employment for Women" has taken up the question of information to personnel who work on problems of employment.

In regard to this the Council said: "The Council agrees that special course programs should be drawn up to give

personnel working on problems of employment a satisfactory knowledge of the problems of stereotyped sex roles and to women's special problems in the labor market.

The Equal Status Council agrees that other bodies that are concerned with employment questions, such as the county employment and development boards, employers and labor organizations, should receive the necessary information about women's problems in the labor market. Such bodies should also be able to discuss what they can do to improve opportunities for women who want to enter the work force."

Work-sites in the local environment

The present sex role pattern ties women more strongly to the home and the care of people than it does men.

To a greater extent than men are, women are dependent upon short distances to their work and/or a well built-up communal system of support.

In general women in the outlying districts have a very low paid work activity, considered in relation to men's working activity. Work in the vicinity of the home environment will very often be a prerequisite to enable women who want paid work to become a part of the labor force.

In accordance with stated political equal status goals, measures to improve the work offers for women in the districts are a necessary condition. It is important to create more work-sites as well as more varied work-sites. Different employment measures, such as the equal status subsidy, the setting of quotas by sex as a prerequisite for subsidies from the Regional Development Fund and as conditions for grants in accordance with the establishment control act, will contribute to ensuring that women can be recruited to these work-sites.

A reinforcement of the service industries out in the districts will also help to improve work opportunities for women outside the urban areas.

Unemployment

In 1979 almost 9000 women were registered as unemployed at the employment offices, of the 24 000 total registered unemployed.

In the manpower survey for 1979, however, approximately 19 000 women stated that they were work applicants. Women thus constituted more than half of all of those seeking employment.

Studies have also shown that far more women than those seeking jobs and who finally register themselves as unemployed at the employment offices, want paid work.

Statistics on the registered unemployed thus indicate too low figures for unemployment among women. Presumably women are less motivated to contact the Labor Exchange Service than men are, among other reasons because they do not have the right to unemployment benefits to the same extent. This insurance is bound up with conditions for previously paid work and certain minimum-level incomes.

The country is divided into 105 labor exchange districts. To many women, particularly those in outlying districts, this means that they must make a fairly long trip to reach the closest employment office to register. When opportunities to get work are then also assessed as limited, their motivation for registering is presumably not too high.

Even so, it is important that those women who want work should register at the employment offices. The actual unemployment among women, and the need for work-sites will

then become visible.

The requirement for manpower mobility - that work applicants must be willing to travel to where work is offered - will particularly work against opportunities for women, who are responsible for the care of other persons, being able to obtain paid employment. These mobility demands are, therefore, very unfortunate from an equal opportunity point of view.

The Act Relating to Equal Status between the Sexes affirms that no difference shall be made between men and women in lay-offs and dismissals. During periods with general employment problems it is particularly important to stress that women and men should have the same right to employment. Otherwise, unemployment can hit women more sharply than it affects men.

B. Employment and promotion

Today Norway has a sex-divided labor market, with limited, actual choices for women.

Developments in working life during the eighties, with the increased use of data technology and rationalization, is affecting typical women's jobs to a greater extent. This makes it especially important to break down the sex barriers in working life and to gain access for women to new work-sites.

Affirmative action/Setting of sex quotas in employment

The goal is that men and women can apply for and be given the majority of positions on an equal footing. Setting quotas by sex is a current means for attaining this goal. It has previously been proposed that quotas by sex be used in granting admission to places of learning and in the recruitment for scientific positions. Quota systems have

also been proposed as a condition for obtaining subsidies from the Regional Development Fund and guarantees according to the establishment control act.

"Quotas by sex" does not mean the employment of unqualified applicants. Quotas are set among the qualified applicants. Opponents of setting quotas often claim that this quota system will be used against women; in that women's qualifications for the educational slots/positions they have obtained will be subject to doubt.

Here we would like to stress that the assessment of who is best qualified is based on many different aspects of the applicants. Some people will stress the results of examinations, others will emphasize varied practice, while still others will stress the ability to work with others. Some people will also stress the idea that the total staff is to have a wide scope, both professionally and in experience. When the evaluation of the employment applicants is made on such a many-faceted and subjective basis, we do not find it dubious that quotas by sex are also brought into the evaluation and are given a great deal of weight.

It is also interesting to note that the strong reactions to this means have only now become apparent, when quotas by sex are to be used to the advantage of women, while radical sex quotas have been used for a long time to increase the proportion of men in different occupations.

In public administration, quotas by sex should be set in the recruitment of women for positions which are untraditional for them, in that women applicants who satisfy the qualification requirements for the position should be preferred.

It is also desirable that private employers use sex quotas. Here the labor organizations have a two-sided task; to

exert pressure on employers and in influencing attitudes among their members.

The State's personnel policies_

The State is the country's biggest employer, with about 165 000 employees in 1979. Of these, approximately two-thirds are men and one-third women.

As an employer the State is in a special position. Its personnel policies must be in accordance with the general policy engaged in by the Government, and it must be in agreement with the goals towards which the Government is working. Because of this, the State has a particular responsibility for implementing reforms that can improve women's employment opportunities and working conditions.

The Personal Directorate has sent out a circular to all of the public administrations, urging them to take up the question of increasing the percentage of women in occupations strongly dominated by men. The administrations are also urged to disseminate information about occupations that have a weak predominance of women in conjunction with vocational guidance and recruitment measures.

Equal status has become a special subject for several courses arranged by the Ministry of Consumer Affairs and Government Administrations' training division. A course lasting 40 hours, on women and working life, will be offered the administrations.

In NOU 1978:6, Employment for Women, it is proposed that annual personnel summaries or plans should be drawn up, in which frameworks for the recruitment policy to be followed will be drawn up. These plans should show the need for new recruitment by sex, distributed among the job categories. It should also be stated how the administrations intend to break down any divisions between the jobs for women/

jobs for men. The personnel plans should also contain proposals for any necessary training measures.

In the report it is further stated that the individual administration to a greater degree must set requirements for the individual positions for advancement. In this work there must also be an objective evaluation of the minimum requirements for education.

The Personal Directorate should, as soon as possible, consider implementing these proposals.

As a part of the recruiting policy, the text in the advertising announcing the positions should be formulated in such a way that women are encouraged to apply.

In-house training

The Act on Equal Status (§ 6) affirms that both sexes shall have the same right to education and leave-of-absence for educational purposes.

Special jobs that to a particular degree qualify for promotion are considered in the Act on Equal Status as comparable to education and training, and according to the Act, are to be assigned independent of the sex of the employee.

Women in administrative positions

Administrative positions or positions as employer are not listed as being among the 25 most important women's occupations. There are few women in administrative positions either in the private or the public sector, and the proportion of women drops, the higher the level of the position.

In 1979 men constituted more than 77 per cent of those who held administrative positions in commerce, such as shop managers, department heads and managers. Only two per cent of the office functionaries in administrative positions in the member-enterprises of the Norwegian Employers' Confederation were women. A survey carried out by the Equal Status Council in 1978 showed that women comprised barely two per cent of the shop foremen who directly led the work in manufacturing.

In the top administration of the ministries there are almost no women. In 1979, three of the 90 departmental director generals were women. The proportion of women in the secondary level of administration was also low. In 1979, only 10 per cent of the heads of divisions, for example, were women.

In the long term, measures in the educational sector and a better planning of conditions in working life will contribute to remove the lopsidedness with regard to placement in positions. In the shorter term, however, it is necessary to put concrete measures into operation in order to do away with the sex-divided structure of positions that exists both in public and in private activities.

In national operations the Personal Directorate has a special responsibility for formulation personnel-political guidelines that can help to increase the proportion of women in leading positions. Division by sex in the job category must be considered when making recommendations and in hiring. During a transition period, affirmative action/setting quotas by sex should be practiced when filling administrative positions.

In in-house training, for example, for refresher-training that helps to qualify for leading positions, women applicants should be given priority.

Such measures must also be implemented in the county municipalities and the municipalities.

The parties involved in the labor market should have a special responsibility to see that measures aiming at recruiting women for administrative positions are implemented also in the private sector.

C. Working Hours

Working women do not really have much less responsibility for work in the home than women who stay at home do. Studies made by the Central Bureau of Statistics in 1972 showed that, in families where both partners work outside the home, it is the woman who is burdened with most of the housework.

Women work double time. When career women also are mothers of small children, they are often subjected to an unreasonable work-burden. Equal status political objectives indicate that arrangements for working time must be established that can help contribute to a more equal division of labor between men and women inside and outside the home.

Flexible Working Schedules

Flexible working hours were introduced in the State administration according to an agreement between the Ministry of Consumer Affairs and Government Administration and the organizations involved, in 1978. Formally speaking, the agreement does not concern part-time work employees.

Flexible working hours consist of core hours and external working hours. The employees are to be present during

the core hours, from 9 a.m. to 3 p.m. (in the summertime, 9 a.m. to 2:30 p.m.). The rest of their working hours are made up in the extra working hours from 7 a.m. to 9 a.m. and/or from 3 p.m. to 5 p.m. (2:30 - 5 p.m.).

The flexi-hours systems have also been put to use in private enterprises.

Flexi-hours are a particularly favorable arrangement for people who are responsible for the care for others. In using different flexi-hours, parents of small children can reduce the time both of them are absent from the children.

The system of flexi-hours should, if possible, be expanded to include most employees.

Part-time work

Paid work up to thirty hours per week is registered as being part-time labor.

The number of women in full-time employment drops with the number of children. On the other hand, men's participation in working life is independent of whether they have one or several children. 90 per cent of everybody working part-time are women. 80 percent are married women. (Central Bureau of Statistics' Manpower Survey, 1st quarter, 1978).

Women still have the main responsibility for the home. Part-time work appears to give them their cake while letting them eat it, too: It is easier to combine work at home with paid work.

81 per cent of the increase in women's employment since 1975 is in part-time employment. It must be assumed that many women would not have taken paid work if they had not been offered part-time work. In the manpower survey from 1976 the lack of offers of part-time work was recorded as

one of the reasons that women were not in salaried jobs.

Many of these part-time work-sites are very uncertain, however. Only 64 per cent of all of those working part-time in 1978 had permanent employment. Part-time employees often are not included in valid agreements.

The authorities must be aware of the negative consequences which part-time work can have in the long run for the individual employee. The Government should investigate and report on the possibilities of granting leave of absence from full-time jobs a fixed number of years to employees who would like part-time employment because of responsibilities for the care of others. In order to ensure persons with these responsibilities the right to reenter their full-time positions, fixing such an arrangement by law should be considered.

To a far greater extent men must be encouraged to apply for part-time employment during periods when the family has the care of small children, old people and/or sick relatives.

The 6-hour work-day

As early as 1944 the 6-hour work-day was set up as a goal by Alva Myrdal in Sweden, since, as she said, among other things, this can give women and men an opportunity to put aside their "forced roles of manliness and womanliness".

Particularly in recent years the 6-hour day has been debated in Norway. Many of the women's organizations look upon this as an important means in the struggle to achieve equality between the sexes. The most important arguments in this context are that parents will have more time with the children and each other, that it will make part-time arrangements superfluous with the unfortunate effects these arrangements might have, and that it will give jobs to more people.

The introduction of the 6-hour work-day is an important step on the road towards equality between the sexes. There are, however, certain difficulties in conjunction with the implementation of such a reform. The Government should in cooperation with the parties in the labor market, investigate this question thoroughly. Eventually the women's organizations should be consulted.

Shorter working hours for parents of small children.

In May 1980 the Equal Status Council sent a proposal to the Ministry of Consumer Affairs and Government Administration regarding expanded rights for employees having the care of children.

The Council saw a need for expanding the rights of parents of small children, allowing them to shorten their daily working period:

"As much from concern for the equality between the sexes as for the children's need for care and contact with their parents, an extension of the right to leave of absence in the form of a shorter working day is much to be desired.

Insofar as the Council knows, only Oslo municipality has introduced the right to shorter working hours among their employees for parents of small children.

In addition, a number of employees in both private and public sectors of the work force have obtained personal agreements on such arrangements. The Council wants to point out the social bias that has arisen by the fact that some people have obtained agreements on the right to a reduction in working hours, while others do not have this possibility. In order that all employees shall be given this right, it must be fixed by law, in the opinion of the Equal Status Council."

The letter to the Ministry also raises the question of different means of compensation.

"The Equal Status Council would, however, also liked to draw attention to the problem of compensation for shortened working period. In the opinion of the Council, it is very important that all employees can benefit from this arrangement.

The consequences of a right to reduced working hours without compensation will in most cases be that women only will use this right, because men usually earn more than women and their loss of income would be more felt. Today practically only women have part-time work. This is one of the reasons why women's opportunities in employment are inferior.

The Council would like to draw attention to the fact that insofar as is possible, efforts should be made to devise arrangements that can stimulate men to use a system of reduced working hours for the care of children on an equal footing with women.

Evaluating the question of compensation, one should take into consideration the total financial transfer of the society to families with children, f.inst. through taxation and children's allowance."

D. Wages

The International Labour Organization, ILO, in 1951 passed Convention No. 100, regarding equal pay for work of equal value. The Norwegian Parliament ratified the Convention in 1959.

With this the State agreed to implement equal pay for employment of equal value where the government is the employer.

The state thereby agreed to follow the principle of equal pay in all negotiations where the state is involved, and to further the principle of equal pay for all employees.

As early as 1961 the main organizations in the labor market, LO (The Norwegian Federation of Trade Unions) and N.A.F. (the Norwegian Employers' Confederation) made a framework agreement for the implementation of the equal wages principle in industry. The Equal Wages Agreement led to a certain amount of levelling out between the wages for men and women, but not to a complete equalization between the actual average incomes for women and men for jobs of equal value.

In conjunction with the implementation of the Equal Wages Agreement all workers were placed in group categories according to the type of work they did. However, there was a tendency for jobs that were usually carried out by women to be put in lower wage groups than jobs carried out predominantly by men.

Women often work in branches and occupations that have a low level of wages in relation to the average. If we compare the average income for men and women in the same branches, the difference is often less than for industry as a whole. In the majority of branches, the average hourly income for women during the first half of 1979 constituted more than 85 per cent of men's wages. Some low-wage branches with a great many employees brought the average down, however.

In all job categories in the clerical sector and in commerce the women's average incomes are considerably lower than those of men.

Another main problem that remains for carrying out the principle of equal wages in private industry and trade is

getting the principle applied completely in that sphere of wage-setting that is done in the individual enterprise. Most tariff rates are minimum wage rates, and it is a presupposition that the individual worker will be able to obtain supplements according to seniority, competence, etc. Studies indicate that the principle of equal wages is not always followed in this form of payment. It appears that men's wage situation is compared with the wage situation of other men, while women's wages are compared to those of other women.

The labor unions have a vital task in the work of doing away with wage differences between women and men. Upon a proposal in the tariff negotiations between the state and the employee organizations in the spring of 1980, it was resolved to appoint a committee comprised of the parties involved. During the tariff period this committee is to investigate and report on the question of whether there are occupational groups in state employment who are placed low on the wage-scale in relation to their areas of work and responsibility because this job category is predominantly female.

The valid definitions of what is "work of equal value" is a contributory reason to the maintenance of differences in wages between women and men. In order to realize the principle of equal wages, a comparison of the job categories must be made across previously drawn dividing lines. For example, the work carried out by an office assistant must be assessed with that of a post office clerk, that of the housewife's helper against that of the farmer's helper, that of the nurse against the engineer. (These examples have been taken from NOU 1974:47, "Wage Placement of Women's Occupations in Public Activities".)

The wage level in the occupations that are predominantly female must be raised in accordance with wages in occupations with which it is feasible to compare them.

Another important means is to give professional status several typical women's occupations, since skilled labor status means higher wages.

In this connection a housewife who has had a home's responsibilities, may be said to be a skilled worker in occupational categories such as canteen personnel, kindergarten assistant, housewife's helper, housecleaner, etc.

The criteria for seniority are often a contributing factor to women's low wage placement in the occupational sector.

Following the resolution passed during the tariff negotiations in the Spring of 1980, in state and municipal employment seniority is to be given for work in one's own home with small children, care of sick and elderly family members, with placement on the lowest step of the wage scale. In sections of private industry and trade, seniority for occupations is given where work in the home is considered to be relevant practice.

In a letter to the Ministry of Consumer Affairs and Government Administration, the Equal Status Council has asked the Ministry to consider giving wage seniority to all women who reenter the labor market following a long absence because of responsibilities in the home.

Women join unions to a lesser extent than men do, and men are predominant among the elected representatives in the labor movement at all levels. If women's demands are to be given priority, it is necessary that they to a higher degree organize and become active in the labor movement.

There has been a trend for increased organization of women in the trade unions. In the last decade 93 500 women and 38 450 men have entered the unions. For the year 1979, the members were 12 315 women and 2 705 men.

E. The Parties in the Labor Market

Active cooperation from the parties in the labor market is necessary to implement equal status between women and men. Concerning the role of the trade union organizations, the global Plan of Action states:

"Trade Unions should adopt policies to increase the participation of women in their work at every level, including the higher echelons. They should have special programmes to promote equality of opportunity for jobs and training for women workers and leadership training for women. They should play a leading role in developing new and constructive approaches to problems faced by workers, paying special attention to the problems of women workers." (107)

We also refer to what is said about the unions in the individual sections of the chapter.

Equal Status Agreements Between the Parties in the Labor Market

The Act Relating to Equal Status between the Sexes places a particular responsibility on the official administration to plan conditions so as to promote equality between the sexes. This gives the State as employer an extra responsibility. In the State, as in the majority of work-sites in this country, we find women in those jobs that are the least varied and the most poorly paid.

In order to reveal and correct the lopsidedness on the work-sites, equal opportunity agreements should be made between the parties in the public sector. Such agreements will contribute to extend responsibility for implementing the Equal Status Act also to the work-sites. The conditions on the work-sites must be clarified, using overviews of wage conditions, the devision of the positions, the distribution of teaching aids and the distribution of assignments offering advancement qualifications.

The institutions ought to decide on a personnel policy that has binding goals as regards equal status. The elected representatives and the work foremen should be given information on the Equal Status Act and the rights and responsibilities inherent in that. Initiatives for promoting equality on the work-site should be the responsibility of an appointed body.

Important areas are: The duty of the employer to give information on the employees' rights, agreements on working hours, the right to engage in organization work during the working hours, equal wages, equal rights for training-education, affirmative differential action (in hiring and in the allocation of assignments), and questions in relation to parental responsibilities.

Such agreements should also be considered made in the private sector.

F. EDP and Equal Status

Introduction of new technology can bring new job opportunities for women and allow accesss to occupations that previously have not been considered suitable for female employees. But there is also the danger that the use of data technology can weaken women's position on the labor market. Today, women have a large share of the routine jobs, and the rationalization of such work will probably affect women workers to a high degree. To the extent that data technology cannot help in obtaining new and meaningful employment, the increasing use of this technology will have very unfortunate results, from an egalitarian point of view.

The automation in the Telecommunications Service is one example of the rationalization of typical women's work-sites, where the total number of work-sites was reduced.

A number of the job offers brought by data technology will be new routine jobs. On the basis of today's training pattern, where women apply for technical education only to a very slight extent, the probability that women will take over the new routine jobs is very great.

The authorities must be particularly aware of how the development and use of data technology can have negative results in the work towards equality. Reorganization and restructuring in working life must be anticipated, with particular emphasis on preventing the introduction of technology from helping to worsen women's position in the labor market.

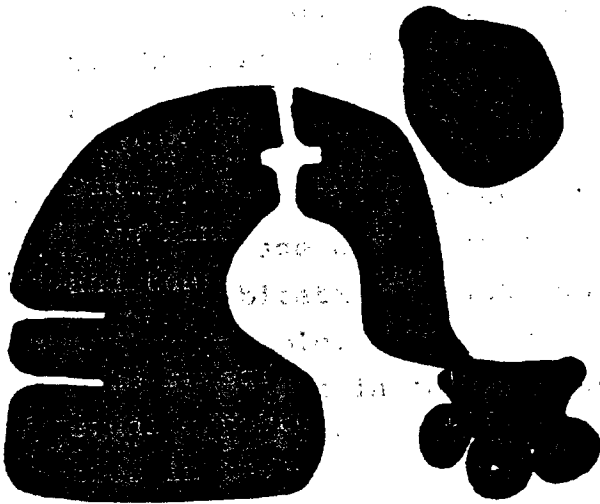
Particular attention should be paid to the traditional women's jobs.

The Norwegian Employers' Confederation and the Norwegian Federation of Trade Unions established a framework agreement for computerbased systems in 1975. In the Main Agreement for State Employees a data agreement has also been established. The main agreements offer the opportunity to establish special agreements at the individual work-site. In order to ensure the employees their right of co-determination in the introduction and use of data technology this possibility should be utilized to a greater extent.

From a equality point of view it is important that women are broadly represented in committees concerning data technology.

CHAPTER 4

FAMILY, POLITICS AND LIFE IN THE SOCIETY



Chapter 4

FAMILY, POLITICS AND LIFE IN THE SOCIETY

1. TODAY'S SITUATION

The population of Norway is slightly more than four million. Of these, approximately one-fourth are children under the age of 16. At the end of 1979 statistics showed that there were 1 521 000 adult men and 1 581 000 women. There is a surplus of men during the period 16 - 50 years, and a surplus of women in the age groups above 50.

Women marry earlier and are alone again earlier than men. For instance, there are four times as many widows as widowers.

In recent years the divorce rate has risen, from 14 per cent in 1972 to about 25 per cent in 1978 (of couples married that same year).

An interview survey in 1976 showed that an estimated 110 000 persons above the age of 15 lived together without marrying. This form of cohabitation is more usual among young people than among older people. Most couples living together without being married live in the vicinity of the capital city and are people with education and higher incomes.

In recent years there has been a drop in the number of births. In 1966 there were 67 000 children born in a year, as compared to only 52 000 in 1979. The children are usually born during the first few years of the marriage, and before the mothers become 30. On the average, every woman in Norway (between the ages of 16 and 46) has 1.7 children.

On the average there are about 2.5 persons in each family. In 1977 39 per cent of all families in Norway were families

with children, 7 per cent were single-parent families. Married couples without children comprised 19 per cent, and single persons, 35 per cent.

As many as 80 per cent of the divorced couples in 1978 had one or more children. This high divorce rate, along with the fact that an increasing number of children are born outside of marriage, leads to the number of single parents, particularly young mothers, being quite high.

Men participate more in organizational life than women do - mainly through their connection with their work and trade unions. In 1972 a study showed that 50 per cent of adult men were members of such organizations, as compared to 15 per cent of the women. Membership in political parties followed the same pattern, with 19 and 9 per cent, respectively.

However, there are more women than men in Christian and humanitarian organizations, housewives' organizations, etc. Where women are concerned their connection with organizations increases with age.

Regarding the administration of organizations, women are usually underrepresented, even in organizations with majority of female members.

Women exercise their voting franchise to almost as great an extent as men do. But the distribution of women and men in publicly elected bodies, the Parliament, on municipal boards and in county administration remains very lopsided.

In nationally appointed committees, boards and councils women are still clearly underrepresented, but the percentage of women members has risen after the Government set rules to ensure a sharper women's representation.

There is a majority of women in committees that handle family, school and social political matters.

A similar picture is revealed in the composition of municipal and county-municipal committees and councils.

2. PROBLEMS AND REMEDIES

A. The Family

Women marry earlier than men do. The average marrying age for women in 1979 was almost 24. Approximately 40 per cent of all children born in 1979 were born to women under the age of 25. 8 per cent of the mothers were teen-agers.

The Time-Use Survey (1971 - 1972) showed that married women without children used 4.2 hours per day for housework, while their husbands spend 0.8 hours. If there are children in the family, the women spend 4.9 hours on housework, while married men with children spend 0.6 hours per day, in other words, less than if they had been childless. What is most striking is that the time men used for work in the home varied very little in relation to whether or not their wives had a paid occupation or not, or if there were four or no children in the family.

Regarding time spent with the children, women spend three to four times as much time as men do, regardless of whether or not they have an occupation outside the home. On the average, men used about one-half hour per day, and this half-hour does not vary with the age or number of children in the family.

The number of children born outside marriage has been rising, and constituted about 13 per cent of the children

born in 1979.

Of today's households most of them consist of different forms of the core family.

In 1978 more than 15 per cent of all children under the age of 7 had a place in a kindergarten. A survey made by the Central Bureau of Statistics in 1975 showed that, in general, the parents usually took care of their own children in about 3/4 of the families. In 1/4 of the families, other people than the parents took care of at least one child under the age of 12 regularly. Besides the kindergartens there were usually relatives or "day-mothers".

Kinderqartens/day-care_centers_for_school-children_

Developments in society have changed the situation of children in large sections of the country. Industrialization has led to sharp growth in cities and densely populated areas. A transition has taken place from the large family to the core family. This has changed the child's immediate environment in a dramatic manner.

The opportunities for activity have become much more limited for children, particularly in towns and densely populated areas, among other reasons because of the steadily increasing traffic.

Children's need for development through play can be satisfied through the building of kindergartens, play centers and day-care center for school-children.

The pattern of settlement and the parents' work will be the determining factor in how these offers for children can best be organized. In some places it may be best with

an offer concentrated on just a few days in the week, for example where distances are great. In other localities, shorter daily opening hours will be the best solution. Most important, however, is that all children be offered a slot in a kindergarten/day-care center for school-children because of the pedagogical offers these represent.

In several contexts the Equal Status Council has pointed out to the authorities the need for a sharp expansion in kindergartens, day-care center for school-children and other organized free-time measures for children.

A place in a kindergarten is often a prerequisite to enable both parents to participate in working life. In a survey made during The Women's Year concerning women's desire for work, the lack of satisfactory child care was given as one of the most important reasons why women were not engaged in paid work.

The kindergartens and day-care centers for school-children have an important attitude-creating function. The personnel should be oriented on the problems of equal status and, through education, be given the requisites to be able to counteract the development of a traditional sex role pattern in the children.

Leave-of-absence_during_pregnancy_and_birth

In 1973 the Equal Status Council presented a proposal to expand the rights of leave-of-absence for fathers and mothers a set number of months following childbirth.

This was meant as the first step towards making it easier for women to retain their working position when they had

children. These rules have now been passed, and came into force as of July 1, 1977 as a part of the Working Environment Act. Parents have the right to up to one year's leave of absence in conjunction with the birth of a child. Benefits are given for 18 weeks.

Since the proposals were presented there have been increasingly sharper demands that working life, to a greater extent, must take into consideration the fact that the majority of employees have responsibilities for cares in the home for a part of their working lives.

In Sweden the rights during pregnancy, birth and responsibility for children have been expanded several times during the last few years. Parents now have the right to be away from work until the child is 1½ years old, and to shorten the working day to up to 3/4 of normal working hours until the child is 8 years old. Economic compensation is given for a total of nine months. As of July 1, 1980 the period for economic compensation has been extended by another three months.

The Norwegian regulations for the right to paid leave of absence during pregnancy and birth should be expanded and made more flexible. It is important to plan conditions so that fathers, too, use this type of leave of absence.

Extended leave of absence without the compensation arrangements will easily lead to women preferably using this arrangement. The loss of income for men would, in the majority of cases, be greater than that of the women.

The rights of employees with responsibilities for care of others

Society supports families with children in various ways through the tax and insurance systems.

The family allowances, given for children under 16, increase progressively with the number of children in the family and are paid to the mother.

The Family Taxation Committee (NOU 1976:12) have proposed to replace the system of deductions for wife and deductions for single supporters of children with a care-responsibility deduction for the care of children.

This deduction for the care of children aims at parents who have children under 10, graded according to the age of the youngest child.

This deduction is proposed to be equal for both parents, and can be paid directly to parents who have little or no taxable income.

The Equal Status Council held certain doubts as to an arrangement for a child care deduction as a tax deduction. In the comment on the Family Taxation Committee's proposal it was stated:

"If it is decided to introduce a deduction for child care in taxes, this tax deduction should be in connection with the care that is actually carried out. In principle an equal division of the amount is correct, because this emphasizes the joint responsibility of the parents. But on the basis of the biased division of care in the homes that still exists, it seems rather artificial to allow all fathers an immediate right to a care-deduction in their taxes. It would be desirable to have a system in which conditions for a tax deduction could be considered, in such a way that this would encourage fathers to take a more active part in caring for their children."

The proposal made by the Family Taxation Committee is now being worked on by an interdepartmental working group.

A public committee has evaluated the question of a supplementary pension in the old-age pension for persons having care of others . (NOU 1979:38 Regarding supplementary pensions and illness benefits for persons with care-duties. All old-age pensionaires receive a minimum pension from the National Insurance Plan, but 40 working years (earning period) are required to achieve the full supplementary pension to the old-age pension. The size of the supplementary pension thus depends both on previous income and the number of working years. If a person is not engaged in paid labor because the person in question is carrying out the care of others full time, this break in paid employment will have consequences for the future old-age pension. In the main it is women who take care of others full time.

The Committee's proposal aims mainly at creating an arrangement that offers compensation for a break in paid employment for reasons of caring for children, and older and ill relatives.

The Committee proposes that each of the parents can be ascribed up to ten years of caring for the children as a period for acquiring points for the supplementary pension. It is proposed that the care of older and ill relatives be accredited with the actual number of years spent on their care.

In a statement made in the spring 1980 the Equal Status Council supports the proposal that the right to earn the supplementary pension to the old-age pension be expanded to include care responsibilities.

Violence within the family

A disturbingly high degree of violence within the family has been uncovered in recent years.

The extent of child abuse is unknown, but both mental and physical abuse appear to be far more extensive than was previously supposed.

In 1979, 1309 health stations had been established in this country, and all municipalities had these. The health stations, which are a service offer for parents of pre-school children, is a suitable body for discovering child abuse. Regular visits to these health stations is not compulsory, however. A more extensive visiting service, directed especially towards families with small children who do not visit the health stations, is desirable in this context.

An American study from 1975 shows that approximately 3,8 per cent of all married women are abused by their partners during a one-year period. Similar studies have not been made in Norway. The fact that 3000 persons were registered at the Crisis Center in Oslo in 1979 shows, however, that abuse of women is an extensive problem in Norway, also.

The first Crisis Centre for abused women was opened in England in 1971. Later on, centers like this were established in several countries. In Norway, the first center was opened in Oslo in 1978.

The crisis centers are working under extremely uncertain economic conditions and are therefore constantly in danger of having to close. Even though these centers have been given subsidies from the state and the municipalities, they still have not been assured of regular funding. The central authorities must be willing to recognize that violence in the family is a serious social problem and therefore accept the financial responsibility for the operation of necessary aid measures. The legal system must, to a sharper degree, be involved in order to help women who have been/are abused in the home.

Housing planning

A main goal of the World Plan of Action is to expand the field of women's responsibility and action to all sectors in the society. In order to realize this goal, the parents' practical possibilities for dividing the responsibility for the children and the home must be reality.

The Plan of Action states, among other things:

"The achievement of equality between men and women implies that they should have equal rights, opportunities and responsibilities to enable them to develop their talents and capabilities for their own personal fulfilment and the benefit of society. To that end, a reassessment of the functions and roles traditionally allotted to each sex within the family and the community at large is essential. The necessity of a change in the traditional role of men as well as of women must be recognized. In order to allow for women's equal (fuller) participation in all societal activities, socially organized services should be established and maintained to lighten household shores and especially services for children should be provided. All efforts should be made to change social attitudes - based mainly on education - in order to bring about the acceptance of shared responsibilities for home and children by both men and women."

The housing policy of today is directed towards the core family, with small households. Different types of larger families or living communes have been tried only to a very small extent. Equal status-political considerations indicate that the planning of housing should be opened to experiments with alternative forms for living, as these can help in getting rid of the sex-stereo-typed work in the home.

Wenche Terjesen and Inger Ullern ("Live in Happy Neighbourhoods") have tried to draw up a new housing policy such as this:

- Large families consisting of a couple with children, as well as some young people - and all of them with common mealtimes.
- brother and sister in a joint apartment with guest rooms.
- two single people, one with children, in flexi-housing - each has his/her bedroom, but the kitchen, livingroom and common room shared.
- couples living together in an apartment, with room for a single person.
- couples in row-houses, with connected apartment for older generation.
- apartment building, with apartments for couples with small children, and separate from these, groups of one-room flats for young people.
- and school and kindergarten, residential-service central and common kitchen, health center and day-care center for school-children, playgrounds and sports fields, stores and workshops, playing fields and youth club, community hall and farms, as well as other common premises for different purposes.

This housing policy allows room for different sizes and types of family. The service measures, such as a common kitchen, laundry, repairs workshop and similar measures in the living environment, will ease some of the housework and care for women, at the same time as it will create workplaces.

Buying of the everyday commodities is a part of women's daily life. The transition from neighbourhood stores to supermarkets increases the distance between house and store, which can often make the daily shopping more difficult and time-consuming.

Subsidies arrangements for retaining neighbourhood stores is also favorable, from an equal status point of view.

Developments have been towards increasing distance between home and work-site. This is true also in densely populated areas. This trend is unfortunate, from the women's point of view, both because it means longer trips to work and because it isolates the women working in the home. In many cases the lack of transport will prevent women from taking jobs. Giving concessions for joint transportation in order to create or maintain local female work-sites should be considered.

Today it is difficult to find work, even for men, in several localities in this country. This has led to increasing long-distance commuting, where usually the husband commutes and the woman is responsible for the joint household and the children. The consequence is an additional strain for all family members involved.

The goal is a society planned by men and women for men and women.

In the work of achieving this, women must be included in the planning of housing, children's institutions, in questions of traffic and communications, service measures, the planning of the local environment, etc. During the previous election period (1972-1975) women were represented by only 6 per cent in the municipal general planning committees. No women's organizations appeared on the hearing list for the proposal of a new planning act (NOU 1977:1).

Only 10 per cent of the Nordic planners are women.

Women must be encouraged to apply for education that qualifies them for work as specialists in these fields. The

problems of equal status must become a part of the instruction in those institutions that educate housing and social planners.

B. Public Steering Bodies

The percentage point of women in political and public office has increased in recent years, but the distribution of women and men continues to be very slanted.

Of the 155 Members of Parliament elected in 1977, 37 were women, which corresponds to 23.9 per cent. In the period just preceding this the percentage of women was 15.5 per cent. Two of the 16 ministers in the Cabinet are women.

In 1963, 6.3 per cent of the municipal board representatives were women. In the elections in 1971, the women's percentage rose to 14.8 per cent. On three of the municipal boards women were in the majority. But 22 of the country's municipal boards were without female representatives. Following the elections in 1975, there was no women's majority on any of the municipal boards in the country, at the same time as the women's representation in the municipalities changed very little on a national basis.

In the municipal elections in 1979 the women's proportion on the municipal boards rose again, to 22.8 per cent. In this election the number of municipal boards without female representatives dropped to 4. Three municipal boards have a female majority. Only 11 of the country's 454 municipalities have women mayors.

In 1975 there were direct elections to the county administration for the first time. Previously, the members of the county boards were chosen by the municipal boards, and from among the members of the municipal boards. In 1971

the percentage of women was only 5.4. Following the elections in 1975, 24.9 per cent of the representatives on the county boards were women. In the elections in 1979 the women now constituted 28.8 per cent.

Each year the Government and the ministries appoint a number of committees, boards and councils. In those committees, etc. that were in operation during the period 1971-1972, the percentage of women members was 10.5 per cent. After the Government set rules to ensure a stronger female representation on nationally appointed committees, the women's percentage point has risen, and in 1979 was 21.8 per cent. On those committees that were appointed during the last half-year of 1979 the proportion of women was 28.4 per cent.

There is a majority of women on committees that take care of family, school and social matters.

On committees in the main industries of fisheries, forestry, agriculture, trade, shipping, manufacturing and handicrafts, there is a great majority of male members.

The composition of municipal and county-municipal committees follows a similar pattern.

Political elections

Prior to 1967 no one engaged in any particular election activity with the idea of increasing women's representation to popularly elected bodies, and the percentage of women was fairly regularly less than 10 per cent. Later, women's organizations and women's groups have taken the initiative prior to several elections to raise women's representation, and this work has given clear results.

The women's political action before the parliamentary elections in 1977 was a spontaneous organizing on an interpolitical basis. The action demanded 50 per cent women in popularly elected bodies and policies favorable to women. The action presented its views in the newspapers, on the radio and TV, and went directly to the political parties and the Storting candidates.

Prior to the municipal elections in 1971, several women's organizations issued the challenge to elect women to the municipal boards. At municipal elections the voters are allowed to change the parties' ranking of people on their election lists, (cumulation), and a number of voters corrected the lists in favor of women candidates in 1971.

Before the municipal and county board elections in 1979, eight women's organizations took the initiative for the information campaign "Women and the 1979 Elections".

The work of increasing women's representation on municipal boards and in the county board was run through information in the press and on the radio and TV, through the distribution of brochures about women and politics and the rules for repeating a candidates name in proportional voting, (cumulation), through contact with the political parties and with open meetings, in which local women politicians participated. With the elections in 1979 women's percentage point on the municipal boards rose more than 7 per cent.

Informative campaigns of this type should also be used in the future. The public authorities must help to ensure the implementation of such campaigns by continuing to give economic support.

The political parties have nominated an increasing number of women as candidates on their election lists during the last few years. But in general the women have been placed lower on the lists than men have. As an example, studies of the parties' lists for the Storting elections during

the last 20 years (1957-1977) show that the higher the names on the lists, the fewer women are to be found. This again leads to a larger proportion of the male candidates being elected. In the Storting^{*} elections the voters are not allowed to change the parties' ranking lists. In the elections of 1977, 5.5 per cent of all male candidates on the lists were elected, while only 3.6 per cent of the female candidates were elected.

Two political parties, the Liberals and the Socialist Left Party, have written into their by-laws that there is to be a stronger women's representation in the party's bodies.

In the Liberal Party's by-laws it is formulated thus: "To promote equality between women and men in political activity, both sexes are to be represented by at least 40 per cent on the Liberal Party's boards, committees and commissions."

The by-laws of the Socialist Left Party contain the following decision:

"In all elections of representatives, an effort shall be made to obtain a balance between men and women. In the appointments to representative bodies on the county and national levels, at least 40 per cent of each sex are to be appointed."

In 1976, four women in the Socialist Left Party Storting Group presented the following proposal:

"To the Storting,

Hereby the Undersigned present a proposal for amendments to the Constitution, so that women may be ensured a rightful representation in the Storting.

* Norwegian National Parliament

§ 57 of the Constitution shall state:

Alternative A

The number of Storting Representatives to be elected shall be 155, of which at least half are to be women.

Alternative B

The number of Storting Representatives to be elected shall be 155, of whom at least 62 are to be women.

Alternative C

The number of Storting Representatives to be elected shall be 155, of which number at least 62 are to be women, although no more than 93 women shall be elected.

Oslo, May 29, 1976

Aud Gustad
Torild Skard

Hanna Kvanmo
Berit Ås

In the Storting discussion that followed, the proposal was voted down, against the votes of the party that proposed the amendment.

There are, in the main, two good reasons for a broad female representation in popularly elected bodies. Women comprise half the population, and should, as a just principle, be represented in proportion to their numbers. In addition, women's life and situation today are quite different from those of men, so that women will be able to make valuable contributions to the formulation of political goals. Because of this, society needs to include women.

Although women's representation has increased gradually in recent years, they still are far from being represented in relation to their numbers. Special measures to increase the women's proportion in popularly elected bodies should

therefore be considered. In a transition period, setting quotas for women candidates should be a valid means to use.

The rules for quotas by sex in the nomination of candidates to the elections would lead to an active recruiting of women candidates and the choosing of a definite number of women in the final nomination.

In order that women candidates on the election lists shall have the same chance to be elected as men candidates have, the rules should state that women and men are nominated approximately every other time down the lists. In Starting elections, every other list should have a women in first place, and for municipal elections, the parties should cumulate and equal number of men and women.

The political parties should assess the feasibility of implementing such measures, as a means of achieving an equal representation of women and men to the popularly elected bodies.

The parties also have a special responsibility for implementing measures to strengthen women's representation in internal party bodies, and to recruit women for leading positions in the party.

Public committees, boards and councils.

The regulations in the Royal Decree of 19 November 1976 aims at ensuring a stronger representation of women on national boards, committees and councils. In the valid regulations there is no minimum quota for representation for either of the sexes.

No general rules exist for ensuring the representation of both sexes on county-municipal and municipal committees. But various laws require in different ways that those committees that are established by law are to have members of both sexes.

In 1978 the Ministry of Consumer Affairs and Government Administration appointed a working group to assess a general fixing by law of representation of both sexes on all public committees, boards and councils.

The working group's proposal for this fixing by law has as guideline a main rule that affirms that in the composition of public committees, an effort should be made to achieve an equal number of each sex.

In committees with more than three members, however, each sex shall be represented with at least 1/3 of the members and the alternates. Organizations and others who propose candidates for public committees are to propose double the number of candidates and an equal number of each sex.

If the minimum requirement of one-third representation is not fulfilled, this must be justified and reported to the chief administrative officer of the county, who will decide whether or not the committee can be regarded as valid.

It has been proposed that these regulations be adapted into the Act on Equal Status.

The working group's proposal was sent for a hearing in January 1980. At that time the Equal Status Council stated: "In the opinion of the Equal Status Council there continues to be a need for rules that can contribute to increasing the total representation of women, and that can lead to a more equal distribution of participation in all sectors. Women's special sphere of experience has often been completely overlooked and should count far more sharply in all public planning.

The proposal for legislation which the working group has presented includes all public committees on the municipal, county-municipal and national levels. The Equal Status Council agrees that the same rules should be valid for all levels of public committee work, and is of the opinion that these regulations should be given legal form."

The Council commented among other things on the proposal to use sex quotas:

"The Equal Status Council would like to stress that the regulations on sex quotas must be considered as a means that during a transition period, can be necessary in the work of increasing women's participation in the steering of the society. In the Council's opinion, it should also be more carefully considered whether the minimum quota shouldn't be increased gradually as women's representation on the committees increases. A gradual increase in the quota-requirement can be legitimate until the goal of an equal representation of the sexes is reached.

The Equal Status Council is of the opinion that today's slanted sex representation on public committees is not due to a lack of women with sufficient qualifications to participate in such committees. The requirements of a minimum quota will place the responsibility on the authorities to find suitable candidates of both sexes. However, the Equal Status Council believes that there should be access to dispensation from this arrangement.

For committees with fewer than three members, which are not included in the quota regulations, the appointing authorities should see to it that the total number of committees, and in each subject area, have an equal representation by sex."

C. Provisions in legislation not in accord with the Act on Equal Status

The Constitution is superior to all other laws. If a provision in the Constitution collides with the provision in another law, the provision in the Constitution is the valid one.

If provisions in different laws are contradictory to one another, the provision that states a special regulation in its own area takes precedence over more general provisions.

Which provision is to be given precedence must depend upon an interpretation in each individual case.

The Constitution

The Constitution has a provision governing the right of inheritance of Norway's throne. Only male descendants can inherit the throne. This is not in agreement with the Act on Equal Status.

The Act on Taxation

The rules of the Act on Taxation, on the taxing of spouses is, to a great extent, based on the idea of the family as one economic unit. According to the tax laws, married partners as a general rule are taxed as one for the total assets and incomes of both.

The fact that the spouses are not considered as economically independent individuals helps to preserve the traditional sex role patterns.

The Act on Taxation has special regulations in those cases where the married partners work in a joint enterprise, such as running a farm together. It is allowed to transfer a part of the income (a maximum of Nkr 20 000) to the one of the partners who is not considered to be the earner of the main income.

The tax authorities are allowed to expand the maximum amount if it is considered that the valid limits are ob-

viously unreasonable. Even if, formally speaking, there is no difference between men and women on this point, this provision affects women, first and foremost, who thus have much too low an income set for them in relation to the work they have carried out in the operation. Such a fixed, low income will also have an influence on future pension rights.

A special committee, the Family Taxation Committee, has gone through the Act on Taxation, and has made various proposals for changes in the rules, from an equal viewpoint. These proposals have been presented to the Storting, and are now being discussed by an interdepartmental working group.

In the comments made by the Equal Status Council on the recommendations by the Family Taxation Committee, they said: "As a starting point the Council would like to emphasize that economic independence for the individual woman and man is of fundamental importance for equality between the sexes. This should be the basic principle. The tax system should be built up in such a way that it takes into consideration, and supports, economic independence between marriage partners. For this reason, the income and assets of marriage partners should not be bound together from a taxation point of view. The tax system should not be such that anyone, for tax reasons, can meet with objections from his/her spouse where the decision to engage in paid employment is made. As a matter of principle it must therefore be correct to reorganize the tax system for individual taxation both as to income and assets."

In the Act on Taxation there is a provision that allows the wife who has income from employment the right to demand a limited deduction in her income for expenses for child care. The size of this deduction is adjusted according to the mother's income and the children's age. It is given regardless of whether the husband is a father working in the home, whether he is receiving an education or is engaged in paid employment. Similar deductions are not given to men, not even when the father is working out-

side the home and the mother is getting her education. This different treatment of the parents is not in accordance with today's goals for equal status.

In practice this provision is often an obstacle to women's opportunities to receive an education.

The Ombud for Equal Status between Men and Women has drawn the attention of the authorities to this situation. The provision for "housewife's deduction" was the subject for debate at the Storting in the spring 1980, and the Minister of Finance indicated that there would be a change in this regulation.

Act concerning children in marriage

The Government has presented a proposal to change the existing regulation that gives the mother a certain preferred claim to small children upon the dissolution of a marriage. It has now been proposed that this preferred claim be discontinued.

It is an equal status-political goal that women and men are to have equal responsibility and equal rights in their relationship to their children.

The preferred claim which mothers still have to their children, may in fact serve to maintain the opinion that the children are primarily the responsibility of women. The preference must, however, be said to reflect the actual situation of today.

According to the governmental bill the decision on who is to have the main responsibility of the children after a separation is to be taken in accordance with what is best for the children. It may, however, be difficult to establish criteria for what serves the children best. If the bill is passed in Parliament, the Act must - especially for the first period of time - be practised with caution in order to prevent injustice against women who have in fact had the main

responsibility for their children while the parents were living together.

Act on Seamen

In the Act regarding seamen there are various age-limits for signing on. There is an age-limit of 16 years for boys and a limit of 18 years for girls.

This regulation is a special regulation in its sector, so that the Act on Equal Status' general prohibition against differences in the treatment of women and men must give way.

This regulation should be changed. There can hardly be any real reason for maintaining a difference here.

Act on Military Service

According to Norwegian law only men are subject to military service. Under the existing social conditions it would not be reasonable to subject women to military service. In Norway a reasonable balance by sex with regard to the division of social benefits and burdens has not yet been achieved. On the whole, women have a poorer starting position than men, among other reasons because the majority of women experience pregnancy and childbirth.

Act regarding Fire Control

Every man between the ages of 18 and 55 can be called in for service as a fireman in his municipality. The fact that only men are subject to such duty presumably is due to the idea that physically demanding work/assignments are not suitable for women.

This is an untenable group evaluation of women that will be at odds with the Act Relating to Equal Status between the Sexes. For this reason it is only natural that this regulation be changed so that women, too, can be subjected to this duty.

D. Mass media

Today mass media have been integrated with the daily life of most people. They are used in schools in the form of schoolbooks and audio/visual instruction materials, and media consumption is one of the most important recreational occupations in today's society.

The mass media have decisive importance for the forming of the current sex role pattern.

An in-house survey of radio and TV in 1973 asked the question, "Who speaks at NRK? (Norwegian national broadcasting system). During a 4-week period it proved that about 75 per cent of the appearances were by men. The majority of those responsible for the programs were also men.

In 1976 students at the District College in Volda carried out a similar study for the news broadcasts on the radio from the regional offices in Oslo. A high 80 per cent of those who were interviewed or discussed in the Daily News during the course of this month covered by the surveys were men, 81 per cent in the regional news broadcasts. Where items on/by women were concerned, the statistics were 11 per cent and 7 per cent, respectively.

News broadcasts are, to a great extent, directed in towards those bodies where political and economic decisions are made. In the study it was claimed that a number of items of social or cultural character, for example, would hardly have been considered as "interesting" if it had not been for the fact that, at the same time, they had a form of connection with the economy or politics. Politics and economy comprised a major share of the news items, both in the Daily news broadcasts and in the news sections of the regional broadcasts.

During the period 1976-77 a women's archives was set up at NRK, with the names of women experts who were qualified to make statements on given subjects in NRK's programs. The objective of this file was to contribute to a more equal sex representation in the programs.

A survey on women in the Norwegian press from 1973 showed that women journalists comprised about 15 per cent. In spite of the fact that the women journalists' general educational level was often higher than that of the men, they had, on the average, lower wages.

In addition, few women journalist were employed in administrative positions.

The Engebret Movement, started by a group of women journalists in 1974, was, among other factors, a reaction to these conditions.

The Engebret Movement holds two to four meetings a year, and the most important subjects discussed at these meetings have been equal pay, better working conditions, the portrayal of women in the media, and representation in trade organizations. The Movement has been able to see good results from its work, among other things a number of women have entered the trade organizations in leading positions.

The World Plan of Action discusses the equal status role of the mass media, and sets guidelines as to how these media should function:

"A major obstacle in improving the status of women lies in public attitudes and values regarding women's roles in society. The mass communication media have great potential as a vehicle for social change and could exercise a significant influence in helping to remove prejudices and stereotypes, accelerating the acceptance of women's new and expanding roles in society, and promoting their integration into the development process as equal partners.

At the present time, the media tends to reinforce traditional attitudes, often portraying an image of women that is degrading and humiliating, and fail to reflect the changing roles of the sexes. They may also have harmful effects in imposing alien cultures upon different societies.

Mass communication media should be understood as encompassing not only radio, television, cinema, press (newspapers, periodicals, comic strips and cartoons), advertising, and public meetings and similar forums, but also traditional types of entertainment such as drama, story telling, songs and puppet shows, which are essential for reaching the rural areas of many countries.

Governmental and non-governmental organizations should encourage and support national, regional and international research to determine the image of women and men portrayed by the media, and the negative and positive influences exercised by them in their various roles as conveyors of information, entertainers, educators and advertisers.

Governmental and non-governmental organizations should also take steps to ensure that information shall be provided on the current situation of women in various countries, with particular emphasis on the changing roles of both sexes.

Those in control of the media should seek to raise public consciousness with respect to these changing roles, and the serious concern that both women and men have about important issues that affect their families, communities and society at large. They should be urged to project a more dynamic image of women (as well as of men) and to take into account the diversity of women's roles and their actual and potential contribution to society.

They should depict the roles and achievements of women from all walks of life throughout history, including women in the

rural areas and women of minority groups. They should also seek to develop in women confidence in themselves and in other women, and a sense of their own value and importance as human beings.

Women should be appointed in greater numbers in media management decision-making and other capacities, as editors, columnists, reporters, producers and the like, and should encourage the critical review, within the media, of the image of women projected." (174-181)

On the basis of the vital attitude-creating role which the mass media have, it is necessary that those who work in and/or control the media consciously work to promote the equal status political objectives.

E. International Activity

For a number of years Norway has participated in international fora where women's problems and the problems of equal status have been taken up for debate, such as the UN's Women's Commission, ILO (International Labour Organization) and UNESCO. The equal status resolutions passed by such bodies have, on several occasions, committed the Norwegian authorities to follow them up with concrete measures. The Equal Status Council, which was established to supervise the ILO's Equal Wages Convention, is an example of this.

In a number of international bodies Norway, in cooperation with the other Nordic countries, has stressed that men's situation, too, must be taken up for critical debate if there is to be any possibility of changing the situation of women. Upon Nordic initiative work has been going on for a long period at ILO, to change the conventions regarding the rights for women in working life, to make them rights for parents of small children and women and men with family responsibilities.

A special feature of the new feminist movement from the '70s is the world-wide solidarity aspect. One result of this has been an increasing interest among women for international work, and affirmation that the Norwegian development aid policy is to be formed with consideration for women from developing countries.

This international involvement has also led to great interest among Norwegian women for other international problems such as disarmament and a new economic world system.

Norwegian women's organizations have constantly received impulses from feminist-political work in other countries. As an example, the women themselves have taken the initiative to establish crisis centers, after violence against women inside the family had been revealed as a serious social problem in other European countries.

The UN System

Norway participated with a large delegation in the UN's Women's Conference in Mexico 1975. At the conference a resolution was passed on the principles to form the basis for all national and international activity concerning the position of women and their contributions to development and peace. Norway chose to refrain from voting, because of references to external political questions that were unacceptable to Norway.

In various ways, however, Norway has supported the work of implementation of the World Plan of Action that was passed at the Mexico conference. Through annual contributions to the voluntary Fund for the Women's Decade Norway has given financial support for measures for women in developing countries. During discussion of women's problems

in the UN Norway has given strong support to resolutions and other provisions that can help to advance the position of women, particularly in developing countries.

In cooperation with the other Nordic countries Norway has drawn up a document of strategy on women's participation in the development process.

Up until now Norway has not given any support for the UN's international research and training institute for women. Nor has any direct contribution been given to the regional women's offices which the UN established during the Decade of Women. The Ministry of Foreign Affairs should consider giving direct support to these in their allocations to international organizations.

Norway has contributed financially to the preparations for an alternative forum that is being arranged to run parallel with the UN's Women's Conference in Copenhagen in the summer of 1980. Only representatives of the governments will participate in the conference itself. The Forum can be a useful corrective to the official conference in that it will take up the same questions, but from viewpoints that are perhaps more relevant for women. The main themes for the conference are health, education and work. But other questions, too, such as the situation of women under the apartheid system will have a central place in the debate.

Norway is participating with a large delegation at the conference. In addition, NORAD is financing participation both to the conference and the Forum for a number of women from their main partner countries in Africa and Asia.

The Ministry of Foreign Affairs

In UN bodies and other international fora Norway has, on many occasions, expressed herself in favor of women's in-

fluence and on the importance of bringing women into all aspects of the international debate.

In spite of this women representation on Norwegian delegations to conferences and international meetings is low. The same is true of placement in higher positions at the UN and other bodies. Of all members to delegations and committees appointed by the Foreign Ministry in 1979, under one-fourth were women.

To a greater extent the Foreign Ministry should follow up the verbal support of women with concrete actions, which will also give greater credibility in women's problems internationally. Greater emphasis should be placed on finding women who can represent Norway in different international fora, and the women should be given the opportunity to gain experience from international activity through assignments in the UN system.

NORAD (Norwegian Development Aid)

In its double-faceted development aid cooperation with a number of developing countries in Africa and Asia, NORAD (Norwegian development aid organization) can reach women in a more direct manner than through the international (multilateral) aid development activity. One principle for Norwegian development aid is that this aid to a particular degree is to reach the poorest groups in the poorest development countries.

Among these, women comprise the largest group.

In 1974 a cooperative body was established between NORAD and the women's organizations - The Contact Committee for Women's Organizations.

On the basis of increasing criticism and awareness directed towards the development process' negative effects for women, a report was drawn up in 1978 at the behest of NORAD, the Stoltenberg Report, on the situation of women in developing countries. The report contained a number of proposals as to how Norwegian aid activity could be planned, with the aim of reaching the women to a greater extent than had hitherto been the case.

Many of these proposals have been followed up, and NORAD has drawn up a special strategy for how women's interests are to be protected in the aid activity. Work must be planned so that consideration for women is built in to all activity. During a transition period, however, it will be necessary to take special measures for women.

In this context NORAD supports the building up of national public women's offices in several of the main partner countries in Africa and Asia. The establishing of these Women's Offices helps to give the national authorities a political responsibility for treating women's problems.

NORAD also supports projects for women which the women's organizations in Norway or in the main partnership countries have taken the initiative for. An active and strong women's movement is often a requisite to make the national authorities take the initiative on women's problems.

Another principle for Norwegian development aid is that the receiver country itself shall grant priorities for the use of the aid funds. It has often proved to be difficult to get requests for support for projects that aim at helping women. One possible means during a transition period can be to increase the aid allocations that are available for the main partner countries with an amount earmarked for measures for women.

F. Immigrant Women

In the World Plan of Action it is stated:

"Special efforts should be made to provide for the needs of migrant women, whether from rural areas or from abroad, and for women workers and their families who live in urban slums and squatter settlements. Training, job counselling, child-care facilities, financial aid and, where necessary, language training and other forms of assistance should be provided." (156)

Immigrant women in Norway often live an isolated existence in their homes, without the contact with the schools and working life that the rest of the family members have. Because of this, they have less opportunity to learn Norwegian and become acquainted with conditions in the country.

It is important that adult education devote special attention to this group. Language instruction and other training especially planned for women should be arranged, and in places and at times that make it possible for them to participate. Child-care should be arranged.

Those who so desire must be given offers for further education, vocational training and vocational guidance, and offered opportunities for paid employment.

It is important that all offers to the immigrant women are made in such a way that they reach the persons for whom they are intended.

Factual information must be given about the situation of the immigrant women and about their cultural background. Women's organizations and others who put concrete measures into operation for creating contact between Norwegian women and immigrant women, must receive practical and financial help for this.

Health personnel who are in contact with immigrants should be given an insight into the language difficulties and cultural conflicts that can arise, because these can hamper advice and help with social and health problems.

Information should be given and material worked up that aims at orienting the immigrant women on the rights they have in Norwegian society.

G. Women's Health

The World Health Organization (WHO) defines health as "a state of perfect physical, mental and social well-being, and not just the absence of illness and defects."

The average life-span for Norwegian women is 78.7 years, as against 72.3 for men. The fact that the anticipated span is high is due to the fact that the mortality has dropped, particularly in the younger age-groups. Infant mortality in Norway is among the world's lowest, 8.6 promille. During infancy and youth, the girls' mortality rate is lower than that of boys', a fact that can be due to the traditional sex role pattern, which presupposes greater activity among boys. Because of this they are also subject to a greater number of accidents.

Pregnancy and births do not constitute the same treats to a women's life and health as they did previously. Developments and the widespread use of contraceptives have led to the woman herself being able to decide how many children she wants to have and when she wants them. In Norway, on the average women during their fertile years give birth to 1.7 children.

Most births take place in institutions. There has been a trend towards "centralizing" the births by closing local nursing homes and sending the women to larger, central hospitals. These can offer more advanced medical service but, in return it may be a risk that the women have to travel greater distances. It must be an absolute demand that local nursing homes are not closed down until women giving birth are ensured an equally good alternative.

All pregnant women must have the opportunity to take a course on pregnancy, and they must be ensured the right to the use of analgesics during the birth.

In different parts of the country it is necessary to reinforce the district midwife service by, among other factors, offering better working conditions and better wages.

Women go to doctors more often than men do, and are admitted to the hospital more often, among other reasons because of pregnancy, births, breast and abdominal illnesses. Because of this, all of the larger central hospitals should have a gynecological department.

Women in paid employment are absent more often than men are. This absence is not always due to the woman herself being ill, however, but that she has to be home in order to take care of sick children. The Working Environment Act (§§ 33 A) now offers the right to 10 days' paid leave per year for the necessary care of sick children under the age of 10. This right to leave is valid for both parents, and can, in the long term, help to correct the biased picture of women as unstable manpower.

Women usually have the main responsibility for housework and the care of children, even when they have an occupation outside the home. It is reasonable to assume that the burden can often become too great. As a part of the prophylactic health work too, it is important that supporting services and relief offers to the homes, the kindergartens and the day-care center for school-children are expanded.

The major illnesses ~~that~~ in Norway lead to most deaths are heart/cardiac illnesses and cancer. Fewer women than men die of infarct of the heart. Women's deaths from cancer are due first and foremost to breast cancer and abdominal cancers. A great number of these deaths occur at too early an age, and should be prevented.

Regular medical examinations for women should be established for those who are not included in other arrangements, such as company medical examinations.

The expansion of the laboratories' capacity in the out-lying districts must be given high priority.

Alcoholism is more extensive among men than it is among women. But here the reservation must be made that there can be greater hidden alcoholism among women, among other reasons because it is less socially accepted that women drink.

To a higher degree than men, women appear to be affected by mental disturbances and a very high consumption of sedatives has been registered. As in the case of alcoholism, it is difficult to obtain real knowledge of the differences by sex where mental illness is concerned. Studies, however, indicate that women working in the home may be a particularly exposed group, and that women's social and material situation in cities makes them particularly liable to mental disturbances.

An overview of disabled pensionnaires shows that women comprise approximately 60 per cent of all those who receive disability benefits because of mental illnesses. It appears that women in the higher age-groups are particularly subject to such health problems. Isolation and loneliness can reinforce the problems that can normally appear during the climacteria, and the worshiping of youth in our society - along with prejudices and mistaken ideas about

the changes caused by the menopause - can increase anxiety and depression in women during this period in their lives. There is a great need for research and information activity in this area.

There is reason to believe that a general improvement of women's position in the family and in society can be of vital importance where physical and mental health are concerned, also.

H. Women's Organizations

The Women's Movement in Norway began in 1884, with the establishment of The Norwegian Association for the Rights of Women (Norsk Kvinnesaksforening). Prior to the 1880s, the women's movement was mainly characterized by the efforts of individual people. Up to 1913 the demand for women's franchise was the most important demand by the women's movement. In our century a number of new women's organizations were formed. Women in different white-collar groups, telegraphers, teachers, nurses, joined together in trade organizations. The farm women were organized. Women's sections in conjunction with the political parties were established. Housewives gathered together in their own federations.

Following a period of inaction in the women's political work conditions changed at the beginning of the 1970s, when the American feminist movement from the '60s reached Norway. This resulted in several organizational formations, in which the radical perspectives for the women's struggle were launched. Slogans in this context were the politicizing of private life, direct actions and fundamental social changes as goals for the women's struggle, too. Young women

in particular organized themselves both in the already established and in the new women's organizations, and the 1970s was an active period for the women's political activity.

The necessity and desirability of special organizations for women is constantly being debated. In the book "What are they Yelling About?" (Pax, 1972), Irene Matthis cites these arguments, among other, as to why women should be organized in special groups:

"It is a question of priorities. Women's Liberation has never been given any high priority in the male-dominated organizations, and in the foreseeable future they will scarcely use sufficient time and effort to analyse and engage in action for women's problems.

Organized women's battles within the framework of the traditional male-dominated organizations risk, on the one hand, ending in violent and schismatic sex conflicts, or, on the other hand, becoming completely watered down and harmless.

Many women do not want to belong to an organization where men are also members, as they do not dare come forth with what they really think and feel. Men's domineering nature has proven to create great problems in women's groups where men have been allowed to take part.

The new feminist movements allow women opportunities for developing their own form of organization and finding new roles and ideals for women at the same time as they are criticizing the old ones."

In recent years the women's organizations have worked to become defined as expertise in special political case areas. In various matters the women's organizations have received response for their views, for example many of the women's

organizations worked actively to change the old law on abortion. In definite areas too the women's organizations have managed to become defined as parties whose opinions should be heard.

The women's organizations must be considered as interest organizations for women. It is therefore only reasonable and necessary that the organizations be included in the work of examining and reporting on problems where the situation of women is being discussed. The organizations must be helped to a position where they are able to take this kind of work upon themselves, for example by financial subsidy arrangements through the Fiscal Budget.

To the extent the organizations themselves find feasible, they should participate in public investigating and reporting work and as hearing bodies.

In recent years the authorities have built up a special apparatus to work on family and equal status problems. In the relationship with the women's organizations there should be awareness of the danger that lies in assuming that the competence of this apparatus on questions of equal status is sufficient at any given time.

In a talk given on March 8, 1980 Minister Sissel Rønbeck said, "I believe too that we in times to come will also need our own interest organizations. I would even say it even more strongly, that I still see the demands and the persistence of the active women's organizations as a decisive factor for continued progress in the work for true equality."



Front cover:
Gustav Vigeland: Walking women.
Wrought iron gate, Vigeland park, Oslo.