



# Annual Report 2022

The Expert Team against Forced Marriage, Female Genital Mutilation and Negative Social Control



## Annual Report 2022

NORWEGIAN DIRECTORATE FOR CHILDREN,  
YOUTH AND FAMILY AFFAIRS (BUFDIR)

### Postal address:

PO Box 2233  
3103 Tønsberg, Norway

### Office address:

Fredrik Selmers vei 3  
0663 Oslo, Norway

### Switchboard:

+ 47 466 15 000

### ISBN:

978-82-8286-402-2

### Design:

Per Høj Reklamebyrå

### Foto:

© Getty Images

### Order from:

[bufetat.no/bestilling](http://bufetat.no/bestilling) [Bufdir.no](http://Bufdir.no)

[Bufdir.no](http://Bufdir.no)



# Preface

The purpose of the Expert Team is to help prevent and uncover instances of forced marriage, honour-based violence, negative social control and female genital mutilation, and ensure that those subjected to or at risk from such abuse receive adequate assistance. To this end, we provide expertise and guidance to the public services and voluntary organisations that encounter such individuals in the course of their work. We also provide guidance to those victims and potential victims who contact us, and put them in touch with the relevant public services.

The Expert Team is a national interagency unit familiar with the day-to-day work of the public services and the law, and can therefore provide relevant and specific guidance.

This knowledge and support can provide a firmer footing for public service agencies in the management of often complex individual cases, and be of assistance to victims and those at risk.

For each year that has passed, we have seen an increase in the number of cases where we have given advice and guidance or have provided other forms of assistance. In 2022, the Expert Team handled 891 cases. By comparison, the team was contacted in connection with 759 cases in 2021, 649 cases in 2020 and 669 cases in 2019. The steadily rising number of cases could be the result of both greater competence the part of the public services, and thus more cases being uncovered, and that the existence of the Expert Team may have become more widely known.

The police service contacted the Expert Team about 152 cases in 2022, the largest number by a single entity and an almost threefold increase compared with 2021.

Another service which has sharply increased the frequency of its requests for guidance is the Norwegian Labour and Welfare Administration (NAV), which doubled the number of queries in 2022 compared with 2021. Nevertheless, we believe that NAV – like other services – would benefit from knowing more about and making greater use of the Expert Team's services, though we know we still have a great deal of work to do to make the team more widely known. Efforts relating to the strategic and systematic building of greater knowledge and awareness in the public services will therefore remain important in the coming years.

The number of cases that reach the Expert Team does not necessarily reflect the actual scale of the problem in Norway. There is reason to believe that many cases go unreported and that not everyone receives assistance.

The Expert Team notes that some groups are under-represented in our cases. We believe that more work is required to reach out with information about the assistance that is available. The public services must also be made aware that honour-based violence and negative social control are not issues that only affect girls from minority communities. In this report, we also highlight the fact that men and boys, queer people and members of religious communities can be subjected to violence and negative social control.

Knowledge about what people from these groups are subjected to and what potential helpers should look out for to identify such cases is important to ensure that help is given to all those who need it.

# Contents

<b>1</b>	<b><u>About the Expert Team</u></b>	<b>1</b>
1.1.	<u>The Expert Team's composition</u>	2
1.2.	<u>The Expert Team's mandate and purpose</u>	3
1.3.	<u>Registration of cases and statistics</u>	3
1.3.1.	<u>Change of primary concern categories after 2021</u>	3
1.3.2.	<u>Updated registration form with effect from 2022</u>	3
1.4.	<u>Evaluation of the Expert Team</u>	4
<b>2</b>	<b><u>Facts and figures</u></b>	<b>5</b>
2.1.	<u>Total number of cases</u>	6
2.2.	<u>Breakdown of cases by gender</u>	6
2.3.	<u>Breakdown of cases by primary concern</u>	7
2.3.1.	<u>Threats and violence</u>	7
2.3.2.	<u>Negative social control</u>	7
2.3.3.	<u>Involuntary stays abroad</u>	8
2.3.4.	<u>Forced marriage</u>	8
2.3.5.	<u>Female genital mutilation</u>	10
2.3.6.	<u>Child marriage</u>	11
2.4.	<u>Cases involving multiple concerns</u>	12
2.4.1.	<u>Other concerns in cases where the primary concern was «threats and violence»</u>	13
2.4.2.	<u>Other concerns in cases where the primary concern was «negative social control»</u>	13
2.4.3.	<u>Other concerns in cases where the primary concern was «involuntary stays abroad»</u>	13
2.4.4.	<u>Other concerns in cases where the primary concern was «fear of forced marriage»</u>	14
2.5.	<u>Breakdown of cases by age</u>	14
2.5.1.	<u>Cases concerning adults</u>	15
2.5.2.	<u>Cases concerning children</u>	15
2.6.	<u>Who contacts the Expert Team?</u>	16
2.6.1.	<u>Cases from the police service</u>	16
2.6.2.	<u>Cases from the child welfare service</u>	17
2.6.3.	<u>Cases from minority advisors/schools with a minority advisors</u>	18
2.6.4.	<u>Cases from crisis centres</u>	19
2.6.5.	<u>Cases from the Norwegian Labour and Welfare Administration (NAV)</u>	19
2.6.6.	<u>Cases from the Norwegian Directorate of Immigration (UDI)</u>	20
2.6.7.	<u>Cases from refugee service providers and introduction programmes</u>	21
2.6.8.	<u>Cases from the Norwegian Directorate for Diversity and Inclusion (IMDi)</u>	21
2.6.9.	<u>Cases from the health services</u>	22
2.6.10.	<u>Cases from Norwegian embassies and the Norwegian Ministry of Foreign Affairs</u>	23
2.7.	<u>Breakdown of cases by county of residence</u>	25
2.8.	<u>Breakdown of cases by national background</u>	25
2.8.1.	<u>Syria</u>	26
2.8.2.	<u>Somalia</u>	26
2.8.3.	<u>Iraq</u>	26
2.8.4.	<u>Pakistan</u>	26
2.8.5.	<u>Afghanistan</u>	27
2.8.6.	<u>Russia</u>	27

2.9.	<u>Vulnerable persons located abroad</u>	27
2.9.1	<u>Children located abroad</u>	28
2.9.2.	<u>Coordination of repatriation to Norway and reimbursement of travel expenses</u>	29
2.10	<u>Immigration cases</u>	29
<b>3</b>	<b><u>Experience-based insights</u></b>	<b>31</b>
3.1.	<u>Vulnerability of men and boys in cases concerning honour-based violence</u>	32
3.2.	<u>People identifying as LGBTIQ+</u>	33
3.3.	<u>People subjected to negative social control in faith communities</u>	35
<b>4</b>	<b><u>Housing and social support scheme</u></b>	<b>37</b>
4.1.	<u>New arrivals and residents in 2022</u>	39
4.1.1.	<u>Housing occupancy rate</u>	39
4.2.	<u>People assessed for housing support scheme in 2022</u>	40
4.2.1.	<u>Experience from cases involving parents with children</u>	41
4.2.2.	<u>Previous experience with the child welfare service</u>	41
4.3.	<u>Mentoring scheme</u>	42
<b>5</b>	<b><u>Other activities</u></b>	<b>43</b>
5.1.	<u>Awareness-raising activities</u>	44
5.2.	<u>Competence enhancement</u>	44
5.2.1.	<u>Interdisciplinary gatherings and seminars</u>	44
5.2.2.	<u>Lectures and participation at meetings of specific services</u>	45
5.2.3.	<u>Competence development partnership with Bufetat Region East</u>	46
5.3.	<u>Answering questions on Ung.no</u>	46
5.4.	<u>Professional contributions/ input</u>	47
5.4.1.	<u>Participation in reference groups</u>	47
<b>6</b>	<b><u>Statistics</u></b>	<b>49</b>
6.1.	<u>List of tables</u>	50
6.2.	<u>All cases</u>	51
6.3.	<u>Immigration cases</u>	54
6.4.	<u>Vulnerable persons located abroad</u>	56
6.5.	<u>Cases relating to children</u>	58
6.6.	<u>Figures per national background broken down by primary concern, gender and age</u>	60

# Part 1

# About the Expert Team

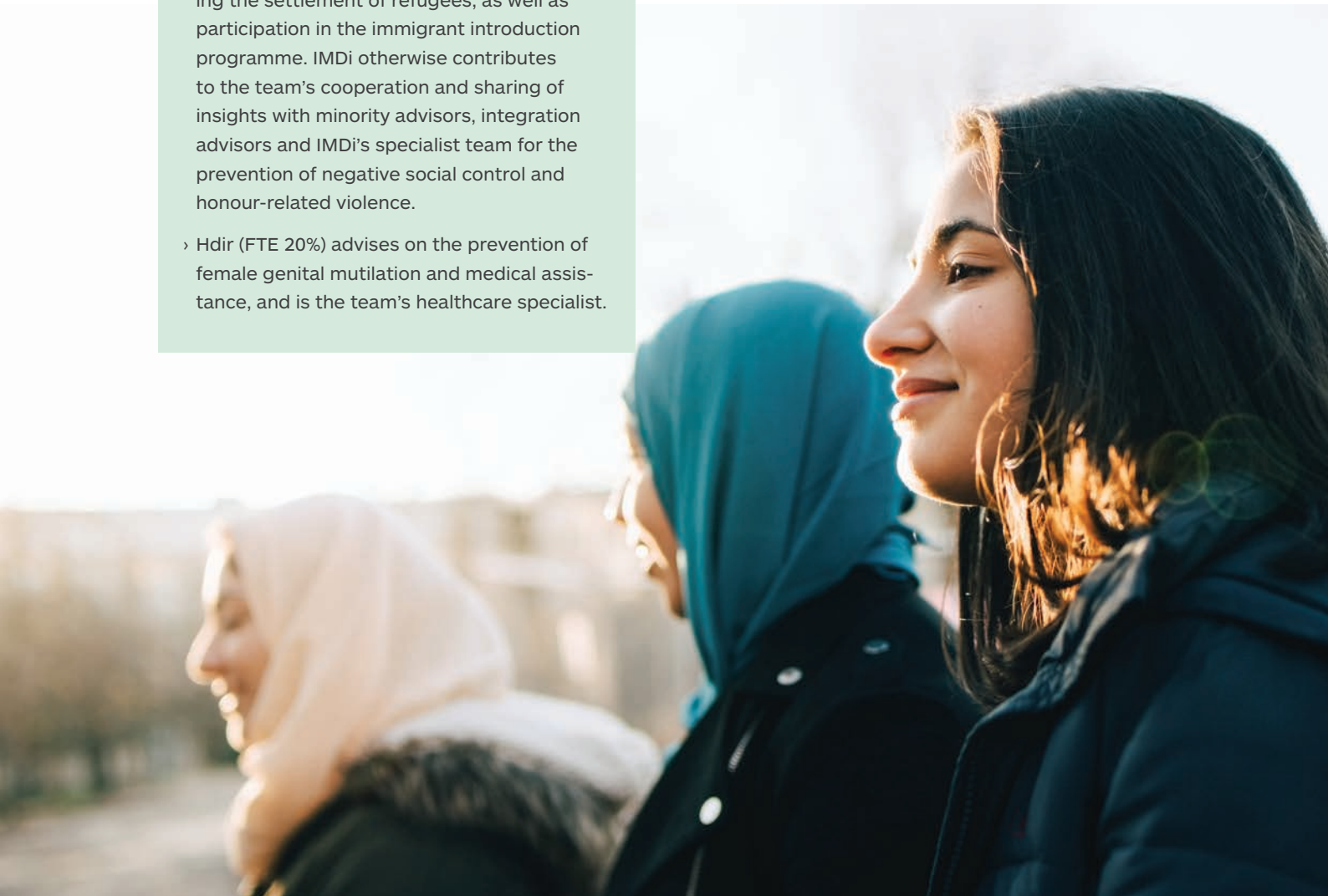
[< Innholdsfortegnelse](#)**Brief summary of areas of professional expertise and division of responsibilities:**

- › Bufdir (FTE 300%) coordinates the team, coordinates the national housing and social support scheme and is responsible for the team's helpline and the reimbursement of repatriation expenses for victims of abuse located abroad. Bufdir is the main provider of guidance in cases concerning children, and is the team's child welfare specialist.
- › UDI (FTE 100%) advises on matters relating to residence and asylum cases or other matters relating to immigration.
- › POD (FTE 100%) advises on security and criminal law issues and is the team's specialist with regard to policing matters.
- › AVdir (FTE 100%) Advises on matters relating to legislation and regulations associated with NAV's areas of responsibility.
- › IMDi (FTE 50%) advises on matters concerning the settlement of refugees, as well as participation in the immigrant introduction programme. IMDi otherwise contributes to the team's cooperation and sharing of insights with minority advisors, integration advisors and IMDi's specialist team for the prevention of negative social control and honour-related violence.
- › Hdir (FTE 20%) advises on the prevention of female genital mutilation and medical assistance, and is the team's healthcare specialist.

**1.1****The Expert team's composition**

The Expert Team against Forced Marriage, Female Genital Mutilation and Negative Social Control (Expert Team) has existed since 2004. The Expert Team comprises representatives from the Norwegian Directorate for Children, Youth and Family Affairs (Bufdir), the National Police Directorate (POD), the Norwegian Directorate of Immigration (UDI), the Norwegian Labour and Welfare Directorate (Avdire), the Norwegian Directorate of Immigration and Diversity (IMDi) and the Norwegian Directorate of Health (Hdir). The team is coordinated by Bufdir.

This multi-agency composition provides the Expert Team with in-depth expertise in several relevant professional fields. Because cases can be complex and involve multiple agencies, it is important that the members of the Expert Team can complement each other in terms of expertise and thereby provide comprehensive guidance.



[< Innholdsfortegnelse](#)**1.2.****The Expert team's mandate and purpose**

The Expert Team's main purpose is to provide expertise and guidance to the public services and their efforts to combat forced marriage, female genital mutilation, honour-based violence and negative social control. Greater knowledge in these areas makes it easier for the public services to prevent and uncover such abuse and provide victims and those at risk with adequate assistance. The Expert Team also provides advice and guidance to individuals who are at risk or who wish to help a relative, friend or acquaintance.

**The Expert Team's mandate<sup>1</sup> defines its most important tasks as follows:**

- › Provide advice and guidance to the public services and those at risk in specific cases.
- › Contribute to knowledge and awareness within the public administration (directorates) and the public services.
- › Coordinate and allocate places in the national housing and social support scheme for people over the age of 18 who are or may be subjected to forced marriage or honour-based violence.<sup>2</sup>
- › Act as the point of contact for the Norwegian Ministry of Foreign Affairs (UD) in cases involving a person or persons located abroad, in order to undertake the necessary coordination with affected agencies in Norway.
- › Manage the reimbursement scheme, regulated by Circular F-02/2018 Expenses relating to repatriation to Norway in connection with negative social control, forced marriage and female genital mutilation.<sup>3</sup>
- › Answer questions on [www.ung.no](http://www.ung.no).
- › Document the team's experience and contribute to knowledge-sharing through the team's annual report.
- › Collaborate with relevant voluntary organisations that perform important tasks in the field.

**1.3.****Registration of cases and statistics**

Every case that the Expert Team provides guidance on, or contributes to, is registered as an individual case. One case is registered for each person related to the concern. The registration of cases forms the basis for the Expert Team's annual statistics, which underpin the analyses presented in this annual report.

**1.3.1.****Change of primary concern categories after 2021**

In 2019, IMDi and Bufdir were asked by the Norwegian Ministry of Education and Research to establish guidelines for the registration of cases. These guidelines also apply to the Expert Team, integration advisors and minority advisors. The new registration form and guidelines for registration were adopted by the Expert Team on 1 January 2021.

Among other things, this resulted in changes to the Expert Team's categorisation of primary concerns. The Expert Team ceased using the categories:

- «suspicion of forced marriage performed»
- «suspicion of child marriage performed»
- «suspicion of female genital mutilation performed»
- «suspicion of involuntary stays abroad»

Effective from 2021, the cases that were previously registered as "suspicion of ..." are now registered under the heading "fear of ..." This means that "fear of ..." encompasses both a fear that something may happen and a fear that something has happened.

**1.3.2.****Updated registration form with effect from 2022**

In addition to the information registered in accordance with the guidelines, the Expert Team, integration advisors and minority advisors may choose to register other details that are important for a thorough analysis of the case.

Effective from 1 January 2022, the Expert Team has chosen to register "Additional concerns" in addition to the primary concern. This is to highlight the complexity of the cases and to demonstrate that cases often involve more than one form of violence.

<sup>1</sup> <https://www.bufdir.no/siteassets/vold-og-overgrep/mandat-kompetanseteamet-mot-tvangsekteskap-kjonnselemlerelse-og-negativ-sosial-kontroll.pdf>

<sup>2</sup> <https://www.bufdir.no/vold/krisesenter-og-senter-mot-incest-og-seksuelle-overgrep/>

<sup>3</sup> <https://www.regjeringen.no/no/dokumenter/rundskriv-f-02-18/id2632326/>



[< Innholdsfortegnelse](#)**The primary concern categories used in 2022 were:**

- › Negative social control
- › Threats/violence
- › Forced marriage
  - Fear of forced marriage
  - Forced marriage performed
- › Forced to remain in a marriage
- › Child marriage
  - Fear of child marriage
  - Child marriage performed
- › Female genital mutilation
  - Fear of female genital mutilation
  - Female genital mutilation performed
  - Information concerning medical assistance relating to female genital mutilation
- › Involuntary stays abroad
  - Fear of involuntary stays abroad
  - Involuntary stays abroad

**Other concerns that may be registered in cases are:**

- › Forced marriage preformed
- › Suspicion of forced marriage preformed
- › Fear of forced marriage
- › Forced to remain in marriage
- › Child marriage preformed
- › Suspicion of child marriage preformed
- › Fear of child marriage
- › Female genital mutilation preformed
- › Suspicion of genital mutilation preformed
- › Fear of genital mutilation
- › Information concerning medical assistance relating to female genital mutilation
- › Involuntary stays abroad
- › Suspicion of involuntary stays abroad
- › Fear of involuntary stays abroad
- › Murder
- › Attempted murder
- › Death threats
- › Physical violence
- › Sexual violence/sexual abuse
- › Psychological violence and threats
- › Economical violence
- › Material violence
- › Digital violence
- › Negative social control
- › Consequences of violence
- › Exploitation/human trafficking and similar conditions

**1.4.****Evaluation of the Expert Team**

In 2022, the firm Proba Samfunnsanalyse was commissioned by the Norwegian Ministry of Labour and Social Inclusion to evaluate the Expert Team (Proba Samfunnsanalyse 2023).<sup>4</sup> Among other things, the evaluation found that the public services which contact the Expert Team are largely satisfied with the assistance they receive in individual cases.

Participants at events where the Expert Team has given presentations are pleased with how we have contributed to enhancing their competence. Those who contact the Expert Team and the team's partners believe that the team has an important function.

However, the evaluation also highlights that the Expert Team is not sufficiently well known and that the team should work more strategically to boost

the public services' knowledge and awareness of these issues. The evaluation points out that achieving improvements in this area requires increased resources to the team.

The Expert Team has not previously been the subject of independent assessment and the evaluation report will now form an important element in the team's further development.

<sup>4</sup> <https://proba.no/rapport/evaluering-av-kompetanseteamet-mot-tvangsekteskap-kjonnsllemlestelse-og-negativ-sosial-kontroll/>

# Part 2

# Facts and figures

In the following, we review key figures from the Expert Team’s statistics for 2022. More detailed statistics can be found at the end of this report.

The number of cases in which the Expert Team has offered guidance does not show the actual prevalence of such issues in Norway. The figures reflect the extent to which the public services know of and understand the phenomena, and are thus able to uncover cases and determine whether they require guidance. They also reflect the extent to which these services are aware of and utilise the Expert Team’s guidance.

**2.1.**

**Total number of cases**

The Expert team worked on 891 cases in 2022. This was an increase of 17 per cent (132 cases) compared with the 759 cases handled by the team in 2021. This is the highest number of cases the team has worked on since its establishment in 2004. In the period 2015–2022, the number of cases has more than doubled.

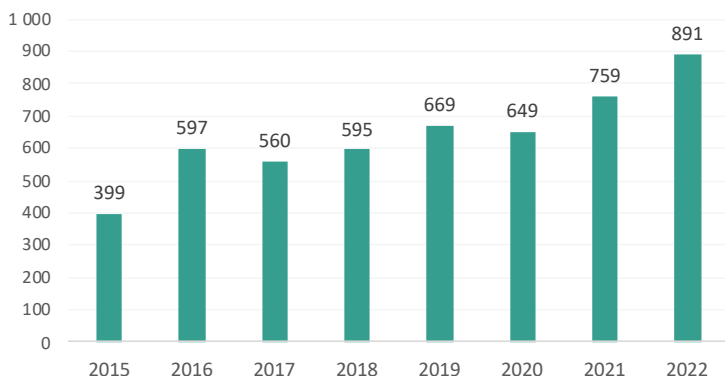
**2.2.**

**Breakdown of cases by gender**

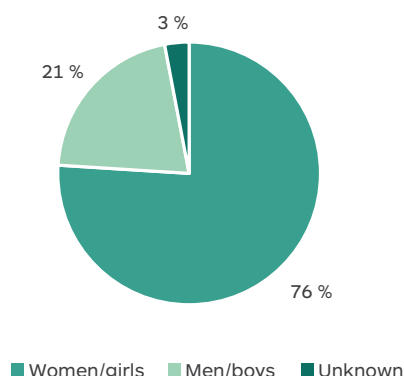
The Expert Team works with more cases relating to women and girls than men and boys. In 2022, as much as 75 per cent of the cases related to women/girls (670 cases), while 21 per cent related to men/boys (190 cases). In 3 per cent of the cases (33 cases), the person’s gender was unknown to the Expert Team.

The number of cases relating to women/girls has also seen the greatest increase. In 2022, there were 109 more cases relating to women/girls than in 2021. The number of cases relating to men/boys rose by only 14 from 2021 to 2022.

**Total number of cases**



**Breakdown of cases by gender**

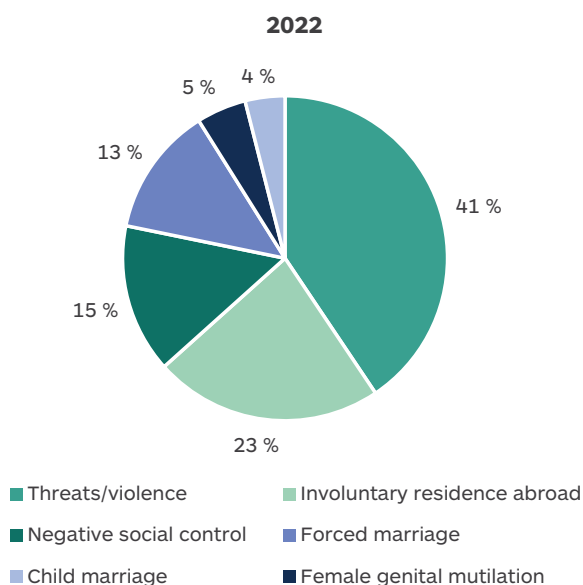


< [Innholdsfortegnelse](#)

### 2.3.

#### Breakdown of cases by primary concern

The most serious concern of the person making contact is registered as the case's "primary concern" when the Expert Team receives the initial inquiry. Only one primary concern is registered per case. See section 1.3.1 for a list of the primary concern categories that were used in 2022.



#### 2.3.1.

##### Threats and violence

Violence may be defined as "any action aimed at another person that, by inflicting injury, pain, fear or offence, causes that person to do something against their will or cease doing something that they wish to do" (Per Isdal, 2000)<sup>5</sup>

Honour-based violence is "violence triggered by the need of the family or the group to protect or restore honour and prestige".<sup>6</sup> When we say that violence is honour-based, it means that the motive for perpetrating the violence is "honour" and that one or more perpetrators are attempting to protect the family's honour by committing acts of violence.

The majority of the Expert Team's cases are motivated, to a greater or lesser extent, by honour.

Honour can be explained as " (...) in principle, a universal concept that is tied to self-esteem and self-respect, social recognition, reputation, social status and position" (Unni Wikan, 2005).

The most common primary concern in cases referred to the Expert Team is "threats and violence", which accounted for 41 per cent of all cases in 2022.

In 2022, 368 cases had this primary concern. This is an increase of 50 per cent compared with 2021, when "threats and violence" was the primary concern in 245 cases. It is also a substantial increase from 2020 (206 cases) and 2019 (187 cases).

Threats and violence in cases range from the less serious to extremely serious acts of violence. The scope of the violence may also vary from a single episode to a regime of serious violence. This primary concern category includes various forms of psychological violence, physical violence, material violence and financial violence.

#### 2.3.2.

##### Negative social control

Negative social control may be defined as "pressure, surveillance, threats or force that systematically restricts someone's self-realisation or repeatedly prevents them from making independent choices about their own life and future".<sup>7</sup> The term has no legal standing. Based on the definition in the Action Plan against Honour-Based Violence and Negative Social Control, it is clear that the term "negative social control" can encompass psychological violence, threats and force, including forced marriage. There are also strong similarities between the definition of negative social control and violence in close relationships, see section. 2.8.1.

In cases where the main concern is psychological violence and threats, the Expert Team usually registers the primary concern as "threats and violence". In some cases, however, control plays a key role in the concern, and the Expert Team will then register the primary concern as "negative social control". This will be appropriate in cases where parents

<sup>5</sup> <https://dinutvei.no/vold-i-naere-relasjoner/hva-er-vold-definisjoner/>

<sup>6</sup> <https://www.regjeringen.no/globalassets/departementene/dss/ukraina/some-bilder-plakater/freedom-from-negative-social-control-and-honour-based-violence-2021-2024.pdf>

<sup>7</sup> <https://www.regjeringen.no/globalassets/departementene/dss/ukraina/some-bilder-plakater/freedom-from-negative-social-control-and-honour-based-violence-2021-2024.pdf>

## < [Innholdsfortegnelse](#)

control access to the telephone and social media, or prohibit the vulnerable person from having their own phone, social media or apps; where the vulnerable person is prevented from having friends or choosing their own friends, participating in social activities or school trips, or engaging in sports or other pastimes. This type of control, which restricts the person's self-realisation and interaction with peers, and prevents them from making choices about their own life, is harmful to their health and can be an obstacle to normal development.

The number of cases where the Expert Team registered the primary concern as "negative social control" has increased by 39 per cent. In 2022, "negative social control" was the primary concern in 15 per cent of cases. A total of 135 cases with this primary concern were registered in 2022, compared with 97 cases in 2021, 97 cases in 2020 and 89 cases in 2019.

### 2.3.3.

#### **Involuntary stays abroad**

Involuntary stays abroad is defined as any "residence at a place outside Norway where the person concerned does not wish to be".<sup>8</sup>

In those cases where the Expert Team is notified that the vulnerable person has disclosed that they are staying abroad against their will, and where this is the primary concern in the case, the Expert Team will register the primary concern as "involuntary stays abroad". In other words, these are cases in which the vulnerable person is already abroad and has disclosed information that they are there against their will.

In 2022, the Expert Team worked on 113 cases (13% of all cases) where the primary concern was "involuntary stays abroad". This represents an increase from previous years. In 2022, 84 cases were registered with this primary concern, while there were 60 such cases in 2020 and 77 cases in 2019. The increase from 2021 to 2022 was 35 per cent. The primary concern category "fear of involuntary stays abroad" is used both in cases where it is feared that the person could be taken abroad and

forced to remain there against their will, and cases where there are concerns that a person is residing abroad against their will. In the first instance, the person has generally not yet travelled abroad, while in the second instance the person is located abroad and the public services in Norway are concerned that it is against that person's will.

In 2022, 90 cases (10% of all cases) related to the primary concern "Fear of involuntary stays abroad". This is a decrease from 2021, when there were 110 cases registered with this primary concern. Nevertheless, the number of cases with this primary concern was higher in 2022 than in 2020 (61 cases) and 2019 (63 cases). The majority of these cases related to concerns about the vulnerable person potentially being taken abroad and forced to stay there against their will.

"Involuntary stays abroad" and "fear of involuntary stays abroad" are primary concern categories and do not reflect the number of cases where a person is located abroad when the Expert Team becomes involved. In cases where the person is located abroad, other primary concerns may be registered, such as "fear of forced marriage" or "fear of female genital mutilation". You can read more about "expatriate cases", cases where the vulnerable person is located abroad, in section 2.9.

### 2.3.4.

#### **Forced marriage**

Forced marriage is the "entering into marriage where one or both spouses are unable to choose to remain unmarried without being subjected to violence, deprivation of liberty, other criminal or unlawful conduct or undue pressure".<sup>9</sup>

The Expert Team registers few cases where the primary concern is "forced marriage performed". In 2022, there were 8 such cases, compared with 16 cases in 2021, 8 cases in 2020 and 22 cases in 2019. In some cases, the forced marriage occurred some time ago, or is deemed not to constitute the primary concern in the present situation. It is also important to underline the fact that there is a high threshold for requesting help and revealing a forced marriage,

<sup>8</sup> <https://www2.bufdir.no/Bibliotek/Dokumentside/?docId=BUF00005162>

<sup>9</sup> <https://www.regjeringen.no/globalassets/departementene/dss/ukraina/some-bilder-plakater/freedom-from-negative-social-control-and-honour-based-violence-2021-2024.pdf>



## < [Innholdsfortegnelse](#)

for example in cases where family immigration is being sought. Marriage is about more than the relationship between two people. It may be about preserving and strengthening bonds between two families, about migration, finances and the maintenance or restoration of family honour.

Reporting a forced marriage to the authorities can have huge consequences for the vulnerable person and their family. Many people fear that their parents or other family members risk criminal prosecution if they ask for help.

In 2022, “fear of forced marriage” was the primary concern in 91 cases. This is a decrease of 31 per cent from 2021, when this was the primary concern in 132 cases. The primary concern category “fear of forced marriage” is used in cases where someone is afraid that a person or couple will be forced into marriage, as well as cases where there is a concern that a forced marriage has already been performed.

65 per cent of the cases related to fear that a forced marriage would take place. This primarily applied to cases where the vulnerable person themselves disclosed that they were concerned about being forced into marriage.

In around 35 per cent cases in which the primary concern was “fear of forced marriage”, there is a suspicion that a person or couple have already been forced to marry. The number of cases with this as the primary concern was higher in previous years. Most of these cases were brought to the Expert Team’s attention by UDI. In 2021, UDI contacted the Expert Team regarding 67 cases in which the primary concern was “fear of forced marriage”, compared with 27 such cases in 2022.

In some cases, the primary concern is that the vulnerable person is not being permitted to leave their spouse. In those cases, the primary concern is registered as “forced to remain in a marriage”. The force may be applied by the spouse, who does not wish to divorce, or by the families of the vulner-

able person or their spouse because they oppose divorce. In 2022, this applied to 7 cases, which is in line with the number in previous years.

### **2.3.5.**

#### **Female genital mutilation**

Female genital mutilation is a “collective term for various types of interventions involving the partial or total removal of the outer genitalia of girls or young women, or the infliction of other permanent damage, for non-medical reasons.”<sup>10</sup>

The Expert Team has three primary concern categories that relate to female genital mutilation. These are: “female genital mutilation performed”, “fear of female genital mutilation” and “medical assistance in connection with female genital mutilation performed”.

No cases with the primary concern “female genital mutilation performed” were registered in either 2021 or 2022. This means that no services or other agencies have asked the Expert Team for guidance in connection with cases where actual female genital mutilation has been documented.

However, 44 cases relating to “fear of female genital mutilation” were registered in 2022. This is an increase compared with previous years. In 2021, “fear of female genital mutilation” was registered as the primary concern in 33 cases. In 2020 there were 24 such cases, while there were 33 in 2019. The primary concern category “fear of female genital mutilation” relates to cases where there is a concern that a child may be subjected to female genital mutilation and to cases where there are suspicions that a child has already been subjected to female genital mutilation. Most cases in this category related to concerns that a child may be subjected to female genital mutilation, while a small number related to suspicions that a child had already been subjected to female genital mutilation. In cases where the primary concern is “fear of female genital mutilation”, and the concern relates to a suspicion that such female genital mutilation has already

<sup>10</sup> <https://kjonnslemllestelse.nkvts.no/innhold/hva-er-kjonnslemllestelse/>

## < [Innholdsfortegnelse](#)

taken place, the Expert Team was contacted by the child's kindergarten, a primary healthcare service provider, the child welfare service or the police. In most of these cases, the concern that female genital mutilation had taken place was triggered by observations of the girl's genitalia in connection with nappy changing at the kindergarten. Those who sought guidance were unsure about what they had observed and what they should do next.

The child welfare service contacted the team in connection with most of the cases where there was a fear that female genital mutilation could be performed. In terms of numbers, this was followed by the police and primary healthcare providers, as well as certain other agencies. In several of the cases, the concern was linked to the parents having a country background which indicates that female genital mutilation is a common practice in their home country. Concerns may, moreover, relate to the fact that the child spent time abroad or in the parents' homeland, which applied to well over half of these cases, or that the child was due to travel abroad with one or both parents. There are clear indications that agencies/services frequently lack competence with respect to other factors which can help to assess the risk of female genital mutilation.

There were also other concerns in several cases registered with the primary concern category "fear of female genital mutilation". These included "involuntary stays abroad".

In these cases, it is not the child herself who fears being subjected to female genital mutilation and tells the public services. Rather, it is the service provider who, for various reasons, is concerned. There are often few objective grounds on which to assess the extent to which the concern is valid. In many of these cases, the guidance involves reviewing the information available to assess which risk factors may exist. In addition, the team may provide guidance on which information should be gathered from whom in order to obtain a better foundation for assessing the risk of female genital mutilation, for example in connection with a trip abroad.

In cases relating to a concern that female genital mutilation may take place, preventive action is vital. The Expert Team therefore provides guidance on how the services can talk to the parents about this issue. Providing the girl's parents with information on the health-related repercussions of female genital mutilation can have a preventive effect. In the Expert Team's experience, however, there is frequently a lack of competence and confidence with respect to raising this issue. The Expert Team therefore believes that there is a need to raise the level of competence among relevant services and to improve the implementation of applicable guidelines in parts of the public services.

The Expert Team can provide advice and guidance on healthcare assistance when a girl or woman has already undergone female genital mutilation. The Expert Team receives very few cases in which this is the reason for being contacted. This may be due to ignorance of the special healthcare needs of women/girls who have suffered female genital mutilation or that other agencies provide that information. It may also be due to a lack of awareness that the Expert Team provides advice and guidance in such cases.

### **2.3.6.**

#### **Child marriage**

In this context, child marriage is understood to be a marriage where one or both of the parties are under the age of 18. In Norway, both parties must be over the age of 18 to enter into a valid civil marriage, see section 1 a of the Norwegian Marriage Act.

The Marriage Act regulates only civil marriages. However, some people choose to enter into a religious marriage while one of the parties is below the age of 18.

Religious marriages are not recognised in civil law. In 2021, the term "marriage-like relationships" was included in section 253 of the Norwegian Penal Code relating to forced marriage and section 262 relating to, inter alia, marriage with a person under the age of 16.



## < [Innholdsfortegnelse](#)

In 2022, the Expert Team provided guidance in 7 cases where the primary concern was “child marriage performed”. Around half of the cases related to individuals who were 18 years old or more when the Expert Team became involved.

The number of cases in 2022 with this primary concern was very similar to previous years. In 2021, there were 8 cases related to “child marriage performed”, while there were fewer than 6 cases in the two preceding years. There were 26 cases where “fear of child marriage” was the primary concern.

The majority of these cases related to girls, with most of these having links to Afghanistan and Syria. The category “fear of child marriage” includes cases where there is a fear that a child marriage will happen and cases where there is a suspicion that a child marriage has already taken place. 12 of the 26 cases in 2022 related to suspicions that a child marriage had taken place. The number of cases with “fear of child marriage” as the primary concern was somewhat higher in 2022 than in previous years. There were 23 such cases in 2021, 18 cases in 2020, and 12 cases in 2019.

Cases involving suspected child marriage may, for example, arise if a minor is engaged to a man several years older, and where the public services are uncertain whether the ceremony was a betrothal or a religious wedding. In such cases, it is important to investigate the situation thoroughly, and report the matter to the child welfare service when there are concerns.

Other situations may relate to young girls who arrive in Norway as unaccompanied minor asylum seekers to stay with family members, or young girls who arrive in Norway accompanied by a male relative with whom they will live. In these cases, there may be a risk of both child marriage and exploitation and human trafficking. It is important to conduct a thorough investigation to uncover whether the child who arrives in this manner may be a victim. In some cases, the Expert Team collaborates with Bufdir’s advisory function in cases

where minors are the victims of human trafficking, to assess the risk of both child marriage and human trafficking in the same case.

### 2.4.

#### Cases involving multiple concerns

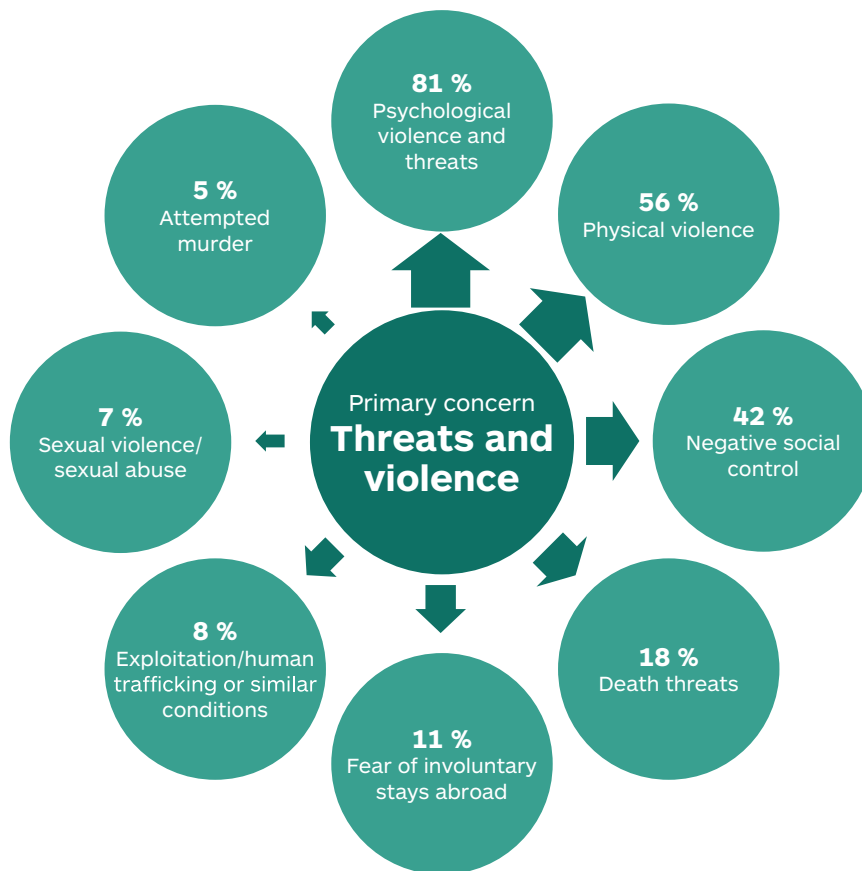
The cases in which the team offers guidance are often complex, with multiple issues and concerns relating to the vulnerable person’s situation. For example, there may be concerns about forced marriage at the same time as the person may have disclosed current or previous threats and violence. Effective from 2022, the Expert Team has expanded its ability to register concerns in order to reveal the true complexity of a case. As

#### Other concerns that were also present in several of the cases:

- › psychological violence and threats (54%)
- › negative social control (44%)
- › physical violence (31%)
- › fear of involuntary residence (18%)
- › fear of forced marriage (12%)
- › involuntary residence abroad (11%)
- › death threats (10%)
- › suspicion of involuntary residence abroad (7%)
- › fear of female genital mutilation (6%)
- › exploitation/human trafficking and similar conditions (5%)
- › sexual violence/sexual abuse (5%)

well as a primary concern, other concerns that may influence the team’s assessment of the seriousness of the case and level of threat involved can also be registered.

< [Innholdsfortegnelse](#)



**2.4.1**

**Other concerns in cases where the primary concern was “threats and violence”**

The Expert Team notes that cases in which the primary concern is “threats and violence” largely involve psychological violence and threats (298 cases), physical violence (206 cases) and negative social control (154 cases). In addition, we note that several of the cases in which the primary concern is “threats and violence” also involve concerns about death threats (66 cases), fear of involuntary stays abroad (39 cases), exploitation/human trafficking or similar conditions (29 cases), sexual violence/sexual abuse (24 cases) and attempted murder (17 cases).

Figur 1

**2.4.2.**

**Other concerns in cases where the primary concern was “negative social control”**

In cases in which the primary concern is “negative social control”, other concerns may be psychological

violence/threats (76 cases), physical violence (23 cases), financial violence (13 cases) and fear of involuntary stays abroad (10 cases).

**2.4.3.**

**Other concerns in cases where the primary concern was “involuntary stays abroad”**

In cases in which the primary concern is “involuntary stays abroad”, other concerns may be psychological violence and threats (40 cases), negative social control (30 cases cases), physical violence (24 cases) and fear of female genital mutilation (7 cases).

< [Innholdsfortegnelse](#)



**2.4.4.**

**Other concerns in cases where the primary concern was “fear of forced marriage”**

In cases in which the primary concern is “fear of forced marriage”, other concerns may be negative social control (32 cases), psychological violence and threats (26 cases), fear of involuntary stays abroad (19 cases) and physical violence (9 cases).

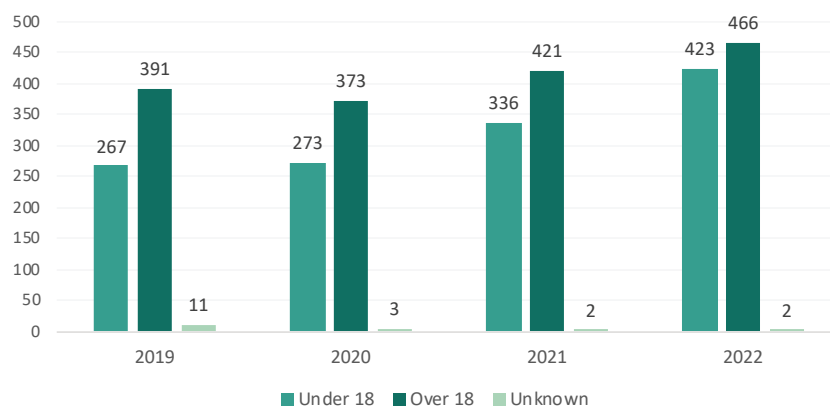
Figur 2

**2.5.**

**Breakdown of cases by age**

In 2022, 466 cases (52%) related to people over the age of 18. 423 cases (47%) related to children. In 2 cases, the age of the person was unknown. For both people over the age of 18 and children, the number of cases rose from 2021 to 2022. The biggest increase (25%) was in cases relating to children (87 additional cases). The number of cases relating to people over the age of 18 rose by 11 per cent (45 cases).

**Breakdown by age**



[< Innholdsfortegnelse](#)**2.5.1.****Cases relating to adults**

Of the 466 cases relating to adults, 384 related to women (82%) and 82 to men (18%). In 2022, the Expert Team was aware that the police was involved or would become involved in 207 cases relating to women and 34 cases relating to men. This corresponds to 52 per cent of the cases involving adults.

The police was also the agency that contacted the Expert Team about the largest number of cases relating to adults in 2022 – 73 cases in total. Other agencies that contacted the Expert Team regarding cases relating to adults were minority advisors/schools with minority advisors (67 cases), crisis centres (54 cases), UDI (42 cases) and NAV (35 cases).

Over 100 cases related to adults who were assessed for a place in the housing and social support scheme (read more about cases in which housing scheme was considered in Chapter 4). Of the cases relating to adults, 58 related to people located abroad when the Expert Team was contacted.

In 50 per cent of the cases relating to adults, the primary concern was “threats and violence” (231 cases). Other frequent primary concerns included “negative social control” (86 cases), “fear of forced marriage” (75 cases) and “involuntary stays abroad” (32 cases).

**2.5.2.****Cases relating to children**

Of the 423 cases relating to children in 2022, 285 related to girls (67%) and 107 to boys (25%). In 31 cases, the gender of the child was unknown. The reason that gender is occasionally unknown to the Expert Team is that we sometimes provide guidance on several children in the same family, and the gender of the younger children may not be provided.

The child welfare service was or would become involved in 193 cases relating to girls and 48 cases relating to boys. This means that the Expert Team was aware that the child welfare service was or would become involved in over half of the cases involving children. In 105 cases, it was not known whether or not the child welfare service was involved. In 2021, the child welfare service was involved in slightly fewer cases.

Of the 423 cases relating to children in 2022, the Expert Team was aware that the police service was or would become involved in 186 of the cases involving girls and 20 cases involving boys. This corresponds to 49 per cent of the cases involving children.

The child welfare service was the agency which contacted the Expert Team about the largest number of cases relating to children in 2022 – 112 cases in total. This is the same number as in 2021. Many of the cases relating to children otherwise came from the police service (78 cases), minority advisors/schools with minority advisors (48 cases) and NAV (29 cases).

The most common primary concern in cases relating to children in 2022 was “threats and violence”. The number of cases with this primary concern rose by 73 per cent – from 79 cases in 2021 to 137 cases in 2022.

Other common primary concerns relating to children were “involuntary stays abroad” (80 cases), “fear of involuntary residence abroad” (73 cases), “negative social control” (49 cases) and “fear of female genital mutilation” (44 cases).

In 149 cases, the child in question was located abroad. Almost half of the children located abroad had a Somali background (73 cases).

The Expert Team often provides guidance on how agencies can manage a case when a child is located abroad or when it is feared that the child will be forced to reside abroad against their will. In some of these cases, the agency seeking guidance is also concerned that the child may be subjected to female genital mutilation while they are resident abroad. In such cases, the guidance also includes how to assess various risk factors in the case, how to conduct preventive conversations and how to handle the case going forward. Some agencies receive guidance on how to understand negative social control, how to uncover such control and how to investigate the child's circumstances. In the Expert Team's experience, negative social control is sometimes considered to be less serious, which can make it more difficult for those who are in contact with the child to understand when they should notify the child welfare service. Some agencies are reluctant to report concerns to the child welfare service, and some seek guidance on how they can formulate a report of concern that best safeguards the child.

< [Innholdsfortegnelse](#)

## 2.6.

### Who contacts the Expert Team?

The Expert Team's target group includes both the public services and individuals who are at risk of or are the victims of forced marriage, female genital mutilation, honour-based violence and negative social control.

Most of the cases are referred by employees in the first-line services.

#### The services that contacted the Expert Team about the most cases in 2022 were:

- › Police service – 152 cases (17%)
- › Child welfare service – 136 cases (15%)
- › Minority advisors/schools with minority advisors – 115 cases (13%)
- › Crisis centres – 69 cases (8%)
- › NAV – 64 cases (7%)
- › UDI – 50 cases (6%)

Those who contact the Expert Team are employees who know about the team or have been told about the team by someone else. Some of those who contact the team are employees who already have some knowledge and experience of the issues concerned but realise that the cases are complex and see the need for further guidance. Others who get in touch have a high level of competence, but nevertheless see the value in discussing the case with the Expert Team to determine whether we are of the same opinion or have a different understanding or suggestions for other ways of handling the matter. There are also others who would like the Expert Team to assist in some other way than through the provision of guidance. This may, for example, involve cases where an offer of supported housing may be relevant, or when the vulnerable person is located abroad.

In 2022, 42 cases originated from private individuals who contacted the Expert Team. This is a slight decrease compared with the 48 cases received in this fashion in 2021. Of the cases received in 2022, 27 came from family members or acquaintances of the vulnerable person, while 15 cases were initiated by the vulnera-

ble person themselves.

Voluntary organisations got in touch in connection with 37 cases, an increase from previous years. In 2021, voluntary organisations contacted the team in connection with 16 cases.

### 2.6.1.

#### Cases from the police service

The police service was the agency that contacted the Expert Team about the largest number of cases in 2022. Cases originating from the police service accounted for 17 per cent of the total number of cases which the team worked on. The police contacted the team in connection with 152 cases in 2022, compared with 53 cases in 2021. This is an increase of 99 cases and represents an almost threefold rise in the number of cases. The number of cases from the police service is also high compared with previous years.

It appears as though the visibility, and therefore also the availability, of POD's representative in the Expert Team may have had a significant impact on the number of cases originating from the police service. The position held by the National Police Directorate's representative was transferred administratively to the National Criminal Investigation Service (Kripfos) in November 2021.

At Kripfos, the representative works alongside other employees working with threatened individuals. In the year that has passed since then, there has been a sharp increase in the number of direct inquiries from the various police districts.

The rising number of cases may also be linked to a greater focus on honour-related crime within the police service. The police service is currently developing dedicated honour-related crime units, and efforts are underway to establish a national contact point for combating honour-related crime at Kripfos, in order to assist the police districts in such cases.

Cases concerning honour-based violence have traditionally been dealt with by departments dedicated to family violence and risk analysis, with some assistance from intelligence. POD's representative on the Expert Team has identified a significant need for more intelligence in honour-based cases, and for the intelligence units to have specialist competence in and an understanding of the phenomenon.

## < [Innholdsfortegnelse](#)

Awareness of the most relevant diaspora, honour-based cultures and power structures relating to marriage, divorce and the manner in which boys and girls are raised in order to fit into specific gender roles is important when considering whether there is need for protection or relocation.

When someone is subjected to violence or threats on honour-based grounds, it is the responsibility of the police service to provide risk analyses and protective measures. One of these measures is the provision of a blocked address. This measure has proved challenging in today's digital world. The Expert Team therefore sees a need for greater focus on measures targeting the perpetrator.

Experience from the police service's work has shown that, in some cases, the police assuming an active role in relation to the perpetrator has had a positive impact on the threat level. Collaboration between the police service and a psychologist/family therapist with the relevant competence has also proved effective in individual cases. One example is the Stovner Model, where Stovner Police Station collaborates with the Enerhaugen branch of the Family Counselling Service in connection with conversations with the families of the vulnerable persons.<sup>11</sup> Electronic monitoring, so called reverse violence alarm may also be a relevant measure targeting the perpetrator. However, the Expert Team acknowledges that this measure may be challenging to administer, since the threat in honour-based cases often encompasses multiple perpetrators.

Revealing the scale of honour-related crime is important for highlighting the need for police resources and targeted efforts. A method should therefore be developed for highlighting the specific sections of the penal code that are violated when an offence is motivated by honour.

### **2.6.2.**

#### **Cases from the child welfare service**

The child welfare service is the agency that contacted the Expert Team in connection with the second largest number of cases after the police. In 2022, the child welfare service contacted the Expert Team in connection with 136 cases. This corresponds to 15 per cent of the total number of cases. This represents an increase

from previous years. By comparison, the child welfare service got in touch in connection with 127 cases in 2021, 84 cases in 2020 and 100 cases in 2019. The police service was involved in 41 per cent of the cases which the child welfare service contacted the Expert Team about in 2022.

In 2022, the most common primary concern in cases which the child welfare service contacted the team about were "threats and violence" (53 cases), "negative social control" (21 cases), "involuntary stays abroad" (14 cases), "fear of child marriage" (14 cases), "fear of female genital mutilation" (13 cases) and "fear of involuntary stays abroad" (13 cases).

The child welfare service most frequently made contact in cases relating to people with a background from Syria, Somalia and Afghanistan.

Although the child welfare service contacted the team primarily about children, some cases related to young people who would shortly turn 18 and who were transitioning from various child welfare measures to post-care measures.

The child welfare service seeks guidance in cases where they have recently received a report of concern as well as cases where they have known the family for a long time. When the child welfare service is clarifying a report of concern or has initiated an investigation, much of the guidance from the Expert Team relates to an understanding of the phenomenon. It also includes advice on how to talk to the child and their parents, guidance on gaining an understanding of the situation in which the child and their family find themselves and help to assess the risk of the conflict or threat escalating.

The Expert Team provides guidance on the types of investigative activities that can help to shed light on the overall situation and therefore also the family's need for assistance.

In cases where the child welfare service has known the family for a long time, investigations and remedial measures may have been implemented at a previous stage in the child's life. In some cases, these initiatives have resulted in the child no longer being subjected to physical violence. However, psychological violence

<sup>11</sup> The Stovner Model is highlighted as a valuable initiative in the Action Plan "Frihet fra negativ sosial kontroll og æresrelatert vold" – Initiative 15. The collaboration is referenced in a report written by the university Oslo Met: <https://oda.oslomet.no/oda-xmlui/handle/20.500.12199/6460>

## < [Innholdsfortegnelse](#)

and negative social control, which can be somewhat less visible, may continue. In such cases, it is important that the child welfare service realises the seriousness of the psychological and latent violence, as well as the control that restricts the child's ability to live their life and participate in society. In other cases, the initiatives may have improved the child's situation for a period, but the violence may resume when the child reaches adolescence. This particularly applies to girls, who may experience greater restrictions when they reach adolescence due to the family's behavioural norms relating to honour and shame.

In some cases, the child welfare service has serious concerns about the care being provided to the child. They then wish to discuss whether existing initiatives, such as advice and guidance or milieu therapy measures, are adequate, or whether taking the child temporarily into care should be considered.

In our advice to the child welfare service, we highlight how negative social control and honour-based violence can affect the family dynamic, and how various family members can feel pressure from both inside and outside of the nuclear family.

For example, parents may have a genuine desire for their child to be able to choose their own partner but are put under pressure by the extended family in relation to the choice of the child's spouse. In some cases, this may even involve threats. As a result, the parents may cave in to the pressure and comply with the wishes of the extended family. In these types of situations, a comprehensive assessment of the family and its ties to the extended family is important to understand which factors are helping to sustain the conflict.

Greater understanding of the individual's situation will put the service in a better position to help the entire family.

### **2.6.3.**

#### **Cases from minority advisors/schools with a minority advisor**

The minority advisors scheme has been strengthened in recent years. In 2019, 11 new positions were added to the scheme, with a further 10 positions being added in 2021. IMDi currently has 59 minority advisors stationed at selected lower secondary and upper secondary

schools and adult education centres nationwide.

In 2022, minority advisors or schools with minority advisors contacted the Expert Team about 115 cases (13% of all cases). This is a higher number than in previous years. From 2021 to 2022, the number of cases originating from minority advisors or schools with minority counsellors increased by 32 per cent.

By comparison, minority advisors/schools with minority advisors got in touch in connection with 87 cases in 2021, 111 cases in 2020 and 107 cases in 2019.

Minority advisors or schools with minority advisors are well aware of the Expert Team's multi-disciplinary composition and therefore often make direct contact with the representative on the team from whom they wish to seek guidance, depending on the concern.

Cases may relate to collaboration with the police service, assessment of the threat picture and protective measures, where they contact the police representative. They may also relate to questions concerning the vulnerable person's rights to social security and other benefits, where they speak directly to the NAV representative. Other cases may relate to a vulnerable person's eligibility for the housing scheme, where they speak directly to Bufdir's representative, or cases where they have questions relating to the vulnerable person's immigration case and contact UDI's representative, etc.

There is a substantial difference between the number of cases originating from schools with minority advisors and schools without such advisors. In 2022, schools without minority advisors contacted the Expert Team in only 16 cases. The discrepancy may be due to the fact that more cases are uncovered at schools where minority advisors work, and that there is a greater awareness of the Expert Team among minority advisors and the schools where they work than among other schools. This may also be related to differences in the proportion of pupils with minority and majority backgrounds at schools with and without minority advisors.

### **2.6.4.**

#### **Cases from crisis centres/shelters**

In 2022, crisis centres contacted the Expert Team in connection with 69 cases (8% of all cases). This is an increase from both 2021, when crisis centres contacted

## < [Innholdsfortegnelse](#)

the team about 56 cases, and 2020, when there were 53 cases. Most cases related to adults (54 cases), while 14 cases related to children. The police service was or would become involved in 29 cases relating to adults and 8 cases relating to children.

Many crisis centres contact the Expert Team about cases they think could be eligible for housing and social support. If a case is to be considered for the housing scheme, it often entails a lengthy collaboration between the Expert Team and the crisis centre until the vulnerable person is allocated a place and moves in, or moves away from the crisis centre without, for whatever reason, being provided with housing support. Further details concerning the housing scheme can be found in Chapter 4.

The crisis centres also contact the Expert Team for other types of advice and guidance. Such cases may relate to assessment of the risk of repeated violence and protective initiatives, and the vulnerable person's rights to benefits under the Social Services Act. It also includes guidance on the identification of honour-related violence, advice on how the vulnerable person can reestablish their life or the need for guidance relating to applications for residence permits.

### 2.6.5

#### **Cases from the Norwegian Labour and Welfare Administration (NAV)**

In 2022, NAV sought guidance in connection with 64 cases. This is more than twice the number of cases in 2021 (29 cases). NAV contacted the Expert Team in connection with 18 cases in 2020 and 22 cases in 2019.

In 2022, 35 of the cases related to adults, while 29 cases related to children. In 2022, the Expert Team was aware that the child welfare service was or would become involved in 2 cases relating to adults and 13 cases relating to children. The team was also aware that the police service was or would become involved in 16 cases relating to adults and 3 cases relating to children.

In the majority of cases, the primary concern was "negative social control" (22 cases), "fear of forced marriage" (17 cases) and "involuntary stays abroad" (15 cases).

The rise in the number of cases from NAV may be attributable to a higher level of competence among the

agency's employees. In 2022, the NAV representative took part in professional meetings, office meetings, networking meetings and seminars attended by employees and/or other public services who assist vulnerable people in their dealings with NAV. This has resulted in a lower threshold for NAV employees to contact the Expert Team for advice and guidance. To highlight NAV's responsibilities and the rights vulnerable people may have under the National Insurance Act, the Social Services Act and the NAV Act, the agency's representative on the Expert Team has developed a user guide showing the various options available to the target group. The user guide is presented during the Experts Team's lectures and may have increased NAV employees' understanding of when the representative may be contacted and what rights vulnerable people have.

Despite the increase in the number of cases where employees seek advice and guidance, there are probably many NAV employees who are not aware of the Expert Team.

A little over half the cases originated from inquiries from NAV offices in Oslo, which could indicate that the Expert Team is more widely known in Oslo than in the rest of the country.

When NAV employees get in touch, it is to obtain guidance about what leeway they have in cases where they encounter vulnerable people. They may have questions about whether what they see and hear constitutes negative social control and require guidance on the kinds of support and assistance that exist outside of NAV's "toolbox"

Cases may be initiated because the NAV employee has a vague concern and result in tangible plans for following-up the person in both the short and long term. Short-term guidance covers how to identify and uncover whether the person is in acute danger. It is important to avoid escalating or worsening the situation, while continuing to assess and assist the vulnerable person. Guidance concerning more long-term follow-up may relate to how NAV can assist the vulnerable person to become independent, in partnership with other involved services. A decision must also be made about who will be the primary contacts both at that specific time and into the future.



## < Innholdsfortegnelse

Some of the cases referred by NAV relate to involuntary stays abroad suspected involuntary stays abroad or risk of future involuntary stays abroad. In cases where there is a concern prior to a trip abroad, the employee will often be advised to establish contact between the vulnerable person and the public services, and consider preventing or hindering departure, as far as this is possible. NAV employees can have anonymously discussions with both the child welfare service and police service to investigate whether the duty to report or prevent a wrongdoing has been triggered.

Other agencies also contact the Expert Team about NAV's regulations, and the rights vulnerable people may have under the National Insurance Act, the Social Services Act and the NAV Act. NAV's representative on the Expert Team provides guidance on both the rights a vulnerable person may have, the process for appealing a decision, and which office or unit is responsible for the case.

In many of the cases, the vulnerable person has already applied to or is in contact with the NAV office and needs confirmation that what has been done is in accordance with their rights or the law. On other occasions, the vulnerable person is planning to contact NAV and wishes to prepare themselves ahead of the meeting.

The need for advice and guidance ranges from cases relating to rejection of claims for subsistence allowances to requirements deemed unreasonable in light of the situation in which a young person finds themselves. In many of the cases, the NAV employee has neither been informed by the applicant of their situation nor possesses the competence to ask the right questions. The young person in question will often have lived for a long time under strict controls and when they first ask for help, a rejection may be perceived as a systemic failure.

### 2.6.6.

#### **Cases from the Norwegian Directorate of Immigration (UDI)**

In 2022, UDI contacted the Expert Team in connection with 50 cases. This corresponds to 6 per cent of all cases and represents a 42 per cent decrease in the number of cases. UDI contacted the Expert Team in connection with 86 cases in 2021, 73 cases in 2020 and 93 cases in 2019.

There are several possible reasons for the decrease in the number of cases from UDI, and it is difficult to know if one reason is more important than another. The decrease may be due to a major reorganisation at UDI. The new organisational structure went into effect on 1 January 2022 and it may have taken some time to adjust to new working practices. The reorganisation meant that employees were relocated internally, while a number of new case officers were recruited. The combination of reorganisation, new case officers and the need for improved competence may partially explain the reduction in cases originating from UDI.

In cases where UDI asks the Expert Team for advice and guidance, "fear of forced marriage" is the most frequently reported primary concern. This was the primary concern in 27 cases, compared with 67 cases in 2021.

The number of cases involving the primary concern "fear of forced marriage" fell by 60 per cent. UDI generally contacts the team with this primary concern when processing applications for family immigration. Cases categorised under "fear of forced marriage" therefore primarily relate to a suspicion that a forced marriage has been performed.

It is a well-known fact that there is a substantial backlog of cases relating to family immigration, hence the statement from the Norwegian Parliamentary Ombud in the summer of 2022.<sup>12</sup>

The interviews and other activities that can identify a potential forced marriage are one factor which contributes to the longer processing time. Efforts have been made internally to establish routines for when a case needs to be further investigated by means of an interview. Furthermore, since the new organisation became operative on 1 January 2022, UDI has assigned priority to processing new permit application cases. This has led to fewer resources being devoted to the oldest cases which have been returned from the interview stage, and fewer such cases have been processed compared with previous years.

In addition to inquiries from those working with family immigration at UDI, UDI's representative on the Expert Team also receives requests to provide guidance to case officers working on asylum cases. In 2022, there

<sup>12</sup> <https://www.sivilombudet.no/uttalelser/udis-behandlingstider-og-prioritering-av-barn-i-familieinnvandringsaker/?highlight=familieinnvandring#Konklusjon> og <https://www.sivilombudet.no/uttalelser/ventetider-for-intervju-hos-politiet-i-saker-om-familieinnvandring/?highlight=SOM-2022-1232>

## < [Innholdsfortegnelse](#)

was an increase in inquiries from case workers regarding the person they were interviewing in connection with an asylum case.

This applied particularly to young Syrian women, where the concerns related to forced marriage, child marriage, human trafficking or domestic violence. Much of the guidance relates to identification and further follow-up of the case, as well as settlement and the potential for help from the public services. Several of these cases related to how UDI could help IMDi ensure the successful settlement and follow-up of people who may be especially vulnerable.

### 2.6.7

#### **Cases from refugee service providers and introduction programmes**

Settlement, follow-up and educational services for refugees are a municipal responsibility. Each municipality organises these services in a different way. In some places, refugee services are organised as independent units, which have responsibility for both practical follow-up and the introduction programme. Elsewhere, this function has been merged with NAV. In some places, parts of the introduction programme are allocated to the adult education service, which is also responsible for non-refugee adult education.

In 2022, the refugee service sought guidance from the Expert Team in connection with 27 cases (3%). This is a slight increase from 2021, when the refugee service contacted the team in connection with 23 cases. Around half of the cases involved adults, and half children. The child welfare service was involved in almost half of the cases relating to children. The primary concern in most of the cases was “threats and violence” (12 cases) and “negative social control” (7 cases).

Introduction programmes contacted the Expert Team about 9 cases. This is approximately the same as in 2021 (8 cases). The majority of cases related to adults.

When the refugee service, introduction programme or adult education service contacts the Expert Team for advice and guidance, it is often due to concerns relating to a vulnerable person or family, where one or more individuals are subjected to violence or negative social control. Concerns may also relate to negative social

control in the local community by people with the same national background, or they may relate to negative social control in the classroom. It is important that those who work to assist newly arrived refugees and immigrants know how to identify and detect individuals who are being subjected to negative social control and honour-based violence. Furthermore, how they can work preventively with respect to such issues. In 2022, the Norwegian Institute for Urban and Regional Research (NIBR) carried out the study “Want to know more – Need for competence on negative social control among employees in the education and integration services”. The report was published in February 2023.<sup>13</sup> The report concluded that there was a significant need for more competence in the education and integration services – regardless of geographical location.

This was also confirmed by the employees themselves when they were asked to describe the expertise they needed.

### 2.6.8.

#### **Cases from the Norwegian Directorate for Diversity and Inclusion (IMDi)**

IMDi contacted the Expert Team in connection with 25 cases in 2022. This represents an increase from previous years. IMDi contacted the team in connection with 19 cases in 2021. In 2022, 15 cases had the primary concern “threats and violence”. The remaining cases related to “fear of forced marriage”, “negative social control” and “fear of child marriage”.

Inquiries from IMDi generally relate to concerns about newly arrived refugees who have applied for settlement with public assistance and who are due to be settled in a municipality. In these kinds of cases, it is important to try and achieve the most appropriate settlement method and a good dialogue with the prospective host municipalities, which will subsequently follow up the individuals concerned. In the Expert Team’s experience, newly arrived refugees and immigrants constitute an especially vulnerable group and can have particular requirements for follow-up.

People who have lived in Norway for only a short time often have a limited social network. They are not necessarily aware of their rights under Norwegian law, and they may have neither the time nor the opportunity

<sup>13</sup> 2022-14.pdf (oslomet.no)

## < [Innholdsfortegnelse](#)

to learn the language or find employment. These are factors that will reinforce their vulnerability if they are simultaneously subjected to negative social control, threats and violence.

Newly arrived refugees and immigrants often have extremely low trust in the public authorities and public services. It can take time before violence and negative social control are uncovered and the victim is ready to seek help. In some instances, it is necessary for newly arrived refugees and immigrants who are subjected to violence and threats to relocate from the municipality in which they have settled. However, experience shows that it is difficult to put in place relocation agreements between municipalities in such cases.

The Expert Team is frequently contacted about cases where it is felt desirable or necessary to relocate someone to a new municipality (also called secondary settlement) due to negative social control, honour-based violence or other domestic violence. In the most serious cases, the vulnerable individuals are often staying at a crisis centre in their original municipality, while the police service is recommending that they relocate to another municipality for safety reasons. These cases are difficult to resolve because they require that a new municipality agrees to take over responsibility for the person or the family concerned.

As a result of the war in Ukraine, Norwegian municipalities settled a record number of refugees in 2022.<sup>14</sup>

Many municipalities are finding it difficult to find enough homes for the individuals who need to be settled. In such a situation, we recognise that it may be especially challenging to get municipalities to enter into agreements concerning the secondary settlement of newly arrived refugees and immigrants who are the victims of violence or negative social control.

### 2.6.9

#### Cases from the health services

In the Expert Team's statistics, the health services are divided into three categories: the primary health service (GP, maternal and child health clinic, etc., apart from the school health service), the school health service and the specialist health service. The school health service has been taken out of the primary health service category

in the statistics in order to highlight the number of inquiries from schools.

In total, the health services contacted the Expert Team in connection with 51 cases (6%) in 2022, which is an increase from 2021, when the health services contacted the team in connection with 45 cases. Of the 51 cases, female genital mutilation was the primary concern in only 7 cases.

In 2022, the primary health service contacted the Expert Team in connection with 24 cases. This represents an increase from previous years. The primary health service contacted the team in connection with 16 cases in 2021, 10 cases in 2020 and 15 cases in 2019. In 2022, 15 of the cases involved children, while 9 cases involved adults. The primary concern in the majority of the 24 cases was "threats and violence" and "fear of involuntary stays abroad". 6 cases related to "Fear of female genital mutilation".

The school health service contacted the Expert Team in connection with 16 cases in 2022, which was fewer than in 2021. The school health service contacted the team in connection with 11 cases in 2020 and 14 cases in 2019. In 2022, 10 of the cases involved children, while 6 cases involved adults. The primary concern in most cases was "threats and violence", "negative social control" and "fear of involuntary stays abroad".

The specialist health service contacted the Expert Team in connection with 11 cases in 2022, one fewer than in 2021. The specialist health service contacted the team in connection with 6 cases or less in 2020 and 2019. In 2022, 10 of the cases involved adults. The primary concern in most cases was "threats and violence", "negative social control" and "fear of forced marriage".

<sup>14</sup> <https://www.imdi.no/om-integrering-i-norge/statistikk/F00/bosetting>

[< Innholdsfortegnelse](#)**2.6.10.****Cases from Norwegian embassies and the Norwegian Ministry of Foreign Affairs**

Norwegian embassies contacted the Expert Team in connection with 23 cases in 2022. Embassies with integration advisors accounted for 22 of these cases. In most cases, it was the integration advisors themselves who got in touch.

The 22 cases from integration advisors in 2022 represents a decrease from 2021, when integration advisors/Norwegian embassies with integration advisors contacted the team in connection with 47 cases. The number of cases in 2022 is also lower than in 2020 (24 cases) and 2019 (36 cases), which were pandemic-affected years.

Of the cases which the integration advisors/Norwegian embassies with integration advisors contacted the Expert Team about, 13 related to adults, while 9 cases related to children.

The countries of residence in these cases were primarily Pakistan, Somalia and Turkey. The primary concern in most cases was “involuntary stays abroad” (13 cases). Another primary concern in several cases was “threats and violence”.

In addition to integration advisors/Norwegian embassies with integration advisors, the Norwegian Ministry of Foreign Affairs contacted the team in connection with 16 cases in 2022. This is one case more than in 2021 (15 cases). In previous years, the Expert



[< Innholdsfortegnelse](#)

Team had received few inquiries from the Ministry of Foreign Affairs.

It is the integration advisors who contact the Expert Team to submit an application for reimbursement when a vulnerable person returns to Norway. It is also the integration advisors who ask the Expert Team for assistance to coordinate the reception of the repatriated person in Norway. Both the integration advisors and the Ministry of Foreign Affairs' consular section contacted the team about benefits payable through NAV for people located abroad. In these cases, the discussion concerns the leeway provided in the regulations governing the benefit in question. Issues relate both to eligibility for benefits and their maintenance while the vulnerable person is located abroad,

as well as potentially stopping any benefit payments as a means to persuade those keeping the vulnerable person abroad against their will to return them back to Norway for financial reasons.

In cases relating to non-citizens with links to Norway who are located abroad, the integration advisor and the Ministry of Foreign Affairs sometimes contact the Expert Team with questions relating to residence status, the immigration rules, possibility of repatriation, possibility of family reunification, travel documents, etc.



< [Innholdsfortegnelse](#)

**2.7.**

**Breakdown of cases by county of residence**

The Expert Team registers which county the subject of the case is resident in, or has been resident in, if they are located abroad.

In 2022, the counties of Viken (224 cases), Oslo (217 cases), Agder (61 cases), Vestfold og Telemark (57 cases) and Vestland (50 cases) topped the list.

**Breakdown of cases by county of residence**



**2.8.**

**Breakdown of cases by national background**

The Expert Team was contacted about cases relating to individuals with backgrounds from 53 different countries in 2022. The majority of cases related to individuals with national backgrounds from Syria (159 cases), Somalia (139 cases), Iraq (105 cases), Pakistan (100 cases), Afghanistan (94 cases) and Russia (40 cases).

and 2021 (9 cases). In both 2022 and 2021, there were a few cases relating to individuals with a Norwegian national background which concerned violence or negative social control in faith communities.

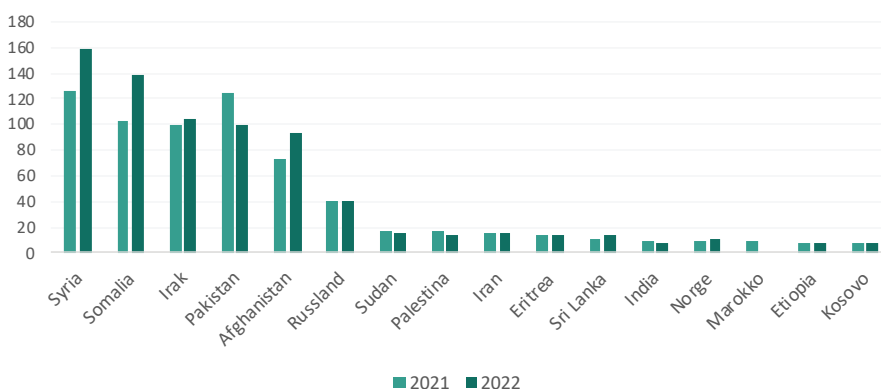
We would note that the national backgrounds which appear most frequently in the Expert Team’s statistics substantially reflect the largest immigrant groups in Norway.

The Expert Team is concerned that a large number of cases go unreported, and that few cases relating to violence and negative social control in faith communities are uncovered, and that public services are largely unaware that the Expert Team can provide advice and guidance in such cases.

There were few cases relating to individuals with a Norwegian national background in 2022 (11 cases)

You can read more about issues relating to violence and negative social control in faith communities in Chapter 3.

**Breakdown of cases by national background**



[< Innholdsfortegnelse](#)**2.8.1****Syria**

In 2022, 159 cases (18%) related to people with a Syrian national background. Since 2020, Syria has been the national background in the majority of cases and accounted for 127 cases in 2021 and 131 cases in 2020. In 2022, 74 of the cases involved adults, while 85 cases involved children.

The primary concern in most cases relating to individuals with a Syrian national background was “threats and violence” (58 cases) and “negative social control” (41 cases). In 18 cases, the primary concern was “fear of involuntary stays abroad”, while 12 cases related primarily to “involuntary stays abroad”. The primary concern in 14 cases was “fear of forced marriage”, while it was “fear of child marriage” in 9 cases. Most cases relating to individuals with a Syrian national background were referred to the Expert Team by the police service, the child welfare service and minority counsellors/schools with minority counsellors. In 21 cases, the Expert Team was aware that the individual was located abroad when contact was initiated.

Individuals with a Syrian national background have often lived in Norway for a relatively short period of time. In a third of the cases, the Expert Team was aware that the matter concerned immigration. In slightly less than a third of cases, the Expert Team did not know whether or not it was an immigration case. You can read more about immigration cases in section 2.10 below.

**2.8.2.****Somalia**

In 2022, the Expert Team assisted in 139 cases relating to individuals with a Somali national background.

This corresponds to 16 per cent of all cases in 2022. Somalia is therefore the national background in the second largest number of cases. This is a change from previous years and represents a 35 per cent increase from 2021, when the Expert Team assisted with 103 cases in which Somalia was the national background. There were 67 such cases in 2020 and 109 cases in 2019.

102 of the cases involved children with a Somali national background, while 36 cases involved adults. In addition, there was 1 case in which it was uncertain whether the person was over or under 18 years of age. Cases with Somalia as the national background differ from cases with other national backgrounds in that a substantial 73 per cent relate to children.

The primary concern in most cases where the individual has a Somali national background was “involuntary stays abroad” (40 cases), “fear of female genital mutilation” (29 cases), “fear of involuntary stays abroad” (25 cases) and “threats and violence” (21 cases). In over half of the cases (81 cases), the vulnerable person was located abroad when the Expert Team was initially contacted. In 90 per cent of these cases, the vulnerable person was a child.

The majority of cases were referred to the Expert Team by the child welfare service, minority advisors/schools with minority advisors and NAV. The Expert team was aware of only 14 cases involving individuals with this national background which related to immigration.

**2.8.3.****Iraq**

Iraq was the national background in 105 cases in 2022. This corresponds to 12 per cent of all cases. Iraq was the national background in 99 cases in 2021 and 72 cases in 2020. In 2022, 52 of the cases involved adults, while 53 cases involved children.

The primary concern in the majority of cases relating to individuals with an Iraqi national background was “threats and violence” (62 cases). In 16 cases, the primary concern was “involuntary stays abroad”, while 8 cases related primarily to “fear of involuntary stays abroad”. In 80 per cent of the cases with links to Iraq, the vulnerable person was located in Norway, while they were located abroad in 20 per cent of the cases.

The child welfare service, the police service and crisis centres contacted the Expert Team in connection with the majority of cases with Iraq as the national background.

[< Innholdsfortegnelse](#)**2.8.4.****Pakistan**

In 2022, 100 cases related to people with a Pakistani national background. This national background accounted for 125 cases in 2021 and 116 cases in 2020. Despite the relatively large overall increase in the number of cases, the number of cases with Pakistan as the national background decreased. There has been a 20 per cent reduction in the number of cases with this national background.

The proportion of cases with this national background has decreased, from 16 per cent in 2021 to 11 per cent in 2022. Of the five most frequent national backgrounds, Pakistan is the only one to have decreased in number.

In 2022, 77 of the cases involved adults, while 23 cases involved children. Cases where Pakistan is the national background differ from cases with other national backgrounds in that a substantial 77 per cent of the cases relate to adults. The primary concern in the majority of cases was “fear of forced marriage” (35 cases), “threats and violence” (30 cases) and “negative social control” (14 cases). In 11 cases, the vulnerable person was located abroad when the Expert Team was initially contacted.

The police service and UDI contacted the Expert Team in most of these cases. 39 cases related to immigration.

**2.8.5****Afghanistan**

94 cases concerned individuals with an Afghan national background. This represents an increase from previous years. In 2021, there were 73 such cases, while in 2020 there were 78 cases. In 2022, 52 of the cases involved adults, while 42 cases involved children.

In 53 cases (56%), the primary concern was “threats and violence”. Other primary concerns included “fear of forced marriage” (12 cases) and “fear of child marriage” (9 cases). The vulnerable person was located abroad in 8 cases.

Most cases were referred to the Expert Team by the child welfare service, NAV and the police service.

The Expert Team were aware that 33 cases related to immigration.

**2.8.6.****Russia**

There were 40 cases involving individuals with a Russian national background in 2022, which was the same number as in 2021. Most cases involve individuals with a background from the Chechen Republic. In 2022, 24 of the cases involved adults, while 16 cases involved children.

The primary concern in the majority of cases was “threats and violence” (27 cases). Minority advisors/schools with minority advisors contacted the Expert Team in connection with 11 cases where the vulnerable person had a background from Russia, while IMDi contacted the team in connection with 8 such cases. The vulnerable person was located abroad in 15 of the cases. Almost half of the cases related to immigration.

**2.9****Vulnerable persons located abroad**

There has been an increase in the number of cases where the vulnerable person is located abroad.

Cases involving vulnerable persons located abroad accounted for 23 per cent of all the cases handled by the Expert Team in 2022. In some cases, the person(s) located abroad contact a Norwegian embassy or the public services in Norway and ask for help. In other cases, schools or other parties are concerned because the person has not returned from a stay abroad. In a few cases, an acquaintance, family member or the vulnerable person, themselves

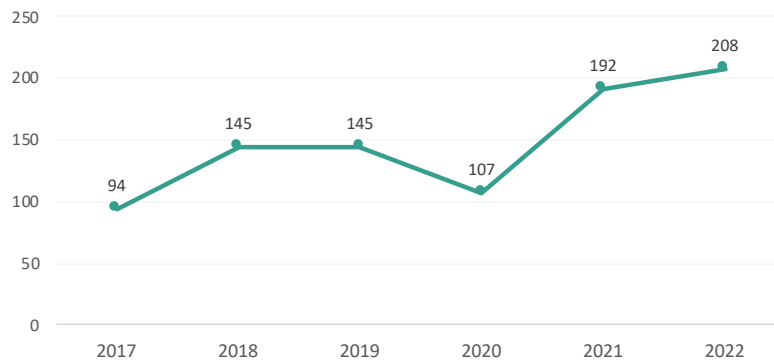
contacts the Expert Team and requests help. When a vulnerable person located abroad contacts the Expert Team directly to ask for assistance, the team helps to put them in contact with their nearest Norwegian embassy.

In 2022, there were 208 cases in which the individual was located abroad when the Expert Team became involved. This is a slight increase from 2021, when 191 cases involved individuals located abroad. By comparison, the individual was located abroad in 107 cases in 2020 and 145 cases in 2019. The



< [Innholdsfortegnelse](#)

**Cases involving vulnerable persons located abroad**



number of cases involving vulnerable persons located abroad in 2022 was therefore higher than ever before. In 2022, there were an additional 12 cases in which it was uncertain whether the individual was located abroad or in Norway when the Expert Team became involved.

Of those located abroad when the Expert Team became involved, 148 cases (71%) concerned women/girls, while 51 cases (25%) concerned men/boys. In 9 cases (4%), the gender of the individual was unknown. 149 cases (72%) concerned children located abroad. By comparison, children located abroad accounted for 116 cases (61%) in 2021. In 2022, 48 of the cases concerned adults located abroad, the majority of whom were women living with their children.

The child welfare service contacted the Expert Team in connection with the majority of cases in which the individual was located abroad (27 cases). This was followed by the police service (25 cases), integration advisors/Norwegian embassies with integration advisors (21 cases) and minority advisors/schools with minority advisors (21 cases).

The primary concern in these cases was “involuntary stays abroad” (99 cases) and “fear of involuntary stays abroad” (41 cases). The primary concern in 30 cases was “threats and violence”, while 19 cases related to “female genital mutilation” and 9 related to “fear of forced marriage”. One national background stands out for the number of cases relating to individuals located abroad. 81

cases involving vulnerable persons located abroad (39%) related to individuals with a Somali national background. 71 of these cases related to children located abroad. In the majority of these cases, the individuals were located in Somalia, although some were located in Kenya and Egypt.

In the other cases concerning individuals located abroad, 18 different national backgrounds were registered. The majority of cases concerned individuals with national backgrounds from Iraq (21 cases), Syria (21 cases), Russia (15 cases), Pakistan (11 cases) and Palestine (10 cases).

### 2.9.1 Children located abroad

In 2022, 149 cases related to concerns about children and young people under the age of 18 located abroad. Some of the children were residing abroad with one or both of their parents, while other children had been taken abroad and left there without their parents.

The grounds for concern vary. In some cases, there were concerns about the child before their departure. A public service may have had concerns that the trip was the result of conflicts between the parents and the child. A trip abroad or a lengthy period of residence abroad may sometimes be motivated by the parents’ desire to remove the child or adolescent from friends, a boyfriend/girlfriend, a “bad crowd” and/or the reach of the public services. In other cases, the child’s lengthy residence abroad may come as a surprise to their school or other

< [Innholdsfortegnelse](#)

services, without other concerns being noted in advance. However, it may cause concern in such cases if the school or other agencies have not been notified, no leave of absence has been sought and it appears as though the child itself did not know that the trip or holiday would be extended. Concerns could be reinforced if the parents, and siblings, return from the holiday while the child remains abroad.

Under section 40 of the Norwegian Children Act, children aged 12 or more must consent to any decision to relocate out of the country or reside abroad for a lengthy period unaccompanied by one of the parents with parental authority (see Section 40 of the Children Act).

This also applies if an agreed stay abroad is extended. Based on the Expert Team's experience, it appears as though a number of children and adolescents are taken abroad by their parents on the pretext of a family holiday, only for the child to be left behind when the parents return to Norway when the holiday ends. In such cases, no consent has been obtained from the child, but if the child asks for help and states that their residence abroad is involuntary, there are nevertheless few opportunities to assist them.

On several occasions in previous annual reports, the Expert Team has sought to highlight the challenges that arise when children are left abroad against their will, and to point out that section 40 of the Children Act has limited effect when violating this law cannot result in penal consequences.

On 3 September 2021, a parliamentary committee was established to investigate all of the legal ramifications involved in cases relating to negative social control, honour-based violence, forced marriage, female genital mutilation and psychological violence.<sup>15</sup> The Expert Team, which has experience with the challenges inherent in these cases, is pleased that part of the parliamentary committee's mandate is to assess how the legal rights of children and adolescents who are left abroad can be strengthened.

## 2.9.2.

### **Coordination of repatriation to Norway and reimbursement of travel expenses**

The Expert Team manages the reimbursement scheme regulated by "Circular F-02-18 – Expenses relating to repatriation to Norway in connection with negative social control, forced marriage and female genital mutilation".<sup>16</sup>

If the vulnerable person is located abroad and is unable to pay the travel expenses required for repatriation to Norway, the Norwegian embassy may, on their behalf, apply for coverage of their return journey through the reimbursement scheme managed by the Expert Team.

The Expert team granted reimbursement in 14 individual cases in 2022, 6 involving adults and 8 involving children. All applications for reimbursement received in 2022 were granted.

There was a slight decrease in the number of applications for reimbursement from Norwegian embassies in 2022 compared with 2021, when 16 applications were granted. However, the number is higher than in 2020 (9 applications granted) and 2019 (7 applications granted). All the cases in 2022 originated from the integration advisors at the four Norwegian embassies that have them, i.e. the Norwegian embassy in Amman, Ankara, Islamabad and Nairobi.

If requested by the Norwegian embassies, the Expert Team coordinates the individual's reception in Norway when they return. In 2022, the Expert Team coordinated the reception of 13 individuals. There were no applications for reimbursement for any of these individual.<sup>17</sup>

In cases where the Expert Team coordinates the individual's arrival in Norway, it contacts the various services that could play a role in the period immediately following their return to Norway. This often includes the police service, crisis centres, NAV and the child welfare service.

In most cases, coordination involves securing a place at a crisis centre, ensuring a police officer

<sup>15</sup> <https://lovutvalg-negativ-sosial-kontroll.no/>

<sup>16</sup> <https://www.regjeringen.no/no/dokumenter/rundskriv-f-02-18/id2632326/>

<sup>17</sup> The coordination of the reception of people returning from abroad may also be relevant in cases where no application for the reimbursement of repatriation expenses is submitted.

[< Innholdsfortegnelse](#)

meets the individual at the airport gate when they arrive and drives them to the crisis centre. In the majority of cases where the Norwegian embassies asks for coordination of the individual's reception, it is because the embassy considers that the individual could be at risk of harm upon arrival in Norway or that the threat level is uncertain. In such cases, the vulnerable person requires secure transport to the crisis centre in order to avoid the arrivals hall at the airport or use of public transport or taxis.

### 2.10 Immigration cases

The Expert Team registers a case as an immigration case when it relates to a non-Norwegian citizen and concerns an application for residence or asylum. We also register the case as an immigration case when the person the case concerns has applied for family reunification.

The Expert Team was asked for guidance in relation to 244 immigration cases in 2022. This is the same number as in 2021. Despite a sharp reduction in the number of cases originating from UDI, there was no decrease in the number of immigration cases. Immigration cases accounted for 27 per cent of the total number of cases that the Expert Team worked on in 2022. In contrast to 2021, most of such cases were referred by minority advisors/schools with minority advisors (50 cases), and not UDI (46 cases). There was an increase in the number of cases referred by minority advisors, the police service, IMDi, voluntary organisations, NAV and the refugee service. The number of immigration cases reaching the Expert Team via minority advisors/schools with minority advisors more than doubled, as did the number of

such cases from IMDi. There were 21 cases in 2022, compared with 10 cases in 2021.

The primary cause for concern in immigration cases changed slightly in 2022. In the past few years, most cases have had "fear of forced marriage" as the primary concern. This includes cases where UDI, in connection with the processing of applications for family reunification, has become concerned that a forced marriage had been performed. However, in 2022 the primary concern in the majority of cases was "Threats and violence". This primary concern applied to 101 cases in 2022, compared to 59 cases in 2021.

Although more cases related to asylum (protection), there has been no increase in the number of immigration cases where the vulnerable person had a national background from Ukraine or Russia. This is probably because these cases have different challenges than honour-based violence. In immigration cases, the majority of people have a national background from Syria (51 cases), Pakistan (39 cases) and Afghanistan (33 cases). While there has been a decrease in the number of immigration cases relating to people with a background from Pakistan (down from 53 cases in 2021 to 39 cases in 2022), there has been an increase in the number of such cases relating to people with a national background from Syria. Syria was the national background in 51 cases, compared with 31 cases in 2021. This is attributable to the downturn in the number of cases relating to family reunification originating from UDI, and an increase in the number of inquiries received from other agencies.



## Part 3

# Experience- based insights

< [Innehållsförtegnelse](#)

Endeavours in the area of honour-based violence and social control have focused especially on the vulnerability of women and girls from minority backgrounds. The collective honour-based culture is generally presented as a phenomenon rooted in the man's responsibility to protect the family's honour by safeguarding its women's chastity/purity. It is primarily through their actions and way of expressing themselves that women risk harming the family's honour. Women's virginity must be kept intact until marriage. This makes women and girls particularly vulnerable to honour-based violence and is the reason they account for the bulk of the cases dealt with by the Expert Team. Nevertheless, it is important to highlight other vulnerable groups who may be subjected to honour-based violence and negative social control but whose plight is less often uncovered.

In this chapter, the Expert Team wishes to highlight other groups who may be subjected to honour-based violence. By shedding light on the Expert Team's experience with these kinds of cases, we hope that more people working in the public services will gain a better understanding of how honour-based violence and social control can affect these groups.

### 3.1.

#### **Vulnerability of men and boys in cases concerning honour-based violence**

Even though men and boys are the subject of fewer of the cases that the Expert Team works with than girls and women, we would nevertheless like to shed light on their position in families characterised by patriarchal hierarchies and honour-based cultures. In cases of this nature, brothers are often presented as part of the threat to girls and young women.

In some cases, they are indeed the primary aggressor, who actively controls and punishes their sisters, female cousins and mothers. The public services report cases of girls and young women who are subjected to both physical and psychological violence

by their brothers. In general, older brothers are presented as the perpetrators of violence, though younger brothers may also sometimes act in this way within the family has not been investigated or the investigation was restricted to whether the brother was the perpetrator of the violence.

In Sweden, there has been interest in understanding how boys are subjected to honour-based violence. In a scale study from Stockholm (Schlytter et al., 2009a; Schlytter, Högdin, Rexvid, 2009b), it emerged that restrictions on boys' liberty must be seen in the context of the responsibility they have for controlling their sisters and female cousins. The role of controller damages family bonds and the sibling relationship. The relationship becomes characterised by suspicion



on the part of the brother who exercises control, and the sister's fear that any breach of family rules will be discovered.

Schlytter and Rexvid (2016) describe the boys' inner conflict in the brother-sister relationship. Within the patriarchal honour-based culture, the brother-sister relationship is determined by the extent to which the sister can adapt to the norms set by the brother, which, in turn, determines the extent of his power. If the sister behaves in ways that breach the norms, the brother will feel a sense of shame and powerlessness. In a culture where shame is associated with femininity, this constitutes a double burden because the boy is ashamed of feeling ashamed.

Smette, Hyggen and Bredal (2021) argue that control of women's chastity is key to preserving the family's respectability and prestige. In the Expert Team's experience, the boys in the family learn about these ideals at an early age, which colours their view of femininity and of women's value. Their view of their own masculinity is also formed in this landscape. The Expert Team has experience from cases where one or more brothers under the age of 18 exercise negative social control, perpetrate violence and issue threats against a sister, and where this leads the child welfare service to take the sister into care. In several of these cases, no investigation was opened, or initiatives taken, with respect to the brother. This reflects the findings of the Swedish scale study mentioned earlier.

In the Expert Team's experience, young men and boys' capacity for violence is understood in terms of power and liberty, and not as an expression of pain. Helpers must be aided to see what pressure boys and young men in a patriarchal honour-based culture are under, as well as seeing the pressure they themselves exert. It is therefore important that helpers work with a long-term relational focus, to enable the perpetrators to understand the underlying reasons for why they resort to violence and negative social control.

### **3.2.**

#### **People identifying as LGBTIQ+**

Identifying as LGBTIQ+ (queer) can make an individual additionally vulnerable. In some families and/or communities, queer individuals are stigmatised, persecuted and threatened because of their sexual orientation, gender identity and/or gender expression.

The Expert Team has experience of cases relating to queer people both through the provision of guidance in individual cases, cases relating to the housing scheme and the questions we answer on ung.no. Common to all cases is that the individuals describe growing up in families and communities in which being queer is not accepted. Non-acceptance may be a norm or an unwritten rule that the child grows up with, and it may be more or less explicitly

## < [Innholdsfortegnelse](#)

expressed. In some cases, the queer person may have spent their entire childhood and youth trying to conceal their identity as queer. In some cases, the young person internalises the family's views about being queer, which, in turn, leads to feelings of shame and self-disgust. In other cases, the family has suspected that the person is queer and attempts to force them to change the way they dress, speak and walk, as well as their overall personality. Parents and siblings are afraid that others may discover that the person is queer, that people may start spreading rumours and that this will harm the family's honour. One outcome of this is often a childhood characterised by negative social control and violence.

In several of the cases handled by the team, the individual was afraid they would be taken to the parents' country of origin, which may be a country where being queer is punishable by law. In some cases, the queer person may choose to be open about their LGBTIQ+ identity and is consequently subjected to violence, threats, harassment or expulsion from their family and/or social or faith community.

It is important that it is the person themselves who chooses whether or not to be open about their queer identity, whether they wish to come out to just a few people or be completely open to everyone, as well as choosing when they wish to come out.

A person may not dare to come out for a variety of reasons. Some keep quiet for fear of the consequences. These could range from disappointment on the part of close family members to violence and honour-based murder. This may lead some individuals to refrain from living out their gender identity and sexual orientation, and not daring to speak to anyone else about their situation.

Many report mental health issues such as depression and anxiety. Some struggle with self-harm and suicidal thoughts.

The Expert Team has been contacted by schools and the child welfare service in connection with

cases where a young person wishes to move out of the family home because they feel unable to be their true self when they are with their families.

For the child welfare service, it can be difficult to help the young person without their parents learning that their child is queer. It is difficult to conduct any kind of investigation into the individual's situation or achieve any change in attitudes towards the individual if the parents cannot be told that their child is queer and does not feel accepted. Furthermore, it can be difficult to prevent the parties having access to case documents in what is a key part of the assessment of the need for a care placement.

In some cases, the parents, family or social network are not yet aware of the individual's gender identity, and the individual waits until they have turned 18 before asking for help and perhaps moving to a crisis centre and, potentially, being considered for the housing scheme. Some people wish to keep their queer identity hidden from their family and social network and therefore relocate to a different part of the country, where they can live more freely and in the hope of not being discovered. Others are young adults who wish to inform their family of their gender identity and sexual orientation as an explanation of why they can no longer live at home. In some cases, we have seen that this has led to violence, threats and social exclusion.

Experience from the cases the Expert Team has worked on shows that living openly as a queer person can damage the family's honour. As in other cases relating to honour, the loss of honour derives from the fact that other people know, can speak about it and spread rumours. As in other cases related to the loss of honour, other people knowing that someone in the family is queer can lead to loss of social contact, that siblings fail to marry and that honour must be restored in some way. This may be the reason why families deny that their children are queer, despite knowing or suspecting that they are, and continuing to force their child to change their behaviour and way of being.

<sup>18</sup> Conversion therapy may be defined as: "methods whose aim is to make a person change, deny or suppress their sexual orientation or gender identity, which are clearly likely to inflict psychological harm on that person." [Regjeringen.no](http://Regjeringen.no)

< [Innholdsfortegnelse](#)

### 3.3. People subjected to negative social control in faith communities

Since “negative social control” and similar terms were included in action plans relating to this field, the Expert Team has been clear that this is a phenomenon that may occur in certain faith communities.

Common to these communities is a world view that makes them want to distance themselves from the society at large. One way of preventing children from integrating into society at large is through negative social control. This type of control is possible in collectivist cultures where consideration for the group weighs more heavily than consideration for the individual.

At the same time, these communities are often characterised by strong internal cohesion, demands for loyalty and expectations of outwardly preserving the community’s honour. The control that arises in this context can therefore sometimes be associated with honour-based violence.

Each year, the Expert Team is contacted about a few cases concerning people from faith or philosophical communities. In addition to providing guidance in individual cases, the Competence Centre also answers questions posed by children who live in extremely religious families and/or are part of a faith community that exercises negative social control.

Through these cases and the questions asked on the website [ung.no](http://ung.no), we hear stories of negative social control in the form of threats of hell and damnation, condemnation of LGBTIQ+ people and threats of exclusion from the community if its norms are violated.<sup>19</sup> Young people tell us that they are afraid, do not feel accepted or valued and dare not talk to their parents about how they are feeling. Some also say that they are not permitted to use

social media or other media, such as television or internet, cannot speak with anyone belonging to society at large, and that they are struggling mentally because of what they are going through. Being denied the opportunity to seek medical assistance, such as seeing a psychologist, is also a form of negative social control. The Expert Team also knows of young people who, instead of seeking professional help, are told to read the Bible and pray in order to recover. There are also families and faith communities that believe in possession by the devil or evil spirits, which must be driven out of the child through exorcism. This can be terrifying for the child and can lead to psychological trauma.

The young person’s scepticism with respect to society at large, and therefore also to the public services, can lead them to hold back from telling the public services about the challenges they are facing.

Another obstacle that the Expert Team has seen is when faith communities or private schools linked to a specific faith community habitually deal internally with infractions, such as violence or sexual abuse among the congregation or in school, without notifying or involving the child welfare service or the police. Faith leaders may focus on sexual abuse as a biblical sin rather than a criminal offence, and insist that guidance from someone within the community is sufficient to create change.<sup>21</sup> In some faith communities, emphasis is placed on the virtue of forgiveness.

In addition to few cases being uncovered, it can be difficult for the public services to understand that what the vulnerable person from a faith community is recounting can be equated to negative social control and/or honour-based violence. In other words, there are several potential reasons why so few employees in the public services contact the Expert Team for advice and guidance in these cases.

<sup>19</sup> [www.vondtro.no](http://www.vondtro.no) <sup>20</sup> [www.voldogtro.no](http://www.voldogtro.no) <sup>21</sup> [www.voldogtro.no](http://www.voldogtro.no)





## Part 4

# Housing and social support scheme

[< Innholdsfortegnelse](#)

The national housing and social support scheme for people subjected to forced marriage, honour-based violence and negative social control (the housing scheme) is coordinated by the Expert Team. The housing scheme is the result of a collaboration between Bufdir and five selected municipalities. As of December 2022, the scheme comprised 26 places. The municipal authorities receive funding from Bufdir to operate the housing scheme. The funding arrangement was evaluated by Oslo Economics in 2022, and the report published in January 2023.<sup>22</sup>

The housing scheme is aimed at people over the age of 18 who have been subjected to forced marriage, threats of forced marriage or other forms of honour-based violence. This also includes cases of psychological violence and negative social control, where the vulnerable person needs both a safe place to stay, away from the perpetrator(s), and further follow-up. Women, men, couples and parents with children may be assessed for the housing scheme.

The housing scheme consists of apartments and shared accommodation which has been given security clearance by the police. The maximum length of stay is nine months. During this time, residents receive milieu therapy, and are put in touch with relevant municipal services and volunteers from relevant organisations.

The housing scheme in some of the municipalities have also established a network for residents and former residents, and organise get-togethers, activities and celebrations of major public holidays. The housing scheme is also meant to help former residents receive adequate follow-up from the public services, voluntary organisations and, if required, from the scheme's own staff, after they have moved out.

A project has been initiated whereby the KUN Centre for Equality and Diversity, in partnership with Anja Bredal from the Oslo Metropolitan University, will study how the housing scheme users experience the transition when they move out of their accommodation, and which factors promote or inhibit their successful reestablishment in society. The study was commissioned by Bufdir and will conclude in the spring of 2023.<sup>23</sup>

---

<sup>22</sup> <https://osloeconomics.no/2023/01/16/avgjorende-og-hensiktsmessig-tilskuddsordning-for-utsatte-for-tvangsekteskap-aeresrelatert-vold-og-negativ-sosialkontroll/>  
<sup>23</sup> [https://www.kun.no/prosjekter\\_ny/livet-etterpa](https://www.kun.no/prosjekter_ny/livet-etterpa)

[< Innholdsfortegnelse](#)**4.1.****New arrivals and residents in 2022**

In 2022, 31 people entered accommodation offered by the housing scheme, which was the same number of people as in 2021. A total of 54 people lived in supported accommodation in 2022 (23 of whom moved into supported accommodation in 2021), compared with 53 people in 2021.

The number of people who have entered the housing scheme has remained relatively stable from 2017 to 2022 (30-33 placements per year). The exception was 2020, when 39 people entered supported accommodation.

Of the 31 people who entered the scheme in 2022, 27 were over the age of 18, while 4 were minor children accompanying an adult. There were 22 adult women and 5 adult men. The age of the adults breaks down as follows:

18–19 years: 8 people  
20–29 years: 14 people  
30–50 years: 5 people

The oldest person to enter the housing scheme in 2022 was 47 years of age, the youngest was 18, while the median age was 22.

Residents have backgrounds from 13 different countries.

Crisis centres contacted the Expert Team with respect to the largest number of cases that resulted in the individual entering the housing scheme (11 cases). Other agencies whose contact with the team resulted in a housing scheme placement were voluntary organisations, the police service, NAV and some others.

**4.1.1.****Housing occupancy rate**

The housing scheme occupancy rate indicates the percentage of the 26 places that were in use through the year.

On average, the occupancy rate was 75 per cent in 2022. This is a decrease from 2021, when the occupancy rate averaged 86 per cent, but an increase

from 2020, when the occupancy rate averaged 68 per cent.

Only 2 people entered the housing scheme in the period from January to May 2022, while the remainder moved in between June and December.

The housing scheme occupancy rate was 68 per cent in the first half of the year, 82 per cent in the second half of the year, and stood at 96 per cent at year-end.

A variety of factors may have led to a very low number of people entering the scheme in the first half of 2022. This may be due to the date on which the Expert Team received the cases, the capacity in suitable accommodation, that many of the cases we received during this period were nevertheless unsuitable for placement, and that the process leading up to placement took a long time due to the need to clarify various issues in advance. In cases where the vulnerable person has children with the aggressor, clarifying parental responsibility, custody and, if relevant, access and contact agreements, can take a long time. In the majority of cases, housing scheme will not be relevant before this has been clarified. In other cases, the lengthy clarification period is attributable to the vulnerable person's situation, ambivalence, ties to school and work, etc.

A third reason may be that it takes time to complete the threat assessment and establish recommendations for protective measures.

Of the 36 people who were assessed for the housing scheme in the first half of 2022, 10 were placed during the year. However, only 2 of these were placed in the first half of the year.

A situation where few people enter supported accommodation in the first half of the year, while many people move in in the second half, is challenging for both those managing the accommodation and the Expert Team as the scheme's coordinator. It is also unfortunate when accommodation stands vacant for part of the year, while being practically full up in the second half of 2022.

The fact that the scheme had a high occupancy rate in the second half of 2022 is also unfortunate with

< [Innholdsfortegnelse](#)

respect to groups for whom an apartment is the only solution.

This applies to men, couples and parents with children. These are people who cannot live in shared accommodation based on how the scheme is currently organised. As a result, men and mothers with children have to wait longer for a place than single women who have been found eligible for a place. This is unfortunate, and the Expert Team/Bufdir acknowledges that there is a need for greater flexibility in relation to accommodation, and possibly also for additional apartments that may be allocated temporarily and relatively quickly. mulighet for ekstra leiligheter som kan tas i bruk midlertidig, og relativt raskt.

**4.2.**

**People assessed for the housing scheme in 2022**

A total of 117 people were assessed for the housing scheme in 2022. This corresponds to 13 per cent of the total number of cases the Expert Team worked with. Of the 117 people assessed, 92 were adults and 25 children (accompanying 13 of the adults). Of the adults, 80 were women and 12 were men.

Most of the cases related to people with a national background from Afghanistan (22 cases), Pakistan (18 cases), Iraq (23 cases) and Somalia (10 cases). In total,

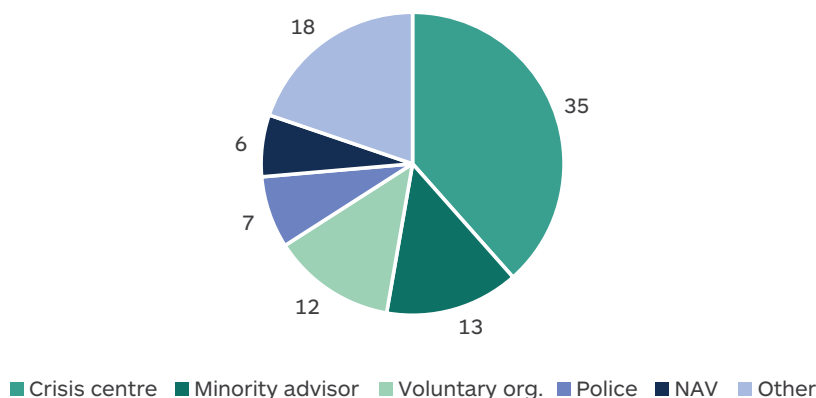
the people assessed for the housing scheme had a background from 22 different countries.

The agencies that contacted the Expert Team about the majority of cases that resulted in assessment for the housing scheme were crisis centres, minority counsellors, voluntary organisations and the police service.

There are many different reasons why someone who is assessed for housing scheme is not allocated a place. Some find other accommodation while they are waiting to be allocated a place, for example, while the police are performing a threat assessment, while they are awaiting a child custody hearing, while awaiting secondary settlement or because the relevant housing scheme has no vacancies. Others do not wish to move to the part of the country that has a housing scheme vacancy, or they should not move there for security reasons and therefore find other solutions.

Some are unsuited to enter the housing scheme due to their own issues, such as violence, substance abuse and/or criminal behaviour, which may pose a threat to other residents or risk the location of the housing scheme being revealed. Some individuals also choose to remain at home (with their partner/family) after all, or return home after a brief stay at a crisis centre.

**Agencies/individuals who contacted the team about people to be assessed for housing scheme**



< [Innholdsfortegnelse](#)

#### 4.2.1.

##### **Experience from cases involving parents with children**

Cases involving parents with children are often more complex and time-consuming to assess with respect to the housing scheme and to prepare for their relocation to the accommodation that is allocated. In most cases, both parents have parental responsibility. Access to the children by the parent who represents a threat is generally paused while the child and the other parent are staying at a crisis centre. This is a phase when the threat level and the need for security must be assessed.

If both parents have parental responsibility, there may be several obstacles to relocation. One such obstacle is that the parent from whom the vulnerable person needs protection must consent if the child is to relocate.

Another obstacle is that the parent from whom the vulnerable person must be protected may be granted access or shared residence in a forthcoming child custody hearing. This can make it difficult to conceal where the supported accommodation is located and where the parent and child are moving to.

In such cases, parents with children are often forced to wait a very long time – until the child custody case has been heard by the court – before it is possible to assess whether they can enter the housing scheme.

In 2022, 13 parents with children were assessed for the housing scheme. Several of these had more than one accompanying child.

Given how the housing scheme is currently designed, with the emphasis on shared accommodation or small apartments, there are fewer apartments available for this group. Only one of the municipalities is able to accept families with many children. However, there are not sufficient places in that municipality for two mothers with many children to be placed at the same time. This is unfortunate, since these can be families who need the same level of security and follow-up as the other residents in the housing scheme. In the Expert Team's experience, this is a group which can also find it difficult to obtain accommodation outside of the housing scheme, particularly if security considerations must also be met.

The bulk of the supported accommodation is such that residents may stay there for no more than nine months.

However, for parents with children, such temporary accommodation is unfortunate, since the children may need the stability of a home they can live in for a longer period in order to get back to a "normal" life. Parents with children who are forced to move away from one or more aggressors have often already stayed temporarily at a crisis centre, where much of their lives have been put on hold. When they move out of the crisis centre, it is therefore important that the child has the opportunity to go to kindergarten or school and make friends in a new place. If parents with children move into supported accommodation that is only temporary, it could result in the child having to change kindergarten or school again and leave a neighbourhood where they may have established friendships.

As a solution to this, one of the municipalities that can accept parents with children can place them in municipal accommodation with security clearance, where they are followed-up by housing scheme staff. This also allows them to remain living in the same place after the nine-month period with housing support has ended. One of the other municipalities has resolved this problem by relocating them to other, more permanent rented accommodation, where they continue to receive follow-up, after a brief stay in the apartment managed by the housing scheme.

#### 4.2.2.

##### **Previous experience with the child welfare service**

We note that the child welfare service, as well as other services, have often previously been involved in the early lives of many of the individuals assessed for the housing scheme. Many inform us that the public services do not always understand what they are going through. They inform us that the child welfare service has tried to effect change, but that the situation has nevertheless not improved. We have multiple examples of the vulnerable person recounting that the physical violence stopped after contact with the child welfare service, which then closed the case, only for the negative social control and psychological violence to continue and also escalate during their adolescence. In several cases, the person was subjected to renewed threats and violence from the family, because the negative social control intensified, and it became more

## < [Innholdsfortegnelse](#)

difficult to comply with all the restrictions imposed in the home.

Some young people have also previously been taken into care (emergency placement) by the child welfare service, only to be returned to the family because they withdrew their statement about their home situation or because they moved back when they turned 18. Most of these individuals report that the situation did not improve when they moved back home, but rather that they were blamed for the problems in the family and subjected to more violence.

In some cases, the child welfare service or other services contact the Expert Team because they have questions about the possibility of housing scheme placement for a young person who will shortly turn 18.

Our impression is often that the child welfare service does not have an adequate placement for a young person who will shortly turn 18 or a placement for the young person after their 18th birthday. The Expert Team recognises the need for child welfare placements that can extend through the transition from 17 to 18 years of age and where the young person can continue living after they turn 18 as part of the post-care follow-up process.

In some cases, we also see that young people who have lived with violence and negative social control do not wish to involve the child welfare service but prefer not to ask for help until they have turned 18. Some of these people have previously had a bad experience with the child welfare service, while others have avoided the child welfare service due to a lack of trust. A young person's experience with the child welfare service may also involve a lack of action and initiatives or a lack of competence on the part of the service.

### 4.3.

#### **Mentoring scheme**

When a vulnerable person leaves their family due to forced marriage, honour-based violence and/or negative social control, they often find that they "lose" their family and social network. While they are living in supported accommodation, efforts are made to help them establish new and secure networks.

Mentoring is offered to those living in supported accommodation, those who have moved out and others who have lost contact with their families due

to the violence they have been subjected to. Some of the housing schemes and mentor organisations have formalised agreements regarding the follow-up of residents when they move out of the supported accommodation, while other housing schemes establish links between residents and mentor organisation that also offer a befriender, peer-to-peer support and mentoring in a family setting.

Bufdir coordinates the network of voluntary organisations that offer various mentoring services to those in need through the Mentorhub. The organisations included in the Mentorhub are the Norwegian Red Cross (helpline and mentor family), Self-Help for Immigrants and Refugees (SEIF) (pilot and follow-up), Norwegian Women's Public Health Association (befriender), The Source of Help Norway, Queer World, and Oslo Crisis Centre (Together network).

In 2022, this coordination responsibility was given to the Expert Team (Bufdir's representative, who also coordinates the housing and social support scheme). Bufdir organises an annual seminar for all the organisations and holds meetings with the various organisations when requested or as the need arises. The objective is to bring together the various mentoring organisations to learn from each other's experiences, contribute to mutual professional development and promote shared development initiatives.

Several of the mentoring organisations also have activities targeting the victims of honour-based violence and negative social control in general. They often come into contact with these individuals while they are still living at home. Much of the work at this stage of the process, involves providing support and motivating the victim to accept help. For this reason, the mentoring organisations are also in contact with people who could benefit from a period staying in the housing scheme.

All the organisations which have contacted the Expert Team to request that a person be considered for a place at the housing scheme, are members of Mentorhub. This could imply that these organisations are used more extensively by people subjected to forced marriage, honour-based violence and/or negative social control. However, it could also mean that the mentoring organisations are familiar with the Expert Team and the housing support scheme, while other organisations in the field are not.

# Part 5

# Other activities



< [Innholdsfortegnelse](#)

The Expert Team's members work with these issues both within their own organisations and vis-à-vis public services and agencies, voluntary organisations and at-risk individuals. The task of the Expert Team's representatives is to help ensure that the issues of forced marriage, honour-based violence, negative social control and female genital mutilation are highlighted when relevant to the directorates' work. Furthermore, the representatives have a responsibility to help enhance their own agency's competence in this area. Increasing the competence of the public services, public administration and other organisations is one of the team's core tasks.

Despite the Expert Team contributing to increased competence in the field, and thereby meeting a great many people in the various services, it has been documented in numerous reports that the public services still do not have sufficient knowledge about the Expert Team. In 2022, as in 2021, the Expert Team received funding earmarked for efforts to raise awareness about the team.

### 5.1.

#### **Awareness-raising activities**

In 2022, Bufdir began collaborating with Trigger with the objective of strengthening endeavours to raise awareness of the Expert Team. This is being done through the creation of a visual profile, information films and proposals for targeted information campaigns.

In 2022, Trigger shot four "short-story films" and 11 "talking heads", in which the Expert Team's members answer frequently asked questions. Work on a mini profile of the Expert Team was also started. The films and mini profile will be completed in the spring of 2023.

### 5.2.

#### **Competence enhancement**

Increasing the public services' competence is an important aspect of the Expert Team's work, and the team is often invited to speak at seminars and conferences for various services. The Expert Team offers its

expertise in both interdisciplinary forums and to the different services separately. Lectures can cover a general understanding of the phenomena and more specific information on identifying, assessing and handling individual cases.

In 2022, team members gave lectures at 58 different events, seminars and conferences, with the objective of helping to raise the level of competence in this field. A large part of this competence-raising activity is conducted in partnership with other agencies.

### 5.2.1.

#### **Interdisciplinary gatherings and seminars**

In 2022, in connection with the publication of the Expert Team's 2021 Annual Report, the team arranged a webinar for the public services, voluntary organisations and other stakeholders. The webinar was opened by State Secretary Nancy Lystad Herz. The Competence Centre's statistics for 2021 were presented during the webinar. The team introduced the representatives from the various directorates,

## < [Innholdsfortegnelse](#)

who shared their experiences of working on individual cases, including housing scheme and expatriate cases.

In 2022, the Expert Team contributed to seven interdisciplinary conferences organised by the regional resource centres on violence, traumatic stress and suicide prevention (RVTS),<sup>24</sup> regional networks against negative social control, forced marriage and female genital mutilation, and the County Governor. The Expert Team has given lectures on how to understand the phenomena, as well as identify, risk assess and handle individual cases. The Expert Team has highlighted its role as a source of guidance, spoken about the housing and social support scheme and the team's role in cases relating to vulnerable persons located abroad. Prior to the summer holidays, the Expert Team held lectures at two different interdisciplinary seminars where the objective was to prevent involuntary residence abroad. The seminars were organised by the RVTS in Central and West Norway, in partnership with the regional networks. The Expert Team explained its role in expatriate cases, and collaboration with the Norwegian embassies and the central authority for cases under the 1996 Hague Convention. The team also talked about the challenges that may arise when helping a vulnerable person who is located abroad, as well as how the services can prevent involuntary residence abroad.

In 2022, the Expert Team also participated in seminars and conferences organised by IMDi. At the "Behind Closed Doors" conference, where the main topic was the link between human trafficking, child marriage, forced marriage and honour-based violence, the Expert Team's representatives took part in various workshops along with IMDi's specialist team, the Norwegian Women's Public Health Association, Queer World, minority counsellors and integration advisors. The Expert Team also had a stand where interested parties could come and obtain information about us.

The Expert Team has also contributed to local seminars and conferences for municipal services that were organised by minority counsellors in Oslo, Lillestrøm and Jessheim. The objective was partly to make the Expert Team more widely known, highlight the leeway and opportunities the public services have

when working on individual cases, as well as provide information on the housing and social support scheme that the team coordinates.

The Expert Team collaborates with IMDi's specialist team on the prevention of negative social control and honour-based violence. IMDi's specialist team targets adult education providers, refugee services and schools with minority counsellors in particular. Together with IMDi's specialist team, the Expert Team has contributed to conferences organised by the refugee services in the municipalities Vinje, Sunndal, Gloppen and Drangedal. In addition to the refugee services, other local services were also invited to these events.

### 5.2.2.

#### Lectures and participation at meetings of specific services

##### The Expert Team's contribution to enhanced competence in 2022 included:

- › Lecture at the Norwegian Police University College on understanding different cultures and diversity.
- › Lecture to members of Nordland Police District's threat assessment group on the Competence Team's guidance and assessment services.
- › Lecture at OsloMet University on conflict management in the service.
- › Lecture at UDI's meeting with the police districts on violence in close relationships, screening of cases and understanding the phenomena.
- › Lecture to UDI case officers and reception centre employees on protection/asylum and the Competence Team.
- › Lecture and dialogue at an internal meeting of a UDI unit "Identifying and following up especially vulnerable people".
- › Presentation of the Competence Team and phenomena to representatives of the immigration administration at a one-day conference dedicated to children's needs.

<sup>24</sup> <https://www.rvts.no/>

[< Innholdsfortegnelse](#)

- › Lectures to various NAV offices in Norway about the Competence Team and the help vulnerable people may be provided by NAV. The offices concerned NAV Innlandet County, NAV Troms & Finnmark County, NAV Sandefjord, NAV Trøndelag County, NAV Nordland County, NAV Bjerke, NAV Jessheim, NAV Lillestrøm, NAV Grünerløkka and NAV Klepp.
- › Lecture at a conference for advisors in the qualification programme organised by the Vestfold County Governor's Office.
- › Talk at a forum for financial advisors in NAV at the national level about the Competence Team, the phenomena and the subjects' financial situation.
- › Talk at the Nora Crisis Centre in Nordland County.
- › Presentation of the Competence Team's services to employees at health clinics for adolescents.
- › Lecture at an inter-service seminar in the municipality of Grimstad at the request of the midwifery and health visitor service.
- › Presentation to the child welfare service in Trøndelag under the auspices of the County Governor's Office.
- › Attendance at and lecture to a week-long conference on combating violence, organised by the child welfare service in the municipality of Stavanger.
- › Lecture at the Nora Conference for the municipality of Drammen and surrounding municipalities targeting state, municipal and voluntary sector actors, organised by the specialist parent-support team.
- › Lecture to and participation in a panel discussion at a conference for ICDP parental advisors, organised by the specialist parent-support, prevention and child and family protection team.
- › Talks at team meetings and induction programmes for minority counsellors organised by the various regions in Norway.

**5.2.3.****Competence development partnership with Bufetat Region East**

The Expert Team receives very few requests from the national Office for Children Youth and Family Affairs (Bufetat). Bufetat is responsible for children's homes, foster homes and specialised child welfare initiatives implemented in the home.

In the autumn of 2022, the Expert Team embarked on a partnership with Bufetat Region East to increase competence with respect to honour-based violence and negative social control in the state-administered child welfare system. Efforts to identify the need for competence were initiated to ensure that the training provided is as pertinent as possible and addresses the relevant issues. There are plans to hold a workshop for various actors within Bufetat with experience of cases relating to children who have been subjected to honour-based violence. The workshop is scheduled for January 2023.

**5.3.****Answering questions on ung.no**

The Expert Team answers questions about forced marriage, honour-based violence, negative social control, involuntary residence abroad and female genital mutilation received via the website ung.no.<sup>25</sup> In 2022, the Expert Team answered 48 questions on ung.no, compared with 29 questions in 2021, 42 questions in 2020 and 31 questions in 2019.

Of those asking questions, 46 per cent were aged 13–17, while 22 per cent were aged 18–20. 81 per cent of those asking questions were girls (women), 13 per cent were boys (men), while 6 per cent had used the designation "other" with respect to gender.

The vast majority of questions related to negative social control and psychological violence. Some of the questions related to negative social control in faith communities. There were also some questions relating to involuntary residence abroad and the fear of involuntary residence abroad. There were 6 questions relating to fear of forced marriage and 5 about female genital mutilation.

<sup>25</sup> <https://www.ung.no/om>

< [Innholdsfortegnelse](#)

#### 5.4.

##### Professional contributions/input

The directorates represented in the Expert Team, work with the victims of forced marriage, honour-based violence, negative social control and female genital mutilation, or the services that encounter them, in different ways. The directorates therefore require competence in this field. The directorates' representatives on the team are often employees who have this specialist expertise, and they are therefore involved in the directorates' efforts to combat violence in close relationships.

In 2022, several of the Expert Team's members made professional contributions via their respective directorates to ongoing research, inquiries, guides, reports, enhanced anti-violence plans, as well as the parliamentary committee investigating the overall legal issues in cases relating to negative social control, honour-based violence, forced marriage, female genital mutilation and psychological violence.

In November and December 2021, Norway hosted a visit by GREVIO, the expert body that monitors implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence (Istanbul Convention). In 2022, several directorates were asked to submit input to GREVIO's draft report on Norway's implementation of the Convention. The Expert Team, the housing scheme and other matters relevant to the Expert Team's area of activity are mentioned in the report. Several of the team's members have therefore provided feedback on the draft report on behalf of their respective directorates.

In 2022, the Expert Team gave a presentation to the parliamentary committee on negative social control, honour-based violence, forced marriage, female genital mutilation and psychological violence. The team outlined the challenges it sees, based on its extensive experience in the field and work on individual cases. Furthermore, several team members have, via their directorates, contributed written input to the parliamentary committee. The parliamentary committee will clarify whether the current regulations provide adequate legal protection for the victims in cases relating to negative social control, honour-based violence, forced marriage, female genital mutilation and psychological violence.

The committee will also assess the need to strengthen the legal protection of children and young people who are taken abroad and left there against their will. The outcome of the committee's deliberations will be extremely relevant for the Expert Team's work going forward.

#### 5.4.1.

##### Participation in reference groups

###### In 2022, Expert Team members participated in several reference groups:

- > Proba samfunnsanalyse: Negative social control and honour-related violence in social media.
- > Norwegian Social Research (NOVA) at OsloMet University: Follow-up evaluation of the pilot project with minority counsellors in lower secondary schools and adult education centres in the period 2021–2024.
- > VID Specialised University: Need for protection and crisis centre services for newly arrived refugees who are subjected to negative social control, honour-related violence and other violence in close relationships.
- > Østlandsforskning at Inland Norway University of Applied Sciences: "Searching for security: the integration of LGBTIQ+ refugees in Norway".
- > Norwegian Centre for Violence and Traumatic Stress Studies (NKVTS): "Risk and prevalence of female genital mutilation/cutting (FGM/C) among the immigrant population in Norway".
- > Norwegian Institute for Urban and Regional Research (NIBR) at OsloMet University: "Want to know more: Need for competence on negative social control among employees in the education and integration services".



# Part 6

# Statistics

[< Innholdsfortegnelse](#)**6.1.****List of tables****6.2 All cases**

Table 1	<a href="#">All cases 2015–2022</a>	51
Table 2	<a href="#">No. of cases by gender</a>	51
Table 3	<a href="#">No. of cases by age</a>	51
Table 4	<a href="#">Breakdown by primary concern</a>	51
Table 5	<a href="#">No. of cases by national background</a>	52
Table 6	<a href="#">Who referred the cases?</a>	53

**6.3 Immigration cases**

Table 7	<a href="#">Breakdown of immigration cases by gender</a>	54
Table 8	<a href="#">Breakdown of immigration cases by age</a>	54
Table 9	<a href="#">Breakdown of immigration cases by primary concern</a>	54
Table 10	<a href="#">Breakdown of immigration cases by national background</a>	55
Table 11	<a href="#">Who referred immigration cases?</a>	55
Table 12	<a href="#">Breakdown of immigration cases by residence status</a>	56

**6.4 Vulnerable persons located abroad**

Table 13	<a href="#">Breakdown of vulnerable persons located abroad by gender</a>	56
Table 14	<a href="#">Breakdown of vulnerable persons located abroad by age</a>	56
Table 15	<a href="#">Breakdown of vulnerable persons located abroad by primary concern</a>	57
Table 16	<a href="#">Breakdown of vulnerable persons located abroad by national background</a>	57

**6.5 Cases relating to children**

Table 17	<a href="#">Breakdown of gender in cases relating to children</a>	58
Table 18	<a href="#">Breakdown of primary concern in cases relating to children</a>	58
Table 19	<a href="#">Breakdown of national background in cases relating to children</a>	58
Table 20	<a href="#">Who referred cases to the Expert Team in cases relating to children?</a>	59

**6.6 Figures per national background broken down by primary concern, gender and age****Syria**

Table 21	<a href="#">Syria - age</a>	60
Table 22	<a href="#">Syria - gender</a>	60
Table 23	<a href="#">Syria- primary concern</a>	60

**Somalia**

Table 24	<a href="#">Somalia - age</a>	60
Table 25	<a href="#">Somalia- gender</a>	61
Table 26	<a href="#">Somalia - primary concern</a>	61

**Iraq**

Table 27	<a href="#">Iraq - age</a>	61
Table 28	<a href="#">Iraq- gender</a>	61
Table 29	<a href="#">Iraq - primary concern</a>	62

**Pakistan**

Table 30	<a href="#">Pakistan - age</a>	62
Table 31	<a href="#">Pakistan - gender</a>	62
Table 32	<a href="#">Pakistan - primary concern</a>	62

**Afghanistan**

Table 33	<a href="#">Afghanistan - age</a>	63
Table 34	<a href="#">Afghanistan - gender</a>	63
Table 35	<a href="#">Afghanistan - primary concern</a>	63

**Russia**

Table 36	<a href="#">Russia - age</a>	63
Table 37	<a href="#">Russia - gender</a>	63
Table 38	<a href="#">Russia - primary concern</a>	64

[< Tabelloversikt](#)**6.2.****All cases****Table 1**No. of cases 2015–2022<sup>26</sup>

	2015	2016	2017	2018	2019	2020	2021	2022
<b>Total</b>	399	597	560	595	669	649	759	891

**Table 2**

No. of cases by gender

	2019	2020	2021	2021 i %	2022	2022 i %
Girls/ women	514	496	561	74 %	670	75 %
Boys/ men	115	139	176	23 %	190	21 %
Unknown	40	14	22	3 %	31	3 %
<b>Total</b>	<b>669</b>	<b>649</b>	<b>759</b>	<b>100 %</b>	<b>891</b>	<b>100 %</b>

**Table 3**

No. of cases by age

	2019	2020	2021	2021 i %	2022	2022 i %
Over 18	391	373	421	56 %	466	52 %
Under 18	267	273	336	44 %	423	47 %
Unknown	11	3	2	0 %	2	0 %
<b>Total</b>	<b>669</b>	<b>649</b>	<b>759</b>	<b>100 %</b>	<b>891</b>	<b>100 %</b>

**Table 4**

Primary concern

	2019	2020	2021	2021 i %	2022	2022 i %
Threats/ violence	187	206	245	32 %	368	41 %
Negative social control	89	97	97	13 %	135	15 %
Involuntary stays abroad	77	60	84	11 %	113	13 %
Fear of forced marriage	123	119	132	18 %	91	10 %
Fear of involuntary residence abroad	63	61	110	15 %	90	10 %
Fear of female genital mutilation	33	24	33	4 %	44	5 %
Fear of child marriage	12	18	23	3 %	26	3 %
Forced marriage performed	22	8	16	2 %	8	1 %
Child marriage (under 18 when marriage took place)	...	...	8	1 %	7	1 %
Forced to remain in a marriage	9	...	7	1 %	7	1 %
Female genital mutilation performed	...	1	0	0 %	0	0 %
No primary concern registered	0	0	0	0 %	0	0 %
Other	48	45	-	-	-	-
Categories with 6 or fewer cases	6	11	4	0 %	2	0 %
<b>Total</b>	<b>669</b>	<b>649</b>	<b>759</b>	<b>100 %</b>	<b>891</b>	<b>100 %</b>

<sup>26</sup> «...» in the table means that 6 or fewer cases were registered. «-» means no figures were available for the year concerned.



[< Tabelloversikt](#)

**Table 5**  
No. of cases by national background

	2019	2020	2021	2021 i %	2022	2022 i %
Syria	97	131	127	17 %	159	18 %
Somalia	109	67	103	14 %	139	16 %
Iraq	62	72	99	13 %	105	12 %
Pakistan	119	116	125	17 %	100	11 %
Afghanistan	74	78	73	10 %	94	11 %
Russia	32	27	40	5 %	40	4 %
Sudan	...	26	17	2 %	16	2 %
Iran	13	...	16	2 %	15	2 %
Sri Lanka	9	7	10	1 %	14	2 %
Palestine	31	11	17	2 %	14	2 %
Turkey	8	16	...	...	13	1 %
Eritrea	9	9	14	2 %	13	1 %
Norway	12	23	9	1 %	11	1 %
Ukraine	...	...	...	...	11	1 %
Ethiopia	...	...	8	1 %	8	1 %
Kosovo	...	...	7	1 %	8	1 %
India	...	...	9	1 %	7	1 %
Congo	...	...	7	1 %	7	1 %
Countries with 6 or fewer cases <sup>27</sup>	68	53	60	8 %	68	8 %
Unknown	26	13	16	2 %	39	4 %
<b>Total</b>	<b>669</b>	<b>649</b>	<b>759</b>	<b>100 %</b>	<b>891</b>	<b>100 %</b>

<sup>27</sup> In 2022, 33 countries had 6 or fewer cases.

[< Tabelloversikt](#)**Table 6**  
Who referred the cases?

	2019	2020	2021	2021 i %	2022	2022 i %
Police service	73	57	53	7 %	152	17 %
Child welfare service	100	84	127	17 %	136	15 %
Minority advisors/ schools with minority advisors	107	111	87	11 %	115	13 %
Crisis centres	25	53	56	7 %	69	8 %
NAV	22	18	29	4 %	64	7 %
UDI	93	73	86	11 %	50	6 %
Voluntary organisations	21	22	16	2 %	37	4 %
Refugee service/ introduction programme	24	29	23	3 %	36 <sup>28</sup>	3 %
Subject's family/ friend	11	15	24	3 %	27	3 %
IMDi	10	...	19	2 %	25	3 %
Primary health service (ex. school)	15	10	16	2 %	24	3 %
Norwegian embassies with integration advisor	36	24	47	6 %	22	2 %
Norwegian Foreign Ministry	0	...	15	2 %	16	2 %
School health service	14	11	17	2 %	16	2 %
School without minority advisor/staff member <sup>29</sup>	16	24	40	5 %	16	2 %
Subject	18	29	24	3 %	15	2 %
Lawyer	...	8	...	...	12	1 %
Specialist health service	...	...	12	2 %	11	1 %
Refugee reception centre	0	0	...	...	...	...
Kindergarten <sup>30</sup>	-	-	-	-	...	0 %
Bufdir	0	...	8	1 %	...	0 %
Family counselling service	...	...	...	...	...	...
Bufetat (child welfare service)	7	18	11	1 %	...	0 %
Adult education/ introduction programme	...	...	8	1 %	10	1 %
Norwegian embassies without integration advisor	...	10	...	...	...	...
Other	55	30	21	3 %	26	3 %
Don't know	-	-	-	-	...	...
Categories with 6 or fewer cases	22	23	20	3 %	20	2 %
<b>Total</b>	<b>669</b>	<b>649</b>	<b>759</b>	<b>100 %</b>	<b>891</b>	<b>100 %</b>

<sup>28</sup> The refugee service contacted the team about 27 cases in 2022, and the introduction programme 9 cases.<sup>29</sup> In 2019 and 2020, cases referred by "a school staff member" were registered. Since 2021, cases referred by "schools without a minority advisor" have been registered.<sup>30</sup> Kindergarten was not a separate registration category before 2022.

[< Tabelloversikt](#)

### 6.3. Immigration cases

**Table 7**  
Breakdown of immigration cases by gender

	2019	2020	2021	2021 i %	2022	2022 i %
Girls/ women	119	125	172	71 %	189	78 %
Boys/ men	43	35	67	28 %	47	19 %
Unknown	...	0	...	...	8	3 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

**Table 8**  
Breakdown of immigration cases by age

	2019	2020	2021	2021 i %	2022	2022 i %
Over 18	143	133	182	75 %	177	73 %
Under 18	19	27	60	25 %	66	27 %
Unknown	...	0	0	0 %	1	0 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

**Table 9**  
Breakdown of immigration cases by primary concern

	2019	2020	2021	2021 i %	2022	2022 i %
Threats/ violence	25	30	59	24 %	101	41 %
Fear of forced marriage	80	73	90	37 %	55	23 %
Negative social control	...	7	19	8 %	28	11 %
Involuntary residence abroad	21	15	33	14 %	23	9 %
Fear of involuntary residence abroad	...	...	18	7 %	12	5 %
Fear of child marriage	0	...	...	...	11	5 %
Forced marriage performed	12	8	11	5 %	...	2 %
Child marriage (under 18 when marriage took place)	...	...	...	...	...	...
Fear of female genital mutilation	...	...	...	...	...	...
Forced to remain in a marriage	7	...	...	...	...	...
Female genital mutilation performed	...	0	0	0	0	0 %
Other <sup>31</sup>	...	8	-	-	-	-
Categories with 6 or fewer cases	18	19	12	5 %	14	6 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

<sup>31</sup> With effect from 2021, the primary concern "other" has been removed.

[< Tabelloversikt](#)

**Table 10**  
Breakdown of immigration cases by national background

	2019	2020	2021	2021 i %	2022	2022 i %
Syria	17	10	31	13 %	51	21 %
Pakistan	61	56	53		39	16 %
Afghanistan	14	20	33	14 %	33	14 %
Russia	...	8	22	9 %	18	7 %
Somalia	20	7	17	7 %	14	6 %
Iraq	17	10	24	10 %	12	5 %
Iran	...	...	...	...	9	4 %
Sudan	...	8	9	4 %	...	...
Don't know	7	...	...	...	11	5 %
Countries with 6 or fewer cases	33	39	49	20 %	57	23 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

**Table 11**  
Who referred immigration cases?

	2019	2020	2021	2021 i %	2022	2022 i %
Minority advisors/ schools with MAs	9	12	23	10 %	50	21 %
UDI	91	72	79	33 %	46	19 %
Police service	14	19	21	9 %	24	10 %
IMDi	...	...	10	4 %	21	9 %
Voluntary organisations	...	...	...	...	13	5 %
Child welfare service	...	...	10	4 %	11	5 %
Norwegian Foreign Ministry	-	-	14	6 %	10	4 %
NAV	...	...	...	...	9	4 %
Crisis centres	...	9	15	6 %	8	3 %
Norwegian embassies with integration advisor	15	11	20	8 %	7	3 %
Refugee service	...	-	...	...	7	3 %
Subject	7	...	10	4 %	...	...
Other	...	-	10	4 %	7	3 %
Categories with 6 or fewer cases	27	37	23	10 %	19	8 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

[< Tabelloversikt](#)**Table 12**

Breakdown of immigration cases by residence status

	2019	2020	2021	2021 i %	2022	2022 i %
Asylum	19	28	36	15 %	77	32 %
Family reunification	49	34	52	22 %	56	23 %
Norwegian citizenship held by referee in family reunification cases	67	66	70	29 %	36	15 %
Permanent residence	...	7	35	15 %	24	10 %
EEA	10	12	...	...	9	4 %
Other	...	...	25	10 %	22	9 %
Don't know	12	13	17	7 %	15	6 %
Categories with 6 or fewer cases	16	12	7	3 %	5	2 %
<b>Total</b>	<b>163</b>	<b>160</b>	<b>242</b>	<b>100 %</b>	<b>244</b>	<b>100 %</b>

**6.4.****Vulnerable persons located abroad****Table 13**

Breakdown of vulnerable persons located abroad by gender

	2019	2020	2021	2021 i %	2022	2022 i %
Girls/ women	106	74	137	71 %	148	71 %
Boys/ men	26	30	50	26 %	51	25 %
Unknown	13	3	5	3 %	9	4 %
<b>Total</b>	<b>145</b>	<b>107</b>	<b>192</b>	<b>100 %</b>	<b>208</b>	<b>100 %</b>

**Table 14**

Breakdown of vulnerable persons located abroad by age

	2019	2020	2021	2021 i %	2022	2022 i %
Over 18	46	40	76	40 %	58	28 %
Under 18	96	67	116	60 %	149	72 %
Unknown	3	0	0	0 %	1	0 %
<b>Total</b>	<b>145</b>	<b>107</b>	<b>192</b>	<b>100 %</b>	<b>208</b>	<b>100 %</b>

[< Tabelloversikt](#)**Table 15**

Breakdown of vulnerable persons located abroad by primary concern

	2019	2020	2021	2021 i %	2022	2022 i %
Involuntary residence abroad	75	55	80	42 %	99	48 %
Fear of involuntary residence abroad	31	26	40	21 %	41	20 %
Threats/ violence	9	...	20	10 %	30	14 %
Fear of female genital mutilation	12	...	10	5 %	19	9 %
Fear of forced marriage	7	...	27	14 %	9	4 %
Negative social control	...	...	7	4 %	...	...
Categories with 6 or fewer cases	11	26	8	4 %	10	5 %
<b>Total</b>	<b>145</b>	<b>107</b>	<b>192</b>	<b>100 %</b>	<b>208</b>	<b>100 %</b>

**Table 16**

Breakdown of vulnerable persons located abroad by national background

	2019	2020	2021	2021 i %	2022	2022 i %
Somalia	55	30	52	27 %	81	39 %
Iraq	13	13	29	15 %	21	10 %
Syria	10	11	12	6 %	21	10 %
Russia	11	8	22	12 %	15	7 %
Pakistan	17	...	23	12 %	11	5 %
Palestine	8	7	...	...	10	5 %
Afghanistan	8	...	12	6 %	8	4 %
Sudan	...	22	9	5 %	8	4 %
Ethiopia	...	...	...	...	7	3 %
Unknown	3	1	3	2 %	...	...
Countries with fewer than 6 cases	20	15	30	15 %	26	13 %
<b>Total</b>	<b>145</b>	<b>107</b>	<b>192</b>	<b>100 %</b>	<b>208</b>	<b>100 %</b>

[< Tabelloversikt](#)**6.5.****Cases relating to children****Table 17**

Breakdown of cases relating to children by gender

	2019	2020	2021	2021 i %	2022	2022 i %
Girls	191	191	229	68 %	285	67 %
Boys	45	68	86	26 %	107	25 %
Unknown	31	14	21	6 %	31	7 %
<b>Total</b>	<b>267</b>	<b>273</b>	<b>336</b>	<b>100 %</b>	<b>423</b>	<b>100 %</b>

**Table 18**

Breakdown of cases relating to children by primary concern

	2019	2020	2021	2021 i %	2022	2022 i %
Threats/ violence	64	60	79	24 %	137	32 %
Involuntary residence abroad	49	28	58	17 %	80	19 %
Fear of involuntary residence abroad	43	51	85	25 %	73	17 %
Negative social control	31	49	39	12 %	49	12 %
Fear of female genital mutilation	30	24	31	9 %	44	10 %
Fear of child marriage	11	17	21	6 %	21	5 %
Fear of forced marriage	19	22	20	6 %	16	4 %
Other <sup>32</sup>	16	21	-	-	-	-
Categories with fewer than 6 cases	4	1	3	1 %	3	1 %
<b>Total</b>	<b>267</b>	<b>273</b>	<b>336</b>	<b>100 %</b>	<b>423</b>	<b>100 %</b>

**Table 19**

Breakdown of cases relating to children by national background

	2019	2020	2021	2021 i %	2022	2022 i %
Somalia	71	52	73	22 %	102	24 %
Syria	48	63	49	15 %	85	20 %
Iraq	28	29	61	18 %	53	13 %
Afghanistan	15	26	23	7 %	42	10 %
Pakistan	16	25	30	9 %	23	5 %
Russia	16	14	22	7 %	16	4 %
Sudan	...	16	14	4 %	9	2 %
Ethiopia	...	...	8	2 %	8	2 %
Palestine	12	...	...	...	7	2 %
Unknown	9	...	8	2 %	22	5 %
Countries with 6 or fewer cases	52	29	48	14 %	56	13 %
<b>Total</b>	<b>267</b>	<b>273</b>	<b>336</b>	<b>100 %</b>	<b>423</b>	<b>100 %</b>

<sup>32</sup> After 2020, the Expert Team stopped using the primary concern category "other".

[< Tabelloversikt](#)**Table 20**

Who referred cases relating to children to the Expert Team?

	2019	2020	2021	2021 i %	2022	2022 i %
Child welfare service	83	70	112	33 %	112	27 %
Police service	31	23	15	45 %	78	18 %
Minority advisors/ schools with minority advisors	49	48	36	11 %	48	11 %
NAV	4	...	...	...	29	7 %
Primary health service	...	...	10	3 %	15	4 %
Crisis centres	...	10	14	4 %	15	4 %
Subject's family/ friend	...	...	8	2 %	13	3 %
School without minority advisor/ staff member <sup>33</sup>	9	15	32	10 %	13	3 %
Refugee service	8	11	...	...	13	3 %
Norwegian Foreign Ministry	-	-	12	4 %	11	3 %
Voluntary organisations	8	9	...	...	11	3 %
School health service	9	10	14	4 %	10	2 %
IMDi	4	...	...	...	10	2 %
Norwegian embassies with integration advisor	16	9	27	8 %	9	2 %
UDI	5	...	...	...	7	2 %
Lawyer	-	...	-	-	...	...
Kindergarten	-	-	...	...	...	...
Bufdir	-	...	...	...	...	...
Family counselling service	-	...	-	-	...	...
Adult education/ introduction programme	...	...	...	...	...	...
Bufetat (child welfare service)	...	13	11	3 %	...	...
Specialist health service	...	...	...	...	...	...
Norwegian embassies without integration advisor	0	7	...	...	0	0 %
Subject	...	...	...	...	0	0%
Follow-up service	...	...	...	...	0	0%
Other	19	19	...	...	10	2 %
Categories with 6 or fewer cases	36	29	45	14 %	19	4 %
<b>Total</b>	<b>267</b>	<b>273</b>	<b>336</b>	<b>100 %</b>	<b>423</b>	<b>100 %</b>

<sup>33</sup> In 2019 and 2020, cases referred by "a school staff member" were registered. Since 2021, cases referred by "schools without a minority counsellor" have been registered.



[< Tabelloversikt](#)**6.6.****Figures per national background broken down by primary concern, gender and age****Syria****Table 21:**

Syria - age

	2021	2021 i %	2022	2022 i %
Over 18	77	60, %	74	47 %
Under 18	49	39 %	85	53 %
Unknown	1	1 %	0	0 %
<b>Total</b>	<b>127</b>	<b>100 %</b>	<b>159</b>	<b>100 %</b>

**Table 22:**

Syria - gender

	2021	2021 i %	2022	2022 i %
Girls/ women	92	72 %	118	74 %
Boys/ men	29	23 %	32	20 %
Unknown	6	5 %	9	6 %
<b>Total</b>	<b>127</b>	<b>100 %</b>	<b>159</b>	<b>100 %</b>

**Table 23:**

Syria - primary concern

	2021	2021 i %	2022	2022 i %
Threats/ violence	60	47 %	58	36 %
Negative social control	22	17 %	41	26 %
Fear of involuntary residence abroad	...	...	18	11 %
Fear of forced marriage	15	12 %	14	9 %
Involuntary residence abroad	...	...	12	7 %
Fear of child marriage	12	9 %	9	7 %
Categories with 6 or fewer cases	18	15 %	7	4 %
<b>Total</b>	<b>127</b>	<b>100 %</b>	<b>159</b>	<b>100 %</b>

**Somalia****Table 24:**

Somalia - age

	2021	2021 i %	2022	2022 i %
Over 18	30	29 %	36	26 %
Under 18	73	71 %	102	73 %
Unknown	0	0 %	1	1 %
<b>Total</b>	<b>103</b>	<b>100 %</b>	<b>139</b>	<b>100 %</b>

[< Tabelloversikt](#)**Table 25:**  
Somalia- gender

	2021	2021 i %	2022	2022 i %
Girls/ women	72	70 %	107	77 %
Boys/ men	26	5 %	29	21 %
Unknown	5	25 %	3	2 %
<b>Total</b>	<b>103</b>	<b>100 %</b>	<b>139</b>	<b>100 %</b>

**Table 26:**  
Somalia - primary concern

	2021	2021 i %	2022	2022 i %
Involuntary residence abroad	23	22 %	40	29 %
Fear of female genital mutilation	12	12 %	29	21 %
Fear of involuntary residence abroad	40	39 %	25	18 %
Threats/violence	7	7 %	21	15 %
Negative social control	7	7 %	15	11 %
Categories with 6 or fewer cases	14	13 %	9	6 %
<b>Total</b>	<b>103</b>	<b>100 %</b>	<b>139</b>	<b>100 %</b>

**Irak****Table 27:**  
Iraq - age

	2021	2021 i %	2022	2022 i %
Over 18	38	38,4 %	52	49,5 %
Under 18	61	61,6 %	53	50,5 %
<b>Total</b>	<b>99</b>	<b>100 %</b>	<b>105</b>	<b>100 %</b>

**Table 28:**  
Iraq- gender

	2021	2021 i %	2022	2022 i %
Girls/ women	81	82 %	75	71 %
Boys/ men	15	15 %	26	25 %
Unknown	3	3 %	4	4 %
<b>Total</b>	<b>99</b>	<b>100 %</b>	<b>105</b>	<b>100 %</b>

[< Tabelloversikt](#)**Table 29:**  
Iraq - primary concern

	2021	2021 i %	2022	2022 i %
Threats/ violence	39	40 %	62	59 %
Involuntary residence abroad	13	13 %	16	15 %
Fear of involuntary residence abroad	22	22 %	8	7 %
Negative social control	7	7 %	7	7 %
Fear of forced marriage	15	15 %	7	7 %
Categories with 6 or fewer cases	3	3 %	5	5 %
<b>Total</b>	<b>99</b>	<b>100 %</b>	<b>105</b>	<b>100 %</b>

**Pakistan****Table 30:**  
Pakistan - age

	2021	2021 i %	2022	2022 i %
Over 18	95	76 %	77	77 %
Under 18	30	24 %	23	23 %
<b>Total</b>	<b>125</b>	<b>100 %</b>	<b>100</b>	<b>100 %</b>

**Table 31:**  
Pakistan - gender

	2021	2021 i %	2022	2022 i %
Girls/ women	97	78 %	80	80 %
Boys/ men	28	22 %	20	20 %
<b>Total</b>	<b>125</b>	<b>100 %</b>	<b>100</b>	<b>100 %</b>

**Table 32:**  
Pakistan - primary concern

	2021	2021 i %	2022	2022 i %
Fear of forced marriage	50	40 %	35	35 %
Threats/ violence	36	29 %	30	30 %
Negative social control	8	6 %	14	14 %
Fear of involuntary residence abroad	12	10 %	8	8 %
Involuntary residence abroad	8	6 %	...	...
Categories with 6 or fewer cases	11	9 %	13	13 %
<b>Total</b>	<b>125</b>	<b>100 %</b>	<b>100</b>	<b>100 %</b>

[< Tabelloversikt](#)**Afghanistan****Table 33:**  
Afghanistan - age

	2021	2021 i %	2022	2022 i %
Over 18	50	68,5 %	52	55,3 %
Under 18	23	31,5 %	42	44,7 %
<b>Total</b>	<b>73</b>	<b>100 %</b>	<b>94</b>	<b>100 %</b>

**Table 34:**  
Afghanistan - gender

	2021	2021 i %	2022	2022 i %
Girls/ women	51	70 %	65	69 %
Boys/ men	22	30 %	23	25 %
Unknown	0	0 %	6	6 %
<b>Total</b>	<b>73</b>	<b>100 %</b>	<b>94</b>	<b>100 %</b>

**Table 35:**  
Afghanistan - gender

	2021	2021 i %	2022	2022 i %
Threats/ violence	19	26 %	53	56 %
Fear of forced marriage	23	32 %	12	13 %
Fear of child marriage	...	...	9	10 %
Negative social control	12	16 %	8	9 %
Fear of involuntary residence abroad	...	...	7	7 %
Involuntary residence abroad	7	10 %	...	...
Categories with 6 or fewer cases	12	16 %	5	5 %
<b>Total</b>	<b>73</b>	<b>100 %</b>	<b>94</b>	<b>100 %</b>

**Russland****Table 36:**  
Russia - age

	2021	2021 i %	2022	2022 i %
Over 18	18	45 %	24	60 %
Under 18	22	55 %	16	40 %
<b>Total</b>	<b>40</b>	<b>100 %</b>	<b>40</b>	<b>100 %</b>

**Table 37:**  
Russia - gender

	2021	2021 i %	2022	2022 i %
Girls/ women	32	80 %	29	72 %
Boys/ men	8	20 %	7	18 %
Unknown	0	0 %	4	10 %
<b>Total</b>	<b>40</b>	<b>100 %</b>	<b>40</b>	<b>100 %</b>

[< Tabelloversikt](#)

**Table 38:**  
Russia - primary concern

	2021	2021 i %	2022	2022 i %
Threats/ violence	14	35 %	26	64 %
Involuntary residence abroad	16	40 %	7	18 %
Fear of involuntary residence abroad	8	20 %	...	...
Categories with 6 or fewer cases	2	5 %	7	18 %
<b>Total</b>	<b>40</b>	<b>100 %</b>	<b>40</b>	<b>100 %</b>



# The Expert Team

against Forced Marriage, Female Genital Mutilation  
and Negative Social Control

**Postal address:**

PO Box 2233  
3103 Tønsberg, Norway

**Office address:**

Fredrik Selmers vei 3  
0663 Oslo, Norway

**Switchboard:**

+ 47 466 15 000