

**Group of Experts on Action against Violence
against Women and Domestic Violence
(GREVIO)**

COUNCIL OF EUROPE



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**Report submitted by Norway
pursuant to Article 68, paragraph 1
of the Council of Europe Convention
on preventing and combating violence
against women and domestic violence
(First thematic evaluation round)**

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**Report from the Government of Norway on the
implementation of the Council of Europe
Convention on Preventing and Combating
Violence against Women and Domestic
Violence (Istanbul Convention)**

First thematic evaluation round:

**“Building trust by delivering support,
protection and justice”**

2 October 2025

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1 Introduction

The Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (hereafter referred to as the Istanbul Convention) was ratified by the Government of Norway on 5 July 2017 and entered into force on 1 November 2017. The baseline evaluation procedure took place in 2020–2022 and Norway is obliged to report on the implementation of the recommendations by 4 December 2025.

This report replies to the questionnaire prepared by GREVIO for the first thematic evaluation round on the theme of building trust by delivering support, protection and justice.

The report has been prepared by the Ministry of Justice and Public Security with input from all relevant ministries and their subordinate directorates, including the Ministry of Labour and Social Inclusion, the Ministry of Children and Families, the Ministry of Health and Care Services, the Ministry of Education and Research, the Ministry of Local Government and Regional Development, the Ministry of Culture and Equality, the Ministry of Foreign Affairs, the Directorate for Children, Youth and Family Affairs, the Directorate of Health, the National Police Directorate, the Labour and Welfare Directorate, the Directorate of the Norwegian Correctional Service, the Directorate of Immigration, and the Directorate of Integration and Diversity. Information has also been obtained from Statistics Norway, the Director of Public Prosecutions, and the Norwegian Courts Administration.

The Ministry of Justice and Public Security has made funding available to civil society to enable it to prepare its own shadow report. JURK – Legal Aid for Women will be responsible for drafting the report in collaboration with the Norwegian Women's Public Health Association and the Secretariat of the Shelter Movement. As part of the process, they will gather input from other relevant civil society actors. The shadow report is scheduled to be submitted to GREVIO in December 2025.

Since the baseline evaluation procedure, the Norwegian Government has introduced several new measures to ensure comprehensive policies in line with the Istanbul Convention. Some of the most prominent measures are:

- Presenting an Escalation Plan against Violence and Abuse against Children and Domestic Violence (2024–2028) *Safety for All* as a proposition to the Storting (Norwegian Parliament) in December 2023.
- Presenting an Action Plan against Negative Social Control and Honour-Motivated Violence (2025–2028): *In Charge of Your Own Life – Strengthened Efforts Against Negative Social Control and Honour-Motivated Violence* in May 2025.
- Presenting a National Strategy Against Human Trafficking 2025–2030 in May 2025.
- Amending the Penal Code's chapter on sexual offences and introducing a 'consent law' in 2025.

- Conducting surveys on the prevalence of violence and abuse in the Norwegian population and in the young population in Norway in 2023.
- Establishing the permanent Norwegian Partner Homicide Commission in 2024.
- Establishing an investigation scheme in 2025 for cases where children have been subjected to murder, violence, abuse, and severe neglect.
- Establishing an independent national rapporteur mechanism at the Norwegian Human Rights Institution (NIM).

Part I: Changes in comprehensive and co-ordinated policies, funding and data collection in the area of violence against women and domestic violence

Article 7 Comprehensive and co-ordinated policies

Since the baseline evaluation procedure, the Norwegian Government has introduced several new measures to ensure comprehensive policies covering the areas of prevention, protection, and prosecution. These changes include new structures, new legislation, and recent white papers, action plans, and strategies. Together, these innovations contribute to a more holistic approach in the work to prevent and combat violence against women and domestic violence.

White papers, action plans and strategies

Action Plan against Domestic Violence

The Action Plan against Domestic Violence (2021–2024) *Freedom from Violence* was launched by the Solberg Government in August 2021.¹ The plan has been followed up by the Støre Government, in parallel with the development of a new escalation plan on the topic, cf. Prop. 36 S (2023–2024) Escalation Plan against Violence and Abuse against Children and Domestic Violence (2024–2028) *Safety for All* – see below.

The work on the action plan *Freedom from Violence* was concluded by the end of 2024, and a final report – providing an overview of how each measure within the plan’s six priority areas had been followed up – was published in April 2025.

Several of the measures from the Action Plan have been continued and further developed through the Escalation Plan – see below.

The Escalation Plan against Violence and Abuse against Children and Domestic Violence

In December 2023, the government presented the Escalation Plan against Violence and Abuse against Children and Domestic Violence (2024–2028) *Safety for All* (hereafter referred to as the Escalation Plan) as a proposition to the Storting (Norwegian Parliament).² The Storting endorsed the plan on May 7, 2024, and also adopted several additional resolutions.

¹ Ministry of Justice and Public Security (2021), [Action Plan against Domestic Violence \(2021–2024\) *Freedom from Violence*](#)

² Ministry of Justice and Public Security (2023), [Opptrappingsplan mot vold og overgrep mot barn og vold i nære relasjoner \(2024–2028\) *Trygghet for alle*](#).

The right to live a life free from violence is a fundamental human right. The Government's primary goal is to create a safe society for everyone, free from violence and abuse of children and domestic violence. The escalation plan is intended to help realize this goal. It facilitates more targeted prevention, better support and protection for those at risk, and more effective prosecution and follow-up of perpetrators. This will be achieved through a more holistic and coordinated policy in this area.

The Escalation Plan includes several forms of violence that have previously been addressed in separate action plans and strategies. The Escalation Plan addresses violence and abuse against children and violence affecting both adults and children. The plan includes negative social control, honour-based violence, forced marriage, and female genital mutilation. It also covers internet-related abuse against children and contains a dedicated chapter on violence and abuse in Sami communities.

In the Escalation Plan, the various forms of violence and abuse are viewed in context, and a comprehensive presentation of the challenges in the field is provided. This aims to contribute to a more holistic approach to preventing and combating violence and abuse against children and violence in close relationships. The Escalation Plan provides an overview of the current situation and implemented measures, and outlines strategies and the Government's actions to address the challenges and further develop the work.

The Escalation Plan is divided into five main areas of focus:

1. *Comprehensive and coordinated efforts.* The goal is to establish a holistic and coordinated national policy in the work against violence and abuse.
2. *Prevention.* The goal is to prevent violence and abuse, and to detect such acts early in order to stop the violence. Treatment services for perpetrators are an important part of the preventive efforts.
3. *Assistance and protection.* The goal is to protect victims of violence and abuse from further harm and ensure that necessary assistance and protection are available to those affected.
4. *Prosecution.* The goal is to hold perpetrators of violence and abuse accountable for their criminal actions and to ensure accessible legal protection for victims.
5. *Violence and abuse in Sami communities.* The goal is to ensure a comprehensive and coordinated policy against violence and abuse in Sami communities.

The Government has based its approach on the principles of the Istanbul Convention, aiming for a comprehensive and coordinated response.

The Escalation Plan also has taken into account other Conventions, such as the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Convention on the Rights of the Child (UNCRC), in addition to the Sustainable Development Goals, particularly Goal 5 (Gender Equality) and Goal 16 (Peace and Justice).

Important background documents have also included a number of national reports, such as the Office of the Auditor General's Report on the Authorities' Efforts Against Domestic Violence (Document 3:8 (2021–2022))³, the Intimate Partner Homicide Committee's Report (NOU 2020: 17 – *Forewarned homicides?*)⁴, and the Child Violence Committee's report, Norwegian Official Report (NOU) 2017: 12 – *Failure and Betrayal: A Review of Cases Where Children Have Been Subjected to Violence, Sexual Abuse, and Neglect*⁵. In addition, a range of research and evaluation reports have also been significant.

Combating violence and abuse requires broad efforts, and the Escalation Plan has been developed and is being followed up by the same nine ministries that prepared this report. The Ministry of Justice and Public Security is leading the work. During the drafting of the Escalation Plan stakeholder meetings were organised with civil society organisations, academia, and public authorities for input. Participants were also invited to submit written contributions.

The Escalation Plan contains 122 measures. All the measures are to be implemented during the 2024–2028 plan period. The implementation of the Escalation Plan will be evaluated by the Telemark Research Institute in collaboration with the University of South-Eastern Norway and the Norwegian Police University College. As part of the evaluation, an interim report will be prepared in May 2027, and a final report will be submitted by June 30, 2029. A status report concerning the implementation of the measures outlined in the Escalation Plan was published in July 2025.

The Action Plan against Negative Social Control and Honour-Motivated Violence
In May 2025, the Government launched a new Action Plan against Negative Social Control and Honour-Motivated Violence (2025–2028) *In Charge of Your Own Life (Sjef i eget liv)*.⁶ The plan also includes measures to combat forced marriages, female genital mutilation and involuntary and harmful stays abroad. It is seen in the context of the Escalation Plan against Violence and Abuse against Children and Domestic Violence and other relevant actions plans. Several of the measures from the Escalation Plan have been further developed through the action plan. The new action plan contains 29 measures to enhance coordinated efforts, legal

³ Office of the Auditor General (2022). [Report on the Authorities' Efforts Against Domestic Violence \(Document 3:8 \(2021–2022\)\)](#).

⁴ [Norwegian Official Report \(NOU\) 2020: 17 *Forewarned homicides?* the Intimate Partner Homicide Committee's Report](#).

⁵ [Norwegian Official Report \(NOU\) 2017: 12 – *Failure and Betrayal: A Review of Cases Where Children Have Been Subjected to Violence, Sexual Abuse, and Neglect*. The Child Violence Committee's report](#).

⁶ Ministry of Labour and Social Inclusion (2025), [Action Plan against Negative Social Control and Honour-Motivated Violence \(2025–2028\) *In Charge of Your Own Life*](#)

protections, strengthen prevention, improve competence in support services, and prevent involuntary stays abroad. The Ministry of Labour and Social Affairs is coordinating the follow-up of the plan, in collaboration with seven other ministries.

In 2024, a law committee appointed by the government delivered a Norwegian Official Report (NOU) 2024: 13 *Law and Freedom – Negative Social Control, Honour-Motivated Violence, Forced Marriage, Female Genital Mutilation, Psychological Violence, and Involuntary Stays Abroad – Legal Issues and Proposals for Regulatory Changes*.⁷ The committee assessed whether current legislation provides adequate legal protection for children and young people subjected to negative social control and honour-based violence. The committee proposed several regulatory changes that will contribute to more effective protection against serious violations of the individual's physical and psychological integrity and clarify the regulations for the support system. The Government is currently in the process of thoroughly evaluating the proposals made in NOU 2024: 13 and the feedback from the public consultation. NOU 2024:13 also serves as a key knowledge base in the new Action Plan against Negative Social Control and Honour-Motivated Violence. On 20 June 2025, the Government presented the first legislative bill following up on proposals in NOU 2024: 13; Prop. 159 L (2024–2025) concerning travel bans in cases of a risk of harmful stays abroad, etc. (see more information about this under New Legislation).

The strategy against trafficking in human beings

A National Strategy Against Human Trafficking (2025–2030) was launched in May 2025.⁸ The strategy has been developed and will be implemented in collaboration between the Ministry of Justice and Public Security, the Ministry of Labour and Inclusion, the Ministry of Children and Families, the Ministry of Health and Care Services, and the Ministry of Foreign Affairs, with the Ministry of Justice and Public Security coordinating the work.

The strategy aims to strengthen efforts in prevention, assistance and protection, and prosecution. This will be achieved through coordinated efforts, where public authorities and non-governmental organizations work together to reduce the scope of human trafficking. Special attention will be given to trafficking involving children.

The National Strategy is drafted in accordance with international obligations and is based on the Council of Europe Convention on Action Against Trafficking in Human Beings regarding goals, principles, and areas of action.

⁷ [Norwegian Official Report \(NOU\) 2024: 13 *Lov og frihet - Negativ sosial kontroll, æresmotivert vold, tvangsekteskap, kjønnslemlestelse, psykisk vold og ufrivillig utenlandsopphold – juridiske problemstillinger og forslag til regelverksendringer*](#).

⁸ Ministry of Justice and Public Security (2025). [Nasjonal strategi mot menneskehandel \(2025–2030\)](#).

The Strategy for Equality between Women and Men

In December 2024 the Government presented the first-ever strategy for equality between women and men.⁹ The strategy serves as a framework to coordinate national efforts to address key challenges for gender equality. It sets the direction for the Government's comprehensive efforts with six main goals, including

- Economic independence and a gender-equal working life
- Fewer gender-divided educational choices
- A society free from violence, rape, sexual harassment, and online abuse
- Freedom from negative social control and honour-related violence
- Better health for women and men
- An effective system of measures for promoting gender equality

The National Action Plan on Women, Peace and Security

Norway's National Action Plan on Women, Peace and Security (2023–2030)¹⁰ is the country's fifth plan under the UN Security Council Resolution 1325 agenda. It aims to strengthen both international and national implementation of the Women, Peace and Security (WPS) agenda. The plan focuses on three main areas:

1. Peace processes and implementation of peace agreements
2. Security policy and operations
3. Humanitarian efforts, protection of civilians, and human rights

A key priority is the prevention of and response to gender-based violence, including conflict-related sexual violence. The plan emphasizes survivor-centred approaches, accountability for perpetrators, and the integration of gender perspectives in all peace and security efforts. It also reflects new global challenges, such as the impact of climate change on peace and security.

The White Paper on Sexual Harassment

In December 2024, the Government presented a white paper on sexual harassment to the Storting.¹¹ Sexual harassment can affect everyone, but women are particularly vulnerable.

The white paper outlines seven goals with corresponding measures to guide future work:

- An equal society
- Good and effective guidance and enforcement in cases of sexual harassment
- A safe and decent working life free from sexual harassment
- An educational setting free from sexual harassment

⁹ Ministry of Culture and Equality (2024). [Strategi for likestilling mellom kvinner og menn \(2025–2030\)](#).

¹⁰ Ministry of Foreign Affairs (2023), [The National Action Plan on Women, Peace and Security \(2023–2030\)](#).

¹¹ Ministry of Culture and Equality (2025), [Meld St. 7 \(2024–2025\) Om seksuell trakassering](#).

- Culture and leisure activities, sports, and voluntary work free from sexual harassment
- A digital life free from sexual harassment
- More knowledge and research on sexual harassment

The Public Health Report (Folkehelsemelding)

In March 2023, the Government presented White Paper No. 15 (2022–2023) *The Public Health Report – National Strategy to reduce social inequalities in health*.¹² In addition to outlining Norway’s strategy to reduce social health inequality, the report also emphasizes improving public health and wellbeing through six main areas: 1) The social determinants of health, 2) health behaviours and prevention of non-communicable diseases, 3) mental health and wellbeing, 4) health protection and environmental health, 5) communication and citizen dialogue and 6) health prevention.

The report highlights violence and abuse as serious public health issues with significant consequences for health and wellbeing. Childhood experiences of violence increase the risk of mental and physical health problems later in life. The government aims to strengthen efforts to prevent violence and abuse, especially against children and young people. There is a need for better coordination between services and sectors, and to ensure that victims receive help early.

The White paper on Sami language, culture, and society

Through White Paper No. 12 (2023–2024) *Sami language, culture, and society. Public health and living conditions in the Sami population*¹³, the Government acknowledges violence and abuse as a serious concern affecting the Sami population. Key efforts include improving access to culturally adapted support services, enhancing professional competence, establishing child advocacy services for Sami children, and integrating Sami perspectives into national strategies. The Government also commits itself to addressing historical trauma, in line with recommendations from the Truth and Reconciliation Commission. These measures aim to ensure equal protection and support for Sami victims, in accordance with Norway’s obligations under the Istanbul Convention.

¹² Ministry of Health and Care Services (2023), [Meld. St. 15 \(2022–2023\) Folkehelsemeldinga - Nasjonal strategi for utjamning av sosiale helseforskjellar](#).

¹³ Ministry of Health and Care Services (2024). [Meld. St. 12 \(2023–2024\) Samisk språk, kultur og samfunnsliv - Folkehelse og levekår i den samiske befolkningen](#).

White paper on safe upbringing in a digital society

In June 2025 the government presented White Paper No. 32 (2024–2025) *Safe upbringing in a digital society*.¹⁴ One of the main objectives of the white paper is to develop more comprehensive policies which promote safer internet use for children and young people.

New mechanisms

Implementation and monitoring bodies

As was reported in the baseline evaluation procedure, the interministerial working group, which consists of nine ministries and is coordinated by the Ministry of Justice and Public Security, is responsible for the implementation of the Istanbul Convention in Norway.

To fulfil the obligation to establish a monitoring body, an independent national rapporteur mechanism has been established at the Norwegian Human Rights Institution (NIM). The rapporteur mechanism is tasked with assessing and reporting on the authorities' efforts to combat human trafficking, violence against women, and domestic violence, as well as the implementation of international obligations.

NIM will be mandated to assess and report on the authorities' efforts and Norway's implementation of obligations under both the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention) and the Council of Europe Convention on Action against Trafficking in Human Beings.

NIM is an independent body established by the Storting, with a broad mandate covering all areas of human rights. It possesses specialized expertise in human rights and in assessing Norway's compliance with international conventions. The institution has established cooperation with relevant national and international organizations, including the UN and the Council of Europe, providing access to necessary information and expertise.

Bringing together expertise and experience related to both conventions will create professional synergies, enhancing the quality and effectiveness of the work. A shared location will also help build a broader knowledge base, contributing to a more holistic and coordinated effort to protect human rights by combating human trafficking, violence against women, and domestic violence.

The rapporteur scheme shall carry out its function particularly by:

- a) Monitoring and reporting on the implementation of the conventions in Norway to national authorities and international bodies, including promoting recommendations to ensure that Norway's convention obligations are met,
- b) Advising the Parliament, the Government, the Sami Parliament, and other public bodies and private actors on the implementation of the conventions,

¹⁴ Ministry of Children and Families (2025). [Meld. St. 32 \(2024–2025\) Trygg oppvekst i et digitalt samfunn](#).

- c) Facilitating cooperation with relevant national and international actors, including civil society, academic communities, authorities, and monitoring bodies,
- d) Working to raise awareness of the conventions among relevant authorities and the general public.

Directorate Group on Domestic Violence and Violence and Abuse Against Children

A directorate-level structure has been established under the name the Directorate Group on Domestic Violence and Violence and Abuse Against Children. The group has a particular responsibility to address overarching structural challenges in the work against violence and abuse and to contribute to improved cooperation and coordination of government measures across sectors.

The following directorates are permanent members of the group:

- Norwegian Labour and Welfare Administration (NAV Directorate)
- Norwegian Directorate for Children, Youth and Family Affairs
- Norwegian Directorate of Health
- Directorate of Integration and Diversity
- Directorate of the Norwegian Correctional Service
- National Police Directorate
- Secretariat for the Mediation Service
- Norwegian Civil Affairs Authority
- Norwegian Directorate for Education and Training
- Norwegian Directorate of Immigration

The group is led by the Norwegian Directorate for Children, Youth and Family Affairs, which coordinates the work together with the Secretariat for the Mediation Service.

The Directorate Group is tasked with coordinating and aligning assignments and measures that require collaboration between two or more sectors and that fall within the group's remit. This may include measures from current action plans, escalation plans, and annual allocation letters. The group is also tasked with identifying challenges and issues that may benefit from joint attention. It will take the lead in coordinating work on selected cross-sectoral measures in the Escalation Plan.

The Norwegian Partner Homicide Commission

Approximately 30 homicides are committed annually in Norway. Over the past two decades, homicides committed by a current or former partner have accounted for one quarter of all homicides. Most victims are women.

In its Norwegian Official Report (NOU) 2020: 17 – *Forewarned Homicides?*)¹⁵, the Intimate Partner Homicide Committee, concluded that several intimate partner homicides could have been prevented. Its review revealed serious shortcomings in the public support system, particularly in the failure of police and other services to implement available preventive measures in time. The Committee proposed the establishment of a national permanent commission to review cases of intimate partner homicide. The Committee itself examined 19 cases of intimate partner homicides committed between 2014 and 2017, and the review showed that most of these homicides were preceded by one or more warning signs. In the Committee’s view, a permanent intimate partner homicide commission could help prevent future cases of intimate partner homicide by identifying systemic failures and improving preventive efforts.

The Government established the permanent Norwegian Partner Homicide Commission on 6 September 2024. The Commission is tasked with reviewing all intimate partner homicides to identify systemic failures, learn from mistakes, and further develop efforts to prevent intimate partner violence and partner homicide. The Commission’s secretariat is organised under the Norwegian Civil Affairs Authority. The Commission will not determine civil or criminal liability in individual cases. Information received by the Commission is inadmissible as evidence in any subsequent criminal or civil proceedings.

The chair of the Commission is Lena Bendiksen, Professor of Law at the University of Tromsø – the Arctic University of Norway. The Commission has seven additional members with diverse professional backgrounds in health, justice, and research.

In November 2025, the Ministry of Justice and Public Security submitted a proposition for an Act relating to the Norwegian Partner Homicide Commission, outlining the commission’s mandate, organization, and access to information.¹⁶ The Act was adopted by the Storting on 18 March 2025 and entered into force on 1 April 2025.

A similar scheme has been established in January 2025 within the Norwegian Board of Health Supervision (*Helsetilsynet*). The Board of Health Supervision will investigate public agencies' work in cases where children have been subjected to murder, violence, abuse, or severe neglect. See further information on the scheme under the heading the *Child Violence Investigation Act* below.

¹⁵ [Norwegian Official Report \(NOU\) 2020: 17 *Varslede drap? Partnerdrapsutvalgets utredning*](#).

¹⁶ Ministry of Justice and Public Security (2024). [Prop. 30 L \(2024–2025\) Lov om Statens kommisjon for partnerdrap](#).

New equality centres

There are currently four regional equality centres in Norway: the Centre for Equality in Agder, the Centre for Equality in Hamar, the KUN Centre for Equality and Diversity, located in Steigen, and Reform – Resource Centre for Men, located in Oslo.

A new Equality Centre – the Equality Centre on Vestlandet, located in Bergen, was established in 2024, as part of the KUN Centre for Equality and Diversity.

These centres serve as key knowledge and competence centres, working long-term to promote equality across all grounds of discrimination. The Centre for Equality in Agder is affiliated with the University of Agder, while the other three are organized as foundations. In addition, Reform – Resource Centre for Men has a nationwide mandate, with a particular focus on the needs and experiences of boys and men.

The Nordic-Baltic cooperation

Together with the Finnish authorities, the Norwegian government has taken the initiative to establish a Nordic-Baltic cooperation on the prevention and combating of violence against women and domestic violence. The network consists of representatives from national bodies responsible for coordinating the implementation of the Istanbul Convention. The main purpose of the network is cooperation and exchange of experiences related to the implementation of the Convention.

All of the Nordic countries, as well as Latvia and Estonia, have ratified the Istanbul Convention. Sharing experiences and strengthening cooperation between the Nordic-Baltic countries on challenges and solutions related to the Convention will contribute to enhanced implementation in each country.

The first meeting of the network was held in Oslo in September 2024. The next meetings are scheduled to take place in Helsinki in October 2025 and in Estonia in 2026.

EEA and Norway Grants and the SYNERGY Network

The EEA and Norway Grants (the Grants) represents the contribution of Iceland, Liechtenstein and Norway to reducing economic and social disparities and strengthening bilateral relation with 15 EU countries.¹⁷ The total budget for the current funding period (2021–2028) is 3.268 billion euro supporting three main thematic areas: 1) green transition; 2) democracy, rule of law and human rights; and 3) social inclusion and resilience. Gender equality will be integrated throughout all programme areas, both as a guiding principle and through targeted activities in relevant programmes. Efforts to combat domestic and gender-based violence is part of the priorities of the EEA and Norway Grants. The work is guided by the Istanbul Convention.

¹⁷ <https://eeagrants.org/>

Funded by the Grants, The SYNERGY Network was established in 2018 and brings together governmental and non-governmental stakeholders from EU member states that receive funding from the EEA and Norway Grants.¹⁸ Governmental and non-governmental stakeholders from the donor countries also participate in the network.

The Network consists of actors working to prevent and combat domestic and gender-based violence. By fostering cross-country and cross-programme collaboration, the SYNERGY Network aims to contribute to:

- Sustainable and effective EEA and Norway Grants programmes that includes efforts to combat domestic and gender-based violence.
- Strengthened bi- and multilateral relations.
- National policymaking in line with the standards stipulated by the Istanbul Convention. The Gender Equality Division's Cooperation Unit provides guidance on the Convention and its implementation.

The Norwegian Ministry of Justice and Public Security is a donor programme partner for several countries receiving funding from the Grants. In addition, the Ministry coordinates the SYNERGY Network in collaboration with partners in the beneficiary states, other donor partners and international partner organisations, including the Council of Europe.

New legislation

Amendments to the Penal Code's chapter on sexual offences

In June 2025, the Penal Code's chapter on sexual offences was amended, *inter alia* introducing a so-called 'consent law'.¹⁹ The amendments entered into force on 1 July 2025. The aim of the amendments is to strengthen the legal protection against non-consensual sexual activity, and facilitate more nuanced and proportionate sentencing in cases involving sexual offences. In addition, the amendments are intended to enhance the protection of children against sexual exploitation.

One of the most significant legislative amendment is the introduction of an affirmative consent model in the legal definition of rape in the Penal Code Section 291. According to the first paragraph of the revised Section 291, anyone who engages in sexual activity with another person who has not consented thereto, either verbally or through actions, shall be punished with imprisonment for a term not exceeding 6 years.

According to the second paragraph a penalty of imprisonment for a term not exceeding 10 years shall be applied if the perpetrator obtains sexual activity through violence or threatening

¹⁸ <https://www.eeagender.org/>

¹⁹ [Penal Code, Chapter 26. Sexual Offences.](#)

conduct, engages in sexual activity with a person who, either verbally or through actions, expresses that they do not want it, engages in sexual activity with a person who is incapable of resisting the act, or through violence or threatening conduct makes a person engage in sexual activity with another person, or perform acts corresponding to sexual activity on himself/herself.

The amendments also include the abolition of mandatory minimum sentencing of three years for rape involving intercourse etc. and for sexual assault involving intercourse on a child under 14 years of age, as well as a deviation from the customary sentencing norm for rape. As the severity of rape cases varies greatly, the amendments give the courts more flexibility to determine an appropriate sentence depending on the specific circumstances of each case. It is however anticipated that the prevailing sentencing level for rape cases will largely be upheld.

Furthermore, the provision on abuse of unequal power relationships etc. in the Penal Code Section 295 has been amended, expanding the scope of its first paragraph letter c. The provision now refers to the sexual exploitation of a person under the age of 18 in a particularly vulnerable “situation” in general, rather than “life situation”. The aim of the amendment is to strengthen the protection of children against sexual exploitation, in particular by ensuring that exploitation of a temporary instance of particular vulnerability is encompassed.

Amendments to the Shelter Act

Several amendments have been made to the Act relating to Municipal Shelter Services (hereafter referred to as the Shelter Act) in a bill presented to the Storting in April 2025.²⁰

The Act now provides a duty to establish legal requirements for alternative shelter services for users who cannot utilize the residential services at shelters. This is particularly relevant for victims with substance abuse or mental health issues, as well as persons with disabilities. The proposal emphasizes that municipalities are responsible for providing suitable solutions for these groups.

In order to ensure equal services for the Sami population, it is now legally mandated to protect Sami rights within shelter services. This is in response to high incidences of violence within the Sami community and the closure of the Sami crisis and incest centre in Karasjok in 2019. The proposal acknowledges the need for culturally and linguistically appropriate services and highlights the role of NASAK (the National Sami Competence Centre) in improving the quality of services for Sami children, adults, and families. In addition, funding is available for municipalities and shelters to enhance services for the Sami population.

Although the Act already includes provisions for follow-up during re-establishment, there has been ambiguity regarding the scope of this phase and the extent of shelters’ responsibilities. It

²⁰ Ministry of Children and Families (2024). [Prop. 122 L \(2024–2025\) Endringer i krisesenterlova \(tydeleggjering av det kommunale ansvaret og grunnlag for behandling av personopplysningar m.m.\)](#).

is now clarified that follow-up during the re-establishment phase should be coordinated with other services. It is specified that the re-establishment phase begins with the first contact with the shelter and includes early involvement of appropriate services to ensure successful re-establishment.

The Act now includes provisions for the processing of personal data. Registering users' information has been based on consent, which is problematic due to the power imbalance between those needing help and those providing it. The legal framework for processing personal data is now clarified and allows shelters to obtain information from the National Population Register, which may be necessary for determining parental responsibility, among other things.

The Storting considered the matter in June 2025 and expressed its support for the proposed legislative amendments. The amendments to the Act will enter into force on 1 January 2026.

Amendments to the Marriage Act

From 1 January 2025, marriage with a person under 18 years of age entered into under foreign law will not be recognised in Norway. The county governor may nevertheless recognise the marriage if there are strong reasons for doing so, see the Marriage Act Section 18c.²¹ Simultaneously, a ban was introduced on marriages between close relatives: it is now prohibited under Norwegian law to enter into a marriage with for instance a cousin or an uncle. The county governor may nevertheless recognise the marriage if there are strong reasons for doing so, see the Marriage Act Section 3.

Marriages entered into between close relatives under foreign law will as a main rule not be recognized if at least one of the parties was a Norwegian citizen or a permanent resident in Norway at the time of the marriage, see the Marriage Act Section 18b first paragraph letter d. A dispensation may be granted if there are strong grounds. The legislative amendments are part of the political goal to prevent forced marriage and negative social control, see Proposition to the Storting Prop. 135 L (2020–2021) *Amendments to the Marriage Act (marriages involving minors, under foreign law, etc.)*²² and Prop. 99 L (2023–2024) *Amendments to the Marriage Act (prohibition of marriage between close relatives)*²³.

²¹ [The Marriage Act](#)

²² Ministry of Children and families (2021). [Prop. 135 L \(2020–2021\) Endringer i ekteskapsloven \(ekteskap inngått med mindreårig, etter utenlandsk rett mv.\)](#).

²³ Ministry of Children and families (2024). [Prop. 99 L \(2023–2024\) Endringer i ekteskapsloven \(forbud mot ekteskap mellom nære slektninger\)](#).

The Child Violence Investigation Act

In a bill submitted to the Storting in May 2025, the Government proposed a new Act relating to investigations of public agencies' work in cases of murder, violence, abuse, and neglect against children (the Child Violence Investigation Act).²⁴

The Act regulates the framework for a new investigation scheme established on January 1, 2025, within the Norwegian Board of Health Supervision (*Helsetilsynet*). The Board of Health Supervision will investigate public agencies' work in cases where children have been subjected to murder, violence, abuse, or severe neglect. The purpose of the Act is to help identify systemic failures, learning, and areas of improvement in public agencies' work to prevent murder, violence, abuse, and neglect against children.

Based on investigations of public agencies' work in individual cases, the Board of Health Supervision will prepare anonymized reports with recommendations on measures that can make public agencies better able to prevent murder, violence, abuse, and neglect against children.

To provide the best factual basis for the cases, the Board of Health Supervision must be given access to information from public agencies without regard to confidentiality.

The proposed legislation stipulates that the Board of Health Supervision cannot be instructed on professional matters in its work pursuant to the Act.

Travel bans in cases of risk of harmful stays abroad

On 20 June 2025, the government introduced a new bill concerning travel bans in cases of risk of harmful stays abroad.²⁵ The main aim of the proposal is to prevent negative social control and honour-related violence. The bill proposes amendments to the Child Welfare Act, the Penal Code, the Passport Act, and the Identity Card Act.

A new provision is proposed in the Child Welfare Act concerning decisions on travel bans for children at risk of being subjected to harmful stays abroad. Travel bans may also be imposed as emergency orders. The proposal includes a specific duty for the child welfare services to notify the police and immigration authorities upon making a decision to impose a travel ban. Violating a travel ban may result in criminal liability. Furthermore, passports or ID cards that grant travel rights shall not be issued to children who are subject to a travel ban. This will provide children with better protection, strengthen their legal rights, and help equip the authorities with effective tools to prevent and stop harmful stays abroad.

²⁴ Ministry of Children and families (2025). [Prop. 141 L \(2024–2025\) Lov om undersøkelser av offentlige virksomheters arbeid i saker om drap, vold, overgrep og omsorgssvikt mot barn \(barnevoldsundersøkelsesloven\)](#).

²⁵ Ministry of Labour and Social Inclusion (2025). [Prop. 159 L \(2024–2025\) Endringer i barnevernsloven, straffeloven, passloven og ID-kortloven \(utreiseforbud ved fare for skadelig utenlandsopphold mv.\)](#).

Amendments to the Working Environment Act

Pursuant to the Working Environment Act, employees shall not be subjected to harassment or other improper conduct. Following amendments in 2023/2024, the Working Environment Act now provides legal definitions of “harassment and sexual harassment” equal to the definitions in the Norwegian Equality and Anti-Discrimination Act. The preparatory works state that the inclusion of sexual harassment was a clarification of existing law and does not entail any substantive changes.²⁶

Section 4-3 (3) now provides: “Employees shall not be subjected to harassment, including sexual harassment, or other improper conduct. Harassment means acts, omissions or statements that have the purpose or effect of being offensive, frightening, hostile, degrading or humiliating. Sexual harassment means any form of unwanted sexual attention that has the purpose or effect of being offensive, frightening, hostile, degrading, humiliating or troublesome.”

The Children Act (BFD)

In the current Children Act, the child’s right to protection from all forms of violence is stipulated under the provision on parents’ duties with custody. The provision specifies that children must not be a victim of violence or treated in any way that may physically or mentally harm them. The provision stipulates that this prohibition also applies in the upbringing of children, and that violence, frightening, unpleasant or other inconsiderate conduct is prohibited, cf. Section 30 third paragraph.

It follows from Section 43, first paragraph of the Children Act that if contact is not in the best interests of the child, the court must decide that there shall be no contact. As a main rule, anyone who is prohibited from having contact with a child pursuant to Section 57 of the General Civil Penal Code or Section 222 a of the Criminal Procedure Act may not have contact with the child by agreement or decision, see Section 43 b of the Children Act. It follows from Section 43 a of the Children Act that contact may be stipulated under supervision by a publicly appointed person.

On 10 April 2025, the Government introduced a new bill to the Storting regarding a new Children Act.²⁷ The bill was adopted by the Storting on 4 June 2025 (not entered into force). The new Children Act Section 1-3 highlights the child’s right to protection from all forms of violence, sexual abuse and other risks. The provision specifies that a child shall not be exposed to something that can physically or mentally harm them. Frightening, controlling, degrading, unpleasant or other inconsiderate conduct is regarded as behaviour that can

²⁶ [Lov om arbeidsmiljø, arbeidstid og stillingsvern mv. \(arbeidsmiljøloven\). Kapittel 4. Krav til arbeidsmiljøet.](#)

²⁷ Ministry of Children and Families (2025). [Prop. 117 L \(2024–2025\) Lov om barn og foreldre \(barnelova\).](#)

physically or mentally harm a child, see Prop. 117 L (2024–2025), p. 249. The prohibition not only includes violence against a child; the risk of the child or someone in the child’s family being a victim of violence is also part of the assessment of whether the child risks being exposed to something that can physically or mentally harm them, see Prop. 117 L (2024–2025), p. 51. The provision is applicable in all acts according to the Children Act. The new Section 8-1 defines that a parent who does not live with their child, has the right to contact, unless contact is not in the best interests of the child. It is explicitly stipulated that cases with a risk of violence or abuse are typically cases where contact is not in the best interests of the child, see Prop. 117 L (2024–2025), p. 266. The Government also retains the provision that a parent who has a prohibition against contact with their child, does not have a right to contact as well as the provision on supervised contact, see the new Children Act Sections 8-7 and 8-9. Parents who have custody have a duty to protect their child from violence, sexual abuse and other risks, see the new Section 6-4, first paragraph. All of these provisions contribute to the policy of preventing domestic violence and protecting parents and children from such violence.

The Child Welfare Act

Every child in need of care and support must receive timely and adequate assistance. Over the past few years, the Government has taken significant steps to strengthen child welfare services through legislative amendments, new policies, research initiatives, and financial commitments. These reforms aim to build a system that better serves children and families in need of help. In 2023 a new Child Welfare Act came into force.²⁸ The act has a stronger focus on prevention and early intervention, ensuring issues are addressed before reaching crisis levels, and more robust legal protections for children and parents. In addition, in April 2025 the Government presented “The Quality Improvement Initiative” (Proposition 83 L (2024–2025)), to the Storting, which includes proposed amendments to the Child Welfare Act. This bill also includes a comprehensive report section that outlines the vision and direction for improving services.

In April 2025 the Government submitted Prop 83 L (2024–2025) Amendments to the Child Welfare Act etc. (quality improvement in child welfare) to the Parliament.²⁹ The bill presents several amendments to the Child Welfare Act. The bill also includes a section on notification and covers three main areas: 1) increased quality and room for flexibility in municipal child welfare services, 2) better legal protection for children and parents when children have to move out of the home and 3) better services for children in child welfare institutions. The proposed measures are intended to improve the quality of child welfare. The Parliament adopted the proposals on 4 June 2025.

²⁸ Child Welfare Act: [Lov om barnevern \(barnevernsloven\)](#)

²⁹ Ministry of Children and Families (2025). [Prop. 83 L \(2024–2025\) Endringer i barnevernsloven mv. \(kvalitetsløftet i barnevernet\)](#).

Violence and abuse are also addressed in the white paper. Pursuant to Article 19 of the UN Convention on the Rights of the Child, children shall be guaranteed the right to protection against all forms of abuse. The Convention obligates the state to protect children from violence, abuse and neglect. Abuse in this context includes all forms of violence and neglect. It is assumed that such protection should preferably take place through assistance for prevention and guidance to prevent abuse, and through effective measures for uncovering and following up on such conditions. Child welfare services, together with the municipalities' other prevention services, are central to the fulfilment of these duties.

The right to protection of personal integrity is formulated in the Constitution as an individual right for the child and includes the right to protection against serious violations of integrity, such as violence, abuse and sexual exploitation. The provision imposes an obligation on the state to provide for and to enforce a framework of regulations that can best protect the child from exploitation, violence and abuse.

Domestic violence and high levels of conflict between parents has an effect on children. It is considered equally harmful for children to witness violence between loved ones as to be subjected to it themselves. Child welfare services are in place to protect children from neglect, violence and abuse. However, research has shown that child welfare services struggle to handle several types of cases and that some services lack the expertise to handle the wide range of different target groups and types of cases. Violence, sexual abuse, negative social control, and honour-motivated violence are examples of demanding cases.

There are situations where the child's address must be kept confidential. In 2021, the Child Welfare Service was ordered to provide information to the police about children who have a decision on a secret address in accordance with the Child Welfare Act. The Parliament adopted in June 2025 that the Child Welfare Service, without prejudice to the duty of confidentiality, shall provide information to the police as soon as possible when a decision on a secret address in accordance with the Child Welfare Act is considered, made, changed or revoked or a decision on the grading of information in accordance with The Population Registration Act. Cooperation between the services is crucial for the quality of the protection the child receives. Today's regulations and the adopted amendment will strengthen the cooperation with the police in cases involving a secret address.

In its Escalation Plan against Violence and Abuse against Children and Violence in Close Relationships (2024–2028), the Government announced that child welfare services shall strengthen their expertise in cases concerning all forms of violence and abuse. The services will also have better access to effective measures aimed at families living with violence and abuse. Developing guidelines to help child welfare services make more precise and individual assessments in each case is important. Furthermore, consideration shall be given to establishing a model for guidance for parents and conversations with children in cases of violence. A model to ensure a more systematic approach in cases of violence is in place and can be implemented more broadly.

The Compensation for Violent Crimes Act

The new Compensation for Violent Crimes Act entered into force on 1 January 2023.³⁰

Pursuant to the Act, a person exposed to a serious criminal offence, or their survivors, may be entitled to compensation from the Government. As a main rule, the compensation claim must be dealt with by the courts during the criminal proceedings. When the court's judgment is final, the Government pays out the awarded compensation almost automatically, while at the same time claiming recourse from the perpetrator. In 90 percent of the cases handled in court, it takes an average of 12 days from the claim is filed to compensation is received on the victim's account. This provides predictability and quick resolutions, and allows the victim to move on. Furthermore, court proceedings of the claim are assumed to yield fair decisions and increased legal certainty. If the compensation claim has not been dealt with by the courts, for example because the criminal case was discontinued, the victim can apply for compensation from the Criminal Injuries Compensation Authority. The injury requirement is no longer included in the new Act, and the scope is linked to the relevant paragraphs in the Penal Code. This provides for a more efficient processing of applications. Pursuant to the new Act, a police report is now mandatory. The scope of the scheme covers for example The Penal Code Section 282 on abuse in close relationships, Section 272 on aggravated assault, Section 273 on bodily harm, and Section 274 on aggravated bodily harm.

Under the new Act, the alleged offender is given party status in the violence compensation case. This increases the legal certainty for the alleged offender, and is important in order to ensure his/her human right of defence.

In cases where the claim for compensation is heard by the court, most victims will have legal counsel remunerated by the State, c.f. the Criminal Procedure Act Section 107 a. If a counsel for the victim is not appointed for the case, it is the Prosecuting Authority's responsibility to pursue the compensation claim. When the criminal case is not heard by the court (for example because it is discontinued or dismissed), legal expenses will be covered if the extent or complexity of the case so requires. As a result of the simpler set of regulations in the new Act, it is assumed that that legal assistance will in most cases not be required in order to apply for compensation.

The Act is in line with general tort law and includes coverage for personal injury (including loss of future earnings and expenses that the personal injury is assumed to cause the injured party in the future); pursuant to the Damages Act Section 3-1, damages for pain and suffering for permanent medical invalidity cf. Section 3-2, compensation for the death of a person cf. Section 3-4, and reparation for non-pecuniary damage pursuant to Section 3-5. Damage to the injured party's belongings or property is not covered.

³⁰ Compensation for Violent Crimes Act: [Lov om erstatning fra staten til voldsutsatte \(voldserstatningsloven\)](#)

Victims of violence can also take civil action against the perpetrator to get compensation. In such lawsuits, the victim of violence will be entitled to free legal advice to assess a lawsuit, as well as free proceedings in the compensation case against the alleged perpetrator. The alleged perpetrator is also entitled to free proceedings, cf. the Legal Aid Act.

The Compensation for Violent Crimes Act is currently being reviewed, in order to assess its effect. The results of the evaluation will be presented in a report in June 2026.

Amendments to the Public Health Act

Prop. 82 L (2024–2025) Amendments to the Public Health Act, etc. (requirements for systematic and knowledge-based public health work, health preparedness) was considered by the Storting in June 2025.³¹ In the new Public Health Act, amendments are made to Section 7, so that the first paragraph shall read:

*The municipality shall implement necessary measures to address its public health challenges within the municipality. This may include measures related to conditions for children and living conditions such as housing, education, employment and income, physical and social environments, and the quality of the residential environment and local community, physical activity, diet, infectious diseases, injuries and accidents, **violence and abuse**, tobacco use, alcohol and other substance use, promotion of mental health and prevention of mental health problems and disorders, discrimination, and loneliness.*

The New Abortion Act

A new Abortion Act³² entered into force in Norway on 1 June 2025. Among other provisions, the Act guarantees women's right to abortion on request until the 18th week of pregnancy, and ensures access to cost-free, safe and equitable abortion-services across the country. It explicitly states that the pregnant woman herself must apply for an abortion and that no woman shall be forced into taking an abortion.

The Sterilisation Act of 1977 has remained largely unchanged for several decades. In its recent report, the Norwegian CRPD Committee concluded that while the current legal framework in Norway can be interpreted in a way that complies with the Convention on the Rights of Persons with Disabilities (CRPD), reforms are necessary to prevent potential violations and to promote genuine equality. The Directorate of Health has recommended a reassessment of the Sterilisation Act.

³¹ Ministry of Health and Care Services (2025). [Prop. 82 L \(2024–2025\) Endringer i folkehelseloven m.m. \(krav til systematisk og kunnskapsbasert folkehelsearbeid, helsemessig beredskap\)](#).

³² Abortion Act: [Lov om abort \(abortloven\)](#).

Definitions of domestic violence and violence against women

Norwegian legislation is generally gender-neutral. This also applies to legislation related to preventing and combatting violence and abuse.

As reported in its baseline report in 2020, Norway uses the term "violence in close relationships" as an umbrella concept referring to physical, psychological, sexual and economic violence against women, men, and children committed by a person in the family or someone to whom the victim is closely related in other ways. In addition, the concept covers forced marriages, female genital mutilation, honour-motivated violence, and negative social control.

In the Norwegian language, the term *kjønn* (gender) is commonly used to refer to both biological and social dimensions of identity. Unlike English, which distinguishes between "sex" (biological attributes) and "gender" (socially constructed roles and identities), Norwegian does not typically make this linguistic distinction. As a result, when Norwegian policy documents refer to *kjønn*, this term generally encompasses both the concept of "sex" and the broader understanding of "gender" as defined in Article 3 (c) of the Istanbul Convention. Where a narrower understanding of the word is intended, this will usually be explicitly stated or clarified by context.

Enhancing intersectionality of policies

Reference is made to the description of the amendment of the Shelter Act above, under the heading "New Legislation". The amendments seek to ensure equal services for the Sami population and applies to women, men and children. Similar to the Action Plan to Prevent and Combat Domestic Violence (2021–2024) *Freedom from Violence*, the new Escalation Plan includes a dedicated Sami section developed in collaboration and consultation between the Government and the Sami Parliament. The Sami Parliament has also developed its own Action Plan against Violence in Sami Communities for the period 2023–2025. The measures in the Escalation Plan aim to improve efforts to prevent and combat violence and abuse in Sami communities.

Reference is also made to the description regarding children's right to protection under the heading "New legislation" above. As mentioned, the new Children Act includes an introductory provision on children's right to protection from all forms of violence, abuse and other risks, see section 1-3. This applies for all children. It is also highlighted that in all actions made pursuant to the Children Act, the best interests of the child shall be a primary consideration, see Section 1-1 in the new version of the Act. This entails that in cases where the child is a girl, the assessment will be based on the best interests of that specific girl. In addition, the children's right to not be discriminated is highlighted in the new section 1-4, where gender, gender identity and gender expression are listed as discriminatory grounds.

Article 8 Funding

Study on the socioeconomic costs of domestic violence

In 2023, the Ministry of Justice and Public Security commissioned an analysis of the socioeconomic costs of domestic violence. Based on a comprehensive survey, Menon Economics estimated that the costs amounted to NOK 92.7 billion in 2021. These costs were divided into three main categories:

1. *Public and private resource use.* NOK 13.4 billion was spent on services and support, including NOK 2.3 billion in unpaid voluntary work.
2. *Loss of productivity.* NOK 25.2 billion was lost due to reduced workforce participation by victims, perpetrators, and relatives.
3. *Reduced quality of life.* The largest cost, NOK 54 billion, was linked to premature death and diminished health-related quality of life, representing 58 percent of the total.

The analysis indicates that a shift in public resource use toward preventive measures could reduce the total socioeconomic costs associated with domestic violence. Preventing violence would also greatly improve the quality of life for individuals directly affected.

Government funding

As reported in Norway's baseline report in 2020, there is no complete overview of the grants for work against violence against women and domestic violence in Norway. The majority of the funding is covered by the ordinary budgets of the affected sectoral authorities and relevant services, including the police, health and care services, the Family Counselling Service, the Child Welfare Service, and crisis centres (shelters). The municipalities' statutory services are largely financed through the municipal budget. In addition, the State funds certain special measures for victims and perpetrators of violence. The authorities also fund a number of preventive measures, surveys, and research programmes. Funds are also allocated to a number of non-governmental organisations that have measures in this area. In some cases, additional funding is also appropriated to new action plans and strategies in this area, in other cases, funds will be allocated as the measures are implemented during the action plan period.

Funding related to the Escalation Plan

The Government has intensified its efforts to combat violence and abuse through the Escalation Plan adopted by the Storting in May 2024, see reporting under part I, article 7. In the 2024 budget, a total increase of approximately NOK 128 million was allocated across several ministries and measures. These efforts were further strengthened in 2025, with an additional budget increase of approximately NOK 124 million, again distributed across multiple ministries and targeted initiatives.

Examples of ministries, measures and allocated funding:

The Ministry of Children and Families:

- NOK 10 million was allocated in 2024 to establish an investigation scheme for cases of murder, violence, abuse and neglect of children. The grant was continued in 2025.
- NOK 10 million was allocated in 2024 to strengthen the grant scheme for parental support measures in the municipalities. The grant was continued in 2025.
- In the Revised National Budget for 2024, the Alternative to Violence Foundation was allocated an additional NOK 3 million, and various NGOs and helplines that work to prevent violence and protect victims were allocated a further NOK 8 million in total. This increase in financial allocations has been continued in 2025.
- In 2025, NOK 20 million has been allocated to establish a new grant scheme for upgrading shelter buildings.

The Ministry of Justice and Public Security:

- In 2024, NOK 30 million was allocated to the Children's Houses to expand the target group to include children under the age of 16 who have committed sexual offences. The funding was renewed in 2025. In addition, in 2025, NOK 20 million was allocated to the Children's Houses for establishing branches in Harstad and Kristiansund.
- In 2024, NOK 25 million was allocated for the expansion of the RISK model. An additional NOK 20 million was allocated for the same purpose in 2025.
- In 2024, NOK 30 million was allocated to uncover, investigate, and prosecute internet-related abuse against children. The funding was renewed in 2025.

The Ministry of Labour and Social Inclusion:

- In 2024, NOK 6 million was allocated to strengthen the diversity adviser's scheme. An additional NOK 4 million was allocated in 2025.
- In 2024, NOK 1 million was allocated for the national housing and support service for individuals over 18 exposed to negative social control and honour-based violence. An additional NOK 3.5 million was allocated for the same purpose in 2025.
- In 2024, NOK 4 million was allocated to expand the housing and support service with a pilot scheme for individuals over 18 returning from involuntary stays abroad who are not covered by existing services.
- In 2024, NOK 2.2 million was allocated for the Expert Team against Negative Social Control and Honour-based Violence. An additional NOK 2.5 million was allocated for the same purpose in 2025.

The Ministry of Health and Care Services:

- NOK 5 million was allocated for digital parenting support (as part of the follow-up to the parliamentary request for a universal intervention program for first-time parents).
- NOK 3 million was allocated for The TryggEst Program.

In addition, in the period 2023–2025, more than NOK 1 billion has been allocated to follow up the Government's Escalation Plan for Mental Health and the Prevention and Treatment Reform in the Field of Substance Abuse. These investments are considered highly relevant to efforts aimed at preventing violence and abuse, and supporting individuals who have been subjected to violence.

Key allocations include:

- NOK 300 million for mental health and substance abuse services, as part of increased block grants to municipalities.
- NOK 85 million in increased block grants and earmarked grants to bolster school health and child health clinic services.
- NOK 9 million for testing and research on trauma treatment for children and young people in the municipalities.

Grants for Centres for Equality

In 2024, the four regional equality centres in Norway received a total of NOK 23.47 million in Government grants, up from NOK 21.43 million in 2022. In addition, the KUN Centre for Equality and Diversity received a separate grant of NOK 4 million in 2024 to establish a new regional equality centre in Western Norway.

Examples of other relevant grants

There are several other grant schemes that are relevant for the target group. Below is a list of the size of the different grants in 2022 and 2024, to show the development. The list is not exhaustive:

Grants for family and gender equality policy measures

2022: NOK 12 113 715

2024: NOK 16 500 001

Grants for measures against racism, discrimination, and hate speech

2022: NOK 19 000 000

2024: NOK 22 800 000

Grants for housing and support services for persons over 18 years of age who are exposed to negative social control and honour-related violence (included grants for housing and support services for persons over 18 who have been subjected to an involuntary stay abroad – pilot project)

2022: NOK 19 000 000

2024: NOK 25 700 000

Grants for centres against incest and sexual abuse and resource centres against rape

2022: NOK 110 948 520

2024: NOK 125 201 843

Grants for Alternative to Violence

2022: NOK 84 122 000

2024: NOK 95 065 000

Grants for measures against violence and abuse

2022: NOK 24 410 202 (60 266 202 included the Stine Sofie Centre, a national empowerment centre for children who have been exposed to violence or abuse).

2024: NOK 22 249 651 (61 481 651 including the Stine Sofie Centre).

Grants to prevent and combat domestic violence

2022: NOK 15 000 000

2024: NOK 15 000 000

Grants for TryggEst

2022: NOK 4 300 000

2024: NOK 8 544 000

New 2025 grant scheme for upgrading crisis centre buildings

2025: NOK 20 000 000

Grants for criminal injuries compensation

2022: NOK 374 200 000

2024: NOK 520 400 000

Grants for the Criminal Injuries Compensation Authority

2022: NOK 25 500 000

2024: NOK 30 800 000

Resources for women's rights organizations

When it comes to the provision of resources for women's rights organizations, we refer to the list above. The Crisis Centre Secretariat, the Violence and Abuse Helpline run by the Crisis Centre Secretariat, the Red Cross Helpline on negative social control and honour-related violence, and the Parental Support Helpline were all bolstered in the revised national budget for 2024.

Article 11 Data collection and research

In the Escalation Plan, the government emphasizes that a key element of a comprehensive and coordinated policy against violence and abuse is the collection of relevant statistics and support for research.

Data collection

Several entities in Norway collect data that are relevant for the implementation of the Convention, see Norway's 2020 baseline report, section 2 E. Some important steps have been taken to improve data collection since the baseline reporting.

Collaboration with Statistics Norway

Statistics Norway (SSB) is conducting a preliminary project funded by the Ministry of Justice and Public Security. The purpose of the project is to identify and clarify statistical needs related to violence and abuse against children, domestic violence, and relevant international obligations. The preliminary project will include a knowledge mapping exercise that provides an overview of existing statistics in the field and identifies any gaps and weaknesses. SSB will examine similar statistical developments both in Norway and abroad, including how specific reporting obligations are handled in other countries. At the request of the Ministry of Justice and Public Security, SSB will also assess the potential for future collaboration on the development, reporting, and dissemination of statistics on violence against women, violence and abuse against children, and domestic violence. The preliminary project will continue through the end of 2025.

Indicator set following the development of gender equality

An important part of the Strategy on Equality Between Women and Men (2025–2030) (see description under article 7) is the development of an indicator set that will follow the development of gender equality throughout the strategy period and beyond. The indicator set includes statistics from administrative registers, surveys and mappings and gives an overview of attitudes towards, experiences with and the scope of different aspects of gender equality, as well as the use of services. The entire indicator set is available online at www.bufdir.no and will be continuously updated with new statistics.³³

One of the main goals for the strategy is a society without violence, rape, sexual harassment and online harassment. The indicators for this goal include physical and sexual violence reported to the police, relevant statistics from shelters and family counselling services, and experiences with violence and sexual harassment. Most of the indicators are disaggregated by sex.

Another main goal in the strategy is freedom from negative social control and honour-related violence. For this goal, the indicators include the use of public services and are disaggregated by sex.

³³ Gender equality - Statistics and indicators for gender equality in Norway: [Kjønnslikestilling - Statistikk og indikatorer på kjønnslikestilling i Norge](#).

The Quality Register for collecting data on sexual offence specific treatment programs

A consent-based medical quality register for collecting data on sexual offence-related treatment programs in Norway was established in 2022 (*Kvalitetsregister for Seksualovergrep-relatert problematikk*, abbreviated as KvaSO). It is designed to monitor and improve treatment outcomes for patients receiving specialized health care for sexual offence-related issues.

KvaSO collects both patient-reported and clinical treatment data from all sexual offence-specific specialized treatment programs across Norway, as well as from other regionally implemented, offence-specific programs. The register aims to support continuous quality improvement, service evaluation, and research. Once a sufficient volume of data has been collected, effectiveness studies will be conducted to assess treatment outcomes and inform future policy and clinical practice.

Requests to the special support services against negative social control and honour-based violence

In 2025, The Directorate of Integration and Diversity and the Directorate for Children, Youth and Family Affairs published the first joint annual report on the number of requests made to the special support services against negative social control and honour-based violence. This includes the Expert Team against Negative Social Control and Honour-based Violence, diversity advisers at schools and adult education centres, and the special representatives at four Norwegian foreign service missions who provide consular assistance to persons who are subjected to negative social control and honour-motivated violence. Cases are categorized by main issue, gender, age and national background. The annual report also includes the annual occupancy rate for the national housing and support scheme for persons subjected to negative social control and honour-based violence. The data is aggregated so that privacy and anonymity are safeguarded.

In 2024, the specialized services provided guidance in a record number of cases. Although the figure does not reflect the actual number of people subjected to negative social control and honour-related violence in Norway, it does show how many times the services have been contacted for advice and guidance. The increase in the number of cases may be related to the fact that the specialized services have become better known among people subjected to negative social control and honour-related violence and among other services, and that the specialized services have thus been successful in reaching a wider group of services and individuals.

Data on the Compensation for Violent Crimes scheme

More women than men receive compensation for violent crimes. In 2024, women received a total of NOK 346.6 million, divided among 1,089 claims. In comparison, men received NOK 173.9 million, divided among 942 claims.

This is in line with previous years and reflects that woman are more often exposed to certain types of violent incidents, such as domestic violence and sexual assault, which often provide grounds for higher compensation amounts.

2024:

	Claims (new law)	Applications (new law)	Applications (old law)	Total amount of compensation
Men	55 134 426 NOK (458 recipients)	8 106 408 NOK (170 recipients)	110 633 059 NOK (314 recipients)	173 873 893 NOK (942 recipients)
Women	113 728 119 NOK (576 recipients)	26 292 016 NOK (101 recipients)	206 535 474 NOK (412 recipients)	346 555 609 NOK (1089 recipients)
Total	168 862 545 NOK (1034 recipients)	34 398 424 NOK (271 recipients)	317 168 533 NOK (726 recipients)	520 429 502 NOK (2031 recipients)

2023:

	Claims (new law)	Applications (new law)	Applications (old law)	Total amount of compensation
Men	64 082 132 NOK (434 recipients)	3 889 182 NOK (75 recipients)	132 108 248 NOK (580 recipients)	200 079 562 NOK (1089 recipients)
Women	90 024 265 NOK (424 recipients)	5 555 713 NOK (44 recipients)	226 060 879 NOK (781 recipients)	321 640 857 NOK (1249 recipients)
Total	154 106 397 NOK (858 recipients)	9 444 895 NOK (119 recipients)	358 169 127 NOK (1361 recipients)	521 720 419 NOK (2338 recipients)

Until the arrears under the old law have been cleared, the Compensation Authority processes applications under both the new and old regulations.

The Compensation for Violent Crimes Act entered into force on 1 January 2023 and is currently being reviewed, in order to assess its effect. More data and statistics will be available once the evaluation report is presented in June 2026.

Research

A knowledge-based approach to addressing violence and abuse requires a solid and up-to-date knowledge base. In the Escalation Plan, the government emphasizes the importance of having

knowledge about the causes, scope, and consequences of violence and abuse, as well as of evaluating the effectiveness of implemented measures. Such knowledge is crucial for effective prevention and detection of violence and abuse, and for providing appropriate support services to victims and tailored treatment for both victims and perpetrators.

Research program on domestic violence

The Government has funded a 10-year research program on domestic violence for two periods (2014–2019 and 2019–2024), carried out by the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) and NOVA – Norwegian Social Research. A total of NOK 100 million has been allocated to the program under the Ministry of Justice and Public Security’s budget. In addition, the Ministry of Labour and Social Inclusion has funded research on negative social control and honour-related violence, including forced marriage and female genital mutilation, through the program. The program has played a key role in meeting research needs and in fostering stronger, more integrated research communities within the field. Dissemination of research findings is an integral part of the programs.

The Domestic Violence Research Program at NOVA is a social science research program on domestic violence. It aims to generate theory-based knowledge with a long-term perspective that can serve as a basis for preventive and remedial work. NOVA’s research during the 2019–2024 program period focused on:

- The scope of violence and abuse, based on repeated questionnaires among young people
- Sexual abuse and violence, including digital abuse
- Intimate partner violence in a diverse population
- The justice system’s handling of domestic violence cases
- Support services and protection measures
- Policy design and governance systems
- Negative social control and honour-related violence

As part of the Domestic Violence Research Program, NKVTS has developed new knowledge about how such violence affects different groups in society. In-depth quantitative and qualitative studies have been conducted on phenomena encompassed by the umbrella term domestic violence, from both the perspective of those exposed to and those who perpetrate the violence. Five projects explore how gender, age, and minority affiliation influence the experience of violence, as well as the access to support services and interaction with public institutions. The conceptual framework for understanding domestic violence is being expanded and refined through the inclusion of digital violence. NKVTS’ research during the 2019–2024 program period focused on:

- Prevalence Study mapping the extent of violence and abuse in a representative sample of the Norwegian population

- Sexual Violence in Young People’s Close Relationships – Victims, Perpetrators, and Institutional Frameworks
- TRUST – Trust After Sexual Trauma – explores experiences with support from social networks, public services, the police, and the justice system following rape, and how these experiences affect trust, health, and access to necessary services over time.
- Intimate Partner Violence, Gender, Equality, and Power – including new data on mothers who have experienced violence.
- Domestic Violence in Sami Communities
 - Experiences of violence and abuse in Sami communities
 - Individuals who perpetrate violence and abuse
 - Victims’ access to services and justice

A decision has been made to extend the research program for an additional year (2025). The following research projects are planned for implementation during the period 2025–2027 by NKVTS and NOVA:

- “The children left behind” – What happens to children after intimate partner homicide
- Further analysis of data from the 2023 survey on violence and abuse in the Norwegian population
- Sexual violence in young people's close relationships: podcast aimed at communicating study results to youth
- Perpetrator perspectives on severe domestic violence
- The role of relatives in prevention, support, and conviction
- Sexual culture and sexual violence among youth
- Screening processes in the criminal justice system – working models and methodology
- Safeguarding the dual mandate of the Children’s Houses

The Ministry of Justice and Public Security has allocated NOK 10 million annually from 2025 to the Research Council of Norway for research on domestic violence. The funds have been announced under the call “Collaborative Project to Prevent and Combat Domestic Violence”, with an agreement expected to be signed in April 2026.

In 2025, the Research Council of Norway also announced funding for Public Sector Ph.D. projects for up to five initiatives within research on the prevention and combating of domestic violence. The Public Sector Ph.D. scheme aims to increase research efforts in public sector organizations, boost researcher recruitment in the public sector, and strengthen collaboration between academia and the public sector. So far, one agreement has been signed for a Public Sector Ph.D. project under the theme of domestic violence.

Developing Effective and Equitable Measures Against Violence and Discrimination – a research initiative

A major research initiative commissioned by the Norwegian Directorate for Children, Youth and Family Affairs, titled *Developing Effective and Equitable Measures Against Violence and Discrimination*, was launched in 2022. The initiative includes a series of projects on violence and gender equality and is a collaboration between Fafo (Research on Labour Market, Education, Welfare and Migration), the Nordland Research Institute, and NOVA – Norwegian Social Research.

The initiative consists of two types of projects: five sub-projects focused on evaluation and follow-up research related to specific measures and five exploratory sub-projects aimed at generating knowledge in less-studied areas.

The sub-projects include:

- Evaluation of the Violence and Abuse Helpline – published January 2024³⁴
- Violence, harassment, and hate speech against persons with disabilities – published August 2024³⁵
- Follow-up evaluation of shared crisis centre accommodation for women and men – published December 2024³⁶
- Parenting support measures at crisis centres – published spring 2025³⁷
- Follow-up research on the implementation of MST-PSB (Multisystemic Therapy – Problematic Sexual Behaviour) in child welfare services – to be published autumn 2025
- Follow-up research on the establishment of the National Sami Competence Centre (NASAK) – to be published autumn 2025
- Negative social control in faith and belief communities – to be published autumn 2025
- Violence against older adults with immigrant backgrounds – to be published autumn 2025
- Harmful sexual behaviour among children in child welfare services – to be published autumn 2025

³⁴ [Langeland, F., Bakar, N. and Bliksvær, T. \(2025\). Evaluering av VO-linjen, Nordland Research Institute.](#) (Abstract in English.)

³⁵ [Bjørnshagen, V., Olsen, T., Vedeler J. S and Eriksen, J. \(\(2024\). Hatytringer, hatkriminalitet og diskriminering – funksjonshemmedes erfaringer, Fafo-rapport 2024:19.](#)

³⁶ Dullum, J. and Bakketeig, E. (2024). [Evaluering av forsøk med felles botilbud for kvinner og menn på Romerike Krisesenter, Velferdsforskningsinstituttet NOVA, Rapport 11/24.](#)

³⁷ [Bliksvær, T., Fabritius, M. K., Langeland, F. and Skogøy, B. E. \(2025\). Foreldreveiledning på krisesenter – behov, erfaringer, og organisering, Nordlan Research Institute.](#) (Summary in English.)

Research on violence and abuse in Sami communities

As part of the domestic violence research program (2010–2024), NKVTS conducted a study on violence and abuse in Sami communities, resulting in the report “When the Silence is Broken”.³⁸ The project also included a literature review of international indigenous and post-colonial research³⁹ and a knowledge overview of violence in Sami communities.

Building on earlier research⁴⁰, the project aimed to deepen understanding of how violence is experienced and addressed within Sami communities, including interaction with support services and the specific cultural and social dynamics involved.

NKVTS highlights that while Sami communities share traits with other rural areas, certain factors – such as language, kinship ties, collectivist values, and historical experiences of oppression and discrimination – may influence how violence is experienced and silenced. Family and community can offer support but may also contribute to concealment, especially in cases of sexual abuse.

With funding from the Ministry of Justice and Public Security, NKVTS – together with SANKS (the Sami Norwegian National Advisory Unit on Mental Health and Substance Use) – is conducting a study on violence and abuse in reindeer herding Sami communities. The project aims to deepen knowledge about vulnerability, and the potential specific characteristics, expressions, and consequences of such violence in the Norwegian part of Sápmi. A final report is expected by April 2026.

Study on the prevalence of violence and abuse in the Norwegian population

As part of the research program on domestic violence (2019–2024), NKVTS conducted a study on the prevalence of violence and abuse in the Norwegian population and published a report based on the survey in 2023.⁴¹ A total of 2,100 women, 2,195 men, and four non-binary people aged 18–74 responded to the survey. In order to produce comparable prevalence rates, the main survey was largely conducted in the same way as a similar study in 2014. The same direct and behavioural specific questions concerning experiences of violence and abuse in childhood and adulthood were used. See part III for results from the study.

³⁸ [Bergman, S., Kiil, M., Bjørnholt, M. and Ruud, N. S. \(2025\). Når tausheten brytes: Om vold i nære relasjoner og seksuelle overgrep i samiske samfunn, NKVTS, Rapport nr. /2025.](#) (Summary in English.)

³⁹ [Bjørnholt, M., Bergman, S., & Grøvdal, Y. \(2021\). Vold og seksuelle overgrep blant urfolk – utvalgte internasjonale perspektiver. Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress. \(Rapport 2/2021\).](#) (Summary in English.)

⁴⁰ [Øverli, I. T., Bergman, S. H., & Finstad, A. K. \(2017\). «Om du tør å spørre, tør folk å svare»: Hjelpeapparatets og politiets erfaringer med vold i nære relasjoner i samiske samfunn. Oslo: Nasjonalt kunnskapssenter om vold og traumatisk stress. \(Rapport 2/2017\).](#) (Summary in English.)

⁴¹ [Dale, M. T. G., Aakvaag, H. F., Strøm, I. F., Augusti, E. M., & Skauge, A. D. \(2023\). Omfang av vold og overgrep i den norske befolkningen. Nasjonalt kunnskapssenter om vold og traumatisk stress. \(Rapport 1/2023\).](#) (Summary in English.)

The UngVold survey

The report presents new knowledge about violence and abuse among upper secondary school students based on the three *UngVold* ('Youth Violence') surveys conducted in 2007, 2015, and 2023.⁴² The report maps children's and adolescents' exposure to violence and abuse throughout their upbringing, focusing on two key arenas: the family and peer environments. It adds new knowledge about the prevalence of such experiences and how patterns of violence change over time. This knowledge can serve as a valuable foundation for discussions on how violence and abuse against children and young people can be prevented and addressed. See part III for results from the study.

Research on sexual harassment

The white paper on sexual harassment submitted in December 2024 includes aims and targets to combat sexual harassment. The white paper summarizes knowledge about the extent of sexual harassment in different arenas, including at the workplace, in connection with leisure activities, and online. The Government will follow up measures in the white paper including a research program that aims to acquire further knowledge about sexual harassment. The purpose of the research program is to facilitate systematic and multi-year research efforts on sexual harassment. The research from the program will contribute to knowledge-based policy development and the development of measures in the work to prevent and deal with sexual harassment.

In 2024, Norway conducted a national scoping survey on sexual harassment.⁴³ The survey collected data on the public's knowledge and understanding of attitudes towards, as well as their experiences with, sexual harassment. In addition, the survey collected information about the public's knowledge about the legislation and available support systems. The survey also collected data on the extent of sexual harassment across different parts of the population, grounds of discrimination and arenas.

The results show that more than half of the population has experienced sexual harassment in the past year.⁴⁴ Non-binary people and women are more frequently affected than men. Younger individuals are also more exposed than older ones. Those with a sexual orientation other than heterosexual, people with disabilities, and ethnic minorities are particularly vulnerable. The prevalence of sexual harassment is highest in the workplace. The lowest prevalence is found in organized and semi-organized leisure activities. Most people are

⁴² [Frøyland, L.R., Lid, S., Schwencke, E.O. & Stefansen, K. \(2023\). Vold og overgrep mot barn og unge. Omfang og utviklingstrekk 2007–2023. NOVA Rapport 11/23 \(oda.oslomet.no\).](#)

⁴³ [Bjerkebakke, T. & Sogge, M. C. B. \(2024\). Erfaringer med, holdninger til og kunnskap om seksuell trakassering En omfangsundersøkelse i den norske befolkningen, Verian 2024.](#) (Summary in English.)

⁴⁴ The survey applies a broad definition of sexual harassment. To measure sexual harassment, it employs a battery of questions comprising 17 specific incidents, distributed across four distinct categories: gender-based harassment, unwanted sexual attention, sexual coercion, and sexual assault.

harassed by someone of the opposite sex. However, the proportion of men reporting harassment from other men is higher than the proportion of women reporting harassment from other women.

Awareness of Mandatory Reporting of Intimate Partner Violence (MANREPORT-IPV)

Different perceptions and experiences of the duty of confidentiality, the right to provide information, and mandatory reporting may pose significant challenges. MANREPORT-IPV is a cross-professional study examining service providers' mandatory reporting of intimate partner violence (IPV) for the period 2021 to 2026.

The purpose of this study is to contribute research-based knowledge about the duty to avert harm in cases of intimate partner violence, through:

1. Systematic textual analysis of legal documents to clarify current law
2. Interviews with users and professionals about their experiences, attitudes, and knowledge
3. Surveys of users and professionals regarding their understanding of and experiences with the duty to avert harm in cases of intimate partner violence

The project is a collaboration between Volda University College, Molde University College, the Norwegian Police University College, and Oslo University Hospital.

Evaluations

Since the baseline evaluation procedure, a number of evaluations of key measures have been carried out, in addition to the evaluations mentioned above. These includes:

Completed evaluations:

- Evaluation of the National Grant Scheme for Housing Services for Individuals Over 18 Exposed to Forced Marriage, Honour-Based Violence, and Negative Social Control (2022)
- Evaluation of the Expert Team Against Negative Social Control and Honour-Based Violence (2023)
- Evaluation of Diversity advisers in lower secondary schools and adult education centres (2024)
- Evaluation of address protection measures (code 6 and 7) (2024)
- Evaluation of services for particularly vulnerable adults at the Children's Houses (2025)
- Evaluation of risk assessment tools used by the police (2025)
- Evaluation of the grant to the Stine Sofie Centre (2025)

Ongoing evaluations:

- Evaluation of the implementation of the Escalation Plan against Violence and Abuse against Children and Domestic Violence (2024–2028)
- Evaluation of the Support Centres for Victims of Crime
- Evaluation of the Police’s Online Patrols
- Evaluation of the use of restorative justice in cases of domestic violence
- Evaluation of the dissemination of the RISK model
- Evaluation of NASAK (*the National Sami Competence Centre*)
- Evaluation of the training tool *Snakkemedbarn.no* ('Talking with children') and the digital learning resource for kindergartens and schools which addresses bullying, violence and abuse *jegvet.no* ('I know').

New developments in enabling disaggregated data collection

Reference is made to the description of Statistics Norway (SSB) preliminary project funded by the Ministry of Justice and Public Security above.

Statistical data on restraining orders, breaches of orders, and resulting sanctions

The number of restraining and protection orders, as well as breaches of such orders are registered. Figures on sanctions for breaches do not exist in the form or with the content GREVIO is requesting.

Custody decisions resulting in the restriction and withdrawal of parental rights

There is no data collection regarding the number of times custody decisions have resulted in the restriction and withdrawal of parental rights as a result of violence perpetrated by one parent against the other.

Measures taken to allow cases of violence against women and domestic violence to be tracked from reporting to conviction

A study of prosecution patterns in domestic violence cases was conducted in 2023.⁴⁵ The starting point was that many cases of violence in close relationships are dismissed. This study has shown variations in the prosecution patterns between cases involving different types of domestic violence. These prosecution patterns show that the general picture that most domestic violence cases are dismissed is far more differentiated than the crime statistics would suggest. While partner violence cases are dismissed to a large extent, this does not necessarily apply to cases where both mother and child are suspected of being subjected to violence. The seriousness of the case can thus immediately appear as a key screening factor in

⁴⁵ [Bakketeig, E. & Dullum, J. V. \(2023\). *Påtalemønstre i familievoldssaker*. Tidsskrift for strafferett, Vol 23, utg. 2.](#)

domestic violence cases. Cases with multiple victims and where children are also subjected to violence provide a more complex and serious picture of violence, and this gives these cases a high priority with the police. At the same time, there are several nuances.

Part II: Information on the implementation of selected provisions in priority areas in the field of prevention, protection and prosecution

Article 12 General obligations

Primary prevention measures aimed at changing mentalities and attitudes

Addressing harmful gender stereotypes and prejudices, customs and traditions based on the idea of the inferiority of women

Norway has a broad approach to gender equality and combating gender-based violence. Recently presented documents like the white paper on sexual harassment and the strategy for equality between women and men, as well as the upcoming white paper on boy's and men's challenges are all an important backdrop to securing a society free of gender-based violence and harmful stereotypes, in addition to the policies and actions targeting violence against women directly.

Norway will address boys' and men's equality challenges in a white paper scheduled to be submitted in 2026. The white paper aims to address measures that will contribute to a more gender-equal society, addressing boy's and men's challenges. The white paper will be based on the Men's Equality Commission (*Mannsutvalget*), which the government appointed in 2022.

Immigrants between the age of 18 and 67 years have a right and an obligation to attend Norwegian language training and social studies classes if they have leave to remain that forms the basis for a permanent residence permit. The goal of the scheme is that an adult immigrant should master Norwegian and gain knowledge about Norwegian society during the course of his/her initial years in Norway, in order to enable both employment and participation in society. The social studies classes include learning modules on violence in close relationships and harmful practices, and the legal and personal consequences of such violations. The participants also receive information about support services available in Norway. The learning resource "The Right to Decide about One's Own Life" is about negative social control, domestic violence, forced marriage, and female genital mutilation. It has been specifically developed as a resource for teachers in social studies classes for newly arrived immigrants. It is available in 24 languages and includes relevant legislation.

Addressing the heightened exposure to gender-based violence by women and girls at risk of intersectional discrimination

In collaboration with the Directorate of Health, the Directorate for Children, Youth and Family Affairs is responsible for TryggEst, a national model for safeguarding at-risk adults. TryggEst provides municipalities with a structured approach to preventing and addressing

violence and abuse. The model also incorporates a focus on intersectional discrimination as part of its safeguarding efforts. See further information below.

With also reference to the description of the Snakkemedbarn.no ('Talk Together') training tool in Norway's 2020 state report to GREVIO as well as the digital learning resource for kindergartens and grades 1–4 which addresses bullying, violence and abuse, jegvet.no ('I Know'), work is currently underway to further develop Talk Together to ensure its relevance to the Sami population, including subtitles and translations into North Sami, South Sami and Lule Sami. The content of 'I Know' has already been translated into North Sami, South Sami and Lule Sami.

Sami expert communities and youth organizations have contributed to the development of I know, ensuring that the resource is adapted to the needs and cultural context of Sami children and youth. County governors have been asked to promote both resources within their regions and to collaborate with the Sami Parliament where relevant.

Encouraging participation and promoting empowerment of women

The Escalation Plan discussed above also emphasizes that violence affects women and men differently, and that women are exposed to a higher burden of violence than men. The Escalation Plan acknowledges the need for preventive and awareness-raising measures targeting boys and men, in order to counteract norms that promote violence and harmful sexual behaviour.

The Men's Equality Commission

The Men's Equality Commission submitted its report, NOU 2024: 8 – *The Next Step for Gender Equality*, in April 2024.⁴⁶ Regarding men's and boys' attitudes toward violence and abuse, the committee highlights several key findings and recommendations:

- Attitudes toward violence and sexuality: The Commission points out that certain norms of masculinity may contribute to legitimizing or downplaying violence and harmful sexual behaviour. There is a need to challenge these norms through awareness-raising efforts, particularly aimed at young boys.
- Prevention: The Commission recommends increased efforts to prevent violence and abuse through schools, leisure arenas, and digital platforms. This includes education on consent, setting boundaries, and respect in relationships.
- Men as victims and perpetrators: The report also emphasizes that men can be both victims and perpetrators of violence and abuse, and that it is important to acknowledge

⁴⁶ [Norwegian Official Report \(NOU\) 2024: 8. Likestillingens neste steg. Mannsutvalgets rapport.](#) (Summary in English.)

and address this appropriately – while also working systematically with men who commit violence.

Among the 35 proposed measures, the Commission recommends improving education on sexuality, strengthening efforts against negative social control, and increasing support for organizations working with boys and young men.

The awareness raising campaign in Sápmi

The Ministry of Justice and Public Security has allocated funding to RVTs North to enable it to collaborate with the Sami Parliament on an awareness raising campaign against sexual abuse. The primary target group is boys and young men (ages 16–35) in Sápmi.

Empowerment of women in politics

Promoting gender equality has long been a core part of Norway's national identity. To increase women's participation in politics at all levels, Norway has followed an incremental approach to empowerment, gradually advancing gender equality step by step. However, it took 70 to 80 years to reach 40 percent female representation in parliament, and over 100 years to reach an average of 40 percent in municipal councils and 45 percent in county councils. Key enabling factors include democratic stability, secularism, egalitarian values, a large public sector, a comprehensive welfare state, high living standards, and a strong tradition of civic engagement.

Norway has also introduced extraordinary measures, introducing legal requirements mandating a minimum of 40 percent representation of each gender in all local public committees and boards. This applies not only to appointed committee members elected by local assemblies, but also to executive boards at both municipal and county levels.

Most political parties in Norway have adopted voluntary gender quotas on their candidate lists to promote women's representation. A strong feminist movement has played a crucial role in pushing both political parties and the state to adopt more progressive measures.

In addition to legal reforms, the Ministry of Local Government and Regional Development has implemented several 'soft' measures to increase women's participation in local politics and leadership roles. These include public awareness campaigns highlighting the importance of gender balance in councils and committees, and efforts to make gender disparities visible while informing the public about the electoral system and the importance of placing women high on party lists.

Empowerment of women in the labour market

In the Government's Strategy for Gender Equality (2025–2030), one of the key objectives is financial independence and equality in the labour market. Financial independence is essential for living a free and autonomous life. Without it, individuals may be unable to make

independent choices or leave harmful or violent relationships. Ensuring financial independence for both women and men is therefore a fundamental condition for achieving a more gender-equal society.

Norway has been a pioneer in ensuring equal participation of women and men in the labour market. This equality has been an important political project. Parental leave, the father's parental leave quota, good access to childcare, after-school programs, the right to leave when a child is ill, breastfeeding breaks, and flexible working hours have all been crucial in enabling both women and men to prioritize paid work.

The strategy includes several goals and corresponding measures designed to contribute to enhancing financial independence and equality in the labour market. The goals are:

- Higher percentage of full-time and permanent positions in the public and private sector
- Good work-life balance
- Continue the good coverage of high-quality, affordable out-of-hours school care and kindergartens
- Higher employment rate for women and men with an immigrant background
- More women in male-dominated occupations and more men in female-dominated occupations
- Reduce the gender pay gap and ensure a more even distribution of income and wealth between women and men
- Increase the percentage of women starting businesses, on company boards, and in executive positions and management positions with financial responsibility in publicly and privately owned companies and in the voluntary sector
- Gender equality and diversity in higher education and research
- Improved knowledge on women's occupational health
- Close cooperation with the social partners on gender equality in the labour market
- Improved follow-up of employers' activity and reporting obligation (ARP)
- The future of work – AI and the green transition

The Committee on Women's Occupational Health (Kvinnearbeidshelseutvalget)

On March 8, 2024, the government appointed a public committee to examine how work affects women's health and participation in working life. The committee was tasked with assessing working conditions and the work environment, proposing measures to prevent work-related ailments and illnesses, and considering support for those with health challenges not directly caused by work – such as caregiving burdens or experiences of harassment or violence.

The committee submitted its report, NOU 2025: 5 *Women's Occupational Health – Knowledge and Measures*, on 1 April, 2025.⁴⁷ The report highlights the significant impact of violence and abuse outside the workplace on women's health and employment, while noting a lack of detailed knowledge in this area. Ongoing studies are exploring how workplace policies can support women affected by such experiences.

The committee proposed several key measures, including:

Establish a National Competence Program for the Workplace on Domestic Violence.

Employees who are or have been exposed to violence may require follow-up and adaptations at work. The committee emphasizes the importance of providing affected employers and organizations with access to relevant knowledge and tools.

It is proposed that a national-level competence program be established to support employers, safety representatives, union representatives, occupational health services, and others with the necessary knowledge, advice, and guidance in cases involving employees affected by domestic violence.

This competence program could be aligned with existing national expertise on domestic violence and the inclusion of survivors in working life. The program should be developed in collaboration between authorities and labour market stakeholders.

Include Workplace-Related Topics and Employer Follow-Up in the Guide for Municipal Action Plans Against Domestic Violence. The committee proposes that NKVTS' guide for creating municipal action plans against domestic violence be revised to include the workplace as a relevant arena for addressing domestic violence. See description under article 18.

The committee's report is now under public consultation, and the deadline for submissions is 1 October 2025.

Work After Violence: The Impact of Violence on Employment)

The Norwegian Centre for Violence and Traumatic Stress Studies NKVTS is conducting a study on the link between exposure to violence and labour market participation, using data from the Norwegian Labour and Welfare Administration (NAV) and Statistics Norway. The project highlights that domestic violence leads to reduced workforce participation, costing society billions annually.

Studies show a correlation between being exposed to violence and whether one is employed. Working reduced hours or dropping out of the workforce can negatively impact mental and physical health, social ties, skills, and financial independence, sense of mastery, quality of life, and financial independence, and increase vulnerability to further abuse. The study aims to

⁴⁷ Norwegian Official Report (NOU) 2025: 5 *Kvinner arbeidshelse – Kunnskap og tiltak*.

better understand how violence affects employment and identify measures to support survivors in staying in or returning to work.

It also explores how factors such as type of violence, gender, and mental health influence employment outcomes. In-depth interviews will provide insight into what helps survivors maintain work participation.

Article 14 Education

Knowledge about violence and abuse is embedded in key national education frameworks, including the Framework Plan for Kindergartens, the Education Act, various school curricula, the Framework Plan for Child Care at School outside School Hours (SFO), the National Plan for Teacher Education, and all health and social science education.

Two national learning resources

Two national learning resources have been developed to support this work in kindergartens and schools:

- I Know (jegvet.no) – a digital resource to help ensure that kindergartens, primary schools, and upper secondary schools provide children and young people with knowledge that promotes life skills and public health, focusing on bullying, violence, abuse, and children’s rights.
- Talk Together (Snakkemedbarn.no) – a knowledge and training portal designed to support professionals in having difficult conversations with children and young people who may be at risk. The target group includes all employees in services that interact with children and youth.

Zero tolerance for bullying

A zero-tolerance approach to bullying at schools is enshrined in Norwegian law. Schools are legally required to ensure that all pupils experience a good and safe learning environment. A range of measures – including guidance materials and online training courses – are available to help schools build inclusive and secure environments. The Directorate for Education and Training coordinates these efforts and assesses the competencies schools need to meet this obligation.

Mobile phone use in schools

The Directorate for Education and Training has issued a guidance document recommending the regulation of private mobile phone use in schools. The aim is to support the development of local policies that enhance concentration, improve the learning environment, and reduce cyberbullying.

Curriculum examples – primary and secondary education and upper secondary education

In the social studies curriculum, the interdisciplinary topic Health and Life Skills encourages pupils to reflect on identity development and their own role in various social contexts. Pupils learn how relationships and belonging influence interactions, including digital ones. The subject supports informed life choices and addresses challenges related to sexuality, personal finances, substance abuse, exclusion, and digital interaction. It also promotes respect for diversity, tolerance, and understanding of different values and life choices, while offering perspectives on what constitutes a good life. Pupils are also taught to identify human rights violations, such as human trafficking and modern slavery, and to recognize measures that protect fundamental rights.

The social studies curricula include:

Competence aims after year 2:

- talk about the opportunities and challenges involved in digital interaction
- talk about emotions, bodies, gender, and sexuality and how both one's own and other peoples' boundaries can be expressed and respected
- present and give examples of children's rights in Norway and in the world, and what children can do when these rights are violated

Competence aims after year 4:

- talk about boundaries related to the body, what violence and sexual abuse is, and how to obtain help if one has been the victim of violence and sexual abuse
- talk about the rules and norms for protection of privacy, the sharing and protection of information, and what it means to use one's judgment in digital interaction

Competence aims after year 7:

- reflect on variations in identity, sexual orientation, and gender expression, and one's own and others' boundaries in connection with emotions, the body, gender, and sexuality and discuss what one can do if those boundaries are violated
- discuss what equality and equal opportunities mean for a democracy, and develop proposals for how to counteract prejudice, racism and discrimination
- talk about human values and equality, and compare how human rights have been established and implemented in various countries
- reflect on how oneself and others participate in digital interaction, and discuss what it means to use one's judgment in the light of rules, norms and boundaries
- describe key events that have led to the democracy we have in Norway today and compare how individuals have the power to influence different systems of government

Competence aims after year 10:

- reflect on how identity, self-image and one's own boundaries are developed and challenged in different environments, and present proposals for how one might deal with influence and unwanted events
- reflect on equalities and inequalities in identities, ways of life, and cultural expressions, and discuss the opportunities and challenges related to diversity
- explore and reflect on one's own digital footprint and the possibility of deleting one's digital trail and the value of one's own and others' right to privacy, data protection and copyright/intellectual property.

Competence aims after the 1st and 2nd year in upper secondary education

- reflect on challenges associated with setting boundaries, and discuss how different values, norms and laws apply to gender, sexuality, and the body
- explain the foundations of human rights and explore and give examples of violations of human rights, nationally and globally

The curriculum framework, the Education Act, and other related regulations set out the goals and guidelines for education in Norway. The planning, organization, and teaching are carried out locally by each individual school. The school health service can serve as a valuable partner - both in delivering practical teaching aligned with the school's curriculum and in planning age-appropriate education tailored to different target groups. Teaching should ensure that all children and young people acquire the necessary knowledge and skills related to sexual health and contribute to the prevention of sexual abuse and violence. Decisions regarding how teachers can collaborate with school nurses are made locally.

Article 15 Training of professionals

See tables I and II in the appendix for an overview of the professional groups that receive initial and in-service training on the different forms of violence against women and domestic violence. Note that lawyers are not required to receive initial or in-service training on violence against women and domestic violence. Thus, we do not have the data requested in tables I and II included in the appendix with regard to lawyers.

When it comes to initial training of the police, the Norwegian Police University College is responsible for the education of the police. Through basic education as well as continuing and further education programs, the Police University College plays a central role in training the police in various specialized areas, including domestic violence and violence and abuse against children. In the bachelor's program, theoretical training in these subject areas is distributed between the first and third years of study. In the second year of the program,

students are placed in internships within police districts, where they gain practical experience. In its continuing and further education programs, the Police University College offers two courses in the fields of “Domestic Violence” and “Investigation of Serious Violence Against Children.”

In the 2023 Directive on domestic violence (RA-2023-2), the DPP states that personnel in the police and prosecuting authority handling such cases are expected to possess sufficient expertise regarding the particular nature of this type of crime. This competence is essential to ensure high quality in investigations, prosecution decisions, and court proceedings.

The Higher Prosecuting Authorities do not have specialised units for prosecuting violence against women. However, public prosecutors are expected to be well qualified to handle such cases, as crimes ranging from domestic violence to rape and partner homicide constitute a significant part of the criminal caseload, they are responsible for.

At the PPOs 6 out of 10 regions have a public prosecutor with special responsibility for cases involving violence against women, although these prosecutors also handle other cases. At the DPP 4 out of 22 public prosecutors have special responsibility for domestic violence and rape cases, in addition to other assignments.

Each year a national investigation conference on domestic violence is held for police investigators and prosecutors. Public prosecutors also receive substantial in-service training through their experience in court. Many of them have previously worked as police prosecutors and have taken courses and received training on violence against women before becoming public prosecutors.

Often the expertise of women’s rights organizations, survivors or specialist support services will be integrated into the design and/or implementation of the training. As an example, expertise from women’s rights organizations and specialist support services are utilized by the immigration authorities where required for skills development, and in handling individual cases. Their courses and training modules are also used in the ongoing professional development of staff. There are dialogue groups in asylum reception centres to prevent violence both inside and outside of the reception centre. The target group for this measure is boys and men who live in reception centres and come from countries where violence is widespread. The designated group leaders go through a training session of two days, and they also participate in an annual workshop on the same topic. The training is conducted by a specialised psychologist, a child protection officer, and a social worker.

There are several Government funded competence centres in Norway that offer training on violence and abuse. The overarching mission of the competence centres is to strengthen expertise and service quality within their areas of specialization, as well as in related sectors and among their target groups. The centres are intended to serve both as a resource for service providers and for preventive efforts in municipalities, specialist health services, and child welfare services.

The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) was established in 2004, and the five Regional Resource Centres on Violence, Traumatic Stress and Suicide Prevention (RVTs) were established in 2007. NKVTS and the RVTs receive annual operational and project funding from several ministries. These centres are the most significant actors in capacity-building within the field of violence. In recent years, the RVTs have received increased funding to expand their work on training, guidance, and networking within services addressing violence against children and children at risk of, or who have engaged in, harmful sexual behaviour towards other children. RVTs North has taken on a particular responsibility for network-building related to violence and abuse in Sami communities (see description under article 18 General obligations). The RVTs also organize annual national conferences on collaboration and coordination in the work against domestic violence.

NKVTS's funding is intended to strengthen research, development, knowledge dissemination, and competence-building at the national level in the field of violence and trauma, and to promote international collaboration. The overarching goal is to contribute to the prevention of violence, trauma, and traumatic stress, and to reduce the negative health and social consequences for victims, perpetrators, relatives, and others affected.

Other relevant competence centres receiving government funding and offering training on violence and abuse include:

- The Norwegian Centre for Child and Youth Mental Health and Child Welfare (NUBU)
- Regional Centres for Substance Abuse Issues (KORUS)
- The Norwegian Competence Centre for Mental Health Work (NAPHA)
- Regional Knowledge Centres for Children and Youth (RKBU)
- Regional Centres for Child and Adolescent Mental Health (RBUP)
- The Norwegian Centre for Emergency Primary Health Care (NKLM)
- The National Competence Network for Security, Prisons, and Forensic Psychiatry (SIFER)

Article 16 Preventive intervention and treatment programs

As outlined in Norway's state baseline report to GREVIO, recent decades have seen a growing emphasis on providing help and treatment for perpetrators of violence and sexual abuse. In addition to criminal sanctions, appropriate treatment can have a preventive effect. This is why help and treatment programs for perpetrators is a high-priority area for the Government and forms part of its integrated approach to combating violence and abuse.

Treatment programs

Alternative to Violence

The Alternative to Violence Foundation (ATV) provides treatment for perpetrators of domestic violence and their families. In recent years, ATV has experienced significant growth and has strengthened its framework conditions. There are currently 15 ATV offices located around the country with a total of 98 employees. In 2025, ATV received almost NOK 100 million in state funding.

In 2024, in addition to receiving state funding, ATV also received grants from 39 municipalities. Following the establishment of ATV Trondheim and ATV Finnmark in 2020, the ATV services in 2024 covered 82 municipalities, with a combined population of nearly 3.3 million inhabitants.

A total of 2,522 users received treatment in 2024, which is approximately the same number as in 2023. ATV's user data for 2024 shows that 909 were men who had used violence, 212 were women who had used violence, and 50 were youth/young people who had used violence.

ATV also treats individuals exposed to violence. In total, 1 241 of those who received treatment at ATV in 2024 were individuals exposed to violence. Most of them were women (907 women, 85 men, and 249 children).

The Indigenous Peoples Project is part of ATV's initiative to provide equitable and high-quality therapeutic services to the Sami population, and to raise awareness of its services across all its coverage areas. The project has been launched in several offices, with staff from the Trondheim, Bodø, Tromsø, and Finnmark offices participating.

The Brøset Model

The Brøset Model is a consent-based rehabilitation program designed for individuals aged 18 and over who experience challenges with anger management. As of the latest update, 562 therapists have been trained in the Brøset Model - an increase from the 400 reported in Norway's baseline report in 2020. The program is currently implemented at 173 officially recognized sites across Norway, ensuring broad national coverage and accessibility.

Basis

BASIS is a consent-based, specialized rehabilitation program aimed at reducing the risk of sexual reoffending among high-risk individuals aged 18 and over who are incarcerated for sexual offences. All adults convicted of sexual offences in Norway are systematically screened by correctional authorities on static risk level (STATIC-99R). Those assessed as high-risk (defined by 4+ on STATIC-99R) or other perceived risk, are offered voluntary treatment by specialized health teams. As of the latest update, BASIS has been implemented in 15 prisons across all five health regions in Norway – up from 13 prisons in 2021. High-risk inmates who consent to treatment are transferred to designated BASIS prisons, where they receive targeted therapeutic interventions.

There Is Help

‘There Is Help’ (*Det finnes hjelp*, abbreviated DFH) is a consent-based, specialized rehabilitation program for individuals aged 18 and over who experience a sexual interest in children and/or are concerned about their risk of offending. The program is designed to prevent the onset of sexual offending by offering early, confidential intervention. Participants can self-refer to specialized health teams in their preferred region. There is Help is currently offered at five sites, ensuring national coverage across all health regions. Since its inception in 2020, 381 adults with a sexual interest in children have received help through the program (figures as of July 2025).

The Family Counselling Services

The Family Counselling Services provide therapy, advice and counselling when problems, conflicts and crises arise in the family. This may include counselling and courses in relation to anger management and violence related issues. Some offices' work follows the Brøset Model.

Measures taken to increase the number of men and boys attending programs

Since 2020, the Norwegian Directorate of Health has developed and disseminated nationwide information campaigns promoting the There Is Help program. These campaigns have utilized a wide range of physical and digital media channels, focusing on non-personalized advertising to ensure broad reach and accessibility.

The primary target audience is men aged 18 to 39, though the campaigns also aim to engage individuals outside this demographic, including women and older age groups. In addition, targeted efforts have been made to reach multicultural and minority communities, recognizing the importance of inclusive outreach in preventive mental health and public safety initiatives.

The Norwegian Directorate of Health has been following up on measure 64 in the Action Plan *Freedom from Violence*, which involves integrating Sami perspectives into services for perpetrators of violence and abuse.

In collaboration with the Sami Norwegian National Advisory Unit on Mental Health and Substance Use (SANKS) and user organizations, the Directorate of Health ensures that services are culturally and linguistically adapted. Sami perspectives are included through participation in reference groups and advisory bodies.

Using evidence-based frameworks like the WHO’s INSPIRE, the Directorate develops measures to reduce risk and strengthen protective factors. This includes adapting services for those who have committed or fear committing sexual abuse against children.

Applying standards of best practice in perpetrator programs

All perpetrator programs in Norway are guided by national professional recommendations on violence risk assessment, application of risk-need-responsivity (RNR) principles, and the use

of structured professional judgment to evaluate both risk and protective factors. Both the BASIS and There is Help programs are grounded in the Good Lives Model. These programs are provided by psychologists or psychiatrists, in line with recommendations by Gannon et al. (2019).⁴⁸

The Brøset model is based on cognitive behavioural group therapy. The therapists work in family counselling offices, municipal health and care services, district psychiatric centres (DPSs), child welfare services, and correctional services. All of the therapists have undergone training in the model.

With respect to There is Help, national professional recommendations have been developed specifically for working with adults who have a sexual interest in children, with the aim of preventing sexual offending.

ATV staff possess a high level of expertise in the field of violence. Most staff are specialist psychologists or (licensed) psychologists. ATV uses evidence-based treatment methods and is actively engaged in professional development and research projects.

Ensuring the safety of victims

Several ATV offices cooperate with crises centre services when it comes to ensuring the safety of victims and cooperation with specialist supports services.

In this context, it is also important to note that all members of Norwegian society have a duty to prevent certain serious criminal acts. This obligation is known as the duty to avert, and is regulated by Section 196 of the Norwegian Penal Code. This duty entails an obligation to attempt to prevent specific serious criminal offenses or their consequences. The duty is personal and applies to all persons – both private individuals and public employees.

The duty to avert can be fulfilled by notifying the child welfare services, the police, or other relevant agencies or services, or by otherwise attempting to prevent the act or its consequences. The basic condition for the duty to apply is that one considers it certain or most likely that an offense is being or will be committed. Examples of offenses that must be averted include the following: aggravated bodily harm, murder, rape, rape of children under 14, and abuse in close relationships.

For more information on the duty to avert, see the campaign web page plikt.no, which has also been translated into English. See also description of the research project MANREPORT-IPV under article 11 Data collection and research.

⁴⁸ [Gannon, T. A., Olver, M. E., Mallion, J. S., & James, M. \(2019\). *Does specialized psychological treatment for offending reduce recidivism? A meta-analysis examining staff and program variables as predictors of treatment effectiveness.* Clinical Psychology Review, 73, Article 101752.](#)

Monitoring and evaluating outcomes of programs

Alternative to Violence (ATV) has conducted a larger process- and outcome study in collaboration with the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS).⁴⁹ The study provides an opportunity to develop knowledge that can help improve ATV's treatment services for men who use violence.

The systematic use of user feedback – both on their own recovery and their experience of working with a therapist – is one of the key strategies for ensuring that ATV provides the highest possible quality of treatment. User reporting is conducted electronically.

The Brøset model has been evaluated in a randomized controlled trial (Nesset et al; 2020; 2021).⁵⁰

Established in 2022, the Medical Quality Register for Sexual Abuse-Related Problems (*Kvalitetsregister for Seksualovergrepssrelatert problematikk* – KvaSO) is a consent-based national quality register designed to monitor and improve treatment outcomes for individuals receiving specialized healthcare for sexual offence-related issues. See description under article 11 Data collection and research.

KvaSO collects both patient-reported and clinical treatment data from all BASIS and There is Help sites across Norway, as well as from other regionally implemented, offence-specific programs. The register aims to support continuous quality improvement, service evaluation, and research. Once a sufficient volume of data has been collected, effectiveness studies will be conducted to assess treatment outcomes and inform future policy and clinical practice.

Article 18 General obligations

As described in Norway's state baseline report to GREVIO, there are several multi-agency co-operation mechanisms, bodies, and measures in place to protect and support victims of gender-based violence against women. Since the baseline reporting round, the bodies have been strengthened.

⁴⁹ [Askeland I.R., Birkeland, M.S., Lømo, B., & Tjersland, O.A. \(2021\). Changes in Violence and Clinical Distress Among Men in Individual Psychotherapy for Violence Against Their Female Partner: An Explorative Study. *Front. Psychol.* 12:710294. doi: 10.3389/fpsyg.2021.710294](#)

⁵⁰ [Nesset, M.B., Lara-Cabrera, M.L., Bjørngaard, J.H. et al. Cognitive behavioural group therapy versus mindfulness-based stress reduction group therapy for intimate partner violence: a randomized controlled trial. *BMC Psychiatry* 20, 178 \(2020\).](#)

Nesset, M. B., Bjørngaard, J. H., Whittington, R., & Palmstierna, T. (2021). Does cognitive behavioural therapy or mindfulness-based therapy improve mental health and emotion regulation among men who perpetrate intimate partner violence? A randomised controlled trial. *International journal of nursing studies*, 113, 103795.

Cooperation at directorate level

Reference is made to the description of the Directorate Group on Domestic Violence and Violence and Abuse Against Children under article 7. Ten directorates participate in a coordinated body aimed at aligning efforts to prevent and combat violence and abuse against children and domestic violence.

Specialist support services are not part of this body. Its purpose is not to provide direct aid or support, but rather to enhance the effective and coordinated implementation of public policy.

The body is coordinated by the Directorate for Children, Youth and Family Affairs and the Norwegian Mediation Service. Human resources allocated to this task amount to approximately two coordinators dedicating 25 percent of their work time each. In addition, ten senior advisers participate in four to six meetings annually, along with associated preparation and administrative work.

The cooperation body was established in 2023 and has not yet been evaluated.

Activity and reporting duties

As described in Norway's state baseline report to GREVIO, the duty to promote gender equality and to issue a statement ("the activity and reporting obligation") in the Equality and Anti-Discrimination Act was strengthened with effect 1 January 2020. The public authorities' duty to promote equality and prevent discrimination was clarified in section 24 of the Equality and Anti-Discrimination Act.

The activity duty entails those public authorities shall, in all their activities make active, targeted, and systematic efforts to promote equality and prevent discrimination. This shall include an obligation to preclude harassment, sexual harassment, and gender-based violence, and to countering stereotyping. The public authorities were also given a new obligation to issue a statement on the status of gender equality, not only in their role as an employer, but also in their role as a public authority.

That same year, the Ministry of Culture and Equality tasked the Norwegian Directorate for Children, Youth and Family Affairs with developing guidance and tools to support employers and public authorities in fulfilling their activity and reporting obligations.

The resources include risk mapping tools and indicators for gender equality and intersectional challenges, examples of measures, webinars, relevant statistics, and templates for reports and action plans.

The Directorate has also developed e-learning courses for managers and employees in the public sector, focusing on equality, inclusion, and diversity, as well as on how to structure and follow up this work across sectors and within organizations. The aim is to support the implementation of these duties and to strengthen equality and anti-discrimination efforts in the public sector and public services.

In spring 2025, the Directorate will establish a network to enhance competence and facilitate experience-sharing in efforts to prevent sexual harassment within the voluntary sector. Several umbrella organizations have been invited to participate. The purpose of the network is to build capacity, promote collaboration, and ensure that the voluntary sector has access to tools and resources by strengthening its own initiatives, networks, and forums.

TryggEst

In collaboration with the Directorate of Health, the Norwegian Directorate for Children, Youth and Family Affairs is responsible for TryggEst, a national safeguarding model for adults at risk of violence, abuse, and neglect. TryggEst provides municipalities with a structured approach to preventing and responding to such incidents. A broad range of support materials have been developed – including information resources, digital tools, e-learning modules, risk assessment instruments, and videos – which municipalities can use in their implementation efforts.

Since 2018, municipalities representing around 50 percent of Norway’s population have either adopted or decided to adopt the TryggEst model. These municipalities report a significant increase in the number of cases they identify and manage thanks to TryggEst.

TryggEst is a comprehensive framework designed to help municipalities prevent, detect, and respond to violence and abuse against vulnerable adults. It was developed by the Directorate for Children, Youth and Family Affairs in collaboration with the Directorate of Health and the National Police Directorate.

Municipalities implementing TryggEst establish multidisciplinary teams composed of professionals from health and care services, social services, adult protection services, and the police. These teams handle reports of physical and psychological violence, sexual abuse, financial exploitation, and other complex cases that span multiple sectors. All participating municipalities receive access to training and support tools, including e-learning courses, risk assessment instruments, and a digital case generator, to strengthen local capacity and improve their ability to uncover and prevent abuse.

By the end of 2024, approximately 80 municipalities (out of 357 municipalities) had either established or committed to establishing TryggEst teams. The Directorate of Health continues to support the model’s development and expansion, particularly by enhancing competence in health and care services and promoting interagency collaboration at the local level.

National guideline for mental health work for children and adolescents

The Directorate of Health, The Directorate of Labor and Welfare, The Directorate for Children, Youth and Family Affairs, The Norwegian State Housing Bank, and The Directorate for Education and Training have developed a national guideline for mental health

work for children and adolescents, launched in 2023. The guideline strives to define the responsibility of municipalities and specialist services (hospitals) to:

- Prioritize and systemize health promotion and preventive measures
- Ensure that children and youth get the help they need early, without delay or referral, before mental health problems worsen
- Ensure that the services provided to children and youth are comprehensive and have the necessary knowledge of the connection between negative/ harmful experiences and mental health
- Ensure empowerment and user involvement
- Coordinate their services between service levels

The aim is twofold: 1) to ensure comprehensive and coordinated mental health work for children and youth, from health promotion and preventive measures to follow-up and treatment, and 2) to provide a meaningful framework and description of services for children and youth, in line with their needs, and available in their arenas.

The key target group is children and youth with mental health problems, substance (ab-)use or reactions to negative / harmful life-experiences.

Nationwide deployment of the RISK methodology

Prevention is at the core of the police's societal mission, as outlined in Sections 1 and 2 of the Police Act. This includes efforts carried out by the police – alone or in collaboration with others – to reduce the occurrence of criminal acts and unwanted incidents, minimize harm, and prevent recurrence. Preventing repeated violence is a key preventive responsibility of the police.

A dedicated Section for Risk Analysis and Crime Prevention of Domestic Violence (RISK) has been established in the Eastern Unit of Oslo Police District. In RISK, police specialists work in interdisciplinary teams alongside professionals from the health and social services to prevent further violence in individual cases. The RISK model builds on the earlier work from “Project November”, which was carried out at Stovner Police Station in Oslo (see Norway's state baseline report, section 4 Protection and Support).

The RISK methodology helps uncover and stop ongoing violence and prevent new incidents and potential homicides. The approach targets victims, perpetrators, and children exposed to domestic violence. It includes risk assessments, protective measures, information and guidance, stabilization and support conversations, and coordination with other support services.

As part of the Escalation Plan, the government aims to establish the RISK model in all 12 police districts in Norway. The model will be adapted to local conditions. Dedicated funding

has been allocated for the implementation of this initiative in 2024 and 2025. Three police districts – South-West, South-East and Nordland – are piloting the working methodology in one geographical operational unit (GDE) in each district. In 2025, the model will be expanded to all GDEs within Oslo Police District. Its implementation is expected to provide better and more equitable services for victims of domestic violence across the country. A continuous evaluation will accompany the implementation to ensure effective learning and experience-sharing. The goal is to support the nationwide rollout of the methodology across all police districts.

Expert Group to Strengthen Preventive Efforts Against Youth Crime, Extremism, and Domestic Violence

To strengthen preventive efforts targeting youth crime, extremism, and domestic abuse, the government has appointed an expert group mandated to assess measures that can improve interagency cooperation and information sharing at the individual level.

As part of its mandate, the expert group will evaluate various models for collaboration that facilitate more effective cross-sectoral cooperation. Among the models to be considered are the Danish Infohus model and the UK's MARAC (Multi-Agency Risk Assessment Conference). The expert group is expected to submit its report by the end of June 2026.

Municipal Action Plans

Successive governments have urged municipalities to develop local or intermunicipal action plans to combat domestic violence. As of 2024, 68 percent of municipalities had such plans, according to KOSTRA (Municipality-to-state-reporting) data.

The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) has developed web-based guidelines to support municipalities in this work. The guidelines were updated in 2022 in collaboration with the Regional Resource Centres on Violence, Traumatic Stress and Suicide Prevention (RVTS), Alternative to Violence (ATV), the Church City Mission, Save the Children Norway, and TryggEst.

The five regional resource centres (RVTS) assist municipalities in developing and implementing these plans, using tools like the NKVTS guidelines. Their support includes anchoring the work locally, tailored service support, and capacity-building. A key focus is aligning plans across sectors such as mental health, violence prevention, and substance use, to ensure coordinated and effective services.

As part of the deliberations on the Escalation Plan (2024–2028) *Safety for all*, the Storting requested that the government assess the possibility of introducing legislation requiring municipalities to develop action plans against domestic violence, and to submit a legislative proposal for public consultation by spring 2025.

To follow up on this request, an interministerial working group was established in spring 2025. Its mandate was to assess the potential for legally mandating municipal action plans against domestic violence. In addition, the group has considered alternative measures that could encourage municipalities to develop such plans. The working group completed its report and recommendations during summer 2025, and it is now subject to political deliberation.

Police Councils

The Police Council is the main strategic collaboration forum between the police and municipalities in Norway. The police are required to offer this cooperation to all municipalities and are encouraged to raise the issue of domestic violence on the agenda.

A national guide has been developed jointly by the Norwegian Association of Local and Regional Authorities (KS) and the National Police Directorate to support this collaboration. The guide offers recommendations on how to strengthen cooperation between the police and municipalities, as well as how to involve inhabitants and other local stakeholders. The guide is aimed at leaders and employees in both the police and municipal sectors, as well as elected officials. Domestic violence is highlighted in the guide as a key area for collaboration, with references to relevant documents such as local action plans.

The collaborative forum on violence and abuse in Sami communities

A collaborative forum on violence and abuse in Sami communities has been established through funding from the Ministry of Justice and Public Security. The forum, led by the Regional Resource Centre on Violence, Traumatic Stress and Suicide Prevention (RVTS) North, held its first meeting in January 2023. The mandate of the collaborative forum is to:

- Share relevant knowledge with those working with Sami users
- Learn more about each other / be aware of each other to enhance collaboration
- Be a driving force for change
- Contribute to the exchange of experiences
- Support municipalities with knowledge and expertise

The forum has around 60 participants from Sami non-governmental organizations, municipalities, competence centres, the county governor, the police, and other support services. The forum meets four times a year, digitally or in person. In addition, it organizes an annual conference on violence and abuse in Sami communities.

The one-stop-shop approach

With the exception of the Children's Houses (see description under article 22 on Specialist support service for child victims), none of the actors in the Norwegian system for assistance and support to victims of violence and abuse can be described as one-stop-shops. However, several services have an important role in guiding users to other relevant services. Many of these services also have staff with diverse educational backgrounds and professional experience, ensuring that users are met by helpers who can provide support in multiple ways.

The Shelter Act entails a duty to provide users with help to contact other services. The shelters statistics show that 60 percent of users received help to contact other services.

Reference is also made to the RISK model, formerly known as Project November (see above), Victim Support Centres (see description under article 56), Children's Houses (see description under article 22) and the TryggEst model (see description above).

Article 20 General support services

Ensuring that the entire population has access to equal services, regardless of gender, age, sexual orientation, ethnic background, functional status, etc. is an important part of the Government's efforts to combat violence against women and domestic violence. An extensive overview of the general support services and their role in preventing and combating violence and abuse is provided in Norway's state baseline report to GREVIO. The health and social services play an important role when it comes to programs and measures aimed at ensuring the recovery of victims of violence.

Social services

Victims of gender-based violence, like all inhabitants, are entitled to social services and assistance in accordance with the Social Services Act. Employees of the Norwegian Labour and Welfare Administration receive guidance on responsibilities and duties towards victims to provide timely social support. Emphasis is placed on the importance of helping to enter the workforce or offering financial assistance to support financial independence, and prevent the victim having to move back in with the perpetrator of violence.

Reference is made to the description under article 7 on the amendments to the Shelter Act. The amendments seek to clarify that follow-up during the re-establishment phase should be coordinated with other services.

Health services

The municipal health care services and the regional health authorities (specialist health

services) have a legal duty to provide individuals with necessary health and care services. Patients and users have a statutory right to receive such services, reflecting the authorities' obligations. Children also have specific rights, including access to regular health check-ups.

Health legislation requires municipalities, regional health authorities (specialist health services), and county authorities (dental services) to pay particular attention to whether patients and users are exposed to, or at risk of, violence or sexual abuse.

Management is responsible for ensuring that health and care services are equipped to prevent, detect, and avert violence and sexual abuse. Health personnel are legally obligated to be alert to signs of violence, abuse, or serious neglect, and must report concerns to child welfare services. This includes both physical and psychological observations made during consultations.

Municipalities are legally required to provide community health centres and school health services for children and adolescents aged 0–20, as well as prenatal and postpartum care. These services must be interdisciplinary and aim to: promote mental and physical health, promote positive social and environmental conditions, prevent illness and injury, reduce social health inequalities, and prevent, detect, and avert violence, abuse, and neglect.

The Norwegian Directorate of Health has issued guidelines for community health centres and school health services. Pursuant to the guidelines, public health nurses, doctors, physiotherapists, midwives, and other staff must be alert to signs that a child may be exposed to violence, abuse, or neglect. During consultations, they are expected to observe both the child and the family to help prevent and detect such situations. If there is reason to believe that a child is being mistreated at home, exposed to serious neglect, or shows persistent and severe behavioural problems, health personnel are required to report their concerns to child welfare services.

The Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS) conducts research, develops treatment models, and trains professionals working with trauma and abuse. For years, efforts have been made to implement evidence-based trauma treatment in mental health care for both children and adults. Today, three-quarters of child and adolescent outpatient mental health clinics offer trauma-focused cognitive behavioural therapy (TF-CBT). Work is also underway to expand evidence-based trauma care in adult mental health and in interdisciplinary specialized substance abuse treatment.

Another initiative is the low-threshold program Stepped Care Together (formerly TF-CBT), designed for children aged 7–12 with significant post-traumatic stress symptoms following one or more traumatic events, such as violence and abuse. The model empowers caregivers to lead the treatment, supported by trained municipal therapists, with referral to specialist care (BUP) when needed.

Research indicates that the method reduces trauma symptoms and improves early access to care. The program aims to strengthen municipal capacity, support early intervention, and

improve collaboration between local and specialist services. As of 2023, 20 municipalities are participating in the implementation study, and 40 therapists have been trained.

Standardized protocols to respond to safety and medical needs

The Norwegian Directorate of Health is implementing the tool 'Children under the Radar' (*Barn under radaren*) to help emergency healthcare workers identify children who may be exposed to violence or neglect when a caregiver is being treated for suicide attempts, violence, intoxication, or severe mental illness. Recommendations on the tool were submitted to the Ministry of Health in January 2025.

National guidelines for public health services (health centres) during pregnancy, infancy, childhood and adolescence include strong recommendations for responding to all forms of violence. These services – trusted by the population and in contact with nearly every family – offer consultations for pregnant women, children aged 0–5, and school-aged youth. They play a key role in preventing violence by providing health information and referring victims to appropriate services if needed. They are also legally required to report concerns to child welfare services.

Examples of such guidelines are:

National professional guideline for health centres, school health services and youth health centres. This national guideline outlines how child and youth health services in Norway should be organized. It has several recommendations on how to uncover violence and follow up victims of violence.

National professional guideline for prenatal care. This national guideline, aimed at healthcare professionals providing services to pregnant women, has a separate chapter on domestic violence and FGM.

National professional guideline for maternity care. Violence and abuse are mentioned in the National guideline for maternity care

National guideline for mental health work with children and adolescents. The national guideline on mental health work for children and young people emphasizes that the municipality must provide accessible and interdisciplinary mental health services that provide early help and treatment for children and young people with mental health problems, incipient substance abuse problems and reactions to stressful life events, such as violence and abuse.

National guidelines for health services for asylum seekers, refugees and family reunification. The guideline contains recommendations on prevention and health care in cases of negative social control, forced marriage and female genital mutilation, as well as a separate chapter on identifying and following up victims of human trafficking.

Early identification of vulnerable children and youth. This guideline focuses on early identification of vulnerable children and youth.

Guide for the health and care services' work with violence in close relationships. The Norwegian centre for violence and traumatic stress studies (NKVTS) has developed a guide for the health and care services' work with violence in close relationships. The aim of the guide is to increase knowledge and strengthen the action competence of employees in the health and care services who meet people who are exposed to or perpetrate violence. The guide provides knowledge about:

- what violence in close relationships entails
- risk factors and signs of violence
- how to investigate and talk about suspected violence
- how to protect those exposed to violence
- laws and regulations
- how to follow up on cases of violence and relate to different actors

The guide has separate chapters on violence and abuse against children, perpetrators, negative social control, forced marriage, and female genital mutilation, and on violence and abuse against adults and the elderly.

The TryggEst guideline. The Directorate for Children, Youth and Family Affairs has developed a guideline on violence and abuse for TryggEst municipalities and the health sector. TryggEst aims to help prevent, detect and deal with violence and abuse against adults who have little or no ability to protect themselves.

National Guidelines for Quality and Competence in Assault Centres. The Regional Health Authorities in Norway are responsible for ensuring services for adults and youth aged 16 and above who have been exposed to sexual assault. There are 24 assault centres across the country, all part of the Norwegian specialist health care system. The Norwegian Directorate of Health has published National Guidelines for Quality and Competence in Assault Centres, which include: procedures for collecting forensic evidence and documentation, recommendations for acute medical and psychological care and guidance on follow-up.

Guidelines for trauma-sensitive clinical forensic examinations of children exposed to violence and neglect. 21 paediatric units in hospitals within the specialist health care system offer trauma-sensitive clinical forensic examinations of children exposed to violence and neglect. Large paediatric units also examine children up to age 14 (or 16) in cases of sexual assault.

The Norwegian Paediatric Association and the Norwegian Directorate of Health have published guidelines for these examinations, including procedures at the Children's Houses, where all children and particularly vulnerable adults are offered medical or clinical forensic examinations in a supportive environment.

All of the above-mentioned national guidelines detail some or all of the procedures listed in

the first thematic evaluation questionnaire.

Everyone residing in a Norwegian municipality has the right to a general practitioner (GP). The GP service is a low-threshold, universally available service offered in all municipalities across the country. GPs play a crucial role in identifying (and responding to) violence and abuse.

To ensure proper handling of such cases, all GPs who work independently and participate in emergency medical services are legally required to complete training in managing violence and abuse. This includes the Course in Emergency Medicine and the Management of Violence and Abuse, as mandated by the Norwegian Directorate of Health.

The specialist health care services are responsible for ensuring that assault centres are organized to provide 24/7 availability, as required by law. These centres must offer immediate assistance to victims of abuse, i.e., rapid access to psychosocial support, medical examination and treatment, including early collection of forensic evidence and injury documentation.

From the moment a victim makes contact, physical protection and needs assessment are initiated without delay. To support this work, the Norwegian Directorate of Health has established a National Professional Guideline for Quality and Competence in Assault Centres (*Overgrepsmottak – kvalitet og kompetanse*).

Documentation and collection of forensic evidence

Concerning the documentation and collection of forensic evidence in relation to victims of violence and abuse by actors in the public health sector, doctors working in emergency clinics should be able to perform clinical forensic examinations, including proper documentation of injuries. In cases involving children suspected of being subjected to violence, sexual abuse, or neglect, examinations should be conducted within the specialist health care services, preferably by a paediatrician.

Adults should be examined by physicians at assault centres, emergency departments, or by relevant specialists such as orthopaedic surgeons or pathologists.

Norway currently does not have a medical specialty in legal and forensic medicine, but the Norwegian Directorate of Health has recommended its establishment in recent reports. The Directorate has also emphasized the need to develop education and training programs in clinical forensic medicine for both medical specialists and other relevant health professionals.

The National Centre for Emergency Primary Health Care (NKLM) has developed guidance materials and protocols for use in assault centres and emergency clinics. It also offers courses and training programs for health personnel in clinical forensic examination and documentation.

In addition, the TryggEst guideline has recommendations on how to secure evidence.

Reducing legal and practical barriers to accessing regular healthcare services

Refugees and migrants are entitled to the same health and care services as the general population in Norway. Municipalities are free to organize their services in a manner that ensures the provision of necessary healthcare to their residents. The Health and Care Services Act ensures that healthcare services in Norway are equitable and non-discriminatory, with equal access to necessary health services for all individuals, regardless of their background or legal status.

Information about violence and abuse and where to find help in Norway is made available in several languages on the official website helsenorge.no. Information about health problems related to female genital mutilation is also available on helsenorge.no.

The use of qualified interpreters is mandatory for all public services when the patient has limited Norwegian language skills, see the Interpreting Act⁵¹.

Identification and care of victims in institutions

For information on measures in place to facilitate the identification and care of victims of violence against women in institutions for persons with disabilities and for the elderly, see the description under article 18 General obligations about the TryggEst model which is designed to support municipalities in preventing, detecting, and responding to violence, abuse and neglect of at-risk adults.

Norway does not have closed reception facilities for asylum-seekers, but there are specialized reception centres for persons with disabilities (psychological and physical). As stated in the General Requirements for the Operation of Asylum Reception Centres, all reception centres must have an employee responsible for follow-up and facilitation of vulnerable groups and persons with special needs, including providing guidance to other employees. The person responsible shall make sure that all employees are familiar with procedures in place to identify and follow-up persons with special needs and the procedures to prevent and handle abuse against children in reception centres. The reception centre is required to have written procedures to prevent and handle sexual assault, harassment, and gender-based violence against the people living in the reception centre, and to ensure cooperation with relevant public service providers (health services etc.).

During the initial asylum registration process at the National Arrival Centre, several actors are involved in the identification and care of vulnerable individuals, including on-site health services, reception centre staff, Caritas, immigration officers from the police, and the Directorate of Immigration during asylum interviews. All asylum seekers are registered in START (a self-registration tool) in a language they understand. During this process, they are informed that support is available in Norway if they are victims of violence or exploitation,

⁵¹ [Act relating to public bodies' responsibility for the use of interpreters, etc. \(Interpreting Act\)](#).

and they are told who they can contact for help.

Sterilisation and abortion

In Norway, it is a fundamental principle that all women must be fully informed and provide voluntary and informed consent before procedures such as sterilisation and abortion are carried out. The authorities are responsible for ensuring that information is accessible and understandable to everyone – regardless of language, culture, or functional ability. This includes women with disabilities, Roma women, women belonging to national or ethnic minorities, migrant women, women in prison, and intersex persons. Interpreting and translation services, adapted information materials, and individual counselling are used to ensure that all women can make informed and autonomous decisions about their own bodies and reproductive health.

Article 22 Specialist support services

When it comes to specialist support services dedicated to women victims of the forms of gender-based violence covered by the Istanbul Convention, all governmental support services in Norway provide support to both women and men, including the shelter services.

Shelters and other forms of safe accommodation

Shelters

Reference is made to the description of the shelter services in Norway's state baseline report to GREVIO, section 4 D. Pursuant to the Shelter Act, municipalities have a statutory duty to provide shelter for women, men and children who are subjected to domestic violence or threats of such violence. See also the description of the amendments to the Shelter Act under Article 7.

National housing and support scheme

There is a national housing and support scheme for persons over the age of 18 who are victims of negative social control and honour-based violence. The scheme provides safe transitional housing, combined with comprehensive support services aimed at facilitating reintegration and enabling individuals to lead as normal and independent a life as possible. Security assessments and protective measures are carried out in collaboration with the police. In addition, non-governmental organisations contribute by delivering support services to residents. The government has strengthened and expanded the scheme in recent years, resulting in the establishment of additional housing units, enhanced network-based support structures, and improved follow-up services for residents after the conclusion of their stay.

In 2024, a pilot scheme was introduced to address the needs of individuals returning from involuntary stays abroad who have substantial needs for support but do not meet the eligibility criteria for the regular housing and support scheme. The target group for the pilot scheme includes individuals who have returned from involuntary stays abroad and: a) have been, or are, subjected to negative social control and/or honour-based violence; b) require housing and support services, including psychosocial and therapeutic follow-up; and c) present with complex support needs and/or co-occurring challenges such as substance abuse, involvement in criminal activity, and/or physical or mental health conditions.

Medical support

See description under article 25 on Support provided by assault centres to victims of sexual violence on immediate and long-term support to individuals who have experienced sexual or physical assault.

Girls who have not yet reached menstruation and are exposed to female genital mutilation (FGM) are offered medical examinations at the largest paediatric clinics in Norway. Social paediatric units, which provide health services for children exposed to violence, sexual abuse, and neglect, also conduct gynaecological examinations and treatment, and offer follow-up care for children affected by violence, neglect, sexual assault, and FGM.

Treatment for FGM is often provided through collaboration between paediatricians and gynaecologists. Psychological treatment and follow-up for those in greatest need are offered through Child and Adolescent Psychiatric Outpatient Clinics within the Norwegian specialist health care system. In addition, psychological support is available at the municipal level.

Older girls and women who have undergone female genital mutilation (FGM) can seek healthcare through their General Practitioner, local health centre, or school health services in the municipality. They may also contact the nearest hospital for defibulation procedures.

Short- and long-term psychological counselling

The health and care services must look for and follow up victims of violence who develop mental health problems as a result of violence and abuse. There is an ongoing effort to increase access to mental health care, both in the municipalities and in the specialist health services. Through the Escalation Plan for Mental Health, the government has increased funding for mental health initiatives by more than NOK 1 billion since 2023. This includes funding to establish more low-threshold services in municipalities.

See also description of Trauma Focused Cognitive Behavioural Therapy (TF-CBT) under article 20.

Legal counselling ⁵²

As stated on page 73 of Norway's state baseline report addressed to GREVIO, individuals can receive legal aid under Section 11, first paragraph, numbers 6 and 7 of the Legal Aid Act to assess whether to report certain criminal offenses. These offenses include, but are not limited to, violent crimes such as assault, domestic violence, or female genital mutilation; sexual offenses including rape or sexual abuse; forced marriage; trafficking; and other serious offenses with significant personal or welfare implications. Individuals can seek assistance from any lawyer.

Additionally, crisis centres (shelters) can apply for funding to provide legal assistance by a lawyer to the women staying at the centres. Providing legal counselling at shelters is not a statutory duty for municipalities, however the shelters' statistics show that about 20 percent of users received legal advice.

Other initiatives can also apply for funding to provide legal assistance to vulnerable groups through the Grants for Special Legal Aid Measures. The purpose of these grants is to facilitate cost-effective legal aid services targeted at particularly vulnerable groups and individuals in especially difficult situations, who may perceive the threshold for seeking ordinary legal assistance as high. For instance, JURK – Legal Aid for Women received more than NOK 5.5 million for this purpose in 2025.

Outreach services

Shelters

Pursuant to the Local Government Act (section 4)⁵³, municipalities and shelters must actively provide information about their activities. According to the shelter's statistics, all shelters were engaged in external information in 2023. The most common forms of information work were visiting or otherwise providing information to other support services, putting up brochures/posters in waiting rooms at other services, and having a profile on Facebook. Some of the centres had provided information in other ways; this includes, among other things, various media reports, and employees representing services at stands, holding lectures, and participating in various projects.

Among the shelters that had conducted information work in educational institutions, most had visited relevant university education programs (23 centres) and upper secondary schools (24 centres). In addition, 15 shelters had visited primary schools.

⁵² Legal Aid Act: [Lov om fri rettshjelp \(rettshjelpsloven\)](#).

⁵³ [Act relating to municipalities and county authorities \(The Local Government Act\)](#)

Support for female inmates who have been victims of domestic violence

Together with a number of shelters, the Correctional Services are running a project for female victims who have experienced domestic violence.

Sentences for women are currently served at four facilities: Bredtveit (35 high-security and 19 lower-security places), Ravneberget (40 lower-security places), Telemark Prison – Skien unit (up to 72 high-security places), and Bergen (18 lower-security and 6 remand (pre-trial detention) places). A small number of women also serve sentences in transitional housing.

Some individuals serving sentences – including for committing violent offences – may themselves have experienced domestic abuse. This initiative aims to ensure that women in prison receive the same support as other women, including help from the shelters.

Bredtveit has a long-standing partnership with Oslo Crisis Centre, offering support to inmates exposed to domestic violence. The centre visits biweekly and provides individual sessions and courses. The initiative also includes competence-building measures for correctional service staff. Ravneberget also collaborates with Oslo Crisis Centre, which held three days of courses in early 2025, and is establishing a cooperation with Sarpsborg Crisis Centre.

Telemark Prison became a women's facility in June 2023 and is working to establish cooperation with the local shelter. Bergen Prison, with the fewest female inmates, is in dialogue with its local shelter to develop a support service.

Diversity advisers

Diversity advisers have been placed at selected lower and upper secondary schools in all counties in the country, in addition to selected adult education programs. Diversity advisers provide advice and guidance to individuals who have been subjected to negative social control and honour-based violence, conduct preventive group measures to make students aware of their rights and choices, and help raise the competence of employees in various support services.

National team for competence building

The Directorate of Integration and Diversity (IMDi) operates a national team dedicated to the prevention of negative social control and honour-based violence through capacity-building initiatives. The team's efforts are focused primarily on staff in schools that do not have diversity advisers, as well as personnel in adult education centres and refugee services. However, the team also provides training and guidance to other public support services and to civil society organisations.

The Special Representatives on Integration Issues

There are special representatives on integration issues at the Norwegian foreign service missions in Ankara, Amman, Islamabad, and Nairobi. They provide consular assistance to individuals experiencing negative social control, honour-motivated violence, involuntary

stays abroad, forced marriage, and female genital mutilation. They also contribute to enhancing competence within the foreign service and the service system in Norway to prevent individuals from being sent abroad against their will.

The Expert Team against Negative Social Control and Honour-based Violence

The Expert Team against Negative Social Control and Honour-based Violence plays a central role in giving case workers support, and ensuring coordination within the public sector services in cases involving negative social control and honour-based violence, including forced marriage, involuntary stays abroad, and female genital mutilation. The Expert Team consists of representatives from the Directorate for Children, Youth and Family Affairs, the National Police Directorate, the Directorate of Immigration, the Directorate of Integration and Diversity, the Norwegian Labour and Welfare Administration, the Norwegian Directorate of Health, and the Norwegian Directorate for Education and Training. The team also provides direct guidance to affected individuals on how to access help. The government has strengthened and expanded the team in recent years.

Telephone helplines

Reference is made to the description of the telephone helplines in Norway's state baseline report, section E. In addition to these helplines, the Shelter Act sets out a duty to provide "a year-round, 24-hour service where [women, men and children who are exposed to violence or threats of violence in close relationships] can receive advice and guidance by telephone", cf. Section 2.

The Violence and Abuse Helpline (the VO helpline) 116 006 is the national helpline for victims of domestic violence and abuse.⁵⁴ The helpline specializes in supporting individuals affected by domestic violence. Its role is to listen and offer professional support. Women (and men) can reach out to the helpline at any time, 24/7, to share their experiences and receive guidance. The service is anonymous, free of charge, and open to anyone who has experienced or is currently experiencing domestic violence and sexual abuse. The helpline is also available by chat on weekdays.

The VO helpline is funded by the Ministry of Children and Family Affairs and is operated by the Crisis Centre Secretariat and Indre Østfold Crisis Centre. In 2024, the VO helpline received a total of 5,137 calls and messages, of which 3,439 were via phone and 1,698 were via chat. 84 percent of those who contacted the VO helpline by phone were women, while 85 percent of those who reached out via chat were women.

⁵⁴ [The VO-helpline](#) (information in English)

Other forms of support

Dinutvei.no

The Norwegian government has established the online portal dinutvei.no ('Your way out'), a national guide to support services, information, and knowledge related to domestic violence, rape, and other forms of sexual abuse.⁵⁵ The target groups include victims, perpetrators, and others affected, with the guide primarily aimed at adults. Professionals, decision-makers, and organizations are also intended to benefit from the portal.

[Dinutvei.no](http://dinutvei.no) serves as a gateway to various support services across the country. By organizing and describing available services – whether public, voluntary, or private – and providing clear and accessible information, the guide aims to reduce the incidence of violence and ensure that both victims and perpetrators receive relevant help as quickly as possible. The portal includes professional resources such as advice and guidance, thematic pages, articles, and references to research.

The portal also includes a new information platform, [Plikt.no](http://plikt.no) ('Duty'), providing guidance on the duty to avert serious criminal acts from occurring (*avvergeplikten*).⁵⁶ It also provides numerous links to other websites offering additional information related to violence and abuse. [Dinutvei.no](http://dinutvei.no) is funded by the Ministry of Justice and Public Security and operated by the Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS). The information is available in 15 languages.

Nora

Nora is a web portal about negative social control aimed primarily at young people.⁵⁷ The portal shares real-life stories about young people living under pressure and provides information about rights and who to contact for help. The web portal also provides guidance material and teaching resources for employees in the support services

Other relevant online resources for youth are [Ung.no](http://ung.no) and [DigiUng](http://digiung.no).

Specialist support service for child victims

Two of the principal support services in Norway that include child psychologists or other professionals specialised in supporting child victims are the Children's Houses and the Stine Sofie Centre.

⁵⁵ [Dinutvei.no](http://dinutvei.no) (information in English).

⁵⁶ [Plikt.no](http://plikt.no) (information in English).

⁵⁷ [Nora.imdi.no](http://nora.imdi.no)

The Children's Houses

The Children's Houses are a multidisciplinary service designed to provide a safe and supportive environment for children and particularly vulnerable adults who are victims of violence or sexual abuse. The primary purpose of the centre is to conduct police interviews in a child-friendly setting. Psychologists play a key role in assessing mental health, offering trauma-informed support, and contributing to coordinated follow-up. The aim is to ensure safety, dignity, and comprehensive care through interagency collaboration.

The Stine Sofie Centre

The Stine Sofie Centre is a centre for children and young people who have been exposed to violence or abuse. Families from all over the country come for a week's stay. Throughout the week, children and adults take part in classes and fun activities. The aim is to give families a break from everyday life, and to strengthen both children and caregivers by giving them new knowledge and new experiences. The Ministry of Children and Families allocated approximately NOK 40.7 million to the Stine Sofie Centre in 2025.

Specialised support services for migrant women and ethnic minorities

Norway provides specialist support services for all women and girls affected by violence, including migrants, ethnic minorities, asylum seekers, and refugees. Services include trauma-informed psychological counselling, legal aid, and social support, offered through both municipal and specialist health care services. The goal is to ensure equal access to protection and care for all, regardless of background or status.

The Shelter Act sets out a duty to provide individually tailored service, cf. Section 3, first paragraph: "The municipality shall ensure that the service is, as far as possible, adapted to the individual needs of the users", as well as Section 3, third paragraph: "The municipality shall ensure that users of residential and day care services have access to a qualified interpreter if this is necessary for them to receive a satisfactory service. The municipality shall ensure procedures for quality assurance, ordering and payment of interpreting services."

Asylum seekers have the same rights to services as other women in Norway. This includes, but is not limited to, access to shelters, child protection services, and police services. Victims of violence are provided with all relevant contact information on NGOs, support organizations, and helplines. An inter-agency team of experts against negative social control and honour-related violence provides advice and guidance to the public aid apparatus and voluntary organizations, and may also assist individuals. See also the description of the expert team above.

Article 25 Support to victims of sexual violence

Services available to support victims of sexual violence

Assault centres

The Regional Health Authorities in Norway are responsible for ensuring support for adults and youth from the age of 16 that have been exposed to sexual assaults. The 24 assault centres in Norway are part of Norway's specialist health care services and are typically affiliated with hospital emergency departments. As part of the public health system, they provide immediate psychosocial support and follow-up care for victims of abuse.

The assault centres map the need for assistance and follow-up of the victim after an individual assessment.

The services include:

- counselling in safe surroundings
- medical examination in order to detect, treat and prevent injuries and infection
- pregnancy testing
- forensic examination to secure evidence
- help in contacting the police
- help in contacting legal counsel (free of charge) regardless of whether the assault has been reported to the police
- information about follow-up services, shelters and other places to get help

The victim will receive support even if the assault did not take place recently.

The Norwegian Directorate of Health have published national guidelines for quality and competence in assault centres, which includes advice on collecting forensic evidence and documentation, advice on treatment for emergency medical needs and trauma care of victims, as well as on medical and psychological follow-up.

Approximately 2,450 individual cases were processed at the 24 assault centres in 2023.

Other specialised services

Children under the age of 14 who have been exposed to sexual violence receive care in the paediatric departments of hospitals. The 21 paediatric units in hospitals in the Norwegian specialist health care system are responsible for providing trauma-sensitive clinical forensic examinations of children exposed to violence and neglect. Large paediatric units also offer clinical forensic examinations of children up to the age of 14 (and in some cases 16) that are exposed to sexual assaults. The Norwegian Paediatric Association has published guidelines for clinical forensic examinations of children exposed to violence, sexual abuse and neglect.

All children and particularly vulnerable adults who come to the Children's Houses shall be offered a medical examination or clinical forensic examination. See the description of the Children's Houses under article 22.

Reference is also made to the description of the centres against incest and sexual assault in Norway's state baseline report to GREVIO, section 4 D. There are 21 centres against incest and sexual assault in Norway. 3,824 people used the services in 2024, the vast majority of which were women. Most users were over 18 years old.

Collecting and storing forensic evidence

Pursuant to protocol, forensic evidence is collected from the body within relevant time frames depending on the anatomic site (for vaginal swabs, up to seven days after the assault). Rape kits are used and sealed. Unwashed clothing is collected without a set time limit. Evidence is stored for a minimum of three months, sometimes longer, depending on storage facilities.

The Norwegian Directorate of Health is currently assessing new time frames for the storage of forensic evidence. Any revised time frame will be incorporated into the existing national guideline on quality and competence in assault centres. The national guideline, issued by the Norwegian Directorate of Health, includes procedures for the collection of forensic evidence in cases of sexual violence.

See also information on documentation and collection of forensic evidence in the health care sector under article 20.

Access criteria for the use of services

The assault centres offer services to all abused adults and youth over 16 years old. The centres may also provide services for youth over 14 years of age by agreement with the paediatric department at the hospital (paediatric departments generally have medical responsibility for children under the age of 16 who have been exposed to violence and abuse). There are no other criteria than being subjected to abuse. Users do not need a referral from a doctor or anyone else and will receive help regardless of whether or not they wish to report the assault to the police. The services are free of charge, and the centres are open 24 hours a day.

Access to Services:

Assault Centres: Patients can access medical and psychosocial support at assault centres without the need for a prior police report. Health professionals should inform patients that seeking help does not obligate them to involve law enforcement.

Children's Houses: Access to services at the Children's Houses requires that a criminal complaint be lodged with the police. These centres are designed to support children and adolescents, and particularly vulnerable adults in cases where legal proceedings are initiated.

Emergency Hospital Care for Children: Children in need of urgent medical attention can receive care at hospitals without any requirement for police involvement. Immediate treatment should never be delayed due to uncertainty about reporting status.

Centres against incest and sexual assault: There are no specific access criteria for the use of centres against incest and sexual assault.

Article 31 Custody, access rights and safety

Criteria to be taken into account when deciding on custody and/or access rights

Under Norwegian law, incidents of violence must be taken into account in the determination of custody and access rights for children (also known as contact or visitation). Reference is made to the description under Article 7 regarding the child's right to protection from violence, and the current legislation regarding this issue. The child's right to protection from all forms of violence, sexual abuse and other risks is stipulated in the new Children Act Section 1-3. It is stipulated that a child shall not be exposed to something that they can be physically or mentally harmed by. Pursuant to the Act, this provision is applicable in all actions, including when deciding custody and visitation rights.

Deciding on custody is a matter between the parents, but where there is a disagreement, the court can decide if the parent should have custody, see the current Children Act Section 56 and the new Children Act Section 6-1 fourth paragraph and Section 7-2 third paragraph. This assessment is done individually in each case, based on the best interests of the child, see Prop. 117 L (2024–2025) p. 258 and 265. Domestic violence will also be taken into account in the decision, in accordance with the new Children Act Section 1-3.

In relation to access rights, Section 8-1 in the new Act defines that a parent who does not live with their child, has a right to access, unless access is not in the best interests of the child. Cases with a risk of violence or abuse are typically the cases where access is not in the best interests of the child, see. Prop. 117 L (2024–2025), p. 266. The rule that a parent who has a prohibition against contact with their child, does not have a right to access, remains in the new Children Act Section 8-7.

Acknowledging the harm that witnessing violence by one parent against the other has on a child

The Children Act

We refer to our statement under Article 7 and in the paragraphs above about violence against children. The new Children Act Section 1-3 provides that a child shall not be exposed to something that they can be physically or mentally harmed by. It is stated in the preparatory works that the prohibition not only includes violence against a child: the risk of the child or someone in the child's family being a victim of violence is part of the assessment of whether the child risks being exposed to something that can physically or mentally harm them, see Prop. 117 L (2024–2025), page 51. Section 8-1 in the new Act also provides that a parent who does not live with their child, has a right to access, unless access is not in the best interests of the child. It is explicitly stated that cases with a risk of violence or abuse are typically the cases where access is not in the best interests of the child, see Prop. 117 L (2024–2025), p. 266. This includes situations where the child has witnessed violence by one parent against the other.

The Child Welfare Act

Every child in need of care and support must receive timely and adequate assistance. Over the past few years, the Government has taken significant steps to strengthen child welfare services through legislative amendments, new policies, research initiatives, and financial commitments. These reforms aim to build a system that better serves children and families in need of help. In 2023, a new Child Welfare Act came into force. The act has a stronger focus on prevention and early intervention, ensuring issues are addressed before reaching crisis levels, and includes more robust legal protections for children and parents. In April 2025, the Government also submitted “The Quality Improvement Initiative” (Proposition 83 L (2024–2025)), to the Storting, which includes proposed amendments to the Child Welfare Act. This bill also includes a comprehensive report section that outlines the vision and direction for improving services.

The threshold for issuing a care order is defined by the Child Welfare Act, see Section 5-1. A care order may only be issued if the child is subjected to neglect, violence or abuse. The criteria must be assessed in each individual case. The care order may only be issued when it is necessary due to the child's current situation and when the order is found to be in the child's best interests. The Child Welfare Tribunal has the sole authority to issue care orders without the consent of the parents. These tribunals are impartial and independent state bodies that follow the same principles as the courts.

In addition, Norway is dedicated to ensuring that children and parents are able to meet each other and spend time together, even if the child lives in a foster home or institution. Both children and parents will benefit from this. Maintaining and strengthening the bond between them, makes it possible for the family to be reunited later. The contact must be safe,

predictable, and of high quality. Contact must not be harmful to children. When a care order has been issued, the tribunal must therefore stipulate the access arrangements between the child and the parents, see Sections 7-1 and 7-2. The tribunal may set conditions for access, including the need for supervision. The tribunal must conduct a comprehensive and individual assessment of whether the contact is in the child's best interests. Among other things, consideration must be given to the child's need for protection, the child's development, and the child's and parents' ability to maintain and strengthen the bonds between them.

Moreover, the tribunal may decide that a child's parents shall be deprived of parental responsibility if a care order has been issued for the child and special reasons indicate that it is necessary to deprive the parents of their parental responsibility in order to safeguard the child, see Section 5-8. The Norwegian Supreme Court found in a judgment issued on May 13, 2025, (HR-2025-866-A)⁵⁸ that the conditions for removing a father's parental responsibility were clearly met. When the child was four, the mother was killed by the father shortly after their separation. The father has been sentenced to 21 years in prison, which he is currently serving. The child welfare services have taken over custody, and the child now lives in a foster home. The Supreme Court found that through the act of murder, the father demonstrated that he lacks the necessary qualities to act in the child's best interests. There is a significant risk that the child, who is particularly vulnerable, could be harmed merely by knowing that the father retains decision-making authority. The court held that in cases where one parent has killed the other, the act of murder constitutes special grounds that may necessitate the removal of parental responsibility to safeguard the child. While it cannot be ruled out that in rare cases it may be in the child's best interests for the offender to retain parental responsibility, the act of murder represents such a severe violation of the child's needs that it would require exceptional circumstances for that to be the outcome.

Under the new Compensation for Violent Crimes Regulations, which entered into force on 1 January 2024, separate provisions have been included that provide a special right to compensation for children who have witnessed violence against a close relative.

Ensuring that custody with the non-violent parent is prioritised over foster-care

Pursuant to Norwegian law, all parents gain parental responsibility by law. This applies irrespectively of the parents' civil status. Parents that do not live together may agree that the child is to live with both parents or with one of them. If no agreement is reached, each parent may bring a case regarding custody before the court, after mandatory counselling. The best interests of the child must be a primary consideration in the court's decision, and the court must also ensure that the decision will not put the child at risk of violence, abuse, or anything

⁵⁸ [The Supreme Court of Norway – Judgment. HR-2025-866-A](#) (English summary.)

else the child may be mentally or physically harmed by, see the current Children Act Section 48 and new Children Act Section 1-1 and 1-3.

It follows from section 1-1 in the Child Welfare Act that the purpose of the Act is to ensure that children and young people who live in conditions that may be detrimental to their health and development receive the necessary assistance, care and protection at the right time. If less intrusive measures cannot create satisfactory conditions for the child and this is necessary based on the child's situation, the Child Welfare Tribunal may issue a care order and place the child in a foster home if there are serious shortcomings in the care the child is receiving.

Screening of civil proceedings

In cases where allegations of violence, abuse, intoxication or mental illness are made, the court must always consider appointing an expert who can comment on issues raised by the case, see the new Children Act Section 12-12, second paragraph. This is a continuation of the provisions set out in the current Children Act Section 61, first paragraph number 3. The new children Act also retains the provision in the current Children Act Section 61, first paragraph number 6, which gives the court the authority to obtain information from the child welfare services and social services. The new Children Act also warrants the current practice whereby the court can obtain police documents and adds that the court shall obtain documents from a criminal case or other documents from the police when it is necessary to have the proper facts when making a decision, see the new Children Act Section 12-5, third paragraph.

Risk assessments

The general principle in civil proceedings is that the parties have the right of disposition over the subject matter of the case. In cases relating to the legal status of children pursuant to the Children Act, however, the right of disposition of the parties is limited. According to the Dispute Act, Section 11-4, the court is in these cases solely bound by the parties' procedural actions to the extent that these are compatible with public considerations. The court has a duty to ensure that the presentation of evidence provides a sound factual basis for the ruling, cf. Section 21-3 (2). Depending on the circumstances of the case, this may, for example, require the court to request criminal case files from the police and/or obtain an expert assessment.

Reference is made to the description of the new Children Act in para 32d and, for information on the current legislation regarding this, to Norway's state baseline report to GREVIO. In cases where allegations of violence, abuse, intoxication or mental illness are made, the court must always consider appointing an expert who can comment on issues raised by the case, see the new Children Act Section 12-12, second paragraph. This is a continuation of the rules set out in the current Children Act. The Government also maintains the court's authority to obtain police documents and adds that the court shall obtain documents from a criminal case or other documents from the police when it is necessary to have the proper facts when making the decision, see the new Children Act section 12-5, third paragraph.

Competence and hearing of victims and children

As stated above, the court has a duty to ensure that the presentation of evidence provides a sound factual basis for its ruling, cf. the Dispute Act, Section 21-3 (2).⁵⁹

The child's right to participate is currently regulated in the Children Act, Section 31 to 33. A child who has turned 7 years of age, and younger children who can form their own views, have the right to information and to be heard in decisions concerning custody and access rights, cf. Section 31, second paragraph. In the new Children Act, the child's right to submit their views is included in the first chapter on children's rights, see Prop. 117 L (2024–2025). This clarifies that the right to participate is applicable in all matters affecting them pursuant to the Children Act, see the new Children Act, Section 1-2. Section 12-6 in the new Act maintains the child's right to participate in parental disputes. The provision specifies that the court shall ensure that a child who is capable of forming his or her own views is entitled to express those views, and attach due weight to the views of the child in accordance with its age and maturity.

A master's degree in law is required to become a lawyer, a prosecuting attorney, and a judge in Norway. The degree's study program includes training on criminal and international law. However, the mandatory program does not include in-depth knowledge about the dynamics of intimate partner violence, including the psychological impact on the child of witnessing violence.

The Lawyers Act, Section 30 (in force 1 January 2025), provides that lawyers must act with professional skill and have sufficient knowledge of the area of law for which they provide advice. A general requirement for post-qualifying education has also been introduced. According to the Lawyers Regulations, Section 13 a lawyers shall have completed at least 48 hours of continuing education during the three preceding calendar years or during the current and two preceding calendar years. At least two of the hours shall be education in legal ethics. Continuing education includes courses in legal subjects and subjects related to the practice of the legal profession. Within these frameworks, it is up to each lawyer to consider which subjects they wish to pursue.

The Norwegian legal system is based on judges being generalists and handling all types of cases. In cases that go to court, the parties' lawyers and the prosecution will ensure that the judges are informed about the relevant subject area and the applicable legal basis to decide the specific case.

Appointed judges in Norway are well experienced lawyers, having practice for example as prosecutors or in a law firm. In 2024, the median age of an appointed judge was 46 years. The Courts of Norway conduct national competency programs for all judges. The focus here is on

⁵⁹ [Act relating to mediation and procedure in civil disputes \(The Dispute Act\)](#).

developing the role of the judge both inside and outside the courtroom. The national competency program for judges is based on two main initiatives:

- An introductory program consisting of five modules, each lasting three days, conducted during the first year of appointment as a judge. The training has a practical approach. It includes an introduction to legal sources and legal research, hereunder international conventions.
- An annual judicial seminar lasting two days, where current topics are addressed. International law is among the topics.

However, the ethical principles for judges emphasize an obligation for each judge to "maintain and improve their professional knowledge and skills." Each judge updates themselves on substantive law. This type of competency development can occur through study leave, individual initiatives, and regional ad-hoc measures offered by the Courts Administration based on need. The Courts Administration has a close collaboration with the Centre for Continuing Legal Education on topics within substantive law. The Courts Administration offers financial support for individual training initiatives.

In recent years, there has been a focus on competency measures to increase judges' insight and skills in handling cases of domestic violence, including exercising the law's provisions on the use of reverse violence alarms (an electronic ankle bracelet worn by perpetrators which will trigger an alarm if they enter a certain radius of their victim). The Courts Administration does not have regular competency measures targeting sexual and gender-based violence, but both the national competency program for judges, as well as ad-hoc seminars and individual initiatives, have covered elements of what is requested.

The unfoundedness of notions of 'parental alienation' or analogous concepts

The Ministry of Children and Families provides The Courts Administration with resources in relation to parental disputes, in order to strengthen judges' competence in these cases and to facilitate cooperation with the Family Counselling Services.

Co-operation and communication with other relevant bodies/professionals

Pursuant to the Children Act, Section 61, first paragraph number 4, the court shall obtain information from the child welfare services and social services. The new Children Act maintains the provision on the court's ability to obtain information and adds new rules about what kind of information the court can obtain, see Section 12-5. The provision allows the court to obtain relevant documents from mediators, child services, social services, and the police.

Procedures in place for the exercise of custody and access rights

Eliminating the risk of the abused parent being subjected to further violence

Pursuant to both the current and new Children Act, a parent can bring an action in front of a court demanding that the child shall not live with the other parent or that the other parent shall not have access rights, see the current Children Act Section 56 and the new Children Act, Section 12-1. The best interests of the child is a primary consideration in these decisions, and the court must assess whether the child is at risk of abuse, violence or anything else they may be mentally or physically harmed by, see the current Children Act Section 48 and the new Children Act, Section 1-1, 1-3 and 8-1.

The provisions in the current Children Act chapter 7IV on the court's duty to make an interim order on parental custody when the court is informed that a surviving parent is accused of intentionally causing the other parent's death remain in the new Children Act, Section 13-3 second paragraph. As long as this interim order is valid, the surviving parent cannot live with the child or have access rights, see Section 13-3 third paragraph.

Eliminating the risk of the child witnessing or experiencing violence

When it comes to eliminating the risk of the child witnessing or experiencing violence, we refer to our description in para 1 of the child's right to protection from violence in the current and proposed Children Act.

Ensuring that responsible personnel are trained and that facilities are suited to enable safe supervised contact

Pursuant to the current Children Act Section 43a, the person supervising the contact, must present a police certificate of conduct. This provision remains in the new Children Act Section 8-6. In the Regulations relating to parental access under supervision, it follows that the supervisor can be an employee at the child welfare service or family counselling service, or someone the services have an agreement with. Furthermore, the supervisor must be suitable to carry out the supervision the court has decided on and must be suitable in accordance with the needs of the child, see the Regulations Section 5 and 7. The supervisor has a duty to carry out the supervision in accordance with the order, and must write a report on the supervised contact, see the Regulations Section 9.

Removal of parental rights in criminal sentences

Norwegian law does not provide for the removal of parental rights in criminal sentences. However, sentencing may include a restraining order according to the Penal Code Section 57. In addition, the Penal Code Section 282 provides that the court shall always consider whether a restraining order should be imposed when a person is found guilty of abuse in close relationships of a relative in a direct line of descent, or a present or former spouse's or cohabitant's relative in a direct line of descent. A restraining order may be imposed when

there is reason to believe that the convicted person will otherwise commit a criminal act, stalk, or otherwise disturb another person's peace. If there is an obvious risk of a criminal act against another person, the offender may be banned from his/her own home.

With respect to decisions on removal of parental responsibility pursuant to the Child Welfare Act Section 5-8, see paragraph 32 in this document.

When there is a disagreement on custody, the current rule that the court can decide if one or both parents shall have custody is continued in the new Children Act, Section 6-1 fourth paragraph and Section 7-2 third paragraph. This assessment is done individually in each case, based on the best interests of the child, see Prop. 117 L (2024–2025) p. 258 and 265.

Domestic violence and the safety of the child shall be taken into account in the decision, in accordance with current practice, see Section 1-3 in the new Act.

The Government has also carried forward the provisions in the current Children Act chapter 7IV on the court's duty to make an interim order on parental custody when the court is informed that a surviving parent is accused of intentionally causing the other parent's death, see the new Children Act, Section 13-3 second paragraph. As long as the interim order is valid, the surviving parent cannot live with the child or have access rights, see Section 13-3 third paragraph.

Article 48 Prohibition of mandatory alternative dispute resolution processes or sentencing

Pursuant to the Criminal Procedure Act Section 71 a, the prosecuting authority may, when guilt is deemed to be proved, decide that the case shall be remitted to the National Mediation Service for mediation. Both the aggrieved person and the person charged must consent. In order to remit the case to the National Mediation Service, the law further requires that the case is suitable for this purpose.

In civil cases, the victim can report the conflict he/she wishes to have mediated. The Mediation Board then contacts the other party and asks whether he or she is willing to participate. When the police dismiss a case and refer it to the Mediation Board, this is also considered a civil matter. Such cases may, for example, involve offenders under the age of 15.

Initially, both parties are invited to separate preliminary meetings where information is provided, and questions can be asked. If everyone agrees to proceed, the mediator will arrange a time and place for the mediation meeting, usually within a short period. During the meeting, each party shares their version of the conflict, and the mediator will work with them to see if an agreement acceptable to all can be reached.

The parties may agree to meet multiple times if they wish. The Mediation Board is a cost-free service. In civil cases where mediation through the Mediation Board does not succeed, the

complainant is free to contact the Conciliation Board (*Forlikrådet*) or report the matter to the police.

Both nationally and internationally, there is considerable disagreement about the extent to which mediation boards are suitable for victims of violence and abuse. As part of the research program on domestic violence (2019–2024), the Ministry of Justice and Public Security therefore commissioned NOVA to evaluate the use of mediation boards in cases of domestic violence. The report is expected in 2025.

In civil disputes, the courts are required to consider the possibility of a full or partial amicable resolution through mediation or judicial settlement, unless the nature of the case or other circumstances indicate otherwise. As a general rule, the parties are free to settle the case. However, in matters concerning, inter alia, the legal status of children under the Children Act, the parties' right of disposition is limited, cf. the Dispute Act Section 11-4. The court may reject a settlement if it is not deemed to be in the best interests of the child. This is particularly relevant in cases where the agreement may pose a risk of abuse or violence. Conversely, in divorce proceedings concerning the division of assets and similar matters, the parties' right of disposition is not restricted.

The new Children Act Section 10-3 maintains the current requirement that both parents must attend mediation in person and at the same time. However, the mediator may decide that separate sessions are more appropriate or entirely exempt one parent from showing. There is also an exemption from having a mediation certificate to bring an action in a court, where a parent has been convicted of serious violence or abuse against his or her own child, see the current Children Act, Section 56 and the new Children Act, Section 12-2. The Government is currently reviewing the regulations related to mediation to ensure that the process is adapted to safeguard individuals who have been subjected to violence.

The Norwegian Directorate for Children, Youth and Family Affairs will continue to follow up the work of the National expert group on violence and high-conflict cases (*Spisskompetansemiljøet for vold og høykonflikt*), including its pilot project aimed at improving the identification and handling of violence in mediation settings.

Articles 49 and 50 General obligations and immediate response, prevention and protection

Law enforcement agencies

This section of the report describes the human, financial and technical resources provided to law enforcement agencies to diligently respond to and investigate all cases of violence against women, including their digital dimensions.

The police

The Norwegian Police Service is responsible for maintaining public order, preventing, detecting, and investigating crime, and enforcing the law. The Higher Prosecuting Authority has issued guidelines for the handling of criminal cases, identifying domestic violence and sexual abuse among the crime categories that should be given priority.

Each police district has a joint criminal case intake unit, which plays a key role in identifying priority cases upon receipt and ensuring timely and appropriate follow-up. This includes conducting risk assessments, implementing protective measures, and initiating investigations.

There is a high level of awareness regarding the digital dimensions of crime, and securing and investigating digital evidence is now standard practice across all types of investigations. A dedicated unit at the National Criminal Investigation Service (KRIPOS) handles internet-related abuse cases.

The Penal Code is gender-neutral and does not provide specific legal protections for women. However, the victim's vulnerability and safety are always taken into account. A significant proportion of victims in violence and sexual offence cases are women, and these cases represent a substantial share of the workload and resource use for both the police and the prosecution service. That said, it is difficult to quantify the exact financial and technical resources allocated to such cases, as they are integrated into the police's and prosecution's regular operations.

The police and prosecution authorities also invest in competence-building initiatives. The Norwegian Police University College offers several relevant continuing education programs, although the extent to which police districts require formal completion of these varies. Additional training may be required through internal professional development systems, some of which are mandatory.

Children's Houses and Victim Support Centres, established in all 12 police districts, have dedicated responsibilities related to crimes against personal integrity, including violence and abuse. A key task of the Children's Houses is to ensure that children and other particularly vulnerable individuals are not subjected to unnecessary strain. They coordinate the involvement of relevant stakeholders before, during, and after interviews (see description under article 22 Specialist support services). Victim Support Centres provide psychosocial support, information, and guidance both before and after a criminal complaint is filed (see description under article 56 Protection Measures).

Accessibility and Reporting Options

Criminal offences can be reported at any police station in Norway. Victims of violence and sexual abuse are referred to dedicated interview rooms that safeguard their privacy and dignity. It is not required that the victim files a criminal complaint in person; for example, a victim's legal counsel (*bistandsadvokat*) may do so on their behalf.

While there are no standard procedures specifically for women, efforts are made to ensure that victims feel safe. For instance, victims may request to be interviewed by a female officer. The proportion of female police employees is high, particularly in this field of work.

Due to the seriousness of these crimes and the need to secure all relevant information early, violence and abuse cannot be reported digitally. However, each police district has a designated email inbox, and some individuals report incidents this way. The police follow up on such reports.

The police website (politiet.no) provides clear information on how to report a crime and includes links to sexual assault centres in each county. There is also a “Tip off the Norwegian Police” page, where anyone can submit information. These tips are reviewed and followed up by the police. Each district also has an Online Police Patrol, which shares information, receives tips, and answers questions. These units may also receive and follow up on reports.

Victim Support Centres

Victim Support Centres were established in all 12 police districts in 2017/2018. One of their main goals is to lower the threshold for contacting the police and encourage more victims to report crimes. Victims can contact the centres before filing a report to receive information and guidance. Contact can be made via email, phone, or in person. A large proportion of inquiries concern violence and sexual abuse, and 70 percent of those who reach out are women. The service is seen as contributing to an increase in the number of victims who report such crimes. See further information on Victim Support Centres under article 56 Protection Measures.

Legal Counsel and Other Support Services

Victims of violence and sexual offences are entitled to legal counsel, who act independently of the police to safeguard the victim’s rights. In addition, several public services provide protection and support, including shelters, a national housing scheme, and sexual assault centres. These services assist victims both during criminal proceedings and when protective measures are needed.

Police and prosecution units

Units within the police

All police officers in Norway receive formal training on violence and abuse as part of the bachelor’s degree program at the Norwegian Police University College. While few police districts have dedicated specialist units, many officers have completed continuing education in areas such as domestic violence and sexual offences. However, the National Police Directorate does not currently maintain an overview of how many officers working in this field have completed relevant additional training. Moreover, there are generally no formal requirements for such training when hiring for these roles.

The National Police Directorate emphasises that it is important to note that these types of cases are particularly demanding and emotionally taxing. Professional environments working with such cases often experience higher staff turnover compared to other areas of policing.

There is an ongoing challenge in retaining critical expertise within the police force. This issue is widespread across various fields and is particularly pressing in this specific area of expertise. As a result, recruiting and retaining essential competencies in the police is a priority. Several assessments and surveys regarding staffing, capacity, and competence within the police have been conducted or are currently underway. Plans and measures to address challenges and imbalances in different areas are already in place. However, this work must continue and will likely require even more comprehensive actions.

The issue is complex and multifaceted, demanding a broad approach in which various measures are considered together. This includes not only initiatives related to recruitment and retention of expertise, but also improvements in work methods, organizational structure, culture, and leadership – all of which are important components. In cases involving honour-based violence, a dedicated expert team is available (see article 22 Specialist support services). This team includes a police representative with specialized expertise and provides both case-specific guidance and capacity-building support to police districts.

There are joint national guidelines in place to safeguard expertise in this field, but police districts vary in size, case volume, and organizational structure. While the largest districts maintain these functions centrally, many others delegate responsibility to local operational units. As a result, the structure and functioning of these units may differ across districts. However, all police districts have access to both a Children’s House and a Victim Support Centre, which offer specialized expertise and services tailored to this target group.

Units within the prosecution authorities

The Prosecuting Authority in Norway is organized at three levels:

- The Director of Public Prosecutions (DPP)
- The Regional Public Prosecution Offices (PPOs)
- The Prosecuting Authority within the Police

The Higher Prosecuting Authority consists of the DPP and the PPOs. In its 2023 directive on domestic violence (RA-2023-2)⁶⁰, the DPP emphasized that personnel in both the police and the prosecuting authority must possess adequate competence in the specific characteristics of this type of crime. This is essential to ensuring high-quality investigations, prosecutorial decisions, and courtroom proceedings.

⁶⁰ [Director of Higher Prosecutions \(2023\). Directive on domestic violence \(RA-2023-2\).](#)

The Higher Prosecuting Authority does not have dedicated specialist units for prosecuting violence against women. However, public prosecutors are expected to be well qualified to handle such cases, which include domestic violence, rape, and intimate partner homicide as these are core components of their criminal casework.

At the regional level, 6 out of 10 PPOs have designated a public prosecutor with special responsibility for violence against women, although these prosecutors also handle other types of cases. At the DPP, 4 out of 22 public prosecutors have a similar responsibility for domestic violence and rape, in addition to other duties.

Investigations and prosecutions

When it comes to measures taken to ensure swift investigation and effective prosecution of cases of violence against women and domestic violence, the Director of Public Prosecutions (DPP) has for many years emphasized that sexual violence and domestic violence are priority areas. This means that the police are expected to give precedence to these cases over non-prioritized cases when resources are limited.

In 2023, the DPP issued a new directive on domestic violence (RA-2023-2), which provides general guidance on how such cases should be investigated. It emphasizes that investigations must be conducted as swiftly as possible, in consideration of the interests of the individuals involved. The prosecution service is required to pay particular attention to these prioritized cases, ensuring both high quality and efficiency in the investigation and prosecution phases.

For both domestic violence and rape cases, the DPP mandates the use of investigation plans – in rape cases since 2013, and in cases involving abuse in close relationships since 2015. These plans aim to improve the quality and efficiency of investigations.

In 2016, a national initiative to improve the overall quality of criminal investigations was launched, known as *Etterforskningsløftet*. Key measures under this initiative include:

- Establishing a central intake office for all new criminal cases in each police district to improve coordination and prioritization (*Felles straffesaksinntak*, FSI),
- Implementing mandatory annual training for all police officers (*Obligatorisk årlig opplæring*, OÅO), and
- Enhancing the initial securing of evidence by patrol officers at the crime scene (*Politiarbeid på stedet*, PBS).

The Higher Prosecuting Authority also focuses on these prioritized cases through regional inspections and professional management. In recent years, several police districts have been inspected with a strong emphasis on their handling of rape and domestic violence cases. National quality inspections have also been carried out, including:

- 2025: National quality inspection – rape cases

- 2023–2024: Several regional inspections – domestic violence cases
- 2020: National quality inspection initiated by the DPP, where regional prosecutors reviewed rape cases in police districts

In the 2025 National Quality Inspection, the DPP reviewed 500 rape cases across Norway. Overall, the investigations were found to be of satisfactory or higher quality. Victim interviews were generally well conducted and carried out within a reasonable timeframe. However, the inspection identified areas for improvement, particularly in the collection of digital evidence and the use of structured investigation plans.

Statistics on domestic violence and rape cases are reported by the police to both the National Police Directorate and the DPP to monitor developments in this field. See, for example, *Straffesaksbehandlingen i politiet 2024* (Criminal case processing by the police in 2024)⁶¹.

Although there is no dedicated fast-track system in the courts for these cases, if a suspect is in custody, the case is given special priority in court proceedings.

Encouraging reporting

A key objective of the Victim Support Centre is to lower the threshold for individuals to contact the police. The centres offer psychosocial support, information, and guidance to individuals exposed to crimes against personal integrity, such as domestic violence and sexual assault. A key part of their role is to explain how to file a criminal complaint and to provide information about what to expect during legal proceedings. They also offer support and guidance to those who reach out for help (see description under article 56 Protection measures).

The Norwegian police website provides accessible information on how to report a crime, including links to rape crisis centres in each county. Some of the content is available in English, and information about the Victim Support Centres has been translated into eight languages. Posters and other informational materials are typically available at police district offices, outlining what individuals can do if they are exposed to violence or abuse.

Efforts are made to encourage victims and witnesses to contact the police through various channels, such as “Tip off the Norwegian Police”, the Online Police Patrol, and the police’s Facebook page. Anyone who has interacted with the police may file a complaint if they believe they were treated inappropriately this can be done via the “Complaints about the Police” section on politiet.no.

⁶¹ [National Police Directorate & Director of Public Prosecutions \(2025\). Straffesaksbehandlingen i politiet 2024, POD-rapport 1/2025.](#)

For all standard police services – including Children’s Houses and Victim Support Centres – interpreters must be used when necessary to ensure legal safeguards and proper assistance, in accordance with the Interpreting Act, Section 6.

Outside the police, several public services aim to encourage victims to report crimes. These include legal advice, assault centres (available in each county), and other victim support services. In addition, Section 196 of the Penal Code imposes a mandatory duty to intervene or report serious criminal offences such as violence or abuse – on both professionals and the general public (see description under article 16 Preventive intervention and treatment programs).

Measures to instil confidence in law enforcement officials

The National Police Directorate has developed an Action Plan for the Police’s Work on Diversity, Dialogue, and Trust (2022–2025).⁶² The plan covers both internal efforts aimed at the police as an organization – including leadership, recruitment, competence, organizational culture, and the working environment – and external efforts related to how the police carry out their duties and interact with the public in various settings.

For example, one of the goals of the plan is to enhance knowledge and competence within the police regarding the Sami language and culture. This includes ensuring compliance with language rights under the Sami Act, particularly in relation to translation, interpreting, public information, competence-building initiatives, and the recruitment of Sami-speaking staff.

The police are engaged in broader trust-building efforts, including initiatives to create spaces for dialogue and input from residents and minority communities. While not gender-specific, some dialogue meetings and working groups have focused on women’s experiences and vulnerabilities, aiming to improve support services and procedures. For example, the National Police Directorate has hosted workshops with multiple organizations and public authorities to strengthen the rights of and support for rape victims as part of ongoing improvement efforts.

In addition, the police are involved in continuous competence-building initiatives to ensure they are equipped to meet the diverse needs of the population. Examples include the Fair Police (*Rettferdig politi*) and the Public’s Voice (*Innbyggerstemmen*) initiatives.

Each police district’s immigration unit interacts with foreign nationals in connection with enforcement actions, application processing, administrative interviews, and more. These units follow up on reports involving contact between operational police officers and migrant victims of violence by informing victims of their rights - such as the possibility of obtaining an independent residence permit in cases where the individual resides in Norway through family reunification. This is intended to prevent victims from remaining in abusive situations

⁶² [National Police Directorate \(2022\). Diversity, dialogue and trust - Action plan for the work of the police \(2022-2025\).](#)

due to a lack of information. Interviews are conducted with interpreters in the victim's native language, and the units also work to identify cases of forced marriage.

Protocols/standard operating procedures and guidelines for police officers

There are several protocols/standard operating procedures and guidelines for police officers in place providing guidance on how to receive reports, interview victims, investigate, and collect evidence in cases of violence and sexual abuse.

The DPP directive on domestic violence

In 2023, the Director of Public Prosecutions (DPP) issued a new directive on domestic violence (RA-2023-2). This directive replaces the corresponding directive from 2008. Where relevant, the directive also applies to related offences such as psychological abuse and stalking (see Chapter 2.4). It provides overarching guidance on how such cases should be investigated, including a detailed checklist of investigative steps that should and (in some cases) must be considered in domestic violence cases (see Chapter 4.9).

Facilitated interviews

A special interview system is in place for children and particularly vulnerable adults who are suspected victims or witnesses of violence or abuse. These interviews, known as facilitated interviews (*tilrettelagte avhør*) are conducted at Children's Houses and must be led by police prosecutors with special expertise. The interviewers themselves must also have specialized training, in accordance with Sections 239a–239f of the Penal Code. Additional provisions are outlined in directives from the Ministry of Justice and Public Security and the Director of Public Prosecutions.

Guidelines and practical tools

A wide range of documents, guidelines, and practical tools support the police in handling cases involving violence and abuse. These include action cards, checklists, standard operating procedures, and advisory manuals, which guide tasks such as receiving reports, conducting risk assessments, implementing protective measures, interviewing victims and witnesses, and managing investigations. Some tools are cross-disciplinary, while others are tailored to specific areas of expertise. All relevant offences – except forced sterilisation/abortion – are covered in these resources.

These materials are available on KO:DE, the national police's professional portal for sharing methods and best practices. Some examples are:

- On-site interviews – operational police work at the crime scene
- Guide to police interviews of children and particularly vulnerable suspects
- Checklist for interviewing suspects aged 18 and over
- Security measures – domestic violence

- Medical examinations – violence against children
- Rape – checklist for interviewing suspects known to the victim

In addition, several mandatory e-learning modules are available, tailored to different professional roles. These are hosted on the police's dedicated e-learning platform, *Ransel* ('School bag').

Identifying and addressing factors that contribute to dismissal

Many cases involving domestic violence and sexual abuse do not result in prosecution. The Director of Public Prosecutions (DPP) seeks to identify and address the reasons why prosecutors decide not to pursue charges.

According to the DPP, a significant number of cases are closed due to a lack of decisive evidence. Gender-based violence often occurs in private settings, with no witnesses other than the victim and the perpetrator. During the investigation, many victims either change their statement or withdraw their report. This remains a persistent challenge in such cases.

The DPP also notes that rape cases involving young people frequently occur when both parties are intoxicated. In such cases, the suspect typically claims the sexual activity was consensual, while the victim asserts it was not. In the absence of clear evidence, prosecutors may be forced to drop the case due to the burden of proof.

The DPP issues general directives to police and prosecutors regarding investigations. In 2023, a new directive on domestic violence (RA-2023-2) was issued, see above. The new directive outlines the specific challenges in this field and provides guidance on securing high-quality evidence in a timely manner. Personnel handling these cases must have a thorough understanding of the specific challenges they present.

The directive emphasizes early and close cooperation between the lead police investigator and the prosecutor. Changes in the assigned police prosecutor during the investigation and prosecution should be avoided. Prosecutors must also consider the victim's needs when preparing the case for court, such as requesting closed hearings and offering the victim a preparatory meeting.

Protecting the victim is crucial – not only for their safety but also for the successful resolution of the case and the collection of sufficient evidence. Police and prosecutors must continuously assess the need for protective measures for the victim, children, or other relatives. These measures may include detention due to risk of recurrence, restraining and protection orders (with or without electronic monitoring), or other police-based protections. Prosecutors and investigators must collaborate with professionals responsible for risk assessment and management.

The Higher Prosecution Authority conducts national and regional quality inspections to identify areas for improvement in investigation and prosecution practices. The DPP also mandates systematic evaluations of selected case types each year to enhance investigative quality. For 2025, the focus is on intimate partner homicides and serious domestic violence cases.

An annual national investigation conference on domestic violence is held for police investigators and prosecutors. In the most recent conference, one of the key topics was “Evaluating Evidence in Intimate Partner Violence Cases”.

Research project regarding decline in the clearance rate (2025-2027)

To establish a stronger knowledge base regarding the causes behind the declining trend in the clearance rate, NOK 4.5 million has been allocated to a research project. The purpose of the project is to contribute research-based insights into the reasons for variations and changes in the clearance rate for prioritized cases, as defined in the annual circulars from the Director of Public Prosecutions concerning goals and priorities, as well as in the allocation letters from the Ministry of Justice and Public Security. The research project is being carried out by Oslo Economics. The findings are expected to support evidence-based improvements in police practices and resource allocation.

Residence permits for migrant women

Relevant legislative measures are described in Norway’s state baseline report to GREVIO, cf. Section 7 A to D. There have been no amendments to this legislation since the State report was submitted in 2020.

Article 51 Risk assessments and risk management

In Norway, several risk assessment tools are used by the police and other relevant agencies, such as the shelters. In general, all elements listed by GREVIO in the questionnaire are considered red flags when carrying out the risk assessments both in tools used by the police and at the shelters. In addition, a dedicated risk assessment tool has been developed for TryggEst: RITE.

Risk assessment tools used by the police

The Norwegian police use two structured risk assessment tools: SARA:SV (*Spousal Assault Risk Assessment – Short Version*) for intimate partner violence, and PATRIARCH for honour-based violence. Both tools are implemented across all 12 police districts. In 2024, a digital version of SARA:SV was launched, and the National Police Directorate reports that user

feedback indicates the tool is now significantly more user-friendly. Plans are also underway to digitise PATRIARCH.

The two tools are grounded in evidence-based methodologies and are designed to assess the risk of future intimate partner or honour-related violence in individual cases. Their primary aim is to prevent recurrence or escalation.

Both tools have recently been evaluated, with the final report released in July 2025. The report shows that both SARA:SV and PATRIARCH are professionally sound tools well rooted in theory and relevant to the police's preventive work, but these tools do not cover all types of violence in close relationships and therefore have limited application. This applies, for example, to cases involving stalking. Further the evaluation shows that the use of the tools varies between the different police districts and that they are used with varying systematics and organizational anchoring, which results in variations in the quality of assessments. There is also great variation between different municipalities and police districts with regard to cooperation and interaction with external actors, such as the child welfare service and shelters. Due to a lack of resources, there is great pressure to carry out many assessments, but few resources for actual follow-up and risk management. The evaluation is now being followed up by the National Police Directorate.

In parallel, work has begun to digitise the *Aid for Violence Risk Triage* (AVRT) tool. While not a risk assessment tool in itself, AVRT is used at an early stage to prioritize cases, ensuring that police resources are directed appropriately and that relevant risk assessments are conducted.

In relation to Article 51, all the listed elements are specific factors considered during the risk assessment process. They form part of the overall evaluation of the likelihood of repeated or new incidents of violence, and the conclusions directly inform the preventive measures applied. (POD)

Risk assessments at shelters

All the listed elements in relation to Article 51 are considered red flags in risk assessments conducted at shelter services. The Directorate for Children, Youth and Family Affairs has mapped the use of risk assessment tools in the shelter services and assessed the need for a unified tool.

To support this, a questionnaire was distributed to the managers at all 43 shelters in Norway. The results show that a variety of tools are currently in use to assess threat levels and determine the need for safety measures. The most commonly used tools are the Abuse Index, SARA, and PATRIARCH. Many shelters also refer to the Directorate's professional guidelines for the municipalities' shelter services, although these are not formal risk assessment tools.

The use of risk assessment tools at shelters varies, depending on whether the user is a resident, day user, adult, or child. Many shelters have also developed their own tools or forms, often based on elements from the established tools. Notably, 91 percent of shelters report a need for a common risk assessment tool. However, the survey does not provide sufficient data to determine which tool would be most suitable.

Cooperation in risk assessments and risk management

Each police district has a designated professional responsible for risk assessments and the prevention of partner and honour-related violence. These professionals collaborate with relevant community stakeholders and coordinate the police district's preventive efforts against domestic violence. They also contribute to the police district's work on competence development and training related to domestic violence.

Regulations on security in shelter services came into force in 2017 and specify the requirements of the Shelter Act. The regulations contain provisions on, among other things, the scope and purpose, the municipality's responsibility, and requirements for securing the shelter's premises and outdoor areas. Security measures for the individual user are set out in Section 4 of the regulations, which states that risk assessments are mandatory. Mapping of the threat profile and protection needs for adults and children who use the shelter service must be carried out. It is emphasized in the provision that the threats faced by the individual user must be identified before assessing which security measures may be necessary. In the security work, the police are an important partner for the shelters, cf. the Regulations, Section 4, second paragraph, letter c.

As a measure in the Escalation Plan, the Government is considering a multidisciplinary and interagency model for risk assessment and risk management in cases involving violence and abuse.

Analysing gender-based killings of women

When it comes to efforts made to retrospectively analyse all cases of gender-based killings of women to identify the existence of possible systemic gaps in the institutional response of the authorities, with the aim of preventing such acts in the future, reference is made to the description of the Intimate Partner Homicide Committee and the newly established permanent Norwegian Partner Homicide Commission under article 7.

Article 52 Emergency barring orders

As explained in Norway's state baseline report to GREVIO, emergency barring orders are understood in the Norwegian context as interim restraining orders. In addition, there are

restraining orders against contact, which serve the same purpose and are imposed with the same conditions, but are also a penal sanction that are imposed by the courts rendering a judgment.

Under the Criminal Procedure Act Section 222 a, the prosecution authority may impose an interim restraining order (ban on visits or contact).⁶³ This rule entered into force 1 January 1995, but has been subject to several amendments. From 8 April 2024, an interim restraining order may be reinforced by the use of electronic bracelets (*reverse violence alarms*). See the answers under para 53 a for more details regarding these rules. (LOV)

In addition, according to The Police Act, Section 7 the police can order a suspect to vacate a residence or prohibit him or her from entering a residence or address or area for a short time (typically a day or two). If this is violated, the subject can be penalized through a fine and may also often be subject to a restraining or protection order from a prosecutor or from the court. Sometimes the violation will be part of a larger prosecution in court.

When it comes to the questions concerning whether children are specifically included in contact bans issued under the emergency barring order, and whether any exceptions to contact bans are made and in which circumstances, see the answers below regarding the implementation of Article 53.

Article 53 Restraining and protection orders

Under the Criminal Procedure Act, Section 222 a, the prosecuting authority may impose an interim restraining order (ban on visits or contact) for up to one year at a time. A ban barring the subject from their own home can, however, not have a longer duration than three months at a time. The prosecution may impose a ban ex officio or on application by a victim. A ban may be imposed when there is reason to believe that a person otherwise a) will commit a criminal act against another person, b) stalk another person, c) in any other way disturb another person's peace or d) commit disorderly conduct particularly burdensome for another person. The conditions are clearly met if there is reason to believe that a victim would otherwise be subject to domestic violence, stalking, forced marriage, female genital mutilation or violence related to so-called honour. Situations where there is reason to believe that a victim would otherwise be subject to sexual harassment or digital manifestations of violence may be covered by letter a or letter c.

From 8 April 2024, an interim restraining order may be reinforced by the use of electronic bracelets ("reverse violence alarms") if the person against whom the ban is imposed with just cause is suspected of a violation of the ban, and electronic monitoring is deemed necessary to ensure compliance with the ban, cf. the Criminal Procedure Act, Section 222 g. If the

⁶³ The Criminal Procedure Act: [Lov om rettergangsmåten i straffesaker \(Straffeprosessloven\)](#).

suspicion concerns an offence committed within the last 12 months, electronic monitoring may be imposed together with a new ban. Even if there is no just cause for suspecting a violation of a ban, electronic monitoring may be imposed in special cases when it is assumed to be necessary to prevent someone from committing a criminal offence against another person.

See information on the use of reverse violence alarms under article 54.

The prosecutors and the court can issue restraining and protection orders pursuant to the Criminal Procedure Act, Section 222 a, 222 g and the Penal Code, Section 57. In 2024, prosecutors were granted new powers to issue protection orders with electronic control, including as a measure during the investigation. Prior to 2024, only the court had this authority, and only as part of a conviction. It was not possible to use electronic monitoring during an investigation. Pursuant to the Penal Code, Section 282, the court is obliged to consider a protection order when someone is found guilty of severe or repeated domestic violence against their partner. For several years, the Director of Public Prosecutions (DPP) has encouraged the police to increase the use of restraining and protection orders. The DPP has also issued general directives on how prosecutors should and must consider protection and restraining orders, and how, if violated, immediate prosecution of the violation should be considered, see RA-2023-2 chapter 3, RA-2024-915, RA-2019-2.

Inclusion of children in protection orders

An interim restraining order can be issued to protect someone who is at risk of being subjected to such violations as described in the Criminal Procedure Act, Section 222 a. However, the Supreme Court has stated that a restraining order to protect a mother can also include her children if this is absolutely necessary to protect the mother.

Exemptions from contact bans

Restraining orders and interim restraining orders may be limited subject to specific conditions. For instance, the person against whom the ban is imposed might be allowed to visit a former spouse's home at specific times when he or she is allowed to have contact with their children. The law does not provide specific exemptions beyond this.

Measures to enforce protection orders and responses to violations of such orders

The number of breaches of restraining and protection orders is increasing, cf. part IV. This issue has been prioritized by the National Police Directorate in its follow-up meetings with police districts, and several measures have been implemented to better protect vulnerable individuals.

The legislation on reverse violence alarms has been amended. As of 8 April 2024, police prosecutors have the authority to issue a reverse violence alarm in addition to a restraining order (*besøksforbud*). Prior to this amendment, reverse violence alarms could only be issued in conjunction with protection orders (*kontaktforbud*) granted by the court, see 53 a.

The table below shows the increase in the number of reverse violence alarms (RVAs) from 2021 to 2025.

Number of Reversed Violence Alarms issued 2021–2025

Year	2021	2022	2023	2024	2025*
RVAs issued in addition to protection orders from the court	22	18	21	23	8
RVAs issued in addition to restraining orders issued by the police	Not applicable	Not applicable	Not applicable	171	120
Total RVAs	22	18	21	194	128

* From January to May 2025. The forecast for 2025 is 350–400 RVAs.

The increase in the number of reverse violence alarms, along with the implementation of the measure, has proven highly effective – no acts of violence were reported during the period in which the reverse violence alarms were worn.

In Norway, a mobile violence alarm can be issued by the police to individuals who are exposed to violence or threats. The alarm is usually granted for three months at a time, with the possibility of extension. It is not necessary to file a police report in order to be granted a mobile violence alarm. The number of mobile violence alarms is gradually increasing. When one of these alarms is triggered, a GPS tracker is activated. Recently, the Norwegian police have upgraded both the technology and the devices used by victims to ensure improved communication and tracking.

Under the Police Results Agreement, police districts are required to ensure zero violations of restraining and protection orders. They are expected to implement measures to prevent such breaches. When a restraining or protection order is issued and explained to the suspect or perpetrator, the police must clearly communicate the consequences of any violation. They must also inform the suspect or perpetrator that a reverse violence alarm may be the next step, and explain what this entails.

The follow-up of individuals who violate restraining or protection orders has improved, and they are often apprehended at an early stage to prevent further violence. Collaboration between public agencies has also increased, which is crucial for ensuring that the measures imposed by the police are effectively followed up.

Article 56 Protection measures

Informing the victim when an offender escapes or is released temporarily (JD)

Section 7 b of the Execution of Sentences Act⁶⁴ provides a consolidated reference to legal provisions regarding notification to the victim or the victim's next of kin about decisions made under the Execution of Sentences Act and the Penal Code.

It is a condition for notification that the Correctional Services, following a discretionary assessment, find that "it is of significance to the victim in the criminal case or the victim's next of kin to be informed of" the circumstances mentioned above. If this condition is met, the Correctional Services are obligated to provide notification.

In December 2024, The Ministry of Justice and Public Security submitted for consultation a proposal to expand the rules on notification, in order to better safeguard the interests of victims or their next of kin than is currently provided under existing law. It is proposed that the rules on the duty to notify be amended so that, as a general rule, there will be an obligation to provide notification when the convicted person has committed offenses punishable by imprisonment of up to six years or more, involving violations of personal liberty and peace, violent crimes, and sexual offenses – unless there is a risk to the convicted person's life or health. For other offenses, the current legal framework will remain in place, whereby the duty to notify depends on a discretionary assessment of whether certain conditions are met. It is also proposed to expand the scope of notification compared to current law. The Ministry believes that the proposals, taken together, will help strengthen the position of victims of crime by giving the victim or their next of kin a better opportunity to adapt to the convicted person's sentence execution.

Protection of the privacy and the image of the victim

The Criminal Procedure Act, Section 130 provides that the presiding judge shall ask the witness (and victim) their name, date of birth, occupation, place of residence and relationship to the person charged and the aggrieved party. Instead of the place of residence the witness may provide their workplace. If there is any risk that the witness or any of the witness's close relations may be exposed to a felony impairing life, health or liberty, or to substantial material loss of another kind, the presiding judge may decide that information concerning the place of residence or workplace shall only be provided in writing to the court.

Pursuant to the Court of Justice Act⁶⁵, Section 131 a, photographing, filming, and recording for radio or television are prohibited during criminal proceedings. Photography or filming of

⁶⁴ [Act relating to the execution of sentences etc. \(The Execution of Sentences Act\).](#)

⁶⁵ Courts of Justice Act: [Lov om domstolene \(domstolloven\)](#)

the defendant or the convicted party on the way to or from proceedings, or in the building in which the proceedings are being held, is also prohibited without the relevant party's consent.

The law does not explicitly prohibit private parties from photographing, filming or recording during court proceedings. Under the Criminal Procedure Act, Section 133, the presiding judge shall however oversee that the proceedings take place in an orderly and dignified manner. The judge may reprimand any party who disrupts proceedings, makes inappropriate statements or personal attacks, or whose actions in any way impugn the dignity of the court. In accordance with this regulation, the court may ban photography etc.

Option of testifying without the defendant being present

In relation to court proceedings during the investigation, the Criminal Procedure Act, Section 245 allows the court to decide whether the defendant shall leave the courtroom while the victim is being examined if there is special reason to fear that an unreserved statement will not otherwise be made. The court may also decide that the defendant shall leave the courtroom if for special reasons this is in the interests of the victim. Instead of ordering the defendant to leave the courtroom, the court may decide to institute measures that will prevent the person from observing the witness.

Section 284 of the Criminal Procedure Act provides equivalent possibilities to shield the victim during the main proceedings. At both stages of the proceedings, the court may alternatively apply some kind of intermediate solution, e.g., that the defendant attends the proceedings from another room via video transmission.

Provision of appropriate support services for victims

Shelters and the National Housing and Support Scheme

When it comes to the provision of appropriate support services for victims so that their rights and interests are duly presented and taken into account, reference is made to the descriptions of the shelter services under article 22. Pursuant to Section 2 of the Shelter Act, shelter services shall i.a. provide support and guidance to victims of domestic violence.

Reference is also made to the national housing and support scheme that provides shelter for individuals over the age of 18 who are victims of negative social control and honour-based violence, see description under Article 22.

Victim Support Centres

Victims Support Centres were established in all police districts in Norway in 2017. Their mandate is to assist individuals exposed to crimes against personal integrity throughout the entire criminal justice process – from the time a report is filed until the case is concluded. The

centres play an important role in strengthening the legal protection of victims of violence and abuse. Their primary purpose is to strengthen the position of victims throughout the criminal justice process and help individuals subjected to crimes against personal integrity, such as violence, to receive care and support in moving forward after the incident.

The centres are mainly staffed by professionals with a background in health and social work. The target group includes individuals who have been subjected to crimes against personal integrity such as violence, threats, hate crimes, sexual abuse, or domestic violence. While anyone can contact a support centre, the services are primarily intended for those who report the crime to the police.

The support centres offer victims and their family members:

- Psychosocial support and assistance
- Follow-up throughout the criminal proceedings
- Information and guidance on the criminal justice process and available support systems
- Assistance in contacting other support services (including the Criminal Injuries Compensation Authority)
- Support during court proceedings

The support centres registered 8,289 inquiries in 2024, many of which receive ongoing follow-up. Women accounted for 70 percent of all inquiries. Of the total, 1,840 inquiries – 22 percent – were related to domestic abuse. Additionally, 1,263 inquiries, representing 15.2 percent of the total, were registered as sexual offences.

The Office of the Auditor General highlighted in its report, *The Office of the Auditor General's Investigation of the Authorities' Efforts Against Domestic Violence – Document 3:8 (2021–2022)*, that the original intentions behind the establishment of the support centres had not been adequately followed up. At the time of their launch, a total of 35 positions were allocated across the police districts. However, the Auditor General's stated in its report that ensuring sufficient staffing has proven challenging, and the number of employees remains below the intended level.

The number of inquiries to the support centres has steadily increased year by year. Staffing challenges persist at some centres, which are small units – typically ranging from 2.5 to 4 dedicated positions per district – and therefore remain vulnerable. However, the support centres also provide mutual assistance when needed.

The support centres offer valuable and distinct support to victims in highly vulnerable situations. User feedback indicate that the services provided are appreciated.

The National Police Directorate is working to further develop the support centres, with an emphasis on collaboration between them. National guidelines have been developed to

establish a common standard for the centres' operations and services. The case registration system has been improved and an e-learning course for new employees has been developed.

As part of the effort to further develop the services, an evaluation of the support centres was commissioned by the National Police Directorate and initiated in November 2024. The evaluation will include organizational aspects, internal and external collaboration, resource-related issues, competence, frameworks and guidelines for operations and services, and user experiences. The evaluation report is expected to be published in October 2025.

Compensation for violent crimes

Reference is made to article 7 and our description on the right to legal aid in cases concerning compensation for violent crimes. In addition, pursuant to the Public Administration Act, the Criminal Injuries Compensation Authority and all public authorities are obliged to provide information and guidance to applicants and users in their area of responsibility. Guidance is provided online and by telephone. In addition, the Victim Support Centres plays an important role in guiding and assisting those who apply for compensation. The Government also provides financial support for a number of special legal aid measures that offer free legal assistance to, for example, people who are applying for violence compensation.

Sexual harassment is prohibited under Norwegian law. Those who experience such acts can bring their case before the ordinary courts or the Equality and Anti-Discrimination Tribunal, which is an alternative to the courts.

The Tribunal administers cases regarding discrimination free of charge. The Tribunal has the authority to make decisions if there is a violation of the law's provisions and make independent administrative decisions concerning compensation for financial loss. In addition, it has the authority to award redress in cases regarding employment. The Tribunal can also impose cessation and correction orders, and coercive fines.

Part III: Emerging trends relating to violence against women and domestic violence

Emerging trends relating to violence against women and domestic violence

Violence and abuse are persistent and serious social problems in Norway. Reference is made to the survey on the prevalence of violence and abuse in the Norwegian population, conducted in 2014 and 2023, as well as to *UngVold* (Youth Violence) surveys conducted in 2007, 2023, and 2025. See description under article 11 Data collection and research.

The 2023 study on violence and abuse in the Norwegian population shows that prevalence remains high. To a certain extent, men and women report different forms of violence, and women are more exposed than men to violence that is considered particularly severe: repeated violence, intimate partner violence, and sexual abuse, such as rape and online sexual abuse. Women are also more often victims of several types of violence. The gender differences revealed in the study support the notion that violence against women remain a gender equality problem. The fact that the 2023 study reported a higher prevalence of several severe types of violence among women than in the 2014 study is of concern and underscores the need for further prevention efforts.

The *UngVold* surveys show that the prevalence of nearly all types of sexual violence has almost doubled since 2015 for both girls and boys. Approximately one in four adolescents who participated in the study reported having experienced at least one instance of sexual violence during their upbringing. The prevalence is nearly four times higher among girls compared to boys. In contrast, the prevalence of less severe forms of physical violence by and among parents has decreased from 2007 to 2023, while the number of reports of severe violence remains unchanged. Peers and romantic partners are also key perpetrators of violence against young people.

A total of 36 per cent of girls reported at least one incident of digital sexual violence during their upbringing, while 10 per cent of boys reported the same. Like physical sexual violence, digital sexual violence is far more common among girls than boys. Image-based sexual abuse is the most commonly reported form of digital sexual violence, which includes being threatened or pressured into sending sexual photos or videos, and having sexual photos or videos shared without consent. Sixteen per cent of girls and four per cent of boys reported having been manipulated, pressured, or coerced into digital sexual acts.

In 2023, different forms of violence and abuse in teenage intimate relationships were studied through the *UngVold* study for the first time. Overall, the prevalence rates of such experiences are high. Among participants who either currently had, or had previously had an intimate partner, around three of ten had experienced at least one form of violence or abuse by a partner. A higher percentage of girls had been subjected to physical sexual violence than

boys. There were fewer gender differences in terms of other forms of violence and abuse that occur in teenage intimate relationships.

The risk of experiencing violence and abuse during childhood and adolescence varies between different social groups. The proportion of victims of violence is particularly high among young people with a sexual orientation other than heterosexual, young people with disabilities, and those who report family problems, such as parental substance abuse and mental health disorders, and less socioeconomic resources.

Young people whose parents have backgrounds from countries outside Europe, North America, and Oceania more often reported having been subjected to severe parental physical violence, and having witnessed such violence between their parents. The same group had less frequently been exposed to both physical and digital sexual violence.

Emerging trends in domestic case law related to violence against women

The development in the number of reports

Violence in close relationships remains a persistent problem. In 2024, the police registered approximately 13 percent more reports of violence in close relationships compared to the previous year. The increase in the number of reports is seen in nearly all 12 police districts. Many children grow up in violent environments, and children under the age of 18 accounted for nearly 60 percent of the unique victims in reported cases of violence in close relationships in 2024.

A sharp increase in the use of reverse violence alarms

In 2024 and there was a significant increase in the use of restraining and protection orders with electronic monitoring (reverse violence alarms). The authority for prosecutors to impose such measures was introduced in 2024, as mentioned above. The upward trend continues in 2025. See table under article 53 Restraining and Protection orders.

Emerging trends in the allocation of funding and budgeting

Reference is made to the description of the funding related to the Escalation Plan under article 8. In the 2024 budget, a total increase of approximately NOK 128 million was allocated across several ministries and measures. These efforts were further strengthened in 2025, with an additional budget increase of approximately NOK 124 million, again distributed across multiple ministries and targeted initiatives.

In connection with the work against negative social control and honour-based violence, the Government has strengthened several of the special support services against negative social control and honour-based violence, including diversity advisers, the Expert Team against Negative Social Control and Honour-based Violence and the national housing and support

scheme for individuals over the age of 18 who are victims of negative social control and honour-based violence.

In recent years, the Government has prioritized allocating funds to developing and strengthening the use of reverse violence alarms. NOK 10 million was allocated for this purpose in 2021, and an additional NOK 46 million in 2024. Reverse violence alarm is one of the measures intended to shift the burden from the victim to the perpetrator. See the table under article 53 for the increase in the use of reverse violence alarms in recent years.

Since 2023, the Government has allocated more than NOK 1 billion to strengthen mental health efforts. This will also be relevant for strengthening the help offered to victims of violence and abuse.

Innovative approaches to primary prevention

In 2024, the Norwegian Directorate for Children, Youth and Family Affairs developed e-learning courses for managers and employees in the public sector about equality, inclusion and diversity. Through reflection tasks, videos, interviews and conversation materials, the e-learning courses provide employees and managers with practical examples and help to ensure an equality and anti-discrimination “lens” in their everyday work. Almost 1,800 people have completed the e-learning courses since they were launched.

In 2025, the introduction courses were followed by a course aimed at those who have been tasked with following up or coordinating work on equality, diversity or human rights in public sector organizations. The course provides practical tips and tools for, among other things, anchoring, mapping, planning and following up the work on these topics across sectors and within organizations. The aim is to help facilitate the implementation of these duties and to strengthen the work on equality and anti-discrimination in the public sector and in public services.

For the past three years, the Norwegian Directorate for Children, Youth and Family Affairs has run a campaign in the run-up to the Christmas holidays that aims to highlight different types of violence and the services available to those who experience violence. The campaign has also focused on reaching out to various groups of victims of violence, such as LGBTQ+ people, ethnic minorities, and people with disabilities.

The campaigns have been launched on platforms such as social media, traditional media, cinemas, and collaborations with influencers. The videos and content from the 2024 campaign have reached 1.7 million unique people with 3.3 million views. The posts from the influencers have had 160,700 views from 76,261 unique people. The figures show that the campaign has been successful, and we therefore have reason to believe that the target group has become more aware of different forms of violence. In addition, we have reason to believe that the target group has gained increased awareness of the VO helpline, which it is important to promote as the national helpline for victims of violence and abuse.

Emerging trends related to access to asylum and international protection for victims of violence against women

Since March 2022, Norway has received over 100,000 Ukrainian refugees, the majority of whom are women and children. Most of these asylum applications are processed through an automated system. As a result, few applicants have direct contact with the Norwegian immigration police or participate in an asylum interview, which limits opportunities to identify vulnerable individuals and ensure appropriate follow-up.

To compensate for this lack of personal interaction, all applicants complete a digital questionnaire called START upon arrival. This includes targeted questions designed to identify victims of violence in close relationships or victims of human trafficking. The team handling Ukrainian applications for collective protection is also responsible for reviewing the responses and conducting interviews when indications of abuse occur.

Norwegian authorities have also worked on improving the skills of employees in emergency accommodation, reception centres, the National Arrival Centre, and employees working in the Directorate of Immigration on the topic of human trafficking. The International Organization for Migration (IOM) has contributed to developing these skills.

The Directorate of Immigration established an emergency telephone line for Ukrainian refugees in February 2022. Because the majority of Ukrainians do not meet the Directorate of Immigration through an asylum interview, staff at the Ukraine helpline have a particular focus on identifying vulnerable applicants.

The Directorate of Immigration has seen an increase in cases concerning forced marriages, and has seen a growing trend in which Norwegian nationals relocate to an EEA Member State in order to circumvent the national requirements pertaining to the minimum age of 24 years and the financial maintenance obligation in family migration cases. Where a Norwegian national and a third-country national enter into marriage and establish joint residence in an EEA country, the Norwegian national may exercise free movement rights under EEA regulations upon their return to Norway. As a result, Norwegian sponsors may experience pressure to relocate to another EEA country in order to facilitate an application for residence rights under the EEA regulations.

There has been an increase in the number of permits granted to women who have been the victims of violence in a close relationship under Section 53, paragraph 1 (b) of the Immigration Act⁶⁶. Between 2017–2019, a total of 182 permits were granted, and between 2022–2024, 261 permits were granted. This represents an increase of approximately 43 per cent. There are usually fluctuations in this portfolio that represent a relatively low number of cases, but this increase is so significant that we believe it indicates a real increase in the

⁶⁶ [Act relating to the admission of foreign nationals into the realm and their stay here \(Immigration Act\)](#).

number of cases. This may be related to increased awareness about the possibility of applying for a residence permit on the basis of violence in a close relationship.

Part IV: Administrative data and statistics

When it comes to statistical data the number of reports, investigations opened, prosecutions, final convictions secured and sanctions imposed in respect of all forms of violence against women and domestic violence covered by the Istanbul Convention, reference is made to the description under article 11 of a preliminary project conducted by Statistics Norway (SSB). The purpose of this project is to identify and clarify statistical needs related to violence and abuse against children, domestic violence, and relevant international obligations. SSB will also assess the potential for future collaboration on the development, reporting, and dissemination of statistics on violence against women, violence and abuse against children, and domestic violence.

Number of police reports and prosecuted cases

Offences reported to the police, by type of offence 2023–2024

	2023	2024	Percent change 2024 vs. 2023
Maltreatment in close relations, total	3 140	3 545	12,9 %
Maltreatment in close relations	3 098	3 491	12,7 %
Aggravated maltreatment in close relations	42	54	28,6 %
Sexual offences	7 471	7 219	-3,4 %
Rape, total	2 392	2 227	-6,9 %
Rape	1 536	1 513	-1,5 %
Rape, children under 14 years of age	856	714	-16,5 %
Sexual intercourse with a child aged 14-16 years	449	399	-11,1 %
Sexual act, total	951	975	2,5 %
Sexual act with a child under 16 years of age	407	414	1,7 %
Other sexual act without consent	544	561	3,1 %
Sexually abusive behaviour	1 416	1 368	-3,4 %
Sexually abusive behaviour with a child under 16 years of age	634	616	-2,8 %

Other sexually abusive behaviour	782	752	-3,8 %
Child sexual abuse material and representations that sexualize children	1 569	1 525	-2,8
Other sexual offences	694	725	4,5 %

Source: The Norwegian Criminal Case Register (Strasak), JUS065

Prosecuted cases, by type of offense 2023–2024

	2023	2024	Percent change 2024 vs. 2023
Maltreatment in close relations, total	2 689	2 591	-3,6 %
Maltreatment in close relations	2630	2 518	-4,3 %
Aggravated maltreatment in close relations	59	73	23,7
Sexual offences	7 537	6 915	-8,3 %
Rape, total	2 360	2 172	-8,0 %
Rape	1 599	1 301	-18,6 %
Rape, children under 14 years of age	761	871	14,5 %
Sexual intercourse with a child aged 14-16 years	377	439	16,4
Sexual act, total	1 024	938	-8,4
Sexual act with a child under 16 years of age	437	383	-12,4 %
Other sexual act without consent	587	555	-5,5 %
Sexually abusive behaviour, total	1 596	1 291	-19,1 %
Sexually abusive behaviour with a child under 16 years of age	701	574	-18,1 %
Other sexually abusive behaviour	895	717	-19,9 %
Child sexual abuse material and representations that sexualize children	1 483	1 380	-6,9 %
Other sexual offences	697	695	-0,3 %

Source: Straffesaksregisteret (Strasak), JUS309

Prosecuted cases, by type of offense and clearance rate 2023–2024

	2023	2024	Percent change 2024 vs. 2023
Maltreatment in close relations, total	23,9 %	23,4 %	-0,5
Maltreatment in close relations	22,4 %	21,5 %	-0,9
Aggravated maltreatment in close relations	83,1	85,9	2,9
Sexual offences	55,2 %	56,5 %	1,2
Rape, total	43,6 %	46,2	2,6
Rape	32,7 %	26,0 %	-6,8
Rape, children under 14 years of age	65,9 %	75,1 %	9,2
Sexual intercourse with a child aged 14-16 years	75,4 %	80,4 %	5,0
Sexual act, total	39,9 %	41,9 %	1,9
Sexual act with a child under 16 years of age	49,0 %	50,6 %	1,6
Other sexual act without consent	32,9 %	35,7 %	2,8
Sexually abusive behaviour, total	60,4 %	53,9 %	-6,5
Sexually abusive behaviour with a child under 16 years of age	66,9 %	63,9 %	-3,0
Other sexually abusive behaviour	55,2 %	45,7 %	-9,5
Child sexual abuse material and representations that sexualize children	69,9 %	73,0 %	3,1
Other sexual offences	62,1 %	63,7 %	1,6

Source: The Norwegian Criminal Case Register (Strasak), JUS309

Forced marriages

Few cases of negative social control, honour-related violence, forced marriage, and female genital mutilation are reported, and we lack a clear overview of the extent. However, figures

from the Expert Team against Negative Social Control and Honour-based Violence show that in recent years, there has been an increase in inquiries from support services seeking advice and guidance in individual cases. According to the Expert Team’s annual reports 20 cases of “Completed forced marriage” and 125 cases concerning “Fear of forced marriage” were registered in 2023. In 2024 18 cases of “Completed forced marriage” were registered, and 146 cases concerning “Fear of forced marriage”.

Restraining and protection orders

Restraining and protection orders issued

	2019	2020	2021	2022	2023	2024
Emergency barring and protection orders issued, total* **	9 653	10 225	10 672	11 319	13 147	15 734
Emergency barring and protection orders issued, marked as violence in close relations	3 273	3 388	3 564	3 683	4 121	5 222
Unique individuals subjected to emergency barring and protection orders, total* ***	5 510	5 876	6 086	6 260	7 017	8 118
Unique individuals subjected to emergency barring and protection orders, marked as violence in close relations	1 659	1 767	1 777	1 772	1 885	2 249

Source: The Norwegian Criminal Case Register (Strasak)
 * The table shows “live figures” reflecting the status in the criminal case register at the time of extraction. The underlying data for the table was extracted on September 18, 2025.
 ** Within each statistical year, individuals may be subject to restraining orders against multiple persons, and in many cases, these orders are extended. Each extension results in a new registration in the criminal case register. All imposed restraining orders are included in this statistic
 *** Unique persons subjected to emergency barring and protection orders within the statistical year, regardless of the number of orders/extensions. Please note that the figures show the number of persons issued a emergency barring and protection order during the year, and not persons protected by such orders.

Breaches of restraining and protection orders

	2019	2020	2021	2022	2023	2024
Violations of restraining and protection orders reported to the police, total*	2 314	2 820	2 981	3 260	3 523	4275

Source: The Norwegian Criminal Case Register (Strasak)

* The table shows “frozen figures” reflecting the status in the criminal case register per January 1 following each statistical year.

The figures on sanctions for breaches do not exist in the form or with the content GREVIO is requesting.

Decisions issued by family courts on custody/visitation/residence of children that have expressly taken into account incidents of domestic violence

In 2024, 2,658 parental dispute cases were filed in the district courts in Norway. In 2023, 2,574 cases were filed. There is no data collection regarding the specifics of these cases.

APENDIX

See also description under article 15 Training of professionals.

Initial training (education or professional training)

Professional	Number of Professionals trained	Is this training mandatory?	Are training efforts supported by guidelines and protocols?	Who funds the training?	Please describe the content and the duration of the training
Child welfare workers and in municipal services	Yes, this forms an integral part of their Bachelor in Child Protection and Welfare or a Bachelor in Social Work (for further information on the latter, see below). In governmental child welfare institutions in 2020, 48 per cent of the employees had a Bachelor in Child Welfare, Social Work or as a Social Educator (<i>vernepleier</i>)	Yes, knowledge about violence is a mandatory part of the basic education among many other topics. The approach to violence is mostly linked to the child where violence against one of its parents is considered as violence against the child.	Yes. Regulation on the National Guidelines for the Education of Child Welfare Workers	State budget	The training is a combination of competence in terms of knowledge, as well as skills training. In the mentioned National Guideline, it is stated specifically that the students should have knowledge which enables them to recognize violence and the ability to act upon it.
Social workers	Yes, this forms an integral part of their Bachelor in Social Work (3 years)	Yes, violence and sexual abuse is a mandatory part of the basic education among several other topics	Yes. The Regulation on the National Guidelines for the Education of Social Workers.	State budget	The training is a combination of competence in terms of knowledge, as well as skills training. In the mentioned National Guideline, it is stated specifically

					that the students should have knowledge which enable them to recognize violence and the ability to act upon it. Training on violence is expressed more extensively and specifically in this Bachelor than in the Bachelor on Child Welfare and Protection.
Social Educators	Violence is only mentioned very briefly in their Bachelor (3 years) and seems to have a limited focus in the National Guideline for their education.	Violence is listed very briefly as a mandatory topic under competence in the National Guideline.	Yes. The Regulation on the National Guidelines for the Education of Social Educators	State budget	Based on the Guideline, the training on violence seems rather limited.
Family counselling service - Family therapists and psychologists	Yes, the curriculum requires family therapist and psychologist students to have knowledge about violence and abuse, and to be able to recognize and support people who are affected by these challenges.	Yes, in 2024 all family therapists and psychologists who work in family counselling offices have undergone training.	Yes	State budget	Violence can occur in all types of cases in the family counselling offices. The focus in this initial training is understanding violence, how to uncover violence, and working towards increasing safety in the family. It also goes into detail on family dynamics and how they affect the care capacity in the family and how to take care of

					the caregivers.
Shelter employees	<p>Knowledge about violence is included in the curriculum framework for health and social care education programs.</p> <p>There are no formal requirements, or formal initial training for shelter employees, but the Regional Resource Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS) provide guidance and training for Shelter employees</p>	The law does not stipulate any formal competence requirements for employees at shelters. At the same time, there are quality requirements that employees have the competence to meet the special needs of users.	Yes	State budget	
Employees at sexual abuse counselling centres	<p>Knowledge about violence is included in the curriculum framework for health and social care education programs.</p> <p>There are no formal requirements, or formal initial training for employees at sexual abuse counselling centres, but the Regional Resource Centres for Violence, Traumatic Stress</p>	The services offered by the centres are not legally mandated, but there are national recommendations regarding the qualifications staff should have.	Yes	State budget	In 2023, 91 percent of employees at sexual abuse counselling centres had a university or college education. 6 percent had upper secondary school as their highest level of education, while 3 percent had other education.

	and Suicide Prevention (RVTS) provides guidance and training for employees at sexual abuse counselling centres.				
Immigration Officials					There is no systematic skills development for all the employees in the UDI.
Family Re-unification officials	Yes	Yes	Yes	State budget	Approximately one hour. The content is mainly the legal basis for obtaining leave to remain in Norway due to violence in the relationship and on the topic of forced marriage.
Asylum officials	Yes	Yes	Yes	State budget	There is an onboard mandatory training program for caseworkers in the asylum department where they receive a one-day training course on vulnerable applicants, including gender-based violence and domestic violence (identification, facilitating, and follow-up procedures.
Employees in reception centres					Non mandatory training. However, employees will

					be informed of external training available, for example the Regional Resource Centres on Violence, Traumatic Stress and Suicide Prevention (RVTS) in Norway.
Teachers in primary-, lower secondary and upper secondary school	According to the national framework plans for teacher education, all newly qualified teachers must have knowledge about children and young people in difficult life situations, including knowledge about bullying, violence, and sexual abuse against children and youth, relevant legislation, and the rights of children and young people from both national and international perspectives.	Yes, knowledge about bullying, violence, and sexual abuse is a mandatory part of the basic education among many other topics.	Yes. Teachers in training must be able to teach in accordance with the current curricula. The individual school subjects in primary teacher education are described in national guidelines, which are developed in collaboration between teacher education institutions. Topics such as emotions, bodies, gender and sexuality and how both one's own and other peoples' boundaries can be expressed and respected are specifically	State budget	Each institution develops its own subject plans based on the framework plan and the national guidelines.

			addressed in the national guidelines for science and social studies in primary teacher education.		
Various professions whose educational background is in health and social care education programs (RETHOS) ⁶⁷	The regulation on the common framework for basic education in health and social care sets requirements that candidates must have knowledge of social and health-related issues, including neglect, violence, abuse, substance abuse, and socioeconomic problems. They must be able to identify and follow up with individuals facing such challenges. Furthermore, candidates should be able to implement necessary measures and/or treatment, or refer individuals to appropriate services when needed.	Yes	Through a governance system for health and social care education programs (RETHOS), national guidelines are being developed for these fields of study. In line with the guidelines for health and social care education (RETHOS), topics related to violence, abuse, and neglect are to be included as part of the curriculum for health and social care education programs.	State budget	In line with the guidelines for health and social care education (RETHOS), topics related to violence, abuse, and neglect are to be included as part of the curriculum for health and social care education programs.

⁶⁷ RETHOS primarily encompasses health and social care education programs, including programs in medicine, psychology, dental hygiene, paramedicine, biomedical laboratory science, occupational therapy, social work, and child welfare, but it has recently been revised and is no longer limited to specific phases or selected disciplines. Instead, it now has a more general orientation that encompasses a broader range of educational programs to meet the need for future oriented competence in the services.

In-service training

Professional	Number of Professionals trained	Is this training mandatory?	Frequency	Training efforts supported by guidelines and protocols	Please describe the content and the duration of the training
Family therapists and psychologists in family counselling	230 therapists (2024).	Yes, in 2024 all family therapists and psychologists who work in family counselling offices have gone through training.	Efforts to enhance competence have been ongoing for several years.	The adaption of, and training in the EEA methodology is the result of a collaboration with ATV.	The training is on simple and effective aggression control.
Shelter employees	In 2024, 24 (out of 43) shelters had procedures for external guidance/training of employees. 27 shelters had a plan for development of competence of employees.	We lack data on whether crisis center staff are obligated to attend training sessions.	13 shelters conducted such training/guidance, once a month or more.	We lack data on this.	We lack data on this.
Shelter employees	In 2024, 40 (out of 43) shelters collaborated with a Regional Resource Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS) regarding training courses and skills development initiatives.	We lack data on whether crisis center staff are obligated to attend training sessions.	We lack data on this.	We lack data on this.	The Regional Resource Centres for Violence, Traumatic Stress and Suicide Prevention (RVTS) train professionals and helpers so that they can improve their relational skills and become more empathetic caregivers.
Employees at sexual abuse counselling centres	In 2024, all centres collaborated with a Regional Resource Centre for Violence, Traumatic Stress	We lack data on whether employees at sexual abuse counselling are obligated to	We lack data on this.	We lack data on this.	The Regional Resource Centres for Violence, Traumatic Stress and

	and Suicide Prevention (RVTS). 9 centres reported that employees had received guidance.	attend training sessions.			Suicide Prevention (RVTS) train professionals and caregivers so that they can improve their relational skills and become more empathetic caregivers.
Employees at sexual abuse counselling centres	In 2024, 18 (out of 21) centres had procedures for external guidance/training of employees.	We lack data on whether employees at sexual abuse counselling are obligated to attend training sessions.	7 centres conducted such training once a month or more. 11 centres had such training less than once a month.	We lack data on this.	We lack data on this.
Child welfare employees in municipal child welfare services or in governmental child welfare institutions.					The Directorate does not maintain a statistical overview of systematic in-service training on violence against women offered to employees in child welfare services at the municipal or governmental level.
Judges and deputy judges	640 out of 720	No mandatory training, but strongly recommended.	Once for everyone, upon request.	Yes	Special focus on reverse violence alarms, to increase the use in line with the new legislation. Thus, the use of reverse violence alarms has increased tenfold. Video where a judge interview

					experts from the prosecution service, defence lawyers and the police. Demonstration of functions. Correct interpretation of the law.
Doctors in emergency care and A&E departments (legevakt)		Yes			Doctors working in emergency care in Norway are required to complete a course in emergency medicine and violence/abuse management. This includes a theoretical component, which is an online course (e-learning) and a practical component. The online course is available through the National Centre for Emergency Primary Health Care (NKLM) and usually takes 3-5 hours to complete.
Employees in the Labour and Welfare Administration (NAV)					A guide has been prepared to ensure and raise the competence of NAV employees regarding domestic violence. The guide provides training with an emphasis on

					understanding the phenomenon.
Coordinators for intimate partner- and honor-related violence (police chief inspectors)	22	Yes	Once	Standardized educational material developed by SIFER	To train preventive risk analysts, certification in SARA V3 is required through a course held by SIFER.
Preventive RISK-analysts within the police	Varies	Yes, required to perform risk assessments		Instructor-specific training material (Train the Trainer). developed on the basis of SIFER's educational material (see above).	Training consists of a 3-day course with a certified instructor. Beyond this, risk analysts gain experience and competence as needed.
Police	24 per semester	No, must be applied for individually		Studyplan (The Norwegian Police University College)	Course on domestic violence, organized by the Police University College. 248 participants since 2022. Provides 7.5 ECTS credits.
Police	30 per semester	No, must be applied for individually		Studyplan (The Norwegian Police University College)	Course on the investigation of sexual abuse of children and particularly vulnerable adults, organized by the Police University College. Provides 7.5 ECTS credits.
Police	150	Voluntary	Yearly	No predefined teaching material. Developed based on the needs and	Annual seminar on domestic violence organized by the National Police

				guidelines of the subject area	Directorate (POD) in cooperation with the Public Prosecutor General (RA). 120–150 participants each year.
Coordinators for intimate partner- and honor-related violence	12	Voluntary	Monthly	No predefined teaching material. Developed based on the needs and guidelines of the subject area.	Digital meetings once per month. Discussions include current topics, challenges, methods, and cross-district collaboration.
Employees and leaders at support centers	50	Voluntary	Yearly	No predefined teaching material. Based on the needs and guidelines of the subject area	Annual seminar on domestic violence organized by the National Police Directorate concerning good practice and cross-district collaboration.
Employees and leaders at Victim Support Centres	35	Voluntær	Regularly	No predefined teaching material. Developed based on the needs and guidelines of the subject area.	Digital collaboration between employees six-eight times a year about current topics, challenges, and methods, and cross-district collaboration.