



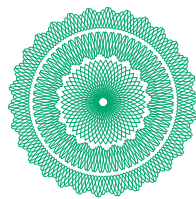
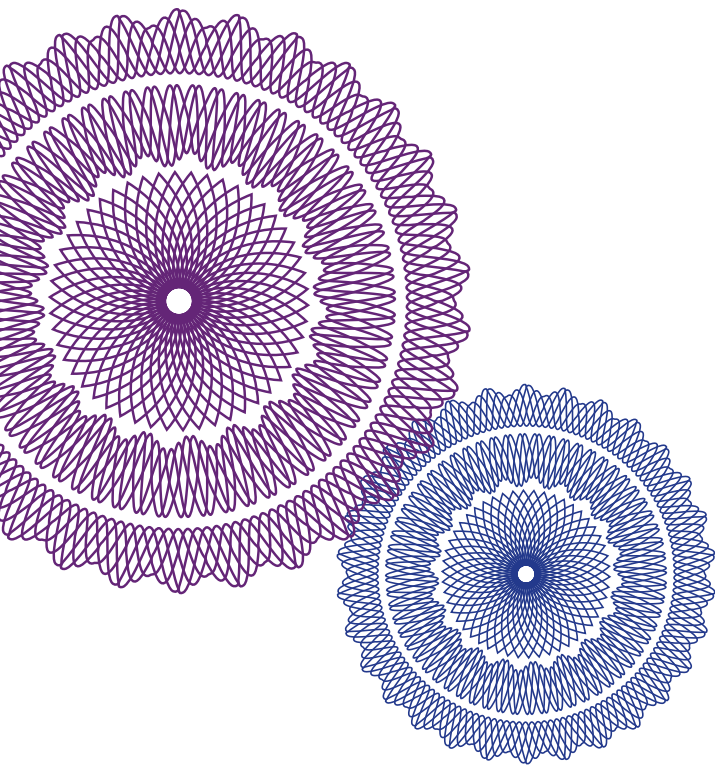
Norwegian Ministry
of Children and Equality

Action plan

Safety, diversity, openness

The Norwegian Government's action plan against discrimination
based on sexual orientation, gender identity and gender expression
2017–2020





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Photo: Tine Poppe

Foreword

The Government aims to ensure LGBTI people's rights, promote openness and actively combat discrimination. This is the starting point of the plan we are now presenting.

The plan contains 40 measures covering a range of areas of society. It implies a broad effort to develop and spread more knowledge about the challenges LGBTI people face and how authorities, companies and service providers can provide the best possible assistance and support. LGBTI children can face many challenges at home, school and while playing. It is therefore important that schools and day care facilities receive better training about young LGBTI persons.

The Government is also taking a clearer stance against hate crime and violence. We are improving registration procedures and statistics to lower the number of unrecorded incidents. A new guide will give the police a better chance to identify and deal with hate crime. Specific efforts will be targeted

towards the challenges of the less visible groups and persons with multiple minority statuses.

This plan relies on the broad knowledge and strong commitment of a number of organisations and individuals. I therefore wish to thank all those who have contributed to the plan through solid input and suggestions.

I hope many will contribute to the implementation of the measures, together with the Government and all authorities concerned.

Oslo, 21. June 2016



Solveig Horne
Minister of Children and Equality

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List of measures

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
KNOWLEDGE AND RESEARCH		
Research and development		
1a.	Finalize a set of indicators in the field of SOGI.	Ministry of Children and Equality
b.	Facilitate analysis projects based on the attitude- and living condition data on SOGI issues, collected by Uni Research Health Bergen.	Ministry of Children and Equality
c.	Research on rainbow families. The importance of close relationships for LGBTI persons. Identifying family forms and close relationships among LGBTI persons over the life course.	Ministry of Children and Equality
d.	"Between the Categories": Primarily qualitative studies shall be implemented of living conditions and challenges among different groups of limited visibility/falling between the major groups of lesbian, gay, bisexual, transgender and intersex persons. It is necessary to examine the intersex group, LGBTI persons with disabilities, LGBTI persons of immigrant backgrounds, LGBTI persons in national minorities, sex workers among LGBTI persons and BDSM/fetishists among LGBTI persons.	Ministry of Children and Equality
e.	It will be considered whether to incorporate into the Research and Development Strategy of the Ministry of Children and Equality, the principle that sexual orientation and gender identity shall normally be included when designing new research projects.	Ministry of Children and Equality
f.	The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) shall organise an annual research forum to promote better quality of research in this field and establish good method standards.	Ministry of Children and Equality
g.	Bufdir shall develop and distribute a guide that recommends best practices for designing surveys that include SOGI topics. The guide should address the challenges and recommend "best practices" concerning questions about privacy, formulation of questions, questionnaires, sample size, etc.	Ministry of Children and Equality
h.	In national surveys conducted/commissioned by the authorities, questions about sexual orientation, gender identity and gender expression should be considered including when it may be relevant in the data analysis, including in research on the educational environment in schools, violence, employment and work environment. Necessary attention must be given to privacy, and best practices must be applied, cf. measure 1g).	All ministries

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
Documentation and dissemination		
2	Support the Queer Archive located at the University of Bergen.	Ministry of Education and Research
COLLABORATION WITH ORGANISATIONS		
3	Continue the scheme of providing grants to organisations and activities that contribute to better living conditions and quality of life among LGBTI persons.	Ministry of Children and Equality
SAFE SOCIAL ENVIRONMENTS AND PUBLIC SPACES		
Children, adolescents		
4a.	Ung.no shall offer LGBTI youth relevant information when facing challenges.	Ministry of Children and Equality
b.	Ung.no shall assist in normalising the various identities related to gender and sexuality.	Ministry of Children and Equality
c.	The young persons' use of the "first-tier service" on ung.no (enquiry service) "Questions and Answers" will be surveyed. What do they need help with/what are they seeking advice and guidance on?	Ministry of Children and Equality
5	Competence in LGBTI issues shall be further developed and disseminated to employees in family counselling offices.	Ministry of Children and Equality
Child Welfare		
6a.	How sexual orientation, gender identity and gender expression can be integrated into primary education leading to efforts in child welfare services shall be considered in consultation with universities and colleges	Ministry of Children and Equality
b.	Bufdir will, in collaboration with FRI, evaluate Pink Competency for child welfare services as a basis for further development of the measure.	Ministry of Children and Equality
c.	Bufdir will continue efforts to recruit more LGBTI foster parents.	Ministry of Children and Equality
7a.	Develop additional knowledge about how many LGBTI persons are users of child welfare services or are foster parents.	Ministry of Children and Equality
b.	Assess the need for a gap analysis of the relationship between LGBTI children's/adolescents' needs and the help available from the child welfare services.	Ministry of Children and Equality
c.	Develop additional knowledge about children challenging gender norms and LGBTI children living in care welfare institutions and foster homes, as well as improve the knowledge base in child welfare services about what assists young people in having the gender expression they desire.	Ministry of Children and Equality

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
Day care facilities and schools		
8a.	<p>There has been a public consultation for a bill stating there will be a clear zero tolerance against all forms of bullying, violence, discrimination, harassment and other offences - regardless of the grounds of discrimination or harassment, be it gender, religion, disability, sexual orientation or otherwise. If adopted, the bill will include the following:</p> <ul style="list-style-type: none"> • Activity duty. A clear duty for anyone working in schools to detect and deal with bullying and other cases where the student does not feel safe and secure at school. Action must occur quickly. The stricter activity duty applies in particular if it concerns an employee bullying the student. • Enhanced means of redress. If the school fails to act, students and parents can easily report the issue to the county governor. The county governor shall promptly assess the issue and follow up until the problem has been resolved. • Daily fines for those who do not follow up. Daily fines may be imposed on municipalities that do not comply with the county governor's orders. This will act as a deterrent and force action in cases where it is necessary. 	Ministry of Education and Research
b.	<p>The Government wants to strengthen the competence in day care facilities, schools and municipalities to prevent and deal with bullying. A "competence package" shall be developed that can be adapted to the different needs in day care facilities and schools. Schools with the highest rates of bullying are to be helped first, with the greatest resources directed towards those schools.</p>	Ministry of Education and Research
c.	<p>The government shall make it easier for victims and their families to get information about how they report cases of bullying.</p> <ul style="list-style-type: none"> • A new portal on the Internet will be established that will make it easier for children, young people and parents to find information on anti-bullying measures. • Strengthening of the Ombudsman for Children, in order to improve the support to particularly vulnerable children and to be a "watchdog" for municipalities and enhance the day care facility learning environment. • New telephone and chat service. Easy access services for children and young people who experience bullying and need advice and support from an adult. 	Kunnskapsdepartementet
9	<p>Learning resources directed at teacher training on group-based prejudices shall be developed.</p>	Ministry of Education and Research
10	<p>The multidisciplinary topics of democracy and citizenship, sustainable development and public health and life skills shall be prioritised in efforts to renew the curriculum for basic education.</p>	Ministry of Education and Research
11	<p>LGBTI issues shall also be included when implementing measure 12 on cyber-bullying in the initiative "A Good Childhood lasts a Lifetime".</p>	Ministry of Children and Equality

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
12a.	In the preparation of the new framework plan for the content and tasks of day care facilities, the following measures shall be included in Report 19 to the Storting (2015-2016) Time for play and learning. Better content in day care facilities is addressed: The Government will clarify in the curriculum that day care facilities have the responsibility to develop the children's tolerance for a diverse society and thus help to curb prejudice and discrimination based on gender, orientation, disability, ethnicity, culture, religion and belief.	Ministry of Education and Research
b.	Promote competence measures for raising the competence of day care facility staff regarding sexual orientation, gender identity and gender expression. Competence measures may include guidance material in connection with the new national curriculum for the content and tasks of day care facilities and/or courses organised by NGO's.	Ministry of Education and Research
Sports		
13	Make NGOs, including in sports, familiar with § 14 on the duty of organisations and educational institutions to preclude and prevent harassment and § 19 on the employer's activity duty in the Act prohibiting discrimination based on sexual orientation, gender identity and gender expression.	Ministry of Culture
Employment		
14	The authorities will consider taking up for discussion in the committee on equality under the Council for Working Life and Pension Policy whether to include efforts to combat discrimination on grounds of sexual orientation, gender identity and gender expression in the trilateral cooperation on equality in employment.	Ministry of Children and Equality
15a.	Bufdir shall develop and disseminate simple websites for use by employers with examples of good practice, presentation templates, useful tools, etc.	Ministry of Children and Equality
b.	Bufdir shall develop and conduct meetings for employers and workers' organisations throughout the plan period to strengthen competence in combating discrimination based on sexual orientation, gender identity and gender expression at the workplace, lay the basis for the exchange of experiences and to present available resources and tools including the Internet, cf. the previous section. The meetings may focus on topics such as how SOGI can be integrated into the company's plans and strategies against discrimination and for diversity.	Ministry of Children and Equality
Hate crimes		
16a.	Definition and registration procedures for hate crimes shall be uniform across all the police districts in the country.	Ministry of Justice and Public Security
b.	The Norwegian Police Directorate shall create a guide for police registration of hate crimes.	Ministry of Justice and Public Security

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
17	Greater number of specialist police units and facilitation of specialisation in the police.	Ministry of Justice and Public Security
18	Assessment of the provisions on hates crime in criminal legislation.	Ministry of Justice and Public Security
19	Statistics shall be regularly published showing hate crime trends from initial police reports through all stages of the criminal process.	Ministry of Justice and Public Security
EQUAL ACCESS TO PUBLIC SERVICES		
Cross-cutting measures in the central government		
20a.	The Ministry of Local Government and Modernisation will work with public agencies to develop measures that will help to meet the new employer strategy of the central government, including the sub-strategies for recruiting and an inclusive work environment.	Ministry of Local Government and Modernisation
b.	Requirements for public authorities/employers in the Act prohibiting discrimination based on sexual orientation, gender identity and gender expression, shall be met. The individual state agency undertaking must therefore find effective, specific solutions for how the undertaking, both as executing body and as an employer, shall "make active, targeted and systematic efforts to promote equality and combat discrimination based on sexual orientation, gender identity and gender expression," as required by law.	All ministries
21	The Ministry of Children and Equality's thematic guide for the Decree for Official Studies and Reports, Impact on Equality, shall be updated in order to reflect the requirements of the present anti-discrimination legislation, including the Act on prohibition of discrimination based on sexual orientation, gender identity and gender expression.	Ministry of Children and Equality
Efforts at the local/regional level		
22a.	The Directorate of Children, Youth and Family Affairs (Bufdir) shall develop and disseminate easy-to-use websites for use by counties, municipalities and municipal agencies with examples of good practice, presentation templates, useful tools, etc.	Ministry of Children and Equality
b.	To strengthen local competence in non-discrimination, a series of regional conferences shall be developed and implemented.	Ministry of Children and Equality
c.	An annual expert meeting shall be carried out with the county governors on equality and non-discrimination. The expert meeting will aim to strengthen the county governors' competence in gender equality, including sexual orientation, gender identity and gender expression, and also ensure equivalent public services for LGBTI persons.	Ministry of Children and Equality
Health and care service		
23	Increase awareness of and competence in LGBT issues in health and care services.	
24	Facilitate easy access services and peer measures.	
25	Develop and implement a new integrated strategy on sexual health.	

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
26	<p>Targeted efforts to reduce health disparities between LGBTI persons and the general population.</p> <ul style="list-style-type: none"> • Efforts to increase test frequency, reduce new infections and ensure optimal treatment of sexually transmitted infections must be focused on reaching high-risk groups. These efforts will be followed up in a strategy for sexual health. • General information about the importance of cancer screening programmes must be adapted so these include groups of the population which are underrepresented in testing. • Please refer to the Action Plan for the prevention of suicide and self-harm and the National Programme against drugs for a discussion on respectively suicide prevention and drug prevention measures that may be relevant for the group 	
27	Further development of the specialist framework for the treatment of gender dysphoria and gender incongruence.	Ministry of Health and Care Services
Armed Forces		
28a.	Participation in Oslo Pride Park and Parade.	Ministry of Defence
b.	Collaboration with FRI and the LGBT Knowledge Centre in the Directorate of Children, Youth and Family Affairs (Bufdir).	Ministry of Defence
c.	International cooperation with NATO and the Nordic countries.	Ministry of Defence
d.	Knowledge about sexual orientation, gender identity and gender expression to be integrated into the Armed Forces' ethics training "Attitudes, Ethics and Leadership" (HEL).	Ministry of Defence
INVISIBLE OR BETWEEN CATEGORIES		
Transgender, intersex and other gender issues		
29a.	Develop research-based knowledge about the situation of intersex persons in Norway, with recommendations for further efforts, see also measure 1d).	Ministry of Children and Equality
b.	Facilitate an low-threshold meeting place for intersex persons, for example under the auspices of an organisation or at the LGBTI Youth Health Clinic in Oslo.	Ministry of Children and Equality
c.	Identify challenges and measures needed based on the collection of knowledge and contacts with representatives of the group.	Ministry of Children and Equality
30	The issue of the right to new diplomas/letters of reference after changing legal gender status shall be considered.	Ministry of Children and Equality
Young LGBTI persons with disabilities		
31a.	Information that young persons with disabilities request regarding disabilities, sexuality and LGBTI issues, will be included in the topic areas of ung.no and in ung.no's question and answer service. The service must be designed so that it is able to answer questions LGBTI youth need to have answers to.	Ministry of Children and Equality
b.	Competence regarding persons with disabilities and LGBTI issues must be assured at family counselling offices and crisis centres.	Ministry of Children and Equality

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
LGBTI persons of immigrant backgrounds		
32	At a suitable time, the Government will consider whether it may be appropriate to designate LGBTI persons as one of several priority groups for the selection of quota refugees.	Ministry of Justice and Public Security
33	Raise LGBTI-competence among interviewers involved in the asylum application process.	Ministry of Justice and Public Security
34a.	Raise the competence of selected asylum reception centres in the field of gender diversity, sexual orientation, gender identity and gender expression. Produce guides and competence-raising programmes for asylum reception centres.	Ministry of Justice and Public Security
b.	Assess what is necessary for LGBTI persons to feel secure at asylum reception centres, and implement appropriate measures for LGBTI persons while they are in asylum reception centres. Initiate information efforts aimed at the entire group of asylum seekers.	Ministry of Justice and Public Security
c.	In connection with the capacity building efforts at the asylum reception centres, The Directorate of Children, Youth and Family Affairs (Bufdir) will consider developing a capacity building programme for employees in care centres working with unaccompanied asylum seeking minors (EMA) under the age of 15.	Ministry of Children and Equality
35	The Directorate of Integration and Diversity shall take into account the special challenges LGBTI refugees may face during resettlement.	Ministry of Justice and Public Security
36	More LGBTI information in the introduction programme and in social knowledge as well as in programme counselor training in municipalities.	Ministry of Justice and Public Security
37	Better training of and information for minority counsellors, the employees of housing and support services for young persons over 18 who are subject to forced marriage, violence or restrictions to their freedom, and those who work with the ung.no website.	Ministry of Justice and Public Security
38a.	LGBTI issues are to be addressed in conjunction with the annual integration conference between the authorities and immigrant organisations, and the preparatory regional input meetings.	Ministry of Justice and Public Security
b.	Facilitate awareness-raising efforts aimed at the immigrant population about LGBTI persons, including through collaboration with the organisations Queer World and SEIF.	Ministry of Justice and Public Security
LGBTI persons of Sami ethnicity		
39a.	Documents and tools that are being developed for municipalities and employers, as a result of this plan, are to be translated into a Sami language.	Ministry of Children and Equality
b.	The authorities will initiate a collaboration with the Sami Parliament and Sami institutions for the purpose of continuing and developing measures to assist LGBTI persons of Sami background. The aim is to ensure that this group can experience a greater degree of openness and inclusiveness, including in the Sami community.	Ministry of Children and Equality

NUMBER	MEASURE	MINISTRY WITH PRINCIPLE RESPONSIBILITY
INTERNATIONAL EFFORTS		
40a.	Support the human rights of LGBTI persons in foreign and development policy	Ministry of Foreign Affairs
b.	Maintain and establish alliances with national and international LGBTI organisations	Ministry of Foreign Affairs
c.	Support organisations and measures that promote the human rights of LGBTI persons	Ministry of Foreign Affairs
d.	Include efforts to strengthen LGBTI rights in the international educational initiative.	Ministry of Foreign Affairs
Efforts in Europe		
41a.	Norway will promote and draw attention to LGBTI rights in the Council of Europe's committee structure and support the Council of Europe's efforts on equality and non-discrimination related to sexual orientation, gender identity and gender expression.	Ministry of Children and Equality
b.	Norway is continuing its participation in the European Governmental LGBTI Focal Points Network and high-level participation in the informal ministerial meeting associated with the IDAHO event.	Ministry of Children and Equality
c.	Norway will consider offering to host a meeting of the European Governmental LGBTI Focal Points Network, or an IDAHO event during the plan period.	Ministry of Children and Equality
42a.	Follow up and support the European Commission's initiative on LGBTI equality through active cooperation with EU member states in the European Commission's high-level committee and participation in EU expert seminars on LGBTI rights.	Ministry of Children and Equality
b.	Norway will consider providing cooperation and support to countries wishing to use the EEA grants to strengthen LGBTI equality and rights.	Ministry of Children and Equality
c.	It will be further considered if and how Norway can take part and be included in the EU/FRA's (Fundamental Rights Agency) comparative studies on various human rights issues, including studies involving SOGI issues.	Ministry of Children and Equality
43	It shall be considered how Norway, possibly together with other Nordic countries, can contribute in expanding the Nordic Governments' cooperation to include efforts to combat discrimination based on sexual orientation, gender identity and gender expression.	Ministry of Children and Equality

Introduction



Photo: Tine Poppe



The timeline lists some milestones and illustrative examples, however the history is obviously more complex and diverse. The timeline was prepared by the Norwegian Queer Archive. The Queer Archive maintains, documents and disseminates queer history, and is part of the Department of Special Collections at the University of Bergen Library: www.skeivtarkiv.no

The Government's goal is to secure LGBTI rights and to combat discrimination on grounds of sexual orientation, gender identity and gender expression. Research shows that there is still a need to strengthen LGBTI rights and quality of life, to change attitudes and combat hate speech and hate crimes against these groups.

On this basis, the Government has prepared an action plan for the period 2017-2020, which will help ensure that LGBTI persons experience society as safe and inclusive.

The plan has the following three focus areas:

- Safe social environments and public spaces
- Equal access to public services
- Better quality of life for particularly vulnerable group

In the coming years, it will become important to maintain an effective cooperation between authorities and organisations working with sexual orientation, gender identity and gender expression.

Many countries still have major challenges related to LGBTI persons' basic rights and living conditions. Norway has had a clear international commitment to improve the rights and living conditions of LGBTI persons. This shall be continued through this action plan.

Both organisations working with sexual orientation, gender identity and gender expression and the most relevant ministries have been involved in drawing up the plan. In November 2015, an input meeting was held where politicians from various ministries met with organisations, researchers and other experts to discuss challenges and possible efforts to come. Although the plan does not cover all suggestions and ideas, input from this meeting is an important part of the basis for the work.

1000 • RAGR

In pre-Christian Norway, male honour is important and it is a serious insult to accuse a man of being "effeminate" or "ragr." It is the "passive" party in a same-gender relationship between men who is stigmatised, not the relationship itself.

The plan summarises and reflects the knowledge we have in 2016 regarding the situation of LGBTI persons and on the attitudes of Norwegian society towards different sexual orientations, gender identities and gender expressions. The measures relate to the challenges that have been detected, and the plan specifies several areas where there is a need to acquire more knowledge.

Parallel to this plan, the Government is working to gather today's various discrimination acts into a single comprehensive act, in order, inter alia, to improve protection against multiple discrimination and strengthen the enforcement apparatus.

Terms and concepts

The abbreviations LGBTI and SOGI are used throughout this plan. LGBTI stands for lesbian, gay, bisexual, transgender and intersex. The acronym LGBTI is used by a number of international organisations such as the UN, Council of Europe and the EU. In some contexts, the action plan uses the letter combinations LG, LGB or LGBT, when referring only to some of the sub-groups.

SOGI is an abbreviation of Sexual Orientation, Gender Identity and Gender Expression.

Intersectionality in this plan refers to how a person's LGBTI status may affect and interact with other statuses such as age, gender, disability or ethnicity. Multiple discrimination covers roughly the same mechanisms.

In addition to the abbreviations above, terms and concepts will be used in this action plan such as intersex, queer, transgender, gender incongruence and others. An explanation of most of these will be found in the list of terms and concepts in Appendix 1.

1200 • OUTLAW

The Gulating Act of approximately 1170 states: "If two men mix with each other and have been proven guilty, then they are both "ubotamenn" (outlaws)."

Other initiatives affecting this action plan

Public Consultation on the common Equality and Anti-Discrimination Act

The Ministry of Children and Equality have had a public consultation of a law proposal on merging the Anti-Discrimination Act on sexual orientation and the other three equality and anti-discrimination acts into one single, comprehensive Equality and Anti-Discrimination Act. A universal act will make the regulations more transparent than they are today and make clearer what rights and obligations one has. A single act will be easier to enforce and thus provide more effective protection against discrimination.

Many of the current provisions are continued in the proposed new Act, but there are also several proposals that will help strengthen current protection against discrimination. These include the proposed provision which states that teaching materials and teaching should be based on equality and non-discrimination and apply to all the discrimination grounds covered by the law. It is also proposed that the act must clearly establish that there is a particularly strict prohibition against discrimination in working life and that discrimination resulting from combinations of different grounds of discrimination (for example, both sexual orientation and ethnicity) is prohibited.

The Legal Gender Change Act

The Government's proposed Act on legal gender recognition was adopted by Parliament in spring 2016. The proposal was based on a report from 2014 from a group of experts affiliated with the Ministry of Health and Care Services, and a report prepared by a committee of representatives from the Ministry of Health, Ministry of Finance, Ministry of Justice and Public Security and the Ministry of Children and Equality.

The Legal Gender Change Act entails the following:

- A person will be able to change gender marker in the National Registry (legal gender) without any particular diagnosis or medical treatment. Persons who feel that they belong to a gender other than the one they are registered with, shall have the right to amend this based on their experience of gender identity.
- Persons aged 16 or over shall be able to apply for a change of legal gender.
- Children and adolescents between 6 and 16 years of age shall be able to apply for a change of their gender marker together with their parents. If the parents have joint custody, but the application is submitted together with only one of them, the legal gender may still be changed if this is in the best interests of the child. In such cases, the application shall be processed by the County Governor of Oslo and Akershus.
- Applications for a change of gender marker shall be processed by the Tax Office (the National Registry authorities).
- Changing legal gender and name changes are often closely linked. The age restriction to change names, pursuant to the Act on personal names, has been lowered from 18 to 16 years.

Other processes affecting this action plan

The action plan complements a number of ongoing policy initiatives from the Government:

- The Ministry of Health and Care Services is about to review the provision of treatment available for persons across the trans- and intersex spectrum. persons with various types of gender issues, with the aim of making possible adjustments and improvements. For more detailed information, see the paragraph on development of (...) specialist framework for the treatment of gender dysphoria and gender incongruence, under Health and Care Services in the chapter on Equivalent Public Services.

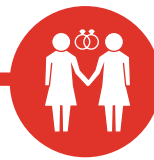
1687 • NORWEGIAN CODE

The Norwegian Code introduces strict prohibitions on a variety of sexual acts, and is directly based on the Old Testament laws of Moses.

- In November 2015, the Government issued a policy statement against hate speech which is to be followed up with its own strategy. The implementation of the strategy is coordinated by coordinated by the Ministry of Children and Equality, and according to the schedule, it is to be presented in late 2016. For a more detailed description, see its separate paragraph in the chapter on Safe local environments and public spaces.
- NOU 2015: 2 Belonging. Means for a safe psychosocial school environment, reviewed the entire set of measures related to the psychosocial school environment. Following this report, the Government will propose a new Act on bullying, among other things. For a more detailed discussion, see under Schools and Day Care Facilities in the chapter on Safe Local Environments and Public Spaces.
- From 2020 the municipal mental health services is required to have psychological competence. This will also be an important service for LGBTI persons experiencing challenges in different phases of life.
- The Government's new youth health strategy was launched in spring 2016. The strategy's goal is, for the diversity of Norwegian youth and young adults, to have the best possible conditions for living a good life and the ability to cope physically, mentally and socially. The strategy shows how authorities, municipalities and services can help to achieve this goal and how those who need it can have proper access to adapted health and care services.

Implementation of the plan

The Ministry of Children and Equality has led an interministerial committee which has been responsible for the development this plan. The committee consists of the Ministry of Labour and Social Affairs (ASD), Ministry of Defence (FD), Ministry of Health and Care Services (HOD), Ministry of Justice and Public Safety (JD), Ministry of Education and Research

**1781 • A STRANGE MARRIAGE**

Anne Kristine Mortensdatter and Jens Andersen marry in Strømsø church in Drammen. Later it emerged that Jens is not who he made himself out to be: He was baptised Marie Andersdatter, but turned out to be a man.

(KD), Ministry of Local Government and Modernisation (KMD), Ministry of Culture (KUD) and the Ministry of Foreign Affairs (UD).

The measures of the action plan are described at the end of each input and topic chapter, where the responsible / collaborating ministry is also listed. All measures appear, with information about the responsible ministries, in a separate list at the very beginning of the plan. A separate schedule has been drawn up for the implementation of the measures in this action plan.

The interministerial committee that prepared the action plan will be continued during the plan period, and will be responsible for the overall coordination and implementation of the plan.

Each specific measure will be followed up by one responsible ministry and its underlying directorate. A joint committee will be established at the directorate level to ensure a coordinated and coherent follow-up of the plan. The committee will be led by Bufdir.

The operational and technical coordination of the implementation of the plan's measure portfolio will be handled by Bufdir, which will assess the need for regular meetings between the directorates. Ministries and directorates are responsible for the organisations in the field involved in implementing the plan.

The implementation and scope of the measures described in the plan will be adapted to the annual budget proposals and the Parliament's final decision regarding the national budget.

The plan will be subject to final and mid-term evaluation. Each responsible ministry together with the underlying directorate will provide an annual report on the status of the work. Bufdir will collect and compile the annual status reports throughout the plan period.



1800 • TVITOLING

Tvitoling or tvetulle are terms that in Norway have traditionally been used for "hermaphrodite" animals and people who are perceived as crossing genders. We find numerous examples of these terms being used on people who loved individuals of the same gender.

The Anti-Discrimination Act on sexual orientation, gender identity and gender expression

The Anti-Discrimination Act on sexual orientation provides protection against discrimination and harassment due to sexual orientation, gender identity and gender expression. The act came into force on 1 January, 2014. The act is intended to promote equality regardless of sexual orientation, gender identity and gender expression. The Act applies to all areas of society, with the exception of family and other purely personal matters.

The following is an account of some main features of the act that may be relevant to those who are to follow up the measures in this plan. The complete legal text appears in Appendix 2.

Broadly speaking, the act consists of two types of rules, rules that prohibit discrimination, and rules that impose an obligation to make active, targeted and systematic efforts to promote equality and work against discrimination. The prohibition against discrimination applies in general, while the duty to act applies to public authorities and to employers, among others. In the private sector, the duty to act applies to employers with more than 50 employees.

Obligation to actively promote equality

The act requires public authorities to make active, targeted and systematic efforts to promote equality regardless of sexual orientation, gender identity or gender expression. This obligation applies

to the public authorities as executing bodies. The public authorities' duty to act includes an obligation to safeguard principles of equality and diversity in public services.

All public sector employers have an obligation to make active, targeted and systematic efforts to promote equality and work against discrimination (duty to act). In the private sector, employers that regularly employ more than 50 employees have a similar obligation. The obligation covers recruitment, wages and working conditions, promotion, development and protection against harassment, among other matters.

Employers having a duty to act and by law are required to prepare an annual tax report, must provide an account of planned and implemented gender equality measures in its annual report or annual budget (disclosure obligation).

Employee and employer organisations must make active, targeted and systematic efforts to promote the purpose of the act within its field of activity.

In addition, the act has rules that require all employers, organisations and educational institutions to prevent and seek to prevent the occurrence of harassment within their area of responsibility.

**1814 • PEDERAST**

The first chairman of the Student Society, Peter Munch Wang, "flees" from the capital when it becomes known that he has made overtures to a roommate, or an attempt "of Greek pederasty in carnal sense," as it is called in contemporary sources.

1842 • CRIMINAL CODE

Norway gets a new penal code which replaces the obsolete Norwegian Code. The religious justifications for the legislation are now more in the background, but the law still contains a prohibition against "acts against nature."





Knowledge and Research



Photo: Tine Poppe



1854 • SEX BETWEEN WOMEN

Two women are acquitted in the Supreme Court of acts against nature. This judgment forms a legal precedent; sex between women is henceforth not seen as a criminal offence.

The basis of the authorities' research on sexual orientation, gender identity and gender expression

The development of targeted and effective policy requires solid and updated knowledge. The Ministry of Children and Equality's research strategy specifies three objectives in the Ministry's (BLD) areas of responsibility. The research must contribute to long-term, targeted knowledge development, it should meet a high quality standard and it must provide a sound basis for policy development and management.

The strategy further emphasises that:

- Knowledge from research in BLD's areas of responsibility must be accessible to and used systematically by ministries, agencies, municipalities and the general public.
- BLD will follow the trends and changes in their areas of responsibility including through research on registry data, longitudinal studies (studies showing trends over time) and living condition studies.
- The research must contribute to more effective data collection tools, which can form the basis for future research.
- The Ministry will also participate in the development and financing of relevant programmes of the Research Council.
- The Ministry shall remain updated on and make use of research that is conducted at the national, Nordic and international levels
- Agencies affiliated to the ministry are to follow international developments in research and participate in international research which are of relevance for Norway

Since they are responsible for implementing anti-discrimination legislation within their own area, each of the ministries are also responsible for acquiring the necessary research / knowledge base in terms of anti-discrimination and gender equality within their own sector. Overall and more general research in this area will be the the responsibility of BLD.

Current knowledge

Below, we summarise the current knowledge as of 2016 in terms of research about sexual orientation, gender identity and gender expression.

In 1999, Norwegian Social Research (NOVA) conducted the first Norwegian study of living conditions in this field: Living conditions and quality of life among lesbians and gays. It provided the main knowledge base for Report 25 to the Storting (2000-2001)

"Living conditions and quality of life among lesbians and gays in Norway" which clarified the challenges faced by the individuals and by the society as a whole. Since the early 2000s, we have gradually gained a better basis of research for devising what is now called LGBTI policy. Particularly in recent years, we have gained more knowledge about the situation of the Norwegian LGBT population. The creation in 2011 of the Children, Youth and Family Affairs Directorate's (Bufdir) LGBT Knowledge Centre has improved the capacity to collect, systematise and disseminate knowledge about the life situation of Norwegian LGBT persons.

The study of living conditions by Uni Research Health "Sexual Orientation and Living Conditions" (2013), followed up the important "NOVA study" from 1999. It shows a gradually increasing acceptance towards LGBT persons over time, while at the same



1886 • CONTRARIAN SEXUALITY

Professor Ebbe Hertzberg has to leave his position as professor at the Royal Frederick University in Christiania because it has come out that he has had sexual relationships with men. He tries to defend himself by using new psychiatric knowledge that "contrarian sexuality" is a congenital condition, rather than an immoral act.

time the image of the living conditions of LGBT groups is complex. The report "Diverse People" (2013) shows that transgender persons without the diagnosis of transsexualism, experience a lack of health services, and face intolerance, discrimination and harassment in numerous social arenas.

The report "Health among Lesbian and Bisexual Women in Norway" (2014) shows that in particular, bisexual women have significant health challenges. Several qualitative studies that have been conducted in recent years have provided important new insights into the situation among different groups within the LGBT field. The Fafo report "Open Rooms, closed Rooms" (2013) concludes that LGBT persons from different ethnic / religious backgrounds often face challenges within their own families, while residing at an asylum centre, and at public venues, such as clubs and restaurants. The report "Queer in the Village" from the Centre for Knowledge and Equality (2015), confirms that it can be difficult to live as a LGBT person in smaller locations and that youth can be particularly challenging.

In addition, studies and knowledge reviews have been made about LGBT persons with disabilities¹, lesbians and gays in Sami communities², attitudes towards persons with HIV³, health and care needs of older lesbians and gays⁴, LGBT persons exposed to domestic violence⁵, LGBT persons

in working life⁶ and living conditions among HIV-positive persons. In recent years, studies have also been conducted on bullying and negative behaviour towards LGBT youth⁷.

Research and development

Although there is currently more knowledge about the Norwegian LGBT population than just a few years ago, there is still much that remains for us to know. There is still a great need for solid research-based knowledge in the form of statistics and representative, quantitative studies on attitudes and living conditions, on participation and experiences at work and in leisure activities. This reflects the fact that SOGI have been included as background variables in national studies, only to a very limited extent so far. To document the living conditions of the LGBTI population over time, we need a set of indicators based on solid data.

There are currently no quantitative data on transgender persons in Norway, making it very difficult to follow living conditions of transgender persons. There is also a lack of in-depth knowledge of the living conditions and upbringing of young LGBTI persons. There is a need for further knowledge about bisexuality and bisexual identity, and we still know too little about the discrimination of LGBTI persons in the workplace. Currently, not much Norwegian research about intersex persons has been conducted. The same applies to groups with several minority statuses such as LGBTI persons with disabilities and LGBTI persons of different ethnic minority backgrounds. Individual comparative studies have been carried out on attitudes in the population and experiences of discrimination and violence related to sexual orientation, gender identity and gender expression. The EU Fundamental

1) Grønningsæter and Haualand (2012), *Invisible and luminescent. Being a lesbian, gay, bisexual or transgender person* with disabilities*. Fafo Report 2012: 53.

2) Grønningsæter and Nuland (2009). *Lesbians and gays in Lapland*. Fafo Report 2009: 26

3) Grønningsæter, Mandal, Nuland and Haug (2009). *From attitudes to living conditions - Living with HIV in Norway in 2009*. FAFO Report 2009: 13

4) Kristiansen and Lescher-Nuland (2013). "Aging, life time* and care needs." I: *Attitudes, living condition and life time* - research on lesbians, gays and bisexuals*, Grønningsæter, Arne Backer (ed.). Oslo: University Press.

5) Fjær and Mossige (2013). *Lesbians, gays, bisexuals and transgender persons*' vulnerability to domestic violence. A knowledge review*. NOVA Report 5/13

6) Bakkeli and Grønningsæter (2013). *LGBT's* in the workplace - A knowledge review*. Fafo Report 2013: 25.

7) Roland and Auestad (2009). *Sexual orientation and bullying*. Stavanger: Centre for Behavioral Research.



1890 • SEXUAL PERVERSIONS

Norwegian psychiatrists begin to include "sexual perversions" in textbooks. Terms such as homosexuality, sadism, masochism and fetishism now appear as psychiatric diagnoses.

Rights Agency (FRA) is the leading authority for the design and implementation of such studies in Europe. Norway has so far not taken part in any such studies.

Ensuring an effective and updated knowledge base

The goal is to ensure an adequate research basis for evidence-based policy on the LGBTI field. It is important to be able to see trends over time with regard to living conditions and life situations on the basis of sexual orientation, gender identity and gender expression (SOGI), that SOGI be added as background variables in national studies and that existing data be utilised. It is also important to gain more knowledge about the groups that are less visible or that fall in between the major groups of lesbians, gays, bisexuals and transgender persons. Such groups may be, for example, persons with an intersex condition or LGBTI persons with several minority statuses.

MEASURE 1

- a. Finalize a set of indicators in the field of SOGI.
- b. Facilitate analysis projects based on the attitude and living condition data on SOGI issues collected by Uni Research Health Bergen.
- c. Research on rainbow families. The importance of close relationships for LGBTI persons. Identifying family forms and close relationships among LGBTI persons over the life course.
- d. "Between the Categories": Primarily qualitative studies shall be implemented of living conditions and challenges among different groups of limited visibility/falling between the major groups of lesbians, gays, bisexuals, transgender and intersex persons. It is necessary to gain more knowledge about the intersex group, LGBTI persons with disabilities, LGBTI persons of immigrant backgrounds, LGBTI persons in national minorities,

sex workers among LGBTI persons and BDSM/fetishists among LGBTI persons.

- e. It will be considered whether to incorporate into the Research and Development Strategy of the Ministry of Children and Equality, the principle that sexual orientation and gender identity shall normally be included when designing new research projects.
- f. The Norwegian Directorate for Children, Youth and Family Affairs (Bufdir) shall organise an annual research forum to promote better quality of research in this field and establish good method standards.
- g. Bufdir shall develop and distribute a guide that recommends best practices for designing surveys that include SOGI topics. The guide should address the challenges and recommend "best practices" concerning questions about privacy, formulation of questions, questionnaires, sample size, etc.
- h. In national surveys conducted / commissioned by the authorities, questions about sexual orientation, gender identity and gender expression should be considered included, when it may be relevant in the data analysis, including in research on the educational environment in schools, violence, working life and working environment. Necessary attention must be given to privacy and best practices must be applied, cf. measure 1g).

Responsible: Ministry of Children and Equality

Documentation and dissemination The Queer Archive

The Queer Archive is the national documentation centre for queer history in Norway. The Queer Archive aims to preserve and disseminate this part of Norwegian history. The collection consists of a number of archives from individuals and organisations, as well as books and magazines. In addition, the Queer Archive is building up a collection of video

1902 • PENAL CODE § 213

Norway gets in a new penal code and § 213 of the Code punishes "obscene acts" between men. The section states that the prosecution shall only occur "when it is required out of public consideration".

interviews documenting the lives of people who have been associated with LGBTI organisations or who otherwise can speak about living outside society's norms of gender and sexuality.

The documentation, dissemination and research are important. This history relates to the entire population and is important externally in society to raise awareness, ensure visibility and contribute to changes in attitudes. Within the LGBTI communities, the documentation of queer history contributes to improving quality of life and self-esteem. Both schools and cultural institutions are important venues for this.

MEASURE 2

Funding of the Queer Archive located at the University of Bergen

Responsible: Ministry of Education and Research

The role of Museums in society

Museums have a unique position and are well placed to promote discussion by being a meeting place, a place of expression, belonging and social cohesion. Every year Norwegian museums create just under one thousand new exhibits, and they have almost 11 million visitors.

The Arts Council Norway has for many years placed particular focus on strengthening the diversity of art and culture in different ways and in collaboration with various groups, institutions and communities. Various projects have been developed and supported in collaboration with, for example, the Sami, the national minorities (Romani/Gypsies, Roma, Jews, Forest Finns and Kvens), new minorities and other groups and organisations, such as the Queer Archive. The concept of diversity embraces not only ethnicity, but also factors such as gender, age, sexual orientation, gender identity, class, disability, etc..

The Arts Council Norway has provided funding for the three-year Museums In Society programme (2015-2017) which brings together projects that deal with how museums can focus on people and how museums can take part more strongly in the public debate. Strengthening the museums' role in society can help to ensure the safety of vulnerable groups, including LGBTI persons.

Bufdir's LGBTI Knowledge Centre

The Children, Youth and Family Affairs Directorate (Bufdir) has been responsible for the technical implementation of LGBTI policy since 2011. Bufdir's LGBT Knowledge Centre is the national knowledge centre for sexual orientation, gender identity and gender expression. The centre works to ensure that LGBTI persons in different phases of life will be able to experience all services and venues as inclusive, relevant and respectful. The centre's role is to provide guidance, advice and knowledge for the authorities, organisations and businesses that provide services to the population.

The centre shall be a proactive partner for sector authorities and encourage other players to make efforts and changes partly by facilitating interdisciplinary work and disseminating experience from relevant development and research projects. The centre contributes to the development of knowledge by identifying research and development needs and facilitating various projects.

The centre is part of Bufdir's work on equality and non-discrimination. The directorate attaches great importance to working across different grounds of discrimination.

Bufdir shall assist with, but not take over, sector authorities' responsibilities and work for equality and non-discrimination.



1913 • ROMANTIC FRIENDSHIPS

With the introduction of universal suffrage for women, the first phase of the women's rights movement in Norway is achieved. From the late 1800s, an increasing number of women stream into the workplace and enter into the public arena. Many of them cohabitate with other women - in so-called "romantic friendships".



Photo: Thinkstock



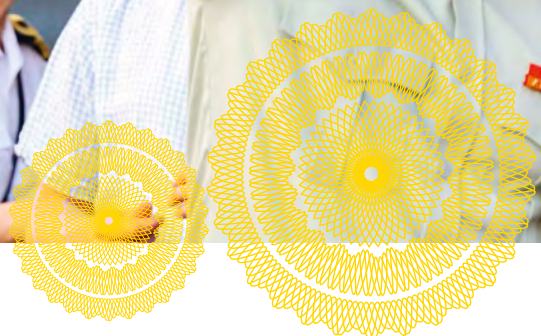
Photo: Tine Poppe



Collaboration with key organisations



Photo: Stian Ødegaard / The Norwegian Armed Forces





1923 • INTERSEXUAL INTERMEDIATE FORMS

The psychiatrist Ragnar Vogt introduces the collective term "intersexual intermediate forms" which encompasses what today falls under the terms intersex gender and transgender persons.

Over the years, a close and mutually fruitful collaboration has been established between the relevant authorities and organisations.

Under this plan, the organisations will play an important role in the implementation of the following measures, including:

- measure 8, on bullying in schools, where Queer Youth Norway with its Restart school initiative, and FRI's Pink Competency School, are natural partners. The report Rights for LGBTI children in Norway, prepared by Save the Children, FRI and Queer Youth Norway shows that children who break the norms of gender and sexuality in several important areas are worse off than other children.
- measure 24, on easy access services and peer measures, emphasises the importance of the organisations' contact with the users through various easy access services. This includes the Gay and Lesbian Health Norway (Helseutvalget), the Health Clinic for LGBT Youth and the Stensveen Resource Centre.
- In the implementation of measure 27 for further development of treatment programmes for persons with various types of gender issues, organisations such as FTPN and HBRS will be important contributors.
- In measures 32 to 37, which deal with LGBTI persons of immigrant backgrounds, Queer World and SEIF will be key partners for the authorities.

In Norway's international efforts for LGBTI rights, both national and international LGBTI organisations play a key role.

The organisations also partner with Bufdir's LGBT Knowledge Centre in connection with various research and development measures. FRI participates in the Equality and Anti-Discrimination Ombudman's user committee.

Grants for organisations and activities that contribute to better living conditions and quality of life among LGBTI persons

Funds have been allocated in the state budget for the scheme Grants for organisations and activities that contribute to better living conditions and quality of life among LGBTI persons. The Ministry of Children and Equality has established guidelines for the scheme managed by Bufdir. Bufdir receives and processes applications and allocates the funds. The scheme receives many promising applications each year with proposals for projects and initiatives to improve the living conditions and the lives of LGBTI persons. Operating grants under this scheme have been allocated to FRI (formerly LLH), Blikk, Queer Youth Norway, Queer World and the Norwegian Association of Transgenders.

The grant schemes for non-profit child and youth organisations are managed under separate regulations. Bufdir's allocation committee manages the scheme. Funds for the grant scheme are considered in the annual budget processes..

MEASURE 3

Continue the scheme of providing grants to organisations and activities that contribute to better living conditions and quality of life among LGBTI persons.

Responsible: Ministry of Children and Equality



1924 • HOMOSEXUAL

Alf Martin Jaeger of Alta in Finnmark publishes the novel *Odd Lyng*. The book can be regarded as a gay political manifesto; it is about a young man's struggle against society's condemnation, and the term "homosexual" is used for the first time in Norwegian literature.

Key organisations

FRI - the Norwegian Organization for Sexual and Gender Diversity

FRI - the Norwegian Organization for Sexual and Gender Diversity (former LLH) is Norway's largest LGBTI organisation. They work for equality and against all forms of discrimination against people based on sexual orientation, gender identity and gender expression, both in Norway and the rest of the world. Their county and local teams work to ensure that LGBTI persons throughout the entire country have safe meeting spaces and someone to talk to if they need to.

Pink Competency is an initiative organised by FRI which provides information and guidance on sexual and gender diversity in public agencies and private companies. Pink Competency has to date assisted the Directorate of Health, Directorate for Children, Youth and Family Affairs, The Directorate for Education and Training, The Police Directorate, KLP and Accenture, among others.

FTPN - The The Norwegian Association of Transgenders

FTPN is an organisation for transgender persons, i.e., all persons who wish to be or behave in a gender expression other than the one that might have been assigned to them at birth. FTPN shall assist transgender persons in coming into contact with peers within safe social frameworks. FTPN works actively within the political landscape to improve the living conditions and quality of life of transgender persons throughout the entire country.

HBRS - Harry Benjamin Resource Centre

HBRS is a patient and user organisation for women and men who are seeking, have or have had a diagnosis of transsexualism, and for their families.

The Parent and Family Association is part of the organisation. HBRS is a nationwide patient and user organisation for gender reassignment surgery patients at the National Hospital.

Gay and Lesbian Health Norway

Gay and Lesbian Health Norway (Helseutvalget) is an organisation that carries out peer-based health promotion and prevention efforts aimed at women who have sex with women (WSW) and men who have sex with men (MSM). The organisation is also a gay health competence centre. HIV positive men who have sex with men is a priority group in Gay and Lesbian Health Norway's efforts.

Queer Youth Norway

Queer Youth Norway is the youth organisation of FRI and targets young people under 30 years, and works both politically to ensure equal, legal rights for the target group, as well as to create social services for queer youth across the country. Queer Youth Norway's school project, Restart, is aimed at students in secondary schools and consists of courses on norms associated with gender and sexuality.

Queer World

Queer World is an organisation that works to promote the rights and living conditions of lesbians, gays, bisexuals and transgender, intersex and queer persons of migrant backgrounds. Queer World does so by creating safe meeting places and venues of support for persons who challenge norms with their sexual orientation, gender identity or gender expression as well as by carrying out outreach information activities and efforts to challenge attitudes.



1932 • HUMAN RIGHTS

Karl Evang and Torgeir Kasa write an article about homosexuality in Popular Magazine for Sexual Enlightenment; "Out of consideration for simple and obvious human rights (...) a change is necessary in the prevailing morals and society's attitude towards them."



Photo: Thinkstock



Photo: Erik Inderhaug/Politiforum



Safe Social Environments and Public Spaces

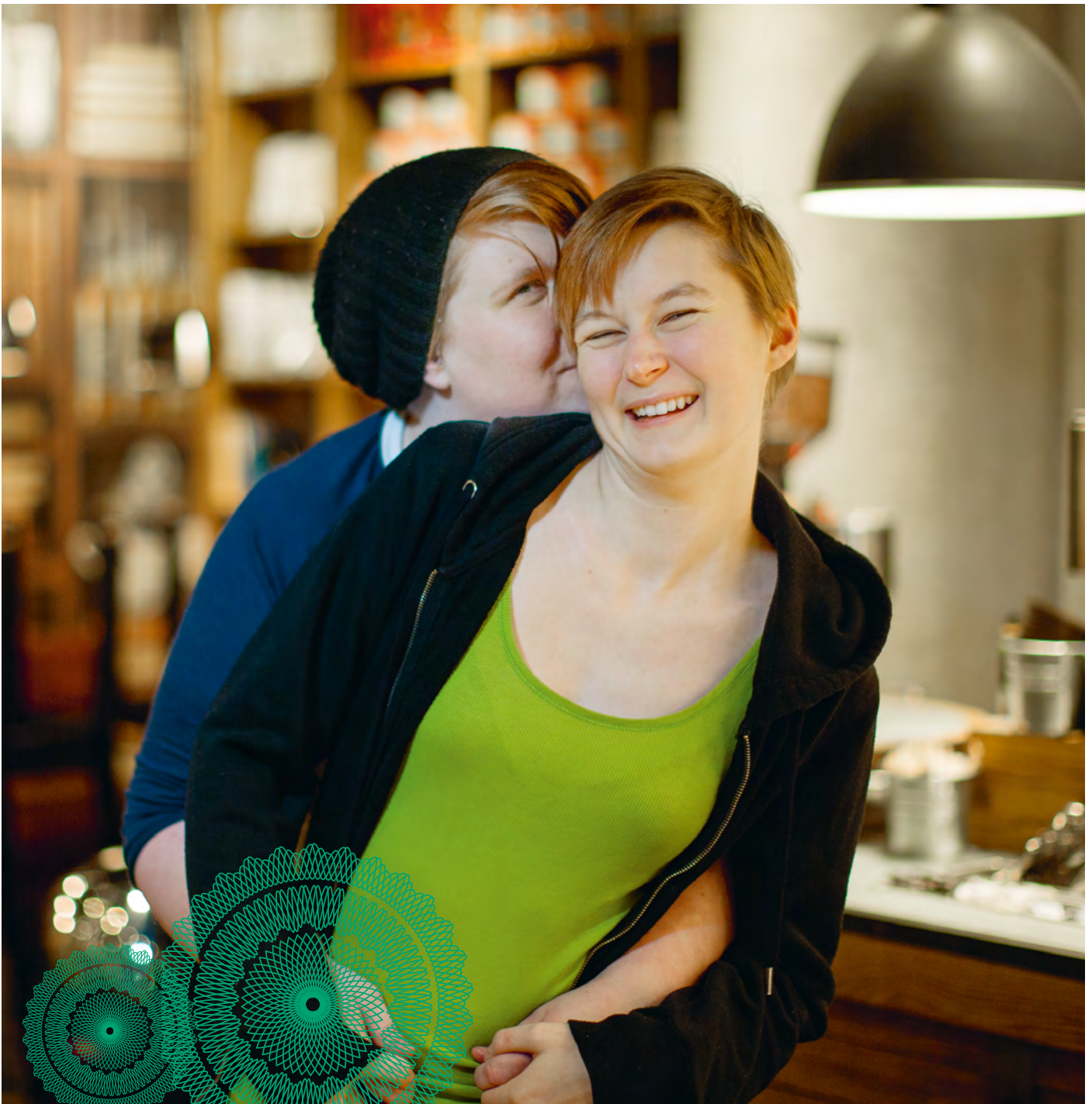


Photo: Tine Poppe



1937 • LESBIAN NOVEL

Borgild Krane from Tromsø publishes what is probably the first novel in Norwegian literature which openly portrays lesbian identity and lesbian life, *Confusion of Emotions*.

Children, youth

The report "Rights for LGBTI Children in Norway", prepared by Save the Children, FRI and Queer Youth Norway in 2016, shows that children who break gender and sexuality norms are worse off than other children in several key areas. LGBTI children and adolescents may experience challenges in a variety of areas, including school, leisure activities, health services, child and family counselling. All services must have a basic knowledge of sexual orientation, gender identity and gender expression, as well as some specialists offering and developing services with a particular focus on the challenges of LGBTI persons.

Ung.no

Bufdir is responsible for ung.no, the LGBTI area, as well as family counselling and child welfare services. Bufdir's contact and communication with LGBTI youth is an effective basis for further development of school and other public services with which LGBTI youth and their families come into contact. It is especially important for them to have a better knowledge of young LGBTI persons and the subgroups of LGBTI youth which may be particularly vulnerable.

MEASURE 4

- Ung.no shall offer LGBTI youth relevant information when facing challenges. .
- Ung.no shall offer LGBTI youth relevant information when facing challenges.
- The young persons' use of the "first-tier service" on ung.no (enquiry service) "Questions and Answers" will be surveyed. What do young people need help with/what are they seeking advice and guidance on?

Responsible: Ministry of Children and Equality

Families

Family counselling offices must be able to assist families with different relationship problems, including LGBTI

issues. Among other things, family counselling offices must be able to provide follow-up to families with children receiving treatment relating to transgender- and/or intersex issues.

MEASURE 5

Competence in LGBTI issues shall be further developed and disseminated to employees in family counselling offices.⁸

Ansvarlig: Barne- og likestillingsdepartementet

Child welfare services

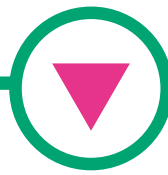
All employees in child welfare services need to be knowledgeable about sexual orientation, gender identity and gender expression, coming-out processes, minority stress⁹ and internalised homo-/trans negativity¹⁰. Assisting everyone with openness and competence increases the ability to provide necessary information, so that young LGBTI persons can receive the proper help and care at the right time.

The previous action plan raised the need to implement the skills development programme Pink Competency for child welfare services in state and municipal child welfare services. The programme has been tested in state child welfare services with positive feedback.

8) See also the research project on rainbow families in measure 1b) in the chapter on knowledge.

9) Minority Stress is the additional burden individuals from stigmatised groups are subject to because of their minority position. How the individual copes with stress affects health and identity. (Björkman, 2012: Lesbian confidence - lesbian health. PhD thesis, Univ. Of Bergen.)

10) Internalised homonegativity is also called internalised stigma or internalised homophobia. This means that an individual has absorbed the culture's negative, stereotypical perceptions of gay/lesbian sexuality and has a negative attitude towards their own gay or lesbian orientation. Transnegativity has a similar meaning when people have a negative attitude to their gender identity or gender expression. (Björkman, 2012: Lesbian confidence - lesbian health. PhD thesis, Univ. Of Bergen.)



There is an urgent need to recruit more families to provide foster homes. The foster homes should reflect society's family structure and diversity. Bufdir has recently had several campaigns aimed at recruiting LGBTI persons to act as foster parents.

MEASURE 6

- a. How sexual orientation, gender identity and gender expression can be integrated into primary education leading to efforts in child welfare services shall be considered in consultation with universities and colleges.
- b. Bufdir will, in collaboration with FRI, evaluate Pink Competency for child welfare services as a basis for further development of the measure.
- c. c. Bufdir will continue efforts to recruit more LGBTI foster parents.

Responsible: Ministry of Children and Equality

Better safeguarding of vulnerable children and youth through knowledge-based measures

Research indicates that LGBT youth are overrepresented in child welfare services. A report from NOVA (19/2007) showed that non-heterosexual youth in Oslo received services from child welfare service to a far greater extent than heterosexual youth. There is a need for updated and more nationwide knowledge in this field. We also lack knowledge about how many LGBTI persons are foster parents.

A survey conducted by the Uni Rokkan Centre commissioned by Bufdir showed that child welfare services are perceived as less effective and relevant for LGBT persons. The LGBT Knowledge Centre's evaluation of the previous action plan pointed out that no gap analysis has been made between LGBTI persons' needs and what child welfare services provide today.

1942 • OCCUPATION AND PERSECUTION

The Nazi occupiers and Norwegian National Socialist ministers propose tightening up the Penal Code § 213 toward sexuality between men in line with the strict prohibition introduced in Germany after Hitler's seizure of power. Between 10,000 and 15,000 gay men were sent to German concentration camps with a pink triangle on their prison garments. Lesbian women in concentration camps did not get a pink triangle, but rather a black triangle, which was the mark for "antisocial".

MEASURE 7

Bufdir will

- a. Develop additional knowledge about how many LGBTI persons are users of child welfare services or are foster parents.
- b. Assess the need for a gap analysis of the relationship between LGBTI children's/adolescents' needs and the help available from the child welfare services.
- c. Develop additional knowledge about children challenging gender norms and LGBTI children living in care welfare institutions and foster homes, as well as improve the knowledge base in child welfare services about what assists young people in having the gender expression they desire.

Responsible: Ministry of Children and Equality

Child care facilities and schools

The overall purpose of the education sector efforts in the LGBTI area is for services in day care facilities and schools to be inclusive of LGBTI persons. Day care facilities and schools must take into account the fact that children and adolescents are different, and they must facilitate a diverse community that supports inclusion and a safe learning environment.

The objectives of these efforts are:

- A safe psychosocial school environment for all students.
- Efforts against bullying must be strengthened.
- Better mental health among children and adolescents.

A favourable psychosocial school environment: Efforts to combat bullying in schools and day care facilities

NOU 2015: 2 Belonging. Means for a safe psychosocial school environment, reviewed a whole set of measures related to the psychosocial school environment. The report has an extensive knowledge base and contains a large number of measures.



1949 • GAY ORGANISATION IN TRONDHEIM

In Trondheim a local branch of the Scandinavian organisation, the League of 1948, is formed which has its headquarters in Copenhagen. The League shuts down after approximately a half year in operation.

The Government has clarified that day care facilities are to be an important part of the follow-up to the report, although this was not originally included in the report's mandate. Attitudes that lead to bullying can develop as early as day care age, and it is therefore important to the Government that efforts to create favourable environments for children and young people, without bullying, start as early as day care age.

In April 2016, the Government presented its follow-up to the report and proposed a number of specific measures. This concerns both a clearer and improved regulatory framework to strengthen the competence in day care facilities, schools and municipalities to prevent and deal with bullying, as well as strengthen measures to make it easier for victims and their families to get information on how they can report cases of bullying. It is the objective of the Government that such measures reduce the incidence of bullying, particularly in groups that struggle with higher levels of bullying than average, such as LGBTI persons.

A new Internet portal will be established which will make it easier for children, young people and parents to find information on measures against bullying. The portal will be ready for the start of school and day care in autumn 2016. Through the "Partnership against Bullying", the Government has established a more binding partnership between the various parties than in the previous "Manifesto against Bullying". The partnership now includes the organisations of school and day care facility owners, day care facility staff, parents and students.

In a draft bill, The Government states there will be zero tolerance against all forms of bullying, violence, discrimination, harassment and other offences in schools. This law proposal is currently out for public consultation. It is the Government's goal that the measures in this area reduce the extent of bullying in all groups, especially in groups who experience more bullying than others.

MEASURE 8

- There has been a public consultation for a bill stating there will be a clear zero tolerance against all forms of bullying, violence, discrimination, harassment and other offences - regardless of ground, be it gender, religion, disability, sexual orientation or otherwise. If adopted, the bill will include the following:
- Activity duty. A clear duty for anyone working in schools to detect and deal with bullying and other cases where the student does not feel safe and secure at school. Action must occur quickly. The stricter activity duty applies in particular if it concerns an employee bullying the student.
- Enhanced system for complaints. If the school fails to act, students and parents can easily report the issue to the county governor. The county governor shall promptly assess the issue and follow up until the problem has been resolved.
- Daily fines for those who do not follow up. Daily fines may be imposed on municipalities that do not comply with the county governor's orders. This will act as a deterrent and force action in cases where it is necessary.
- The Government wants to strengthen the competence in day care facilities, schools and municipalities to prevent and deal with bullying. A "competence package" shall be developed that can be adapted to the different needs in day care facilities and schools. Schools with the highest rates of bullying are to be helped first, with the greatest resources directed towards those schools.
- The government shall make it easier for victims and their families to get information about how they report cases of bullying.
- A new portal on the Internet will be established that will make it easier for children, young people and parents to find information on anti-bullying measures.



1950 • NORWEGIAN BRANCH OF THE LEAGUE OF 1948

A Norwegian branch of the League of 1948 is established by Rolf Løvaas as chairman. The following year, the League publishes its first brochure, "What we want", in which the term "homosexual" is introduced into Norwegian.

- Strengthening of the Ombudsman for Children, in order to improve the support to particularly vulnerable children and to be a "watchdog" for municipalities and enhance the day care facility learning environment.
- New telephone and chat service. Easy access services for children and young people who experience bullying and need advice and support from an adult.

Responsible: Ministry of Education and Research

Strengthen teacher competence with regard to group-based prejudices

The aim of this measure is to strengthen teacher training and teacher competence, and to help strengthen the already broad-based learning environment efforts. The purpose is to reduce the occurrence of hate speech in the education sector.

MEASURE 9

Learning resources directed at teacher training on group-based prejudices shall be developed.

Responsible: Ministry of Education and Research

Public health and life skills - a priority in the new curriculum

Today's curriculum in basic education includes topics that are included in several subjects. Discussing sexuality, sexual boundaries and sexual orientation is currently part of several of the skills training goals of the curricula.

In Report 28 to the Storting¹¹ (2015-2016) Subject - Specialisation - Understanding, the Ministry of Education and Research refers to the current curriculum as being characterised by information overload, which leads to the curriculum not being sufficiently

conducive to the students' in-depth learning. The Ministry proposes therefore that subjects be renewed so they can be further developed to better facilitate the students' learning and basic competence in the subjects. The Ministry points out that the scope of the current curriculum must be reduced, and the development of students' competence must strengthen students' ability to transfer what they have learned over to new contexts.

It shall be much clearer in the curriculum that some priority areas must be emphasised in the subject renewal. The proposed topics are: health and life skills, democracy and citizenship, as well as sustainable development. The topics reflect the challenges that are relevant today and over time, and must be clearly stated in the subject goals, subject premises and where they naturally belong in the subjects. Under the interdisciplinary topic of health and life skills, the white paper discusses self-esteem, interpersonal relationships and sexuality as relevant topics.

Report 28 to the Storting (2015-2016) Subject - Specialisation - Understanding discusses the principles on which the subject renewal shall be based. Intentionally, a break-down of individual topics or simple questions about what the content of the future subject curriculum shall be, are avoided. The specific assessments of what the curriculum shall contain must be done by the specialists who are working on the renewal of the different subjects.

MEASURE 10

The multidisciplinary topics of democracy and citizenship, sustainable development and public health and life skills shall be prioritised in efforts to renew the curriculum for basic education.

Responsible: Ministry of Education and Research

11) The Storting is the Norwegian Parliament.



1953 • INDEPENDENT NORWEGIAN STRUGGLE

The Norwegian branch of the League of 1948 breaks away and becomes an independent organisation under the name of The Norwegian League of 1948. The fight against § 213 is its focal point, but the organisation also has meetings on issues as well as social meetings.



Photo: Tine Poppe

Interaction with the action plan "A Good Childhood lasts a Lifetime"

BLD is currently considering what measures should be implemented against bullying, including cyber-bullying. An expert committee has been established to guide the efforts, and the Ministry has initiated a review of research on means to combat bullying.

MEASURE 11

LGBTI issues shall also be included when implementing measure 12 on cyber-bullying in the action plan "A Good Childhood lasts a Lifetime".

Responsible: Ministry of Education and Research

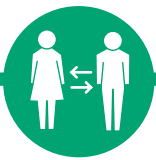
Diversity and gender perspectives in day care facilities

Child care facilities should communicate to children that there are many ways to be a family, and that not all children grow up with one biological mother and one biological father. This involves talking about

the diverse types of families there are and that children may have single parents, stepparents, gay or lesbian parents, adoptive and foster parents. This is particularly important from a preventive perspective, where normalising different family types can prevent prejudice, bullying, harassment and hate crimes.

It is important that the staff in day care facilities and schools be aware that children can break gender norms, and that some may have a different gender identity than the one they were registered as at birth. This awareness is also related to several aspects of gender equality; for example, the day care facility should safeguard diversity by ensuring that boys can play with typical "girl toys" and girls with typical "boy toys" if they wish, without being pressured towards gender stereotypical roles.

As regards bullying in day care facilities, the faculties are included the follow-up to the Djupedal Committee's official report (NOU 2015: 2) To belong. *Means for a safe psychosocial school environment*, cf. measure 6 above.



1961 • HORMONE TREATMENT

Eddie Espelid becomes the first person who receives gender confirmation hormone treatment in Norway. The following year, the first female-to-male surgery is performed at Aker Hospital, and in 1963, the National Hospital performs the first male-to-female surgery.

MEASURE 12

- a. The following measure in Report 19 to the Storting (2015-2016) *Time for play and learning. Better content in day care facilities*, shall be covered by the new framework plan for the content and tasks of day care facilities: *The Government will clarify in the curriculum that day care facilities have the responsibility to develop the children's tolerance for a diverse society and thus help to curb prejudice and discrimination based on gender, orientation, disability, ethnicity, culture, religion and belief.*
- b. Promote competence measures for raising the competence of day care facility staff regarding sexual orientation, gender identity and gender expression. Competence measures may include guidance material in connection with the new national curriculum for the content and tasks of day care facilities and/or courses organised by NGOs.

Responsible: Ministry of Education and Research

Sports

The inclusion of sexual orientation, gender identity and gender expression in sports and other NGOs

Numerous players in the NGO field, including many sport organisations, work actively on inclusion and participation in a broad sense, but not necessarily specifically targeted at sexual orientation, gender identity and gender expression. It is uncertain whether all NGOs are familiar with § 14 on the duty of organisations and educational institutions to preclude and prevent harassment and/or § 19 of the employer's activity duty in the Act prohibiting discrimination based on sexual orientation, gender identity and gender expression.



1965 • HOMOSEXUALITY ON THE RADIO

This year, NRK broadcasts the first Norwegian radio programmes about gays, in the Student Society the situation of gays is discussed and DNF-48 [the Norwegian League of 1948] launches its new outreach magazine *Us*. Society's attitudes are gradually changing.

The Ministry of Culture provides annual operating grants to the Association of NGOs in Norway (Frivillighet Norge), which is a joint forum for NGOs in Norway. In 2009, NOK 1 million was earmarked for the Association of NGOs in Norway's inclusion efforts in traditional Norwegian NGOs. In later years, portions of these funds were included in the ordinary operating grants which in 2015 amounted to NOK 4,871 million.

MEASURE 13

Make NGOs, including in sports, familiar with § 14 on the duty of organisations and educational institutions to preclude and prevent harassment, and § 19 on the employer's activity duty in the Act prohibiting discrimination based on sexual orientation, gender identity and gender expression.

Responsible: Ministry of Culture

Employment

The goal is to reduce discrimination based on sexual orientation, gender identity and gender expression (SOGI) in employment, increase knowledge about discrimination that occurs due to SOGI in employment, provide information about the Anti-Discrimination Act on SOGI and help ensure that the requirements and obligations under this Act are complied with.

There is little research on the links between discrimination on grounds of sexual orientation, gender identity and gender expression and absenteeism in the workplace in Norway. We know, for example, too little about how discrimination based on sexual orientation, gender identity and gender expression is expressed, whether there are differences between large and small workplaces and between industries and regions, and whether minority stress, including in LGBTI groups, affects labour force participation, absenteeism and disability.



Additional knowledge about discrimination in the workplace and the relationship with absenteeism

The National Institute of Occupational Health (STAMI), which is under the Ministry of Labour and Social Affairs, is the national research institute within the work environment and occupational health areas. Every three years a report on the status of and trends in the work environment and occupational health areas is produced (fact book) for which the Department for National Monitoring of the Working Environment and Health (NOA) is responsible. The Norwegian Labour Inspection Authority is also responsible for supplementing status report on the work environment and damage to health. The fact book is the result of several years of work on trends and the improvement of registers and data sources, and it helps provide an overall picture of the status and trends in work environment and occupational health in Norway. The last fact book was issued in 2015.

Every 3 years, the Ministry of Labour and Social Affairs finances part of the living conditions survey for Statistics Norway concerning the work environment. The survey covers a variety of topics related to labour force participation and the physical, organisational, psychosocial work environment and health. The study will be conducted again in 2016.

Through the absenteeism programme, the Norwegian Research Council Initiated extensive research on the causes of absenteeism and disability. The programme ends in 2016. There is a dialogue on a continuation of the research topic of absenteeism and disability.

It is being considered whether these research topics shall be continued as topics under the Research Council. BLD will, in connection with the award letter to the Research Council, consider making records of issues related to discrimination based on sexual

1966 • FULL PERSONALITY EXPRESSION

The Scandinavian organisation, Full Personality Expression Northern Europe (FPE-NE) is founded. The Norwegian branch becomes an independent organisation in 2000, and from 2014 bears the name the Association for Transgender People in Norway (FTPN).

orientation, gender identity and gender expression, cf., the Anti-Discrimination Act on sexual orientation, etc., of 2014.

Continued development of the trilateral cooperation on equality in employment

A tripartite cooperation on equality in employment has been established between the government and the main employees and employers' organisations in the form of a committee. The committee is subordinate to the (tripartite) Council for Working Life and Pension Policy.

The Ministry of Children and Equality represents the Government in the committee assisted by a representative from the Ministry of Labour and Social Affairs. The Government wishes to continue to develop this cooperation.

MEASURE 14

The authorities will consider taking up for discussion in the committee on equality, under the Council for Working Life and Pension Policy, whether to include efforts to combat discrimination on grounds of sexual orientation, gender identity and gender expression in the tripartite cooperation on equality in employment.

Responsible: Ministry of Children and Equality / Ministry of Labour and Social Affairs

Implementation of the Anti-Discrimination Act on Sexual Orientation, Gender Identity and Gender Expression in working life.

MEASURE 15

- a. Bufdir shall develop and disseminate simple websites for use by employers with examples of good practice, presentation templates, useful tools, etc.



1972 • § 213 ABOLISHED

Starting in the mid-1960s, DNF-48 again leads an offensive against § 213, now with Karen-Christine (Kim) Friele as open frontwoman. The struggle leads to abolition of the section in 1972.

b. Bufdir shall develop and conduct meetings for employers and workers' organisations throughout the plan period to strengthen competence in combating discrimination based on sexual orientation, gender identity and gender expression at the workplace, lay the basis for the exchange of experiences and to present available resources and tools including the Internet, cf. the previous section. The meetings may focus on topics such as how SOGI can be integrated into the company's plans and strategies against discrimination and for diversity.

Responsible: Ministry of Children and Equality

Hate speech

In November 2015, the Government issued a policy declaration on hate speech. The declaration commits to efforts against hate speech. The Ministry of Children and Equality is coordinating the Government's efforts to develop a strategy to combat hate speech. The strategy was presented in autumn 2016.

The goal is an open and inclusive society with room for everyone, based on democratic values, universal human rights and mutual respect between individuals and groups. The strategy shall help prevent and combat hate speech in public discourse and public spaces on the basis of gender, ethnicity, religion or belief, disabilities or sexual orientation, gender identity and gender expression.

The strategy is the first step of a long-term effort. The strategy is cross-sectoral and addresses the sectoral responsibility of the Ministry of Children and Equality, Ministry of Labour and Social Affairs, Ministry of Health and Care Services, Ministry of Justice, Ministry of Education and Research, Ministry of Local Government and Modernisation, Ministry of Culture and the Ministry of Foreign Affairs. The Ministry of Children and Equality is coordinating the efforts.

Hate crimes

The police's 2015 resident survey showed that only 17 percent of all those subjected to hate crimes have chosen to report them to the police.¹² The resident survey also showed that a lack of trust in the police and the police's low prioritisation of the offences are the main reasons why incidents are not reported.

There is therefore evidence to suspect considerable underreporting of such offences and that actual hate crimes are far more extensive than those registered by the police. The police have an important role in combating hate crimes. Community Police Reform provides an opportunity to provide a more consistent provision of services.

The goals of these efforts are:

- Equal treatment of hate crime cases regardless of area of residency.
- Hate crimes are a type of case that shall have central, nationwide priority in the public prosecutors' offices and police districts.¹³

Proper knowledge of legislation and registration procedures

The police must have proper knowledge of hate crimes and how they are to be registered in the police criminal system. Effective registration procedures help lower the number of unregistered hate crimes, improve data collection, and the internal quality of the statistics for hate crimes.

MEASURE 16

a. Definition and registration procedures for hate crimes shall be uniform across all the police districts in the country.

¹²) cf., The Norwegian Police Directorate.

¹³) cf., The Director of Public Prosecutions' goals and priorities circular for 2016.



1975 • LESBIAN MOVEMENT

The lesbian movement is started by a group of lesbian feminists in conjunction with the work on a private Women's House starting in Oslo.

b. The Norwegian Police Directorate shall create a guide for police registration of hate crimes.

Ansvarlig: Justis- og beredskapsdepartementet

Community policing reform shall allow for a greater number of specialist police units for hate crimes

The police districts shall ensure that the investigation of hate crimes be given the necessary priority, see for example the Director of Public Prosecution's goals and priorities circular for 2016. The community policing reform allows for larger police districts and greater opportunities to pool resources and create stronger specialist police units with specialisation and skills development in hate crimes as well. The community policing reform shall also help to strengthen cooperation between the police and municipalities. Competence in hate crimes shall be developed throughout the police district and in cooperation between the police and civil sector.

MEASURE 17

Greater number of specialist police units and facilitation of specialisation in the police.

Responsible: Ministry of Justice and Public Security

Hate crimes in criminal legislation

It is imperative that the criminal legal protection against hate crimes be effective and that the legislation be adapted to the practical situations that arise. There is a need for a review of protection against discrimination in the Penal Code, including how gender identity and gender expression can be included in the protection provided by Penal Code against various forms of hate crimes.

The Ministry of Children and Equality, in collaboration with the Ministry of Justice, has initiated an external, comprehensive report on criminal justice protection against discrimination. The report, which is to be completed in September 2016, will provide a solid academic basis for assessing the current regulations. It will also present proposals on how criminal justice protection against discrimination should be formulated.

MEASURE 18

Assessment of the provisions on hate crimes in criminal legislation.

Responsible: Ministry of Justice and Public Security / Ministry of Children and Equality

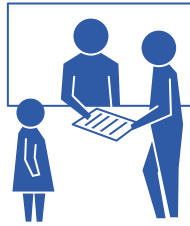
Statistics on Hate Crimes

There is a need for additional knowledge about which groups are subject to hate crimes, and to increase the capacity to prevent and combat crime motivated by hatred and prejudice. The Norwegian Police Directorate prepares annual statistics of police reports having a motive of hate. The statistics shall be developed to include prosecutorial decisions and legally enforceable judgments. It shall be considered whether the statistics are to be included in the set of set of LGBTI-related indicators that is scheduled to be published in 2017-2018. See also measure 1a. in this plan.

MEASURE 19

Statistics shall be regularly published showing hate crime trends from initial police reports through all stages of the criminal process.

Responsible: Ministry of Justice and Public Security

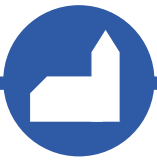


Equal access to public services



Foto: Tine Poppe





1976 • OPEN CHURCH GROUP

The newly founded Open Church Group has its inaugural sermon 10 February, 1976. The group will be key in the struggle for acceptance of same-sex love in the Norwegian Church.

The Anti-Discrimination Act on sexual orientation, gender identity and gender expression, requires public authorities to make active, targeted and systematic efforts to promote equality regardless of sexual orientation, gender identity or gender expression. This includes an obligation for the public authorities to address equality and diversity considerations both as a provider of services and as an employer.

The goal is to prevent and reduce discrimination on the basis of sexual orientation, gender identity and gender expression in public agencies and among service providers, and to develop and disseminate good practices so that the agencies can meet the requirements of the Anti-Discrimination Act.

Cross-cutting measures in central government

Efforts to combat discrimination in government agencies and public enterprises

All government undertakings must meet obligations and requirements imposed by anti-discrimination legislation, including the 2014 Act on discrimination based on sexual orientation, gender identity and gender expression, see Appendix 2 for the full text of the Act.

This Act requires public authorities to make active, targeted and systematic efforts to promote equality regardless of sexual orientation, gender identity or gender expression. This duty applies to the public authorities as service providers and as employers.

All public sector employers have an obligation to make active, targeted and systematic efforts to promote equality and to combat discrimination (proactive duties). The activity duty encompasses recruitment, wages and working conditions, promotion, development opportunities and protection against harassment.

Employers who are subject to activity duty, and who are required by law to prepare an annual report, must account for scheduled and implemented equality measures in its annual report or annual budget (duty to report and explain).

The new employer strategy in central government, which was introduced in April 2016, entails a strengthening of the enterprises' role and responsibility in the development and implementation of state employer policy. The main strategy 3 has sub-strategies which impose requirements on local employers. One sub-strategy requires broad recruiting and that skills be taken into consideration. Another sub-strategy requires the promotion of a positive, inclusive work environment.

MEASURE 20

a. The Ministry of Local Government and Modernisation will work with public agencies to develop measures that will help to meet the new employer strategy of the central government, including the sub-strategies for recruiting and an inclusive work environment

Responsible: The Ministry of Local Government and Modernisation / All Ministries

b.b. Official requirements to public authorities/ employers, in The Act prohibiting discrimination based on sexual orientation, gender identity and gender expression, shall be met. The individual state agency must consequently find effective, specific solutions for how the undertaking, both as executing body and as an employer, shall "make active, targeted and systematic efforts to promote equality and combat discrimination based on sexual orientation, gender identity and gender expression," as required by law.

Responsible: All Ministries



1976 • AHF

The Committees for Gay Liberation (AHF) is formed. The following year AHF starts the magazine Dandelion. Dandelion exists up until 2003, from 1992 with an independent editorial section.

Updating the guide to the Decree about Official Studies and Reports

A new, simplified decree about official studies and reports was established by Royal Resolution, 19 February, 2016. This revision also further clarified mandatory requirements. The requirement to assess and report the possible impact on equality, where applicable, is maintained in the new version.

The Norwegian Government Agency for Financial Management (DFØ) has been delegated responsibility for managing the decree as well as the general decree-guide. The guide includes equality and discrimination considerations as an example of important matters of principle. The general guide is supplemented by thematic guides. The Ministry of Children and Equality's thematic guide from 2010, Impact on Equality - still applies.

The current equality and non-discrimination guide has yet not been updated in line with the latest changes in the legislation.

MEASURE 21

The Ministry of Children and Equality's thematic guide for the Decree for Official Studies and Reports, Impact on Equality, shall be updated in order to reflect the requirements of the present anti-discrimination legislation, including the Act on prohibition of discrimination based on sexual orientation, gender identity and gender expression.

Responsible: Ministry of Children and Equality / Ministry of Local Government and Modernisation

Efforts at the local/regional level

All counties, municipalities and municipal agencies must have proper knowledge of the Act on discrimination based on sexual orientation, gender identity and gender expression (from 2014), and meet the obligations and requirements of that Act.

It is an important value in Norwegian society that all people regardless of background have equal rights and opportunities in all areas of society. This is a value that can be secured and promoted through the use of the Planning and Building Act. If there is an issue regarding discrimination based on sexual orientation, gender identity and gender expression in a municipality or a county, the Act provides various means to address it in a systematic, multi-sectoral and binding manner. The municipality may for example make use of the municipal plan's social element. The county has the similar ability through the regional plan.

It is important to facilitate an exchange of experience between key people from regional and local authorities and service providers, and consider how LGBTI perspectives may be integrated into current and future diversity plans. The Agder project "Equality as Regional Power" is an example of how equality and non-discrimination may be included in the local/regional agenda.

To gain a better knowledge base, a set of indicators is being developed. These Indicators will cover trends in terms of equality and non-discrimination, including local efforts in the field, see measure 1a) in the chapter on Knowledge, research and development, in this plan.



1977 • HOMOSEXUALITY DECLARED AS HEALTHY

The Norwegian Psychiatric Association removes "homosexuality" from the list of mental disorders. It's not until 1982 that the Ministry of Social Affairs eliminates homosexuality as a diagnosis of illness.



1979 • FHO

The Joint Council for Homophile Organisations in Norway (FHO) is formed. Conflicts and exclusions in DNF-48 were the reason behind the creation of a number of new, local organisations.

MEASURE 22

- a. The Directorate of Children, Youth and Family Affairs (Bufdir) shall develop and disseminate easy-to-use websites for use by counties, municipalities and municipal agencies with examples of good practice, presentation templates, useful tools, etc.
- b. To strengthen local competence in non-discrimination, a series of regional conferences will be developed and implemented.
- c. Expert meetings on equality and non-discrimination will be held annually with the county governors. The expert meetings will aim to strengthen the county governors' competence in equality, including in issues regarding sexual orientation, gender identity and gender expression, and also ensure equal access to public services for LGBTI persons.

Responsible: Ministry of Children and Equality

Health and Care Services

The objectives of the health and care services sector's efforts to combat discrimination on the grounds of sexual orientation, gender identity and gender expression are as follows:

- Equal health and care services across gender identities and sexual orientations.
- Proper knowledge and sensitivity about LGBTI issues in the health care sector.
- Reduced health disparities between LGBTI persons and the general population.

Equal health and care services mean that services at all levels must be available in a purely practical sense, but also that the nature of services are to be individually arranged and adapted to individual needs. It is thus crucial that specialists have sufficient knowledge about the different patient groups they encounter.

Correct and early follow-up in cases where symptoms/illness may also be related to sexuality, gender identity or gender expression, is largely conditional upon health personnel having the proper knowledge and awareness. Inadequate knowledge can ultimately lead to a failure in treatment and follow-up. Necessary competence in LGBTI issues depends on it being a priority issue and discussed in the agencies, and part of general efforts to improve the quality in services. The health authorities collaborate with and support several organisations in the SOGI field and have an effective cooperation with FRI's Pink Health Competency measure.

Health clinics and school health services shall be a major contributor to increasing understanding and normalisation of issues related to the LGBTI area for children, parents and partners in other services, such as schools and day care facilities. The city-wide health clinic for LGBT youth in Oslo provides valuable competence for individual consultations, classroom instruction and guidance to specialists in other services.

The main goal must still be that the greatest possible number of residents shall be handled through ordinary health and care services, and that these must have the necessary awareness and competence to handle all residents and detect the patients' various issues, including challenges related to LGBTI and sexual orientation, gender identity and gender expression.

Feedback from the general public shows that sexual health is not brought up and discussed sufficiently in health and care services. A general openness on the part of the service provider is required to create an atmosphere where there is room to bring up and draw attention to challenges related to breaking norms of sexuality and gender. If sexuality is a non-issue in the services, this will also have

an impact on whether someone dares to address health problems related to sexuality, gender identity or gender expression.

Most LGBTI persons have been in contact with their general practitioner, but there is considerable variety in whether they have actually discussed health challenges related to LGBTI issues. Older LGBTI persons are more often childless and single than the majority of the population. Some have lost contact with their family as a direct result of their sexual orientation or gender identity. Patient organisations report that some choose to go back "in the closet" when their personal need for help from public services increases. Openness and awareness about LGBTI issues must also be addressed in health and care services aimed at the elderly.

Systematic inclusion of LGBTI persons in health care services

The LGBTI perspective must be systematically included in efforts to strengthen the availability and quality of health and care services at all levels. Clinics and school health services, general practitioners, specialist health services and municipal health and care services should have the necessary competence and awareness to handle everyone in the population, regardless of sexuality, gender identity or gender expression.

From 2020 municipal mental health services will be strengthened. This will require psychological competence and will contribute to the establishment of easy access and highly competent services. This will make it easier to get in contact with appropriate health professionals for everybody who are facing mental health problems, regardless of sexual orientation and gender identity.

1981 • ANTI-DISCRIMINATION

Special criminal protection for gays is introduced (§§135a & 349a). These sections are first reviewed in court the summer of 1984 when Pastor Hans Bratterud is sentenced in the Supreme Court.

Knowledge and competence on issues relating to the LGBTI area in particular must be an integral part of professional education and professional development measures.

MEASURE 23

Increase awareness of and competence in LGBTI issues in health and care services.

Responsible: Ministry of Health and Care Services

Easy access services in partnership with patient organisations

Easy access services outside of public health and care services are an important supplement to public services which help to broaden services and reach a diverse group. Several of the current measures under the auspices of patient organisations reach patient groups who make little use of other health services. A partnership between an organization and a hospital and/or a local governments can be an arrangement that ensures appropriate medical follow-up where necessary.

Opportunities to talk and meet with people in the same situation are unique to peer measures. Grant schemes within the field of HIV and measures aimed at sexual health have the purpose of contributing to diverse easy access and peer services. In addition to the state budget, direct support is provided to preventive efforts to combat mental health problems among sexual minorities, through support to the Youth phone run by Queer Youth Norway and to FRI's Pink Competency project.

MEASURE 24

Facilitate easy access services and peer measures.

Responsible: Ministry of Health and Care Services



1983 • THE NORWEGIAN GAY HEALTH COMMITTEE

The Norwegian Gay Health Committee is founded as a response to the HIV epidemic among men who have sex with men (MSM). The organisation evolves to become a prevention organisation that has both MSM and women who have sex with women (WSE) as their target groups.



1987 • AIDS

National Association against AIDS (LMA) is founded by a number of NGOs in Norway. The Church of Norway's City Mission opens Acceptance, the first Norwegian centre for people with HIV and AIDS.

Interaction on the strategy on sexual health

A new overall strategy on sexual health will contribute to an open and inclusive culture that recognises diversity. The strategy will address sexuality as a positive contribution to good health and help counteract taboos, shame, prejudice and stigma related to sexuality.

The new strategy will continue the positive work that has been carried out to prevent unplanned pregnancies, HIV and sexually transmitted infections. The strategy is to be launched in the autumn 2016 and will continue for five years.

MEASURE 25

Develop and implement a new integrated strategy on sexual health

Responsible: Ministry of Health and Care Services

Targeted efforts to reduce health disparities

Although general health in the LGBTI population is good, there are some particular challenges and health disparities that affect this population more frequently. These include a higher incidence of sexually transmitted infections among men who have sex with men.

Lesbian and bisexual women participate less frequently in the large screening programmes for breast and cervical cancer. And although most LGBTI persons are in good mental health, the studies on living conditions suggest that there is an increased incidence of mental health problems, substance abuse and suicidal behaviour among some subgroups.

A comparison of the health in the LGBTI population and the general population gives a mixed picture. In cases where there are systematic health disparities, these should be discussed and addressed in the respective action plans.

MEASURE 26

- Efforts to increase test frequency, reduce new infections and ensure optimal treatment of sexually transmitted infections must be focused on high-risk groups. These efforts will be followed up in a strategy for sexual health.
- General information about the importance of cancer screening programmes must be adapted in order to include groups of the population which are underrepresented in testing.
- Measures on suicide prevention and drug prevention that may be relevant for the group are discussed in the Action Plan for the prevention of suicide and self-harm and the National Programme against drugs respectively.

Responsible: Ministry of Health and Care Services

The Directorate of Health allocates grants for measures targeting HIV. In 2016 approximately NOK 22 million has been allocated.

The grants have two main target areas:

- a. comprehensive care for HIV positive persons
- b. preventing new infections of HIV and sexually transmitted infections.

The three main target groups for the scheme are:

- a. people living with HIV
- b. men who have sex with men who are vulnerable to HIV and sexually transmitted infections
- c. migrants who are vulnerable to HIV and sexually transmitted infections.

In addition, the following may be target groups for project grants: other population groups who are vulnerable to HIV and sexually transmitted infections (including people who sell and buy sex, intravenous drug users, etc.).

d. Upon application, a three-year operating grant is allocated within the three main target groups. In addition, annual project grants are provided upon application.



1988 • THE HENKI RULING

The Supreme Court establishes in the so-called Henki ruling that AIDS and HIV-positive status are not grounds for dismissal. This year Pluss is founded, the National Association for HIV positive persons. In 1999, Pluss and LMA merged into Pluss LMA (now HivNorge).

Continued development of specialist frameworks for health care for people with gender dysphoria and gender incongruence.

Having a gender identity or gender expression which differs from what the outside world expects, may lead to challenges and stress. Gender is one of the strongest human identity markers, and the assumption that everyone is either male or female, and that everybody has the gender they were assigned at birth, can be experienced as very restrictive and burdensome for many individuals who have a gender identity that differs from the majority population. We still lack knowledge about the living conditions and challenges for this group.

Status and challenges in the field are described in a separate expert committee report. Based on the report's conclusions, there has been a lengthy consultation process where individuals, the specialist community and organisations have made suggestions for further development of the provision of treatment.

The Ministry of Health is following up the report and consultation responses in collaboration with the Directorate of Health and the regional health enterprises with respect to further development of the specialist framework for the treatment of gender incongruence and gender dysphoria.

MEASURE 27

Further development of the specialist framework for the treatment of gender dysphoria and gender incongruence.

Responsible: Ministry of Health and Care Services

The Armed Forces

The Armed Forces' Core Values state the following: *All people have an intrinsic value, regardless of background, characteristics and achievements. The Armed Forces shall reflect society's diversity. In a modern defence force, diversity has an intrinsic value. Ethnic or religious background, age, gender or sexual orientation is irrelevant for human dignity. Trust and respect for the individual are based on his or her loyalty to fellow soldiers, the division and to the duties of the Armed Forces. The Armed Forces shall reflect both men's and women's perspectives and values. The same basic attitude should be expressed with regard to the culture and religion of others.*

The Armed Forces shall disseminate knowledge and awareness about LHBTI, through activities such as:

MEASURE 28

- a. Participation in Oslo Pride Park and Parade.
- b. Collaboration with FRI and the LGBT Knowledge Centre in the Directorate of Children, Youth and Family Affairs (Bufdir). International cooperation with NATO and the Nordic countries.
- c. Knowledge about sexual orientation, gender identity and gender expression shall be integrated into the Armed Forces' ethics training "Attitudes, Ethics and Leadership" (HEL).

Ansvarlig: Forsvarsdepartementet

**1992 • LLH**

LLH (currently FRI) is formed by merging the DNF-48 and the Joint Council of Homophile Organisations (FHO).



Photo: Tine Poppe



Invisible or between categories



Photo: Tine Poppe



1993 • PARTNERSHIP

Parliament adopts the Partnership Act that gives gay and lesbian couples the same rights and obligations that heterosexual couples have through marriage. The exception is the right to adopt of children (§4) and the ability to enter into partnerships in the church.

Transgender, intersex and other gender issues

Intersex

Intersex is an umbrella term that covers a variety of matters relating primarily to the different biological gender characteristics and an individual's physical gender development. Despite the fact that Free and Equal, (a campaign under the UN), and others, suggests that as many as 1.7 percent of the population has an innate intersex condition, there is very limited research-based knowledge about the life situation of intersex persons.¹⁴

In the European context, there has in recent years been an increasing focus on the situation of intersex persons. An issue paper from the Council of Europe from 2015 states that many European countries do not safeguard the right to self-determination of intersex persons when it comes to medical treatment and the protection of these persons' physical integrity.¹⁵

To date, the intersex group has remained virtually invisible to the public, without having, for example, a well-known spokesperson or interest group. It is therefore important to acquire a better knowledge base on intersex issues such as the life situation, needs and challenges of intersex persons, and needs for health care services.

MEASURE 29

- a. Development of research-based knowledge about the situation of intersex persons in Norway, with recommendations for further efforts, see also measure 1d) in this plan.

- b. Facilitate a low-threshold meeting place for intersex persons, for example under the auspices of an organisation or at the LGBTI Youth Health Clinic in Oslo.
- c. Identify challenges and measures needed, based on the collection of knowledge and contacts with representatives of the group.

Responsible: Ministry of Children and Equality

Updating letters of reference and diplomas to the changed legal gender.

For individuals who have changed their legal gender, it will be important to present personal documents that are in line with their new legal gender.

An employer or a school that refuses to issue a new letter of reference or new diploma for an individual who has changed their legal gender, will be subject to the ban on discrimination based on gender identity in the Anti-Discrimination Act on sexual orientation, gender identity and gender expression. Refusing to issue a new letter of reference, to individuals who are able to provide evidence that they are the same individuals, can thus already be unlawful unless the employer or school has a valid reason to refuse to issue the certificate.

MEASURE 30

The issue of the right to new diplomas/letters of reference after changing legal gender status shall be considered.

Responsible: Ministry of Children and Equality, Ministry of Health and Care Services, Ministry of Education and Research, Ministry of Labour and Social Affairs.

14) Free & Equal (2015)

15) Council of Europe (2015)



1999 • NORWAY BEARS

The Norwegian BEARS is founded. The organisation is part of an international movement, and its main purpose is to create safe and inclusive environment for gay and bisexual men.

Young LGBTI persons with disabilities

Information from public authorities who come in contact with youth shall be directed at all children and adolescents. Such information must counteract taboos and prevent discrimination, both based on sexual orientation, gender identity and gender expression, and due to disabilities. The Directorate of Children, Youth and Family Affairs (Bufdir) will, provide assistance with this, usually in collaboration with the Young Disabled and the SOGI-organisations.

MEASURE 31

- a. Information that young persons with disabilities request regarding disabilities, sexuality and LGBTI issues, will be included in the topic areas of ung.no and in ung.no's question and answer service. The service must be designed so that it is able to answer questions LGBTI youth need to have answers to.
- b. Competence regarding persons with disabilities and LGBTI issues must be assured at family counselling offices and crisis centres.

Responsible: Ministry of Children and Equality

LGBTI persons of immigrant backgrounds

The society which refugees and immigrants meet in Norway, is often very different from the society and the culture they have left. The differences can be perceived as particularly large when it comes to recognition and rights for LGBTI persons.

As a foundation for positive attitudes, immigrants need to be provided with knowledge about LGBTI persons' rights and life situation in Norway. LGBTI persons who come to Norway as refugees or immigrants may risk both their physical and mental health, partly due to negative attitudes in parts

of the immigrant population. In families, the fact that a child stands out as LGBTI may lead to serious consequences such as violence and attempts at forced marriage. More inclusive local communities and the ability to move about safely in public spaces are therefore of great importance for LGBTI persons of immigrant backgrounds.

In the asylum area, authorities shall ensure:

- the safety of LGBTI persons in asylum reception or care centres, through knowledge-based provision of services
- that asylum applications based on sexual orientation, gender identity and gender expression are managed in line with the measure's intent.

As regards resettlement and integration, the authorities have the following objectives:

- careful resettlement of LGBTI-refugees
- increased competence on LGBTI issues among those working with minority youth
- a more complete and unified introduction programme that addresses sexual orientation, gender identity and gender expression in teaching
- changing negative attitudes towards LGBTI in the immigrant population

The authorities should involve NGOs, including Queer World, FRI and Queer Youth Norway, in their efforts.

The Directorate of Immigration and Diversity (IMDI) and the Norwegian Agency for Lifelong Learning (VOX) shall consider how information on LGBTI persons rights and the respect and acceptance LGBTI persons enjoy in Norway, can have a clearer place in the introduction programme. This is particularly important in the social knowledge that is conveyed to participants in the introduction programme.



1999 • THE NOVA STUDY

In 1999 the research institute NOVA presented the report "Living Conditions and Quality of Life among Lesbian Women and Gay Men". The report gave clear indications of the challenges of the living conditions for these groups, particularly with regard to suicidal behaviour among young people, drug use and mental health.

The municipalities, which are responsible for conducting the introduction programme, shall be encouraged by IMDi to allocate time to this in the training, and to use the supplementary material.

To reach LGBTI persons of immigrant backgrounds through the introductory scheme, it is important that programme advisors in the municipalities have proper knowledge about LGBTI-issues

LGBTI refugees

LGBTI refugees may experience a range of special challenges. Many are fleeing from societies where LGBTI persons are extremely vulnerable and marginalised. LGBTI refugees may also risk harassment and violence from their own families and individuals from the same country of origin. In a refugee situation and in refugee camps, it can be extremely difficult to hide and escape negative sanctions from those around them.

MEASURE 32

At a suitable time, the Government will consider whether it may be appropriate to designate LGBTI persons as one of several priority groups for the selection of quota refugees.

Responsible: Ministry of Justice and Public Security

Effective credibility assessments in the asylum application process

The Directorate of Immigration must ensure effective credibility assessments and guidelines for interviewing LGBTI asylum seekers in line with the 2012 directive from the Ministry of Justice and Public Security. The agencies shall facilitate competence raising activities in the LGBTI field, in collaboration with relevant NGOs.

2000 • WHITE PAPER ON HOMOSEXUALITY

Based on NOVA report, the Government determined in the white paper "Living Conditions and Quality of Life among Lesbian Women and Gay Men in Norway" that it is quite obvious that lesbians and gays must be treated with equality and respect in Norway. The white paper states that active efforts must be made to oppose negative attitudes toward lesbians and gays and to support and encouraging open attitudes.

MEASURE 33

Raise LGBTI-competence among interviewers involved in the asylum application process.

Responsible: Ministry of Justice and Public Security

Knowledge-based services at asylum reception and care centres

The asylum reception centres shall provide safe accomodation for all residents.. The Directorate of Immigration (UDI) will collaborate with The Directorate for Children, Youth and Family Affairs (Bufdir) to consider creating a guide and a competence-raising programme. The aim is to make Asylum reception and care centres be better equipped to prevent abuse and to understand the challenges that LGBTI persons face.

The asylum reception centres shall safeguard the residents' needs for safety and security. The centres shall ensure that as far as possible, LGBTI persons have suitable accommodations. The centres shall provide information about rights, arrangements and health assistance for LGBTI persons.

The Directorate of Immigration shall base its efforts on existing research and reports on the LGBTI field, and initiate a summary with recommendations to identify what measures should be taken for LGBTI persons to feel safe at the asylum reception centres.

MEASURE 34

- a. Raise the competence of selected asylum reception centres in the field of gender diversity, sexual orientation, gender identity and gender expression. Produce guides and competence-raising programmes for asylum reception centres.



2000 • TRANSSEXUALS

National Association for Transsexuals in Norway (2005: transgender) is founded as a patient organisation for people with a diagnosis of transsexualism. The name changes to the Harry Benjamin Resource Centre in 2009.

- b. Assess what is necessary for LGBTI persons to feel secure at asylum reception centres, and implement appropriate measures for LGBTI persons while they are in asylum reception centres. Initiate information efforts aimed at the entire group of asylum seekers.

Responsible: Ministry of Justice and Public Security

- c. In connection with the capacity building efforts at the asylum reception centres, The Directorate of Children, Youth and Family Affairs (Bufdir) will consider developing a capacity building programme for employees in care centres working with unaccompanied asylum-seeking minors (EMA) under the age of 15.

Responsible: Ministry of Children and Equality

Proper resettlement and integration of refugees

The Directorate of Integration and Diversity (IMDi) shall strive to resettle LGBTI-refugees in reasonable proximity to a Queer World group or similar organisation, unless there are specific reasons that indicate otherwise. IMDi shall also aim to resettle transgender persons in reasonable proximity to locations where they are able to receive suitable follow-up related to their specific challenges. IMDi shall pass on the relevant information about this to the municipality where they are resettled.

MEASURE 35

The Directorate of Integration and Diversity shall take into account the special challenges LGBTI refugees may face during resettlement.

Responsible: Ministry of Justice and Public Security

An updated Introduction Programme

Newly arrived immigrants and refugees receive qualifications through the Introduction Programme and Norwegian language- and social knowledge education. Municipalities are responsible for implementing the programme. The Norwegian Agency for Lifelong Learning (VOX) has drawn up a proposal for the social knowledge curriculum¹⁶.

IMDi and VOX shall consider how information on LGBTI persons' rights and life situation in Norway can have a more prominent place in the introduction programme. This is particularly relevant in the social knowledge education provided to participants in the introduction programme.

IMDi shall encourage the municipalities which are responsible for conducting the introduction programme to allocate time for this in the training and to use the material available for additional training.

To reach LGBTI persons of immigrant backgrounds through the introduction programme, it is important that programme advisors in the municipalities have the proper knowledge in this area. This topic shall be discussed at the regular programme counselor meetings.

MEASURE 36

More LGBTI information in the introduction programme and in social knowledge as well as in programme counselor training in municipalities.

Responsible: Ministry of Justice and Public Security

¹⁶ www.samfunnskunnskap.no



2004 • QUEER WORLD

Queer World is founded, first as a subgroup of LLH; and from 2010 as an independent, national organisation for LGBTIQ persons of minority backgrounds.

Services for LGBTI youth of minority backgrounds

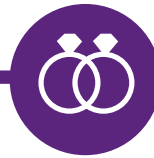
In order to meet the challenges that young LGBTI persons of immigrant backgrounds face, the provision of services must be based on current knowledge.

The minority counsellors shall have an increased level of competence. They will know how best to assist the young persons concerned and support them in their situation. Minority counsellors will cooperate closely with organisations such as Queer World.

The service apparatus in the various municipalities shall have the necessary knowledge about the specific challenges young LGBTI persons often face in a crisis situation. For example, it is necessary to be able to provide adequate housing and support services for young people fleeing from forced marriages and honour-related violence.

LGBTI persons' special needs must be clearly defined in the efforts of housing and support services for young people over 18 who are subject to a forced marriage or serious freedom restrictions, for which the Ministry of Justice is responsible.

The directorate of Children, Youth and Family Affairs (Bufdir) shall make it clear that children and adolescents who are LGBTI and of immigrant backgrounds may have special needs for information, support and protection. It is very important to provide information to employees in the Child Welfare Services, shelters, the local Work and Welfare Offices (NAV), police, organisations and other relevant channels and agencies, about the various options



2008 • THE MARRIAGE ACT

The Government adopts a common Marriage Act which gives lesbians and gays couples the opportunity to marry. The amendment also provides trial adoption rights for same-sex couples and the right to artificial insemination for lesbians couple.

of help and support. Information on housing and support services for children and adolescents who are subject to forced marriage and honour-related violence may be of particular relevance. Efforts must be made to ensure that the ung.no website also contains relevant information for young LGBTI persons of immigrant backgrounds

MEASURE 37

Better training of and information for minority counsellors, the employees of housing and support services for young persons over 18 who are subject to forced marriage, violence or restrictions to their freedom, and those who work with the ung.no website.

Responsible: Ministry of Justice and Public Security / Ministry of Children and Equality

Knowledge and attitudes among immigrants

In some immigrant communities, LGBTI - persons risk being subjected to harassment, discrimination and violence, both inside and outside the immediate family. It is therefore important to make efforts to increase knowledge and change attitudes towards LGBTI persons in the immigrant population. It must be made clear to everyone what is considered acceptable behaviour towards LGBTI persons in Norway. The topic must also be discussed with immigrant organisations via the annual Integration Conference between the immigrant NGOs and authorities, and the preparatory regional input meetings. The organisations SEIF and Queer World can provide assistance and knowledge relevant to these efforts.



2008 • ACTION PLAN

The Government submits first Norwegian action plan for improved quality of life for lesbian, gay, bisexual and transgender persons.

MEASURE 38

- a. LGBTI issues are to be addressed in conjunction with the annual integration conference between the authorities and immigrant organisations, and the preparatory regional input meetings.
- b. Facilitate awareness-raising efforts aimed at the immigrant population about LGBTI persons, including through collaboration with the organisations Queer World and SEIF.

Responsible: Ministry of Justice and Public Security

LGBTI persons of Sami origin

The Fafo report "Lesbians and Gays in Sápmi" was published in 2009. The most important finding was that many lesbians and gays of Sami origin experience discrimination and rejection. Meanwhile, many are also proud both to be Sami and lesbian or gay. In the wake of the report, there has been a greater awareness and a more open discussion of these issues in the Sami communities, including in the Sami Parliament. There is still a need for clear efforts to achieve a more inclusive and open Sami society when it comes to sexual orientation and various types of gender issues. The Ministry of Children and Equality and Ministry of Local Government

and Modernisation will provide for a collaboration on these efforts in line with the procedures for consultations between state authorities and the Sami Parliament.

A number of measures in this action plan will also be of relevance in Sami communities and groups, cf., measures aimed at local/regional authorities and employment.

A translation of the plan into a Sami language is to be provided.

MEASURE 39

- a. Documents and tools that are being developed for municipalities and employers, as a result of this plan, are to be translated into a Sami language.
- b. The authorities will initiate a collaboration with the Sami Parliament and Sami institutions for the purpose of continuing and developing measures to assist LGBTI persons of Sami background. The aim is to ensure that this group can experience a greater degree of openness and inclusiveness, including in the Sami community.

Responsible: Ministry of Children and Equality / Ministry of Local Government and Modernisation

**2010 • TRANSVESTITES ARE DECLARED AS HEALTHY**

The Health Directorate removes transvestite, fetishist and sadomasochist as diagnoses of illness from the Norwegian version of the diagnosis register ICD-10

2010 • COUNCIL OF EUROPE'S LGBT RECOMMENDATION

Council of Europe's LGBT Recommendation to the Member States (CM / Rec (2010) 5) on measures to combat discrimination based on sexual orientation or gender identity comes into force. The recommendation is the first international legal instrument in the LGBT area. Through the recommendation, the member states, including Norway, pledged to implement measures in a number of areas of society.



Photo: Thinkstock



Photo: Tine Poppe



International efforts



Photo: Thinkstock



2011: LGBT KNOWLEDGE CENTRE

The Government establishes the LGBT Knowledge Centre, a national knowledge centre for sexual orientation and gender identity under the Directorate of Children, Youth and Family Affairs. The LGBT Knowledge Centre codifies, manages and disseminates knowledge about the field, in collaboration with other sectors, researchers and NGOs. The goal is equivalent public services to the entire population: www.lhbt.no

The global arena

It is an overriding goal that universal human rights and the states' obligations for them be made applicable to all, including LGBTI persons.

Discrimination of LGBTI persons in terms of access to employment, health, education and other basic services is widespread. Through cooperation with countries from all regions and through various international organisations and networks, Norway is making active efforts to place LGBTI issues on the international agenda. The Ministry of Foreign Affairs has developed a guide for the efforts on LGBTI rights as a tool for Norway's diplomatic missions. Sexual orientation and gender identity are also a priority for the human rights efforts in foreign and development policy, as is stated in Report 10 to the Storting (2014-2015) "Opportunities for all - Human Rights in Norway's Foreign Policy and Development Cooperation."

The need to recognise that human rights also apply to LGBTI persons has moved up on the international agenda in recent years. Norway is an active supporter of the development of international norms for protecting and promoting human rights for LGBTI persons. This applies both to the foreign policy dialogue and in international development cooperation. More and more countries recognise that LGBTI persons, in accordance with the UN Declaration of Human Rights, have the same right to non-discrimination and equality as other people. Through efforts led by the UN Human Rights Council, more attention has been focused on the extent of violence and discrimination against LGBTI persons, and recommendations on how their rights can be strengthened. The UN's global sustainability agenda has a strong emphasis on inclusion of vulnerable groups, in line with the principle that "no one will be left behind." Some UN organisations have implemented measures to identify how their programmes can be strength-

ened so that they too can help to combat discrimination and oppression including that of LGBTI persons.

Norway has played an active role in bringing together various international players dealing with sexual orientation, gender identity and gender expression. The International Conference on Human Rights, Sexual Orientation and Gender Identity, which was held in Oslo in 2013, was an important milestone. Building alliances among states and between states and non-state players continues to play an important role in international efforts. Norway, together with a number of other countries, participated in the discussion about the need for a permanent international arena that can help to bring these efforts forward. In 2016, Uruguay and Netherlands took on the role of host for a global conference on LGBTI and human rights.

As a recently released report by the UN High Commissioner for Human Rights shows, in recent years many countries in all parts of the world have taken positive measures in the form of legal reform, training of authority personnel and supporting efforts to change attitudes. There is also an increasing willingness among international organisations to integrate LGBTI persons' rights in their efforts, including within the UN system. The big picture remains, however, that LGBTI persons still live in insecurity and are subject to extensive violations of their human rights. Over 75 countries still have laws that can be used to criminalise or harass people because of their sexual orientation and gender identity. Several countries have also developed new so-called anti-propaganda laws to limit opportunities for public discussion on LGBTI rights. National organisations, often in collaboration with international organisations and networks, play a particularly important role in promoting and protecting the rights of LGBTI persons, and is a driving force for changing attitudes related to sexual orientation,

2014 • ANTI-DISCRIMINATION PROTECTION

The Act prohibiting discrimination based on sexual orientation, gender identity and gender expression enters into force.

gender identity and gender expression. The embassies place great emphasis on contact and opportunities for cooperation with local LGBTI organisations. Financial support is provided through both development cooperation and the EEA cooperation.

Education is a key priority in the Norwegian development policy. Through educational efforts, Norway shall play a leading role in a new international offensive to ensure relevant education for all. The Norwegian initiative places great emphasis on inclusion of vulnerable groups. UNESCO recognises that homophobia and transphobia in the education sector is a major problem. International efforts have therefore been initiated to shine a spotlight on this challenge, and to identify appropriate measures for prevention. Norway will follow these efforts and assist in ensuring that successful experiences, both in terms of policy development and practical measures, are included in the Norwegian educational initiative.

MEASURE 40

- a. Support the human rights of LGBTI persons in foreign and development policy
- b. Maintain and establish alliances with national and international LGBTI organisations
- c. Support organisations and measures that promote the human rights of LGBTI persons
- d. Include efforts to strengthen LGBTI rights in the international educational initiative

Ansvarlig: Utenriksdepartementet

Efforts in Europe

There have been positive developments in terms of LGBTI rights and quality of life in Europe, but there are wide variations between countries and regions, and much work remains.

In some European countries, the positive trend has been reversed through various measures that have weakened LGBTI persons' rights and limited their freedom.

In 2010, the Council of Europe adopted a recommendation on what member states should do to combat discrimination based on sexual orientation, gender identity and gender expression. In 2015, the EU presented a list of measures with the same objective which will involve considerable efforts both at the EU level and in member states. In 2011, through contributions from a handful of memberstates, including Norway, the Council of Europe (CoE) established, the CoE SOGI-Unit, which deals specifically with issues related to sexual orientation, gender identity and gender expression.

Along with a large number of other European states, Norway is participating in the informal European Government LGBTI Focal Points Network. This network has been, and still is, important both for the development of Norway's national efforts in the field, but also as a venue where representatives from the Council of Europe, EU and the UN can be updated on what is taking place in the countries - and even present various aspects of the international efforts in the field to experts from national authorities. This network was established in 2008 and Norway joined in 2009. The network is still the only venue in the world where government officials from different countries can discuss and exchange experiences on various forms of assistance in this field.



2015 • THE NORWEGIAN QUEER ARCHIVE

The Queer Archive, the Norwegian Archive and the Knowledge Centre for Queer History, open April 15 at the University of Bergen Library.

IDAHOT stands for International Day Against Homophobia and Transphobia, a day that is marked worldwide on 17 May of each year. In Europe, one or two of the participating countries in the Focal Points Network (see discussion above) conduct an annual, high profile event, the IDAHOT Forum. In recent years, an informal ministerial meeting has been held as part of this event. A significant number of European countries are represented in these meetings by a government minister, along with high-level representatives from the UN, EU and the Council of Europe.

MEASURE 41

- a. Norway will promote and draw attention to LGBTI rights in the Council of Europe's committee structure and support the Council of Europe's efforts on equality and non-discrimination related to sexual orientation, gender identity and gender expression.
- b. Norway is continuing its participation in the European Governmental LGBTI Focal Points Network and high-level participation in the informal ministerial meeting associated with the IDAHOT event.
- c. Norway will consider offering to host a meeting of the European Governmental LGBTI Focal Points Network, or an IDAHOT event during the plan period.

Responsible: Ministry of Children and Equality

EU/EEA and EEA Grants

Norway is represented in the European Commission's high level committee for non-discrimination, equality and diversity, and in selected expert seminars for exchange of experience and positive examples of LGBTI policy and rights. The European Commission presented a list of measures to promote equality for LGBTI persons (2015), in line with Norwegian interests and values.

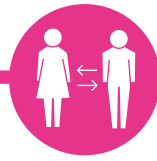
During the next period of the EEA grants, 2014–2021, Norway and the other EFTA/EEA countries Iceland and Liechtenstein will provide EUR 2.8 billion to Central and Southern Europe. Part of the aid will be used to strengthen democracy and respect for human rights. The support for civil society will continue.

The EU Fundamental Rights Agency, FRA, is among the world's leading research centres in terms of comparative studies of fundamental rights and living conditions for different minorities, including the LGBTI groups. There are very little comparable data on rights and living conditions among LGBT persons in different countries. In 2012–13, FRA came out with a unique online survey on the experience of respect, safety and rights among LGBT persons in Europe, and about the group's experiences with discrimination, violence and harassment. The analyses are based on responses from 93,000 respondents from 28 European countries. Norway was not among them.

MEASURE 42

- a. Follow up and support the European Commission's initiative on LGBTI equality through active cooperation with EU member states in the European Commission's high-level committee and participation in EU expert seminars on LGBTI rights.
- b. Norway will consider providing cooperation and support to countries wishing to use the EEA grants to strengthen LGBTI equality and rights.
- c. It will be further considered if and how Norway can take part and be Included in the EU/FRA's (Fundamental Rights Agency) comparative studies on various human rights issues, including studies involving SOGI issues.

Responsible: Ministry of Children and Equality



2016 • ACT ON CHANGING LEGAL GENDER

A proposed new Act on changing legal gender is adopted by Parliament. The Act means that people who experience as belonging to a different gender than the one registered with in the National Register shall have the right to change their legal gender without the requirement of specific diagnosis or medical treatment.

Nordic Region

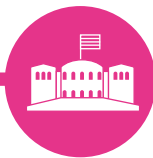
Norway participates in the Nordic governments' cooperation in the Council of Ministers for Equality (MR-JÄM). MR JÄM is part of the Nordic Council of Ministers (NMR).

The joint Nordic cooperation programme for 2015–2018, "Together for Equality - a stronger Nordic Region", establishes the framework for cooperation in the field of gender equality. Norway will hold the chairmanship of the Nordic cooperation in 2017, and will prioritise efforts especially against violence, hate speech and equality in the workplace.

MEASURE 43

It shall be considered how Norway, possibly together with other Nordic countries, can contribute in expanding the Nordic Governments' cooperation to include efforts to combat discrimination based on sexual orientation, gender identity and gender expression.

Responsible: Ministry of Children and Equality



2016 • ACTION PLAN

The Government presents Norway's second action plan to combat discrimination based on sexual orientation, gender identity and gender expression: Security, diversity, openness.



Photo:Tine Poppe

Appendix 1

Terms and concepts

Asexuality

Asexuality implies the absence of sexual attraction or absence of sexual desire. Asexuality is not the same as celibacy. People who are celibate experience sexual desire and attraction, but choose for various reasons to abstain from sex for shorter or longer periods, while asexual people have no desire or need for sex.

BDSM

BDSM is an acronym: BD stands for Bondage (binding with ropes or similar) and Discipline, DS stands for Dominance (to dominate and decide) and Submission (to be determined over, to submit) while SM stands for sadomasochism.

Bisexuality

Being bisexual is both a practice, attraction and identity. A bisexual person is attracted to or falls in love with individuals regardless of what gender the other one has. Bisexuality as a concept, way of life or identity, violates the understanding that the population can be divided into two groups, heterosexuals and gays. Bisexuals can thus experience invisibility, not being taken seriously and other discrimination among both heterosexuals and gays.

Cisgender

Being cisgender means that one can identify with the biological gender one is born with. A cisgender woman/cis woman is born as a woman and identifies with the female gender, and a cisgender man/cis man is born as man and identifies with the male gender.

Gay/homosexual

Being gay is both a practice, attraction and identity. A gay man or woman is attracted to or falls in love with individuals of the same gender. A gay man is attracted to other men, while a gay/lesbian woman is attracted to other women.

Gender dysphoria

Gender dysphoria is a medical term which is explained as discomfort caused by a mismatch between a person's gender identity and the gender the person was assigned at birth (and the associated gender role). This is partly what lies behind the diagnosis of "transsexualism". Many choose to use the term gender identity issue in this context, given that "gender dysphoria" can be perceived as a psychologically abnormal and negatively charged term.

Gender identity

Gender identity means a person's inner experience of being a woman, man, male or female, or neither. Most identify with the gender they were assigned at birth, but not everyone.

Gender expression

A gender expression is the way an individual manifests him- or herself as either a woman, man or outside of society's binary gender norm. Although most people present themselves in a gender expression which is perceived as clearly male or female, some have a gender expression that breaks with the binary classification between man and woman.

Heteronormativity

Heteronormativity means that heterosexuality and cisgender are almost always taken for granted when people meet. The heterosexual norm includes the cultural and social institutions, norms, practices and language that reflect a culture that assumes that all people are heterosexual.

Intersectionality

The term intersectionality is used in this context where an individual's LGBTI status affects and interacts with factors such as age, gender, sexual practices, degree of disability, class, ethnicity, religion and cultural background.

Gays, lesbians, bisexuals, transgender and intersex persons are found among young, old, all genders, in the ethnic Norwegian population and among ethnic minorities. LGBTI persons may also have visible or invisible disabilities. Some LGBTI individuals may therefore experience having two or more minority identities.

Intersex

Intersex is an umbrella term for many different conditions that apply to individuals who are born with uncertain somatic gender development. Intersex persons may, from birth, often not be described as boy or girl. Most of these children undergo surgery and assigned a male or female gender. However, not all intersex conditions are visible. Some individuals may be born with a vas deferens and fallopian tube, while others may have an atypical composition of chromosomes or hormones that are essential for sexual development. In many cases, these types of intersex conditions are not detected not until puberty or adulthood. There is reason to believe a number of intersex conditions are never detected.

Legal gender

Legal gender means the gender with which a person is registered in the National Registry.

Lesbian

Being lesbian concerns practices, attraction and identity. A lesbian woman is attracted to or falls in love with individuals of the same gender, i.e. other women.

LGBTI

LGBTI stands for lesbian, gay, bisexual, transgender and intersex.

The acronym LGBTI may represent a group of different personal identities or possibly population groups. LGBTI is used by a number of international organisations such as the UN, Council of Europe and the EU. The term LGBTI encompasses designations related to sexual orientation (LGB), gender identity/ gender expression (T) and intersex conditions (I).

In many contexts, LGBTI may be replaced by SOGI which stands for sexual orientation, gender identity and gender expression, and thus refers to more general phenomena rather than identities/groups.

Queer

Many people use "queer" as a synonym for LGBTI. For others "queer" is an identity that challenges and exceeds the categories heterosexual, lesbian, gay and bisexual, and which implies a critique of society's heteronormativity. Queer is also used by people who feel they do not fit into society's division of people into two genders.

Sexual orientation

Sexual orientation has to do with who we are in love with, sexually attracted to and want to be with. The most common sexual orientations are heterosexual, gay, bisexual and lesbian. Some also use queer.

SOGI

SOGI is short for sexual orientation and gender identity. The acronym SOGI is used by many because it is perceived as a more appropriate and less exclusionary umbrella term than LGBT. LGBTI refers directly to certain populations, while several smaller groups may often be perceived to be part of the LGBTI category without being explicitly stated in the acronym - and without considering themselves as either lesbian, gay, bisexual or transgender.

Transgender/transgender person/transgender*

Transgender is sometimes used as an umbrella term for transgender persons and persons with gender identity issues (i.e., persons with gender identity issues include all persons who experience, or have experienced, discomfort related to some form of contradiction between their gender identity and their biological gender). Sometimes an asterisk is used, trans*, to refer to the whole transgender spectrum and to refer to the diversity of people who define themselves as transgender.

Transsexualism

Transsexualism describes a situation where an individual perceives having a gender identity that does not correspond to the gender that person was assigned at birth based on external genitalia. For example, this means that an individual with a female physical gender can experience having a male gender identity.

Some explain transsexualism as being born in the "wrong body" or as being a man/woman trapped in a woman's/man's body. A condition for the diagnosis of transsexualism is that one has gender dysphoria, a strong resistance to one's physical body and gender.

Others, who do not wish to use transsexualism as a diagnosis, may describe their situation as being born with a body that needs physical adjustment to express proper gender identity. The term "transsexual" is perceived as offensive to many. It is therefore preferable to state "persons diagnosed with transsexualism." After a person has undergone gender confirmation treatment and given the proper legal gender, it is appropriate to only describe that individual as male or female.

Appendix 2

Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression (the Sexual Orientation Anti-Discrimination Act)

Chapter 1. Purpose and scope

§ 1. Purpose

The purpose of this Act is to promote equality irrespective of sexual orientation, gender identity and gender expression. Equality shall mean:

1. equal status,
2. equal opportunities and rights,
3. accessibility, and
4. accommodation.

§ 2. Factual scope of this Act

This Act shall apply in all sectors of society, with the exception of family life and other purely personal relationships.

§ 3. Geographical scope of this Act

This Act shall apply throughout the country, including on Svalbard and Jan Mayen. This Act shall also apply on fixed and mobile installations in operation on the Norwegian continental shelf and aboard Norwegian ships and Norwegian aircraft.

The King shall issue regulations on the application of this Act to posted workers; cf., § 1–7 of the Working Environment Act.

§ 4. Invariability

The provisions of this Act may not be varied by agreement.

Chapter 2. Prohibition against discrimination

§ 5. General rule regarding the prohibition against discrimination

Discrimination on the basis of sexual orientation, gender identity and gender expression shall be prohibited. The prohibition shall apply to discrimination on the basis of actual, assumed, former or future sexual orientation, gender identity and gender expression. The prohibition shall also

apply to discrimination on the basis of the sexual orientation, gender identity and gender expression of a person with whom the person who is discriminated against has a connection.

“Discrimination” shall mean direct and indirect differential treatment that is not lawful pursuant to § 6 or § 7. “Direct differential treatment” shall mean an act or omission that has the purpose or effect that a person is treated worse than others in the same situation, and that this is due to sexual orientation, gender identity and gender expression. “Indirect differential treatment” shall mean any apparently neutral provision, condition, practice, act or omission that results in persons being put in a worse position than others, and that occurs on the basis of sexual orientation, gender identity and gender expression.

§ 6. Lawful differential treatment

Differential treatment on the basis of sexual orientation, gender identity and gender expression shall not breach the prohibition in § 5 if:

- it has an objective purpose,
- it is necessary in order to achieve the purpose,
- and the negative impact of the differential treatment of the person or persons is reasonably proportionate in view of the intended result.

§ 7. Positive preferential treatment

- d. Positive preferential treatment on the basis of sexual orientation, gender identity and gender expression shall not breach the prohibition in § 5 if:
 - e. the preferential treatment is suited to promote the purpose of this Act,
 - f. the negative impact of the differential treatment on the person or persons is reasonably proportionate in view of the intended result, and
 - g. the preferential treatment will cease when its purpose has been achieved.

§ 8. Prohibition against harassment

Harassment on the basis of sexual orientation, gender identity and gender expression shall be prohibited. "Harassment" shall mean acts, omissions or statements that have the effect or purpose of being offensive, frightening, hostile, degrading or humiliating.

§ 9. Prohibition against retaliation

It shall be prohibited to retaliate against anyone who has stated that a complaint may be submitted. This shall not apply if the complainant has acted with gross negligence. The prohibition shall also apply to witnesses in a complaint case.

It shall be prohibited to retaliate against anyone who fails to follow an instruction that breaches § 10.

§ 10. Prohibition against instructions

It shall be prohibited to instruct anyone to discriminate, harass or engage in retaliation contrary to this Act.

§ 11. Prohibition against participation

It shall be prohibited to participate in discrimination, harassment, retaliation or instruction contrary to this Act.

Chapter 3. Active equality efforts**§ 12. Duty of public authorities to make active equality efforts**

Public authorities shall make active, targeted and systematic efforts to promote equality irrespective of sexual orientation, gender identity and gender expression.

§ 13. Activity duty of employer and employee organisations

Employer and employee organisations shall make active, targeted and systematic efforts to promote the purpose of this Act within their fields of activity.

§ 14. Duty of organisations and educational institutions to preclude and prevent harassment

The managements of organisations and educational institutions shall, within their areas of responsibility, preclude and seek to prevent the occurrence of harassment contrary to § 8.

Chapter 4. Supplementary rules relating to employment relationships**§ 15. Prohibition against discrimination in employment relationships**

announcement of a position, appointment, reassignment and promotion, training and skills development, pay and working conditions, and cessation of the employment relationship

The first paragraph shall apply correspondingly to the employer's selection and treatment of self-employed persons and hired workers.

§ 16. Prohibition against collection of information in connection with appointment

An employer shall not collect information about applicant's sexual orientation, gender identity and gender expression during the appointment process, whether during interviews or otherwise. However, this shall not apply if:

the collection of the information is based on the nature of the position, or the objective of the undertaking in question includes the promotion of particular religious, cultural or political views, and the worker's position will be important for the achievement of the objective.

If such information will be requested, this must be stated in the announcement of the position.

§ 17. Employer's disclosure duty to job applicants

Job applicants who consider themselves to have been disregarded contrary to this Act shall be entitled to demand that the employer provide written information about the person who has been appointed. The employer shall provide information about education, experience and other formal qualifications.

§ 18. Employer's disclosure duty regarding pay

A worker who suspects discrimination in the setting of pay shall be entitled to demand that the employer provide written confirmation of the pay level and the criteria for the setting of the pay of the person or persons with whom the person in question is making a comparison.

A person who receives information about pay pursuant to this provision shall be subject to a duty of confidentiality and shall sign a confidentiality declaration. This shall not apply in the case of information covered by the Freedom of Information Act.

An employer who releases pay information about an employee under this provision shall simultaneously inform the person in question of what information has been released, and to whom.

§ 19. Employer's activity duty

Employers shall make active, targeted and systematic efforts to promote the purpose of this Act in their undertakings. The activity duty shall encompass matters such as recruitment, pay and working conditions, promotion, development opportunities and protection against harassment. The activity duty shall apply to:

employers in the private sector who generally employ more than 50 employees, and employers in the public sector.

§ 20. Employer's reporting duty

Employers shall report on equality measures that have been implemented and that are to be implemented to satisfy the activity duty pursuant to § 19.

The reporting duty shall apply to undertakings that have an activity duty under § 19 and that are subject to a statutory duty to prepare an annual report. These undertakings shall include the reports in their annual reports.

The reporting duty shall also apply to public authorities and public agencies that are not subject to a duty to prepare an annual report. These bodies shall include the reports in their annual budgets.

§ 21. Employer's duty to preclude and prevent harassment

Employers shall preclude and seek to prevent the occurrence of harassment contrary to § 8.

Chapter 5. Enforcement, burden of proof and penalties

§ 22. Enforcement of this Act

The Equality and Anti-Discrimination Ombud and the Equality and Anti-Discrimination Tribunal shall enforce and contribute to the implementation of this Act; see the Anti-Discrimination Ombud Act. However, the Ombud and the tribunal shall not enforce the rules relating to: active equality efforts in chapter 3 and § 19, handling of pay information in § 18, second paragraph, or compensation for non-economic loss and compensation for economic loss in § 24

§ 23. Burden of proof

Discrimination shall be assumed to have occurred if: circumstances apply that provide grounds for believing that discrimination has occurred, and the person responsible fails to substantiate that discrimination did not in fact occur.

This shall apply in the case of alleged breaches of the provisions in chapter 2 and §§ 15 and 16.

§ 24. Compensation for non-economic loss and compensation for economic loss

A person who is discriminated against may claim compensation for non-economic loss and compensation for economic loss. This shall apply in the case of breaches of the provisions in chapter 2 and §§ 15 and 16.

In an employment relationship, liability shall exist irrespective of whether the employer can be blamed

for the discrimination. In other sectors of society, liability shall exist if the person who has committed the discriminatory act can be blamed for doing so.

The compensation for economic loss shall cover economic losses resulting from the discrimination. Compensation for non-economic loss shall be set at an amount that is reasonable in view of the scope and nature of the harm, the relationship between the parties and the circumstances otherwise.

These rules shall not limit the right of persons to claim compensation for non-economic loss and compensation for economic loss under the general principles of the law of damages.

§ 25. Right of organisations to act as legal representatives

In cases dealt with by the Equality and Anti-Discrimination Ombud and the Equality and Anti-Discrimination Tribunal, an organisation that has anti-discrimination work as its sole or partial purpose may be used as a legal representative.

In cases before the courts, a person appointed by and associated with an organisation that has anti-discrimination work as its sole or partial purpose may be used as counsel. This shall not apply to the Supreme Court. The court may refuse to accept an appointment as counsel if the court finds there to be a risk that the counsel lacks sufficient qualifications to safeguard the party's interests satisfactorily. In addition to the authority mentioned in section 3-4 of the Dispute Act, the counsel shall at the same time submit written information from the organisation regarding counsel's qualifications.



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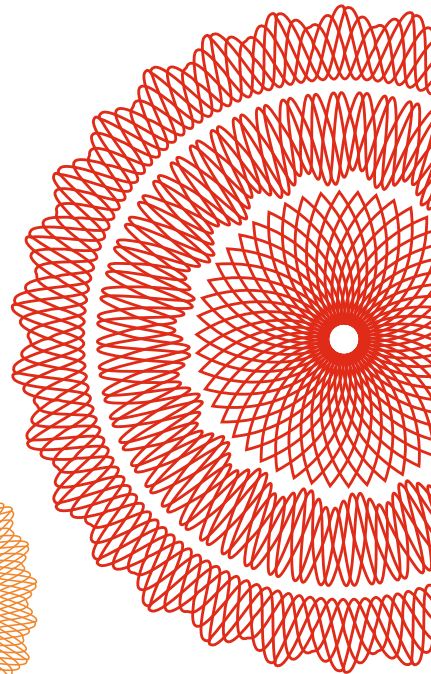
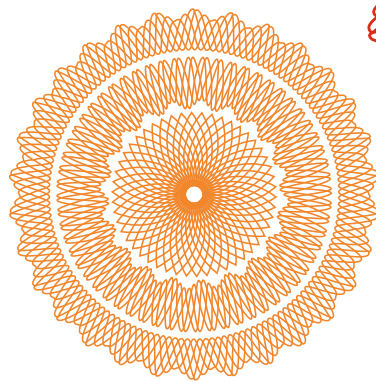
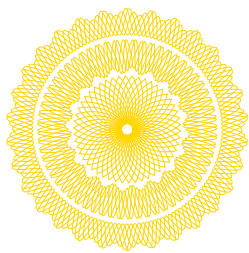
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