

# FGM

SCOTLAND'S NATIONAL ACTION PLAN  
TO PREVENT AND ERADICATE  
FEMALE GENITAL MUTILATION (FGM)

2016-2020

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The protection of girls and women from abuse and the prevention and eradication of FGM is the responsibility of all those in society



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## MINISTERIAL FOREWORD



Alex Neil  
Cabinet Secretary For  
Social Justice, Communities  
and Pensioners' Rights

Scottish Government considers Female Genital Mutilation (FGM) to be an unacceptable and illegal practice, a form of abuse and a violation of the human rights of women and girls. It reflects deep-rooted inequality between the sexes, and constitutes an extreme form of discrimination against women and girls.

It is a specific form of violence against women, as embedded in Equally Safe – Scotland's Strategy to Prevent and Eradicate Violence Against Women – under the guise of culture and religion. The wellbeing of women and girls is a key priority for the Scottish Government and preventing and eradicating Female Genital Mutilation (FGM) rightly must be part of that key priority.

The World Health Organisation estimates that between 120 million and 140 million women from 29 countries worldwide have been affected by FGM and that every year another three million girls become at risk of the procedure, which partially or wholly removes or injures their genitalia, for non-medical reasons.

There are no quick fixes to tackling FGM: it is a complex and hidden issue, and there is no single solution to ending the practice. Communities and individuals affected by FGM must be at the heart of work to effect significant social, cultural and attitudinal change over the long term; change that calls for the sustained commitment of a wide range of partners. If we are to banish FGM to history we need to understand why practising communities sustain traditions that are so unacceptable, and therefore **how** we discuss FGM is important. We must not tolerate FGM but, equally we must be conscious of how we engage and work with communities on these sensitive issues.

We are committed to taking forward all appropriate action that can help **prevent** this abuse arising, and to support women and girls in our communities who are survivors of FGM. This will include: working with communities to support attitudinal change; providing information to those at risk to help them understand that FGM is illegal; providing information, guidance and training to both the statutory and third sector; strengthening the law to extend protection to those at risk and to hold those who choose to perpetrate this abuse to account.

I am therefore pleased to publish *Scotland's National Action Plan to Tackle Female Genital Mutilation (FGM) 2016-2020*. It represents a comprehensive and ambitious plan for addressing this complex and often hidden abuse. It builds on work that has been happening across Scotland, bringing together best practice alongside our national plan, and will help us ensure that we are taking the necessary steps to put our commitment to protecting girls and women from harm into practice.

Importantly, this is Scotland's plan. The protection of girls and women from abuse and the prevention and eradication of FGM is the responsibility of all those in society, including the Scottish Government, Police Scotland, NHS, local authorities, third sector organisations, communities and families, and requires leadership across all relevant sectors. Similarly, the actions in this plan belong to a wide range of organisations and stakeholders. Our girls and women in communities across Scotland deserve no less than a full and collective commitment to delivering this action plan.

This action plan is a milestone in our journey to tackling FGM and all forms of gender-based abuse, not a conclusion. The Scottish Government has already implemented a range of work with partners to tackle FGM. We will continue to work in collaboration with our stakeholders to ensure that the National Action Plan is implemented and further advances the progress already made.

I would like to take this opportunity to thank those across all sectors who have worked so well in partnership with the Scottish Government to develop this plan. Their commitment and expertise have proven invaluable to its development - and will be essential to its success. By acting together, we can make our crucial contribution to the global aim to end FGM within a generation.

Alex Neil

**Cabinet Secretary For Social Justice,  
Communities and Pensioners' Rights**

## EXECUTIVE SUMMARY

FGM has been illegal in Scotland since 1985 and it is considered a form of violence against women and girls and a violation of their human rights internationally. It is an extremely harmful practice with devastating short and long-term health consequences for girls and women.

Equally Safe is Scotland's strategy to tackle all forms of violence against women and girls, including FGM. The aim of Equally Safe is to prevent and eradicate violence against women and girls, create a strong and flourishing Scotland where all individuals are equally safe and respected, and where women and girls live free from abuse – and the attitudes and behaviours that help perpetuate it.

Therefore our approach to tackling FGM is aligned with the overarching priorities of the Equally Safe strategy.

The purpose of this National Action Plan is to foster an environment of prevention in Scotland and to improve the welfare and quality of life of FGM survivors, with a focus on the linked areas of prevention, protecting girls at risk of FGM; and provision of appropriate support and sensitive services for survivors of FGM.

FGM reflects deep-rooted inequality between the sexes, and constitutes an extreme form of discrimination against women. In addition to the severe pain during and in the weeks following the cutting, women who have undergone FGM experience various long-term effects including physical, sexual and psychological.

FGM will continue to be an issue in Scotland until communities themselves choose to abandon the practice and we recognise that in order to find a solution to eradicate FGM, working with potentially affected communities is vital to breaking the cycle of violence. The views of communities affected by FGM must shape and inform future policy and service provision.

To ensure we are doing everything we possibly can to tackle this violence, both at home in Scotland and abroad, the Scottish Government is committed to working with all of its partners in the statutory and third sectors and potentially affected communities to progress a range of interventions targeted at preventing Female Genital Mutilation (FGM).



FGM reflects the deep-rooted inequality between the sexes, and constitutes an extreme form of discrimination against women.



This is part of our wider ongoing work to tackle all forms of violence against women and girls and to take robust action against the perpetrators of this abuse, including strengthening the law as appropriate, as well as measures to keep women and children who may be at risk safe and well.

Our FGM National Action Plan is divided into 4 sections:

Section One describes what FGM is and the scale of the issue globally, as well as the policy and legislative landscape underpinning the National Action Plan. Section Two sets out our ongoing work (*Where we are now*), and Section Three describes what remains to be done.

The National Action Plan itself is presented in Section 4 which includes the specific objectives, actions, activities and responsibilities required to drive and deliver the changes required. The objectives and actions have been informed by research, experience of other countries, engagement with partners in all sectors and the experiences and expertise of communities, and of service providers and service users.

Our strategic approach recognises the need to prioritise **prevention/protection from FGM, provision of services/appropriate support to those who have experienced FGM**, and to **hold perpetrators to account**. It also identifies any gaps in our knowledge and makes recommendations on how we can close them by working collaboratively with partners, across a wide range of interests and policy areas. Essentially, the Scottish Government's approach to these issues is preventive, supportive and legislative including, for example, changing attitudes and behaviours.

FGM is a global issue and we recognise that we can inform best interventions in Scotland by adopting and adapting good practices from other countries around the world. Our ambition is that likewise Scotland can become a model for other countries in terms of ending FGM, and supporting survivors.

# /INTRODUCTION

FGM is recognised internationally as a violation of the human rights of girls and women<sup>1</sup>.

The Scottish Government has been working in partnership with a range of public and third sector agencies to develop an National Action Plan to tackle FGM that is innovative, challenging and ambitious in scope. Scotland's National Action Plan for FGM builds on the range of work already being taken forward by the Scottish Government and its partners in both the statutory and third sectors, and at community level, to tackle this unacceptable practice.

## **Aims of the National Action Plan for FGM**

Firstly it seeks to strengthen understanding of how communities in Scotland are affected by FGM and supports changes in attitudes, behaviours, practices and policy to ensure FGM is **prevented** and ultimately eradicated. **Protecting** children and women from FGM is part of the Scottish Government's wider goal of creating a strong and flourishing Scotland where all individuals are equally safe and respected, and where women and girls live free from gender-based violence abuse and attitudes that perpetuate it.

Secondly, it is to ensure access to the **support and services** needed by girls and women in Scotland who have been affected by FGM, also referred to as 'survivors of FGM'.

The Plan will be delivered through partnership working with potentially affected communities, statutory agencies and third sector and community organisations.

## **Strategic framework**

Over the following pages, we will set out:

- how this approach is underpinned by a number of key Scottish Government priorities and strategic approaches including the National Performance Framework and Equally Safe<sup>2</sup>; and
- how our National Action Plan, which is informed by engagement with partners in all sectors, the experiences and expertise of communities, and of service providers and service users, will prevent and ultimately eradicate FGM.

We describe the current landscape in relation to FGM and how our strategic approach recognises the need to prioritise prevention/protection of those at risk of FGM, provide services and appropriate support to survivors, and to hold perpetrators to account. It sets out where we are now and where we want to be. It also identifies any gaps in our knowledge and makes recommendations on how we can close them by working collaboratively with partners, across policy areas and with a wide range of interests. The National Action Plan does not contain an exhaustive list of activities required of each of the different partners involved. It is intended as a plan to help partner organisations and communities work together towards finding local solutions to eradicate FGM, working within the overarching framework of the National Action Plan.

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1 <http://www.who.int/mediacentre/factsheets/fs241/en/>

2 <http://www.gov.scot/Publications/2014/06/7483>



## Underpinning Priorities and Principles – Programme for Government

The Programme for Government sets out the Government's programme of policy delivery and legislation with a focus on the following themes:



**Creating More, Better Paid Jobs  
in a Strong, Sustainable Economy.**



**Building a Fairer Scotland and  
Tackling Inequality.**



**Passing Power to People and  
Communities.**

Our Scottish Economic Strategy frames the Programme with a focus on inclusive growth through the mutually supportive pillars of competitiveness and tackling inequality.

## National Performance Framework

Eradicating FGM is also essential to achieving the Scottish Government's overarching purpose:

*“to focus government and public services on creating a more successful country, with opportunities for all of Scotland to flourish, through increasing sustainable economic growth”*

## National Performance Framework outcomes

<p>We have tackled the significant <u>inequalities</u> in Scottish society</p>	<p>We have strong, resilient and supportive <u>communities</u> where people take responsibility for their own actions and how they affect others</p>	<p>We live our lives safe from <u>crime</u>, disorder and danger</p>	<p>Our <u>children</u> have the best start in life and are ready to succeed</p>
<p>We have improved the life chances for <u>children, young people and families</u> at risk</p>	<p>Our <u>public services</u> are high quality, continually improving, efficient and responsive to local people's needs</p>	<p>We realise our full economic potential with more and better <u>employment opportunities</u> for our people</p>	<p>Our people are able to maintain their <u>independence as they get older</u> and are able to access appropriate support when they need it</p>

## Equally Safe – Scotland's Strategy to Prevent and Eradicate Violence Against Women And Girls

The aim of this Strategy is to prevent and eradicate violence against women and girls, creating a strong and flourishing Scotland where all individuals are equally safe and respected, and where women and girls live free from such abuse – and the attitudes that help perpetuate it.

## All forms, all women

Equally Safe is Scotland's strategy to tackle all forms of violence against women and girls: domestic abuse, rape and sexual assault; sexual harassment and intimidation at work and in public; stalking; commercial sexual exploitation such as prostitution, pornography and human trafficking; dowry-related violence; Female Genital Mutilation (FGM); forced marriage; and so-called 'honour'-based violence. Therefore our approach to tackling FGM has been aligned with the overarching priorities of that strategy:

<p><b>PREVENTION</b></p> <p>Scottish society embraces equality and mutual respect, and rejects all forms of violence against women and girls</p>	<p><b>PARTICIPATION</b></p> <p>Women and girls thrive as equal citizens: socially, culturally, economically and politically</p>	<p><b>PROVISION</b></p> <p>Interventions are early and effective, preventing violence and maximising the safety and wellbeing of women and girls</p>	<p><b>PROTECTION</b></p> <p>Men [all individuals] desist from all forms of violence against women and girls and perpetrators of such violence receive a robust and effective response</p>
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## Equally Safe Key Objectives

<p>Positive gender roles are promoted</p>	<p>Women and girls feel safe, respected and equal in our communities</p>	<p>Justice responses are robust, swift, consistent and coordinated</p>	
<p>People enjoy healthy, positive relationships</p>	<p>Women and men have equality of opportunity particularly with regard to access to power and resources</p>	<p>Women and girls access relevant, effective and integrated services</p>	<p>Men who carry out violence against women and girls are identified early and held to account by the criminal justice system</p>
<p>Individuals and communities recognise and challenge violent and abusive behaviour</p>	<p>Service providers competently identify violence against women and girls, and respond effectively</p>	<p>Men who carry out violence against women and girls must change their behaviour and are supported to do so</p>	

This National Action Plan also identifies what more needs to be done taking account of the recommendations in the Intercollegiate report, *Tackling FGM in the UK*, and the recommendations from the Scottish Refugee Council Report, *Tackling Female Genital Mutilation in Scotland - A Scottish Model of Intervention*<sup>3</sup>.

<sup>3</sup> [http://www.scottishrefugeecouncil.org.uk/assets/0000/9061/FGM\\_Report\\_FINAL\\_A4portrait.pdf](http://www.scottishrefugeecouncil.org.uk/assets/0000/9061/FGM_Report_FINAL_A4portrait.pdf)

# SECTION 1

## BACKGROUND AND CONTEXT

### What is Female Genital Mutilation (FGM)?

Female Genital Mutilation (FGM) is defined by the World Health Organisation (WHO<sup>4</sup>) as all procedures that involve partial or total removal of the external female genitalia, or other injury to the female genital organs for non-medical reasons.

FGM is often associated with honour-based violence (HBV) which can include forced and child marriage. HBV is a form of violence that occurs within a family or community and has to do with defending dictates of honour. According to the definition entered in the UN Beijing Platform for Action, honour-based violence is one form of violence against women and girls, the key point being that women are being subjected to violence because of their gender.

FGM reflects deep-rooted inequality between the sexes, and constitutes an extreme form of discrimination against women. It is nearly always carried out on minors and is a violation of the rights of children. The practice also violates a person's rights to health, security and physical integrity, the right to be free from torture and cruel, inhuman or degrading treatment, and the right to life when the procedure results in death. The procedure has no health benefits for girls and women and can cause severe bleeding and problems urinating, and later cysts, infections, infertility as well as complications in childbirth and increased risk of newborn deaths. There can also be significant psychological and psychosexual impacts.

### Female genital mutilation is classified into four types:

1. Clitoridectomy: partial or total removal of the clitoris (a small, sensitive and erectile part of the female genitals) and, in very rare cases, only the prepuce (the fold of skin surrounding the clitoris).
2. Excision: partial or total removal of the clitoris and the labia minora, with or without excision of the labia majora (the labia are 'the lips' that surround the vagina).
3. Infibulation: narrowing of the vaginal opening through the creation of a covering seal. The seal is formed by cutting and repositioning the inner, or outer, labia, with or without removal of the clitoris.

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4 WHO factsheet - <http://www.who.int/mediacentre/factsheets/fs241/en/>

4. Other: all other harmful procedures to the female genitalia for non-medical purposes, e.g. pricking, piercing, incising, scraping and cauterizing the genital area<sup>5</sup>.

### Why is FGM practised?

The origins of FGM are complex and go back thousands of years. It is a cultural practice, which does not have any basis in any religion, although there is a commonly-held misconception in some communities that it is a religious requirement, and is commonly seen as a rite of passage to adulthood and a prerequisite for marriage. For some women in certain communities, marriage and reproduction are the only means to ensuring economic security and social status. Without undergoing FGM, a woman may be denied the right of marriage, with the potential consequence of casting her out from society. It is also important to acknowledge that not all girls and women from 'practising communities' are at risk of FGM, as initiatives in families, communities and their countries of origin are having an impact on changing attitudes towards the practice.

### The scale of the issue globally

More than 125 million girls and women alive today have been cut or undergone some other form of FGM in the 29 countries in Africa and Middle East where FGM is concentrated.<sup>6</sup> The practice is most common in the western, eastern, and north-eastern regions of Africa, in some countries in Asia and the Middle East, and among migrant and diaspora communities from these areas.

Procedures are mostly carried out on young girls sometime between infancy and age 15, and occasionally on adult women. There are an estimated three million girls in Africa at risk of undergoing female genital mutilation every year.<sup>7</sup>

### International context

Female Genital Mutilation, in any form, is recognised internationally as a gross violation of human rights of girls and women. The practice denies women and girls their right to:

- physical and mental integrity;
- freedom from violence;
- the highest attainable standard of health;
- freedom from discrimination on the basis of sex;
- freedom from torture, cruel, inhuman and degrading treatments;
- life, when the procedure results in death.

These rights are protected in several international instruments including:

- International Covenant on Civil and Political Rights (ICCPR);
- International Covenant on Economic, Social and Cultural Rights (ICESCR);
- Convention Against Torture, Convention on the Elimination of Discrimination Against Women (CEDAW);
- Convention on the Rights of the Child (CRC).

5 Other harmful procedures include elongation of the labia minora/majora. The labia are pulled/stretched over a period of time using herbs and other implements until they reach a defined length e.g. length of the middle finger. For the purposes of this FGM National Action Plan, Scottish Government also considers a large variety of procedures which do not remove tissue from the genitals. They are generally less associated with harm or risk than types I, II, III, where genital tissue is removed.

6 WHO Factsheet - <http://www.who.int/mediacentre/factsheets/fs241/en/>

7 <http://www.who.int/reproductivehealth/topics/fgm/prevalence/en/>

Regional human rights instruments including:

- The European Convention of Human Rights;
- Charter of Fundamental Rights of the European Union.

Article 24 of the CRC calls for the prohibition of all traditional practices that are prejudicial to the health and wellbeing of children across the globe and the UN has called for the elimination of FGM in all girls under 18 years of age, and that all states which accede to CEDAW should take urgent steps to eliminate FGM.

International human rights bodies have set standards which address FGM and the human rights it violates. These international and regional standards require countries to fulfil their human rights obligations by protecting women and girls at risk of FGM.

The 1993 UN Declaration on the Elimination of Violence against Women<sup>8</sup> defines FGM as a form of violence against women. Article 5 of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa requires states to prohibit traditional practices that are harmful to women, including FGM, and to take all necessary measures, legal or otherwise, to protect women from FGM.

The Council of Europe Convention on preventing and combating violence against women and domestic violence, also known as the Istanbul Convention<sup>9</sup>, is the first European treaty specifically devoted to addressing violence against women, including Female Genital Mutilation and was signed by UK Government on 8 June 2012.

FGM constitutes a form of gender-related persecution under the 1951 Refugee Convention that can be related to the grounds of political opinion, membership of a particular social group or religious beliefs. FGM is mentioned as an example of persecution based on membership of a particular social group in the EU Qualification Directive, and also constitutes 'serious harm' in the context of the qualification for subsidiary protection under Article 15 of the EU Qualification Directive.

## FGM in the Scottish context

Whilst some of our communities in Scotland may be affected by FGM, not all women and girls from 'FGM practising countries' are at risk. Therefore, an understanding of the complexities of the issues will continue to be a key requirement in our future work to prevent violence against women and girls. With this in mind, we are continuing to build upon the work that we have already taken forward in this area to deepen our understanding and to inform our processes around the development of outcomes and interventions.

There are no clear and robust figures for the prevalence of FGM in Scotland because of the hidden nature of the crime. In its report, *Tackling FGM in Scotland – towards a Scottish model of intervention*<sup>10</sup>, the Scottish Refugee Council analysed existing census, birth register and other administrative data seeking to estimate the size and location of communities affected by FGM in Scotland. Based on the data available and its many limitations, the report did not seek to determine 'prevalence' of FGM, but rather found that:

8 <http://www.un.org/documents/ga/res/48/a48r104.htm>

9 [http://www.coe.int/t/dghl/standardsetting/convention-violence/about\\_en.asp](http://www.coe.int/t/dghl/standardsetting/convention-violence/about_en.asp)

10 [http://www.scottishrefugeecouncil.org.uk/what\\_we\\_do/policy\\_and\\_research/research\\_reports](http://www.scottishrefugeecouncil.org.uk/what_we_do/policy_and_research/research_reports)

- there were 23,979 men, women and children born in one of the 29 countries identified by UNICEF (2013) as an 'FGM-practising country', living in Scotland in 2011. There are communities potentially affected by FGM living in every Scottish local authority area, with the largest being in Glasgow, Aberdeen, Edinburgh and Dundee respectively;
- 2,750 girls were born in Scotland to mothers born in an FGM-practising country between 2001-2012.

Currently there is no available data on ethnicity or other variables affecting the practice of FGM in communities, so it's not possible to determine how many people in these communities are likely to be directly affected by FGM.

2011 census data on country of birth and ethnicity demonstrates that ethnic diversity in Scotland has grown over the last decade, with population growth becoming increasingly dependent on international migration. For example, the African population in Scotland has grown from 5,000 in 2001 to 30,000 in 2011.<sup>11</sup> With the introduction by the UK Government of the dispersal of asylum seekers to Glasgow in 2000, new refugee communities have also begun to settle in Scotland. A recent report by the UN High Commissioner for Refugees observes that 2401 women from FGM-practising countries sought asylum in the UK in 2011, and over 20% of women seeking asylum in the UK from 2008-2011 were from FGM-practising countries.<sup>12</sup> Given that in the last decade around 10% of people seeking asylum in the UK annually have been dispersed to Glasgow by the UK Government,<sup>13</sup> it is likely that some of these women now live in Scotland.

FGM is a global issue and we recognise that we can inform best interventions in Scotland by adopting and adapting good practices from other countries around the world, including Europe and the rest of the UK, and working to deliver them in partnership with key experts, professionals and potentially affected communities in Scotland.

## Legislation in Scotland

**FGM has been unlawful in Scotland since 1985.**<sup>14</sup> The Female Genital Mutilation (Scotland) Act 2005<sup>15</sup> re-enacted the Prohibition of Female Circumcision Act 1985 and extended protection by making it a criminal offence to have FGM carried out either in Scotland or abroad by giving those offences extra-territorial powers. The Act also increased the penalty on conviction on indictment from 5 to 14 years' imprisonment.

The Scottish Government worked collaboratively with the UK Government to close a loophole in the law in the Prohibition of Female Genital Mutilation (Scotland) Act 2005 to extend the reach of the extra-territorial offences in that Act to habitual (as well as permanent) UK residents by means of a Legislative Consent Motion (LCM) in the Serious Crime Act 2015. The Serious Crime Act 2015<sup>16</sup> received Royal Assent on 3 March 2015 and the provisions for Scotland commenced 3 May 2015.

11 Simpson, L (2014) *Dynamics of Diversity: evidence from the 2011 census. How has ethnic diversity changed in Scotland?* ESRC Centre on Dynamics of Ethnicity (CoDE), Manchester, p.1

12 UNHCR (2013) *Too Much Pain. Female Genital Mutilation and Asylum in the European Union: A Statistical Overview*, UNHCR, p.5

13 Shisheva, M, Christie, G, Mulvey, G (2013) *Improving the Lives of Refugees in Scotland after the Referendum: An Appraisal of the Options*, Scottish Refugee Council, Glasgow, p.5

14 <http://www.legislation.gov.uk/ukpga/1985/38/contents>

15 <http://www.legislation.gov.uk/asp/2005/8/contents>

16 <http://www.legislation.gov.uk/ukpga/2015/9/contents/enacted>

## Current cross-government policy areas

We recognise the holistic approach needed to end FGM and this includes the integration of FGM into wider Scottish Government policy, such as Health and Social Care, Education, Justice and Communities, and programming in GIRFEC, child protection, gender equality and other forms of honour based violence, in particular child and early forced marriage.

## Getting It Right For Every Child (GIRFEC) for FGM

GIRFEC<sup>17</sup> plays a significant role in protecting potential victims of FGM and in supporting victims of FGM.

GIRFEC is a consistent way for public services to work with all children and young people. It's the overarching policy and approach for all children's services and should also be used by practitioners in adult services who work with parents or carers.

The approach helps practitioners focus on what makes a positive difference for children and young people – and how they can act to deliver these improvements. Getting It Right for Every Child is being threaded through all existing policy, practice, strategy and legislation affecting children, young people and their families.

The GIRFEC approach should lead to early and effective intervention at any point in a child's life where that is necessary to improve wellbeing outcomes. By acting to support wellbeing as soon as needs or concerns are identified and well before crisis points are reached, the approach ensures that every child is supported in a timely and proportionate way. A key element of the GIRFEC approach is making available a Named Person for every child up until they are 18 years or leave school if this is later. This provides the child and family with a single point of contact where they can seek information, advice, support or help. The Named Person is also a single point of contact for other practitioners who have wellbeing concerns regarding a child.

The National Child Protection Guidance provides a national framework within which agencies and practitioners at local level – individually and jointly – can understand and agree processes for working together to support, promote and safeguard the wellbeing of all children. The revised *National Guidance for Child Protection in Scotland*, published in May 2014, provides a clear definition of what abuse is. It sets out our expectations for all individuals working with children and young people to identify and act on child protection concerns. The revised guidance contains a strengthened section on FGM.

## The Children and Young People Act

The Children and Young People (Scotland) Act 2014 is rooted in the Getting It Right For Every Child (GIRFEC) approach, and puts a number of key duties and provisions into statute, including a framework for the assessment of wellbeing (Part 18, section 96), making available a Named Person for every child (Part 4) and for every child who needs one, a statutory planning framework in terms of a single Child's Plan (Part 5). These duties and provisions are due to come into force in August 2016, subject to consultation. These provisions and duties will ensure that public services who come in contact with children and families work together to address wellbeing concerns including risks to the wellbeing of a child through FGM. The Act will ensure that appropriate and proportionate information is shared and action is taken when there is a risk to the wellbeing of a child, this includes sharing of information in relation to adults when this is necessary even where there is a duty of confidentiality.

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<sup>17</sup> GIRFEC – <http://www.gov.scot/Topics/People/Young-People/gettingitright>

## **Scotland's National Action Plan for Human Rights, and the international human rights framework**

Scotland's National Action Plan for Human Rights (SNAP)<sup>18</sup> is a roadmap for the realisation of all internationally recognised human rights. It is based on evidence and broad participation. It has been developed by a Drafting Group from across the public and voluntary sectors and overseen by an Advisory Council whose members reflect the diversity of Scottish civic life. SNAP's vision is of a Scotland in which everyone is able to live with human dignity. SNAP will coordinate action by a wide range of public bodies and voluntary organisations towards achieving this vision. It contains agreed outcomes, priorities and a process for working together from 2013-2017 to progressively realise the potential of human rights in all areas of life. There is a specific objective to enhance respect, protection and fulfillment of human rights to achieve justice and safety for all. The research underpinning SNAP recognises that Scotland's approach to addressing violence against women and girls has been widely praised.

## **Equality Act 2010**

The Equality Act 2010<sup>19</sup> places a duty on public bodies to eliminate discrimination, harassment, and victimisation of individuals; advance equality of opportunity between persons who share a protected characteristic and those who do not and to foster good relations between people who share a protected characteristic and those who do not. Identifying and responding to needs of those affected by gender-based violence, including FGM, is one way in which many public agencies are working meet their responsibilities under the Act.

## **The role of the Scottish Parliament Equal Opportunities Committee (EOC)**

During 2014, the Scottish Parliament's Equal Opportunities Committee<sup>20</sup> took evidence from stakeholders and Scottish Government officials on what is being done to tackle FGM in Scotland. The convener of the committee also met with the Cabinet Secretary for Social Justice, Communities and Pensioners' Rights to hear about ongoing work. The Equal Opportunities Committee maintains a keen interest in the work being carried out in Scotland to eradicate FGM.

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18 <http://www.scottishhumanrights.com/actionplan>

19 <http://www.legislation.gov.uk/ukpga/2010/15/contents>

20 <http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/29807.aspx>



## SECTION 2 WHERE WE ARE NOW

Along with its partners in the statutory and third sectors the Scottish Government is taking forward a range of work in terms of preventing FGM, working with practising communities, strengthening the criminal justice response, and ensuring access to appropriate services and support for survivors of FGM.

### **Scottish Government investment**

The Scottish Government is investing £11.8 million from the Scottish Government Equality Budget (total £20.3 million) in 2015-16 on a range of projects and services to help tackle and raise awareness of violence against women and girls and to support those who have experienced abuse.

This includes investment in a range of interventions aimed at preventing FGM, working collaboratively alongside partners in the statutory and third sectors and potentially affected communities.

### **Community-focused engagement initiatives**

Scottish Government is working with community based and third sector organisations to take forward a range of initiatives focusing on awareness raising and engagement.

### **Awareness raising, guidance and training**

A range of communications have been issued by the Scottish Government to stakeholders including Education, Police and NHS. These have included:

- a letter to all head teachers in Scotland reminding them of the procedures to be followed and guidance available in relation to FGM;
- a letter<sup>21</sup> to all health care professionals (in Scotland) to help recognition of FGM and to encourage healthcare to record the diagnosis and types of FGM, together with any corrective procedures, in the relevant clinical records;
- a letter<sup>22</sup> sent to all healthcare professionals to inform health professionals (in Scotland) of the additional resources available to support the delivery of services to people who have had FGM or at risk of FGM. It also provides a reminder to be alert to young girls being taken out of Scotland to have FGM performed.

21 CMO/CNO Letter <http://www.equalitiesinhealth.org/FGM-CMO.pdf>

22 [www.gov.scot/Topics/People/Equality/violence-women/FGM/Letter](http://www.gov.scot/Topics/People/Equality/violence-women/FGM/Letter)

The Scottish Government funds third sector organisations to develop and disseminate and to support training and public education on FGM.<sup>23</sup> For example Womens Support Project<sup>24</sup> provides a range of resources and information in relation to FGM on their website, including a statement opposing FGM.

Education Scotland<sup>25</sup> working with partners and Education Authority staff has produced a short supported PowerPoint presentation, which authorities and head teachers can use to raise awareness of FGM in schools and early years settings. The resource has been developed to increase the knowledge and understanding of staff to enable them to better safeguard children from the abuses associated with FGM.

The National Guidance for Child Protection<sup>26</sup>, which is used by all children's services such as education, was updated and published by the Scottish Government in **May 2014**. Within that guidance is a specific section providing advice on how to respond if there are concerns that a child may have been subject to, or may be at risk from, FGM.

- It provides a national framework within which agencies and practitioners at local level – individually and jointly – can understand and agree processes for working together to support, promote and safeguard the wellbeing of all children. It sets out expectations for strategic planning of services to protect children and young people and highlights key responsibilities for services and organisations, both individual and shared.
- It also serves as a resource for practitioners on specific areas of practice and key issues in child protection.

Police Scotland has produced *Honour Based Violence (HBV), Forced Marriage and Female Genital Mutilation Standard Operating Procedures* which provides officers with the necessary understanding and skills to deal appropriately and consistently with HBV incidents.

### **National multi-agency guidance**

A National Group was convened by the Scottish Government to deliver Multi-agency Good Practice Guidance for addressing FGM issues in Scotland.

Guidance will support frontline staff and their organisations to address Female Genital Mutilation (FGM) in Scotland. It will provide advice on good practice for individual practitioners and agencies within the statutory and third sectors to identify and respond to FGM. It will also propose a multi-agency response to support collaborative working between statutory and non-statutory agencies and the affected communities, to meet the often complex needs of women and girls affected by FGM. Publication of the guidance is expected around March 2016. It is expected that agencies and organisations will use the guidance to develop local protocols.

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23 <http://www.womenssupportproject.co.uk/vawtraining/content/femalegenitalmutilation/277,234>

24 <http://www.womenssupportproject.co.uk/>

25 <http://www.educationscotland.gov.uk/resources/f/fgm.asp>

26 National Guidance for Child Protection 2014 – <http://www.gov.scot/Publications/2014/05/3052>

## Research – Scottish Refugee Council Report (SRC)

The Scottish Government provided funding to the Scottish Refugee Council to support a project that delivered a report (published 17 December 2014) entitled *Tackling Female Genital Mutilation in Scotland: a Scottish Model of Intervention*<sup>27</sup>, providing research-based information to help inform our approach with community and statutory partners to tackling FGM in Scotland.

This scoping study was carried out by Scottish Refugee Council with the support of the London School of Hygiene and Tropical Medicine, and identifies populations potentially affected by Female Genital Mutilation in Scotland and explores interventions across the European Union (EU) in the areas of participation, prevention, protection and the provision of services, presenting a baseline of Scotland-specific data and recommendations for the development of a Scottish model of intervention.

The SRC baseline report highlights the lack of accurate data on the prevalence of FGM and recommends a more consistent approach to recording of FGM in its different forms across health, child protection and other frontline services, along with a range of other recommendations.

## Legislation in England and Wales

As well as existing legislation, the UK Government has included five legislative provisions in relation to FGM in the Serious Crime Act 2015. These provisions (as set out below) are for England and Wales and will not extend to Scotland.

- New legislation to grant victims of FGM lifelong anonymity from the time an allegation is made, to be achieved by amending the Female Genital Mutilation Act 2003 (the 2003 Act (England and Wales)) to prohibit the publication of any information that might lead to the identification of a person against whom an FGM offence is alleged to have been committed.
- New legislation that will mean parents can be prosecuted if they fail to prevent their daughter being cut, achieved by inserting a new section in the 2003 Act which will mean that if an offence of FGM is committed against a girl under the age of 16, each person who is responsible for the girl at the time FGM occurred will be liable.
- To provide for FGM protection orders for the purposes of protecting a girl against the commission of a genital mutilation offence or protecting a girl against whom such an offence has been committed.
- A mandatory duty for doctors, teachers and others to report cases of FGM to the police if they believe they have seen that FGM has occurred.
- Placing the existing FGM guidance for professionals on a statutory basis.

Scottish Government continues to liaise with UK Government to ensure efficacy of existing legislation and monitor the impact and any unintended consequences of the new legislation in other parts of the UK. Working with relevant stakeholders we continue to engage with potentially affected communities and other relevant stakeholders to consider the impact of any further legislation.

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<sup>27</sup> SRC Report – [http://www.scottishrefugeecouncil.org.uk/policy\\_and\\_research/research\\_reports](http://www.scottishrefugeecouncil.org.uk/policy_and_research/research_reports)

## SECTION 3 WHERE WE WANT TO BE AND HOW WE ARE GOING TO GET THERE

The Scottish Government is clear about the need to address the full range of complexities that surround FGM and the inequality that underlies it. In this National Action Plan we have identified our aims and priorities for achieving this. If we are to make a real change in this critical area, our National Action Plan needs to be coordinated and aligned with clear and unambiguous actions, with a robust performance framework including appropriate outcomes, indicators and targets. We have already described the work that is underway in Scotland. In this section, we explain how we intend to address the current gaps for example data collection, coordinated multi agency responses and any future legislation, addressing the needs of specific communities, students in higher education, the oil industry and international schools.

The National Action Plan is not about starting from scratch; it is about building upon ongoing activity already underway within the Scottish Government, local authorities, Police Scotland, statutory and specialist third sector organisations and agencies, and communities, and linking in with work at UK, European and international levels.

This plan is about working in partnership to ensure that what we do as we move forward is aligned with and contributes to agreed outcomes, objectives and ultimately our end goal of preventing and eradicating FGM.

### **Our approach**

This National Action Plan reflects the dual approach of prevention/protection and support/provision of services, and aligns with the Equally Safe priority areas. It recognises the importance of effective early intervention, as well as recognising that agencies, organisations, communities and individuals will have different characteristics and needs.

This National Action Plan provides an outcome-based framework for partner agencies and affected communities to assist them in the delivery of targeted and responsive interventions. Such collaborative actions to achieve the development and delivery of our outcomes and objectives will evolve in response to future developments, delivering meaningful change over the long term.

By focusing on these key areas our intention is to make the strongest possible start, building momentum early on, instilling confidence and enthusiasm in partners, and showing that we are serious about delivering real and lasting change for the women and girls of Scotland.

### **Building our capacity and capability**

What we are doing to prevent and eradicate FGM is vitally important, however so too is how we do it. This National Action Plan has been informed by the wealth of knowledge and experience of our partners.

We need to ensure we have the correct tools for the job. There needs to be consistent and competent development of our workforce within both the voluntary and statutory sectors to ensure everyone knows how to respond to disclosures of FGM and spot the warning signs that an individual may be at risk of FGM and the interaction between generalist workers and specialist workers.

We must ensure that where good practice has been established, there is a willingness to share this with other agencies and organisations, building the capacity and capability nationwide to deal with this issue, through regular multi-agency meetings and publications.

To be able to tackle this issue at its heart, the family unit, educational tools for parents and family members from potentially affected communities have to be made available to support parents and educate them through raising awareness and engagement through networks, various agencies and schools to provide guidance and support when facing increased family and community pressures.

As the optimum time for families taking young girls abroad to have FGM performed on them coincides with the school summer holidays, both statutory and non-statutory agencies must make additional efforts to raise awareness and provide support to young girls who may be at risk of FGM and their families. This could be in the form of FGM letter from CMO/CNO to health boards and GP practices, heightened vigilance of police at ports/airports and increased vigilance of teachers towards the end of school terms.

With increased international population movement including asylum seekers/refugees/migrants, it is vitally important that we take into consideration the barriers they may face, for instance language difficulties. It is therefore imperative that there is adequate capacity and capability in translation services to be able to provide awareness of the health and wellbeing impacts of FGM, as well as the awareness of the legislation in Scotland.

To be able to effect long-term attitudinal and behavioural change within potentially affected communities, it is vital that the capacity and capability of community leaders is strengthened. We must ensure that the religious and opinion leaders and activists of these communities, including men, have the support structure in place to be able to make a stand on this issue and work within their communities to enable dialogue, discussion and greater understanding about this unacceptable practice. It is important to engage young people in the debate so that they can influence and support their peers.

Capacity and capability of voluntary and third sector organisations needs to be built upon to work together in partnership with other statutory organisations to lead on community engagement and development.

It is important to influence, support and enable the willingness or ability of potentially affected communities to access appropriate and accurate information and support through various mediums including websites, social media and helplines, along with face-to-face interactions.

We need to ensure there is a robust legal framework in place to bring the people responsible for this abuse, and those who aid and abet them, to justice.

Taking account of successful initiatives in other countries that is applicable or appropriate to Scottish circumstances will provide a good base to develop our own initiatives.

## SECTION 4 RECOMMENDED ACTIONS

The National Action Plan initially addresses the twin aims of **'To Prevent/Protect'** and **'To Provide Services/Support'**, with the ultimate aim of achieving the cessation of the practice of FGM in Scotland. The National Action Plan is not intended to be a stand-alone, separate plan, but sits alongside **Equally Safe – Scotland's Strategy to Prevent and Eradicate Violence Against Women and Girls**. The actions and activities are intended to deliver the objectives of that strategy, in recognition that this practice is an abuse of the human rights of women and girls and is a form of gender-based violence. The timescale for the actions below are indicated as short, medium and long term for agencies to take forward collaboratively and working in partnership with the affected communities.

FGM will continue to be an issue in Scotland until communities themselves choose to abandon the practice and we recognise that in order to find a solution to eradicate FGM, working with communities is vital to breaking the cycle of violence. The views of communities affected by FGM must shape and inform future policy and service provision. This National Action Plan covers all forms of FGM including type 4 definitions which may not involve removal of tissues from the genitals (such as elongation), and across all related potentially affected communities.

The National Action Plan seeks to help partner organisations and communities work together towards finding solutions to eradicate FGM so does not contain an exhaustive list of activities required of each of the different partners involved.

Where Community Planning Partnerships (CPPs) are identified as action owners, it includes, local authorities (and within that education, housing, social work), police, NHS, third sector, and others (this list is not exhaustive). It is anticipated that each organisation within a CPP will be responsible for the actions allocated to them. All statutory agencies include NHS, police, local authorities, education, social work, (both Child Protection and Adult Protection) and others.

### **The timescales referred to in this plan indicate:**

- Short Term** any period of time up to one year
- Medium Term** any period of time from one year to no more than three years
- Long Term** any period of time of three years or more

## / OVERARCHING OBJECTIVES

Objectives	Action	Activities	Action Owner	Timescale
Positive gender roles are promoted to ensure that women and girls affected by FGM are empowered to achieve their full potential	FGM is identified within overarching prevention work on Violence Against Women and Girls	Review Violence Against Women and Girls strategies and action plans to explicitly include actions to prevent the practice of FGM and provide services to those affected by FGM	Individual and multi-agency response by CPPs (Community Planning Partnerships), Integrated Joint Boards (IJBs), Police Scotland, Violence Against Women Partnerships, Child Protection Committee (CPC) Scotland, Multi-Agency Risk Assessment Committees (MARACs) and Multi Agency Partnerships (MAPs)	Medium
	Gender Based violence including FGM is recognised as a public health issue	Public health strategies and services involve partner agencies and community organisations to raise awareness of the right of all women and children to be free from FGM	All statutory and third sector organisations	Short/Medium
Women and men have equality of opportunity particularly with regard to access to resources	Public sector agencies understand and fulfil their general and specific duties as set out in the Equality Act 2010, and include FGM within the gender-based violence strategies	Review gender-based violence strategies and action plans to explicitly include access to resources to enable public sector organisations to understand their duties to prevent FGM and provide services to those affected by FGM	All statutory organisations	Medium/Long



# PREVENTION

Objectives	Action	Activities	Action Owner	Timescale
Women and girls potentially affected by FGM feel safe, respected and equal in our communities	Provide clarity of legislation and policy position on FGM in Scotland	Provide FGM Statement and raise awareness around holiday times to prevent FGM and to be included in Police Scotland initiatives at airports and ports	Scottish Government, statutory and non-statutory organisations including Education, Scottish Airports and Ports, Police Scotland	Short
	Implement an FGM prevention plan to prevent harm and support women and girls at risk of harm	All partners to engage with multi-agency working groups and committees, nationally and at a local authority level	Individual and multi-agency response by CPPs (Community Planning Partnerships), Integrated Joint Boards (IJBs), Police Scotland, Violence Against Women Partnerships, Child Protection Committee Scotland, Multi-Agency Risk Assessment Committees (MARACs) and Multi-Agency Partnerships (MAPs)	Medium
		Police Scotland, with partner agencies will coordinate local and national media campaigns to raise awareness of emerging forms of abuse	Police Scotland	Medium
		Police Scotland, with partner agencies, will implement prevention strategies to influence social attitudes and reduce vulnerability	Police Scotland	Medium
		Police Scotland will review national FGM training to ensure it provides its frontline staff with the skills they need, and enabling multi-agency training	Police Scotland, other statutory agencies, third sector agencies	Medium
People enjoy healthy, positive relationships and understand the damaging effects that FGM has on those relationships	Provide information about FGM and gender equality and children's rights	Raise awareness of FGM and the services available, and development of all communities, including young people, men, religious leaders and others, recently arrived migrants, asylum seekers and refugees	Scottish Government, third sector and statutory agencies	Short

Objectives	Action	Activities	Action Owner	Timescale
		Education Scotland will review, update and develop learning resources that can be used in the classroom in an age appropriate manner	Education Scotland, NHS Health Scotland	Short
		Make available up-to-date factual information on the impact of FGM on the health and wellbeing of the affected individuals	NHS Boards, third sector organisations	Short
		Scope the impact and implications that elongation of labia and other practices has on potentially affected communities in Scotland, and develop appropriate response	Scottish Government, third sector organisations, NHS Boards	Medium
Individuals and communities recognise the implications and are able to challenge FGM	Communities potentially affected by FGM and professionals are supported to identify and analyse common issues within affected communities and develop strategies to challenge behaviour and influence change in communities, service provision and policy making	Investment made in community engagement and development to enable the recognition of the implications of FGM and are able and empowered to challenge the practise of FGM. This to include all sections of the potentially affected communities including men, women, children and young people	Scottish Government and other funders	Medium
		Agencies and organisations should publish and maintain online information and resources e.g. onescotland.org and Scottish Government webpages and FGM Aware, NSPCC Helpline, Scottish Womens Aid, the Scottish Domestic Abuse Helpline, the free app called Petals	Scottish Government and all partners in statutory and third sector	Short/Medium
Individuals who support FGM change their attitudes and behaviour and are supported to do so	Statutory services work with partner agencies and community organisations to raise awareness of the right of all women and children to be free from FGM	Investment to be made in community-based engagement and development with all members of the potentially affected communities, including men, women, children and young people to change attitudes and behaviour	SG and other funders	Medium

## / PROTECTION

Objectives	Action	Activities	Action Owner	Timescale
Justice and child protection responses to FGM are robust, swift, consistent and coordinated	Police to ensure that they respond sensitively to the concerns raised by professionals and others	To develop awareness of and access to the guidance for police on how to respond to FGM	Police Scotland	Short
	Statutory agencies respond appropriately to children at risk of FGM	Children affected by FGM have a child's plan	CPP, IJBs and Social Work Scotland, Scottish Child Protection Committee Scotland	Short/Medium
	Female genital mutilation should always be seen as a cause of significant harm and also seen in the context of GIRFEC or local inter agency child or adult protection procedures	Local procedures, guidelines and communication strategies should be in place to ensure a coordinated response from all agencies and highlight the issue for all staff that may come into contact with women and children who may be at risk from or affected by female genital mutilation in partnership with parents/ carers where appropriate	CPP, IJBs and Social Work Scotland, Scottish Child Protection Committee Scotland and Adult Support and Protection Committee (ASPC) conveners	Short
Those who seek to or carry out FGM are identified early and held to account by the criminal justice system	Ensure legislation to address FGM in Scotland is fit for purpose	Scottish Government to continue to engage with potentially affected communities and other relevant stakeholders to consider the impact of any further legislation	Scottish Government, Crown Office and Procurator Fiscal Service (COPFS), statutory organisations, third sector organisations, Police Scotland	Medium
		Scottish Government to liaise with UK Government to ensure efficacy of existing legislation	Scottish Government, COPFS	Short/Medium
		Assess the numbers being prosecuted for performing, aiding and abetting FGM following investigations by Police Scotland	COPFS, Police Scotland	Medium
		Consider the existing legislation in relation to elongation and other practices and cosmetic genital piercings	Scottish Government, Police Scotland, COPFS, and other relevant statutory agencies	Long

Objectives	Action	Activities	Action Owner	Timescale
	Develop policy, procedure and learning from investigations to ensure consistent police standards are applied across Scotland	Establish an effective mechanism to review investigations and ensure adherence to national standards for prevention FGM and management of FGM survivors	Police Scotland	Medium
		Establish a nationally accessible platform for Police Scotland to identify good practice and learning outcomes from previous investigations	Police Scotland	Medium
		Develop and implement a communication and engagement plan in order to facilitate partner engagement and support for the delivery of national Child Protection processes	Statutory and third sector organisations	Medium
	Through thorough investigations and development of FGM intelligence strategy identify and detect perpetrators	Work with statutory and third sector partners to agree thresholds for exchanging personal information, initiating investigations, ownership, and deployment of Police Scotland Public Protection Unit resources	Police Scotland	Medium
		Monitor impact of gender-based hate crime taking care not to stigmatise individual communities	Police Scotland	Medium

# PROVISION

Objectives	Action	Activities	Action Owner	Timescale
Women and girls who have been affected and who are potentially affected by FGM have access to relevant, effective and integrated services	Delivery of coordinated and consistent services via a multi-agency response to those affected or who may be affected by FGM	Regular multi-agency meetings to exchange information and good practice about FGM locally and with other regions in Scotland	Multi-agency response by CPPs (Community Planning Partnerships), Integrated Joint Boards (IJBs), Police Scotland and Violence Against Women Partnerships, Child Protection Committee Scotland, Multi-Agency Risk Assessment Committees (MARACs) and Multi-Agency Partnerships (MAPs) and other statutory and third sector agencies	Medium
		All statutory agencies have at least one named professional with expertise on FGM in addition to the lead officer, where they are different individuals	All statutory agencies	Short
	Consistent recording and reporting of FGM data to inform responsive and high quality service development and monitoring of services	Demonstrate improved data capture for FGM: <ul style="list-style-type: none"> <li>• recording</li> <li>• reporting</li> <li>• risk assessment</li> <li>• referrals/monitoring</li> <li>• information sharing</li> </ul>	All statutory agencies	Medium
		Multi-agency information sharing protocol developed and publicised locally to statutory and non-statutory sectors	All statutory agencies	Medium
	Each NHS Board has a clear protocol and a referral pathway to ensure a coordinated and comprehensive health and social care service, including generalist and specialist services, are available and accessible informed by the local need	Provide information to healthcare staff, including those in general practice and community clinics (paediatrics, genito urinary clinics, mental health, etc.) to enable them to access up-to-date information about the range of health and other local and national statutory and voluntary sector services that offer support to survivors of FGM	NHS Boards, IJBs	Short/Medium

Objectives	Action	Activities	Action Owner	Timescale
		Healthcare workers and other professionals should provide relevant information to survivors of FGM about support services and how to access them	NHS Boards, CPPs, IJBs, third sector, university and student college welfare	Short/Medium
		Individuals who experience trauma as a result of FGM should receive access to trauma informed mental health services	NHS Boards, IJB's	Short/Medium
	Through partnership working improve Police Scotland's response to FGM and increase opportunities for early and effective interventions in respect of victims and perpetrators	Police Scotland to work collaboratively with partners to create national processes for the submission of intelligence on FGM	Police Scotland	Short/Medium
		Improve the reporting methods by third party reporting for those affected by FGM	Police Scotland, all statutory agencies, third sector organisations	Short/Medium
		Nationally collate the number of child concern referrals/Inter Agency Discussions (IRDs) received by Police Scotland for FGM and maintain a national FGM register to provide operational coordination and an overall assessment of FGM prevalence across Scotland	Police Scotland, Child and Adult Protection Committees, CPC, ASPC Scotland, MARACs, and MAPs	Medium
Service providers competently identify FGM, and respond effectively	All statutory organisations equip their workforce with the necessary skills knowledge and understanding to effectively identify and respond to FGM, identify risk and follow local procedures for reporting child and adult protection concerns	To develop multi-agency national guidance for front line staff and their organisations, to address FGM in Scotland	NHS Health Scotland, Police Scotland, local authorities, CPPs, higher educational institutions and all relevant third sector organisations	Publication date expected early 2016

Objectives	Action	Activities	Action Owner	Timescale
		All statutory agencies will develop a comprehensive suite of guidance documents to ensure all staff is confident and competent at identifying and responding appropriately	All statutory agencies and higher educational institutions	Medium
		Healthcare staff in key settings should be equipped to sensitively enquire about patient experience of FGM and to respond effectively to disclosures of FGM. For example, assess risk and take appropriate action	NHS Boards, NHS Health Scotland and IJBs	Short/Medium
		To develop and maintain FGM educational materials and resources for teachers to support children, parents/carers and other networks, to include annual safeguarding update	Education Scotland	Medium
		Each Child Protection Committee and Adult Protection Committee should have an inter-agency learning and development strategy to reflect the training needs of the multi-agency workforce, with specific reference to the role of the Named Person and lead professional in identifying and responding to women and children at risk of or affected by FGM	Individual and multi-agency response by CPPs (Community Planning Partnerships), Integrated Joint Boards (IJBs) and Violence Against Women Partnerships, Child Protection Committee (CPC) forum, and Multi-Agency Partnerships (MAPs); Social Work Scotland, Scottish Child Protection Committee Chair Forum	Medium

## SECTION 5 NEXT STEPS

### Implementation

A National Implementation Group will be set up by the Scottish Government, to oversee the implementation of the agreed National Action Plan, and monitor its progress. The National Implementation Group will comprise representatives from the sectors and organisations with responsibility for actions and activities within the agreed National Action Plan. Each organisation will develop its own implementation plan, involving their FGM/GBV Leads, local third sector and community development organisations, and representatives from communities potentially affected by FGM, as appropriate. This should include indicators to demonstrate progress towards output, outcomes and timescales.

### Measuring our progress

Scottish Government will assess the progress in relation to the aims and the outcomes rather than the implementation of specific actions or activities measured and monitored by individual organisations. We want to demonstrate progress against these actions, moving ever closer towards our overarching aim of preventing and ultimately eradicating FGM altogether. It may be unrealistic to expect dramatic improvements in the short term as this issue requires significant and sustained step-change in policy, practice and societal attitudes and behaviours over the long term. However the more ambitious we are and the sooner we start, the greater the difference we will make to improve the lives of children, young girls, women and their families.



This issue requires significant and sustained step-change in policy, practice and societal attitudes and behaviours





# APPENDICES

## Short Life Working Group Membership

### SLWG Membership:

Name	Representing
Dr P Mishra	SG Public Health (Senior Medical Officer) – Chair
Lesley Musa	SG Equality Policy
Bruce Sutherland	SG Equality Policy
Emily Keltie	SG Equality Policy
Ann Holmes	SG Nursing and Midwifery (Chief Professional Advisor for Midwifery in Scotland)
Elaine Cockburn	SG Health (Nursing and Midwifery Policy Unit) also representing Children and Families Directorate
Pauline Nairn	Police Scotland
Willie Guild	Police Scotland
Nina Murray	Scottish Refugee Council
Donna Turnbull/Katrina MacDonald	SG Child Protection Policy
Kath Gallacher	NHS Greater Glasgow & Clyde
Katie Cosgrove	NHS Health Scotland
Doosur Zasha	Dignity Alert Research Forum (DARF)
Kate Hargreaves Wilson	Roshni
Monica McGeever/Maggie Fallon	Education Scotland (Safeguarding)
Danielle Archibald	Social Work Scotland
Sean Byrne	Child Protection Committee Chair Forum

### Support Services

There are a range of community based support services including:

- Amina: <http://www.mwrc.org.uk/>
- Dignity Alert Research Forum (DARF): [www.darf.org.uk/](http://www.darf.org.uk/)
- Hemat Gryffe: <http://www.hematgryffe.org.uk/>
- Roshni: <http://www.roshni.org.uk/>
- Saheliya: <http://www.saheliya.co.uk/>
- Shakti Womens Aid: <http://shaktiedinburgh.co.uk/>
- KWISA (Kenyan Women in Scotland Association): <https://www.facebook.co./kwisauk>

NSPCC Helpline – 0800 028 3550 or at [fgmhelp@nspcc.org.uk](mailto:fgmhelp@nspcc.org.uk)

### Other Resources

Forced marriage guidance and information resources:

- Onescotland: <http://onescotland.org/equality-themes/gender-equality/forced-marriage/>
- Scottish Government Guidance and Information: <http://www.gov.scot/Topics/People/Equality/violence-women/forcedmarriage>

# /GLOSSARY OF TERMS

Glossary of terms is divided alphabetically and contains all acronyms and their full definitions.

Acronym	Full Definition
<b>A</b>	
ASPC	Adult Support and Protection Committee
<b>C</b>	
CEDAW	Convention on the Elimination of Discrimination Against Women
COPFS	Crown Office and Procurator Fiscal Service
CoSLA	Convention of Scottish Local Authorities
CPC	Child Protection Committee
CPP	Community Planning Partnerships
CRC	Convention on the Rights of the Child
<b>E</b>	
EOC	Equal Opportunities Committee
<b>F</b>	
FGM	Female Genital Mutilation
<b>G</b>	
GIRFEC	Getting It Right For Every Child
<b>H</b>	
HBV	Honour-based violence
<b>I</b>	
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IJB	Integrated Joint Boards
<b>M</b>	
MAP	Multi-Agency Partnership
MARAC	Multi-Agency Risk Assessment Case Conference
MATAC	Multi-Agency Tasking and Coordination

Acronym	Full Definition
<b>N</b>	
NHS	National Health Service
<b>P</b>	
PSoS	Police Service of Scotland
<b>S</b>	
SCPC	Scottish Child Protection Committee chair forum
SG	Scottish Government
SLWG	Short Life Working Group
SNAP	Scotland's National Action Plan for Human Rights
SRC	Scottish Refugee Council
SWS	Social Work Scotland
<b>U</b>	
UNHCR	United Nations High Commissioner for Refugees
<b>V</b>	
VAWG	Violence Against Women and Girls
<b>W</b>	
WHO	World Health Organisation
WSP	Women's Support Project



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