Norwegian Human Rights Institution

Council of Europe
Group of Experts on Action Against Violence Against Women and Domestic Violence (GREVIO)

Your reference: GREVIO/inf(2022)31
Our reference: 2025/232
Date: 30.01.2026
Publication no.: NIM-IR-2026-001

SUPPLEMENTARY REPORT

NIM SUPPLEMENTARY REPORT TO EVALUATION OF IMPLEMENTATION OF THE ISTANBUL CONVENTION – FIRST THEMATIC ROUND NORWAY

The Norwegian National Human Rights Institution (NIM) hereby submits its supplementary report to the Council of Europe's Group of Experts on Action Against Violence Against Women and Domestic Violence (GREVIO) prior to its country visit to Norway scheduled for April 2026 as a follow-up to the first thematic evaluation round.

NIM was established on 1 July 2015 as an independent institution under legislation adopted by Parliament. NIM has a broad mandate to protect and promote international human rights in Norway, which also entails monitoring how the authorities comply with their international human rights obligations. Submitting supplementary reports to international and regional human rights monitoring bodies is an essential tool for a National Human Rights Institution to fulfil its mandate.

In January 2026, Parliament amended its legislation and assigned NIM an additional role as an independent monitoring mechanism in accordance with Article 10 of the Istanbul Convention and Article 29 paragraph 4 of the Anti-Trafficking Convention. The State budget for 2026 already envisages an initial increase in NIM's budget to fulfil these new functions.

In March 2017, NIM was granted A-status by the Global Alliance for National Human Rights Institutions (GANHRI), thus recognizing that NIM is fully compliant with the UN Paris Principles.

Please note that this submission does not reflect all relevant human rights challenges in Norway within the scope of the Istanbul Convention.

Contents

1. COMPREHENSIVE AND COORDINATED POLICIES (ARTICLE 7) 3

1.1 The Report of the Committee to Combat Rape and the State's Follow-up on Recommendations 3

1.2 Compensation for Violent Crimes Act 4

1.3 The Crisis Center Act 5

2. GAPS IN ADMINISTRATIVE DATA (ARTICLE 11) 7

3. TRAINING OF PROFESSIONALS (ARTICLE 15) 8

3.1 Statutory obligation to report suspicions and/or incidences of violence and abuse 8

3.2 The new rape provision in Section 291 first paragraph of the Penal Code 10

4. MULTI-AGENCY CO-OPERATION MECHANISMS (ARTICLE 18) 10

4.1 Municipal or intermunicipal action plans 10

4.2 The TryggEst model – tool for organizing municipal work 11

4.3 Individual plan 12

4.4 Police clearance certificates 13

5. HEALTH AND SOCIAL SERVICES AND SPECIALIST SUPPORT SERVICES (ARTICLES 20 AND 22) 15

5.1 Introduction 15

5.2 Older persons 15

5.3 Sámi persons 16

5.4 Women with migrant background 18

5.5 Women with substance use issues 18

5.6 Persons with disabilities 20

5.7 LGBTQ+ persons 21

5.8 Men victims of domestic violence, including those accompanied by children 22

6. CUSTODY, VISITATION, DISPUTE RESOLUTION (ARTICLES 31 AND 48) 23

7. INVESTIGATIONS AND PROCEEDINGS (ARTICLE 49, IN CONJUNCTION WITH ARTICLES 50 AND 56) 24

8. RISK ASSESSMENT TOOLS AND RISK MANAGEMENT (ARTICLE 51) 26

9. EMERGENCY BARRING ORDERS AND RESTRAINING OR PROTECTION ORDERS (ARTICLES 52 AND 53) 28

1. Comprehensive and coordinated policies (article 7)

Reference is made to the Questionnaire §§ 1-3 and the State report page 6 et seq.

1.1 The Report of the Committee to Combat Rape and the State's Follow-up on Recommendations

The State report mentions several action plans and NOUs (Official Norwegian Reports, developed by expert committees) to fight various forms of violence and abuse. NIM would like to bring to the attention of GREVIO a NOU that is not mentioned in the State report.

In 2024, the Committee to Combat Rape (Voldtektsutvalget) delivered NOU 2024:4 "Rape – An Unresolved Societal Problem", which is entirely based on the framework of the Istanbul Convention. According to the report, "despite several action plans and escalation plans against violence and abuse in recent years, the Committee finds few signs of systematic efforts at the governmental level to prevent and combat rape. In the view of the Committee, this has resulted in the work against rape currently not being prioritized, neither in prevention, in health services, nor within the police and prosecution authorities."[1]

The NOU has recommended 30 concrete measures in order to address these challenges. These recommendations include: a cross-ministerial white paper on rape, competence enhancement in relevant services, equitable services for the Sámi population, compliance with the national professional guidelines for centers for victims of sexual assault, a support coordinator for victims, equitable healthcare services for children subjected to abuse, strengthened professional leadership within the prosecution authority and a review of the rape cases involving persons with mental health conditions or intellectual disabilities.

NIM notes that no separate action plan or white paper on combating rape has been presented since the submission of this NOU. However, NIM acknowledges that various measures against rape, many of which are also highlighted in the NOU, are already included in other action plans currently being implemented in Norway. At the same time, based on the conclusion of the Committee to Combat Rape, NIM

[1] NOU 2024: 4 *Voldtekt – et uløst samfunnsproblem*, p. 13. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/nou-2024-4/id3028553/.

still sees the need for a comprehensive and coordinated effort against rape in Norway. NIM has previously recommended that the Government implement concrete and specific measures to combat rape.[2]

Recommendation:

- The State should intensify implementation of concrete and specific measures to combat rape as outlined in several action plans and NOUs.

1.2 Compensation for Violent Crimes Act

Reference is made to the Questionnaire §§ 1-3 and the State report pages 23-24.

The new Compensation for Violent Crimes Act, Article 7 paragraph 4 provides that "the alleged perpetrator shall be a party to the case", thereby granting the alleged perpetrator procedural rights as a party in proceedings before the Norwegian Criminal Injuries Compensation Authority. Under the former Compensation for Violent Crimes Act, as in force until 2023, the alleged perpetrator was not a party to such proceedings.

The Introduction of this new mechanism for the alleged perpetrators became necessary in the original draft, mainly because the original draft also envisaged that the State would have the opportunity to seek recourse from the perpetrator. Furthermore, it was considered necessary for the protection of the alleged perpetrator's human rights to protect one's reputation, to effective defense, and to due process. However, the adopted legislation did not include the mechanism of state recourse. During the Parliamentary hearing, the possibility of state recourse was removed from the legislation, but the right of the alleged perpetrator to participate in such proceedings remained.[3]

Concern has been raised regarding the consequences of granting party status to alleged perpetrators in cases of domestic and sexual violence, as this may be particularly challenging and intrusive for the victim. As a party, the alleged perpetrator may be granted access to the case documents, which contain a broad range of personal information about the victim. Victim's legal counsels and victims themselves emphasize that such access may be highly invasive for the victim. It is

---

[2] NIM. (2025). *Menneskerettighetene i 2024*. Available in Norwegian: https://www.nhri.no/arsmelding/menneskerettighetene-i-norge-2024/.

[3] Prop. 238 L (2020-2021) *Lov om erstatning fra staten til voldsutsatte (voldserstatningsloven)*. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/prop.-238-l-20202021/id2871713/; Innst. 310 L (2021-2022) *Innstilling fra justiskomiteen om Lov om erstatning fra staten til voldsutsatte (voldserstatningsloven)*. Available in Norwegian: https://www.stortinget.no/no/Saker-og-publikasjoner/Publikasjoner/Innstillinger/Stortinget/2021-2022/inns-202122-310l/?all=true.

also highlighted that, in some cases, it may increase the risk of further violence from the alleged perpetrator.

In its NOU 2024:4, the Committee to Combat Rape criticized this new legislation, arguing that the alleged perpetrator should not be granted status as a party in compensation proceedings since the possibility of state recourse has been removed from the legislation. The Committee finds that there is no human rights obligation requiring the alleged perpetrator to be a party to such proceedings.

NIM is in the process of reviewing the human rights implications of compensation schemes where compensation is awarded without a court judgment in a civil or criminal case and paid by the State. Such schemes raise complex human rights questions regarding the balancing of the private life of the victim seeking compensation and the rights of the alleged perpetrator, including the right to reputation, to effective defense and to due process. NIM's preliminary conclusion is that under the European Convention on Human Rights, States have a margin of appreciation in designing such victim compensation schemes. States may, to some extent, limit the procedural party rights of alleged perpetrators to protect the victim's right to respect for private life.

In June 2026, a law firm, in cooperation with PROBA[4], is scheduled to submit an evaluation of the implementation and impact of the new Compensation for Violent Crimes Act.

Recommendation:

- The State should reconsider a new mechanism for alleged perpetrator's participation in cases of state compensation for victims of violence and abuse, in the light of Norway's international human rights obligations, to ensure full respect for privacy and private life for the victim as well as the alleged perpetrator's human rights.

1.3 The Crisis Center Act

Reference is made to the Questionnaire §§ 1-3 and the State report pages 17-18 and 72.

In the spring of 2025, several amendments were made to the Municipal Crisis Center Services Act (Lov om kommunale krisesentertilbod). This Act governs

[4] PROBA is a private analysis and research company. More information available in Norwegian: https://proba.no/.

services provided to victims of domestic violence and other forms of abuse against women and children, including crisis center services.

In addition to the legislative amendments in the Municipal Crisis Center Services Act (Crisis Center Act), a white paper on the review of these services was also submitted at the same time. Among other things, the government aims to strengthen the municipalities' ability to carry out internal control of municipal crisis center services and to ensure greater geographical proximity to crisis centers for more people.

NIM has supported the legislative changes and the measures proposed in the white paper and considers that they will help to strengthen the human rights of victims of violence. However, several challenges remain unresolved.

NIM would like to emphasize that many of the human rights challenges in the municipalities' support services for victims of violence do not emanate from the existing legal standards and mechanisms but are rather related to issues of resources and effective implementation of those measures. NIM believes that the funding of crisis center services should be enhanced. Furthermore, competence in the crisis center services as well as the coordination of municipal services for victims of violence should also be strengthened, with particular focus on the recovery phase.[5]

Recommendations:

- The State should ensure effective implementation of the new legislation in the Crisis Center Act.
- The State should ensure effective coordination of municipal services for victims of violence, with particular focus on the recovery phase.
- The State should ensure sufficient funding for crises center services and further strengthen their capacity and competence.

[5] NIM. (2025). *Høringsuttalelse. Prop. 122 L (2024-2025) Endringar i krisesenterlova (tydeliggjering av det kommunale ansvaret og grunnlag for behandling av personopplysningar).* NIM-H-2025-028. Available in Norwegian: https://www.nhri.no/2025/prop-122-l-2024-2025-endringar-i-krisesenterlova-tydeliggjering-av-det-kommunale-ansvaret-og-grunnlag-for-behandling-av-personopplysningar/; NIM. (2024). *Videre etter vold? Retten til vern og støtte i reetableringsfasen for voldsutsatte kvinner med innvandrerbakgrunn*. NIM-R-2024-003. Available in Norwegian: https://www.nhri.no/rapport/videre-etter-vold/.

2. Gaps in administrative data (article 11)

Reference is made to GREVIO's Questionnaire §§ 6-8 and 57 as well as the State report pages 29-40 and 107-110.

Norway has been taking steps to strengthen data collection, research, and evaluation in the field of violence, abuse and gender equality.

The police services, prosecutorial authorities and courts have been producing sets of administrative data which are directly relevant to violence against women and domestic violence. This data is published by these agencies as well as Statistics Norway[6] as crime and justice statistics. The data are disaggregated by sex, age, type of violence and geographical location. However, these administrative registries have not been designed with the objective of collecting full datasets that may be relevant for the reporting obligations under the Istanbul Convention. There are still gaps in data collection as identified by the Baseline Evaluation Report of Norway.[7]

Administrative data on violence, violence against women and domestic violence are also collected by other agencies and service providers, including health services, child welfare service, crisis centers (shelters), family counselling service, helplines as well as several other specialized services. Although the mechanisms for data collection are in place, some necessary data categories are still missing from these registries. The Directorate for Children, Youth and Family Affairs coordinates and publishes most of these data.[8]

The Ministry of Justice and Public Security has initiated a new project to map statistics relevant to violence and abuse against children, domestic violence, as well as applicable international obligations in this regard. Statistics Norway (SSB) is leading a preliminary mapping project that should also identify the potential future role of SSB in developing, reporting and disseminating this type of statistics. The implementation of this project has been delayed until spring 2026.

In general, one of the key challenges in gathering accurate data continues to be underreporting. A new study on Prevalence of Violence and Sexual Abuse in Norway shows that the prevalence of violence in Norway remains high: "More than one in ten women (14%) report having been victims of rape through force or coercion at least once in their lifetime. The same applies to rape carried out while the victim

[6] Statistics Norway. (n.d.). *Kriminalitet og rettsvern*. Last read 29.01.26. Available in Norwegian: https://www.ssb.no/sosiale-forhold-og-kriminalitet/kriminalitet-og-rettsvesen.

[7] GREVIO. (2022). *GREVIO Baseline Evaluation Report Norway*. pp. 20-24. Available here: https://rm.coe.int/grevio-inf-2022-30-report-norway-eng-pour-publication/1680a923f8-.

[8] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Vold i et kjønnsperspektiv.* Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/kjonnslikestilling/vold-kjonn/.

was intoxicated or asleep, referred to in this report as 'incapacitated rape' (11 %). Around one in twenty women (5 %) were raped before the age of 13 by a person who was five years older or more."[9]

However, in only one out of five of these cases do the police become aware that such violence has occurred. According to the study, the most frequent reasons for not reporting were that the violence was not considered to be serious enough, that the victim did not wish to involve the police, and the possible negative psychosocial consequences of reporting.

Furthermore, only a minority of victims received medical examination or medical treatment in the first days or weeks after experiencing severe violence or abuse, and less than half had ever spoken to health personnel about the violence they had suffered. According to the same study, exposure to violence is closely linked with sociodemographic factors of the victims such as education, economy and marital status, which might also be a contributing factor to underreporting.

Recommendation:

- The State should enhance data gathering, registration and aggregation methods and practices of relevant agencies, including the police, prosecutorial and judicial authorities, as well as health and social services, to fully comply with the data collection obligations set out in the Istanbul Convention.

3. Training of professionals (Article 15)

Reference is made to the Questionnaire §§ 11-12, the State report pages 16-17, 48-50 and 112-117.

3.1 Statutory obligation to report suspicions and/or incidences of violence and abuse

Norwegian law contains several provisions that secure information sharing among state agencies and service providers when they suspect violence or sexual abuse.[10] There is also a general statutory duty for state agencies and service providers as well as all individuals to avert violence and abuse.[11]

---

[9] Norwegian Centre for Violence and Traumatic Stress Studies. (2023). *Prevalence of Violence and Sexual Abuse in Norway.* Last read 29.01.26. Available here: https://www.nkvts.no/english/report/prevalence-of-violence-and-abuse-in-norway/.

[10] Se the Public Administration Act, the Child Welfare Act, the Police Register Act and the Health Personnel Act.

[11] The Penal Code. This obligation also applies to private individuals.

The review of several violence and abuse cases by the Child Violence Committee (Barnevoldutvalget) in 2017,[12] as well as by several subsequent public committees on violence and sexual abuse, has shown that many state agencies and service providers lack comprehensive understanding of how to effectively apply these rules in practice.[13] Still today, there is uncertainty regarding the content of the legislation, and the duty of confidentiality is often interpreted more strictly than necessary. There have also been discussions about whether the legal standards could be made more comprehensible and pedagogical.

In recent years, the authorities have implemented several measures, many of which are described in the State report. Despite these efforts, the reviews by public committees, most recently by the Committee to Combat Rape in 2024, show that the problem remains.

In addition to strengthening the implementation of existing measures, NIM has recommended that relevant state-level agencies consider establishing a national advisory service that could provide concrete guidance in individual cases to professionals.[14] Such a service would strengthen existing measures and provide better legal safeguards and predictability for professionals facing demanding situations.

Recommendations:

- The State should ensure that all relevant state agencies and service providers receive systematic training in identifying and responding to all forms of violence under the Istanbul Convention, including knowledge of their statutory obligation to avert violence and sexual abuse and of the existing rules and requirements for sharing information on suspicions of violence and sexual abuse with competent authorities.
- The authorities should consider having relevant state agencies establish a national advisory service that can provide concrete guidance in individual cases to professionals and service providers.

---

[12] NOU 2017: 12 *Svikt og svik: Gjennomgang av saker hvor barn har vært utsatt for vold, seksuelle overgrep og omsorgssvikt*. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/nou-2017-12/id2558211/.
[13] NOU 2020: 17 *Varslede drap? Partnerdrapsutvalgets utredning*. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/nou-2020-17/id2791522/.
[14] NIM. (2025). *Menneskerettighetene i 2024*. Available in Norwegian: https://www.nhri.no/arsmelding/menneskerettighetene-i-norge-2024/.

3.2 The new rape provision in Section 291 first paragraph of the Penal Code

NIM further notes that the new rape provision in Section 291 paragraph 1 of the Penal Code, where consent is now the constitutive element in the definition of rape, requires a focus on capacity building within the prosecuting authorities and the police. This is necessary to ensure that the new provision is applied correctly.

As far as NIM can see, there is no comprehensive plan from the authorities for how this competence-building is to be conducted, and NIM recommended that a comprehensive plan should be implemented.

Parliament has adopted a resolution requesting the Government to initiate systematic research, including studies of case law, assessment of evidence, and the legal impact of the amendments to the provisions of rape in the Penal Code.[15]

Recommendation:

- The State should implement a comprehensive plan to ensure that the prosecuting authorities and the police receive competence-building on the new rape provision in Section 291 first paragraph of the Penal Code.

4. Multi-agency co-operation mechanisms (article 18)

4.1 Municipal or intermunicipal action plans

Reference is made to GREVIO's Questionnaire §§ 15-16 as well as the State report pages 58-59.

Municipal action plans play an important role in enhancing coordination among relevant local actors to prevent, detect and manage cases of violence and abuse, including providing sufficient resources.[16]

Since 2008, successive governments have recommended that municipalities develop local or intermunicipal action plans to combat domestic violence. However, municipalities are not legally required to do so. According to official statistics from 2024, despite an increase, only 68 percent of municipalities reported having an action plan against domestic violence.[17]

---

[15] Parliamentary resolution (request) No. 928 of 10 June 2025. Available in Norwegian: https://www.stortinget.no/no/Saker-og-publikasjoner/Vedtak/Vedtak/Sak/?p=103135.

[16] Sandmoe, A. and Nymoen, R. C. (2019). *Kommunale handlingsplaner mot vold i nære relasjoner*. Norwegian Centre for Violence and Traumatic Stress Studies, Report 3/2019. pp. 122-123. Available in Norwegian: https://www.nkvts.no/rapport/kommunale-handlingsplaner-mot-vold-i-naere-relasjoner-hvordan-brukes-de-og-til-hvilken-nytte/.

[17] State report, p 58

As described in the State report, in 2024, Parliament instructed the Government to examine the possibility of establishing a statutory obligation for municipalities to develop such plans, and to submit a draft bill for public consultation by spring 2025.[18] Following a report from an interministerial working group, the Government is currently assessing possible follow-up, including legislative changes and alternative measures.[19]

As a significant proportion of municipalities still lack this type of action plan, NIM has previously suggested that Parliament consider making such plans mandatory, to strengthen the coordination of the work against violence and abuse at the municipal level.[20]

Recommendation:

- The State should intensify its efforts to ensure effective coordination of municipal services addressing domestic violence, including through a possible mandatory requirement for the development of municipal or intermunicipal action plans.

4.2 The TryggEst model – tool for organizing municipal work

Reference is made to the Questionnaire §§ 15-17 and State report pages 56 and 63.

The TryggEst model constitutes a multi-agency safeguarding framework. It was established by the Norwegian Directorate for Children, Youth and Family Affairs, in collaboration with the Directorate of Health, the Police Directorate and the Norwegian Association of Local and Regional Authorities (Kommunenes sentralforbund).[21] The model seeks to strengthen municipal efforts to prevent, detect and manage situations involving adults at risk of, or experiencing, violence and abuse. The review of the trial period from 2018-2020 concluded that the

[18] Innst. 259 S (2023-2024) *Innstilling fra justiskomiteen om Opptrappingsplan mot vold og overgrep mot barn og vold i nære relasjoner (2024-2028) Trygghet for alle*. Available in Norwegian: https://www.stortinget.no/no/Saker-og-publikasjoner/Publikasjoner/Innstillinger/Stortinget/2023-2024/inns-202324-259s/?all=true.

[19] State report, pp 58-59

[20] NIM. (2024). *Videre etter vold? Retten til vern og støtte i reetableringsfasen for voldsutsatte kvinner med innvandrerbakgrunn*. NIM-R-2024-003. p. 26. Available in Norwegian: https://www.nhri.no/rapport/videre-etter-vold/.

[21] National Competence Centre for Developmental Disabilities. (2025). *TryggEst: vern for risikoutsatte voksne*. Last read 29.01.26. Available in Norwegian: https://naku.no/kunnskapsbanken/tryggest-vern-risikoutsatte-voksne.

program contributed to addressing six to eight times more incidents of violence compared to earlier.[22]

In 2023, Norwegian authorities established a grant scheme through which municipalities may apply for funding to implement measures related to the TryggEst model, including the establishment of new TryggEst teams within municipalities. This grant scheme has been in operation for the past three years, and for 2026 the authorities have allocated approximately NOK 7 million.[23]

The TryggEst model has been increasingly adopted by municipalities and is regarded as a well-functioning and reputable framework that ensures a victim-centered approach to violence and abuse. Nevertheless, NIM notes with concern that according to the recent data only 102 out of 357 municipalities have established TryggEst teams, covering only approximately 50 percent of Norway's population.[24] NIM is concerned that the availability of coordinated responses under the TryggEst model remains uneven, which can lead to regional disparities and geographical variation in protection and support for adults at risk of or experiencing violence and abuse.

Recommendation:

- The State should ensure that the TryggEst model and its tools are available in all municipalities, aiming for full nationwide coverage.

4.3 Individual plan

Reference is made to GREVIO's Questionnaire §§ 15-17. The topic is not mentioned in the State report.

The Health and Care Service Act and the Social Benefit Act both require municipalities to develop individual plans for persons in need of long-term help and support services.[25] The use of individual plans is also provided by the Crisis Center Act § 4 first section as an important tool to ensure proper coordination across

---

[22] Elvegård, K., Olsen, T., Tøssebr, J. and Paulsen, V. (2020). *TryggEst: Bedre beskyttelse av overgrepsutsatte voksne. Sluttrapport: To års forsøk med TryggEst.* p. 95. Available in Norwegian: https://samforsk.no/uploads/files/Publikasjoner/TryggEst_sluttrapport_2020_web2.pdf.

[23] Directorate for Children, Youth and Familiy Affairs. (n.d.). *Tilskot til TryggEst.* Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/tilskudd/tryggest/.

[24] The Ministry of Justice and Public Security. (2025). *Opptrappingsplan mot vold og overgrep mot barn og vold i nære relasjoner (2024–2028) Trygghet for alle. Status sommer 2025*. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/ny-sideopptrappingsplan-mot-vold-og-overgrep-mot-barn-og-vold-i-nare-relasjoner-20242028-trygghet-for-alle.-status-sommer-2025/id3114866/.

[25] See Section 7-1 of the Health and Care Services Act and section 28 of the Social Care Act.

sectors and the highest quality of support services to women and others exposed to violence and abuse. NIM sees the individual plan as an important tool to ensure that people exposed to violence get victim-centered, coordinated and holistic assistance from help services.

Research has shown that the individual plan, as it is regulated in these legal standards, is an infrequently used tool in cases of violence. Part of the reason seems to be that there is ambiguity related to which parts of the support services that have the main responsibility for preparing such a plan. In some places it may seem that tools in the TryggEst model are used instead of the individual plan.[26]

The lack of use of individual plans or similar tools that the TryggEst model can provide may weaken coordination among service providers. It can also reduce the quality of help and follow-up that people exposed to violence and abuse can receive.

NIM has recommended that responsible authorities and service providers strengthen their work procedures to ensure that individual plans are systematically used in recovery phases for victims of violence and abuse.[27]

Recommendation:

- The State should ensure systematic use of individual plans by responsible authorities and service providers in recovery phases for victims of violence and abuse.
- This practice should be reviewed to ensure higher quality of individual plans and their routine application.

4.4 Police clearance certificates

Reference is made to GREVIO's Questionnaire § 15 and to the State report page 81.

Norwegian law requires police clearance certificates ("politiattest") for different types of employment or other activities; ref. the Police Register Act (politiregisterloven) chapter 7. One category of such certificates is the childcare certificate ("barneomsorgsattest), which is a specific document issued for employment in a range of positions involving responsibility for or close contact with

[26] Jahnsen, S. Ø., Kårtveit, B., Lundeberg, I. R., Sivertsen, K., Bergman, S., Sandmoe, A., Selvik, S. and Øverlien, C. (2022). *Krisesenter – kommunenes arbeid og oppfølging i reetableringsfasen*. NORCE Norwegian Research Centre. p. 87-88. Available in Norwegian: https://kudos.dfo.no/documents/357294/files/46264.pdf

[27] NIM. (2024). *Videre etter vold? Retten til vern og støtte i reetableringsfasen for voldsutsatte kvinner med innvandrerbakgrunn*. NIM-R-2024-003. p. 26. Available in Norwegian: https://www.nhri.no/rapport/videre-etter-vold/.

children, including in child welfare institutions, early childhood education, schools and voluntary activities.

The purpose of the childcare certificate, regulated by the Police Register Act § 39, is to prevent people with specific types and/or serious criminal convictions from gaining positions of trust over children and thereby reduce the risk of abuse, exploitation and other serious harm.

The scope of criminal offences listed for issuing the childcare certificate is, however, limited. While sexual offences and certain serious crimes are included, other forms of serious violence, coercion, and other relevant offences that may be closely linked to the exploitation or recruitment of children into criminal activity are not included. This may raise concerns as to whether the certificate sufficiently captures all criminal conduct that would be relevant when assessing suitability of a person for positions involving responsibility for children.

In February 2021, Parliament requested the Government to review the childcare certificate scheme, including whether additional offences should be included and whether access to information on relevant offences committed abroad could be improved.[28] The Government has informed Parliament that this work is still under consideration.[29]

NIM notes that childcare certificates for employees in the school sector cover a broader range of offences compared to the certificates required for employees in child welfare institutions and in kindergartens.[30]

Furthermore, NIM has, in its submissions concerning proposed legislative measures to combat the involvement of minors in criminal activity, recommended that the involvement of minors in criminal activity should be recorded on the childcare certificate.[31]

Recommendation:

- The State should ensure that the offences recorded on childcare certificates under the Police Register Act § 39 include all relevant types of specific

---

[28] Parliamentary resolution (request) No. 628 of 18 February 2021. Available in Norwegian: https://www.stortinget.no/no/Saker-og-publikasjoner/Vedtak/Vedtak/Sak/?p=80276

[29] Meld. St. 4 (2024–2025) *Anmodnings- og utredningsvedtak I stortingssesjonen 2024-2025*. p. 158. Available in Norwegian:https://www.regjeringen.no/contentassets/d467858eeea5484e9206a0633953ee03/no/pdfs/stm202520260004000dddpdfs.pdf

[30] See section 17-11 (4) of the Education Act and section 30 of the Kindergarten Act.

[31] NIM. (2026). *Høring – ny straffebestemmelse om involvering av mindreårige i kriminalitet*. NIM-H-2025-052. Available in Norwegian: https://www.nhri.no/2025/ny-straffebestemmelse-om-involvering-av-mindrearige-i-kriminalitet/

and/or serious criminal conduct, to safeguard children from unwanted exposure or contact.

5. Health and social services and specialist support services (articles 20 and 22)

5.1 Introduction

Reference is made to GREVIO's Questionnaire §§ 18-27.

The Istanbul Convention clearly requires states to take due account of and actively address special needs of vulnerable individuals. The state must take due account of such factors while developing and implementing measures to prevent and protect such individuals against violence, to ensure that measures are effective and targeted and take due account to intersectionality that can increase the vulnerability of a person.

In NIM's view, the authorities have introduced several positive measures that address specific needs of vulnerable individuals exposed to violence or abuse. Examples include the use of individual plans, the use of the TryggEst model, and the recent amendment to the Crisis Centre Act, which strengthens the right to individually adapted crisis center services.

Nevertheless, there are groups that do not have sufficient access to all adequate services as required under the Istanbul Convention, and the reasons for this differ.

NIM finds it necessary to highlight some of these groups in the following. NIM will also underline the need for more research and knowledge about these vulnerable groups.

5.2 Older persons

Reference is made to the State report pages 22, 63 and 65.

NIM has been monitoring the human rights situation of older persons for several years. In relation to violence and abuse, the institution has focused on two types of situations: domestic violence, and violence and sexual abuse in nursing homes.

Several studies and reports indicate that violence and abuse against older persons are not adequately identified and addressed, neither regarding domestic violence nor at nursing homes. It is NIM's opinion that there is still a lack of strategies, measures and knowledge in this area. For example, many nursing homes lack tools and knowledge to detect violence and abuse, and older persons are rarely

mentioned in action plans on domestic violence, both at state and municipal levels.[32]

NIM welcomes the TryggEst model, which helps the municipalities in identifying and addressing people vulnerable to violence and sexual abuse. The review of the model showed a significant increase in identification of cases involving elderly victims. At the same time, the review underlined the need to make the TryggEst model more well known and incorporated nationwide (for more on the TryggEst model, see section 4.2.).[33]

NIM also welcomes the initiative from the Norwegian board of Health Supervision (Helsetilsynet) to strengthen its supervisory role with regard to health and social services for the older persons in the period of 2024-2027.[34]

Recommendation:

- The State party should strengthen its efforts to protect older persons, both living at home and in institutions, from violence and sexual abuse, including by developing effective prevention and protection mechanisms.

5.3 Sámi persons

Reference is made to the State report pages 17, 35, 36, 39 and 89.

Over the years NIM has been monitoring the situation of Sami people exposed to violence and sexual abuse.[35]

Research confirms that Sámi people exposed to violence and sexual abuse experience barriers in accessing health and social care services. Factors such as lack of cultural and linguistic competence among service providers and the lack of trust among Sami people in government authorities due to historical reasons, are deemed to cause such barriers. Although research addresses the need for local

---

[32] NIM. (2023). *Eldres menneskerettigheter. På stedet hvil?*. NIM-R-2023-001. Available in Norwegian: https://www.nhri.no/wp-content/uploads/2023/06/Eldres_menneskerettigheter_pa_stedet_hvil_web.pdf; NIM. (2019). *Eldres menneskerettigheter – syv utfordringer*. Available in Norwegian: https://www.nhri.no/wp-content/uploads/2019/03/NIM_Temarapport_2019_Eldre_web.pdf.

[33] Elvegård, K., Olsen, T., Tøssebr, J. and Paulsen, V. (2020). *TryggEst: Bedre beskyttelse av overgrepsutsatte voksne. Sluttrapport: To års forsøk med TryggEst.* p. 95. Available in Norwegian: https://samforsk.no/uploads/files/Publikasjoner/TryggEst_sluttrapport_2020_web2.pdf.

[34] Helsetilsynet. (n.d.). *Tilsynssatsing på helse- og omsorgstjenester til eldre. Satsing 2024-2027.* Last read 29.01.26. Available in Norwegian: https://www.helsetilsynet.no/tilsyn/landsomfattende-tilsyn/landsomfattende-tilsyn-helse-og-omsorgstjenester/2024-2027-tilsynssatsing-paa-helse-og-omsorgstjenester-til-eldre/

[35] NIM. (2018). *Violence and absue in Sámi communities*. Available in English: https://www.nhri.no/2019/thematic-report-2018-violence-and-abuse-in-sami-communities/.

action plans in the municipalities with Sami population, it also suggests that there has been a positive change in the views and measures to combat violence and abuse in Sami communities.[36]

In recent years, the authorities have implemented several measures, many of which are described in the State report. NIM would like to highlight the adopted changes to the Crisis Center Act § 3 which confirms that "the special rights of Sami users must be safeguarded in the crisis center service offering."[37] Furthermore, NIM supports the establishment of NASÁG/NASAK, the National Sámi Competence Centre, which has been an important measure to strengthen the knowledge and competence of service providers on Sámi population.

However, NIM remains concerned about the absence of Sámi specific support services, such as a Sami crises center in Sápmi (The traditional territory of Sámi people). The decision to shut down the crisis center in Karasjok in 2019 caused Sami people to travel long distances to seek crisis center or protection from violence or sexual abuse. Longer distances can represent a barrier to access adequate help and services. As of today, the crisis center in Karasjok has been partly reopened, offering services during working hours with no possibilities for overnight stay.[38]

NIM is aware that the Government is planning further measures to strengthen the services provided for the Sami population.

Recommendations:

- The State should ensure further strengthening of the service providers' ability to provide adequate support to Sami people exposed to violence and sexual abuse, including by enhancing the service providers' knowledge of Sámi language and culture.

---

[36] Bergman, S., Kiil, M. A., Bjørnholt, M., Ruud, N.S. (2025). *Når tausheten brytes: Om vold i nære relasjoner og seksuelle overgrep i Sámiske samfunn.* Rapport nr. 1/2025, p. 108 and pp. 110-111. Available in Norwegian: https://www.nkvts.no/content/uploads/2025/01/NKVTS_Rapport_1-25_Nar-tausheten-brytes-Om-vold-i-naere-relasjoner-og-seksuelle-overgrep-i-samiske-samfunn.pdf.

[37] Innst. 439 L (2024-2025) *Innstilling fra familie- og kulturkomiteen om Endringar i krisesenterlova (tydeliggjering av det kommunale ansvaret og grunnlag for behandling av personopplysningar m.m.* Available in Norwegian: https://www.stortinget.no/no/Saker-og-publikasjoner/Publikasjoner/Innstillinger/Stortinget/2024-2025/inns-202425-439l/?all=true.

[38] The Ministry of Children and Family. (2024). *Høyringsnotat, forslag til endringar i krisesenterlova*. Available in Norwegian: https://www.regjeringen.no/contentassets/a98888909402429487bd057dbc9af5ae/hoyringsnotat-om-forslag-til-endringar-i-krisesenterlova-.pdf

- The State should ensure further strengthening of the services of the crisis centers in the Sápmi region, including in Karasjok.

5.4 Women with migrant background

Reference is made to the State report pages 72 and,104.

Data from the Norwegian Directorate for Children, youth and family affairs (Bufdir) show that 61 % of the residents in Norwegian crises centers in 2024 were persons with an immigrant background. Most of these people are women.[39] Incidence studies indicate a somewhat higher degree of vulnerability to violence among women with a migrant background than among women without such a background, with significant variations in vulnerability to violence based on the respondent's country of origin.[40]

In 2024, NIM issued a report concerning migrant women victims of violence and abuse and challenges they face in the recovery phase. Three main challenges highlighted by the report include lack of access to information regarding victim support and protection services, lack of culture and language competence among service providers and, thirdly, challenges accessing long-term housing. When it comes to lack of information NIM would underline that this challenge is especially pronounced for women who have lived in Norway for a short time, many of whom have limited knowledge of their rights, existing support services, and how to access them.[41]

Recommendation:

- The State should ensure further strengthening of the service providers' ability to provide adequate support to migrant women exposed to violence and sexual abuse, including by securing access to information, developing language competence and cultural sensitivity among relevant service providers and securing long-term housing.

5.5 Women with substance use issues

[39] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Om beboere*. Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/krisesentrene/om-beboere/#section-3542.
[40] NIM. (2024). *Videre etter vold? Retten til vern og støtte i reetableringsfasen for voldsutsatte kvinner med innvandrerbakgrunn*. NIM-R-2024-003. pp. 9-11. Available in Norwegian: Videre etter vold? - Norges institusjon for menneskerettigheter.
[41] Ibid, p. 31.

Reference is made to the State report pages 17, 28, 50, 61and 117.

People with substance use issues are significantly more exposed to violence and abuse than the rest of the population.[42]

In 2022, NIM raised concerns regarding the shortcomings in the authorities' ability to prevent and protect women with substance use issues from violence and abuse.[43] NIM pointed out that this group is not always provided with adapted services and often does not have access to crisis center services. It was also pointed out that there was a need to increase the knowledge among service providers on how to help this group adequately. A particular concern, in NIM's view, is a poor understanding of the situation of women who sell or exchange sex for drugs. This is a marginalized group that has been considered particularly vulnerable to violence and abuse.

The authorities have since initiated several measures. For example, the rights of this group have been strengthened in the Crisis Center Act. According to the Crisis Center Act, municipalities must offer equivalent alternative crises center services for those who need them. Furthermore, the Government has announced in a white paper to the Parliament that it will strengthen the treatment services in the specialist health service for women who are victims of violence and have substance use issues.[44]

Many victims of violence who have substance use issues have a simultaneous need for both protection from violence and specialized treatment within somatic or mental health care. NIM therefore believes that the development of alternative crisis center services under the auspices of the municipality and treatment services in the specialist health service should be seen in conjunction with each other, to ensure that comprehensive and coordinated assistance services are provided to this group.

NIM considers that both the legal amendments in the Crisis Center Act and the new substance use reform will have to be followed up with the necessary resources so

---

[42] Hustvedt, I. B., Bosnic, H. and Håland, E. M. (2021). *Brukerplan – årsrapport 2020. Tjenestemottakere med rusproblemer og psykiske helseproblemer i kommunale helse- og omsorgstjenester*. Helse Stavanger; Vatnar, S. K. B., Friestad, C. and Bjørkly, S. (2019). *The influence of substance use on intimate partner homicide: Evidence from a Norwegian National 22-year cohort*, International Journal of Forensic Mental Health 18, nr. 2. pp. 99–110.

[43] NIM. (2022). *Rus og menneskerettigheter*. NIM-R-2022-007. Available in Norwegian: https://www.nhri.no/wp-content/uploads/2022/09/NIM-R-2022-007.pdf.

[44] Meld. St. 5 (2024-2025). *Trygghet, fellesskap og verdighet: Forebyggings- og behandlingsreformen for rusfeltet Del I – en ny politikk for forebygging, skadereduksjon og behandling.* Chapters 7.6.4 and 8.9. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/meld.-st.-5-20242025/id3064959/.

that measures proposed would lead to real changes in the current situation of this group.

Recommendation:

- The State should ensure further strengthening of the capacity of municipalities and specialist health services to provide adequate support and protection to women with substance use issues exposed to violence and abuse. This includes securing adequate funding, resources and coordination, and enhancing service providers' knowledge of the situation of these women.

5.6 Persons with disabilities

Reference is made to the State report pages 17, 65 and 104.

There is limited research on violence and abuse against persons with disabilities in Norway. A comparative study indicates that persons with disabilities have a higher risk of experiencing violence and abuse than the general population. The study also points out that persons with disabilities experience multiple barriers in accessing general health and support services, including due to lack of competence and training of health care workers.[45]

Crisis centers are gathering data about persons with disabilities that are using their services. According to the statistics in 2024, 38 % of residents in Norwegian crises centers had one or multiple disabilities, and many of the residents have had previous contact with a crisis center.[46]

The level of adaptation to the user's needs varies. The majority of 47 crises centers in Norway report that they have accessible toilets (37 crises centers) and rooms facilitated for persons with physical disabilities (36 crises centers). Around 10 % of centers report other types of adaptations, for example fire alarms for persons with impaired vision or hearing, chairlifts/stairlifts as well as renting adapted premises when needed.[47]

---

[45] Gundersen, T., & Vislie, C. (2019). *Voldsutsatte med funksjonsnedsettelser – individuelle og strukturelle barrierer mot å søke hjelp*. Universitetsforlaget. pp. 159–177. Available in Norwegian: https://www.scup.com/doi/10.18261/9788215032320-2019-09.

[46] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Om beboere*. Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/krisesentrene/om-beboere/#section-3540.

[47] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Tilgjengelighet*. Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/krisesentrene/tilgjengelighet/.

Information from the crisis centers also shows that the residents with disabilities often suffer from mental and chronic diseases. According to statistics, these individuals were more often using mental health services during their stay, compared to other residents (14 and 4 percent respectively). For contact with mental health services established before their stay, the difference was even greater (34 percent versus 7 percent).

NIM acknowledges the abovementioned initiative TryggEst as an important tool to strengthen the work of the municipalities toward all at-risk adults. Further enhancement of the tools in the TryggEst model and similar tools, and ensuring national wide coverage, is instrumental in identifying people who have been subjected to violence or sexual abuse as well as providing them with necessary protection and support.

NIM underlines that persons with disabilities are a diverse group, with various types of physical and mental disabilities and therefore require diverse types of protection and support services. Violence does not only occur in close relationships but can also be carried out by individuals working in the homes of persons with disabilities or at institutions designed to give support and help. This should be given due consideration during planning and implementation of protection and support measures.

Recommendation:

- The State should strengthen its efforts to prevent and combat violence and sexual abuse against persons with disabilities, living at home or in specialized institutions. This should include enhancing availability of nationwide mechanisms for early detection of this type of violence, as well as providing protection and support services that are adapted to the needs of people with disabilities.

5.7 LGBTQ+ persons

Reference is made to the State report page 104.

Research on the prevalence of domestic violence among the LGBTQ+ community remains limited.[48]

[48] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Vold*. Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/LHBT/lhbt-vold/; Ummak, E. (2022). *Skeivt blikk på partnervold*. Khrono. Available in Norwegian: https://www.khrono.no/skeivt-blikk-pa-partnervold/695733.

An interview study from 2024 indicates that signs of partner violence in LGBTQ+-relations may differ from heterosexual relationships, and that knowledge about this is crucial to ensure that service providers can identify victims of violence and abuse. Several of those interviewed reported meetings with service providers who lacked knowledge or who had prejudices, and that the crises center services were not always adapted to parts of this group's needs.[49]

In NIM's view, the lack of data makes it difficult to effectively monitor the human rights situation for LGBTQ+ persons, including the extent to which these groups experience domestic violence.

Recommendation:

- The State should ensure that relevant service providers have research-based knowledge as well as capacity to provide adequate service and support to LGBTQ persons who are victims of violence and sexual abuse.

5.8 Men victims of domestic violence, including those accompanied by children

Not mentioned in the State report.

In accordance with the Istanbul Convention Article 2 section 2, Norway has made a declaration stating that the provisions of the Istanbul Convention pertaining to domestic violence also apply to men. NIM would like to address certain issues relating to the rights of male victims of domestic violence. Some of these men are also fathers, and their children likewise have a right to protection under the Convention regardless of gender; they are therefore also mentioned here.

The Crisis Center Act § 2 states that the crises center services for women and men shall be separated. The Norwegian Directorate for Children, Youth and Family Affairs reports that 41 out of 43 crises centers offer services to men. The design of the services varies between physical separation within the same buildings as the women crises center, and separation using different buildings.[50]

---

[49] Ummak, E., Türken, S., Jessen, R., & Toplu-Demirtaş, E. (2024). «*I just thought maybe this is [the] way of doing things": Exploring lesbian-, gay-, and bisexual-specific intimate partner violence in Norway.* Psychology of Violence, *14*(4). pp. 260–269. Available here: https://doi.org/10.1037/vio0000512.; Busterud, K. (2025) *Forskning: Skeive savner hjelp ved partnervold*. VID. Last read 29.01.26. Available in Norwegian: https://www.vid.no/nyheter/forskning-skeive-savner-hjelp-ved-partnervold.

[50] The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Tilgjengelighet*. Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/krisesentrene/tilgjengelighet/#section-309.

Research, however, shows that the crises center services offered to men, and their children, are in many cases of lower quality compared to those available to women and their children.[51]

NIM would like to underline the importance of equal guarantees of access to crises center services for men, and for their children.

Recommendation:

- The State should further strengthen the quality of crises center services provided to men exposed to domestic violence, and to their children.

6. Custody, visitation, dispute resolution (Articles 31 and 48)

Reference is made to the Questionnaire §§ 32-39 and the State report pages 75-78 and 81-83.

The Norwegian legal framework requires that courts give due consideration to violence and abuse in decisions on custody and visitation rights, with the child's best interests and right to protection as guiding principles. Decisions on custody and visitation rights involve a complex balancing of the child's right to protection and the right to family life. These types of cases require that the authorities act within a framework of procedural safeguards as well as based on sufficient and updated information.

Civil society actors have expressed concern that allegations of violence are not being sufficiently investigated or given adequate weight in cases concerning parental disputes and contact rights.[52]

In 2025, Parliament adopted several resolutions requesting the Government to examine how authorities, courts and expert witnesses obtain, assess and make use of information concerning violence and abuse in custody and visitation cases, and

[51] The Ministry of Children and Family. (2024). *Høyringsnotat, forslag til endringar i krisesenterlova*. Chapter 6.1.1. Available in Norwegian: https://www.regjeringen.no/contentassets/a98888909402429487bd057dbc9af5ae/hoyringsnotat-om-forslag-til-endringar-i-krisesenterlova-.pdf; The Norwegian Directorate for Children, Youth and Family Affairs. (n.d.). *Tilgjengelighet.* Last read 29.01.26. Available in Norwegian: https://www.bufdir.no/statistikk-og-analyse/krisesentrene/tilgjengelighet/#section-309.

[52] Juridisk rådgivning for kvinner, Sanitetskvinnene and Krisesentersekretariatet. (2025). *Norwegian Civil Society's Report no. 1 on the Istanbul Convention.* Available here: https://rm.coe.int/norwegian-civil-society-s-shadow-report-no-1-on-the-istanbul-conventio/488029e0ae.

to consider measures to strengthen access to relevant information, cross-sectoral cooperation and multidisciplinary risk assessments.

These developments indicate that the authorities recognize these concerns and are willing to enhance existing systems to ensure that the decisions on custody and visitation adequately safeguard children's right to protection from violence. The authorities report that the Ministry of Children and Families is currently focused on collecting data regarding cases relating to custody and visitation rights.[53]

NIM welcomes the authorities' plans to review current practice in these cases and underscores that an up-to-date knowledge base is essential for ensuring the rights of those affected by violence.

Recommendations:

- The State should further strengthen existing systems for identifying, assessing and responding to risks of violence and abuse against children in custody and visitation contexts, including by ensuring effective access to relevant information, sufficiently coordinated and timely risk assessments as well as by enhancing competence and knowledge of relevant agencies and services providers on harmful conflict, violence and protection of the best interest of the child.
- The State should ensure that custody and visitation frameworks allow for effective and timely restrictions on contact rights in cases involving parents convicted of violence or sexual abuse against children, including by considering whether existing criminal-law measures provide sufficient protection, or whether additional civil-law mechanisms are needed to safeguard the child's best interests in practice.

7. Investigations and proceedings (Article 49, in conjunction with articles 50 and 56)

Reference is made to the Questionnaire §§ 40-47 and the State report pages 84 and 87-88

Available information, including the work of the Committee to Combat Rape, points to systemic weaknesses in the investigation of rape cases in Norway. While many dedicated investigators and prosecutors carry out important work, the overall

[53] As stated in Section IV, Article 31, point 22.1 in Norway's 2025 report on the implementation of the Recommendation of the Committee of the Parties adopted on 6 Desember 2022. Available in English: https://rm.coe.int/reply-by-norway-to-the-reporting-form/488029c754

handling of rape cases by the police and prosecution authorities is, according to the Committee, not sufficient.

The Committee concludes that there are several shortcomings in the investigations of rape cases as of today: A high number of cases are dismissed at an early stage of the investigation. In several cases, no investigative actions are taken for a long period of time. Furthermore, investigations often do not follow existing requirements and guidelines set forth by prosecutorial authorities. In a substantial proportion of cases, required investigation plans are either absent or of poor quality. There are also notable shortcomings in collecting DNA for analysis and proactive use of other investigative measures.

Considering these findings, the Committee has proposed more systematic measures to improve the quality of rape investigations, including permanent specialized structures that also could provide guidance to practitioners as well as systematic quality control of rape cases over time, with a clear focus on observing and raising investigative standards.[54]

Furthermore, a report from the Rogaland regional prosecution office (Rogaland statsadvokatembete) indicates serious concerns regarding the quality of investigations in rape and domestic violence cases.[55]

The Director of Public Prosecutions (Riksadvokaten) has underlined that, in the current demanding resource situation, it is challenging to give all priority cases the level of attention they require. The Director of Public Prosecutions has emphasized that resources should first and foremost be used to ensure full implementation of existing directives and structures within the current organizational framework, before introducing new systems or bodies.[56]

Taken together, these developments suggest that current structures and resource levels are not sufficient to ensure consistently high-quality investigations of rape across the country. There is no comprehensive, nationwide and systematic quality-control framework for rape cases beyond periodic national reviews by the Director

---

[54] NOU 2024: 4 *Voldtekt – et uløst samfunnsproblem*. Section 20.4, 20.5 and 22.5. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/nou-2024-4/id3028553/.

[55] Rogaland Statsadvokatembeter. (2025). *Sluttrapport etter fagledelsesprosjekt – systematisk erfaringslæring Sør-Vest politidistrikt.* Available here: https://www.riksadvokaten.no/document/inspeksjon-sor-vest-politidistrikt-mishandlingssaker/

[56] Consultation response of 14 June 2024 from the Director of Public Prosecutions to NOU 2024:4 *Voldtekt – et uløst samfunnsproblem,* in particular Section 3. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/horing-nou-2024-4-voldtekt-et-ulost-samfunnsproblem/id3029781/?uid=8dcee19c-6feb-462e-86e0-81f316f1b7a6

of Public Prosecutions. The identified weaknesses risk undermining the effectiveness of investigations and the protection of victims' rights in practice.

In addition, the Committee to Combat Rape has highlighted the need to better tailor investigative procedures for vulnerable victims, including older children and adults with vulnerabilities.[57] The Director of Public Prosecutions has expressed support for further examination of these proposals.[58]

While child advocacy centers (Barnehus) are used extensively for children under 16 and certain categories of vulnerable adults, the current framework does not fully ensure that all vulnerable persons in rape cases benefit from these additional safeguards, including specialized interviews ("tilrettelagte avhør").

Recommendations:

- The State should take necessary steps to improve the quality of rape investigations, including providing necessary and additional resources as well as establishing permanent specialized structures that can both provide necessary guidance to practitioners and ensure systematic quality control of rape cases over time.
- The State should ensure that older children and other vulnerable groups fully enjoy special safeguards throughout the investigation period, including during interviews and coordinated support. The State should furthermore consider the possibility of expanding the child advocacy centers ("barnehus") or similar arrangements to more vulnerable adults and to children aged 16–18 in rape cases.

8. Risk assessment tools and risk management (Article 51)

Reference is made to the Questionnaire § 48-50 and to the State report pages 92-94.

The State report gives an overview of key risk assessment tools and risk management used by the police authorities (SARA:SV and PATRIARCH), municipalities (TryggEst: RITE) and crisis centers.

---

[57] NOU 2024: 4 *Voldtekt – et uløst samfunnsproblem*. Section 20.5.11 and 22.5.12. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/nou-2024-4/id3028553/.

[58] Consultation response of 14 June 2024 from the Director of Public Prosecutions to NOU 2024:4 *Voldtekt – et uløst samfunnsproblem*. Section 4. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/horing-nou-2024-4-voldtekt-et-ulost-samfunnsproblem/id3029781/?uid=8dcee19c-6feb-462e-86e0-81f316f1b7a6

In 2025, the use of risk assessment and risk management tools for intimate partner violence and honor-related violence by the police authorities was assessed and the following shortcomings were identified. These include, for example, that the scope of the national guideline is limited to partner violence and honor-related violence and does not include other forms of domestic violence. Furthermore, the competence of the staff using these tools varies. One specific issue that was highlighted was that the national guidelines regarding use of these tools explicitly did not require a police report in advance of using the tools. At the same time, several practitioners had an understanding that such a police report was a requirement. This could undermine the proactive role and effectiveness of the tools, particularly in situations where victims are unable or unwilling to report violence to the police.[59] NIM notes that the National Police Directorate follows up these findings.

In 2025, according to a governmental survey, there are several different tools that are currently used to map threats and assess the need for security measures for users of the crisis centers. The tools that are most widely used are the professional guide for the municipalities' crisis center services (from The Norwegian Directorate for Children, Youth and Family Affairs), Abuse Index, SARA:SV and PATRIARCH in cases of honor-related violence. The use of these tools will depend on whether a victim is a resident or day user of the crisis center, and whether the victim is an adult or child. Several centers have also developed their own in-house tools. Some of these are based on elements from the aforementioned tools. 91 percent of crisis centers reported that there is a need for common tools.[60]

NIM has previously recommended the need to further systematize and expand the use of relevant risk assessment tools among municipalities and crisis centers, and to strengthen competence in risk assessment and risk management across relevant professions and educational programs.[61]

Recommendations:

---

[59] Menon Economics. (2025). *Evaluering av politiets risikovurderingsverktøy for partnervold og æresrelatert vold*. Menon-publikasjon Nr. 69/2025. p. 84-85. Available in Norwegian: https://menon.no/prosjekter/evaluering-av-politiets-risikovurderingsverktoy-for-partnervold-og-aeresrelatert-vold.

[60] The Ministry of Justice and Public Security. (2025). *Opptrappingsplan mot vold og overgrep mot barn og vold i nære relasjoner (2024–2028) Trygghet for alle. Status sommer 2025*. Available in Norwegian: https://www.regjeringen.no/no/dokumenter/ny-sideopptrappingsplan-mot-vold-og-overgrep-mot-barn-og-vold-i-nare-relasjoner-20242028-trygghet-for-alle.-status-sommer-2025/id3114866/.

[61] NIM. (2024). *Videre etter vold? Retten til vern og støtte i reetableringsfasen for voldsutsatte kvinner med innvandrerbakgrunn*. NIM-R-2024-003. pp. 26 and 36. Available in Norwegian: https://www.nhri.no/rapport/videre-etter-vold/.

- The State should further strengthen the effectiveness of the use of SARA:VS and PATRIARCH, to ensure that all cases of domestic violence are addressed adequately.
- The State should ensure consistency of application of different risk assessment tools by municipalities and crisis centers, as well as better coordination of these mechanisms among relevant agencies.

9. Emergency barring orders and restraining or protection orders (Articles 52 and 53)

Reference is made to the Questionnaire §§ 51-54 and the State report pages 94-97.

Norwegian law provides for protection orders ("kontaktforbud") and restraining orders ("besøksforbud"), including the possibility of barring the offender from their own home and combining orders with electronic monitoring.

Civil society actors report concerns regarding how these measures function in practice. They point, among other things, to limited accessibility and predictability, challenge in balancing interests and issues regarding use of barring orders from the offender's own home. [62]

At the same time, NIM points out that important steps have been taken to strengthen protection tools. Following legislative amendments in 2024, the use of reverse personal safety alarms (electronic monitoring of restraining/protection orders) has increased significantly, from around 20 orders per year to 191 orders in 2024. Civil society generally regards this as a positive development, as it can help shift the burden from victims to offenders and provide victims with greater freedom of movement within defined zones. The authorities have expressed expectations of increased use of electronic monitoring as a protection measure, while also emphasizing that such measures constitute a serious interference with rights such as freedom of movement and private life and must therefore be necessary and proportionate in each individual case.

NIM considers it particularly important that Norway both strengthens the effectiveness and predictability of protection measures for victims and ensures robust legal safeguards and careful proportionality assessments for intrusive measures such as electronic monitoring.

---

[62] Juridisk rådgivning for kvinner, Sanitetskvinnene and Krisesentersekretariatet. (2025). *Norwegian Civil Society's Report no. 1 on the Istanbul Convention. society's shadow report no. 1 on the Istanbul convention*.

Given the recent expansion in the use of reverse personal safety alarms and the seriousness of the interests at stake on both sides, NIM sees a need for a thorough evaluation of how these measures are applied in practice, and of their actual preventive effect.

Recommendations:

- The State should ensure that protection and restraining orders, including reverse personal safety alarms, are effective and predictable for victims of domestic and gender-based violence, while at the same time ensuring the legal safeguards and proportionality requirements.
- The State should conduct a thorough evaluation of how protection and restraining orders are applied in practice, and of their actual preventive effect.

Best regards

for the Norwegian Human Rights Institution

Kai Spurkland	Stine Langlete
Director	Head of Monitoring Mechanism