



## **Committee of the Parties**

Council of Europe Convention  
on preventing and combating violence  
against women and domestic violence  
(Istanbul Convention)

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### **Recommendation on the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence by Norway**

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The Committee of the Parties to the Convention on Preventing and Combating Violence against Women and Domestic Violence (hereinafter referred to as “the Convention”), acting under the terms of Article 68(12) of the Convention;

Having regard to the purposes of the Convention to protect women against all forms of violence, and prevent, prosecute and eliminate violence against women and domestic violence; to contribute to the elimination of all forms of discrimination against women and promote substantive equality between women and men, including by empowering women; to design a comprehensive framework, policies and measures for the protection of and assistance to all victims of violence against women and domestic violence; to promote international co-operation with a view to eliminating violence against women and domestic violence; and to provide support and assistance to organisations and law enforcement agencies to effectively co-operate in order to adopt an integrated approach to eliminating violence against women and domestic violence;

Bearing in mind the provisions of Article 66 (1) of the Convention concerning the monitoring role of the Group of Experts on Action against Violence against Women and Domestic Violence (hereinafter referred to as “GREVIO”);

Having regard to the Rules of Procedure of the Committee of the Parties;

Having regard to the instrument of ratification deposited by Norway on 5 July 2017;

Having examined the Baseline Evaluation Report concerning the implementation of the Convention by Norway adopted by GREVIO at its 28th meeting (10-13 October 2022), as well as the comments of the Government received on 22 November 2022;

Considering the overarching priorities set out in Chapter I of the Convention (purposes and scope of the Convention, definitions, equality and non-discrimination, due diligence and gender-sensitive policies);

Bearing in mind the primordial importance of the provisions set out in Chapter II of the Convention, in particular the obligations to (1) ensure a holistic response to violence against women by devising a set of comprehensive and co-ordinated policies implemented by way of effective multi-agency co-operation; (2) institutionalise and fully mandate one or more co-ordinating bodies as required by Article 10 of the Convention; (3) adequately resource policies, measures and mandates introduced to prevent and combat all forms of violence against women, including government and non-governmental specialist support services; and (4) to collect relevant statistical data disaggregated, at a minimum, by sex, age, type of violence, relationship of the perpetrator to the victim and geographic location;

Welcoming the measures taken and progress achieved by the Norwegian authorities in implementing the Convention and noting in particular:

- the high level of equality between women and men achieved in Norwegian society;
- the long history of the Norwegian authorities in addressing violence against women through policy and legislation;
- their commitment to evidence-based policy making by utilising the findings of various research initiatives to improve different sectors’ responses to violence against women;
- recent efforts to provide support services tailored to the specific cultural and language needs of Sami victims of violence against women;
- the availability of medical and forensic services offered by the Support Centres for Survivors of Incest and Sexual Assault (SMISO) and the Resource Centres against Sexual Assault (DIXI) located throughout the country;
- the provision of integrated and child-friendly services to children witnesses of domestic violence under the Barnahus structure;
- their pioneering role in developing and implementing programmes for perpetrators of domestic violence;

- recent efforts to analyse legal issues that arise in cases relating to psychological violence, among other topics with a view to determining whether victims of psychological violence have sufficient legal protection under the existing criminal provisions as required by the Istanbul Convention;
- the systematic and nationwide application of standardised risk assessment tools by law-enforcement authorities in cases of domestic and “honour-related” violence;
- innovative initiatives to prevent violence against women committed on digital platforms.

A. Recommends in light of the considerations indicated in the preamble above, that the Government of Norway take the following measures identified in GREVIO’s baseline evaluation report<sup>1</sup> for immediate action to:

1. ensure that all legislative and policy measures undertaken to implement the Istanbul Convention fully reflect that all forms of violence against women covered by its scope, including domestic violence, affect women disproportionately, and to increase the level of attention paid to women victims of gender-based violence in policy documents (paragraph 10);
2. implement measures to prevent and combat violence against that affects women who are or might be exposed to intersectional discrimination, including Sami women, women with disabilities, women from national and/or ethnic minorities, migrant women, LGBTI women, elderly women, women in prostitution and women with addiction issues, including by increasing their access to protection and support services, raising the awareness of victims belonging to these groups regarding their rights to protection and support services and conducting research on the prevalence of violence experienced by specific groups of women and girls at risk of or exposed to intersectional discrimination (paragraph 20);
3. ensure an effective enforcement of the due diligence obligation, including by raising awareness among public officials dealing with victims of violence against women and domestic violence of the need to act in full compliance with their due diligence obligation to prevent, investigate, punish and provide reparation for victims of any of the forms of violence covered by the Istanbul Convention and without discrimination on the basis of any of the grounds listed in its Article 4, paragraph 3 (paragraph 24);
4. integrate the gender dimension of violence against women into the design, development and evaluation of laws, policies and measures to prevent and combat all forms of violence covered by the Istanbul Convention based on an understanding of the link between the prevalence of violence against women and the structural inequalities between women and men, with the aim of addressing the specific needs of women victims as well as raising awareness of and counteracting the negative stereotypes against women which legitimise and sustain violence against women (paragraph 27);
5. improve co-ordination structures across the existing national action plans and to review the measures contained in them, with the aim of their integration into an overarching framework that would ensure a holistic response to all forms of violence against women covered by the Istanbul Convention, including in their digital dimension (paragraph 33);
6. ensure the allocation of appropriate human and financial resources for any policies, measures and legislation aimed at preventing and combating violence against women and for the institutions and entities mandated with their implementation, including civil society organisations providing specialist support services, and introduce budget lines dedicated to measures to prevent and combat all forms of violence against women when distributing public funds with a view to monitoring the level of allocated funds and their spending (paragraph 38);

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<sup>1</sup> The number of the paragraph setting out GREVIO’s proposals and suggestions in the report is indicated in brackets.

7. assign the role of co-ordinating body to fully institutionalised entities, to equip these with clear mandates, powers and competences that are widely communicated and to allocate the necessary human and financial resources to these entities as well as to ensure, on the one hand, the co-ordination and implementation of policies and measures, and on the other hand, their independent monitoring and evaluation (paragraph 43);
8. ensure that data collected by all relevant stakeholders (namely law-enforcement agencies, judicial authorities and social services as well as healthcare professionals) are disaggregated with regard to the sex of the victim and the perpetrator, their relationship and the different forms of violence and offences covered by the Istanbul Convention and harmonise data collection between law-enforcement agencies and the judiciary, with a view to determining conviction, attrition and recidivism rates and identifying gaps in the response of institutions, while also introducing data collection in the healthcare sector in relation to all forms of violence against women (paragraph 53);
9. set up dedicated programmes that cater to the specific needs of victims of violence against women in the areas of employment, training and housing, in order to ensure their recovery as well as their economic independence and empowerment in the long term (paragraph 111);
10. introduce the principle of non-mandatory mediation in family law processes that concern families marred by a history of violence (paragraphs 168 and 216) and in the interim, to ensure that family law cases are actively screened in order to identify families with a history of violence and apply exceptions to mandatory mediation accordingly (paragraph 169), while accompanying these efforts by collecting data on the number of cases in which custody and visitation rights have been limited, restricted or denied due to a child witnessing violence as well as by providing in-service training aiming to increase the competence of mediators, family counsellors, psychologists, judges and other professionals involved in family law processes to recognise and take into due consideration domestic violence, including domestic violence witnessed by children (paragraph 171);
11. amend the criminal legislation on sexual violence and rape to ensure that provisions are firmly rooted in the lack of freely given consent as required by Article 36, paragraph 1, of the Istanbul Convention and to ensure appropriate sanctions for all sexual acts without the consent of the victim, irrespective of personal characteristics (paragraph 190);
12. pursue efforts to review and analyse the disparity between the number of reported cases and those decided on in court in relation to all forms of violence covered by the Istanbul Convention, in order to identify shortcomings in the criminal justice chain and use the findings for evidence-based policy making in order to address and eliminate any gaps in the response of the police and judicial institutions (paragraph 232);
13. take legislative and other measures to enable the competent authorities to order *ex officio* a perpetrator of domestic violence to vacate the residence of a victim in situations of immediate danger and reduce the average processing time for issuing all types of emergency barring orders (paragraph 242);
14. take the necessary legislative and/or policy measures to ensure that protection orders are available under civil law and to step up the monitoring and enforcement of such orders, including through the increased use of technical means such as electronic bracelets (paragraph 249);
15. fully and expressly reflect the financial resource exemption granted to victims of violence against women seeking to obtain an autonomous residence permit in the Immigration Act in order to ensure that this requirement does not act as a barrier to protection for migrant women experiencing gender-based violence against women (paragraph 272);

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16. ensure that vulnerability, particularly related to sexual violence and other forms of gender-based violence against women, is formally assessed and identified at the earliest possible opportunity within the asylum procedure to inform decisions relating to accommodation and support services (paragraph 284), while ensuring that reception centre staff are fully trained in all forms of violence against women (paragraph 285)
- B. Requests the Government of Norway to report to the Committee of the Parties on the measures taken to improve the implementation of the Convention in the above-mentioned areas by 4 December 2025.
- C. Recommends that the Government of Norway take measures to implement the further conclusions of GREVIO's baseline evaluation report.