



Norwegian Ministries

Action Plan

The Norwegian Government's Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion

2020–2023
Extracted Version



The Norwegian Government's Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion

2020–2023

Extracted Version



Preface

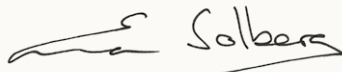
Norway is a society of small differences, with trust between people and a high degree of security. This is important to protect. At the same time, racism and discrimination are democratic challenges that hinder opportunities for many people to participate in and offer their skills to society.

Racism and discrimination can also be an obstacle to freedom of religion and belief. We see racist statements, and negative stereotypes, attitudes and prejudice. Racism and discrimination based on ethnicity and religion affect many different groups in Norwegian society. While the challenges they face differ, they also have some common features.

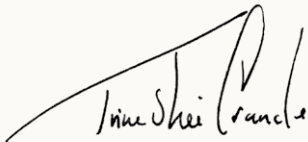
Racism and discrimination create fear and are detrimental to the trust needed to safeguard and develop positive, inclusive communities. It is important for us to be aware of prejudice and how it affects our actions. Social conditions and policy development, nationally and internationally, can influence our understanding of racism and discrimination. We must have a robust and inclusive democracy that promotes dialogue, freedom of speech and diversity.

The Government wants a society based on freedom and justice in which everyone enjoys equal opportunities, regardless of background and origin. In the Government's political platform, the Government has reaffirmed our commitment to combatting racism, religious discrimination, anti-Semitism, social control and prejudice based on ethnicity. The Government will also implement initiatives to combat discrimination in employment, the housing market and hospitality venues (restaurants/pubs/clubs). These are some of the topics that will be addressed in the action plan.

A unified Parliament has supported the proposal for an action plan to combat racism and discrimination on the grounds of ethnicity and religion. This action plan will contribute to renewed and strengthened efforts in the fight against racism and discrimination.



Erna Solberg
Prime Minister



Trine Skei Grande
Minister of Culture and Equality



Jan Tore Sanner
Minister of Education and Integration



Kjell Ingolf Ropstad
Minister of Children and Families



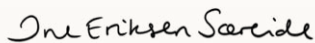
Jøran Kallmyr
Minister of Justice and Immigration



Monica Mæland
Minister of Local Government and Modernisation



Bent Høie
Minister of Health and Care Services



Ine Eriksen Søreide
Minister of Foreign Affairs



Anniken Hauglie
Minister of Labour and Social Affairs

Oslo, 11 December 2019

Contents

Preface	4
Introduction	9
Knowledge and research	19
Overall list of measures	24
Bibliography	36





Introduction



The Government's political platform reaffirms that the Government will combat racism, religious discrimination, anti-Semitism, social control and prejudice based on ethnicity.

This action plan has a broad approach and contains both new initiatives and builds on measures and efforts in action plans and strategies that have already been initiated.

The action plan outlines concepts and legal bases and presents extracts of existing knowledge. The chapters in the plan reflect those areas where the Government is particularly concerned about strengthening efforts during the plan period. The measures in the action plan will be subject to revision as new knowledge becomes available. The action plan is sector-wide, and the measures will be followed up by the responsible sector ministries. Expenditures the measures entail are covered in the relevant ministries' budget plans. The Sami Parliament was consulted during the preparation of the plan.

Other efforts of significance to this action plan include the Government's integration strategy *Integration through Knowledge*, the *Action Plan against Anti-Semitism (2016-2020)*, *Strategy against Hate Speech (2016-2020)*, the *Action Plan against Radicalisation and Violent Extremism*, and the upcoming *Action Plan against Discrimination and Hatred towards Muslims*. The Government wants these various efforts to be coordinated effectively. From 2020, several of these will be coordinated in a separate State Secretary's Committee.

Anti-Semitism constantly takes new forms and is expressed in different contexts and in very different environments. There are still strong prejudices against Jews in Norway. The Government's Action Plan against Anti-Semitism (2016-2020) will be continued and renewed after 2020.

In the Strategy against Hate Speech, the Government prioritises knowledge development, the justice system and the police, meeting venues, children and young people, the media sector and employment. The aim of the strategy is to facilitate a positive public exchange of views, and to help prevent and combat hate speech.

The Government's Action Plan against Radicalisation and Violent Extremism is directed at all forms of extremism. For several years, ISIS and foreign fighters have received particular attention in this field. More recently, there has been a growing concern related to right-wing extremist environments and individuals with right-wing extremist attitudes. We have seen several examples of attacks by persons with right-wing extremist and anti-immigrant attitudes, both in Norway and in other countries. Efforts are underway to further develop the Action Plan against Radicalisation and Violent Extremism.

There is cause for concern about the extent of hate speech and harassment towards the Sami. In 2017, the Sami Parliament and the Equality and Anti-Discrimination Ombud signed an agreement on cooperation that aims to support each other's efforts on equality and anti-discrimination. One of the areas concerns efforts against hate speech and racism against the Sami.

The Equality and Anti-discrimination Ombud would like to reach even more people who may have experienced discrimination, so that more people are aware of their rights. In 2019, the Ombud focused in particular on discrimination based on ethnicity and religion, with the goal of more people with an immigrant background contacting the Ombud for guidance and help. They assume that those who contact the Ombud in such cases reflect less than the total extent of discrimination. The Ombud has spoken to minority organisations to try to reach more people. This work will continue in 2020.

Norway was reviewed by the UN Committee on the Elimination of Racial Discrimination (CERD) in December 2018. Prior to the review, shadow reports from civil society and the Equality and Anti-discrimination Ombud were prepared. The recommendations of the committee have been assessed by the various sector ministries in the preparation of this action plan.

The Government has noted that a number of States are closely watching Norway's work in combatting racism. In connection with the UN Human Rights Council's Universal Periodic Review (UPR) of Norway in May 2019, Norway received 61 recommendations related to this topic¹⁾ from other countries. Norway approved in whole or in part 53 of these recommendations.

Racism and discrimination have negative consequences for individuals, groups and society as a whole.

Exclusion, lower social mobility and psychological problems can be consequences of racism and discrimination for the individual. NOU 2017: 2 *Integration and Trust. Long-term Consequences of High Immigration* points out that discrimination is an obstacle to successful integration. Discrimination can be a structural barrier to good living conditions, entry into the workforce and educational benefit. It may also affect the trust between different population groups (NOU 2017: 2, p. 132). This also applies to minority groups other than the immigrant population in their relationship to the majority population and to other groups. Racism and discrimination can take place between minority groups, as well as between the majority and the minorities.

Both conditions that influence racist and discriminatory acts and the consequences of being subject to these acts can be understood from a public health perspective. Several international studies in recent years show a correlation between self-reported ethnic discrimination and health consequences. On behalf of the Directorate of Health, the Norwegian Institute of Public Health has prepared a report based on figures from Statistics Norway's survey of living conditions amongst immigrants in 2016. The survey shows that having experienced discrimination was associated with psychological problems in most immigrant groups. Seven per cent of those who have been in contact with the Norwegian Health services had experienced discrimination in connection with this. The proportion who reported psychological

1 Recommendations classified as measures against discrimination, hate speech, hate crime, xenophobia, racism, Islamophobia and anti-Semitism.

The more mundane forms of racism are also detrimental to society and to the health, participation and sense of belonging of individuals. ■

problems was twice as high among those who had experienced discrimination as amongst those who had not (Kjøllestad et al 2019). Studies in the Sami population show that ethnic discrimination has a negative impact on health (for example, Hansen 2015).

Discrimination can be experienced in several arenas at the same time, thus reinforcing marginalisation. Discrimination at given times in history can have consequences for future generations in that it can create a more sustained exclusion of the group (Midtbøen and Lidén 2016, and Blank et al. 2004 reproduced in Aarset and Nordvik 2015).

Racist ideas and attitudes are behind many of the worst atrocities in history and have caused a lot of suffering. If a broader understanding of racism is applied, it can also be seen that the more mundane forms of racism are detrimental to society and to the health, participation and sense of belonging of individuals.

Legal protection against discrimination and racism

The principle of equality and non-discrimination is included in the Constitution. Section 98 of the Constitution states:

“All people are equal under the law. No human being must be subject to unfair or disproportionate differential treatment.”

The purpose of the Equality and Anti-Discrimination Act is, among other things, to promote equality and prevent discrimination on the basis of ethnicity, religion and belief. The Act provides protection against discrimination for both the majority and minority population but aims in particular to improve the position of women and minorities. The Act also prohibits harassment.

This action plan is centred on the grounds of ethnicity and religion, as described in the Equality and Anti-Discrimination Act. Ethnicity, in this context, encompasses, among other things, national origin, descent, skin colour and language. Sami background is also covered by the term “descent”. People can be discriminated against because of skin colour without they themselves feeling like they have a different ethnic background than the majority population. This may apply, e.g. to foreign-born adoptees. This is ethnic discrimination.

Religion and beliefs are independent and equal grounds of discrimination. Beliefs include both religious and secular beliefs. The Equality and



Anti-Discrimination Act also contains an independent prohibition on multiple discrimination, e.g. where discrimination occurs because of a combination of several grounds of discrimination that affect each other mutually. People need to be aware that in many cases discrimination is not only linked to ethnicity or religion,

but also, e.g., to gender or sexual orientation. This can reinforce the discrimination some people experience.

Provisions on discrimination also exist in the Norwegian Penal Code. Section 185 of the Penal Code covers discriminatory and hate speech

The debate on racism makes it clear that there is no one universal understanding of the term. ■

that occur because of someone's skin colour or national or ethnic origin, religion or beliefs, homosexual orientation or disability. Section 186 of the Penal Code covers the refusal of goods or services to someone due to the person's skin colour or national or ethnic origin, religion and beliefs, homosexual orientation or disability.

The prohibition against discrimination also follows from the EEA regulations and from international conventions to which Norway is a party. The UN International Convention on the Elimination of All Forms of Racial Discrimination (ICERD) is one such convention.

Terms and phenomena

The debate on racism makes it clear that there is no one universal understanding of the term.

The ICERD defines "racial discrimination" as "any distinction, exclusion, restriction or preference based on race, colour, descent, or national or ethnic origin which has the purpose or effect of nullifying or impairing the recognition, enjoyment or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social, cultural or any other field of public life." (ICERD Article 1).

Article 7 of the ICERD commits the State to actively combatting prejudice that leads to racism and discrimination, and to actively promoting understanding between groups.

Bangstad and Døving point out that racism is based on generalisations whereby people are assigned certain traits on the basis of their actual or assumed affiliation with a particular group. In order for it to be called racism, these traits must be defined as so negative that they are an argument for keeping members of the group at a distance, excluding them and, if possible, actively discriminating against them (Bangstad and Døving 2015).

Racism as a phenomenon erupts in different ways and targets different groups. Racism is expressed in the form of anger, harassment and hatred, both through expressions and actions. This can be expressed both in extreme ideologies and violence, and in more mundane attitudes and actions (Berg-Nordlie, Ikdahl and Skorgen 2019).

Discrimination is a term that can have slightly varying content, depending on the context in which it is used. The Equality and Anti-Discrimination Act defines discrimination as direct or indirect differential treatment that is unlawful.

That is, differential treatment that is not justifiable, necessary and proportionate. The Act distinguishes between direct and indirect differential treatment. Direct differential treatment means that a person is treated less favourably than others in a similar situation due to the discrimination grounds under the Act, including ethnicity and religion. Indirect differential treatment refers to any seemingly neutral provision, condition, practice, action or omission that disadvantages some persons more than others, due to the discrimination grounds in the Act.

The term racism and measures against racism are not enshrined in law in the same way as the term discrimination and efforts against discrimination. Admittedly, the criminal provisions against hate speech and hate crimes also include gross racist statements and racist acts, but beyond this, racism is not defined in legislation.

Ethnic and religious diversity in Norway

Sami

At the opening of the Sami Parliament in 1997, King Harald stated that "The Norwegian State is founded on the territory of two peoples - Norwegians and Sami." Sami are recognised as indigenous peoples in Norway, as ratified by the ILO Convention No. 169 on Indigenous Peoples and Tribes in Independent States in 1990. The main principle of ILO Convention No. 169 is the right of indigenous peoples to preserve and develop their culture, and the duty of the authorities to take measures to support these

efforts. The same basic idea is reiterated in Section 108 of the Norwegian Constitution, which states: "It is the responsibility of the State authorities to create conditions for the Sami people to preserve and develop their language, culture and way of life." The Sami elected body, the Sami Parliament, contributes to the compliance with the main principles of ILO Convention No. 169 and the Norwegian Constitution, Section 108.

National minorities

Ethnic, religious and/or linguistic minorities with long-standing affiliation with a country are considered national minorities, cf. the Council of Europe's Framework Convention for the Protection of National Minorities. Norway ratified the Framework Convention in 1999. Kvens/ Norwegian Finns, Jews, Forest Finns, Roma (Gypsies) and the Romani people/Tater are national minorities in Norway. The national minorities have different histories in Norway. Several have experienced state abuse and disruptive policies, which can still affect the groups' relations with the authorities. Some also experience discrimination and hate speech today. It is a challenge that there is a low level of knowledge in the population about the history and situation of national minorities. The Government is currently working on a White Paper on national minorities, which is scheduled to be presented by the end of 2020. It has been 20 years since the previous White Paper, cf. *Report to the Storting No. 15 (2000–2001) National Minorities in Norway - On State Policy towards Jews, Kvens, Roma, the Romani and Forest Finns.*

It is important to recognise people's religion and beliefs in a society that is open to religious and worldview diversity. ■

Diversity of religion and beliefs

The diversity of religion and beliefs in Norway has increased significantly in recent decades. The majority (about 70 per cent) of the population belongs to the Norwegian Church or another Christian denomination. Islam is the second largest religion in Norway, measured in number of members. About 3.1 per cent (about 166,000) are members of a Muslim religious community. The third largest religion in Norway measured in membership is Buddhism with about 20,000 members. Then comes Hinduism, Sikhism and Baha'ism. Judaism is a very small religious minority in Norway, with just under 800 members. About 1.8 per cent of the population belong to a belief community.

The social community has expanded to include more religious and belief traditions and a variety of practices and expressions. The Government's premise is that a society where religion and beliefs are limited will be less inclusive and diverse. It is therefore important to recognise people's religions and beliefs in a society that is open to religious and worldview diversity.

The Government aims to safeguard freedom of religion and belief for everyone, and to ensure equal treatment between religious and belief communities, including through financial support. In the spring of 2019, the Government passed the bill *Prop 130L (2018–2019) on the Act relating to Faith Communities, etc.*, with a section on a comprehensive religious and belief policy.

Immigrants and their descendants

Almost 18 per cent of the population in Norway has an immigrant background, i.e. persons who are immigrants or Norwegian-born with immigrant parents. Of the approximately 765,000 immigrants in Norway, 54 per cent are from Europe, 31 per cent are from Asia and 13 per cent are from Africa. Immigrants from Poland are the largest group in Norway, followed by immigrants from Lithuania and Sweden (Statistics Norway).





Knowledge and research



Knowledge is an important prerequisite for implementing effective and targeted measures against racism and discrimination. ■

Norway is one of the countries in Western Europe where the population has the most positive attitudes towards immigrants and religious minorities. In a survey conducted by the Pew Research Center, the younger population in all countries had more positive attitudes than the older. Among the older respondents, it was the Norwegians who reported to the greatest extent that they had friends with a religious affiliation other than their own (PEW 2018).

The 2018 integration barometer charts Norwegians' attitudes to immigration, integration and new communities. This shows that the population is divided in attitudes about immigration. Three out of ten responded that they want more immigrants, whilst four out of ten answered fewer. There is record low support for the statement "We should not allow more immigrants into Norway". The barometer also shows that the proportion of Norwegians who believe discrimination against immigrants occurs "to a large extent" has increased from 9 per cent in 2013 to 22 per cent in 2017. Nearly half of those who took part in the survey expressed scepticism about people of the Muslim faith (Brekke and Mohn 2018).

The majority of those born in Norway with immigrant backgrounds have not experienced

discrimination due to their immigrant background in the past year. Still, it affects many. In the workplace, employment and education, a fairly large proportion experience being treated differently (Dalgard 2018).

Hate speech and hate crimes affect to a particularly large degree ethnic and religious minorities, or persons *believed* to belong to them (National Police Directorate 2019).

On behalf of the Ministry of Justice and Public Security, in 2018 the Centre for Research on Extremism (C-REX) in collaboration with the Centre for Studies of the Holocaust and Religious Minorities issued the research report *Right-Wing Extremism in Norway - Trends, Conspiracy Theories and Prevention Strategies* (Bjørge 2018). An important finding in the report is that the enemy image of right-wing groups and individuals has changed. Now, Muslims are seen as the great enemy, and a lot indicates that this enemy image is far more widespread than before.

On behalf of several ministries, the Centre for Studies of the Holocaust and Religious Minorities has carried out two research projects on attitudes towards ethnic and religious minorities: *Anti-Semitism in Norway?* and *Attitudes toward Jews and Muslims in Norway in 2017. Population Survey and Minority Study*. The latter is partly a follow-up to the former, and thus helps to follow trends over time.

The 2017 report shows that one in three of the population has a pronounced prejudice against Muslims. About ten per cent of the population believes that violence and harassment of



Photo: Gettyimages

Muslims can be justified by recent terrorist attacks, and about 30 per cent of the population believe that Muslims want to take over Europe. Eight per cent of the population has a pronounced prejudice against Jews. 64 per cent of Jewish respondents say they avoid showing their religious affiliation because they fear negative reactions. According to the report, Muslim immigrants support negative claims about Jews to a greater extent than the general population. At the same time, both Jews and Muslims express great confidence in key community institutions and a clear majority of Jews and Muslims see opportunities to work together against prejudice and discrimination (Hoffmann and Moe 2017).

The survey also shows that active opinion-makers with a minority background receive far more negative comments and reactions directed at their national origin, religion, ethnic background and skin colour than those with a majority background. The latter receive negative reactions to the arguments and political views (Hoffmann and Moe 2017). Retriever's media analysis *Immigration and Integration in Norwegian Media 2017* (Retriever 2017), shows that the portrayal of Muslims has changed and become more negatively charged, compared with the surveys in 2000 and 2008.

The Fafo Institute for Labour and Social Research's report *Attitudes toward Discrimination, Equality and Hate Speech in Norway 2nd edition*

shows that there is wide variation in attitudes towards different groups that are protected by discrimination legislation. Roma, Romani²⁾ and Muslims are the groups that most people believe are discriminated against in Norway. It is also these groups which the fewest number state they would want as prime minister, potential neighbour or spouse. There is less support for measures when Roma and Muslims are discriminated against when these groups are compared with other groups (Tyldum 2019).

The article *“Self-experienced Discrimination of Sami in Norway”* (Hansen 2016), points out that Sami experience discrimination far more often than majority Norwegians. The most common form of discrimination reported by Sami was ethnic discrimination. The most common arenas where they experience such discrimination are at school, the workplace and in the local community. Nevertheless, there are few Sami who report cases to the Anti-Discrimination Tribunal or who contact the Equality and Anti-Discrimination Ombud. There is a need for more knowledge about discrimination directed against Sami.

Discrimination on the basis of skin colour can affect both people who have immigrated to Norway and their descendants, as well as people who were born or have grown up in Norway with Norwegian parents. More research is needed on discrimination based on skin colour and other external characteristics.

The study *Living Conditions among Queers with Immigrant Backgrounds in Norway* shows that

having multiple minority statuses, in addition to being queer, can lead to particular vulnerability. 25 per cent of the respondents in the study have been subjected to threats or violence. Racism, both from the majority community and in queer environments, is reported as a significant problem (Eggebø, Stubberud and Karlstrøm 2018).

The Norwegian Directorate for Children, Youth and Family Affairs is working to develop an online resource on living conditions and equality among ethnic and religious minorities in Norway. In conjunction with this, Fafo prepared the memorandum *Indicators of Discrimination against Immigrants, Indigenous Peoples and National Minorities* (Bråthen, Zhang and Rogstad 2016). Here it appears that most statistics are on immigrants and their children. Statistics on the Sami are geographically delimited and there are little or no statistics on national minorities. One of the reasons is that ethnicity is not registered in public records. However, country background is registered. Belonging to an ethnic group is based on self-reporting. In addition, many ethnic groups are sceptical about registering and participating in surveys where affiliation to minority groups is the subject.

In 2016, the Government established C-REX - Centre for Research on Extremism at the University of Oslo. The centre develops knowledge of the causes and consequences of right-wing extremism and hate crimes in Norway and internationally.

2 The official designation is the Romani people/Tater.

Discrimination on the basis of skin colour can affect both people who have immigrated to Norway and their descendants, as well as people who were born or have grown up in Norway with Norwegian parents. More research is needed on discrimination based on skin colour and other external characteristics. ■

Overall list of measures

CROSS-SECTORAL INITIATIVES

1. Coordinating State Secretary Committee

A State Secretary Committee will be set up to look at the issues of extremism, racism and hate speech in context. The Government will create an Action Plan against Discrimination and Hatred against Muslims and will also continue and renew the Action Plan against Anti-Semitism. Work on revising the Action Plan against Radicalisation and Violent Extremism has begun. The Government also has a Strategy against Hate Speech (2016-2020). An Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion be followed up from 2020.

These are processes that are relevant to each other and are interconnected. A State Secretary's Committee is to ensure that the Government's efforts in these areas are well coordinated and provide effective synergies. The State Secretary's Committee shall consider establishing a joint youth panel in connection with these issues.

*Ministry of Culture,
Ministry of Justice and Public Security,
Ministry of Local Government and Modernisation
and other relevant sectoral ministries*

2. Reference group against racism and discrimination on the grounds of ethnicity and religion

A separate reference group has been established in the work on the plan. This is broadly composed of representatives of voluntary organisations and other stakeholders. The group has provided input to the action plan itself and will also provide input on its follow-up. The Government will consider whether there is

a need to expand the reference group during the plan period.

Ministry of Culture

3. Action Plan against Discrimination and Hatred against Muslims

In August 2019, the Government decided to begin work on an Action Plan against Discrimination and Hatred against Muslims. The aim is to prevent and hinder racism and discrimination against Muslims and persons assumed to be Muslims. Dialogue work, meeting venues, new knowledge on prevalence and understanding of the phenomena, as well as increased expertise amongst key players will be central to the plan.

Ministry of Culture

KNOWLEDGE AND RESEARCH

4. Online resource on living conditions and equality of ethnic and religious minority groups

The Norwegian Directorate for Children, Youth and Family Affairs is working to develop an online resource that will gather figures, statistics and research that address aspects of living conditions and equality of ethnic and religious minority groups.

Ministry of Culture

5. Attitudes of the population towards religious and ethnic minorities

Every five years, surveys will be conducted that will chart the population's attitudes towards

different ethnic and religious minorities. The surveys will be organised so that the results can be compared with the Centre for Studies of the Holocaust and Religious Minorities' surveys from 2012 and 2017.

*Ministry of Children and Families,
Ministry of Culture,
Ministry of Education and Research,
Ministry of Foreign Affairs,
Ministry of Justice and Public Security and
Ministry of Local Government and Modernisation*

6. Research on racism and discrimination on the grounds of ethnicity and religion

Various research projects will be initiated on the issues of racism and discrimination. These may include causes, scope, experiences and consequences. One goal will be to gain increased knowledge about racism as a phenomenon, as well as racism and discrimination against various groups, such as the Sami, national minorities, Muslims and others. Grounds other than ethnicity and religion will be included in parts of this. Different research methods will be considered.

The research on anti-Muslim hostility will contribute to a better knowledge base in the preparation and follow-up of the Government's action plan against discrimination and hatred against Muslims.

Increased knowledge will be gained about initiatives that can counteract discrimination in employment and experiences with them.

As a start-up to the initiative, an input meeting will be held with relevant researchers and research institutions. Knowledge development will contribute to the development of new initiatives.

Ministry of Culture

7. Research on skin colour and other external characteristics as grounds for discrimination and racism

Research will be conducted to gain increased knowledge about external characteristics as grounds for discrimination and racism. The research will deal especially with skin colour, including racism and discrimination directed at foreign-born adoptees.

Ministry of Culture

MEETING VENUES

8. Dialogue meetings on racism and discrimination

Dialogue meetings will be held where stakeholders in the public debate, local authorities and organisations, as well as others in the community, discuss issues of racism and discrimination. A certain portion of the meetings are to be locally based. The meetings can address various forms of racism and discrimination, including anti-Muslim hostility, discrimination against the Sami, discrimination on the basis of skin colour, etc. The Directorate for Children, Youth and Family Affairs will be responsible for the overall organisation of the initiative in cooperation with various stakeholders nationally and regionally. The Directorate for Children, Youth and Family Affairs will mark the UN's International Day Against Racial Discrimination on March 21 in connection with the measure.

The Ministry of Culture in collaboration with several other ministries

Overall list of measures

9. Forum against Anti-Muslim hostility

Representatives of the Government and the Muslim population shall meet regularly to inform each other about issues that are relevant to the situation of Muslims in Norway, especially with regard to discrimination, racism and extremism. The measure is coordinated by the Ministry of Culture.

*Ministry of Children and Families,
Ministry of Culture,
Ministry of Education and Research and
Ministry of Justice and Public Security*

10. Annual seminar on safety and security at elite football arenas

The Ministry of Culture provides a grant for an annual seminar under the auspices of the Norwegian Football Association, where together with the police, the Elite Series and OBOS league clubs and representatives of the supporter clubs discuss issues related to safety and security at the top tier arena. This seminar will also cover issues related to racism. The seminar is part of the follow-up to the Council of Europe Convention on an Integrated Safety, Security and Service Approach at Football Matches and Other Sports Events, which Norway has ratified.

Ministry of Culture

11. Enhancing diversity and inclusion in the cultural sector

The Government allocates a total of NOK 24.5 million in 2020 to a broad initiative that will contribute to diversity, inclusion and equality in the cultural field. Through grants to a number of different institutions and initiatives, the Government wants to contribute to making

cultural life perceived as relevant and representative for the entire population, and to cultural life promoting freedom and opportunities for individuals to express themselves. Diversity in cultural life requires systematic and long-term efforts. The Arts Council Norway has been assigned the role of national coordinator for increased diversity, inclusion and participation in the cultural sector.

Ministry of Culture

12. Dialogue with actors in the hospitality industry

The Ministry of Culture, Ministry of Health and Care Services, the Ministry of Justice and Public Security and the Ministry of Trade, Industry and Fisheries will invite actors in the hospitality and restaurant industry to discuss initiatives that can counteract discrimination at restaurants/pubs, clubs, etc.

*Ministry of Culture,
Ministry of Health and Care Services,
Ministry of Justice and Public Security and
Ministry of Trade, Industry and Fisheries*

13. Campaign against discrimination at restaurants/pubs, clubs, etc.

A campaign will be conducted to create awareness and increased knowledge of discrimination on restaurants/pubs, clubs, etc. and their consequences.

The target groups will be youth, the industry itself, security guards and the general public.

Ministry of Culture

DEBATE AND DEMOCRACY

14. Evaluation of the Government's Strategy against Hate Speech

The Government's strategy against hate speech applies for the period 2016-2020. The strategy will be evaluated by The Norwegian Institute for Urban and Regional Research in 2020. The Government will consider how work on hate speech will be continued based on the outcome.

Ministry of Culture

15. Strengthening "Stop Hate Speech"

The Stop Hate Speech campaign was established in Norway in 2014 and is supported by the Ministry of Culture. The campaign is part of the European No Hate Speech Movement, a movement started by the Council of Europe's Youth Department in 2013. Stop Hate Speech aims to give young people and youth organisations the tools, knowledge and skills needed to recognise hate speech and combat human rights violations online. The Government will strengthen the Stop Hate Speech campaign during the period of the action plan.

Ministry of Culture

16. Study on participants in hostile debates

Work has been initiated at the Institute for Social Research which focuses on the participants in hostile debates on social media and the internet. The study is scheduled to be completed in 2020.

Ministry of Culture

17. Hate speech content study

Digital media are perhaps the largest arena for discriminatory and hateful speech. As part of the knowledge development on hate speech, the Directorate for Children, Youth and Family Affairs will announce a project in 2020 to identify the extent of speech of a hateful or discriminatory nature using big data analysis.

Ministry of Culture

18. Freedom of Speech Commission

Hate speech on social media and in comment fields is something a number of groups experience. This is a problem that affects democracy in that it can cause many to refrain from expressing their opinions in public. In a discussion about the online debate culture, it is important to be precise about which speech is not protected by freedom of speech and which is, but which can nevertheless be perceived as unacceptable and undesirable because it leads to a poor debate climate and reduces real opportunities for vulnerable groups to express themselves and participate in public. The Government will set up a Freedom of Speech Commission which, based on the authorities' responsibility under Section 100 of the Constitution, will examine the extent and conditions for freedom of speech on a broad basis.

Ministry of Culture

19. Taking the initiative on a guide on the prevention and handling of hate speech and threats to local politicians

The Government will strengthen its efforts against hatred and threats against politicians,

Overall list of measures

including by drafting a guide on the prevention and handling of hate speech and threats to local politicians. As part of this, the Government will gain increased knowledge about the impact hate speech and threats have on recruitment, political motivation and whether it causes people to resign from office or refuse re-election.

Ministry of Local Government and Modernisation

CHILDREN, YOUTH AND EDUCATION

20. Enhanced knowledge about discrimination and racism directed at children and young people

The Government will consider enhancing the knowledge base on the experiences of children and young people with racism and discrimination.

Ministry of Children and Families

21. Review of ung.no

Ung.no is Norway's largest website for youth with a comprehensive question and answer service in a number of relevant topics. The service answers questions on such issues as discrimination, equality and minorities. A review of articles addressing these topics are to be used as the basis for making any changes to the service. Particular consideration will be given to whether there is a need to address more issues related to racism and discrimination.

Ministry of Children and Families

22. Democratic Preparedness against Racism and Anti-Semitism (Dembra) for the child stage

A Dembra initiative will be launched in the primary school, with a half-year impact of NOK 1.3 million in 2020. By also incorporating the child level in Dembra, efforts to prevent racism, discrimination and undemocratic attitudes will become a holistic initiative for primary education. Dembra's focus on inclusion, dialogue, relationship skills and critical thinking helps to provide good insight into how this can be understood and worked on in the child stage.

Ministry of Education and Research

23. Continuation of learning resources for teacher education - Dembra LU

It is important to strengthen competence amongst teachers and school administrators on how to combat and deal with racism and discrimination, as well as disseminate knowledge about "good practices" from Norway and abroad related to these issues. In autumn 2017, the Directorate of Education commissioned the Centre for Studies of the Holocaust and Religious Minorities to develop, test and evaluate resources for teacher education. The purpose was to contribute to the strengthening of professional competence on issues such as prejudice, hostility, racism, discrimination and radicalisation. To increase the dissemination and impact of the work on learning resources for teacher education, the project will be continued for two years with five new institutions, at a cost of NOK 2 million per year. In this phase, the institutions will develop more web-based resources, strengthen their own expertise and teaching about the relevant topics and be further included in a growing network in the field.

Ministry of Education and Research

24. Course for youth with a multicultural background

In 2020, a one-year pilot/course for school youth with a cross-cultural background will be announced. The focus of the one-year course will be on strengthening the individual's identity and self-image, as well as preventing conflict and contradictions in a multicultural society.

The pilot has a cost range of NOK one million.

Ministry of Education and Research

THE LABOUR MARKET

25. Trials with anonymous applications in the State

Trials with anonymous applications are rooted in the Government's political platform. The study aims to illustrate whether anonymous applications can be a good tool for integrating immigrants into the workforce. The trial is to document whether anonymous applications will lead to more immigrants being called in for interviews and being offered employment in the Government administration. The Ministry of Local Government and Modernisation has gained experience from similar trials in Norway, Sweden and Denmark, and has therefore examined whether anonymisation of applications can be ensured through digital recruitment solutions. A new functionality has now been developed in two different recruitment systems that are in use in the Government administration to provide this. Fifteen government agencies are participating in the trial. The trial period started on 1 August 2019 and will last until 1 September 2020. The Norwegian Digitalisation Agency will document the implementation of the trial and

evaluate the results. A final report will be completed before Christmas 2020.

Ministry of Local Government and Modernisation

26. Strengthen the Equality and Anti-discrimination Ombud as a result of changes in the activity and reporting duty

The changes in the activity and reporting duty from 2020 specify the obligations of both public and private employers. For public authorities, the changes do not only apply to their role as an employer. The activity duty as a public service provider and authority is also specified. The changes will lead to an increased need for resources for guidance, follow-up and enforcement of the regulations at the Equality and Anti-discrimination Ombud and the Secretariat of the Anti-Discrimination Tribunal. In 2020 The Government will increase the allocation to the Equality and Anti-discrimination Ombud of NOK 3 million to help strengthen the guidance and follow-up of the activity and reporting duty. The Government also increases the funding for the Secretariat of the Anti-Discrimination Tribunal by the same amount.

Ministry of Culture

27. Prepare guidance material and templates on the activity and reporting duty

The Directorate for Children, Youth and Family Affairs has been commissioned to prepare guidance material and templates for employers' and public authorities' activity and reporting duty embodied in the new revised provisions of the Equality and Anti-Discrimination Act.

Ministry of Culture

Overall list of measures

28. Information campaign on how to file complaints about discrimination based on ethnicity and religion

Many do not know how to complain and exercise their rights when they are subjected to racism or discrimination based on ethnicity or religion. It is therefore important to reach out with information on how to proceed in such cases. The Government will conduct an information campaign that can contribute to increased knowledge of the individual's rights.

Ministry of Culture

29. Equal Employment certification scheme

The Government provides a grant to Agder County Council for the Equal Employment certification scheme in 2020. In order to be certified as an equal opportunity business, companies must document systematic work and procedures within seven areas of intervention. The certification can give the company a reputation as an attractive and diverse workplace.

Ministry of Culture

30. Campaign to combat hate and harassment in the workplace

In 2020, Directorate for Children, Youth and Family Affairs will launch a campaign on hate and harassment at the workplace. The campaign will address how hate and harassment manifest themselves in the workplace and how it can be prevented. The campaign will be aimed at both employers and employees in the public and private sectors, without focusing on individual industries or groups.

Ministry of Culture

31. Following up knowledge mapping on women with immigrant backgrounds and employment

The Institute for Social Research, on behalf of the Directorate for Children, Youth and Family Affairs, has carried out knowledge mapping on women with immigrant backgrounds and employment. Knowledge in this area is fragmented, and a summary of knowledge was therefore needed to develop more effective initiatives. The work summarises causes, challenges and knowledge gaps. The Government will consider further follow-up of the report.

Ministry of Culture and Ministry of Education and Research

32. New diversity award

The Ministry of Education and Research has commissioned the Directorate of Integration and Diversity to distribute the Diversity Award, with a detailed specification on how the new award is to be designed and implemented both regionally and nationally. The Diversity Award is the State's award for outstanding use of immigrants' skills in employment. Anyone can be nominated, both large and small businesses. The award goes to managers and employees who know that what makes us different makes us stronger together. The award was first given out in September 2019.

Ministry of Education and Research

33. Knowledge about attitudes towards ethnic and religious diversity in three sectors

The Directorate for Children, Youth and Family Affairs has commissioned the Institute for Social

Research to conduct a survey that charts the knowledge of ethnic and religious diversity and attitudes towards ethnic and religious minority groups among employers in the private and public sectors, as well as employees (managers and staff) in kindergartens, primary schools and child welfare services. The results of the study can help to develop better and more equal public services and to put the spotlight on inclusive workplaces.

Ministry of Culture

34. Guidance material for facilitating effective conversations about freedom of conscience in the Norwegian workplace

It is important to create dialogue in the workplace about what faith means to the individual and thereby prevent conflicts and contribute to flexible solutions. Guidance material will be prepared based on the principles of the Conscience Committee that exemptions should be based on deep and important convictions of conscience that are not intrusive to third parties or cause major inconvenience to the employer or co-workers.

Ministry of Labour and Social Affairs

35. Knowledge of employers' understanding of language requirements and language tests

On behalf of the Ministry of Labour and Social Affairs, the research foundation Fafo is conducting a survey of employers' understanding of language requirements and language tests. Lack of a knowledge of Norwegian is often cited as a possible explanation for immigrants' poorer outcomes in the labour market in

Norway. The purpose of the research is to gain more knowledge about how employers analyse and reason about language requirements related to hiring processes or similar situations where employees' language skills are assessed. The project will be completed by the end of 2020.

Ministry of Labour and Social Affairs

36. Knowledge about refugees' participation in the workforce over time

On behalf of the Directorate of Labour and Welfare and The Directorate of Integration and Diversity, Proba Social Analysis is conducting a qualitative study of refugees' participation in the workforce. The study looks more closely at the causes of unemployment and barriers to lasting participation with the aim of increasing the understanding of various mechanisms that can be used in refugees' participation in the workforce over time. The project will be completed by the end of 2020.

Ministry of Labour and Social Affairs

HOUSING

37. Development of knowledge

Discrimination can make it difficult to rent a home. Rentals are offered, but at a higher price or on poorer terms in the lease contract. There is a need for updated and increased knowledge about both discrimination in the housing market and the measures that can remedy this. In connection with the upcoming White Paper on housing policy, the Ministry of Local Government and Modernisation will investigate the

Overall list of measures

scope and consider possible initiatives to counter discrimination in the housing market.

Ministry of Local Government and Modernisation

THE CRIMINAL JUSTICE CHAIN

38. National competence centre against hate crime

The reporting statistics show that there are large variations in the number of reports of hate crimes between the individual police districts. This causes the police districts to have different levels of experience with specific cases. The National Police Directorate will consider how a national competence centre against hate crime can be built to support all police districts.

Ministry of Justice and Public Security

39. Enabling reporting hate crime via the internet

One goal is to reduce the hidden numbers of reports of hate crimes. Another goal is for police services to be easily accessible to the public. Today, a limited number of categories of offences can be reported via the internet. The Police Directorate will enable reporting hate crime online as well.

Ministry of Justice and Public Security

40. Targeted police recruitment

In its strategic plan for 2017-2021, the Norwegian Police University College has set goals to operate "targeted recruitment of applicants with varied linguistic and cultural competence."

As part of a broader diversity perspective, the Police University College has focused in recent years on recruiting from the immigrant communities. The Police University College will continue and further develop applicant recruitment measures with a primary focus on the target group of applicants with immigrant backgrounds, and contribute to increased awareness of the agency's responsibility in local recruitment work regarding future competence.

Ministry of Justice and Public Security

41. Further develop the crime prevention strategy of the police

Prevention must be the primary strategy of the police. The Police Directorate will develop the strategy for the period 2020-2025. The strategy will elaborate on what prevention as a primary strategy means for the individual operational area in the police. Diversity, dialogue and confidence-building will be integrated as part of this work, including establishing dialogue and meeting venues with groups subject to racism and discrimination.

Ministry of Justice and Public Security

42. Ensure a perspective of diversity throughout police training and education

The perspective of diversity must be ensured in the entirety of police training and education. A survey and assessment of the need for changes in subjects shall be carried out where relevant.

The Oslo Police District has prepared a one-day course to be rolled out for all operational staff in the district. The course focuses on communication and conflict management, with a

special focus on police dialogue and meeting with minority youth.

Ministry of Justice and Public Security

43. Religion and Belief Counsellors in the Norwegian Correctional Service

As a trial scheme, the Ministry of Children and Families and the Ministry of Justice and Public Security want to facilitate a pilot project with employees dealing with religion and beliefs in the Correctional Service. The project will establish a team of representatives of religious and belief communities that can meet the religious and belief needs of the inmates. Such a trial scheme can gain important experience before any decision can be taken on more permanent schemes for religious and belief services. The initiative is also based on the action plan to combat radicalisation and violent extremism, initiative 16.

Ministry of Children and Families

PUBLIC SERVICES

44. Increase knowledge development on the provision of services in the health and care sector

More knowledge is needed on the provision of services and adaptation to minority groups.

A new management system has been established for the health and social science educational programmes, RETHOS, with prescribed learning outcome descriptions both overall and for the individual subject. The joint learning outcomes descriptions state that the candidates

should have knowledge of inclusion, equality and non-discrimination, etc. so that the candidate helps to ensure equal services for all groups in the community. Furthermore, the candidates should also be familiar with Sami rights and have knowledge and understanding of the Sami status as an indigenous people.

Ministry of Education and Research

45. Increasing the health literacy of the population

The Government has launched a strategy to increase the health literacy of the population. Under the auspices of the Directorate of Health, Norway will participate in the multinational survey of health literacy of the population. The results of this survey will provide us with knowledge about the level of health literacy of the population in Norway compared to other European countries. Knowledge from this survey will be an important basis for shaping the further efforts to increase the health literacy of the population.

Ministry of Health and Care Services

46. Strengthening the Norwegian Child Welfare Services' follow-up of children and families with immigrant backgrounds

The Government will prioritise efforts to strengthen the confidence in the child welfare services among immigrants. The Government will also contribute to strengthening the child welfare services' follow-up of children and families with immigrant backgrounds. New competence-building initiatives are to be established for both the municipal and regional state

Overall list of measures

child welfare services. Professional recommendations for the follow-up of foster homes will also be developed. These will include foster homes for children with minority backgrounds. Systematic and quality-assured use of bridge-builders/link-workers in child welfare services will be considered as part of the efforts to improve dialogue and trust between child welfare services and user groups. The Government will facilitate measures that can increase knowledge and understanding of the role and mandate of child welfare services.

Ministry of Children and Families

47. Effective guidance for users with immigrant and/or minority backgrounds in the Norwegian Labour and Welfare Administration (Nav) office

The Ministry of Labour and Social Affairs emphasises that the Nav office should serve its users with proper information and knowledge. Several guidance tools dealing with the follow-up and guidance of jobseekers with immigrant backgrounds are available to the advisors in the Nav office.

In order to prevent language barriers from arising and to ensure good, uniform practice in the Nav offices, the Directorate of Labour and Welfare will focus on ensuring that the Nav offices are familiar with the guidelines on the use of language interpreters and that the procedures are followed.

Ministry of Labour and Social Affairs

48. Strengthening cross-sectoral cooperation to ensure that services are equal and do not discriminate against ethnic minorities

The Norwegian Directorate for Children, Youth and Family Affairs coordinates the Forum on Ethnic Discrimination, which consists of six Directorates, the Ministry of Local Government and Modernisation and the Equality and Anti-discrimination Ombud. The forum is a meeting venue for State actors to ensure that public services are equal and do not discriminate against ethnic minorities. During the action plan period, the forum will contribute to the action plan's follow-up and strengthen cross-sectoral cooperation. The forum will be commissioned to carry out a survey of equal public services. The forum will propose measures and efforts to promote equal services on its outcome.

Ministry of Culture

INTERNATIONAL EFFORTS

49. Strengthening affected ministries' follow-up of the topic of racism in international organisations such as the UN, the OSCE and the Council of Europe

There is room to follow the topic of racism more closely in international forums. However, negotiations on the topic of racism in the UN and international organisations are complex and complicated. This requires effective follow-up from the responsible ministry in collaboration with the Ministry of Foreign Affairs.

Ministry of Foreign Affairs

50. Continuing and consolidating foreign policy efforts for freedom of religion and belief and the rights of religious minorities

Freedom of religion and belief are fundamental to a democratic society. Unfortunately, discrimination and violence based on religious affiliation and beliefs are a widespread problem in many countries, including in democracies. The protection of religious minorities is regularly raised by Norway in international forums, including when other countries are reviewed by the UN Human Rights Council. Norway also provides significant financial support for targeted measures to strengthen the freedom of religion and belief, including the rights of religious minorities.

Ministry of Foreign Affairs

Bibliography

Aarset, M. F. and Nordvik, R. (2015)

"Dagens situasjon. Levekår og livskvalitet blant tater/romanifolk (Today's situation. Living conditions and quality of life among Tater/Romani people)" in *Appendix to NOU 2015: 7*.

Assimilering og motstand. Norsk politikk overfor taterne/romanifolk fra 1850 til i dag. (Assimilation and resistance. Norwegian policies towards the Tater/Romani people from 1850 to the present.)

Bangstad, S. and Døving, C.A. (2015)

Hva er rasisme? (What is Racism?)
Universitetsforlaget

Berg-Nordlie, M. & Ikdahl, I. & Skorgen, T. (2019, 4 January)

rasisme (racism). In the Great Norwegian Lexicon Retrieved 1 November 2019 from <https://snl.no/rasisme>

Bjørge, T. (Red.). (2018)

Høyreekstremisme i Norge – Utviklingstrekk, konspirasjonsteorier og forebyggingsstrategier (Right-wing extremism in Norway - Development trends, conspiracy theories and prevention strategies) PHS Research 2018:4

Brekke, J.P. and Mohn, F.A. (2018)

Holdninger til innvandring og integrering i Norge. Integreringsbarometeret 2018. (Attitudes towards immigration and integration in Norway. Integration Barometer 2018.) Institute for Social Research. Report 2018: 18

Bråthen, M., Zhang, H. and Rogstad, J. (2016)

Indikatorer på diskriminering av innvandrere, urfolk og nasjonale minoriteter. (Indicators of discrimination of immigrants, indigenous peoples and national minorities.) Fafo Memorandum 2016:26

Dalgard, A. B. (red) (2018)

Levekår blant norskfødte med innvandrerforeldre i Norge 2016. (Living conditions among the

Norwegian-born with immigrant parents in Norway 2016.) Statistics Norway 2018/20

Eggebo, H., Stubberud, E. and Karlstrøm, H. (2018)

Levekår blant skeive med innvandrerbakgrunn i Norge. (Living conditions amongst queers with immigrant backgrounds in Norway) NF Report no.: 9/2018

Hansen, K.L. (2015)

"Ethnic discrimination and health: the relationship between experienced ethnic discrimination and multiple health domains in Norway's rural Sami population" in *International Journal of Circumpolar Health*. Volume 74, 2015–Issue 1

Hansen, K. L. (2016)

"Selvopplevd diskriminering av samer i Norge" i *Samiske tall forteller 9. (Self-experienced discrimination of Sami in Norway" in Sami figures reveal 9.)* Commented statistics 2016 Sámi University College. 1/2016

Hoffmann, C. and Moe, V. (2017)

Holdninger til jøder og muslimer i Norge 2017. Befolkningsundersøkelse og minoritetsstudie. (Attitudes toward Jews and Muslims in Norway 2017. Population survey and minority study.) Centre for Studies of the Holocaust and Religious Minorities 2017)

Kjøllestad M, Straiton M.L., Øien-Ødegaard C, Aambø A, Holmboe O, Johansen R, Grewal NK and Indseth T (2019)

Helse blant innvandrere i Norge. Levekårsundersøkelse blant innvandrere 2016. (Health amongst immigrants in Norway. Living conditions survey amongst immigrants 2016.) Norwegian Institute of Public Health

Midtbøen, A. and Lidén, H. (2016)

"Kumulativ diskriminering" (Cumulative discrimination) in *Sociological Journal 01/2016 (Vol 24)*

NOU 2017:2 (2017)

Integrasjon og tillit. Langsiktige konsekvenser av høy innvandring. (Integration and trust. Long-term consequences of high immigration.)

PEW (2018)

"Nationalism, immigration and minorities" in *Being Christian in Western Europe*.
<https://www.pewforum.org/2018/05/29/nationalism-immigration-and-minorities/>

National Police Directorate (2019)

STRASAK Report 2018 - Anmeldt kriminalitet og politiets straffesaksbehandling. (Reported crime and police criminal case processing.)

Retriever (2017)

Innvandring og integrering i norske medier 2017. (Immigration and integration in Norwegian media 2017.) A media analysis carried out on behalf of IMDi.

Skevik Grødem, A. and Skog Hansen I. L. (2015)

"Integration in Homeownerland: The Norwegian housing regime and why it matters for immigrants' social inclusion" in *Nordic Journal of Migration Research* 5(3): 117–125

Støren, L. A. and Nesje, K. (2018)

Kandidatundersøkelsen 2017: Nyutdannede masters møte med arbeidslivet og vurdering av relevans, studiekvalitet og læringsutbytte. (Candidate Survey 2017: Master graduates' meeting with the workforce and assessment of relevance, quality of study and learning outcomes.) NIFU report; 2018:22

Tyldum, G. (2019)

Holdninger til diskriminering, likestilling og hatprat i Norge. (Attitudes towards discrimination, equality and hate speech in Norway.) 2nd edition. Fafo Report 2019: 26



Issued by:
The Norwegian Ministry of Culture
Ordering publications:
Ministries' security and service organisation
www.publikasjoner.dep.no
Phone: + 47 22 24 00 00
Publications are also available at:
www.regjeringen.no

Publication code: V-1019 E
Design: Anagram Design as
Cover photo: Gettyimages
Press: The Ministry's security and service organisation
08/2020 - edition 100