

Committee of the Parties
to the Council of Europe Convention
on Action against Trafficking in Human Beings



Recommendation CP/Rec(2026)06
on the implementation of the Council of Europe Convention
on Action against Trafficking in Human Beings
by Norway

*adopted at the 38th meeting of the Committee of the Parties
on 3 July 2026*

The Committee of the Parties to the Council of Europe Convention on Action against Trafficking in Human Beings (hereinafter referred to as “the Convention”), acting under the terms of Article 38(7) of the Convention;

Having regard to the purposes of the Convention to prevent and combat trafficking in human beings, while guaranteeing gender equality, protect the human rights of victims of trafficking, design a comprehensive framework for the protection and assistance of victims and witnesses, ensure the effective investigation and prosecution of the offences related to trafficking in human beings, and promote international co-operation;

Bearing in mind the provisions of Article 36(1) of the Convention concerning the monitoring role of the Group of Experts on Action against Trafficking in Human Beings (GRETA) in the implementation of the Convention;

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

Having regard to the instrument of ratification deposited by Norway on 17 January 2008;

Having examined the fourth report concerning the implementation of the Convention by Norway, adopted by GRETA at its 56th meeting (2-6 March 2026);

Bearing in mind the focus of the fourth evaluation round of the Convention on vulnerabilities to human trafficking and measures taken to prevent them, detect and support vulnerable victims, and punish the offenders, as well as the additional focus on the use of information and communication technology (ICT);

Considering the conclusions and proposals for action contained in Appendix 2 of GRETA's fourth report on Norway related to the thematic focus of the fourth evaluation round and follow-up topics specific to Norway;

Welcoming the measures taken and the progress achieved by Norway in implementing the Convention, and in particular:

- the adoption of a new National Strategy against Human Trafficking (2025-2030), which addresses previous GRETA recommendations;
- the designation of the Norwegian National Human Rights Institution as independent National Rapporteur on Trafficking in Human Beings, Violence against Women and Domestic Violence;

- the further development of the legislative framework relevant for combating human trafficking, including amendments to the Working Environment Act and the Child Welfare Act;
- the attention paid to the detection of vulnerabilities to human trafficking amongst asylum seekers and refugees;
- the entry into force of the new Act on Compensation for Victims of Violent Crimes, which makes it possible for victims of human trafficking to receive compensation from the state in case a convicted perpetrator fails to pay the compensation ordered by a court;
- the steps taken to strengthen online safety and tackle human trafficking facilitated by information and communication technology (ICT), through the use of technology-based tools to target trafficking networks and the development of educational tools and awareness-raising programmes.

A. Recommends that the Government of Norway take measures to address the following issues for urgent action¹ identified in GRETA's report:

1. improve the identification of victims of human trafficking, in particular by:

- setting up a formalised National Referral Mechanism (NRM) which defines the roles and responsibilities of all frontline actors who may come into contact with victims of human trafficking, in order to improve clarity and legal certainty, and applying the procedures to all victims, regardless of the setting in which they are identified;
- co-operating with specialised NGOs to improve the proactive detection of victims;
- improving the identification of victims of trafficking among asylum seekers, migrants and persons placed in detention centres through the provision of systematic training and guidance to border police officers, asylum case workers, staff in asylum reception centres and prison staff;
- screening irregular migrants about to be returned for indicators of human trafficking, especially among groups who may be considered at risk, such as persons engaged in prostitution;
- reviewing the legislation limiting the time period for appealing negative asylum decisions with a view to allowing sufficient time for identifying victims of trafficking and ensuring the effective exercise of the right to judicial review (paragraph 124);

2. strengthen the identification of child victims of trafficking, in particular by:

- setting up without further delay an NRM which is in line with trafficked children's specific needs, and provides for information sharing and adequate co-ordination between different actors involved;
- taking proactive measures to identify child trafficking victims without solely relying on police risk assessments;
- providing training to all professionals working with child victims of trafficking;
- setting up a specialised shelter for child victims of human trafficking (paragraph 142);

3. strengthen the criminal justice response to human trafficking, in particular by:

- ensuring that human trafficking offences are proactively and promptly investigated, regardless of whether a report has been filed or not, making use of all possible evidence

¹ The number of the paragraph setting out GRETA's proposals in the report is indicated in brackets.

gathered through special investigation techniques and financial investigations, and not having to rely mainly on the testimony of victims or witnesses;

- providing adequate financial and human resources to the specialised police anti-trafficking units and ensuring that they are utilised accordingly;
 - further training and sensitising investigators, prosecutors and judges on the offence of trafficking in human beings;
 - ensuring that human trafficking offences are prosecuted as such, rather than as other/lesser offences, every time the circumstances of the case allow this, and lead to effective, proportionate and dissuasive sanctions for those convicted (paragraph 168);
4. implement the GRETA recommendations concerning the recovery and reflection period, by ensuring that it is in compliance with Article 13 of the Convention and that all presumed foreign victims of human trafficking can benefit from its protective scope and the assistance measures provided during it (paragraph 187);
5. take measures to ensure compliance with the non-punishment provision, including by:
- ensuring that victims of human trafficking are promptly identified as such, in any event before being convicted of offences they were compelled to commit;
 - encouraging prosecutors to be proactive in establishing whether an accused person is a potential victim of trafficking, and to consider that, having been trafficked, the culpability of the victim may be diminished, or even removed entirely;
 - ensuring that all negative consequences faced by victims of human trafficking, such as detention, deportation, entry bans or delays in seeking legal residence in Norway, are lifted, including in cases where their victimhood has only been recognised after they were deported;
 - adopting a specific legal provision on the non-punishment of victims of trafficking for their involvement in unlawful activities, to the extent that they were compelled to do so (paragraph 205).

B. Bearing in mind GRETA's conclusions that some recommendations made repeatedly in preceding evaluation rounds have not been implemented or have been only partially implemented, requests the Norwegian authorities to take steps to implement the recommendations in points 1 and 4 as a matter of priority;

C. Recommends that the Norwegian authorities take measures to implement the other proposals for action listed in Appendix 2 of GRETA's fourth evaluation report;

D. Requests the Norwegian Government to report to the Committee of the Parties on the measures taken to comply with this recommendation by 3 July 2028;

E. Invites the Norwegian Government to continue the dialogue in progress with GRETA and to keep GRETA regularly informed of the measures taken in response to GRETA's conclusions.