



NORWEGIAN MINISTRY OF CHILDREN,
EQUALITY AND SOCIAL INCLUSION

Action plan

Action plan against forced marriage,
female genital mutilation and severe
restrictions on young people's freedom
(2013–2016)







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FOREWORD

The freedom to love who you want, to control your own body and the freedom to make independent choices, are key values in our society. Forced marriages, female genital mutilation and severe restrictions on young people are incompatible with these values.

Forced marriage and female genital mutilation are forms of domestic violence. Approaches to the support services show that those seeking assistance have different backgrounds, ranging from newly arrived refugees in asylum centres to Norwegian youth. In the White Paper *A comprehensive integration policy: Diversity and unity*, we affirm that we give high priority to the protection of children's rights. We also make it clear that children and young people with immigrant backgrounds should not face more barriers than other children and young people, either in the community or in their own families.

When the first action plan against forced marriage was conceived in 1998, most cases in the support service concerned young women. There were few or no established support services for boys and young men. Young homosexuals were not referred to as a target group for efforts against forced marriage until ten years later - in The Action Plan against Forced Marriage (2008-2011). Efforts by the health service have played a key role in the work to prevent female genital mutilation since the first action plan was introduced. It will continue to do so.

We now know that most children and young people who need help from the government or NGOs live with intimidation, violence and extreme forms of control from family members. In this action plan, we extend the efforts against forced marriage and female genital mutilation to include preventive measures against severe restrictions on young people's freedom. This is in line with the Government's efforts to create good living conditions and

equal opportunities for education and self-expression for all children and young people, both girls and boys.

The action plan is based on the Government's efforts to promote gender equality and equal services for all in a diverse Norwegian population: Everyone should be able to receive good assistance - regardless of age, gender, background and place of residence.

It is a major goal that efforts against forced marriage, female genital mutilation and severe restrictions on young people's freedom should be an integral part of all relevant public services by the end of 2016. The work of NGOs is important. They complement public efforts and provide a platform for participation and dialogue for children, young people and parents.

Efforts to combat forced marriage, female genital mutilation and severe restrictions on young people's freedom, will be targeted and effective. The efforts will build on knowledge, and knowledge will be the guiding principle for the development of how the efforts will be put into practice.

The action plan is included in the Government's overall objectives to ensure that all children and young people have a good upbringing and good living conditions.

I wish to extend my best wishes to all who are involved in this important work.



Inga Marte Thorkildsen
Minister of Children, Equality and Social Inclusion

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01

Introduction

Young people should be able to choose their education, their career and their future partners. Children and adolescents have the right to a life free from violence and serious restrictions to their individual freedom. Forced marriage and female genital mutilation are defined as domestic violence. These are serious violations of Norwegian law and of basic human rights.

The efforts of government authorities and voluntary organisations to combat forced marriage and female genital mutilation over several years, have paid off. Young people who need help are contacting support services to a greater extent than previously. Methods and measures have been developed, and are offered by public services. These efforts have led to an increased awareness of these phenomena, and to increased knowledge about forced marriage and female genital mutilation among the support services. The number of support measures have increased. However, evaluation of the efforts show that there are still challenges associated with preventing forced marriages and female genital mutilation. There is a need for more knowledge, a higher level of readiness to intervene and improved coordination in the ordinary public services.

According to the support services, voluntary organisations and research, forced marriage is often related to a broader range of issues. Before an actual forced marriage occurs, a young person may have been subjected to threats, extreme control and violence for some time. Such an existence puts severe constraints on a young person's possibility to make independent choices. Early intervention supporting young people's chances of making sound independent decisions, is deemed necessary. This is the reason why Government efforts against forced marriage and female genital mutilation are being increased to include preventive measures against severe

restrictions on a young people's freedom. These efforts are directed towards two main areas:

- **Preventive efforts** will be strengthened through new initiatives in the education sector. Children, young people and parents will be able to participate in the effort. The work of NGOs and the public service shall increasingly be coordinated in order to complement each other.
- **Effective public assistance** will be enhanced through capacity building in the public sector and coordination of public services. This will ensure that services are adapted to a diverse population. The work will increasingly be coordinated with other measures to combat domestic violence. The long-term fight against female genital mutilation will be continued in the health sector.

By the end of 2016, the efforts in this action plan should be well rooted in both the public sector and in the work of voluntary organisations. Efforts to combat forced marriages, female genital mutilation and severe restrictions to young people's freedom, should be an integral part of the services of relevant agencies. Efforts should be viewed in conjunction with and complementary to the efforts against both domestic violence, and efforts against violence and sexual abuse against children.

The background and framework for further efforts

The efforts in this plan build on the experience of public services and voluntary organisations and their work against forced marriage and female genital mutilation. In addition, it builds on knowledge developed over a number of years, from research institutions, the Directorate of Integration and Diversity (IMDi) and the Directorate of Children and Youth and Family Affairs (Bufdir).



By the end of 2016, the efforts in this action plan should be well rooted in both the public sector and in the work of NGOs. Efforts to combat forced marriages, female genital mutilation and severe restrictions to young people's freedom should be an integral part of the services of relevant agencies.

The Institute for Social Research (ISF) evaluated the Action Plan against Forced Marriage (2008-2011), and concluded that the plan has led to a strengthening of both relief measures and of the work to prevent forced marriages. ISF also notes that the availability of adapted housing has been increased, and that access to such housing has been improved through the efforts of minority and integration counselors. The ISF recommends strengthened efforts in schools, the development of clear strategies for local support and coordination, and that the efforts of non-governmental organisations and public services should increasingly complement each other.

There are currently no reliable statistics on the number of people in Norway who have been subjected to forced marriage or genital mutilation. The possibility of obtaining reliable figures for the extent of the problem has been investigated. There are several factors preventing cases from being recorded. These include privacy concerns, and that the relevant services are not legally permitted to record and share information about female genital mutilation or forced marriage in a national registry. In addition to the formal barriers, it would be difficult to obtain comprehensive national statistics on these phenomena due to the nature of the issues.

FORCED MARRIAGE

Forced marriage is prohibited by Norwegian law; it is contrary to human rights and international conventions of which Norway is part. Forced marriage involves one or both of the spouses not having had a real opportunity to choose to remain unmarried, or to choose an engagement or marriage themselves, or choose a partner against the wishes of their family without being subjected to reprisals. It also applies when a marriage has been consented to through undue pressure. An arranged marriage means

that the family is involved in finding potential partners. This is not prohibited by Norwegian law.

There are indications that forced marriages are mainly contracted abroad, but that threats of forced marriages are made and pressure exerted while the victims are in Norway. Marriages contracted abroad where one party is under the age of 18, or where one or both parties were not present at the marriage ceremony, will not initially be recognised in Norway,

unless the parties have a particular connection to Norway. The reason for this is the increased risk of forced marriage under such circumstances. Religious marriages that do not conform with the Marriage Act are not valid in Norway. In order for a marriage to be valid, the marriage ceremony must be performed by someone who has jurisdiction under the Marriage Act, and the statutory requirements for marriage must be met. ●



Efforts to prevent forced marriage and female genital mutilation should be viewed in conjunction with and complementary to both the efforts to combat domestic violence and the efforts to combat violence and sexual abuse against children.

Approaches to the support services show that those seeking help come from different backgrounds; some are newly arrived refugees living in asylum centres, while others are Norwegian youths. Being exposed to this kind of violence is a serious matter. Society must prevent such violence and protect and safeguard those affected. This requires a highly skilled support service. It is a public responsibility to ensure that the entire population has access to high quality, equitable welfare services. Preventing forced marriage, female genital mutilation and severe restrictions on young people's freedom requires continuous effort, as well as public services and voluntary organisations who are equipped to attend to and help young victims and their families.

Parents' and young people's participation in education and the labour market seems to have a positive effect in that it increases the possibility of young people to choose their own partner. When comparing the life choices of young people with immigrant background to those of their parents, there are changes in relation to the norms and gender roles in family relationships and marriage patterns. To increase the opportunities of children and young people for education and self-expression, it is important to prevent school drop-out. Completing secondary education increases the opportunity for participation in the labour market. Work contributes to economic independence and thus to an increased ability to make choices.

Children and young people from immigrant backgrounds are overrepresented in low-income families. However, this is a group where we find a high level of social mobility. Some children and youngsters experience challenges in participating in and taking advantage of opportunities in the community. This may be children and young people with family members who suffer trauma from war experiences or parents who do not have sufficient knowledge of Norwegian or who do not participate in the labour market. Important measures in this context are good Norwegian language tuition, information about rights and responsibilities, a quick entry into the labour market or basic qualifications for newly arrived immigrants.

Efforts to combat forced marriage, female genital mutilation and severe restrictions on young people's freedom are included in the overall efforts against domestic violence, and are seen in the context of the pursuit of good living conditions and equality.

The Action Plan is organised under the following three headings:

- Prevention
- Adequate public assistance: developing expertise and good coordination of public services
- Research and development of practice

THE MARRIAGE ACT

The Marriage Act states that women and men have the same right to choose a spouse, and that marriage must be entered into voluntarily and with full consent. It is a requirement that the person who gets married in Norway must have reached the minimum legal age, i.e., they must be 18 years or older. In special cases, the County Governor may grant an exemption.

The Marriage Act contains provisions that are intended to prevent forced marriage, including child marriage, from

being carried out in Norway. The Act also contains a provision intended to prevent people from evading the requirements of the Marriage Act by marrying abroad.

Marriages which has been entered into abroad will not be recognised in Norway

1. if one of the parties was a Norwegian citizen or permanently resident in Norway at the time of marriage and the marriage was entered into without both parties being present at the marriage ceremony,

2. if one of the parties was under 18 at the time of marriage
3. or if one of the parties was already married.

Each of the spouses may, in accordance with the Marriage Act take an initiative to have the marriage declared void if he or she has been forced to enter into marriage. A spouse may also demand a divorce if he or she has been forced to enter into marriage. ●

Severe restrictions on young people's freedom of choice

Forced marriage often includes the use of threats, extreme control and violence. Experience gained by minority counsellors working in schools shows that it can be misleading to focus on forced marriage only, as most of the young people who contact them experience problems regarding strict control and fear of being subjected to retaliations in the form of violence or forced marriage. Having to face such condition puts severe restrictions on young people's freedom to make independent choices. Both girls and boys can be victimised. Girls in particular are subjected to expectations of sexual chastity which again will reflect the honour of the whole family. Boys on the one hand may experience expectations that they must control and chastise their siblings, and on the other hand be subjected to coercion and violence themselves. Parents and the extended family may hold strong opinions

about what constitutes acceptable behaviour for girls and boys, and how adolescent behaviour has an impact on family honour, esteem and respect. Honour-related violence is well-known and used when triggered by the need of families to protect or restore their reputation. Honour in this context is defined according to a collective belief that individual behaviour affects the family's reputation.

The lack of freedom to make one's own choices is central in such cases. As a consequence, prevention involves strengthening the right of the individual to make their own choices. This applies to girls and boys, but also to parents providing support to young people, enabling them to take a firm stand against the expectations of other family members or traditions in their country of origin.

Responsible Ministries

The action plan has been prepared by The Norwegian Ministry of Labour (AD), The Ministry of Children, Equality and Social Inclusion (BLD), The Ministry of Health and Care Services (HOD), The Ministry of Justice and Public Security (JD), The Ministry of Education and Research (KD), The Ministry of Culture (KUD) and The Ministry of Foreign Affairs (UD). BLD has the primary responsibility for coordinating the Government's efforts against forced marriage and female genital mutilation. Each ministry is responsible for

implementing measures within their own field, and acts as a partner for the implementation of measures in other fields. The Ministry first listed as responsible for a specific measure in the Action Plan, has primary responsibility for ensuring that the measure is implemented.



Preventing forced marriage, female genital mutilation and severe restrictions on young people's freedom requires continuous effort and a public system and voluntary organisations who attend to and help the young and their families.

FEMALE GENITAL MUTILATION

Female genital mutilation is a term which covers various types of cutting and interference with girls' or women's genitalia, and which are carried out for non-medical reasons. The World Health Organisation (WHO) has developed a classification of the different types of FGM, and the Norwegian Gynaecological Association has prepared a simplified Norwegian translation. A description of the different types is found under FGM on the webpages of National Centre for Violence and Traumatic Stress Studies (NKVTS): <http://www.nkvts.no/tema/Sider/kjonnslemlestelse.aspx>

The practice occurs in countries round the Sahara in Africa, on the Arabian Peninsula and among some ethnic groups in the Middle East and Asia. Previously the procedure was often performed by laypersons in non-sterile conditions, but it is becoming more common for it to be performed by health professionals in hygienic conditions.

Female genital mutilation is a traditional practice linked to local norms and values. The practice has been shown to cease when practising groups jointly

agree on abandoning it. Experience from international efforts to combat FGM has shown that in societies where the majority considers FGM as a tradition of value, individuals and families experience severe sanctions and stigma if they fail to circumcise their daughters. Long-term local efforts supported by national prohibition, information campaigns and training have all contributed to the decrease in FGM in many countries. Norway supports local efforts and is also an advocate for national authorities to work against FGM. ●

Religious marriages which are invalid under Norwegian law

Many leaders in religious institutions in Norway distance themselves from forced marriage and female genital mutilation, and actively communicate that this has no root in religion. Norwegian authorities recognise and appreciate these efforts.

Being able to make independent decisions about one's future spouse depends on both parties being aware of their rights. The topic of religious marriages that are invalid according to Norwegian law are issues that come up when cases of forced marriage

are presented to organisations and public agencies providing help and assistance. The parties may not be married according to Norwegian or foreign law, but in practical terms the young people are considered married - by themselves, their families and the community. The Ministry of Culture, in collaboration with the Ministry of Children, Equality and Social Inclusion, will inform congregations about the issue and the current state of the law. More information about the scope and practice will be obtained.



02

Prevention

Through efforts to prevent forced marriage, female genital mutilation and severe restrictions on young people's freedom, helping agencies come into contact with families and children who need support. Preventive efforts in this field are carried out both by public service agencies and by voluntary organisations. New measures will seek to enhance the expertise of staff in nursery schools, schools and reception centres. Parents and young people will be able to participate in preventive efforts, and public service agencies and voluntary organisations will complement each other in their work.

In order to enhance the expertise of relevant organisations and increase participation across generation lines, measures in this chapter are directed in particular towards the following topics:

- Childhood and learning arenas
- The participation of children and young people
- Voluntary organisations



Prevention in schools helps to improve the learning environment and young people's ability to learn, thus preventing vulnerable youth from dropping out of school.

2.1 Venues for growing up and learning

A young child entering nursery school is often the family's first encounter with a Norwegian institution. The daily contact that arises through bringing and collecting the child is a good way to create mutual understanding and cooperation. A good relationship between nursery school staff and parents can be vital for later cooperation between parents, schools and other agencies.

Preventive efforts in schools helps to improve the learning environment and young people's ability to learn, thus preventing vulnerable youth from dropping out of school. There are ongoing efforts in schools to improve the set-up for pupils who, for various psychological or social reasons, struggle at school. Minority counsellors' work against forced marriage

and female genital mutilation in lower and upper secondary schools is part of the collective efforts against violence. Minority counsellors are a low-threshold service that hit the target well.

Lesbian, Gay, Bisexual and Transgender (LGBT) youths' experience of school, leisure and everyday life shall be without the risk of harassment or violence. Challenges related to forced marriage and sexual orientation will be included in relevant guides, and will provide the basis for the activities of relevant organisations. The guides will also be used to develop good and relevant skills in staff working against forced marriage.

MEASURE 1

Continue the minority counsellor service in schools

Minority counsellors will work to prevent extreme control that leads to severe restrictions of young people's freedom, forced marriage and female genital mutilation, and to promote positive growth opportunities for children and young people. They will also contribute to the development of skills and capacity building in the education sector and with collaborating partners. Furthermore, they will help to develop a good working relationship with relevant partners in both the public sector and in voluntary organisations.

Minority counsellors shall continue the work to improve cooperation between school and parents by adopting and implementing tested methods and experiences.

The Directorate of Integration and Diversity will build on lessons learned from pilot projects carried out in 2012, and continue to be a driving force to improve the position of minority counsellors in schools. During the action plan period, different models for linking minority counsellors to schools, will be tested.

The minority counsellor scheme in schools will be evaluated, and during the first half of 2016, the results of the evaluation will be assessed. On the basis of the assessment, a decision on whether the scheme will continue and if so in what form will be made.

Responsible Ministry/Ministries: BLD
Implementation: 2013–2016

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LGBT youth shall experience school, leisure and everyday life without the risk of harassment or violence.

MEASURE 2

Resource material on forced marriage and female genital mutilation and methods of parental cooperation will be disseminated to teachers, schools and colleges

Using online methods, resource material¹ and methods should be made available and disseminated to teachers, schools and colleges that offer courses for teachers, child care workers, social workers/case workers etc.

Responsible Ministry/Ministries: KD, BLD
Implementation: 2013–2016

¹ Relevant material includes online resource material for schools "The right to make their own choices" prepared by IMDi and Ulsrud Secondary School, a school guide for the monitoring of schools and education for children and young people living in foster homes and institutions, Bufdir's guide to "Forced marriage and honour-related violence – a guide to child welfare services," The guide to FGM, and effective methods for parent - school partnerships developed by minority counsellors.

MEASURE 3

Strengthen and develop skills for counsellors in schools

On behalf of the Ministry of Education and Research, the Directorate for Education and Training is to develop and strengthen further education for school counsellors, focussing on among other things, the specific challenges related to counselling students from immigrant backgrounds. This will be done in close cooperation with those who offer these courses.

Responsible Ministry/Ministries: KD
Implementation: 2013–2016

CHILD WELFARE SERVICES AND THE POLICE – PREVENTIVE WORK

The involvement of child welfare services' and their assistance to a family may have the added benefit of preventing forced marriage, female genital mutilation and serious restrictions of young people's freedom. In carrying out their tasks the Child Welfare Services must cooperate with other services. Such cooperation is often organised in a consultation team or other inter-agency forums. Cases that cause concern can be discussed anonymously to get the advice and opinion of other services. When parents agree that the services involved may exchange information, for example in support teams, this may help

to discover control, coercion and violence at an early stage. Child welfare services will also make statements, give advice and cooperate with local councils. An example of such cooperation is SLT-cooperation (cooperation on local crime prevention measures), which have children and youth as their main target group. The police council is another example of cooperation between the local authorities and the police. The participation of child welfare services in such organisations may help young people at risk to be identified, whether they themselves are subjected to severe control or other offenses, or if they are

boys who exercise control over their sisters or other female relatives.

The police have a duty to prevent and combat crime, thus contributing to increased security for the population. Police efforts to prevent and combat domestic violence, including honour-related violence, have been significantly strengthened in recent years. Structures, tools and improved procedures have been established to help safeguard and protect victims. At the same time, there is a strong focus on investigating and prosecuting cases in order to prevent new offenses being committed. Efforts





Prevention and awareness raising efforts – an example

The Church City Mission in Bergen has for a number of years operated an awareness raising project on forced marriage. The project has been partially funded by the Directorate of Integration and Diversity. The project has primarily been directed at adults, but children have also participated. The focus has been on forced marriage as an expression of extreme control, and it has created space for dialogue on these issues in a familiar and safe context, such as theme meetings, seminars, dialogue and parent supervision groups.

The fact that forced marriage is a harmful practice which is illegal in Norway has been communicated to participants, who have been informed about available regulations and support services. The project manager maintains that it is important for participants to get the opportunity to understand and evaluate their own culture and practices. The project has tried to approach the subject from a

constructive angle by focusing on the necessity of good and open relations between parents/grandparents and children in order to make good choices regardless of cultural background. There has been a focus on the additional resources of young people growing up in two cultures, and how parents can appreciate and develop these resources further. It has also worked extensively with the topic of "freedom" and tried to create greater understanding of the term's importance in a Norwegian context. Through dialogue and ICDP groups, the project has succeeded in breaking down the prejudices some parents have against Norwegian values and morals, especially related to the degree of freedom in child rearing.

The participants have been primarily women, but also some men, from Somalia, Iran, Iraq, Kurdistan, Afghanistan and Sri Lanka.

MEASURE 4

Strengthen and develop the skills of Educational and Psychological Counselling Service (PPT)

On behalf of the Ministry of Education and Research, the Directorate for Education and Training has initiated work on developing a strategy for predictable and high quality further education for employees of Educational and Psychological Counselling Service in schools, which includes know-how on the minority population. The work will be carried out in the course of the action plan period.

Responsible Ministry/Ministries: KD
Implementation: 2013–2016

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MEASURE 5

Conferences furthering know-how aimed at employees at nursery schools, primary schools and reception centres

Conferences furthering know-how will be arranged for employees in nursery schools, primary schools and in reception centres. The conferences will be based on lessons learned by minority counsellors and nurses in schools, integration counselors and The Expert Team against Forced Marriage and Female Genital Mutilation. The conferences will contribute to better understanding and insight into the methods and tools for identifying and dealing with cases of forced marriage and female genital mutilation. The conference will, in particular, help to increase understanding of the relation between confidentiality on the one hand and requirements to report cases to the Child Care Authorities on the other. The conferences will take place under the auspices of the Directorate of Integration and Diversity in collaboration with The Directorate for Education and Training, The Directorate for Children, Youth and Family Affairs, the Directorate of Health and the Directorate of Immigration.

Responsible Ministry/Ministries: BLD, JD, KD, HOD
Implementation: 2013–2016

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to combat forced marriage and female genital mutilation require a broad approach. It is important to involve local authorities, local businesses and organisations in crime prevention efforts. The police council and coordinating local drug and crime prevention (SLT) are examples of areas of cooperation between police and local authorities which help both to increase know-how between agencies, and to the coordination of preventive measures. ●

THE PARENTAL GUIDANCE PROGRAMME

The parental guidance programme is used by a number of local authorities, health centres, family centres, psychological services, child welfare services and nursery schools. The purpose is to support parents in the care and upbringing of their children, develop caregiving skills and prevent psychosocial problems. The programme was initiated in Norway in 1995. Since 2006 the Directorate for Children, Youth and Family Affairs (Bufdir) has been responsible for monitoring the programme. It is a goal to make the programme nationally accessible. Part of the programme is integrated in the daily work of health

centres, and another part consists of providing guidance to groups of parents in a classroom setting. The International Child Development Programme (ICDP) is the most widely used guidance method. Both basic programmes and programmes aimed at specific groups, including parents with immigrant backgrounds, parents with disabled children, parents in prison and foster parents, have been developed. As of December 2011, about 130 local authorities in Norway have benefitted from the parental-guidance expertise of approximately 2,200 certified counsellors. Of these, about 400 counsellors





It is important that children and young people can convey what is important for their life choices.

2.2 Children and young people's participation and the efforts of voluntary organisations

It is important that children and young people themselves can convey what is important for their life choices, and be given opportunities to participate in efforts against forced marriage, female genital mutilation and severe restrictions of young people's freedom. In this way, children and young people can be resources in their own communities and contribute to raising awareness in the communities.

Preventive- and awareness raising efforts toward forced marriage and female genital mutilation leads to changes both in attitudes and practice. Experts in various voluntary organisations make significant contributions with regard to prevention and creating change. Experience shows that approaches must have a broad base and include young people and adults. Voluntary organisations also contribute by building bridges and sharing experiences and know-how with public services.

MEASURE 6

Annual Nordic conference for young people

The Nordic countries face many similar challenges with regard to socialisation and inclusion of children and young people from immigrant backgrounds. Through annual Nordic conferences, the government will provide a venue for young people where issues related to forced marriage, female genital mutilation and severe restrictions on young people's freedom can be put on the agenda. In this way, young people can influence development in the field. The aim of the initiative is to contribute to the involvement of Nordic youth, and

to create network between young people from Nordic countries. The Directorate of Integration and Diversity is responsible for the implementation of the project, and will build on experience to strengthen Nordic cooperation in combating forced marriage and honour-related violence.

Responsible Ministry/Ministries: BLD
Implementation: 2013–2016

<p>received training in the minority programme. ICDP facilitators with an immigrant background offer services in more than 25 languages.</p> <p>Several municipalities have included parental guidance courses as part of the fulltime introduction programme offered to refugees. The courses are given to groups of parents, and is led by a counsellor who speaks the parents' language, as well as a native Norwegian speaking counsellor. The course material includes a conversation booklet that has been translated into 16 languages. There is a need to translate the booklet</p>	<p>into several more languages. It is also necessary to train more ICDP facilitators from immigrant backgrounds who speak different languages.</p> <p>There is an great need to initiate more courses tailored to the needs of fathers. It is also important to recruit and train more male counsellors. Parents from minority groups often find interaction with young people particularly challenging. Work has been initiated to develop conversation booklets adapted to the needs of parents of adolescents aged 13–18 years. ●</p>
<p>LGBT</p> <p>A long-term measure to improve the lives of lesbians, gays, bisexuals and transgender people (LGBT), is the creation of a LGBT Centre at the Directorate of Children, Youth and Family Affairs. The Centre has had and will continue to have duties aimed at improving the lives of LGBT people with immigrant backgrounds. The LGBT centre will, among other things, work to create a better knowledge base for action aimed at these groups, both by collecting and systematizing existing research and by initiating new research. Among the research themes announced in the autumn of 2011, LGBT people from</p>	



MEASURE 7

Events and promotion: public stance against severe restrictions on young people's freedom

Both girls and boys may experience control to an extent that it causes severe restrictions on their way of life. It is important to mobilise young people themselves to fight against forced marriage, female genital mutilation and other restrictions on young people's freedom. In the course of the action plan period, events with different activities that bring together children, young people and parents should be encouraged. The aim of the measure is to promote participation, in particular girls' participation. Relevant children and youth organisations should be allowed to participate in the development and implementation of the measure. The events should be supplemented by experts in various fields, and organisations should be invited to participate in shaping the events. The Directorate of Integration and Diversity is responsible for the project.

Responsible Ministry/Ministries: BLD, KUD
Implementation: 2013–2016

MEASURE 8

Continuing the preventive- and awareness raising work of voluntary organisations

Support to voluntary organisations/NGOs doing preventive and awareness raising work against forced marriage and female genital mutilation has been continued. The scheme is administered by the Directorate of Integration and Diversity. The grants may be used to maintain and develop effective methods to strengthen established networks and experts in the organisations' own communities. Support will be given to activities to prevent severe restrictions on young people's freedom, and to promote the participation of children and young people, and to activities implementing measure 7.

During the action plan period the scheme will be evaluated and the results of the projects summarised and communicated.

Responsible Ministry/Ministries: BLD, UD
Implementation: 2013–2016

immigrant backgrounds are also referred to as one of several important topics for research for which the LGBT centre is responsible. A major project on the living conditions of lesbians, homosexuals and bisexuals, and a project on living conditions for transsexuals and people with gender identity-issues are among these topics. The centre also had LGBT people from immigrant backgrounds as a key focus area in 2012.

The government wants to continue to support the work of organisations and individuals working to improve the lives of this target group. Queer World Trøndelag and LLH Trøndelag, for example, have conducted a two-year project, funded by IMDi, on forced marriage in Midt-Norge. A brochure developed by the project has been translated into nine different languages. Queer World is implementing the measure "LGBT communication in the minority perspective", which includes developing a web site/web portal on homosexuality and Islam.

Sex and Politics – The Association for Sexual and Reproductive Health and Rights has, for the last few years, received support from The Ministry of Education and Research for the project 'Sex Week', where all grades from 7th to 10th grade (age 13 to 16 approximately) get free material and access to a website aimed at sex education for these age groups. The Ministry has also provided financial support to the project 'Pink skilled school', whose main objective is to increase the knowledge about LGBT groups in schools, through increased knowledge for both teachers, school administration, school health services and the students. ●



Experts in various voluntary organisations make significant contributions in prevention and creating change. Experience from the organisations' efforts shows that these must be broad and directed at the different age groups/generations.

03

Adequate public assistance: Developing expertise and good coordination of public services

Local authorities services must have the necessary know-how to deal with cases involving forced marriage, female genital mutilation and severe restrictions on young people's freedom. Assistance to people in Norway or abroad requires clear procedures for case management and coordination of services. New measures aim to strengthen the Government's assistance to young people who experience problems during a stay abroad, and to maintain the regional coordinator positions while defining their duties better. There is still a need for targeted information campaigns aimed at support services, children, young people and parents.

The measures in this chapter are directed at the following areas:

- Enhanced local expertise and coordination
- Dissemination of information
- Migration – a greater effort directed at cross-country cases



In December 2012, at the United Nations 67th General Assembly, a new resolution was adopted: "intensifying global efforts for the elimination of female genital mutilation." The resolution was submitted by African countries and was adopted by consensus. The resolution encourages a common and coordinated approach to promoting positive social change at the local level (community), national level, as well as regionally and internationally. The resolution is a milestone since it was adopted by consensus and because it was promoted by African countries.

3.1 Enhanced local expertise and coordination

The police and child welfare services are essential in cases of domestic violence, forced marriage and female genital mutilation. The role of the police in ensuring the safety of the victim is essential to enable other services to carry out their duties. As a result, the police often have a coordinating role locally. The police also plays a key role in preventing and detecting criminal offences.

The principle of equivalent services for a diverse population means that forced marriage and female genital mutilation are also issues of which child welfare services must have a degree of expertise.

Equivalent services will be strengthened through the system of Regional Coordinators from the six Regional Offices of the Directorate of Integration and Diversity. Effective local services depend on collaboration at the regional level by the police, the Directorate for Children, Youth and Family Affairs, Refuges for battered women (people), the Directorate of Immigration, the Labour and Welfare Administration, the Directorate of Integration and Diversity, The Directorate of Health, County Governors, school authorities, and relevant experts such as the Regional Resource Centres on Violence, Traumatic Stress and Suicide Prevention (RVTS). The five RVTSs are responsible for providing skill development measures, advice and guidance to public services, and helping to strengthen regional expertise on violence and trauma.

MEASURE 9

The increase in police expertise must be continually increased and consolidated

The National Police Directorate will continue measures to increase the expertise in local police forces and special units. Procedures that ensure knowledge is updated and that new employees in relevant job categories receive the necessary training, will be continued and developed. The Expert Team against Forced Marriage and Female Genital Mutilation will be continued. There are plans to include the topic of honour-related violence in basic and advanced courses at the Police Academy.

Responsible Ministry/Ministries: JD
Implementation: 2013–2016

MEASURE 10

Upgrading skills on forced marriage and female genital mutilation in the Child Welfare Services

The Directorate for Children, Youth and Family Affairs has prepared a guide for the Child Welfare Services on forced marriage and honour-related violence. Preventing FGM is particularly demanding for the Child Welfare Services' knowledge and skills. Cooperation with the police is important in these cases, and requires clear roles. NKVTS has developed a web based guide on FGM.

In skills development for municipal and state child welfare services, the relevant information and guidelines on forced marriage and female genital mutilation are communicated. Material will also be communicated to relevant professional training entities, cf measure 2.



Equivalent services will be strengthened through Regional Coordinators employed by the Directorate of Integration and Diversity's six regional offices.

This will contribute to a better understanding of the phenomena, increased skills and will provide methodological tools for use when dealing with individual cases.

Responsible Ministry/Ministries: BLD
Gjennomføring: 2013–2016

MEASURE 11

Strengthened local presence through Regional Coordinators

By using interdisciplinary regional networks, the Directorate of Integration and Diversity's Regional Coordinators will help to strengthen and coordinate the presence of regional and local efforts to combat forced marriage, female genital mutilation and severe restrictions on young people's freedom. The Regional Coordinators shall collaborate with the Expert Team against Forced Marriage and Female Genital Mutilation. Expertise in the regions will be based on experience from the three-year municipal projects in Drammen, Stavanger, Skien, Trondheim and Kristiansand. The Regional Coordinators shall cooperate with the RVTs, and build on the work of existing

local network and groups. Committed cooperation will be established locally. The measure shall also be viewed in the context of locally developed action plans against domestic violence.

This assumes that there is committed cooperation at the regional level by the Police, the Directorate for Children, Youth and Family Affairs, the Directorate of Integration and Diversity, the Directorate of Health, Refuges for battered women (people), Family Counselling Services, The Directorate of Immigration, the Labour and Welfare Administration, County Governors, school authorities, and areas of relevant expertise such as Regional Resource Centres on Violence, Traumatic stress and suicide prevention (RVTs).

Responsible Ministry/Ministries: BLD, JD, AD, KD, HOD
Gjennomføring: 2013–2016

MENTAL HEALTH

The physical signs of abuse - bruises from being hit, wounds, swelling and fractures, or female genital mutilation - are visible. Treatment is available and is used. But the psychological and social strain experienced can be difficult to detect.

Living in fear of an unwanted marriage, or escaping from a forced marriage, can lead to ostracism, threats and various forms of pressure and psychological violence. Psychological violence may continue for several years, with serious consequences for the victim. Abuse and

rape in connection with forced marriage is psychologically stressful for those exposed. Symptoms may include lethargy and inability to act, sleep disturbances, extreme anxiety, concentration problems, dropping out of school and poor school performance.

Those exposed to extremely painful abuse such as FGM may, in addition to physical problems, suffer from serious psychological repercussions.

Those who are exposed to trauma associated with forced marriage or

genital mutilation have both a need and a right to assistance from the same services as other victims of violence, i.e. from Child Protection Services, Refuges for battered women (people), Child and Adolescent Psychiatric Outpatient Clinics (BUP), District Psychiatric Centre services (DPC), and Family Counselling Services, among others. ●

FAMILY COUNSELING

The Family Counselling Service offers counselling and treatment for family problems, conflicts or crises. The Family Counselling Service also conducts



Central support services

The Expert Team against Forced Marriage and Female Genital Mutilation continues to operate as part of ordinary public services. The team has a central and national role for capacity building and coordination in the public sector.

The Expert Team consists of representatives from the Directorate for Children, Youth and Family Affairs (Bufdir), The National Police Directorate (POD), The Directorate of Immigration (UDI), The Directorate of Integration and Diversity (IMDi), The Norwegian Labour and Welfare Administration (AVdir), and The Norwegian Directorate of Health. In cases of forced marriage or FGM, when it proves necessary to return people from abroad, the Expert Team is the point of contact for the Ministry of Foreign Affairs (UD), and for coordination with relevant agencies in Norway. Both the Ministry of Foreign Affairs and the Norwegian Directorate for Education and Training have appointed contacts to The Expert Team.

Housing under the auspices of the Child Welfare Service for young people under the age of 18 who either are at risk of or have been forced into marriage or are exposed to other honour-related violence, is in place across the country. Housing includes placement in child welfare institutions, emergency or state family homes (foster homes). Housing will give the young help and support, including necessary protection.

National housing and support services for young people over the age of 18 have also been established. At present such housing is found in a number of local authorities and consists of shared housing, and some individual flats.

The Expert Team against Forced Marriage and Female Genital Mutilation is responsible for coordinating admission to housing according to determined criteria, while local councils are responsible for the supervision of young people.

Through a programme for young people in crisis, Self Help for Immigrants and Refugees (SEIF) and the Red Cross Helpline on Forced Marriage and Female Genital Mutilation, among others, provide assistance to young people in emergency situations. In conjunction with housing and support services for young people over the age of 18, a model for cooperation between public services and voluntary organisations has been established.

Organisations engaged in low-threshold services for young people who experience being forced to marry against their will, can apply for funding. Funds for this purpose for 2013 will be announced.



The way in which information is communicated is essential for it to have the desired effect. It is especially important to consider how and where information about FGM is communicated, and to implement the right measures.

3.2 Information

A good deal of relevant and accessible information on forced marriage and female genital mutilation has been developed. In order to succeed in preventing and changing attitudes towards forced marriage and female genital mutilation, there

is still a need for information aimed at target groups. The way in which information is communicated is essential for it to have the desired effect. It is especially important to consider how and where information about FGM is communicated, and to implement the right measures.

MEASURE 12

Information helpline on forced marriage and female genital mutilation

Young people shall have access to a telephone helpline where they can turn for information and guidance for situations in which forced marriage, female genital mutilation and honour crime arise. Funds for this purpose will be announced in 2013. Continuation of the helpline will be considered during the action plan period.

Responsible Ministry/Ministries: BLD
Implementation: 2013–2016

MEASURE 13

Development of Tvangsekteskap.no (forced marriage.no)

The website tvangsekteskap.no (forced marriage.no) will be developed and extended to include educational modules and relevant information. The website will be operated by the Directorate of Integration and Diversity.

Responsible Ministry/Ministries: BLD
Implementation: 2013

mediation in connection with separation or litigation related to parental responsibility, access or custody for children. The service is a low-threshold service, which means that it is free and requires no referral. Activities are regulated by the Act of Family Counselling Services (1997).

The Family Counselling Service has skill and experience in working with cases of domestic violence. Through the earlier, "Building Bridges Project" (Brobyggerprosjektet) expertise on forced marriage and honour-related violence was also developed. In 2010 - 2012 this expertise was passed on through comprehensive training, in which at least two Family

Counselling offices in each region participated. These offices are resource units on such topics in their region. The service is included in the support offered to residents in designated housing for young people who are victims of forced marriage. Experience shows that a professional approach is also applicable in other efforts. Knowledge about violence and trauma is useful in all cases of violence, regardless of ethnic background. Cultural awareness is useful in all types of cases involving people with an immigrant background.

The goal of the Rainbow Project (Regnbueprosjektet) was to prevent undesired and difficult conflicts in minority fami-

lies, and to increase the knowledge, understanding and expertise of the staff at the Family Counselling Service in meeting with families from a cultural background other than Norwegian. The project has been successful. In their efforts to prevent forced marriage and other forms of domestic violence, the Family Counselling Service will make use of experiences from the Rainbow Project which will be disseminated and applied as awareness raising efforts aimed at immigrants. ●

For further information:
<http://www.bufetat.no/familievern-kontor/>

Female genital mutilation – accessible health services

Genital mutilation of girls and women is serious abuse that may have considerable implications for the health and social life of those affected. Preventing such abuse is the goal of the Government's work to combat FGM. It is also important that girls and women who have suffered genital mutilation receive appropriate and good treatment. In order to meet the needs of the healthcare sector, the Government will prepare a strategy on immigrants' health in 2013. In 2013 the Government will also present a White Paper on Public Health. The White Paper will, among other topics, include a discussion on the special challenges of immigrants.

There is a wide range of health services that deal with FGM. These are offered by the regular health care services both in the local authority- and in the specialist health care services.

In Norway, all genitally mutilated women who ask for it may be reopened. The service is free and provided by gynaecological clinics in several locations in the country. Referral from a GP is not required. Norwegian law forbids re-doing the FGM by stitching up women's genitalia after giving birth. In 2004, a low threshold service for women with after-effects from FGM was established at the gynaecological outpatients department at Oslo University Hospital.

Through the government's long-term efforts against FGM, preventive efforts in the health sector have been strengthened. Prevention of FGM and follow-up of girls and women who have been mutilated, has been implemented as part of the normal work at mother-and-child clinics and the school health services, and is featured in the guide for health promotion and prevention in local authorities.

The health authorities have established programmes for maintaining and developing the special skills necessary for dealing with the psychosocial issues of violence and trauma, including FGM. Expert measures and special guidance are monitored in the regular health services infrastructure.

In 2009, consultation services and voluntary gynaecological examinations were introduced. The services are offered to girls and women from regions where 30 percent or more of the population practices FGM, based on figures from the World Health Organisation (WHO). The services are offered to girls and women upon arrival in Norway, and again when the girls start school (aged 6), when they are in 5th grade and in connection with sex education classes at secondary school. Gynaecological examinations will only be carried out on the basis of valid consent from the patient herself or from the party entitled to give consent on her behalf. The Norwegian Ministry of Health and Care Services prepared a guide in connection with the services: *The Norwegian Ministry of Health and Care Services, Circular I-5/2009: Prevention of FGM. Consultation services and voluntary gynaecological examinations for girls/women with immigrant backgrounds.*

The National Centre for Violence and Traumatic Stress reviewed and assessed the experiences of the services in 2012. Among the findings was that health care staff perceived the consultations as having a preventive effect, and that the service reached some individuals who had not previously been informed of the ban on FGM in Norway. They also found resistance to the measure within health care services. The offer of gynaecological examinations was hardly used at all (6 of 200 took up this offer).



The work of the integration counselors' will increasingly be made known to municipalities and government agencies.

MEASURE 14

Inter-agency information material about forced marriage and female genital mutilation

The Directorate of Children, Youth and Family Affairs has been requested to manage a network for developing and updating information on forced marriage and female genital mutilation. The work will be carried out in collaboration with the Norwegian Directorate of Integration and Diversity, the Directorate of Health, the Norwegian Directorate of Immigration, the National Police Directorate, the Labour and Welfare Administration and the National Centre for Violence and Traumatic Stress Studies. The network will prepare and annually update a list of informational material from the agencies. The network will also assess the need for updating or developing new material, which must be easily accessible and adapted to the needs of the target groups. Voluntary organisations may be involved in the assessment of need for information material.

The work includes ensuring that information is well known to the target groups. Each agency is responsible for updating and developing the information for their target groups. Joint information material which is developed can be used as part of the individual agency's information activities. The network will, in particular, assess the dissemination of information on FGM, and identify measures to ensure that such information reaches the target groups.

Responsible Ministry/Ministries: BLD, HOD, JD and AD
Implementation: 2013–2016

NORWAY'S INTERNATIONAL EFFORTS

Norway has had a high political profile when it comes to FGM. In 2003 the Government's Plan on international efforts to combat female genital mutilation (2003-2010) was launched. The Plan is ambitious, and contains a number of suggestions for priority areas. The main areas were prevention and social mobilisation, rehabilitation and increased skills and know-how. So far, support from Norway has been spent mainly on prevention and social mobilisation. The Plan was extended until 2013, as part of the Action Plan for Women's Rights and Gender Equality. Efforts aimed at women and equality have contributed to global and domestic support for several measures against FGM. Norad has followed up on the plan by ensuring that the efforts of Norwegian NGOs' in countries where FGM is practiced include measures against FGM. Moreover Norad has initiated a survey of all research concerning the negative health effects resulting from FGM. Norwegian support to combat FGM is mainly channelled through the UN, including UN funds against FGM (UNFPA and UNICEF). These efforts have contributed to a decline in FGM in countries including Ethiopia, Eritrea, Kenya and Tanzania.

Norway also works to ensure that the efforts against forced marriage remain high on the agenda in multilateral forums such as the UN Human Rights Council, the UN Women's Commission, the UN Children's Commission and the UN General Assembly.

Norwegian citizens or other persons legally residing in Norway, who are subjected to or threatened with forced marriage or genital mutilation abroad, will be able to get consular help and practical assistance from Norwegian foreign missions. The Foreign Service will also assist Norwegian authorities and organisations with information and assistance in individual cases. The appointment of Integration Counselors



3.3 Migration – greater effort directed at cross-country cases

When Norwegian citizens or people living in Norway are subjected to forced marriage or genital mutilation, the victim is most often abroad, usually in the parents' country of origin. Such cases are often complicated and require a multi-agency approach and cooperation between different Norwegian agencies across country borders. Clear guidelines make it

easier to provide assistance in cases that arise when the victim is abroad. The services of the integration counselors will increasingly be made accessible to local councils and government agencies, ensuring that their resources are utilised effectively.

MEASURE 15

Establishing guidelines and procedures for cases that begin abroad

Clear policies and procedures will be established to ensure that individuals who are subject to or are in danger of being subjected to forced marriage, female genital mutilation or being abandoned abroad, receive the assistance to which they are entitled when they return to Norway. This will improve coordination and the exchange of information with foreign missions and domestic authorities.

Responsible Ministry/Ministries: BLD, JD, UD
Implementation: 2013–2014

MEASURE 16

Case reporting from Integration Counselors' will be systematised

Integration counselors at foreign missions will communicate their knowledge through the Directorate of Integration and Diversity's electronic newsletter to local councils and through reporting to government agencies in Norway. This knowledge will help to increase awareness of the work of the Integration Counselors', strengthen expertise of the support services and contribute to increased understanding of the importance of migration and integration policy in Norway. During the action plan period, the Integration Counsellors scheme at foreign missions will be evaluated. Based on this assessment, it will be decided whether the arrangement will be continued and in what form.

Responsible Ministry/Ministries: BLD, UD
Implementation: 2013–2016

at Norwegian foreign missions will contribute to strengthened efforts against forced marriage and female genital mutilation, including working with cases involving people who have been left abroad. ●

THE NORWEGIAN LABOUR AND WELFARE ADMINISTRATION (NAV)

When someone applies for social services, the Nav office will pay particular attention to the situation and needs of children and young people in the family. If the caseworker has reason to believe that children in a family that is visiting

the Nav office have been subjected to severe neglect, the case must be reported to the Child Welfare Services. This is a provision of the Act on Social Services in the Labour and Welfare Administration § 45. Indications that parents exercise extreme control, use coercion and threats, would be sufficient grounds to consider such a notification.

Furthermore, the Nav office must pay attention to the special needs of persons seeking assistance in connection with the fear of forced marriage or wanting to get out of a forced marriage. Individuals who have left their spouse after a

forced marriage are to be considered as single when applications for financial benefit are handled. If a person moves to escape a forced marriage, expenses in connection with the relocation can also be considered differently from ordinary expenses. ●

For more information:
See the circular from the Labour and Welfare Administration – Number 35–2012.



04

Research and development of practice

Efforts to combat forced marriages, female genital mutilation and severe restrictions of young people's freedom will be targeted, effective and evidence based. Research, experience and knowledge gathered over the past few years will form the basis for further development of practice and routines. During the action plan period the need for further knowledge will be identified and included in a strategy for research and the development of knowledge.

It has proved difficult both to obtain reliable data and to establish procedures for systematic recording of the incidences of female genital mutilation and forced marriage. As a result, it is especially important to develop a critical approach to measures and the use of resources in the field, and an ongoing evaluation of the action plan will be carried out during the action plan period.



Efforts to combat forced marriages, female genital mutilation and severe restrictions on the freedom of young people are to be targeted, effective and evidence-based.

MEASURE 17

Summary of knowledge and strategy for development of expertise

A summary of knowledge will be prepared as a basis for a research strategy and development of expertise during the action plan period.

Knowledge will be disseminated through the established training schemes in the service agencies, and through agents who have a particular responsibility for the dissemination of knowledge and training, such as the Regional Coordinators, the RVTS, the Expert Team against Forced Marriage and Female Genital Mutilation, NKVTS, etc. Dissemination will also occur through the appropriate channels of information.

Responsible Ministry/Ministries: BLD
Implementation: 2013

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MEASURE 18

Continue the National Competence Centre for FGM at the NKVTS

NKVTS' work as national competence centre for FGM is to be continued. Their duties will be specified in the annual letter of assignment.

Responsible Ministry/Ministries: BLD
Implementation: 2013–2016

MEASURE 19

An evaluation will be carried out on the best way to spread good and correct information to relevant groups when fighting FGM

An assessment on the best way to reach relevant groups with good and correct information about Norwegian regulations, the health hazards of FGM, and the availability of support and treatment, will be carried out. Knowledge and experience from previous work will be the basis for the assessment.

Responsible Ministry/Ministries: BLD, HOD
Implementation: 2013–2014

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MEASURE 20

Increased knowledge about forced marriage and people with developmental disabilities

To prevent forced marriage of individuals with disabilities, the Directorate for Children, Youth and Family Affairs will gather information on forced marriage of people with developmental disabilities and propose relevant measures. They will collaborate in these efforts with the Expert Team, the Directorate of Integration and Diversity, the Directorate of Health, the Directorate for Education and Training, the Labour and Welfare Administration and relevant organisations in the fields of gender, ethnicity and disability.

Responsible Ministry/Ministries: BLD, HOD, AD, KD
Implementation: 2013–2016

MEASURE 21

Survey of efforts to improve the environment and support services in residential units

In the evaluation of the local councils' work with housing and support services for young people over 18 years it is a key recommendation that a survey of the work to improve the environment and support service be carried out. The study will document accumulated experience and knowledge and be an important basis for further development of services. Furthermore, the results of the study will be used in training employees both in the residential units and other public services.

A study is to be conducted focussing on the needs for follow-up services of affected young people during different phases, and which methodological approaches should be used. The study will also examine the experience of those who have used the services, and how they get on later in life.

Responsible Ministry/Ministries: BLD
Implementation: 2014–2015

MEASURE 22

Evaluation of the action plan

In order to draw from the experience of the work done, the action plan is to be evaluated. Annual reports are to be submitted, and the final evaluation is to be available at the end of the action plan period in 2016.

In order to monitor progress and achieve a better understanding of the work of the services, the evaluation is to include an ongoing assessment of the work of the services.

Responsible Ministry/Ministries: BLD, AD, HOD, JD, KD, KUD and UD
Implementation: 2013–2016



During the action plan period, the need for further knowledge is to be identified and included in a strategy for research and development of expertise.

05

Summary of previous action plans

The longstanding efforts against forced marriage and female genital mutilation have led to many measures in previous action plans being implemented, and to several of these being put into practice as part of the services' regular work.

The overview of the measures in the previous action plans against forced marriage and female genital mutilation for the period 2008–2012 shows how the measures have been put into practice.

Measures in the action plans for 2012

Action Plans against Forced Marriage and Female Genital Mutilation (2012)

Joint Measures

1. Continue annual cross-disciplinary regional network meetings (BLD, AD, HOD, JD and KD)
● *To be continued 2013–2016, cf. action 11*
2. Strengthen and develop the Expert Team for the Prevention of Forced Marriage and Female Genital Mutilation (BLD, AD, HOD, JD, KD and UD)
● *To be continued as part of regular operations*
3. Continue the minority counsellors scheme (BLD, KD)
● *To be continued 2013–2016, cf. measures 1*
4. Continue the scheme involving integration counsellors at foreign service missions (BLD, MFA, JD)
● *To be continued 2013–2016, cf. action 16*
5. Continue financial support for voluntary organisations' prevention and attitude shaping work (BLD)
● *To be continued 2013–2016, cf. measures 8*
6. Reinforce and continue competence development in the police districts (JD)
● *To be continued 2013–2016, see Action 9*
7. Involve the religious communities in the work to combat forced marriage and female genital mutilation (KUD)
● *To be continued as part of regular operations*
8. Raise awareness among participants on Norwegian language training programmes about domestic violence, including forced marriage and female genital mutilation (BLD)
● *To be continued as part of regular operations*
9. Continue the internet based Question-and-Answer service with information specially tailored for young people at ung.no (BLD)
● *To be continued as part of regular operations*
10. Resource material about forced marriage and female genital mutilation for pupils and teachers (KD)
● *To be continued 2013–2016, cf. action 21.*

Measures to combat forced marriage

11. Continue local cooperation projects in the regions (BLD, JD)
● *To be continued as part of regular operations*
12. Develop the website tvangsekteskap.no (forced marriage.no) (BLD)
● *To be continued 2013–2016, see 13*
13. Maintain an overview information material tailored to different target groups (BLD)
● *To be continued 2013–2016, see Measure 14*

Measures in the action plans for 2012 have the following categories:

- To be continued as measures for 2013-2016: Measures that have been continued in this action plan
- To be continued as part of operation: Measures that have been implemented and that are part of regular operations/put into regular practice as part of the services' regular work
- Implemented: Measures that have been implemented and are not being continued as part of regular operations

14. Reinforce Family Counselling Service expertise and initiatives in cases of forced marriage (BLD)
 - *To be continued as part of regular operation*
15. Continue the housing and support scheme for young people under the age of 18 (BLD)
 - *To be continued as part of regular operations*
16. Continue the housing and support scheme for young people over the age of 18 (BLD)
 - *To be continued as part of regular operations*
17. Continue support for low-threshold services for young people in crisis (BLD)
 - *To be continued as part of regular operations*
18. Strengthen expertise in the Norwegian Foreign Service (UD)
 - *To be continued as part of regular operation*
19. Develop cooperation between authorities and organisations in Norway and in the parents' country of origin (UD)
 - *To be continued as part of regular operation*
20. Raise the issue of forced marriage in political discussions with other countries (UD)
 - *To be continued as part of regular operation*
21. Continue reinforcement of Nordic collaboration (BLD)
 - *Implemented*

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Measures to combat female genital mutilation

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22. Continue the national centre of competence of FGM established at NKVTS (BLD)
 - *To be continued 2013–2016, see Measure 18*
23. Continue the efforts to increase the competence of the municipal Child Welfare Service (BLD)
 - *Implemented*
24. Continue the FGM helpline (BLD)
 - *To be continued 2013–2016, see section 12*
25. Raise the issue of FGM in political discussions with other countries (UD)
 - *To be continued as part of regular operation*
26. Communicate information about Norwegian legislation on FGM to the authorities in relevant countries (UD)
 - *To be continued as part of regular operation*
27. Communicate experience with and results of international efforts to combat FGM (UD)
 - *To be continued as part of regular operation*

Measures in the action plans for 2008–2011

Action Plan against Forced Marriage 2008–2011

Legislation prohibiting forced marriage must be effectively enforced

- Measure 1 Improve expertise and organisation in the police districts (JD)
● *Initiated*
- Measure 2 Update the handbook for domestic violence coordinators (JD)
● *Completed*
- Measure 3 Establish a central team of police experts (JD)
● *Initiated*

Forced marriage must be prevented

- Measure 4 Establish a system with minority counsellors in upper secondary schools (AID)
● *Initiated*
- Measure 5 Develop resource material on marriage for use by pupils and teachers (KD)
● *Initiated*
- Measure 6 Improve the socio-educational counselling service in schools (KD)
● *Completed*
- Measure 7 Use parent networks (KD)
● *Completed*
- Measure 8 Help to ensure that municipalities have good procedures for following up pupils who fail to return after school holidays (KD)
● *Completed*
- Measure 9 Update information material adapted to different target groups (BLD)
● *Initiated*
- Measure 10 Establish a campaign website and a question-and-answer service (BLD)
● *Initiated*

- Measure 11 Raise awareness of the issue of forced marriage among participants in Norwegian language training programmes (AID)
● *Initiated*

- Measure 12 Make active use of the parental guidance programme in efforts to combat forced marriage (BLD)
● *Initiated*

- Measure 13 Establish networks of resource persons (BLD)
● *Cancelled / not implemented*

- Measure 14 Assist young people who request help to avoid breaking with their family (BLD)
● *Initiated*

- Measure 15 Involve religious communities in efforts to combat forced marriage (KKD)
● *Initiated*

- Measure 16 Include information on forced marriage in training programmes for leaders of religious communities (KKD)
● *Cancelled / not implemented*

- Measure 17 Increase support for the awareness-raising efforts of voluntary organisations (AID)
● *Initiated*

- Measure 18 Establish girls 'and boys' clubs (BLD)
● *Completed*

Expertise and cooperation must be increased

- Measure 19 Strengthen and maintain the Expert Team for the Prevention of Forced Marriage (AID)
● *Initiated*
- Measure 20 Increase the regional resource centres' expertise on forced marriage (BLD)
● *Initiated*
- Measure 21 Prepare handbooks and provide training for support agencies (BLD)
● *Completed*

- Completed: Measure that were implemented and not continued as part of regular operations
- Initiated: Measures that have been initiated and are part of operations or as measures in 2012
- Cancelled / not implemented: Measures that have not been implemented

Measure 22 Help ensure that health services follow up cases of forced marriage (HOD)

● *Initiated*

Measure 23 Establish local cooperation projects at the regional level (BLD)

● *Initiated*

Measure 24 Establish annual network seminars (BLD)

● *Initiated*

Measure 25 Increase the expertise of National Population Register staff (BLD)

● *Completed*

Help must be effective and readily available

Measure 26 Investigate the quality of current housing and treatment services (BLD)

● *Completed*

Measure 27 Establish more accomodation for young people over the age of 18 (BLD)

● *Initiated*

Measure 28 Establish more accomodation for young people under the age of 18 (BLD)

● *Initiated*

Measure 29 Continue to provide support to help young people in crisis situations (BLD)

● *Initiated*

Measure 30 Strengthen the family counselling service in order to increase treatment and counselling services in forced marriage cases (BLD)

● *Initiated*

International efforts and cooperation must be intensified

Measure 31 Establish positions for Integration Attachés (AID)

● *Initiated*

Measure 32 Improve procedures for dealing with forced marriage cases (UD)

● *Initiated*

Measure 33 Improve competence in the Foreign Service (UD)

● *Initiated*

Measure 34 Continue to refund the cost of repatriating victims of forced marriage (BLD)

● *Initiated*

Measure 35 Promote cooperation between authorities and voluntary organisations in Norway and in the parents' country of origin (UD)

● *Initiated*

Measure 36 Bring up the issue of forced marriage in political discussions with other countries (UD)

● *Initiated*

Measure 37 Strengthen Nordic cooperation (BLD)

● *Initiated*

Measure 38 Contribute to European cooperation (AID)

● *Completed*

Knowledge and research must be reinforced

Measure 39 Strengthen research and evaluation (BLD)

● *Completed*

Measure 40 Establish procedures for systematic registration of forced marriage cases (BLD)

● *Initiated*

Action Plan for Combating Female Genital Mutilation (2008–2011)

Effective enforcement of the law

1. Prepare a guide on relevant regulations, roles and responsibilities relating to female genital mutilation (BLD)

● *Completed*

Measures in the action plans for 2008–2011

2. Investigate the need to amend the rules governing the limitation period (JD)
 - *Completed*
 3. Draw up guidelines for confiscating passports when FGM is the suspected purpose of the journey (JD)
 - *Completed*
 4. Measures in immigration administration to prevent FGM (AID)
 - *Initiated*
- Competence building and knowledge transfer**
5. Establish a national human resource function focusing on FGM (BLD)
 - *Initiated*
 6. Carry out a survey of persons working with FGM and their need for knowledge (BLD)
 - *Completed*
 7. Arrange cross-disciplinary regional network meetings and meeting to exchange experience (BLD)
 - *Initiated*
 8. Clarify the scope of FGM cases and the need for special competence in the municipal child welfare service in this field (BLD)
 - *Completed (merged with paragraph 6)*
 9. Prepare a training programme to raise competence levels among employees in the child welfare service (BLD)
 - *Completed*
 10. Include FGM as a theme in Norway's parental guidance programme (BLD)
 - *Initiated*
 11. Evaluate routines for systematic registration of FGM cases (BLD and HOD)
 - *Initiated*
 12. Include information about FGM in the training programme for new religious leaders (KKD)
 - *Cancelled / not implemented*
13. Develop resource materials on FGM for the use of and teachers (KD)
 - *Initiated*
 14. Strengthen the school counselling service (KD)
 - *Completed*
 15. Make use of parent networks in schools (KD)
 - *Completed*
 16. Raise the level of competence among healthcare personnel (HOD)
 - *Initiated*
 17. Strengthen competence and organisation in police districts (JD)
 - *Completed*
 18. Draw the attention of recently arrived immigrants to FGM and the consequences (AID)
 - *Initiated*
-
- Prevention and opinion-building in relevant communities**
19. Establish and manage a national advisory group (BLD)
 - *Initiated*
 20. Give financial support to NGOs' preventive and opinion-shaping efforts relating to FGM (BLD)
 - *Initiated*
 21. Involve religious communities in efforts to combat FGM (KKD)
 - *Initiated*
 22. Ensure that family health clinics and school health services address information to young people, women, men and parents in the affected groups (HOD)
 - *Completed*
 23. Continue and intensify efforts to combat FGM in the resource groups in the five healthcare regions (HOD)
 - *Initiated*

- Completed: Measure that were implemented and not continued as part of regular operations
- Initiated: Measures that have been initiated and are part of operations or as measures in 2012
- Cancelled / not implemented: Measures that have not been implemented

24. Set up a FGM helpline (BLD)

● *Initiated*

25. Continue developing information material about FGM (BLD)

● *Initiated*

26. Continue developing a web-based question-and-answer service for young people (BLD)

● *Initiated*

Available healthcare services

27. Specialist health service measures against FGM (HOD)

● *Initiated*

28. Review regulations and the guide for family health clinics and school health service and other relevant guides and circulars on FGM (HOD)

● *Initiated*

29. Review the routines for interaction between first and second-line services in the health sector (HOD)

● *Initiated*

30. Strengthen information about FGM in connection with prenatal check-ups (HOD)

● *Initiated*

31. Strengthen information about FGM for affected parents in connection with medical examinations at family health clinics (HOD)

● *Completed*

32. Revise Guide to Healthcare for Asylum Seekers and Refugees (HOD)

● *Initiated*

33. Evaluate the possibility of offering girls and women documentation that they have not undergone FGM (HOD)

● *Completed*

34. Evaluate information work in the health service (HOD)

● *Completed*

Extra effort at holiday times

35. Send out annual information letters concerning the duty of prevention and the duty of disclosure (BLD)

● *Initiated*

36. The ministries will consider annual summer measures (BLD)

● *Completed*

Stronger international efforts

37. Raise the subject of FGM during political talks with other countries (UD)

● *Initiated*

38. Communicate information about Norwegian legislation on FGM to relevant countries (UD)

● *Initiated*

39. Agree with the relevant embassies in Norway and the Nordic countries to make information about Norwegian legislation on FGM available to applicants for visas at these embassies (UD)

● *Initiated*

40. Transfer experience and results of international efforts to combat FGM (UD)

● *Initiated*

Evaluation of the Action Plan

41. Evaluation of this Action Plan (BLD)

● *Completed*

Appendix

APPENDIX 1

Legislation and international conventions

Relevant legislation to combat forced marriage and female genital mutilation

- Laws on municipal crisis centre services (Crisis Centre Act)
- General Civil Penal Code (Penal Code)
- Act on Children and Parents (Children's Act)
- Law on Marriage (Marriage Act)
- Law on immigrants access to the country and their residency here (Immigration Act)
- The Child Welfare Act (Welfare Act)
- Law on strengthening human rights position in Norwegian law (Human Rights Act)
- Law on Religious and Secular Belief Communities
- Law on Primary and Secondary education (Education Act)
- Law prohibiting FGM (FGM Act)

International conventions

- The UN Universal Declaration on Human Rights of 1948
- The European Convention on Human Rights of 1950
- The UN Convention on Consent to Marriage, 1962
- The UN Convention on Civil and Political Rights of 1966
- The UN Convention on Women of 1979
- The UN Convention on Children of 1989
- The Council of Europe's Convention on preventing and combating violence against women and domestic violence of 2011

APPENDIX 2

Relevant reports and publications

- **Attitudes toward female circumcision among Somali immigrants in Oslo:** a qualitative study.

Gele, International Journal of Women's Health, 2012

- **Of their own volition.** A summary of prevention efforts and methods to prevent young people marrying against their will.

Youth Board's writings 2010:15

- **Treatment of health an personal information in connection with forced marriage and FGM**

– Registration of cases in public services related to female genital mutilation and forced sectarian landscape.

Jarbekk and Henriksen, FAKTUM Nor AS, 2011

- **Between Honour and Shame**

Guidelines In Handling Honour Related Violence Cases.

Self help for immigrants and refugees, 2012

- **Effectiveness of interventions designed to reduce the prevalence of female genital mutilation/cutting**

Report from the Centre for Knowledge, 25–2009

- **Experiences from dialogues on cases of forced marriages**

Hydly and Bredal, NOVA Report 27/2011

- **A secure place to live. And something more.** Evaluation of housing services for youth who have broken ties with their families due to a forced marriage.

Bredal and Orupabo, Institute for social research 2008:7

- **Evaluation of the national housing and support services for youth subjected to forced marriage**

Rambøll Management, 2011

- **Factors promoting and hindering the practice of female genital mutilation/cutting (FGM/C)**

Centre for Knowledge, 23–2010

- **Parenthood and youth life choices in an immigrant context**

Lidén, Sandbæk, I Institute for social research 2009:007

- **Completion of secondary education.** Flow between immigrants and Norwegian-born children of immigrant parents.

Bjørkeng og Dzamarija, SSB-Rapporter 45/2011

- **Married against their will**
Youth Board's writings 2009:5
- **Who decides?** Choice of spouse among youth with immigrant backgrounds.
Elgvin and Gørdem, Fafo-report 2011:25
- **Intervention against FGM.** Experience from the "Conversations and voluntary gynaecological examinations." service/
Lien, Schultz, and Borgen, NKVTS (2012)
- **Not only forced marriage.** A collection of articles. Final report from IMDi's work with the action plan against forced marriages 2008–2011».
Directorate of Integration and diversity 2011
- **FGM in Norway**
Lidén and Bentzen, Institute for social research , 2008:8
- **Chained for Life?** An report on the experiences of lesbians, gays, bisexuals and transgender people from minority groups
Queer World, 2012
- **Gender quality and minority youth in the Nordic region with a focus on social control**
Lynggard (red), Nordisk institute for women's and gender research, 2011
- **Between power and powerlessness:** on young men, forced marriage, violence and control.
Bredal, Institute for social research 2011:004
- **Improving integration. Goals, strategies, measures.**
NOU 2011:14
- **Politics and equality**
NOU 2012:15
- **Public efforts against forced marriage. Final report evaluation of action against forced marriage.**
Seen-Johnsen, Lidén, Five-Aarset, Institute for social research 2011:7
- **Psychological, social and sexual consequences of female genital mutilation/cutting (FGM/C):** a systematic review of quantitative studies.
Centre for Knowledge no. 13–2010
- **The right to make one's own choice.** Ideas for teaching about forced marriage and related topics.
IMDi 2011
- **Cohabitation among Norwegian-born men and women with immigrant parents**
Aaskaug Wiik, SSB-report 24/2012
- **Quitters, hard workers and the certified.** Opting out, carrying through and attaining a degree among immigrant youth in secondary education.
Lødding, NIFU STEP 13/2009
- **Forced marriage - a status report**
IMDi-report 6–2008
- **Forced marriage and honour related crimes**
– a guide for children welfare services.
Bufdir, 2012
- **Young people with immigrant backgrounds.** Values, formation of norms and life choices - a status report
IMDi-report 10–2008
- **Progress report** – on IMDi's efforts against forced marriage in the period of June 2008 to April 2010.
IMDi 2010
- **Honour-related extreme control**
– dilemmas and challenges.
Paulsen, Haugen, Elvegård, Wendelborg and Berg NTNU: Social research AS 2011

More information and guidance

www.ung.no/ offers information to young people about issues related to domestic violence, including forced marriage and female genital mutilation. The information is available both via material on websites and an anonymous question-and-answer service. The website may help to prevent young people being abused as well as providing information about how the vulnerable may obtain help. The topic is merged with other relevant topics such as falling in love, problems at home, violence, sex and relationships, abuse, divorce, boyfriend/girlfriend violence, and individual rights.

Teaching Norwegian social studies to immigrants includes information and knowledge-based dialogue on Norwegian law and social norms. Topics examined are forced marriage, female genital mutilation, domestic violence, gender equality, women's and children's rights, etc. How these issues can best be handled, will be a topic in the training of those who teach social studies for immigrants.

<http://www.vox.no/no/Norskopplaring-og-integrering-/Boker-og-laremidler/Vold-i-nare-relasjoner/>

National Centre for Violence and Traumatic Stress has prepared an online guide on FGM.

<http://www.nkvts.no/sites/Veiviser-KL/Pages/default.aspx>

The website [tvangsekteskap.no](http://www.tvangsekteskap.no) (forced marriage.no) is to be further developed and expanded to include learning modules and relevant information.

<http://www.regjeringen.no/nb/dep/bld/kampanjer/tvangsekteskapno2.html?id=508373>

The Directorate of Children, Youth and Family Affairs has compiled **a list of information material, films and websites about forced marriage and female genital mutilation.**

<http://www.bufetat.no/tvangsekteskap/Oversikt-over-informasjonsmateriell-om-tvangsekteskap-og-kjonnsllestelse-2012/>

Expert Team Against Forced Marriage and Female Genital Mutilation

Phone 47 80 90 50

Email kompetanseteamet@imdi.no

Red Cross helpline on forced marriage and female genital mutilation

Phone 815 55 201

Email info.tvangsekteskap@redcross.no

Self Help for Immigrants and Refugees (SEIF)

Phone 22 03 48 30

Email seif@seif.no

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