

# International Migration 2010–2011

SOPEMI Report for Norway



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NORWEGIAN MINISTRY OF CHILDREN, EQUALITY AND SOCIAL INCLUSION  
NORWEGIAN MINISTRY OF JUSTICE AND THE POLICE  
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## Table of contents

1 OVERVIEW .....	5
2 MIGRATION – GENERAL CHARACTERISTICS .....	8
2.1 Legislation and policy.....	8
2.2 Migration flows.....	9
2.3 Immigration according to entry categories .....	12
3 FAMILY-BASED IMMIGRATION.....	14
3.1 Legislation and policy.....	14
3.2 Family-related permits and EEA-registrations.....	15
4. LABOUR MIGRATION .....	17
4.1 Legislation and policy.....	17
4.2 Labour migration flows .....	18
4.3 Service providers and labour migrants on short term stay.....	20
5 MIGRATION FOR EDUCATION AND TRAINING .....	22
5.1 Legislation and policy.....	22
5.2 Permits.....	22
6 ASYLUM SEEKERS AND REFUGEES .....	24
6.1 Legislation and policy.....	24
6.2 Asylum applications and permits .....	25
6.3 Resettlement of refugees .....	29
6.4 Settlement in municipalities .....	30
6.5 Voluntary repatriation .....	30
7 IRREGULAR MIGRATION AND RETURN .....	32
7.1 Legislation and policy.....	32
7.2 Irregular migration.....	33
7.3 Assisted, voluntary return.....	34
8 FOREIGN NATIONALS, IMMIGRANTS AND THEIR CHILDREN .....	36
8.1 Population growth and fertility rates.....	36
8.2 Foreign nationals .....	36
8.3 Immigrants and Norwegian-born with immigrant parents .....	37
8.4 Population with refugee background.....	40
9 NATIONALITY AND NATURALIZATION .....	41
9.1 Legislation .....	41
9.2 Naturalizations .....	41
10 INTEGRATION AND SOCIAL INCLUSION .....	43
10.1 Policy goals and guidelines .....	43
10.2 Reviews of the welfare model and the integration policy .....	43
10.3 Improvement of living conditions in specific urban areas .....	45
10.4 Plan of Action against Forced Marriages .....	45
10.5 Plan of Action against Female Genital Mutilation.....	47
10.6 The Introduction Program.....	47
11 LANGUAGE TRAINING AND EDUCATION .....	49
11.1 Policy and legislation .....	49
11.2 Early Childhood Education and Care (ECEC).....	51
11.3 Primary and secondary education.....	53
11.4 Follow up service.....	57
11.5 Adult education.....	57
11.6 Norwegian language training for adult immigrants .....	58
12 THE LABOUR MARKET .....	60
12.1 Labour market policy.....	60
12.2 Employment .....	60
12.3 Unemployment .....	63
12.4 Entrepreneurship and employment creation by immigrants .....	64
13 PARTICIPATION IN ELECTIONS .....	66
13.1 National elections .....	66
13.2 Local elections .....	66
14 DISCRIMINATION .....	67
14.1 Legislation .....	67
14.2 PROGRESS.....	68
14.3. Plan of Action to Promote Equality and Prevent Ethnic Discrimination 2009-2012.....	68

14.4 Active recruitment.....	69
14.5 Public opinion.....	70
15 INFORMATION AND REPORTS .....	71

## Tables

TABLE 2.1 MIGRATION FLOWS 2001-2010.....	11
TABLE 3.1 FAMILY-IMMIGRATION - MAJOR COUNTRIES. PERMITS AND EEA-REGISTRATIONS. 2001 – 2010 .....	15
TABLE 4.1 EMPLOYED PERSONS (RESIDENTS) BY COUNTRY OF BIRTH 2008Q4 – 2010Q4.....	19
TABLE 4.2 WORK-RELATED RESIDENCE PERMITS BY TYPE AND EEA-REGISTRATIONS, 2004-2011 .....	20
TABLE 5.1 PERMITS AND REGISTRATIONS (FROM 2010) FOR EDUCATION AND TRAINING – MAJOR CATEGORIES. 2001-2010 .....	23
TABLE 5.2 STATUS CHANGE FOR INTERNATIONAL STUDENTS. 2003-2010 .....	23
TABLE 6.1 ASYLUM APPLICATIONS, MAJOR COUNTRIES OF ORIGIN. 2001 – 2010.....	26
TABLE 6.2 ASYLUM SEEKERS GRANTED REFUGEE- OR HUMANITARIAN STATUS. 2001 – 2010 .....	27
TABLE 6.3 RESULT OF EXAMINED ASYLUM CLAIMS BY UDI – PERCENTAGE. 2003-2010.....	28
TABLE 6.4 RESETTLEMENT OF REFUGEES - MAJOR COUNTRIES OF ORIGIN. 2010.....	29
TABLE 7.1 REJECTIONS AND EXPULSIONS. 2001 - 2010.....	34
TABLE 7.2 RETURN – MAIN CATEGORIES. 2007-2011 .....	34
TABLE 8.1 FOREIGN NATIONALS - MAJOR COUNTRIES. 2005 – 2011.....	37
TABLE 8.2 IMMIGRANTS - REGION OF BIRTH. 2006-2011.....	39
TABLE 9. 1 NATURALIZATIONS. MAJOR COUNTRIES OF ORIGIN 2001-2010 .....	41
TABLE 11.1 KINDERGARTEN ATTENDANCE BY AGE AND BACKGROUND. 2010.....	52
TABLE 12.1 EMPLOYMENT RATE - TOTAL POPULATION AND IMMIGRANTS. PER CENT OF POPULATION AGED 15-74. FOURTH QUARTER 2010.....	61
TABLE 12.2 REGISTERED UNEMPLOYMENT AND PARTICIPATION IN ACTIVE LABOUR MARKET POLICY (ALMP) PROGRAMS. AUGUST 2011 .....	64

## Charts

CHART 2.1 IMMIGRATION ACCORDING TO ENTRY CATEGORIES, 1990 – 2010.....	12
CHART 2.2 IMMIGRATION ACCORDING TO ENTRY CATEGORIES - 2010.....	13
CHART 4.1 MACROECONOMIC DEVELOPMENT AND FIRST-TIME LABOUR IMMIGRATION OF NON-NORDIC CITIZENS. 2003-2010 .....	18
CHART 6.1 ASYLUM SEEKERS - 1985-2010 .....	25
CHART 6.2 ASYLUM SEEKERS, TOP FIVE COUNTRIES, MONTHLY 2010-2011 .....	26
CHART 6.3 OUTCOME OF EXAMINED ASYLUM CLAIMS BY UDI. 2010 AND 2011.....	28
CHART 6.4 NUMBER OF RESETTLED REFUGEES 2000 – 2010.....	29
CHART 8.1 IMMIGRANTS AND NORWEGIAN-BORN WITH TWO IMMIGRANT PARENTS. COUNTRY BACKGROUND. 1970-2010.....	38
CHART 8.2 MAJOR GROUPS OF IMMIGRANTS AND THEIR CHILDREN. 1.1.2011 .....	39
CHART 11.1 DIFFERENCE IN PERCENTAGE POINTS BETWEEN PUPILS WITH IMMIGRANT BACKGROUND AND ALL PUPILS - PROPORTION RANKED AT THE LOWEST MASTERING LEVEL IN READING, 2007-2010. 54	
CHART 11.2 DIFFERENCE IN PERCENTAGE POINTS BETWEEN PUPILS WITH IMMIGRANT BACKGROUND AND ALL PUPILS - PROPORTION RANKED AT THE LOWEST MASTERING LEVEL IN MATHEMATICS, 2007-2010. ....	55
CHART 11.3 PROPORTION OF PUPILS STARTING UPPER SECONDARY EDUCATION THE SAME YEAR AS FINISHING LOWER SECONDARY EDUCATION. 2006-2010.....	56
CHART 11.4 PROPORTION OF IMMIGRANTS COMPLETING UPPER SECONDARY EDUCATION BEFORE THE AGE OF 30, BY AGE AT ARRIVAL. 2006 - 2010.....	57
CHART 12.1 EMPLOYMENT RATE (EMPLOYED PERSONS AS PER CENT OF POPULATION AGED 15-74) BY YEARS OF RESIDENCE AND REGION OF ORIGIN. FOURTH QUARTER 2010.....	62
CHART 12.2 UNEMPLOYMENT RATES (REGISTERED UNEMPLOYED IN PER CENT OF LABOUR FORCE) AMONG IMMIGRANT AND NATIVE POPULATION, AND RATIO OF IMMIGRANT TO NATIVE POPULATION UNEMPLOYMENT RATES, 2002-2011 (SECOND QUARTER).....	63

## Statistical annexes

Tables A1-A28 (all countries) and B7-B19 (OECD)

## 1 Overview

### *Record levels of immigration and emigration*

In 2010 the total inflow of immigrants to Norway from all countries reached a record level of 73 900, representing an immigration rate of 15 per thousand inhabitants. Of these immigrants 65 100 were foreigners and 8 800 Norwegians. 64 per cent of the foreign immigrants came from EU countries. In addition, emigration of foreigners reached the record level of 22 500. Thus, net immigration of all foreign nationals was 42 600, only 2 000 lower than the all-time high in 2008. Poland was the major country of origin with a net immigration of 7 600. Lithuania experienced the strongest growth rate and reached a net immigration level of 5 800. For Norwegian nationals there was a small net emigration of 200 persons.

Work remained the major reason for immigration to Norway in 2010. It was the main motivation for 48 per cent of the non-Nordic immigration. Family-related immigration represented 29 per cent, and 12 per cent of the immigrants were granted a residence permit based on a need for protection or on humanitarian grounds, while 11 per cent were granted a permit for the purpose of education, training or cultural exchange.

500 500 immigrants and 100 400 persons born in Norway to immigrant parents were residing in Norway at the beginning of 2011, representing altogether 12.2 per cent of the resident population, with 10.2 per cent having immigrated themselves. The largest immigrant group residing in Norway was from Poland, consisting of 56 900 immigrants. The largest number of Norwegian-born to immigrant parents, 14 400, had parents from Pakistan. More than 200 000 immigrants had lived in Norway for less than five years – more than twice the number in 2005.

### *High labour immigration*

Following a strong increase in labour immigration before the economic crisis in 2008, labour immigration stagnated and then decreased in 2009, before increasing again in 2010. The number of employed resident immigrants increased by 34 000 (14 per cent) from 2008 to 2010 (fourth quarter). Persons from EU-countries in Eastern Europe accounted for more than half of the increase. In contrast, the number of workers on short-term stay decreased by 8 000 (11 per cent) from 2008 to 2010. Recent statistics indicate continued high labour immigration levels in 2011.

### *Increasing family immigration*

Permits for family-related immigration from third countries reached 10 000 in 2010. In addition there were 11 500 EEA-registration based on family ties. This indicates an increase from 2009, but the figures are not fully comparable. The growth has continued during 2011. The most important third countries of origin were Thailand, the Philippines and Somalia. Major EEA-countries were Poland, Lithuania and Germany. 3 150 non-Nordic nationals immigrated to be part of a new family in 2010. More than half of them came to live with a person belonging to the general population.

### *Fewer asylum claims*

In 2010, there was a sharp reduction in the number of asylum seekers, ending at 10 000 applicants. The major countries of origin were Eritrea, Somalia and Afghanistan. Among the asylum seekers 900 applied as unaccompanied minors, a 65 per cent

reduction from 2009. During 2010, 35 per cent of the decisions made through the asylum procedure resulted in refugee status. Another six per cent of the decisions resulted in a residence permit granted on humanitarian grounds. The first instance rejection rate was 59 per cent, almost the same as in 2009. In addition, 1 100 refugees arrived for resettlement in Norway in 2010. The number of asylum claims during 2011 will be around 9 000. The rejection rate has fallen to approximately 50 per cent.

#### *Focus on return*

The reduction in the number of asylum claims in Norway for the last two years has several causes, including the implementation of several restrictive measures since 2008. These measures include a strong focus on return of those who failed to obtain protection or residence on humanitarian grounds. In 2010, the number of forced returns increased by almost 40 per cent and reached 4 600. The number of voluntary assisted returns in cooperation with IOM also increased, reaching almost 1 500. During 2011, forced and assisted voluntary returns combined have increased further and will probably involve more than 6 300 persons.

#### *Integration and social inclusion of immigrants and their children*

The main objectives of the integration and social inclusion policy are to prevent lower social participation and poorer living conditions among immigrants compared to the population in general, to ensure that immigrants as quickly as possible participate in the labour market and society in general, and to ensure equal opportunities for immigrants and their children. These are some of the results:

- Employment rates among immigrants stabilized in 2010, following a decrease from 2008 to 2009. Immigrants from EU-countries in Eastern Europe were especially affected by the economic downturn, largely because of their strong presence in the building and construction sector. The unemployment rate for this immigrant group had decreased to 7 per cent by August 2011. The unemployment rate continued to be highest among immigrants from Africa. A relatively large share of immigrants participates in Active Labour Market Policy programs.
- Norwegian-born persons with immigrant parents are a small group in the labour market, counting some 15 000 employed persons aged 15-74. More than 70 per cent are below 30. The employment rate is relatively low in this group. In the age group 25-29, the employment rate was 72.8 per cent in the fourth quarter of 2010, compared to 77.8 per cent in the entire population in the same age group.
- Over the last years, immigrants, and the rest of the population, have had a steady increase in income, but immigrants are more prone to persistent poverty than the population at large. In the period 2007 – 2009, 3.3 per cent of non-immigrants were at risk of long term poverty, using the OECD's poverty measurement method, while 16 per cent of all immigrants and children of immigrants were at such risk. A relatively high proportion of poor immigrants live in very large households. The typical path into poverty is through large, single-income families.
- More children with immigrant background attend kindergarten than previously and have improved their Norwegian language and social skills when starting school, compared to previous cohorts. By the end of 2010, 71 percent of all one-to five-year olds in this group attended kindergarten, compared to 89 percent of all children in this age group.

- A higher proportion of immigrant pupils and Norwegian-born pupils with immigrant parents achieved lower scores than other pupils when tested in reading and mathematics skills in 2010.
- In 2010, 97 per cent of Norwegian-born pupils with immigrant parents made a direct transition from lower to upper secondary education compared to 96 per cent for all pupils and 77 per cent for immigrants. A slightly lower proportion of Norwegian-born pupils to immigrant parents than all pupils had not completed upper secondary education five years after they started. A relatively high proportion of persons born in Norway with immigrant parents enter higher education.
- During 2010, nearly 12 000 persons participated in the introduction program for new immigrants, compared to 10 000 in 2009. 5 900 of the participants were women. In 2009, 57 per cent of the participants who finished the introduction program in 2008 were employed or participated in education, compared to 63 per cent the previous year. The majority of adult immigrants with five years of residence have not completed the final test in Norwegian language and social studies.

The action plan (2008 – 2011) against forced marriages has shown positive results in preventing young people to become subject to forced marriages and to provide better assistance and protection to young people who have been victims of such marriages. The efforts against forced marriages will continue and be strengthened with a new action plan for 2012.

The Government is in the process of preparing a new White Paper to Stortinget on integration and inclusion of immigrants and their children in Norway. The paper is based on documentation and proposals in three committee reports - NOU 2010:7 Multitude and Mastering. Multilingual children, youth and adults in the education system; NOU 2011:7 Welfare and Migration; NOU 2011:14 Better Integration. Goals, Strategies and Measures.

## **2 Migration – general characteristics**

### **2.1 Legislation and policy**

The Immigration Act of 15 May 2008 regulates the entry of foreign nationals to Norway and their right to residence and work. The act and the corresponding Immigration Regulation entered into force on 1 January 2010. There were no significant changes of the act and the regulation during 2010 and 2011.

According to the regulations, four main categories of immigrants from third countries<sup>1</sup> are admitted following an individual assessment:

- labour migrants, i.e. persons who have a concrete job offer
- persons with close family ties to somebody residing in Norway
- students, trainees, au pairs and participants in exchange programs
- refugees or persons who qualify for residence permit on humanitarian grounds

As a rule, students etc. are only granted temporary residence permits, but they may work part time and change their status after receiving a job offer on the completion of their studies. Depending on certain criteria, the other categories may be granted either a permanent or only a temporary residence permit. The main legal migration categories are discussed in chapters three to six.

A residence permit in Norway includes the right to work if not otherwise stated. A permanent residence permit, conferring the rights of residence and work, is normally granted after three years of continuous residence, providing certain conditions are satisfied.

As a general rule, a first-time residence permit must be granted prior to entry. As a main rule, it will be granted for at least one year, and may be granted for a period of up to three years, but a permit for the purpose of work will normally only be granted for the duration of the work contract.

An important change with the new act is that the term ‘refugee’ includes persons who meet the criteria of article 1A of the 1951 Refugee Convention as well as other applicants covered by the non-refoulement provisions of any international convention to which Norway is a party. The most important of these, is the European Convention for the Protection of Human Rights and Fundamental Freedoms. In other words: Those who are eligible for Subsidiary Protection Status under the EU Qualification Directive will be granted refugee status under the Norwegian Immigration act.

Because of this change, the right to family reunification has been strengthened for those who are included under the extended refugee concept but who under the previous act would have been granted subsidiary protection. This implied that they then should have to be able to support their family economically for a family reunification permit to be issued. This is no longer a requirement for persons in this group as all

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<sup>1</sup> EU regulations regarding free movement of persons apply to nationals of Switzerland and countries party to the Agreement on the European Economic Area (EEA) with the exceptions for Bulgaria and Romania for which transition arrangements are still in force. Citizens of Nordic countries have enjoyed free movement since 1957.



persons granted refugee status are exempted from the income/subsistence requirements according to the current legislation.

The Directorate of Immigration (UDI) handles, as first instance, applications for asylum, as well as applications for residence permit and permanent residence status, and the question of expulsion. Applicants for a permit, whose applications have been rejected by UDI, may appeal to the Immigration Appeals Board (UNE), which is an independent appeals body.

The complete immigration process involves several government agencies. Usually, an application is presented to a Norwegian diplomatic mission abroad and is forwarded to UDI in Norway for consideration. If the application is made by someone who already is present in Norway, it should be presented to the local police which will receive it and register all available information before forwarding it to UDI. The work of the police, and some diplomatic missions, involves, for example, answering questions and advising applicants, registration of identity and travel history for asylum seekers, conducting interviews and issuing permits that have been granted. To improve communication between an applicant or a residence permit holder and the decision-making authorities, there are plans to transfer front agency tasks from the police to new immigration offices managed by UDI. The intention is that the new offices also will be responsible for making decisions in a number of cases.

An on-going IT-based modernization program called “EFFEKT”, aims to give all immigration authorities efficient electronic work tools, as well as better services for the public. The program includes a number of projects, including a web portal for registering applications on-line, electronic transfer of all in- and outgoing documents between all parties involved and a switch from manual to automatic background transfer of information needed for making decisions. The results from some of the projects have already been implemented. The rest are scheduled to be completed in 2012.

An independent committee appointed by the Government has reviewed the system for appeals in individual immigration cases. The committee delivered its final report in November 2010.<sup>2</sup> It recommends that the present Immigration Appeals Board should be divided into two divisions. One division should only handle asylum cases and, as a main rule, be handled by a board where the applicant is given the right to appear in person. The other division should handle all other appeals, like appeals concerning rejections of residence permits, expulsions etc., and will be organized like an ordinary administrative body. The report was until October 2011 on consultation among stakeholders. The report and the responses from the consultation are being considered by the Ministry of Justice and the Police.

## 2.2 Migration flows

With the exception of 1989, Norway has had net *immigration*<sup>3</sup> since the late 1960s, cf. table A10. The annual average flow almost doubled from 6 300 for the period

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<sup>2</sup> Cf. NOU 2010: 12 Ny klageordning for utlendingssaker (Norwegian version only)  
<http://www.regjeringen.no/pages/14623124/PDFS/NOU201020100012000DDDPDFS.pdf>

<sup>3</sup> Immigration is defined to include persons who have legally moved to Norway with the intention of staying 6 months or more, and who are registered as such in the Central Population Register.

1986-1990 to 11 800 for the period 1996-2000, increased further to 13 600 for the period 2001-2005 and reached the unprecedented average of 37 500 for the period 2006-2010, cf. table A6. From 2009 to 2010 net migration increased to the second highest yearly level of 42 350. This was 3 700 higher than in 2009 and only one thousand lower than the record level in 2008. As percentages of the total population an immigration rate of 1.5 and an emigration rate of 0.64 were at record levels, cf. table A2.

The *gross immigration* to Norway in 2010 was close to 73 900 persons; 65 100 foreigners and 8 800 Norwegians, cf. table A4 and A10. This was 8 700 higher than in 2009, and even 6 900 more than during the former record year, 2008.

The *immigration of foreign nationals* to Norway increased by 8 400 persons from 2009. Close to 65 100 foreign nationals, 45 per cent of them women, were registered as immigrants by the Central Population Register.<sup>4</sup> This was the highest number ever recorded, cf. table A7 and A10.

The increase in 2010 was mainly due to increasing immigration from Lithuania, Poland and Sweden. 52 per cent of all foreign immigrants were from OECD-countries and 64 per cent came from EU-countries. The share of immigrants from the new EU-countries in Central and Eastern Europe was 38 per cent. The largest group came from Poland with 11 350 immigrants. After Poland, the highest inflows of foreigners were from Sweden (7 600), Lithuania (6 550), Germany (2 700), and the Philippines (2 100), cf. Table A7.

The *net immigration of foreign nationals* in 2009 was 42 550, 4 300 more than in 2009. It is the second highest number ever recorded, cf. table A10. The net immigration surplus of foreigners was particularly noticeable for Poland (7 600), although this was four to five thousand lower than the record levels in 2007-2008. Other nationalities with significant net immigration in 2010 were Lithuania (5 800), Sweden (3 300), and Latvia (2 100), cf. Table A9.

For most nationalities, the gender ratio was almost balanced. From important countries like Poland and Lithuania 58 per cent were men, and from countries like the Philippines and Thailand a large majority (87 per cent) were women, cf. tables A9f and A9m

The level of registered *gross emigration* has also increased over the years, but at a much slower pace than immigration, cf. table A5 and A10. It would seem that emigration is mostly determined by the economic cycles in Norway, as seen in the high figures for 1989-1990, or by exceptional events as the return of many Kosovars during 2000-2001. The high numbers for the last few years reflect considerable mobility among labour migrants from EEA-countries.

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<sup>4</sup> Asylum seekers are registered as immigrants only after having received a residence permit and settled in a Norwegian municipality. Normally, an asylum seeker whose application has been rejected will not be registered as an 'immigrant', even if the application process has taken a long time and the return to the home country is delayed for a significant period.

In 2010 we saw a *gross emigration* of 31 500 persons, 22 500 foreign nationals and 9 000 Norwegians; cf. table A5 and A10. This is an increase of 4 100 foreigners, compared to 2009. Of the total emigration 13 900 were women and 17 600 were men, cf. A5f and A5m. The largest emigration from Norway was to Sweden (6 400), Denmark (3 000) and Poland (1 700). 4 300 of the foreign emigrants were Swedes, the largest emigrant group this year. 3 700 emigrants were Polish nationals; cf. table A8.<sup>5</sup>

The *return-migration of Norwegians* from other countries has been quite stable for the last 20 years, hovering between eight and ten thousand. In 2010 the number was 8 800, an increase of only 300 persons from 2009, cf. table A10.

There are significant differences between various immigrant groups in whether they stay in Norway permanently, or whether their visit is temporary, cf. table A11. On average 65 per cent of those who immigrated between 1995 and 2005 were still residing in Norway after five years. Immigrants from countries in Asia had the highest proportion of persons staying for five years or more (82 per cent on average) while persons from Oceania had the lowest proportion staying this long (35 per cent). 91 per cent of immigrants from Iraq and 89 per cent of those from Somalia and Iran were still residing here after five years, the highest retention rates among major immigrant groups.

Table 2.1 below, which is based on table A10 in the statistical annex, presents an overview of the migration flows of foreigners and nationals for the last ten years.

**Table 2.1 Migration flows 2001-2010**

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Immigration:</b>	34 300	40 100	35 900	36 500	40 200	45 800	61 800	66 900	65 200	73 900
- foreigners	25 400	30 800	26 800	27 900	31 400	37 400	53 500	58 800	56 700	65 100
- nationals	8 900	9 300	9 200	8 600	8 800	8 400	8 300	8 100	8 500	8 800
<b>Emigration:</b>	26 300	22 900	24 700	23 300	21 700	22 100	22 100	23 600	26 600	31 500
- foreigners	15 200	12 300	14 300	13 800	12 600	12 500	13 300	15 200	18 400	22 500
- nationals	11 100	10 700	10 300	9 400	9 100	9 600	8 800	8 400	8 200	9 000
<b>Net migration:</b>	8 000	17 200	11 300	13 200	18 400	23 700	39 700	43 300	38 600	42 350
- foreigners	10 200	18 500	12 400	14 000	18 700	24 900	40 200	43 600	38 300	42 550
- nationals	- 2 200	- 1 300	- 1 200	- 800	- 300	- 1 200	- 500	- 300	300	- 200

Source: Statistics Norway

Immigration figures for the first half of 2011 indicate an increase from 2010. A net immigration from abroad of 23 200 during this period is 3 500 higher than the first half of 2010. Immigration increased with 4 300 persons, but there was also an increase of almost 800 emigrations. During these six months, major countries of origin were Poland, Lithuania, Eritrea and Latvia. Poland recorded the strongest increase from 2010.<sup>6</sup>

<sup>5</sup> This implies that the destination country for 2 000 Poles is unknown or that some may have emigrated to other countries than Poland.

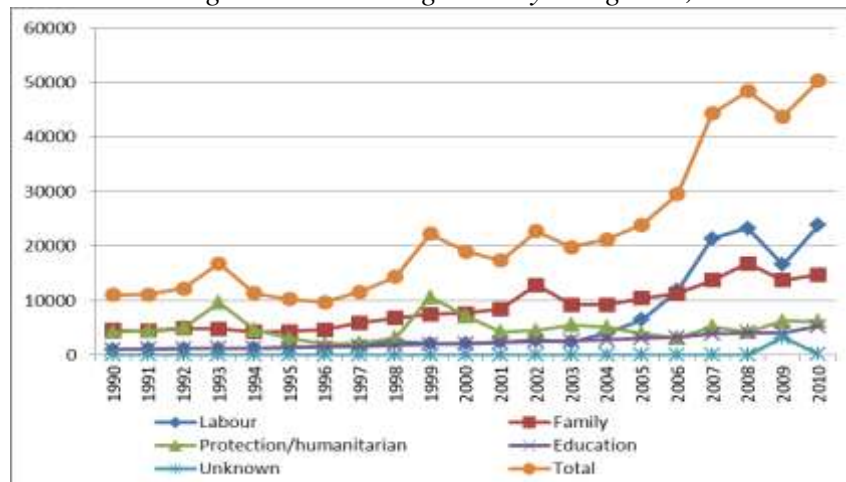
<sup>6</sup> See [http://www.ssb.no/english/subjects/02/02/folkendrkv\\_en/](http://www.ssb.no/english/subjects/02/02/folkendrkv_en/)

### 2.3 Immigration according to entry categories

In the statistics on immigration according to reason for entry four main categories are listed – family, labour, protection/ humanitarian and education/training/exchange. These categories are derived from the type of first time permit granted to non-Nordic nationals who are registered as immigrants in the Norwegian population register. Nordic immigrants are not included in this figure, as they do not need any type of residence permit or an EEA-registration. However, the immigration of Nordic nationals is mainly work related. As of 2010, the information about reason for entry of non-Nordic citizens from EU-countries is based on their own declaration of reason when registering their first presence for three months or more.<sup>7</sup>

During the period from 1990 until the end of 2010, 470 600 non-Nordic nationals immigrated to Norway, cf. Table A24. 179 800 persons, or 38 per cent of all registered immigrants, were admitted as family members of residents. 22 per cent arrived as refugees or asylum-seekers. 28 per cent came as labour immigrants, while 11 per cent have arrived for education etc. Since 2006, labour immigration has been the major category, surpassing family immigration, cf. chart 2.1. The rise in the category “unknown” in 2009 was due to the removal of the requirement for a work or residence permit for nationals from most EEA-countries.

Chart 2.1 Immigration according to entry categories, 1990 – 2010



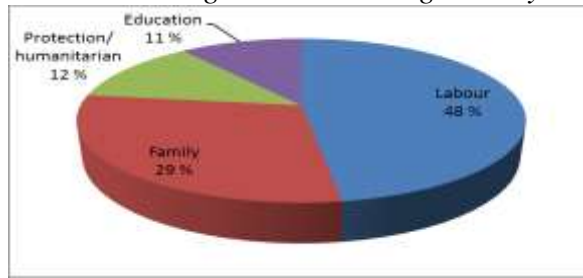
Source: Statistics Norway

During 2010, 50 250 new non-Nordic immigrants were registered, 6 500 fewer than in 2009 and the second highest figure recorded since 1990. Labour immigration was the largest category, with 48 per cent of the total. Family-based immigration was 29 per cent in 2010, cf. chart 2.2 below. More than two thirds of the non-Nordic labour immigrants were from EU-countries in Central and Eastern Europe, and almost one third from Poland.

Approximately 12 per cent of the immigrants were granted a permit based on a need for protection or on humanitarian grounds, following an asylum application or arriving as resettlement refugees. The share of immigration based on education, training and cultural exchange was 11 per cent in 2010.

<sup>7</sup> No registration will be necessary upon re-entry following a period of absence.

Chart 2.2 Immigration according to entry categories - 2010



Source: Statistics Norway

63 per cent of the non-Nordic immigrants in 2010 came from Europe, 21 per cent from Asia, including stateless persons, 11 per cent from Africa and 4 per cent from North-and South America or from Oceania.

For the period 1990 – 2010 the largest non-Nordic groups were from Poland with 64 650 immigrants followed by Germany (27 000), Iraq (22 250), Somalia (21 150) and Serbia, incl. Montenegro and Kosovo, (19 100).

The major groups of non-Nordic family immigrants were from Poland, Lithuania, Thailand, the Philippines and Latvia. Of 14 750 persons who arrived in Norway as family immigrants in 2010, 11 000, or 75 per cent, came through family reunification. 3 150 immigrants came to establish a new family, mostly through marriage and the largest groups were from Thailand, the Philippines, Pakistan, Russia and Turkey. 1 600 persons, or 51 per cent of the 3 150, came to live with a person in Norway belonging without an immigrant background, and of these 500 persons were from Thailand and more than 200 from the Philippines.

For the whole period 1990 – 2010, 108 900 persons or 61 per cent of all family related immigrants came for family reunification. 70 300 came to establish a new relationship, mostly through marriage. Of the latter 58 per cent involved a person without an immigrant background.

Three out of four of the non-Nordic immigrants who immigrated since 1990 still lived in Norway at the end of 2010. Among refugees and persons granted residence on humanitarian grounds the figure is 84 per cent, while it is 42 per cent among students, au pairs and trainees. Since a large share of the recent arrivals in the latter category is still studying, the average figure for the whole period is somewhat misleading. If we look at persons who immigrated for education or cultural exchange purposes ten years ago or more, for each year of immigration those still remaining in Norway represent around 20 per cent of those who originally arrived. This proportion is quite high, considering that students initially were granted a temporary permit. It means that a significant number of students later qualified for permanent residence on another basis.

For non-Nordic labour migrants the average retention rate is 72 per cent while it is 81 per cent for family-related migration. Among labour migrants, we see a very large share remaining among those who have arrived in recent years, but it is below 40 per cent for those who immigrated before 2000 because of work.

### **3 Family-based immigration**

#### **3.1 Legislation and policy**

The Immigration Act stipulates that close family members of Norwegian and Nordic nationals, and of foreign nationals who have an unrestricted permit to reside in Norway, have the *right* to residence. The most important categories of close family members defined in the Immigration Regulations are:

- Spouse – both parties must be over 18, and they will have to live together.
- Cohabitant – both parties must be over the age of 18, have lived together for at least two years and intend to continue their cohabitation. If the parties have joint children, the requirement of two years cohabitation does not apply.
- Unmarried child under the age of 18.
- Specified groups of parents of an unmarried child below 18.

A wider range of family members, for instance parents of adults, may be granted a residence permit based on family ties, but they do not have the right to such a permit.

In general, the family member living in Norway (the reference person) must meet an income requirement (subsistence requirement). This requirement implies that the income should at least correspond to civil service pay grade 8 (NOK 232 400 as of May 2011).

The subsistence requirement includes three elements:

1. The reference person must render it probable that he or she will meet the income requirement for the period for which the application applies (usually for one year)
2. The reference person must provide documentation from the latest tax assessment showing that he or she has satisfied the income requirement also during the previous year
3. The reference person cannot have received financial support or qualification benefits from the social services in the past year

The requirement is general and applies to all reference persons. There are, however, exceptions to this rule, for instance when the reference person has refugee status or is a child, or when the applicant is a child below the age of 15 without a provider in his/her country of origin.

In addition to the subsistence requirement, the Immigration Act stipulates that four years of education or work experience in Norway by the reference person is a condition for family immigration in certain cases. The four-year requirement applies when the reference person has 1) refugee status, 2) residence on humanitarian grounds, or 3) has residence on grounds of family ties. Furthermore, it only applies in cases of family *establishment* (i.e. family formation/intended family life), and not in cases of family *reunification*. Whether the four-year requirement also should apply in certain cases of family *reunification*, is under consideration.

### 3.2 Family-related permits and EEA-registrations

For several years, family ties were the most important basis for long-term immigration to Norway, cf. chapter 2.3. In addition to the immigration figures outlined in chapter 2, the number of relevant permits issued by the UDI is also of interest when studying the entry of immigrants to Norway.

The total number of new family-related permits granted dropped from 18 100 in 2009 to 10 000 in 2010. This was expected due to the change from a system of permits to a system of registration for nationals from non-Nordic EEA-countries and Switzerland in October 2009. In addition to the permits there were more than 11 500 EEA-registrations based on family-ties in 2010. This indicates a somewhat higher level of non-Nordic family-related immigration in 2010 than in 2009, although figures are not fully comparable.<sup>8</sup>

Major third countries of origin in 2010 were Thailand, the Philippines and Somalia. Major EU-countries of origin were Poland, Lithuania and Germany, cf. table 3.1 below. For 44 per cent of the permits to third country nationals the reference person living in Norway was a Norwegian national, some of them a naturalised immigrant. Among those who applied to join a Norwegian national the largest third country groups were from Thailand, the Philippines, Russia, Pakistan and the USA. 47 per cent of the permits were granted to adult women, while 41 per cent concerned children reunited with parents, entering with (one of) the parents, or children born in Norway of resident foreigners. In 2010, the largest groups of children in this category were from Somalia, Iraq, Eritrea and stateless, mostly Palestinians.

**Table 3.1 Family-immigration - major countries. Permits and EEA-registrations. 2001 – 2010**

Countries of origin	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total, of which:</b>	<b>12 142</b>	<b>14 607</b>	<b>10 469</b>	<b>12 750</b>	<b>13 035</b>	<b>13 981</b>	<b>17 913</b>	<b>20 766</b>	<b>18 112</b>	<b>21 526</b>
<b>Poland</b>	232	289	247	390	748	1 702	3 292	4 423	2 773	4 612
<b>Lithuania</b>	82	136	106	162	238	382	643	749	655	2 132
<b>Germany</b>	382	426	401	563	558	768	1 456	1 630	835	1 140
<b>Thailand</b>	650	918	780	1 099	1 014	943	1 073	1 214	1 248	989
<b>Philippines</b>	366	457	396	437	433	412	618	580	703	766
<b>Somalia</b>	645	1 707	652	689	929	913	1 003	1 179	1 027	685
<b>Iraq</b>	1 696	1 737	940	909	933	626	436	654	762	554
<b>Russia</b>	637	905	797	742	653	595	658	607	620	506
<b>Eritrea</b>	47	46	26	42	34	49	78	142	237	430
<b>USA</b>	437	439	322	423	355	410	453	528	459	410
<b>India</b>	159	161	132	162	176	246	496	478	431	361
<b>Afghanistan</b>	382	510	387	318	507	471	362	445	391	358
<b>Pakistan</b>	566	545	518	496	461	392	431	438	500	344
<b>Stateless</b>	57	135	94	109	88	131	205	534	539	317

Source: UDI

<sup>8</sup> Some of the EEA-registrations most probably concerned persons who were residing in Norway with an EEA-residence permit.

During the first eleven months of 2011, almost 13 000 family permits were issued, 30 per cent more than by November last year. During the same period, there were more than 11 000 new registrations of family members from non-Nordic EEA-countries. Altogether, this indicates that the total level of family immigration will be significantly higher in 2011 than in 2010.

Among the 23 600 *marriages* contracted in Norway during 2010, more than 6 000 involved a Norwegian and a foreign national. Most existing marriages involve Norwegians and someone born in another European country or in North America. A sizeable, growing number of Norwegian men marry women from Asian countries. During 2010, there were more such marriages than those involving a Norwegian man and a woman from Europe or North America. Cf. table A13 and A14.

The large majority of the 10 200 *divorces* that took place in 2010 involved two Norwegian citizens, cf. Table A15.1 and A15.2. In transnational marriages, most divorces happened in the following groups:

- Norwegian husband and wife from another European country
- Asian husband and wife from Asia
- Asian wife and Norwegian husband



## **4. Labour migration**

### **4.1 Legislation and policy**

Third country nationals who intend to work in Norway or who want to run their own business in Norway must hold a residence permit, cf. chapter 2.1. The residence permit can entitle the holder to work in Norway, but certain restrictions may apply in some cases. In the Immigration Act and Immigration Regulations from 1 January 2010, the term *residence permit* replaced the former *residence permit and work permit*.

The Immigration Act lists five main categories of labour immigrants:

- i. *Highly qualified specialists and key personnel* (defined as persons offered an annual salary above a certain level (in 2011: NOK 500 000 or approximately USD 86 000). They are entitled to family reunion and are offered opportunities for permanent residence).
- ii. *Skilled workers* (those with education level corresponding at least to vocational training at the level of Norwegian upper secondary education, or with corresponding vocational education. They are entitled to family reunion and offered opportunities for permanent residence).
- iii. *Recently graduated from Norwegian universities* (those from outside the EEA will be given work permit for six months whilst applying for relevant work under categories i. or ii).
- iv. *Seasonal employees* (will get a permit for up to six months, with no right to family reunion or permanent residence).
- v. *Unskilled* (a temporary permit for persons from selected regions or countries, e.g. granted to Russians from the Barents region to work in counties near the Russian border).

The Immigration Act includes provisions that are intended to ease the labour recruitment process. Three groups of workers may commence work before the permit is issued: employees of international companies operating in Norway, highly qualified specialists and key personnel (group i.), and skilled workers (group ii.). Job seekers at skilled level, or higher, can be given residence permit to Norway for up to six months while applying for work. Families of students are given the opportunity to engage in full-time work.

A residence permit for specialists or skilled persons from outside the EEA may lead to a permit for permanent residence in Norway (after three years of residence). It is a condition that their competence is relevant for the type of job being offered. Within an annual maximum and on the condition that the vacancy has been previously announced in the EEA-area, new permits for these categories of workers may be granted without any labour market needs test. The annual maximum for new permits has been fixed at 5 000 since 2002, a level that so far has not been exceeded.

With the implementation of the EU directive 2004/38/EC on the right of citizens of the Union and their family members to move and reside freely within the territory of their Member States, nationals from EEA countries no longer need a residence permit. However, they are required to register with the police when their stay in Norway exceeds three months. EEA nationals may apply for permanent residence after five

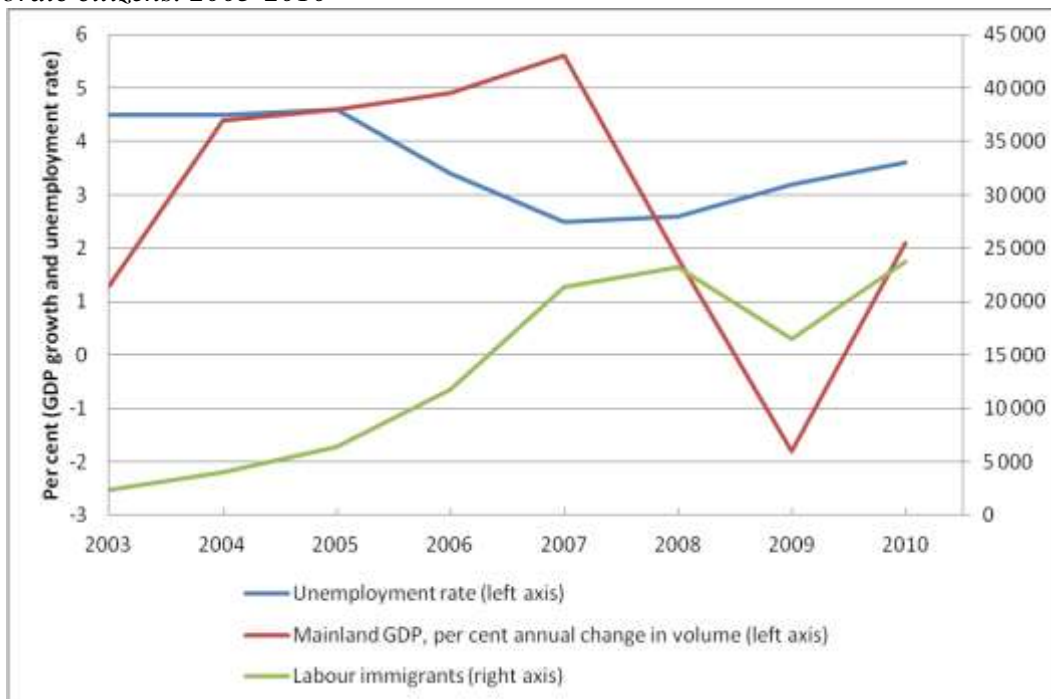
years of legal residence in Norway. Nationals from the Nordic countries are exempted from the general rules on residence permit and registration due to the common Nordic labour market. There is also an automatic transfer of information between the population registers in the Nordic countries about changes of residence between the countries.

With the enlargement of the EU and the EEA from May 2004, transitional rules on the access of nationals of the new EEA member states in Central and Eastern Europe (EU8) to the Norwegian labour market came into force. The transitional rules for these countries were lifted from May 2009. Transitional rules still apply for workers from Bulgaria and Romania. The removal of these rules in 2012 is under consideration.

#### 4.2 Labour migration flows

Labour immigration increased steadily following the EEA enlargement in 2004. Chart 4.1 shows how the increase in labour immigration until 2008 coincides with a prolonged period of strong economic growth and decreasing unemployment, followed by a drop in activity and immigration in 2009, and an economic recovery accompanied by an increase in labour immigration in 2010.

*Chart 4.1 Macroeconomic development and first-time labour immigration of non-Nordic citizens. 2003-2010*



Source: Statistics Norway

Although the inflow of labour migrants fell in 2009, many labour migrants from the EEA-area still held a valid work permit. Of the 23 800 first-time labour immigrants with non-Nordic citizenship in 2010, 21 600 were from Europe. 68 per cent of all immigrants from Europe were labour immigrants. The corresponding share among non-EU nationals was 12 per cent. The most important nationalities among the labour immigrants were Poland (7 600) and Lithuania (4 800).

**Table 4.1 Employed persons (residents) by country of birth 2008Q4 – 2010Q4**

	2008	2009	2010	Change 2008-2010	Per cent change 2008-2010
<b>Population, total</b>	<b>2 525 000</b>	<b>2 497 000</b>	<b>2 517 000</b>	<b>-8 000</b>	<b>0</b>
<b>Immigrants, total</b>	<b>241 036</b>	<b>251 134</b>	<b>274 826</b>	<b>33 790</b>	<b>14</b>
<b>Of these:</b>					
<b>Nordic countries</b>	37 589	39 412	42 192	4 603	12
<b>Rest of Western Europe</b>	31 308	32 884	35 043	3 735	12
<b>EU–countries in Eastern Europe</b>	41 478	46 699	58 645	17 167	41
<b>Eastern Europe outside the EU</b>	25 663	25 837	27 141	1 478	6
<b>North America, Oceania</b>	5 489	5 659	5 824	335	6
<b>South and Central America</b>	70 739	71 700	75 208	4 469	6
<b>Asia</b>	19 468	19 559	20 899	1 431	7
<b>Africa</b>	9 302	9 384	9 874	572	6

Source: Statistics Norway

Statistics on employed residents by country of birth complement the immigration statistics in providing information about labour immigration. Note that persons on short-term stay are not included in these statistics, which only include persons who are registered as living in Norway. In 2010 (fourth quarter) there were 274 800 employed immigrants in Norway. Immigrants constituted 10.9 per cent of a total employment of 2 517 000 persons. Table 4.1 shows how the high level of immigration from EU-countries in Central and Eastern Europe translates into growth in the number of employed persons, representing more than half of the recent increase in the employed resident immigrants. These statistics can be broken down by the number of years of residence in Norway. In 2010 there were 24 100 employed persons with less than 1 years' residence, i.e. representing new labour immigrants. Half of these, 11 900 persons, were from the EU-countries in Eastern Europe, and the second largest group with 5 100 persons were those from the Nordic countries.

#### *Labour immigration from outside the EEA*

The number of permits issued to skilled third country nationals increased steadily after 2004 to a peak of 3 400 permits in 2008, see Table 4.2. Due to the lower demand for labour in the context of the financial crisis, the number of issued permits to skilled workers dropped to 2 600 in 2009, but increased again to 2 800 in 2010. In 2010, the five dominant emigration countries were India (with 465 such permits), then China, the Philippines, the US and Russia, each with between 200 and 300 permits.

In 2010, 2 300 permits were issued for seasonal work. This number has been largely unchanged since 2007. During the first nine months of 2011, the total number of permits issued to non-EEA citizens for the purpose of work (skilled, seasonal and other workers), has increased by 13 per cent compared to the same period in 2010. The distribution across sectors of these permits was very similar to that in 2010.

**Table 4.2 Work-related residence permits by type and EEA-registrations, 2004-2011**

Year	New permits				Renewals	Total permits	EEA-registrations
	Skilled work	Seasonal work	EEA-permits	Other			
2004	747	4 854	24 180	3 230	6 966	39 977	
2005	1 223	1 816	22 711	2 672	22 047	50 469	
2006	2 011	1 909	34 237	2 371	30 297	70 825	
2007	2 913	2 552	46 778	2 670	42 955	97 868	
2008	3 384	2 245	45 080	1 862	48 495	101 066	
2009	2 577	2 218	16 775	1 632	32 849	56 051	<sup>9</sup>
2010	2 808	2 335	1 793	1 362	5 158	13 456	42 646
2011 (Jan-Oct)	2 112	2 303	1 789	2 127	4 495	12 826	31 935

Source: UDI

#### *Labour immigration from EEA-countries*

Since October 2009, nationals from non-Nordic EEA-countries no longer need a residence permit to stay in Norway but they have to register with the police within three months. This implies a break in the statistics from previous years on residence permits for workers from the EEA-countries. In 2010, 42 600 nationals from EEA countries registered in Norway giving work as the reason. The two largest groups by far were citizens of Poland (17 800) and Lithuania (9 300). During the first ten months of 2011, there were 31 900 such registrations. Citizens of Poland (12 600) and Lithuania (7 900) continue to dominate. Unlike statistics on immigration by category, the statistics on registrations also includes those who do not settle in Norway for more than six months.

Because nationals from the Nordic countries are exempted from the general rules on residence permit and registration, no statistics show the number of labour immigrants from these countries. However, like immigrants from other EEA-countries, the vast majority of Nordic nationals who migrate to Norway come to work. Gross immigration of Nordic nationals has increased steadily from around 5 000 in 2005 to around 11 200 in 2010. Net immigration increased from 600 in 2005 to 4 800 in 2010. Register based statistics on employed immigrants show that the number of employed immigrants from Nordic countries continues to increase, albeit at a slower pace than for persons from EU-countries in Central and Eastern Europe.

#### **4.3 Service providers and labour migrants on short term stay**

Persons staying in Norway for a period of less than six months, and persons commuting across the border for work on a regular (daily, weekly) basis, are registered as "non-resident" and are not included in the register-based statistics on employed persons.

Accurate statistics for service providers on short-term assignments by their foreign company in Norway cannot be derived from the public registers. Service providers

<sup>9</sup> EEA-registrations for 2009 (October-December) are not included in the table. During this period the registration system was in an early phase, and the data may be misleading when it comes to labour immigration from the EEA. The number of registrations early in 2010 may also be affected by this.

who qualify for a residence permit as a skilled worker are in most cases given the corresponding type of permit. Hence, the number of service providers and labour migrants on short term stay in Norway has to be constructed from a number of data sources. The statistics on workers on short-term stay in Norway is comprised of non-resident wage earners employed in Norwegian firms, posted workers and hired workers on short term stay. Those who have foreign residence but commute to their employment in Norway are also included in the statistics, as well as some other minor groups. Self-employed persons are not included.

Whereas the number of employed resident immigrants has continued to increase through the economic downturn, the number of workers on short-term stay decreased from 72 700 in 2008 (fourth quarter) to 64 600 in 2010. Geographic proximity is a strong driver of short-term labour migration, and the Nordic countries dominate this group (28 700 persons), together with migrants from the EU-countries in Central and Eastern Europe (22 400). The decrease in workers on short-term stay was especially pronounced in this latter group, where the number fell by 6 000 persons from 2008 to 2010.

Half of all workers on short-term stay work in the three sectors construction (19 per cent), labour recruitment and provision of personnel (19 per cent), and manufacturing (11 per cent). Many of those who are hired through temporary labour agencies actually work in the building and construction sector and in manufacturing.

## **5 Migration for education and training**

### **5.1 Legislation and policy**

A foreign national who has been admitted to an approved educational institution, for example a university, must have a residence permit to study in Norway. To obtain this, the applicant must be able to prove that she/he is in a position to finance her/his studies and stay, and must have a place to live. Since 2007, international students are granted a permit to work part-time (max. 20 hours a week and full-time in the ordinary holiday periods) together with their first residence permit for education. A concrete offer of employment is not required.

The general rule is that international students must leave Norway after completing their studies if they do not fulfil the criteria for another type of work or residence permit. The possibility for graduates to apply for a work permit as a skilled person has existed since 2001. To facilitate the transition to work it has since 2010 been possible for graduates to apply for a six months' residence permit while applying for jobs that correspond to the qualifications obtained. In addition, family members of students are allowed to work full time, while the students themselves may only work part time.

Foreign nationals who are qualified skilled workers, but who need additional training or practical experience in order to obtain the necessary recognition of their qualifications in Norway, may be granted a permit for a total period of two years. A person in this category may also apply for a permit for a total period of one year to study the Norwegian language, and this may precede the two-year qualification period.

On specific conditions, au pairs and trainees may be granted a work permit for maximum two years. Changes in the present regulations are being considered to prevent au pairs from being exploited as cheap domestic labour.

### **5.2 Permits**

Table 5.1 below shows that the number of first time permits granted for educational and training purposes in 2010 was approximately 5 450. In addition, there were more than 3 800 renewals. 3 800 of the new permits were granted for education. 1 500 of such permits concerned *au pairs* and 150 trainees. In addition there were 4 300 new EEA-registrations for educational purposes. Altogether, this indicates an increase of more than 9 700 new non-Nordic international students. However, some of the EEA-registrations may have been de facto renewals of permits granted before the registration system was introduced in October 2009. Figures for 2011 indicate a moderate increase in permits for au pairs, but not for students, neither from EEA- nor third countries

The major source countries for non-Nordic international students in 2010 were Germany, France, Spain, China, Russia and Italy. 80 per cent of the au pair permits were granted to persons from the Philippines. Other important countries for au pairs were the Ukraine, Thailand and Vietnam, but the numbers were small. Nationals from India, Ukraine and Russia received most trainee permits.

Students etc. from the other Nordic countries are not included in these statistics as they do not need any form of permit to study or work in Norway.

**Table 5.1 Permits and registrations (from 2010) for education and training – major categories. 2001-2010**

Migration category	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total, of which:</b>	<b>4 289</b>	<b>4 704</b>	<b>5 468</b>	<b>5 440</b>	<b>6 108</b>	<b>6 767</b>	<b>7 663</b>	<b>8 090</b>	<b>8 074</b>	<b>9 745</b>
Student (EEA)	936	1 186	1 328	1 713	2 286	2 634	2 739	3 059	2 656	4 293
Student (non-EEA)	1 413	1 578	2 097	1 828	1 922	2 157	2 455	2 719	3 036	3 260
Post doctor-ate	32	23	43	48	50	68	52	91	97	118
Folk high school	310	403	345	185	200	198	216	212	208	110
Au pair	666	743	948	1 019	1 208	1 243	1 760	1 628	1 710	1 509
Trainee	726	601	543	496	322	361	377	347	347	147
Other	189	161	164	131	120	106	64	34	20	308

Source: UDI

During 2010, only 176 international students from countries outside EEA changed their status. 68 per cent of these became labour immigrants with a permanent or temporary permit. The rest were granted a permit based on new family ties. The total number of status changes seem to have been reduced significantly in the two last years, cf. table 5.2 below. The main explanation for this is that persons from EEA-countries, except Bulgaria and Romania, are not included since the fourth quarter of 2009, when the system of EEA-registrations replaced the requirement for a permit, cf. chapter 4.2.

**Table 5.2 Status change for international students. 2003-2010**

New status	2003	2004	2005	2006	2007	2008	2009	2010
Work	78	98	195	209	279	289	163	120
Family	43	42	61	89	78	76	54	38
Other	-	3	1	2	4	3	6	16
<b>Total</b>	<b>121</b>	<b>143</b>	<b>257</b>	<b>300</b>	<b>361</b>	<b>368</b>	<b>223</b>	<b>176</b>

Source: UDI

These figures are much lower than figures provided in the Sopemi-report for Norway from 2009-2010. The present statistics was compiled according to Eurostat Technical Guidelines for Data Collection under article 6 of Regulation 862/2007 - Statistics on Residence Permits (RP5), concerning grants of residence permits issued on the occasion of a person changing immigration status or reason for residence. The general rule applied for the recorded permits and status changes is that the period between the expiry of the old permit and the validation of the new permit should be less than six months. According to the general part of the regulation, both new and old permits must be valid for at least three months. EEA-registrations are not recorded.

## **6 Asylum seekers and refugees**

### **6.1 Legislation and policy**

The Directorate of Immigration processes asylum applications in accordance with the Immigration Act. A refugee within the definition of the act is a foreign national who falls under Article 1A of the 1951 UN Refugee Convention Relating to the Status of Refugees, or who is entitled to protection pursuant to Norway's international obligations, such as the European Convention of Human Rights (ECHR). An asylum seeker who is deemed not to meet the criteria for asylum may be granted a residence permit on humanitarian grounds.

Norwegian authorities have regular bilateral meetings on protection issues with representatives of the UNHCR. UNHCR's recommendations concerning protection matters are taken seriously. However, Norwegian authorities also make independent assessments of the relevant circumstances. If the rejection of an asylum application is appealed and it is considered that an administrative decision may be inconsistent with UNHCR's guidelines or recommendations with regard to protection, the case will be referred to the seven-member "Grand Board" of the Immigration Appeals Board as a main rule. This happens unless the administrative decision is in accordance with instructions given by the Ministry of Justice and the Police.

Due to the sharp increase in the number of asylum seekers from 2007 to 2009, many with unfounded claims, the Government introduced several measures designed to restrict the number of such asylum applications.<sup>10</sup> Most of these measures, which were listed in the Sopemi-reports of 2008 and 2009 for Norway, have been implemented. Some of the measures were included in the new political platform for the Government, valid for the period 2009-2013.<sup>11</sup>

The Immigration Appeals Board (UNE) decided in October 2010 to halt until further notice all the returns to Greece under the Dublin Regulation. This followed a request from the European Court of Human Rights (ECHR). The Ministry of Justice and the Police therefore instructed the Norwegian Directorate of Immigration (UDI), pending further notice, to process on their merits applications from individuals when Greece would be the responsible Dublin state. This decision still applies. Norway, Lichtenstein and Iceland will through the EEA-grants assist Greece in the field of migration and asylum where Greece is under great strain. Until 2014, EURO 20.8 million has been allocated to strengthen the asylum and reception capacity of Greece, also for unaccompanied minors and other vulnerable groups.

Temporary accommodation in reception centres is offered to all asylum seekers arriving in Norway. This is regulated by law. By the end of September 2011, there were 16 300 residents in such centres. Some of the centres get additional resources in order to provide more suitable living conditions for asylum seekers with particular needs, for example mental problems. Unaccompanied minor asylum seekers, 15 to 18 years

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<sup>10</sup> Cf. <http://www.regjeringen.no/en/dep/aid/Press-Centre/Press-Releases/2008/tightening-of-the-immigration-policy.html?id=525564> and <http://www.regjeringen.no/en/dep/aid/Press-Centre/Press-Releases/2009/new-measures-in-the-immigration-policy.html?id=570541>.

<sup>11</sup> Cf. <http://www.regjeringen.no/en/dep/smk/press-center/Press-releases/2009/new-policy-platform-for-the-redgreen-coa.html?id=579151>.



old, are accommodated either in special sections of a regular reception centre or in a separate reception centre for minors. The child welfare authorities are responsible for unaccompanied minors younger than 15 years. These children are accommodated in centres run under the supervision of the Ministry of Children, Equality and Social Inclusion.

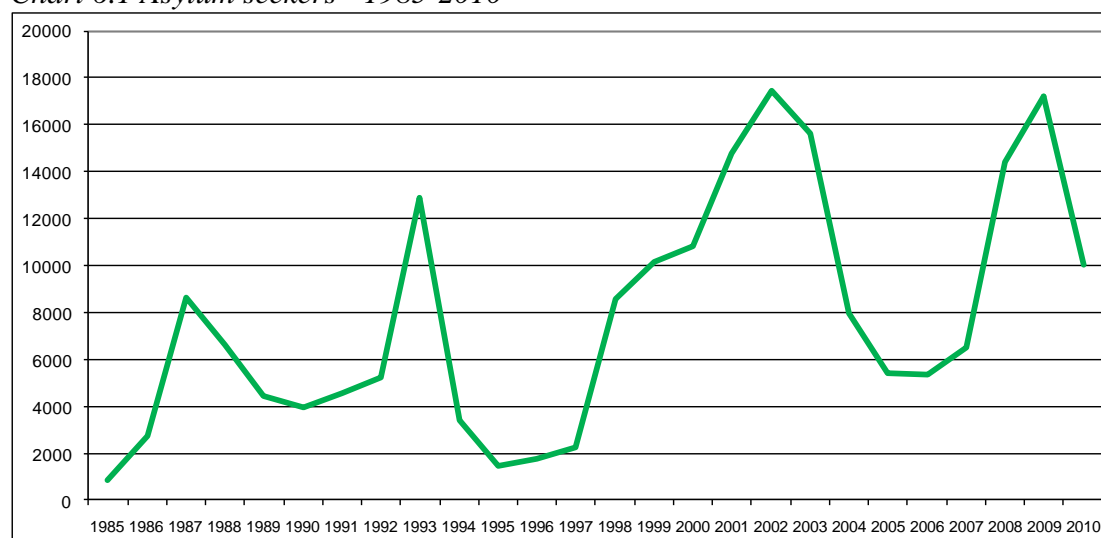
The offer of accommodation in reception centres may be extended also to persons who have received a final decision on their application for asylum. Persons with a positive decision can stay until they are settled in a municipality. Persons with a final, negative decision are offered accommodation in ordinary reception centres until they leave Norway voluntarily or by force. The priority is to motivate this group for voluntary, assisted return.

An independent committee appointed by the government has reviewed the system of reception centers offering accommodation to asylum seekers in Norway. The Committee delivered its report in June 2011.<sup>12</sup> Many of the recommendations of the committee represent a continuation of the current system with some adjustments. Among the recommended adjustments are the introduction of long-term contracts to the operators of some reception centers, and a separate law regulating reception and accommodation of asylum seekers in Norway. The report is on consultation with stakeholders until January 2012.

## 6.2 Asylum applications and permits

Asylum seekers granted residence and resettled refugees constitute an important category of immigrants. Except for the last five years, shifts in the number of asylum seekers have probably determined more of the fluctuations in net migration since the 1980s than shifts in job opportunities. During the five-year period 1997-2002 the number of asylum seekers to Norway increased considerably, with 2002 being the peak year with 17 500 arrivals from a variety of countries, cf. chart 6.1. This is still the highest number recorded. In 2009 there was another peak of 17 200 applicants.

Chart 6.1 Asylum seekers - 1985-2010



Source: UDI

<sup>12</sup> Cf. NOU 2011:10 I velferdsstatens venterom. Mottakstilbudet for asylsøkere (Only Norwegian version), <http://www.regjeringen.no/pages/16540059/PDFS/NOU201120110010000DDDDPDFS.pdf>

In 2010, the number of asylum applicants dropped to 10 000. The number of applicants recorded towards the end of 2011 indicates that the level might be slightly lower this year. This reduction have probably several causes - changes in other countries of reception or in countries of transit and origin, new co-operative efforts within EU and Schengen to limit the number of irregular migrants entering and the implementation of several restrictive measures introduced in Norway since 2008, cf. chapter 6.1.

Almost 1 700 of the applicants in 2010 were from Eritrea, 36 per cent fewer than in 2009 while 1 400 were from Somalia, 27 per cent fewer. The third largest group of 980 came from Afghanistan, reduced by as much as 75 per cent. Next on the list were applicants from Russia and Ethiopia.

**Table 6.1 Asylum applications, major countries of origin. 2001 – 2010**

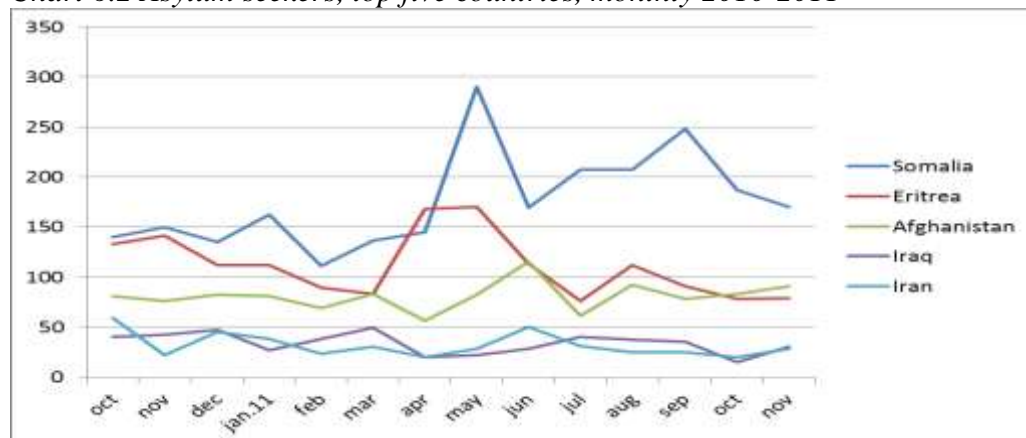
Country of origin	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total, of which:</b>	<b>14 872</b>	<b>17 480</b>	<b>15 613</b>	<b>7 950</b>	<b>5 402</b>	<b>5 320</b>	<b>6 528</b>	<b>14 431</b>	<b>17 226</b>	<b>10 064</b>
Eritrea	132	269	198	110	177	316	789	1 806	2 667	1 711
Somalia	1 080	1 534	1 601	957	667	632	187	1 293	1 901	1 397
Afghanistan	603	786	2 032	1 059	466	224	234	1 371	3 871	979
Russia	1 318	1 718	1 893	938	545	548	863	1 085	867	628
Ethiopia	173	325	287	148	100	143	241	360	706	505
Iraq	1 056	1 624	938	413	671	1 002	1 227	3 138	1 214	460
Stateless	194	391	366	298	209	237	515	940	1 280	448
Iran	412	450	608	393	279	218	222	720	574	429
Nigeria	27	139	235	205	94	54	108	438	582	354
Kosovo*	928	2 460	2 180	860	468	369	585	363	291	244
Other	8 069	7 123	4 853	2 655	1 768	1 525	1 427	2 917	3 449	2 517

\* Until 2007 Serbia and Montenegro is included. Until April 2008, Serbia is included.

Source: UDI

During the first eleven months of 2011, 8 350 asylum applications were filed. There has been an increase of 62 per cent in the number of applicants from Somalia. This is the main nationality, trailed by Eritrea, Afghanistan, Iraq and Russia. Chart 6.2 illustrates the shifts in the number of asylum seekers from the top five countries of origin over the period from September 2010 until November 2011.

*Chart 6.2 Asylum seekers, top five countries, monthly 2010-2011*



Source: UDI

In 2010, the number of asylum seekers who applied as unaccompanied minors, dropped from 2 500 to 900, 9 per cent of the total. This was a 65 per cent reduction. During the first eleven months of 2011, there were 780 such applications, 9.3 per cent of the total. The most important source countries in 2010 and 2011 were Afghanistan, Somalia and Eritrea. Around 50 per cent of these applicants were registered as Afghans in 2011, an increase from 40 per cent during 2010.

During 2010, 79 per cent of the decisions made by the immigration authorities were considered on the merits of the case, while 15 per cent were transferred to another country for consideration in accordance with the Dublin procedure, and 6 per cent were not processed because the applicant disappeared before all necessary information for decision was available. During 2011, the share of Dublin decisions rose slightly to 17 per cent. Major countries of origin for all cases were Eritrea, Somalia, Afghanistan, Iran and Iraq.

Among the applications considered for a final decision in Norway, the absolute number of applicants granted refugee status increased considerably in 2010 cf. table 6.2. These changes are partly due to the composition of considered claims each year. The rate of rejection or approval is much higher for some nationalities than for others. There may also have been changes in the situation in the country of origin that over time may lead to changed conclusions on the need for protection, cf. chapter. 6.1.

The number of applicants granted convention refugee status does not give the full picture of how many asylum claims that were accepted in Norway. In 2010, more than 1 500 asylum seekers were granted refugee status on other grounds while 750 were granted a resident permit on humanitarian grounds by the UDI in the first instance, cf. table 6.2.

**Table 6.2 Asylum seekers granted refugee- or humanitarian status. 2001 – 2010**

Instance	Status	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>UDI</b>	Convention	292	332	588	457	567	461	1 013	1070	1 753	2 974
	Other refugee	-	-	-	-	-	-	-	-	-	1 565
	Humanitarian	4 036	2 958	2 961	3 023	1 913	1 221	1 922	1 975	2 755	751
<b>UNE (Appeal Board)</b>	Convention	4	10	21	75	62	60	38	32	44	167
	Other refugee	-	-	-	-	-	-	-	-	-	71
	Humanitarian	265	326	219	613	513	464	1 523	630	392	173
<b>Total</b>	<b>All categories</b>	<b>4 597</b>	<b>3 626</b>	<b>3 789</b>	<b>4 168</b>	<b>3 055</b>	<b>2 206</b>	<b>4 496</b>	<b>3 707</b>	<b>4 944</b>	<b>5 701</b>

Source: UDI

From 2003 until the new immigration act was implemented in 2010, there was a distinction between two categories of humanitarian status, “subsidiary protection status” and humanitarian concerns (health problems etc.). As mentioned in chapter 2.1 persons who are eligible for subsidiary protection status under the EU Qualification Di-

rective, are granted refugee status under the new Immigration Act. Therefore, as of 2010, the share granted a permit on humanitarian grounds no more contains the category "subsidiary protection" and thus is much lower than in 2009. The general picture of the changing outcome of the examination of asylum claims by UDI since 2003 is reflected in table 6.3.

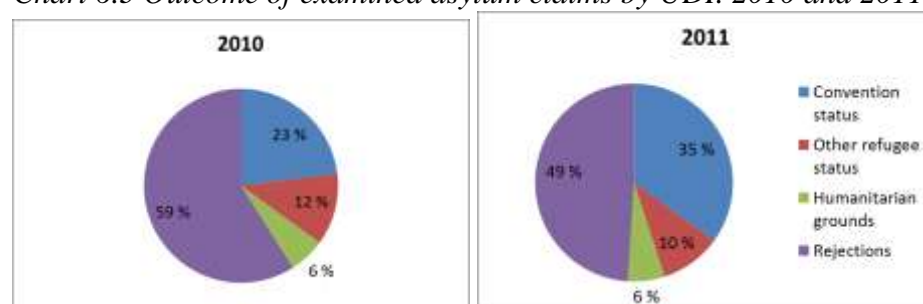
**Table 6.3 Result of examined asylum claims by UDI – percentage. 2003-2010**

Result – per centage	2003	2004	2005	2006	2007	2008	2009	2010
Convention status	5	5	10	16	20	14	16	23
Other refugee status	-	-	-	-	-	-	-	12
Subsidiary protection	18	15	16	20	17	16	15	-
Humanitarian concerns	6	20	19	21	21	11	10	6
Rejections	71	60	56	43	42	59	58	59

Source: UDI

In 2010, the proportion of decisions by UDI granting convention refugee status was 23 per cent, a sharp increase from 16 per cent the previous year; cf. table 6.3 and chart 6.3. During 2011, the proportion granted convention refugee status by UDI increased further to 35 per cent. 59 per cent of the applications which were examined on their merits in 2010 were rejected in the first instance. In 2011, the proportion had decreased to 49 per cent. There was a clear reduction in the number of applicants who were granted a residence permit on humanitarian grounds in 2010. This may be a result of the implementation of some of the restrictive measures introduced since 2008, cf. chapter 6.1.

*Chart 6.3 Outcome of examined asylum claims by UDI. 2010 and 2011*



Source: UDI

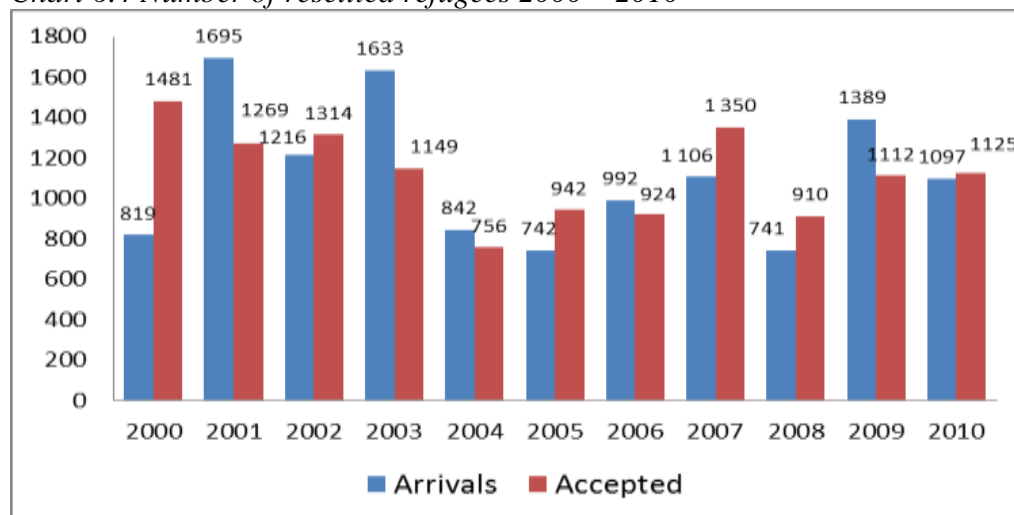
During 2008-2009 Norway experienced a stronger growth in the number of asylum seekers than most other European states. Subsequently, during 2010 the reduction in the number of asylum seekers in Norway was among the steepest in Europe. In 2011, the level is somewhat lower than in the previous year. Nevertheless, even this represents one of the highest levels of asylum seekers per capita in high-income countries according to the UNHCR.<sup>13</sup>

<sup>13</sup> Cf. table 1 in Asylum Levels and Trends in Industrialized Countries 2010, UNHCR March 2011 <http://www.unhcr.org/4d8c5b109.html>.

### 6.3 Resettlement of refugees

In addition to those granted resident permit after an asylum application, Norway admits a pre-determined number of refugees as part of an annual resettlement quota. A three-year perspective is used for this quota, meaning that the actual number of refugees resettled in Norway in any year may differ from the quota within this period. Unused quota places may be carried over to following years and advance use may be made of a following year's places. Stortinget has set the quota for 2011 to 1 200 places, as in 2010. 2011 is the second year in the current flexible three-year period.

Chart 6.4 Number of resettled refugees 2000 – 2010



Source: UDI

In 2010, 1 125 refugees were accepted for resettlement, and 1 097 arrived that year, cf. chart 6.4. Some of those arriving had been accepted during the previous year. Five groups were particularly favoured by the Norwegian resettlement program in 2010 - Burmese refugees in Malaysia, Bhutanese refugees in Nepal, Afghan refugees in Iran, Eritrean refugees in Sudan, and Iranian refugees in Turkey.

Table 6.4 Resettlement of refugees - major countries of origin. 2010

Countries of origin	Accepted	Arrived
Eritrea	249	308
Myanmar	222	248
Stateless Palestinians	158	151
Iran	143	142
Bhutan	49	49
Dem. Rep. Congo (DRC)	43	32
Somalia	41	73

Source: UDI

There are specific explanations to the discrepancy between the number of acceptances and arrivals in a particular year. For example, the selection of some groups takes place during the autumn. On average, there is a waiting period of four months between the dates of selection and arrival, giving the refugee and UNHCR time to plan the departure and time for preparation in the receiving municipalities. Delays could also be a result of temporary security problems or administrative problems connected to the departure.

The 2011 resettlement quota has been pre-allocated to 200 Afghan women-at-risk in Iran, 200 Eritreans in Sudan, 150 Bhutanese in Nepal, 150 Iranians in Turkey and 150 Burmese refugees in Malaysia. Furthermore, there are 175 unallocated places, 75 emergency places with a fast track procedure and 20 medical places. Women and girls are given priority within the overall quota, and the target is that at least 60 per cent of total number of resettled refugees should be females. As of the beginning of November, the last selection missions are about to be completed for 2011.

As a result of the uprising in Libya, Norway responded to an emergency appeal from UNHCR for resettlement of ex-Libya refugees<sup>14</sup> who had fled to neighbouring countries by allocating 90 places from the unallocated sub quota, and offering an additional quota of 250 places. Approximately 310 ex-Libya refugees have been selected from Tunisia, and 30 will be selected from Malta, the latter as a response to EU's call for solidarity with Malta. Due to unforeseen problems with one of the pre-allocated sub quotas, another approximately 150 ex-Libya refugees will be selected from Tunisia.

#### **6.4 Settlement in municipalities**

Foreign nationals, who have been granted a residence permit as a refugee or with humanitarian status, enjoy full freedom of movement. In principle, they may choose to settle wherever they want. However, initially most will depend on public assistance to find suitable housing. Those who depend on assistance, have to settle in a municipality selected for them.

Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to accept if the person will require assistance. Through a state grant of a fixed sum per refugee over a five-year period, they are compensated financially for expenses that they may incur. In 2011, the sum for the whole five year period is NOK 631 000 for single adults, NOK 581 500 for other adults and for unaccompanied minors and NOK 561 500 for children under 18 years. There are additional grants for settlement of unaccompanied minors, elderly and handicapped persons.

5 700 foreign nationals with refugee or humanitarian status were provided initial housing and integration support by the municipalities in 2010. In 2011 and 2012, the number of persons to be settled is expected to be 5 600 each year. About 770 are expected to be unaccompanied minors in 2011.

The average waiting period in asylum centers after a permit has been granted is at present six months until settlement in a municipality. The Government is working on a proposal to change the settlement procedures to reduce the waiting period.

#### **6.5 Voluntary repatriation**

Voluntary repatriation will often be the best and most sustainable solution to a refugee problem, when conditions in the country of origin allow a safe return. A public program for voluntary repatriation of refugees has been in place since 1992. The program consists of two main elements: individual benefits and grants for facilitating

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<sup>14</sup> Refugees from other countries who had been residing in Libya

projects. The individual pre-departure assistance is set at NOK 15 000 plus travel expenses.

Projects to encourage voluntary repatriation include the following component:

- improved information about conditions in the country of origin
- vocational training
- activities for reconciliation and fostering democracy
- activities for reception and reintegration in the country of origin
- establishment of income generating activity in the country of origin

Only a very limited number of refugees have chosen to repatriate from Norway through this program. The numbers for the last years have been around 50 per year. The program is currently under review.

## **7 Irregular migration and return**

### **7.1 Legislation and policy**

A person who helps a foreign national to illegal entry or stay may be sentenced to up to three years of imprisonment. The maximum penalty is six years of imprisonment for a person who, for the purpose of profit, conducts organised activities to assist foreign nationals in entering the country illegally. Furthermore, it is considered a felony to provide another person with a passport or travel document when the person concerned knows or ought to understand that a foreign national may use it to enter Norway or another state. The maximum penalty for this offence is two years imprisonment.

A foreigner, whose application for asylum or residence has been rejected, sometimes may remain in Norway if the country of origin refuses to receive them. As long as their identity is established and they do not hinder their return, such persons may apply for a temporary work permit. The permit expires as soon as it is possible to return the foreigner to the country of origin.

A foreigner, whose application for asylum has been rejected, may be granted a residence permit if the return has not taken place within three years following the application for asylum, and if the obstacles to return are deemed to be enduring. The identity of the applicant must have been sufficiently established, and the applicant must have assisted in the efforts to implement the return decision.

By September 2011, Norway has readmission agreements or similar agreements on return with 27 countries. Norwegian authorities have raised the issue of re-admission agreements with the governments of some additional 20 countries.

The legal protection of victims of trafficking was strengthened by the new Immigration Act. The act states that a former victim of trafficking shall be considered a member of a “particular social group” in accordance with the Refugee Convention. In addition, being a victim of trafficking may be given substantial weight when immigration authorities consider granting a residence permit on humanitarian grounds.

According to the Immigration Regulations, a victim of trafficking who testify against the perpetrators in a court case, or who is in a difficult situation because she/he has given a statement to the police, as the main rule shall be granted a residence permit. A presumed victim of human trafficking may be granted a temporary permit for six months, the so-called reflection period, if she/he is willing to receive assistance and to consider testifying against human traffickers. A presumed victim may be granted a temporary residence permit for up to one year at a time if the perpetrators have been reported, the police have initiated an investigation, and the victim has cooperated with the police.

In 2010, 30 assumed victims of trafficking were granted a reflection period. In addition, 34 assumed victims were granted a one-year permit in connection with criminal investigations. Three asylum seekers were granted protection on the grounds of human trafficking. Seven victims were granted residence permit on humanitarian



grounds, three of them after giving testimony or police statement. Accommodation in safe houses is provided for victims of trafficking.

In December 2010, the Government presented a new plan of action against human trafficking (2011-2014). The plan includes measures against all kinds of trafficking, including sexual exploitation, organized begging, forced labour and illegal donation of organs. The plan extends and further develops the measures from the previous action plan (2006-2009).

## **7.2 Irregular migration**

Facts and estimates on the extent of irregular migration in Norway, both entry and residence, are limited. However, the problem exists, particularly in the major cities with a relatively large population of immigrants and less social transparency than in towns and smaller communities. Two reports on the number and circumstances of irregular migrants in 2006 were published in 2008, as mentioned in the Sopemi-report for Norway, 2007-2008.<sup>15</sup> UDI is in the process of preparing estimates for the period 2005 to 2009, based on the method that Statistics Norway developed.

Approximately 90 per cent of the applications for asylum are registered at a police station inside the country and not at the border. This is partly a consequence of the procedures followed by the border police and customs officers. Currently five to ten per cent of the asylum seekers in Norway present identity documents when initially registering their application. However, for a significantly larger proportion of the applicants some documentation or indication of correct identity, sufficient to regard the stated identity as established adequately for granting a permit, provided the other conditions are satisfied, will be supplied during the processing of the application. The extent to which this happens depends on the country of origin of the applicants.

Deciding the correct identity of an immigrant is often challenging. In order to improve this work for both the application process and when preparing the return of irregular migrants, a national identification and documentation centre (NID) was established in November 2010. NID is responsible for facilitating the identification of foreigners who are in Norway or apply to enter into Norway. NID is also supposed to ensure a more resource-effective and coordinated determination of identity and documents, assisting other authorities dealing with identification of foreigners.

Every year a significant number of asylum seekers, many of them having had their application rejected, leave the reception centre without providing a forwarding address. Some may have returned to their home country, some may have moved to a third country and some stay in Norway illegally to make a living through work, criminal activities or through support by friends or relatives. During coordinated controls of various businesses, the police have apprehended a number of migrants working illegally, especially on construction sites and in shops and restaurants. Some of these illegal workers are former asylum seekers, while others have come to work without applying for asylum or for a work permit. If there are no legal obstacles those apprehended are expelled.

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<sup>15</sup> See chapter 7 of the report:

[http://www.regjeringen.no/en/dep/aid/doc/rapporter\\_planer/rapporter/2008/international-migration-2007-2008.html?id=541395](http://www.regjeringen.no/en/dep/aid/doc/rapporter_planer/rapporter/2008/international-migration-2007-2008.html?id=541395).

Both in 2010 and 2011, the police received an earmarked grant of approximately NOK 150 million in order to implement measures for apprehending immigrants involved in criminal activities and irregular migrants. The same grant is proposed for 2012. Measures implemented include projects in four major cities involving the police and the immigration authorities, establishing local registration units for asylum seekers close to the borders and new transportation facilities from the border to the central registration office for asylum seekers, as well as an increased numbers of police controls close to the borders. Reports received so far from the police indicate that the implemented measures have been effective.

In 2010, 690 persons were rejected at the border or after entry, slightly fewer than the previous year. A sharp drop in rejections since 2003 is mainly due to the enlargement of the EU in 2004, making such rejections less likely for nationals from the new member states. There were more than 3 400 expulsions, which is a significant increase compared to 2009, cf. table 7.1 below. This is mainly a result of the implementation of EUs return directive. Expulsions also include convicted criminals, but almost two thirds of the expulsions follow violations of the Immigration Act. After the first eleven months of 2011, more than 2 900 persons have faced expulsion, indicating little change for the year as a whole. 800 had been rejected.

**Table 7.1 Rejections and expulsions. 2001 - 2010**

Sanction	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Rejections	1 838	2 009	1 849	1 149	707	689	628	563	717	690
Expulsions	(n.a.)	(n.a.)	1 141	1 260	1 274	1 379	1 398	1 634	2 651	3 426

Source: UDI

In 2010 the police transported 4 600 foreigners forcibly from Norway, 1 300 more than in 2009, an increase of almost 40 per cent. 70 per cent were asylum seekers handled according to the Dublin procedure or former asylum seekers whose applications had been rejected. Criminals and other categories of foreigners without legal residence are included among the rest. During the first eleven months of 2011 the total number of involuntary returns was around 4 350, indicating the same level as in 2010.

**Table 7.2 Return – main categories. 2007-2011**

Year	Asylum rejected	Dublin-procedure	Rejection/expulsion (other)	Total - involuntary	AVR (IOM)	Total
2007	552	561	1 074	2 187	443	2 630
2008	437	805	1 084	2 326	570	2 896
2009	651	1 463	1 226	3 343	1 019	4 359
2010	1 226	1 979	1 410	4 615	1 444	5 688
2011 (30.11)	1 357	1 368	1 629	4 354	1 707	6 601

Source: UDI, the Police

### 7.3 Assisted, voluntary return

Measures to ensure effective return are important elements in a comprehensive asylum and migration policy. The aim of return policies is to motivate foreign nationals without legal residence in Norway to return voluntary and in dignity to their country of origin. The majority are asylum seekers with rejected asylum applications.

Since 2002, the Government has engaged the International Organization for Migration (IOM) to operate programs for voluntary, assisted return. The services offered by the programs include information and counselling to potential returnees, assistance to obtain valid travel documents, travel arrangements, post-arrival reception, onward travel to the local destination and limited follow-up. In 2010 the number was almost 1 450, cf. table 7.2. As of November 2011, 1 700 persons have returned with IOM. This is an increase of 25 per cent compared to the same period in 2010.

Foreign nationals from countries recognized by OECD/DAC as developing countries and who do not have a permit for legal residence, may benefit from reintegration allowances if they opt to return voluntary. More comprehensive reintegration packages are available for Afghan and Iraqi nationals. These packages include temporary shelter, counselling, vocational training and assistance to set up their own business upon arriving in their countries of origin

The amount of reintegration support offered depends on the timing of the application. Persons, who apply prior to the departure deadline and those who apply before they have been notified of the deadline, will receive NOK 20 000. Persons, who apply for voluntary return within two months after the deadline, will receive NOK 15 000 and those waiting longer than this will receive NOK 10 000.

There was a marked increase in the number of voluntary returns to Iraq in 2010 compared to 2009. It may partly be due to the comprehensive reintegration package. In addition, the police have also conducted a number of forced returns to Iraq. This may have motivated more Iraqis to return voluntarily in order to receive reintegration support. In 2011, Iraqis were the biggest group to return voluntarily with IOM, followed by Russians, Afghans, Palestinians and Uzbeks.

## **8 Foreign nationals, immigrants and their children**

### **8.1 Population growth and fertility rates**

During 2010, the total population of Norway increased by 62 100 persons. This represents a growth rate of 1.3 per cent, 0.1 points higher than in 2009. This is among the highest population growth rates in Europe, due to a birth surplus of almost 20 000 as well as net immigration of 42 350. On January 1<sup>st</sup>, 2011, the total population was 4.92 million. Cf. table A1 and A3.

The total fertility rate for the population in Norway was 1.95 in 2010, 0.3 points lower than the record level in 2009. The rate differs between immigrant women and the rest of the population. In 2010, it was 2.28 for the former and 1.91 for the latter. The increase in the fertility-rate for immigrant women category, 0.2 points, was the same as the decrease for the rest of the population. Therefore, the difference between the two increased by 0.4 points compared to the previous year. The highest rate in 2010 was 3.11 among women from Africa, while the lowest rate was 1.71 for women from North-America and Oceania. Cf. table A20.

In 2010, the major groups of children born in Norway with two foreign-born parents were those who had parents from Poland, Somalia, Iraq, Pakistan and Germany. Among those with only one parent born abroad Sweden, Denmark, UK, Thailand and the Philippines were the main countries of origin for the foreign parent, cf. table A21. This reflects obvious differences in transnational marriage patterns. There were almost 300 children with one parent born in Pakistan and the other in Norway, because among young Norwegians with Pakistani-born parents the majority still find their spouse in Pakistan.

### **8.2 Foreign nationals**

By January 2010, the total number of foreign nationals registered as residents of Norway was 369 200, an increase of almost 35 400 from the previous year, cf. table A1. This was 7.5 per cent of the total population, cf. table A16. 208 500 or 56.5 per cent were nationals of OECD-countries.

*European* nationals still constitute the majority of foreign nationals: 245 350 or approximately two thirds of all foreigners, cf. table A16. For a long period, this share was gradually declining, but during the last five years, there has been an increase. Around 28 000 of the increase of foreigners in 2010, came from EU-countries. This was mainly due to more nationals of Poland (up 8 500), Lithuania (up 6 000), Sweden and Germany.

The share of resident nationals from *Asian* countries has gradually decreased for several years. By January 2011, they accounted for 18.7 per cent of the total foreign population, down from 23 per cent as an average for the period 1996-2000. The largest group of foreign nationals from Asia was from Iraq, numbering 10 600 persons. In 2010, there was a significant increase in the number of nationals from the Philippines, Thailand and Afghanistan.

During 2010, resident nationals from *African* countries increased by almost 2 400 persons and reached 31 700 or 8.6 per cent of all foreign nationals in Norway. The

average during the period 1996-2000 was 6.3 per cent. Somali nationals constituted the largest group of foreign nationals from Africa, numbering 11 100 persons.

The total number of resident nationals from countries in *North, Central and South America* increased by 400 persons during 2010 and reached 18 400. Their share of all foreigners declined further to 5 per cent. Almost half of this group were U.S. citizens (8 600), and the second largest group is from Chile (2 000).

The patterns and changes described above only partly reflect shifts in migration flows, cf. chapter 2. Another important factor is the significant differences in the inclination to apply for Norwegian citizenship, cf. chapter 9.2. Immigrants from countries in Western Europe and North America show little interest in changing citizenship, compared to most other groups of foreign nationals. For example, the number of nationals from Bosnia and Herzegovina is one third of what it was in 2001, cf. table 8.1. This change is mostly due to naturalizations, and not a result of large-scale return-migration. For several countries, there was a reduction in the number of resident nationals in 2010, mostly due to high rates of naturalization. Among these countries were Serbia, Iraq, Bosnia and Herzegovina and Sri Lanka. The number of Vietnamese nationals, 1 600, is strikingly low. There are 13 000 immigrants from Vietnam in Norway. Cf. table A16 and A17.

**Table 8.1 Foreign nationals - major countries. 2005 – 2011**

Nationality	2005	2006	2007	2008	2009	2010	2011
<b>Total, of which</b>	<b>213 303</b>	<b>222 277</b>	<b>238 305</b>	<b>266 260</b>	<b>302 977</b>	<b>333 873</b>	<b>369 228</b>
Poland	3 936	6 773	13 630	26 801	39 168	46 707	55 172
Sweden	25 773	26 640	27 867	29 886	32 804	35 786	39 174
Germany	9 587	10 623	12 214	15 313	18 892	20 826	22 417
Denmark	20 060	20 192	20 252	20 461	20 587	20 658	20 940
UK	11 202	11 204	11 562	12 024	12 644	13 274	13 995
Somalia	10 541	10 623	10 845	10 589	10 893	10 804	11 117
Russia	7 383	8 185	8 750	9 710	10 362	10 631	10 818
Iraq	13 677	13 136	12 139	10 682	10 951	10 927	10 555
Thailand	4 975	5 698	6 355	6 938	7 884	8 583	9 295
USA	7 614	7 597	7 732	7 916	8 268	8 516	8 636
Philippines	2 884	3 255	3 921	4 844	6 070	6 768	7 750
Afghanistan	5 085	5 933	6 470	6 502	6 572	7 247	7 730
Netherlands	4 165	4 604	5 104	5 811	6 404	6 800	7 113
Pakistan	6 378	6 095	5 863	5 755	5 490	5 524	5 496
Bosnia and Herzegovina	5 203	4 584	4 192	4 304	4 137	4 020	3 885

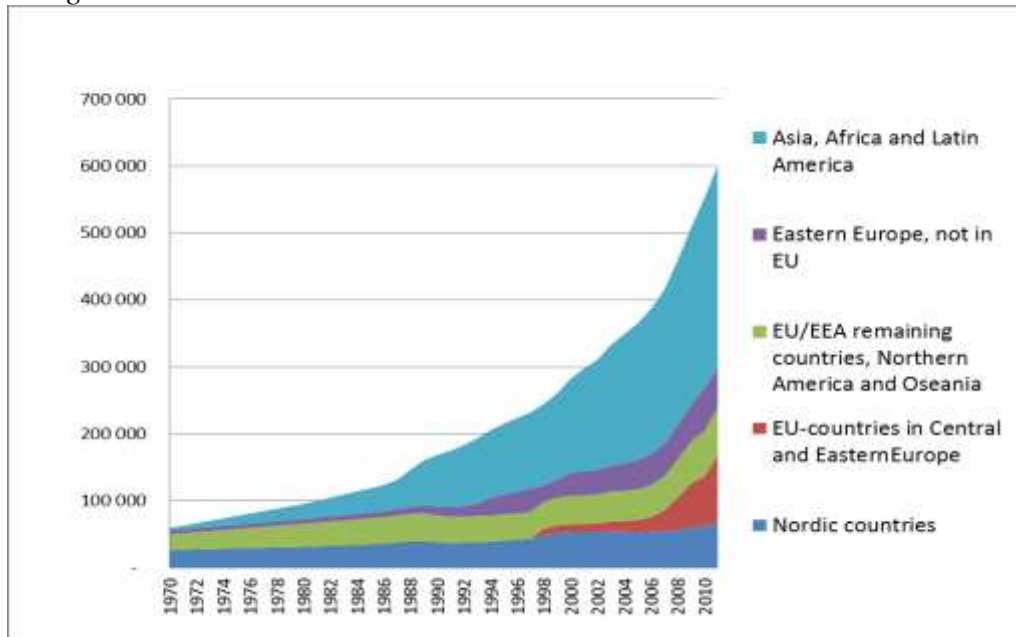
Source: Statistics Norway

### 8.3 Immigrants and Norwegian-born with immigrant parents

In 2010, more than two thirds of the population growth (62 100) was due to the growth in the number of immigrants (42 350), cf. table A3. In addition, the children with two immigrant parents represented 44 per cent of the birth surplus of almost 20 thousand. Only 8.8 per cent of the population increase was due to growth in the number of persons without an immigrant background.

The total number of registered resident immigrants reached 500 500 by January 2011. This was 10.2 per cent of the population, an increase from 9.6 per cent the previous year. The share from other OECD-countries was 46 per cent. The number of children with immigrant parents was 100 400. Their share of the total population was 2 per cent, an increase from 1.9 one year earlier. Of these children, 22.4 per cent had parents from other OECD-countries. Cf. table A3, A18.1 and A18.2.

*Chart 8.1 Immigrants and Norwegian-born with two immigrant parents. Country background. 1970-2010*



Source: Statistics Norway

The composition of the population of immigrants and their children in Norway has changed considerably over the years. In 1970, the share originating from Asia, Africa and South America among all immigrants was 6 per cent. In 1980, the same group represented 23.5 per cent, increasing further to 45.6 per cent in 1990, 49.7 per cent in 2000 and 55.5 in 2006. However, by the beginning of 2011, the share had decreased to 50.4 per cent. This is due to the sharp increase in immigration from some of the new EU-member states. If we only look at the immigrants, i.e. excluding their children, 45 per cent of those residing in Norway at the start of 2011 had their origin in countries in Asia, Africa and South America. Cf. table 8.2 below and table A17.

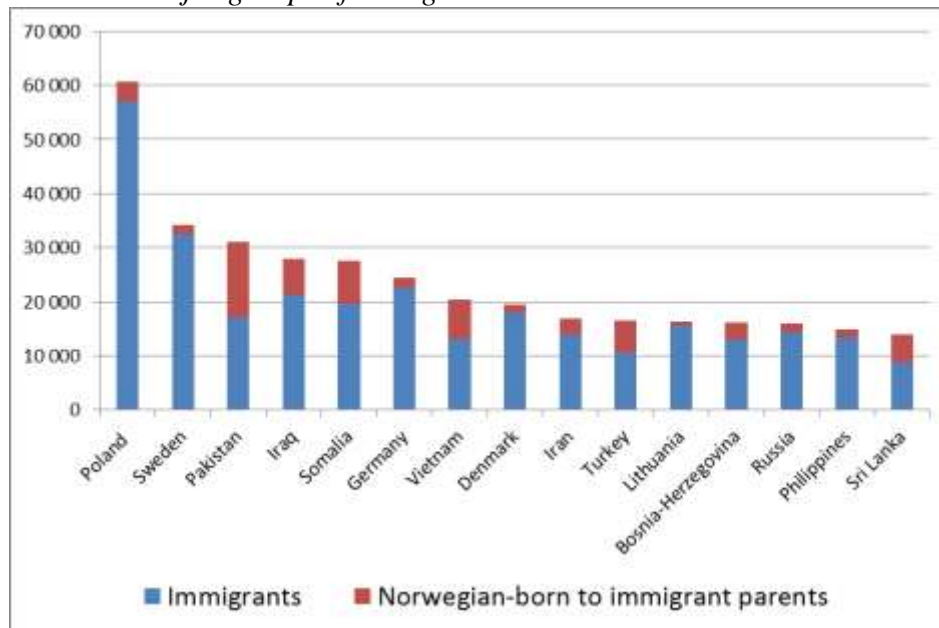
**Table 8.2 Immigrants - region of birth. 2006-2011**

Region	2006	2007	2008	2009	2010	2011
<b>Total, of which:</b>	318 514	341 830	380 644	422 595	459 346	500 500
<b>Nordic countries</b>	50 287	51 066	52 972	55 626	59 087	62 182
<b>Rest of Europe</b>	95 479	108 489	132 545	157 409	175 377	199 702
<b>North and Central America, Oceania</b>	11 279	11 732	12 382	13 141	13 799	14 288
<b>Asia (incl. Turkey) Africa, South America</b>	161 469	170 543	182 745	196 491	214 243	224 328

Source: Statistics Norway

Pakistan was for many years on the top of the list when combining immigrants and their children into one category. However, since 2007 Poland has been on the top, reaching 60 600 in 2010. Sweden has also passed Pakistan (34 100 vs. 31 100) in this combined category. When Norwegian-born children are excluded, there are more resident immigrants from Poland, Sweden, Germany, Iraq, Somalia and Denmark, than from Pakistan. As much as 45 per cent of those with Pakistani background were born in Norway, while 6.2 per cent of those with Polish background were born here. Cf. chart 8.2 and tables A17 and A18.

*Chart 8.2 Major groups of immigrants and their children. 1.1.2011*



Source: Statistics Norway

At the outset of 2011, 28 per cent of the residents of Oslo were immigrants or Norwegian-born with immigrant parents. Those in this category living in Oslo also represented 28 per cent of all living in Norway. 22 per cent were immigrants and 6 per cent Norwegian-born. Their share varies between 14 and 46 per cent of the population in the 15 different boroughs of the city.

#### **8.4 Population with refugee background**

The term "population with refugee background" is used by Statistics Norway to refer to persons residing in Norway who have been granted residence permit following an application for asylum, or who have arrived as part of the annual resettlement quota for refugees, cf. chapter 6.3, as well as family members arriving later. Thus persons who have been granted a permit to stay due to a need for protection as well as on humanitarian grounds are included, but children born in Norway of parents belonging to the refugee population are not.

By January 2011, there were 157 700 persons in Norway with a refugee background in this sense, or 3.2 per cent of the total population. This represented an increase of 6 600 over last year. 73 per cent of the refugee population were registered as principals while the rest had arrived in Norway as dependants. 62.5 per cent of the principals were initially registered as asylum seekers, 21 per cent as resettled refugees and 9.1 per cent as refugees originally granted collective protection<sup>16</sup>. For the remaining 7.7 per cent the background was not registered. Persons from Iraq, Somalia, Bosnia and Herzegovina, Iran and Vietnam continue to make up the largest groups among immigrants with a refugee background.

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<sup>16</sup> They had mainly come from Bosnia and Herzegovina and Kosovo during the 1990s.



## 9 Nationality and naturalization

### 9.1 Legislation

A new Nationality Act came into force in September 2006. The act contains a list of conditions for Norwegian nationality (citizenship). According to the act, an applicant has the right to acquire Norwegian nationality if all the conditions listed in the act are fulfilled.

Some important elements in the act are:

- The applicant has to give up his or her present nationality to be able to acquire Norwegian nationality. If a person does not give up his or her former nationality, the Norwegian nationality will be withdrawn.
- To be given Norwegian nationality the applicant has to have lived in Norway for a total of seven years during the last ten years.
- Documentation of language skills in Norwegian, or Sami, is a condition to obtain Norwegian nationality.
- At birth, a child is automatically given the nationality of both parents.
- At the age of 12, a child can apply for and be granted a Norwegian nationality irrespective of the consent of the parents.
- When applying for Norwegian nationality a child, who cannot renounce its other nationality before a certain age, can nevertheless acquire Norwegian nationality.

### 9.2 Naturalizations

The total number of naturalizations since 1977 is more than 236 500, and almost 170 000 (72 per cent) of those naturalized originated from outside Europe. During the first half of the 1990s, the number of naturalizations reached an average of 7 300 per year, while it was considerable higher during the second half of the decade (10 200). Since 2000, the average has been 10 000 per year, cf. Table A22. In 2007, close to 15 000 persons were naturalized, a record level so far, cf. table 9.1.

11 903 persons became naturalized in 2010. Former Iraqi and Somali citizens have been at the top for the last four years, but 2008 was the first time that Somalis were the largest group of new Norwegian citizens (1 300). Iraqis were the second largest group in 2010 with 1338 naturalizations and Afghans the third largest group with 1 054 naturalizations.

**Table 9. 1 Naturalizations. Major countries of origin 2001-2010**

Country of origin	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
<b>Total, of which:</b>	<b>10 838</b>	<b>9 041</b>	<b>7 867</b>	<b>8 154</b>	<b>12 655</b>	<b>11 955</b>	<b>14 877</b>	<b>10 312</b>	<b>11 442</b>	<b>11 903</b>
<b>Iraq</b>	331	497	403	619	2141	2 142	2 577	1 072	1 267	1 338
<b>Somalia</b>	676	546	392	526	1 251	1 281	2 196	1 315	1 737	1 528
<b>Iran</b>	361	324	228	508	834	535	740	495	785	554
<b>Pakistan</b>	409	829	497	568	694	590	544	773	469	430
<b>Turkey</b>	356	412	398	393	385	355	445	209	145	214
<b>Russia</b>	192	308	280	365	548	458	436	515	622	673
<b>Bosnia-Herzegovina</b>	2 999	1 229	1 965	827	707	519	355	219	167	167
<b>Sweden</b>	249	216	211	221	276	376	241	211	184	248

Source: Statistics Norway

In 2010, 21 per cent of the naturalized Norwegians were originally from another European country. About 45 per cent were from Asia (including Turkey), down from 50 per cent the previous year. 27 per cent were from African countries, up from 25 per cent. 31 per cent of the citizenships granted in 2010 concerned minors. Meanwhile, almost half of the citizenships granted to Somalis concerned children. 52 per cent of the adults who were granted Norwegian citizenship were women. There were particularly high proportions of women among those from Thailand, Vietnam, Philippines and Sri Lanka. The proportion of males among former stateless persons was especially high with 65 per cent.

### **9.3 Ceremonies for new citizens**

Since September 2006, all those who have been granted Norwegian citizenship are invited to take part in a ceremony that includes an oath of loyalty. Through these ceremonies, the Government aims to ensure a solemn and dignified marking of the transition to Norwegian citizenship. The ceremony also marks the fact that the new citizen endorses the fundamental values on which the society is based, including the principle of equal rights and obligations for all Norwegians.

Participation in the ceremony is voluntary. Participants over the age of 18 take an oath of loyalty, and the new citizens receive the book "Welcome as a new citizen". In 2009 and 2010, 22 per cent of all eligible persons participated in the ceremonies.

## **10 Integration and social inclusion**

### **10.1 Policy goals and guidelines**

In accordance with the principles of the Norwegian welfare state, all persons legally resident in Norway have the same rights, obligations and opportunities, regardless of their ethnic background, gender, religion, sexual orientation or functional capacity. Equal rights, equal opportunities, solidarity, fairness and an equitable wealth distribution are fundamental values for the welfare state and underpinnings in the integration and social inclusion policies.

The goal for the inclusion policies is that each person shall have equal opportunities to participate in society. The policy aims towards enabling legal immigrants to contribute their resources in working life and general society as quickly as possible. Rapid and good settlement of refugees shall form the basis for an active life in safe surroundings.

Furthermore, the Government wishes to prevent the development of a class-divided society where persons with immigrant background have poorer living conditions and a lower rate of social participation than the population in general.

An inclusive society requires equal rights and opportunities between the genders. It is an expressed intention to achieve gender equality for everyone, including immigrants and their descendants. Equality means also the right to make independent decisions. The Government has consequently continued its efforts to combat forced marriages and female genital mutilation, cf. chapters 10.3 and 10.4.

As of January 2010, the Ministry for Children, Equality and Social Inclusion has the responsibility for coordinating the integration and social inclusion policies for immigrants and their descendants. Policies and measures in relation to immigrants and children of immigrants are based on the principle of mainstreaming. This means that all sector authorities are responsible for the services offered to all groups of the population within their areas of responsibility. The authorities in different sectors and at different administrative levels have the same responsibility for persons with immigrant background as for the rest of the population. Dialogue and contact with the civil society are important elements of the policy-making and implementing processes.

### **10.2 Reviews of the welfare model and the integration policy**

The Government has since 2010 appointed several expert committees to review various aspects of the policy on migration, welfare and integration. Two committees reported during the first half of 2011.

#### *The Welfare and Migration Committee<sup>17</sup>*

The Welfare and Migration Committee submitted its report to the Ministry of Children, Equality and Social Inclusion in May 2011. The committee was given a man-

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<sup>17</sup> For an English summary of the report NOU 2011:7 Welfare and Migration see [http://www.regjeringen.no/upload/BLD/IMA/nou\\_2011\\_7\\_perspective\\_andsummary.pdf](http://www.regjeringen.no/upload/BLD/IMA/nou_2011_7_perspective_andsummary.pdf)

date to assess the consequences for the Norwegian welfare model of an increase in migration and international mobility. The assessment has covered a range of aspects of the welfare model, e.g. the social insurance schemes and the measures used in integration and labour market policy.

Based on the committee's own work and research commissioned from external sources, the report makes several suggestions for future policy measures to ensure long term sustainability of the Norwegian welfare model. Most importantly, the committee finds that the current policy is the correct approach, but certain elements need to be addressed.

The committee points to the fact that labour market participation amongst the immigrant populations needs to reach the level of the general population, if the welfare model is to be sustainable in the long run, given the current level of taxation. This calls for better integration of immigrants in the labour market. To achieve this, the committee suggests a stronger emphasis on qualification for the labour market as part of the introduction scheme. In addition, the committee proposes an extension of the group of immigrants with the right and obligation to participate in the introduction scheme. The committee highlights the importance of stimulating both the supply and demand side of the labour market to hire people of immigrant background. Furthermore, the committee recommends the introduction of a general activation policy tied to cash benefits, and that certain cash benefits should be replaced by free or subsidised services to enhance work incentives. The committee's report has been subject to a public hearing.

#### *The Inclusion Committee*<sup>18</sup>

The Inclusion Committee has undertaken a comprehensive review of integration policy and integration efforts in Norway. The committee's objective was to highlight challenges and opportunities in multicultural Norway, and bearing this in mind, to then propose measures to be initiated in the inclusion and integration policy. The committee has reviewed the available knowledge on a number of themes vital for integration, attaching importance to working life, education, participation in democracy and the civil society, as well as general living conditions. The themes have also been assessed according to class, resources and gender. Part of the committee's assignment was to examine areas where different values and principles may conflict with each other.

The committee has deliberately interpreted its mandate to include proposals for changes and improvements in integration policy. The committee's focus has been on goals and results. The approach involves comparing differences in results between the immigrant population and the population in general in such fields as employment, education, democracy, civil society and living conditions. Gender differences were also examined. To assess how and for whom integration functions in different social arenas it is particularly important to look at developments over time.

The inclusion committee concluded that it is both possible and necessary that the outcome for immigrants, people born in Norway of immigrant parents and the general

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<sup>18</sup> For an English summary of the report NOU 2011:14 Better Integration, Goals, Strategies, Measures see (work in progress)

population be more equal than is the case today. This applies in particular to some groups of immigrants with low participation in working life and poor living conditions. A comprehensive integration strategy must focus on concrete results in key areas such as economic distribution, participation in various social arenas, and recognition and inclusion in society.

Overall, the committee's review shows that so far the present policies and measures have not produced good enough results. This includes criticism of some public authorities for the reliance on measures that are not sufficiently effective.

### **10.3 Improvement of living conditions in specific urban areas**

The Government and the city of Oslo have concluded agreements to improve the living conditions in two areas in Oslo that comprise five out of 15 municipal districts. These are areas with documented challenges concerning living condition. In one of the areas, comprising four districts ("Groruddalen") the aim of the agreement is also to improve the infrastructure, the housing conditions and the residential and local environment. An initiative to promote local development in an area with living condition challenges is also implemented in the city of Bergen, and from 2012, a corresponding initiative is suggested for an area in the city of Trondheim.

An important part of the contribution by the Government to this initiative is funding of free part time kindergarten. There are programs for free core time in kindergarten for all four- and five-year olds in some city districts of Oslo and Bergen and for three- four- and five-year olds in some areas of the municipality of Drammen with a high proportion of minority language children. Cf. chapter 11.1. The total funding for 2011 is NOK 68.8 million.

### **10.4 Plan of Action against Forced Marriages**

Preventing forced marriage is high on the agenda, as is emphasized in the political platform of the Norwegian Government. The Plan of action against forced marriages for the period 2008 – 2011 contains 40 measures involving eight ministries, emphasizing in particular the role of schools, relevant Norwegian embassies, the need for safe accommodation and strengthened competence and collaboration within the public support services. The Ministry of Children, Equality and Social Inclusion coordinates the plan.

The principal aims are to prevent that young people become subject to forced marriage and to provide better assistance and protection to young people who have been victims of such abuse. Combating forced marriages necessitates a broad-based approach, as good results are particularly contingent on the success of the policies for gender and social equality and social inclusion.

A national Expert team for the prevention of forced marriage is supposed to give advice and support in cases of forced marriage. The team consists of members from different parts of the public service<sup>19</sup>. Employees in the child welfare service, schools, the police and others can contact the team for guidance to identify the public sector

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<sup>19</sup> The Expert team consists of representatives of the Norwegian Directorate of Immigration (UDI), the Directorate of Police (POD), the Directorate for Children, Youth and Family Affairs (Bufdir) and the Directorate of Integration and Diversity (IMDi).

agency that best can provide the necessary follow-up. Part of the Expert Team's mandate is to increase the competence on forced marriages in the public sector and also to help improve existing frameworks and procedures for interagency cooperation in order to improve coordination and provide a more effective assistance in individual cases. The team has published guidelines for professionals dealing with cases of forced marriage.

The Expert team administers the refund scheme for paying the cost of the return journey to Norway when persons who are subjected to forced marriage, or attempted forced marriage abroad, cannot make the payment themselves. This arrangement also applies to cases involving female genital mutilation. The team has dealt with 1 636 cases related to forced marriages and other honor-related cases in the period 2004 until August 2011.

30 minority counselors have since 2008 been employed in upper secondary schools with a high percentage of students aged 16 – 19 with minority backgrounds. Their mandate is to give advice to the young students and also to raise the competence and awareness on forced marriages and honor related problems in the school and among the school staff. The system of minority counselors is a low-threshold service that meets pupils who are in the danger zone before they are subjected to a forced marriage. Increased control by parents, brothers or others might be a sign of an imminent forced marriage. The counseling service makes it possible to intervene at an early stage and initiate preventive measures. Early intervention allows more scope to act than if the case is acute and the young person fears a forced marriage in the near future. A dialogue can be entered into with the families and might avoid a painful split. This is done by involving the relevant support agencies and authorities, and using coordinated and targeted efforts to deal with the problem. In cases that involve extreme control, violence and force, the child welfare service and police must be notified.

The minority counselors experience that very few young persons want to break with their families. In some cases, however, a break with the family – at least for a period of time – is the best solution. In such cases there will be a need for safe accommodation. Since March 2010, the Expert Team has had responsibility for coordinating and administering the allocation of safe accommodation places in the national accommodation and support service for young people over the age of 18 who are subjected to forced marriage or threats of forced marriage. Accommodation and support is offered for up to six months pending a more long-term solution. The accommodation is suitable for young women, young men and couples. The accommodation service also provides accommodation for single parents. Persons at risk often need support and follow-up in various areas. The municipality in which the accommodation is located is responsible for the follow up of the individual tenants after they move into the accommodation. Special emphasis is placed on psychosocial assistance and good personal security. Persons under the age of 18 are taken care of by the child welfare service.

In addition, integration advisers are stationed at some relevant Norwegian embassies. These advisers assist and help Norwegian citizens subjected to forced marriage and contribute to increased knowledge about the phenomenon both at the embassies, but also in the public service in Norway.

Furthermore, a helpline for questions and concerns regarding forced marriage is in place. During the period of the Plan of action a number of non-governmental organizations working to prevent forced marriages have received state funding for different projects. In addition to organizations in Norway, projects have also been initiated and established in some countries of origin with a view to raising awareness and preventing forced marriage.

A second evaluation of the action plan in 2010 documents that the objectives of the plan so far have been reached. The work against forced marriage will be followed up and strengthened with a new action plan for 2012.

### **10.5 Plan of Action against Female Genital Mutilation**

Female genital mutilation is by law forbidden in Norway. The Action Plan for Combating Female Genital Mutilation (FMG) 2008-2011 consists of 41 measures that seek to prevent girls and women from being subject to FGM. Combating FGM necessitates a broad-based approach and the plan of action involves seven ministries. The Ministry of Children, Equality and Social Inclusion coordinates the plan.

The main goal is to strengthen the public services by means of educational measures for professionals to prevent FGM and to give victims of FGM sufficient medical support. Guidelines are in place to ensure that agencies work effectively when dealing with cases of FGM.

Several measures have contributed to a stronger foundation of the preventive work against FGM within the health sector. The Norwegian Centre for Violence and Traumatic Stress Studies is responsible for acting as a national competence centre, to give advice to professionals and conduct scientific studies concerning FGM. In addition, a helpline run by the Norwegian Red Cross for questions and concerns regarding FGM is in place. Non-governmental organizations working to prevent FGM receive government funding.

There are proposals to amend the New Norwegian Penal Code, not yet in force, to make the penalty for female genital mutilation more severe and to have the statute of limitations (up to 10 years now) begin to run when the victim has reached the age of 18. Such an amendment will prevent the crime from being time-barred before the victim can be assumed to be sufficiently mature to decide whether she wants to press charges. Although the plan of action ends in 2011, the Government is committed to continue the efforts against FGM in 2012.

### **10.6 The Introduction Program**

The Introduction Program, established by the Introduction Act, for newly arrived immigrants applies to refugees and family members reunited with them, in addition to persons granted residence on humanitarian grounds and family members reunited with them. The rights and obligations of individuals under the act only apply to immigrants between the ages 18 and 55 who need to acquire basic qualifications. Women participate on an equal footing with men. The scheme combines an introduction program with economic benefits paid to the participants.

The aim of the program is to provide basic skills in the Norwegian language, and a basic understanding of the Norwegian society, as well as to prepare the individual for

participation in the labour market and/or further education. The duration and the scope of the program are tailored to individual circumstances, needs and abilities. It may run for up to two years with additional periods to compensate for approved leaves of absence. The municipalities shall provide programs for newly arrived persons as soon as possible and no later than within three months after a person has settled in the municipality, cf. chapter 6.4. Participation in the program is both a right and an obligation for persons in the target groups.

Effects of the Introduction Program are monitored. During 2010, nearly 12 000 persons participated in the introduction program for new immigrants compared to 10 000 in 2009. 5 900 of the participants were women. In November 2009, 57 per cent of the participants who finished the introduction program in 2008 were employed, or participated in education, compared to 63 per cent of the cohort of participants the previous year after the same duration from completing the program. One possible explanation for this difference is that more women with very low education participated in the program. As earlier, after leaving the introduction program, more men than women were employed or participated in education. Younger people were more likely than older people to do so.

In connection with births and adoptions, parents participating in the introduction program have the right to leave of absence. Parents are entitled to a maximum of ten months parental leave. After the delivery, the mother must take maternity leave for the first four weeks. Thereafter, parental leave may be shared between the parents. As of July 1 2010, the father of a newborn child is guaranteed ten weeks paternity leave. The objective is to make sure that fathers spend more time with his child during the child's first year, and also to make sure that women have the possibility for a more continuous participation in the introduction program.

Changes in the Introduction Act were adopted in June 2011. Persons who have received an individual permit to stay in Norway because of abuse or violence are a new target group in the Introduction Program. From 2012 the County Governor has the authority to control that the municipalities provide the services they are obliged to according to the Introduction Act.



## **11 Language training and education**

### **11.1 Policy and legislation**

Between eight and ten per cent of students in Norwegian schools, are immigrants themselves or children of immigrants, representing many countries, cultures and languages. Immigrant students – especially those who are older and arrive at a later stage of their education – face tougher challenges than other students do in achieving good outcomes in their education.

In Norway, ‘school for all’ is a central aim for the education policy. The goal is to provide learning opportunities for all students, with special consideration of the opportunities for specific groups of children. This includes for example children from language minorities or children who need special educational support.

The main legislation in this area is the Kindergarten Act, The Education Act, the Act Relating to Universities and University Colleges and The Introduction Act. Education for adults in need of primary and lower secondary education is included in the Education Act. The statutes have complementary regulations on many of the relevant areas for language minorities and migrant education.

Two documents have had great impact on the development of Norwegian policy on migrant education in recent years.

One is the policy review conducted by the OECD on Norwegian migrant education in 2009.<sup>20</sup> The OECD states that Norway has already developed measures to respond to some of the key challenges in educating migrants, but needs to build capacity in order to implement these measures successfully from Early Childhood Education and Care (ECEC) to Education for Adult Immigrants. Among the recommendations of the OECD is that schools need to be more responsive to linguistic and cultural diversity and that improving the capacity of teachers and school leaders should be the top priority. Language support needs to be mainstreamed into the curriculum, teacher education and research, and more support such as technical language acquisition and career guidance should be provided. Managing regional variations is another key challenge in migrant education.

The other important document is the *Official Norwegian Report (NOU) 2010: 7 Multitude and Mastering. Multilingual children, youth and adults in the education system*<sup>21</sup>, conducted by the The Committee for Equal Education for Language Minority Children, Youth and Adults. The committee introduced five main perspectives in the report; early effort, long term second language education, multilingualism as a positive value, the need for competence building within ECEC and the education sector and implementation challenges. Many of the recommendations from the Committee were in accordance with the OECD recommendations.

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<sup>20</sup> See Taguma et.al, *OECD Reviews of Migrant Education, NORWAY 2009*  
<http://www.oecd.org/dataoecd/51/1/43723539.pdf>

<sup>21</sup> See <http://www.regjeringen.no/pages/10797590/PDFS/NOU201020100007000DDDPDFS.pdf>

The committee suggested a long list of initiatives within the different areas of the education system. Some of these initiatives and recommendations will be taken up and discussed and some have already been initiated, for example a hearing on changes in the Education Act in order to allow special introduction schools and classes for pupils who have recently arrived in Norway. The Directorate of Education and Training is working on disseminating good practices with regard to the content and organization of such schools and classes.

The committee discovered a need for competence building in all parts of the education sector and at all levels to handle a multicultural ECEC and Education sector. However, knowledge of Norwegian as a second language and multicultural competences are crucial. As a response to this, second language competence is now a priority within the strategy for in-service training of teachers and a topic for teacher training institutions.

The program of four free core hours per day in kindergarten continues. It covers all four- and five-year olds in some city districts of Oslo and Bergen and three-, four- and five-year olds in some areas of the municipality of Drammen, where there is a high proportion of language minority children. The aim is to improve the language and social skills of children prior to starting school by increased participation in kindergarten. The program includes raising parents' awareness regarding the importance of learning Norwegian as well as participating in social activities. The program also aims to ensure that kindergarten staff has adequate expertise on multicultural education and language stimulation. A three-year evaluation of the program started up in mid-2011.

The National Centre for Multicultural Education (NAFO) has a special responsibility for the implementation of measures toward improving the education for language minorities in Norway including kindergartens, adult education institutions and universities and university colleges. NAFO runs competence-building programs for work within, and leadership of, institutions concerned with the education of linguistic minorities and for the development of inclusive multicultural learning communities in Norway. In collaboration with Swedish authorities, the Directorate for Education and Training and NAFO has established a website ([www.morsmal.no](http://www.morsmal.no)) as a network and database of resources for mother tongue teachers, bilingual kindergarten employers, parents and children. The goal is to develop the site for use in kindergarten as well as in schools and vocational education and training. The webpage aims to involve multilingual parents.

The Directorate for Education and Training and NAFO has established a network for municipalities in order to improve their competence on providing education for children and young people seeking asylum in Norway. The municipalities have been given information and guidance on rights and regulations in the education system.

One of the largest initiatives in recent years implemented by the Ministry of Education and Research in collaboration with the Municipalities is the Ny GIV - New possibilities - initiative. The initiative is a national effort to increase the successful completion of upper secondary education and training. Included in this initiative is the Transition project, which focuses on robust follow up of the pupils with the poorest results in the final part of tenth grade and in upper secondary education and training.

The emphasis is on skills in reading, writing and numeracy. Special courses are given to teachers within the project, with Norwegian as a second language as one of the topics.

## **11.2 Early Childhood Education and Care (ECEC)**

In Norway ECEC is for children under school age, less than six years old. Participation is voluntary. The ECEC sector is regulated by the Kindergarten Act with regulations. An individual, legal right to a place in kindergarten institution entered into effect, in 2009, for children from the age of one. Regulations concerning maximum fees for parents entered into force in 2004. In 2011 the maximum fee is NOK 2 330 per month, a relative decrease in the fee of 30.5 per cent from 2005 to 2011. Municipalities are to provide discounts for siblings and discounts or free kindergarten for families with the lowest incomes.

The Framework Plan for the Content and Tasks of Kindergartens is a regulation to the Kindergarten Act. The plan provides *guidelines* on the values, content and tasks of kindergartens and describes their *societal role*. Kindergarten programs are supposed to be built on a holistic pedagogical philosophy, with care, play and learning being at the core of activities. Social and linguistic skills are also important to the pedagogical environment.

After a period with high increase in the number of kindergarten places, introduction of maximum parental fees and a legal entitlement to a place in kindergarten, the government now concentrates on developing the quality and the content of kindergartens.

White Paper No 41 2008-2009 *Quality in ECEC* lays the foundation for the government policy in the ECEC area and outlines the following the *three goals* for quality work in ECEC:

- Ensure equity and high quality in all kindergartens
- Strengthen the kindergarten as an arena for learning and development
- Make sure that all children have the opportunity to participate actively in a safe and inclusive kindergarten environment

Early childhood is the fundamental period for the development of language. Many children do not have Norwegian as their mother tongue, and learn Norwegian as a second language in kindergarten. It is important that these children are understood and get the opportunity to express themselves. According to the Framework Plan the kindergarten must support them in the use of their mother tongue, while working actively to promote their Norwegian language skills.

There is an earmarked government grant to the municipalities in order to enhance integration and language development for language minority children. The Ministry has prepared and disseminated support material for kindergarten staff about language and cultural diversity

NAFO is carrying out a skills upgrading course for bilingual kindergarten assistants in nine counties. In addition, a course directed towards all assistants has been started in all counties. In this course multilingual and multicultural work are among the main themes.

The National Parents' Committee for Early Childhood Education and Care is, with support from NAFO, developing a guide for cooperation between the kindergartens and the parents. The guide, which will be ready in late 2011, is directed to all parents, but it has a clear multicultural profile.

Through the health clinic program, Language 4 (2006-2009) the Government systematically measured the language skills of all four-year olds in some municipalities with a high proportion of immigrants among their residents. In the program Language Promotion (2007-2011) multilingual children whose language mapping showed inadequate language development in Norwegian were given systematic follow-up of. This program should also contribute to a good transition from kindergarten to school, and to provide parents, especially mothers, language training.

The Government has appointed an expert group to assess the different tools that are in use to map the language competence of children in kindergarten, including tools designed for migrant children. When the necessary assessment and guidance material have been developed, all three-year-old children will be offered a mapping of their language skills in kindergarten.

An analysis of an earlier program of free core hours in kindergarten in certain city districts of Oslo showed an effect of this intervention on the school performance of girls from immigrant families 10 years later (age 16). Their grade point average increased substantially more in the intervention districts than in the comparison districts. There was no significant change in the performance of boys.

Goal for social inclusion:

To facilitate optimal language development for preschool children the number of language minority children in kindergartens should be increased.

Indicator:

The proportion of language minority children in kindergartens compared to the proportion of children in kindergartens in total. Language minority children are here defined as children whose parents both have another mother tongue than Norwegian, Sami, Swedish, Danish or English.

Status:

An increased share of all language minority children attends kindergarten. By the end of 2010, about 71 per cent of all one- to five-year old language minority children attended kindergarten, compared to 89 per cent for all children. In 2007 the numbers were 63 per cent vs. 84 per cent, and in 2000 44 per cent vs. 62 per cent.

**Table 11.1 Kindergarten attendance by age and background. 2010**

Age (year)	Children in general	Language minority children
1	70,4	34,2
2	87,4	56,4
3	95,1	83,5
4	97,1	92,2
5	97,4	94,1
1- 5	89,3	71,2

Source: Statistics Norway

### 11.3 Primary and secondary education

According to the Norwegian Education Act section 2-1, children and young people are obliged to attend primary and lower secondary education and have the right to a public primary and lower secondary education. The right to primary and lower secondary education applies when it is probable that the child will reside in Norway for a period of more than three months. The obligation to attend primary and lower secondary education commences as soon as residence has lasted for three months. These rules apply to all, including children of asylum seekers, unaccompanied minors seeking asylum and irregular migrants.

According to the Norwegian Education Act section 2-8, pupils attending the primary and lower secondary school who have a mother tongue other than Norwegian and Sami, have the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the regular instruction of the school. If necessary, such pupils are also entitled to mother tongue instruction, bilingual subject teaching, or both.

According to the Norwegian Education Act section 3-1, young people who have completed primary and lower secondary education or the equivalent have, on application, the right to three years` full-time upper secondary education and training. This right presupposes legal residence in Norway, according to the regulations to the Norwegian Education Act.

According to the Norwegian Education Act section 3-12, pupils attending upper secondary education and training who have a mother tongue other than Norwegian and Sami have the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the normal instruction of the school. If necessary, such pupils are also entitled to mother tongue instruction, bilingual subject teaching, or both.

Over a period, Government funds have been allocated to special development projects at schools with more than 25 per cent language minority pupils in seven municipalities. The aim has been to stimulate such schools to find adequate ways of dealing with the special challenges they face and to improve the learning benefits and results of the pupils. In addition there has been a project (the Language Promotion) for children in kindergartens and schools. The children have been offered special language training from the age of four until the end of their second year in school. The project focused on the transition from kindergarten to school as well as parental involvement. The Directorate of Education and Training will disseminate the results of the projects with regard to for instance new models for language teaching and teaching methods. The projects have been concluded, but will be developed further in different ways in four districts of Oslo.

#### Goal for social inclusion:

Language minority children shall master the Norwegian language as early as possible in their school career to ensure that they benefit from education.

#### Indicators:

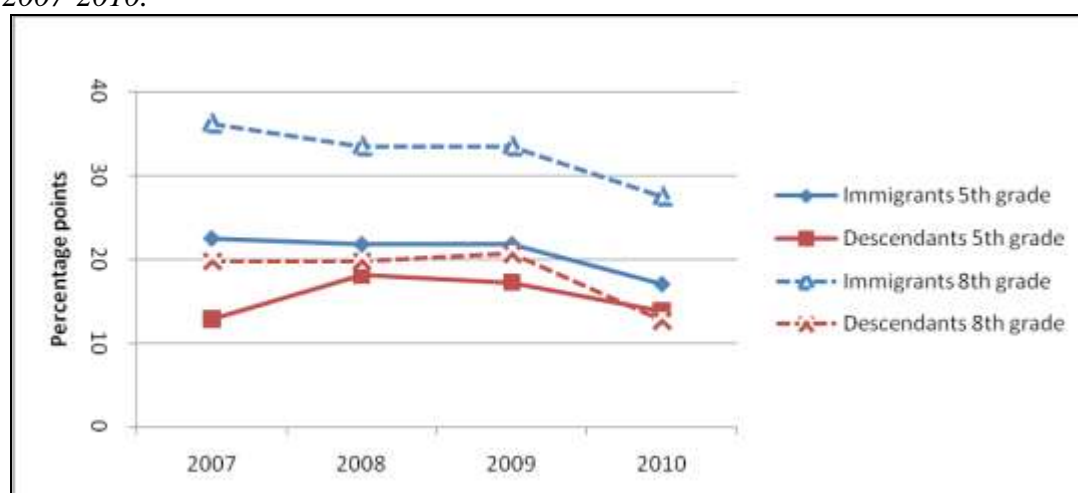
- The proportion of children and young people receiving special language instruction.
- Results from national tests in reading and mathematics in fifth and eighth grade for immigrant children and descendants<sup>22</sup> compared to all pupils.

Status:

Of a total of 616 000 pupils in primary and lower secondary in the school year 2010-2011, 44 000 pupils received special instruction in Norwegian, that is 7.2 per cent of all pupils. During the last 10 years, this proportion has increased proportionally with immigration.

In national tests, the pupils are ranked by mastering levels based on the distribution of the performances of all pupils. For the fifth grade the distribution of all pupils by mastering levels is 25 per cent at level 1; 50 per cent at level 2; 25 per cent at level 3. For the eighth grade the distribution of all pupils by mastering levels is 10 per cent at level 1; 20 per cent at level 2; 40 per cent at level 3; 20 per cent at level 4; 10 per cent at level 5. A high mastering level denotes a good performance.

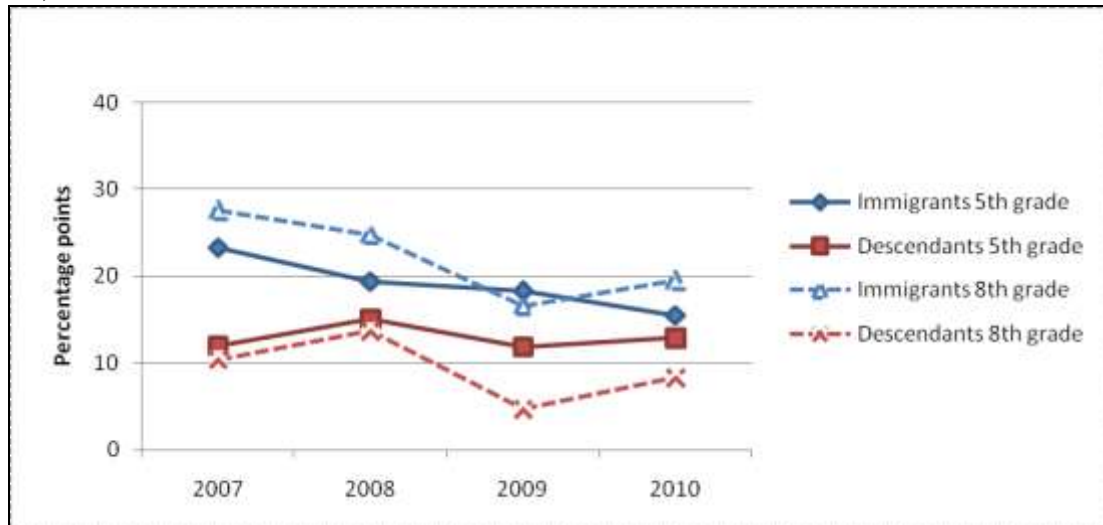
*Chart 11.1 Difference in percentage points between pupils with immigrant background and all pupils - Proportion ranked at the lowest mastering level in reading, 2007-2010.*



Source: Statistics Norway

<sup>22</sup> Persons born in Norway with two immigrant parents are defined as descendants

*Chart 11.2 Difference in percentage points between pupils with immigrant background and all pupils - Proportion ranked at the lowest mastering level in mathematics, 2007-2010.*



Source: Statistics Norway

Charts 11.1 and 11.2 display the distance between pupils with immigrant background and the overall population of pupils. The difference in performance between immigrants and descendants, and all pupils is greater in reading than in mathematics, especially for the eighth-graders. For instance, in reading 30 per cent of all pupils at eighth grade are ranked as the two lowest levels of mastering, whereas 57 per cent of immigrants are ranked equivalently. Thus, the difference between immigrants and all pupils is 28 percentage points in reading. In mathematics, the corresponding difference is 20 percentage points. Another visible pattern is that the difference between immigrants and descendants is greater among pupils in eighth grade than in fifth grade. Note that this does not indicate anything about changes over time for the same cohort of pupils.

For the fifth-graders, the proportion of immigrants ranked at the lowest mastering level in reading and mathematics, relative to the overall population at this level, has decreased from 2007 to 2010. The relative performance of descendant has not changed equivalently during the same period. For the eighth-graders, the distance in performance between immigrants and all pupils has decreased in both reading and mathematics, in that a relative smaller proportion are ranked at the two lowest mastering levels in 2010 than in 2007. Regarding the goal for social inclusion, this may be viewed as a positive development. It is important to be aware when comparing the fifth and eighth grade that the variety in the pupils' background between the two can influence the results. In addition, the number of pupils exempted from participating in these tests has increased.

#### Goal for social inclusion:

The proportion of Norwegian born children with immigrant parents completing upper secondary education shall correspond to their share of the total population.

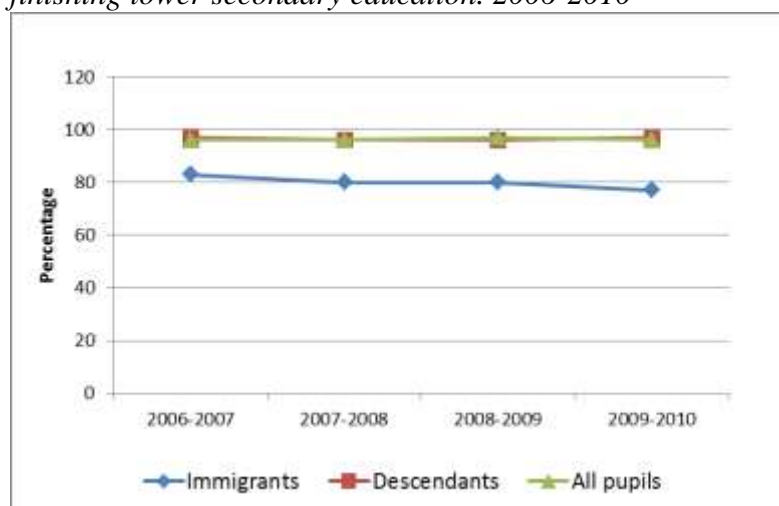
#### Indicators:

- The proportion of children born in Norway from immigrant parents starting upper secondary education the same year as finishing lower secondary educa-

tion compared with the proportion among the total number of pupils that year as a whole.

- The proportion of pupils born in Norway from immigrant parents attaining general or vocational competence within five years after completing lower secondary school compared to the proportion among the total number of pupils that year as a whole.

*Chart 11.3 Proportion of pupils starting upper secondary education the same year as finishing lower secondary education. 2006-2010*



Source: Statistics Norway

#### Status:

In 2010, 97 per cent of descendants and 77 per cent of immigrants made a direct transition from lower to upper secondary education. The same proportion for all students is 96 per cent. Thus, the goal for social inclusion has been met for this indicator.

For the persons who completed lower secondary education in 2005, 69 per cent had attained full general or vocational competence five years later. For the descendants it was 66 per cent. These proportions have not changed significantly for the last four years.

#### Goals for education for young immigrants

The proportion of immigrants, arriving in Norway while they are in the age group for lower or upper secondary education, completing upper secondary education shall increase.

#### Indicator:

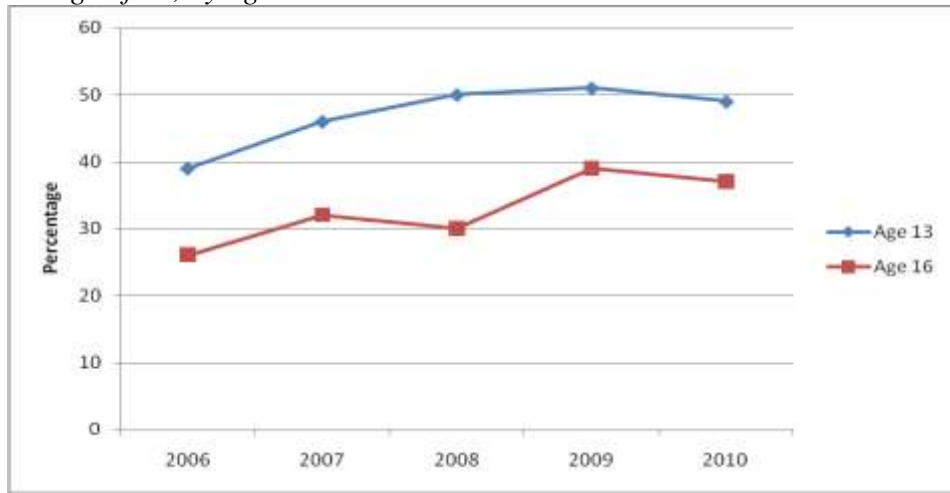
The proportion of immigrants aged 13 to 16 when arriving in Norway who have completed and passed upper secondary education before the age of 30.

#### Status:

In 2010, 49 per cent of the immigrants that had arrived in Norway at the age 13 and 37 per cent of the immigrants that arrived Norway at the age 16, completed and passed upper secondary school before they turned 30 years old. For both categories the proportion has slightly decreased the last year after increasing steadily for four years.



Chart 11.4 Proportion of immigrants completing upper secondary education before the age of 30, by age at arrival. 2006 - 2010



Source: Statistics Norway

#### 11.4 Follow up service

The main task of the follow-up service (OT) is to contact pupils, 21 years old or younger, who neither attend upper secondary school, are in training nor hold a job, and inform them of their options. Such options may be upper secondary school education, a job or competence enhancing courses. As of June 2011, 20 258 young people were registered in the OT, i.e. nine percent of all the young people in Norway who have the right to three years' of upper secondary education. In the group of young people reported to OT by June 2011, nine per cent are immigrants and three per cent are descendants.

The Ny GIV - New Possibilities initiative - includes a project to create a sustainable, structured and targeted system to motivate and qualify as many as possible in the 16 to 19 age group to take part in education paths/programs leading to basic competence or certification for college and university admissions. This requires better co-ordination between the county, the municipalities and the Ny GIV initiative.

#### 11.5 Adult education

Pursuant to Section 4 A-1 of the Education Act, persons above compulsory school age who require primary and lower secondary education have the right to such education unless they have the right to upper secondary education and training pursuant to section 3-1. Legal residence in Norway is a prerequisite for the right to primary, lower and upper secondary education and training for adults in Norway.

The right to education normally includes the subjects required for the certificate of completed primary and lower secondary education for adults. The education shall be adapted to individual needs.

In total 5 600 adults participated in mainstream primary and lower secondary education in 2010-2011. Of these, 88 per cent were from a language minority. Approximately 5 000 adults received primary and lower secondary education in the form of special needs education in 2010-11. Of these, ten per cent were language minorities.

Overall, 50 per cent of all the adult participants in primary and lower secondary education had minority background.

Pursuant to Section 4A-3 of the Education Act, adults above 24 years of age, who have completed primary and lower secondary school, but not upper secondary education and training or the equivalent, have the right to free upper secondary education and training. The education and training shall be adapted to individual needs. There are three options open to adults who want to complete upper secondary education and training. First, they may apply for regular admission, competing on equal terms with all applicants. Second, they may apply for individual admission based on assessed non-formal competence. This entails an application directly to the county authorities and not through the general admission service to upper secondary education and training. In this alternative, the instruction is often condensed, and because of the assessment of non-formal competence, the education and training can be given in a condensed form. The third option is to turn to private course providers. In the school year 2009-2010, 20 600 participants in upper secondary education were above 24 years old. Of these, 21 per cent were immigrants and 0.5 per cent were descendants.

In 2009, 17 participants were recruited to a pilot project for public health workers, which targets adult immigrants. The aim of this project is both to enhance the recruitment to Norwegian language training and to increase the number of health workers with formal competence. Therefore, Norwegian language training in combination with theoretic and practical courses in Health Service subjects is provided during a four-year period. Training in institutions starts at year one. The Norwegian Labour and Welfare Service (NAV) provides economic support to the participants during the two first years. The evaluation of the pilot is positive.

### **11.6 Norwegian language training for adult immigrants**

Knowledge of the Norwegian language is an important precondition for active participation in the society. From September 2005, it has been compulsory for newly arrived adult refugees and certain other groups of immigrants (see below) to participate in 300 hours of lessons in Norwegian language training and social studies. Beyond the compulsory part, those who have a need for further training will have the opportunity to take more lessons depending on the needs of the individual. The Introduction Act regulates the training.

As of January 2012, the scope of compulsory Norwegian language training will be expanded to 600 hours for persons granted residence permit after this date. Those with a need for further training may receive up to 2 400 additional hours depending on the needs of the individual.

The right and obligation to participate in Norwegian language training free of charge applies with some exceptions to those between 16 and 55 years who have been granted asylum, residence permit on humanitarian grounds, collective protection or a family immigration permit linked to a person in any of these groups. These rights and obligations only apply to persons who have received their residence permit after September 2005.

Completion of 300 hours/600 hours language training or a demonstration of corresponding language skills is from January 2012 a condition for receiving a settlement

permit and Norwegian citizenship. The 300/600 lessons of training must be completed within the first three years in Norway and all lessons have to be completed within the first five years. Immigrants between 55 and 67 years of age have the right, but no obligation, to participate in language training.

Measuring the educational results and effects of the language training is based on the number who has met for examinations and passed/failed examinations. The number of persons entering the examinations has risen since the introduction of the right and obligation to language training. About 87 per cent of the candidates passed the oral test in 2010, compared to the goal that 95 per cent should pass. This number has been relatively stable for years. The proportion that passed the written test was 58 per cent in 2010, compared to the goal of 60 per cent.

Among those who had a right and obligation to participate in Norwegian language training in 2009, in total 10 900 persons, or 86 per cent women and 89 per cent men, had started such training within 18 months after they had been granted this right and obligation. Among those who were granted a resident permit in 2007 and still had a right and obligation to participate, 80 per cent or 8 200 persons had fulfilled their obligation to participate in 300 hours of training within three years.

Labour migrants from countries outside the EEA/EFTA have an obligation to undertake language training, but no right to free courses. Persons from countries within the EEA/EFTA have neither the obligation nor the right to take part in language courses partly sponsored by the Norwegian government.

In 2007, language training in Norwegian for asylum seekers residing in reception centres was reintroduced. They receive 250 lessons free of charge of such training from the municipalities, financed by the Government. A new report shows that almost all in the target group receive an offer to participate in language training. Many, but not all, asylum seekers participate. The report concludes that the implementation of language training for asylum seekers has been successful, and that the language training is a positive measure, not only for the asylum seekers, but also for the reception-centres and for the local communities.

## **12 The labour market**

### **12.1 Labour market policy**

The responsibility for labour market policies rests with the Ministry of Labour, and the Norwegian Labour and Welfare Administration (NAV) is responsible for implementing these policies. The ambition of NAV and its partnership with the municipal social assistance service is to strengthen an active approach towards the users, focusing on job-oriented activities and a follow-up system tailored to individual needs. There is a NAV-office in every municipality, established jointly with the municipality social assistance services.

The labour market policy should contribute to greater inclusion of immigrants in the labour market. Employment is the most important means of reducing social differences and poverty. Increasing labour market participation among immigrants is also important for obtaining better utilisation of their resources in the Norwegian economy. Moreover, diversity of the labour force can raise competence levels and stimulate the development of enterprises.

NAV offers services for immigrants that are part of the services vis-à-vis ordinary jobseekers and the vocationally disabled. Immigrants represent a priority group. The special unit “NAV Intro” provides enhanced assistance to jobseekers with an immigrant background in some of the larger cities, and assists other local offices.

NAV emphasises job seeking and self-activation in the early period of unemployment. During this phase, NAV offers information, advice and close follow-up for those who need it. NAV offers participation in active labour market policy (ALMP) programs based on an individual assessment of needs. In addition, immigrants are given priority for participation in labour market measures, as are other vulnerable groups such as vocationally disabled youths and long-term unemployed persons.

The programs of NAV include recruitment/ job-placement measures, job training and labour market training measures. NAV has developed programs designed for immigrants that involve labour market training and vocational training in combination with language training. Immigrants participate in training courses and job training relatively more often than natives, and are relatively less frequently employed with wage subsidies.

### **12.2 Employment**

From the fourth quarter of 2009 to the fourth quarter of 2010, the number of employed immigrants increased by more than 23 000. The increase in migrant employment mirrors the continued high level of labour immigration. However, the economic slowdown lead to falling employment rates both in the native population and among immigrants. The employment rate among immigrants fell from 64.2 per cent in 2008 to 61.7 per cent in 2009 and 61.6 per cent in 2010 (fourth quarter). For the population as a whole, the employment rate fell from 71.6 per cent to 69.1 per cent over the same period.

**Table 12.1 Employment rate - total population and immigrants. Per cent of population aged 15-74. Fourth quarter 2010**

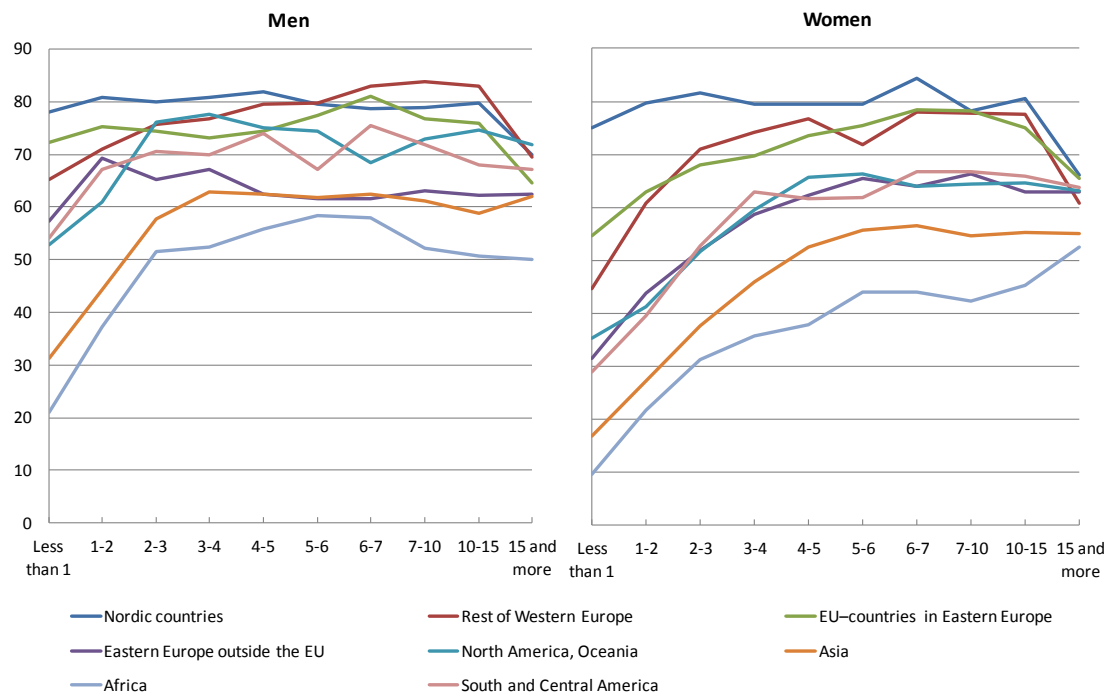
<b>Region of origin</b>	<b>Total</b>	<b>Men</b>	<b>Women</b>
<b>Total population</b>	69.1	71.6	66.5
<b>Immigrants, total</b>	61.6	65.8	57.1
<b>Of these:</b>			
<b>Nordic countries</b>	74.6	76.2	73.0
<b>Rest of Western Europe</b>	70.8	74.5	65.6
<b>EU-countries in Eastern Europe</b>	70.9	73.7	66.1
<b>Eastern Europe outside the EU</b>	61.5	62.8	60.5
<b>North America, Oceania</b>	64.1	69.7	58.2
<b>Asia</b>	53.3	58.5	48.8
<b>Africa</b>	43.9	48.0	39.0
<b>South and Central America</b>	62.9	67.5	59.6

Source: Statistics Norway

Table 12.1 shows the employment rates in the fourth quarter of 2010 by gender and region of origin. There are many reasons for the differences in employment rates. Obviously, reason for immigration is very important. Whereas immigrants from European countries are largely labour immigrants, this is more seldom the case for immigrants from e.g. Asia and Africa. For immigrants from Africa, and to some degree from Asia, there is a relative large number of refugees and family reunited with only a short period of residence in Norway. These immigrants often participate in introduction programs the first years after arrival and are therefore not employed. Education level and age composition also differs. When taking the differences in age structure between the total population and most immigrant groups into account, the difference in employment rates between natives and immigrants becomes even more pronounced. The statistics presented in this chapter are not adjusted for such composition differences.

The gender employment gap measured as the ratio of male to female employment rates is higher for immigrants than for natives. This is due to relatively low female employment rates among immigrants from Asia and Africa. However, also male employment rates are low among persons from these regions, compared to other regions of origin.

Chart 12.1 Employment rate (employed persons as per cent of population aged 15-74) by years of residence and region of origin. Fourth quarter 2010.



Source: Statistics Norway

#### Employment by duration of residence

Among immigrants living in Norway in the fourth quarter of 2010, cohorts with long elapsed time of residence have higher employment rates than those who arrived more recently, see Chart 12.1. The differences by region are smaller among groups with long period of stay in Norway than among cohorts who arrived more recently.

The statistics presented in Chart 12.1 do not imply that the employment rate increases with the duration of residence, in a causal sense, for a given cohort. This is due to differences between cohorts concerning reason for immigration and other factors that influence labour force participation. Research based on following cohorts of immigrants from specific countries (mainly in Asia) has shown that employment rates typically decrease, and welfare dependency rates increase, after 10-15 years of residence, for several groups of immigrants.<sup>23</sup>

The relationship between employment and duration of stay in Chart 12.1 should be interpreted with caution especially at long durations. This is because the relationship will be influenced by retirement, circular migration and decreasing labour force participation among persons in working age after long durations of stay. Note in particular that 86 per cent of the persons from EU-countries in Eastern Europe had lived less than seven years in Norway (93 per cent for men).

<sup>23</sup> Bratsberg, B., O. Raaum and K. Røed (2010), When minority labor migrants meet the welfare state, *Journal of Labor Economics*, 28(3), 633-676; Bratsberg, B., O. Raaum and K. Røed (2011), Yrkesdeltaking på lang sikt blant ulike innvandregrupper i Norge, Rapport 2011/1, Frisch Centre.

### *Employment among Norwegian-born persons with immigrant parents*

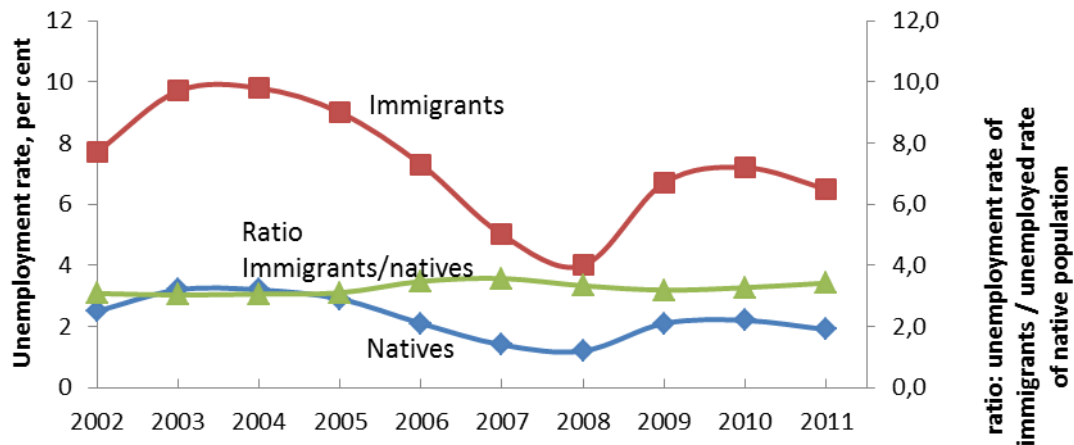
Statistics Norway publishes statistics on employment and unemployment of Norwegian-born persons with immigrant parents. Many have not yet completed education and entered the labour market. In the fourth quarter of 2010, there were 15 420 employed Norwegian-born persons with immigrant parents in the age group 15-74, and of these, 73 per cent were aged under 30. Approximately 60 per cent have parents with immigrant background from Asia, including Turkey. Among those aged under 30, this share was 70 per cent.

In the age group 25-29, the employment rate was 72.8 per cent in the fourth quarter of 2010, compared to 77.8 per cent in the entire population in the same age group. In the age group 20-24, the corresponding rates were 64.4 per cent and 69.1 per cent, respectively. At the end of August 2011, the unemployment rate was 5.0 per cent among Norwegian-born persons with immigrant parents, in the age group 15-29. The unemployment rate was 4.2 per cent in the entire population aged 15-29.

### **12.3 Unemployment**

Unemployment rates among immigrants are about three times higher than for natives, cf. chart 12.2. This ratio has been relatively stable across the business cycle. After 2008, unemployment rates increased for both natives and immigrants, dropping somewhat in 2011. The register based unemployment rate only reflects the number of persons who have registered as job seekers with the labour and welfare service, NAV.

*Chart 12.2 Unemployment rates (registered unemployed in per cent of labour force) among immigrant and native population, and ratio of immigrant to native population unemployment rates, 2002-2011 (second quarter)*



Source: Statistics Norway

Before the economic crisis in 2008, the unemployment rate among immigrants from EU-countries in Central and Eastern Europe was very low. Due to their strong representation in the building and construction sector, unemployment increased strongly among these immigrants during the economic crisis. The unemployment rate among immigrants from EU-countries in Central and Eastern Europe jumped from 2.3 per cent in August 2008 to 8.3 per cent in August 2009. By August 2011, the rate had decreased to 6.8 per cent. Column 2 of table 12.2 shows unemployment rates by region of origin in August (third quarter) 2011.

**Table 12.2 Registered unemployment and participation in active labour market policy (ALMP) programs. August 2011**

Region of origin	Registered unemployed, not in ALMP programs		Participants in ALMP programs	
	Persons	Per cent of labour force	Persons	Per cent of unemployed
Majority population	49 195	2.2	6 509	11.7
Immigrants, total	22 149	7.0	5 292	19.3
Of these:				
Nordic countries	1 297	2.8	127	8.9
Rest of Western Europe	1 135	3.0	173	13.2
EU-countries in Eastern Europe	5 134	6.8	756	12.8
Eastern Europe outside the EU	2 287	7.5	514	18.4
North America, Oceania	166	2.9	21	11.2
Asia	7 633	9.1	2 329	23.4
Africa	3 689	14.4	1 158	23.9
South and Central America	808	7.4	214	20.9

Source: Statistics Norway

For many years, immigrants from Africa have had the highest unemployment rate of all immigrant groups. Although the increase in unemployment was less dramatic for this group than for others, African immigrants had the highest unemployment rate in August 2011, with 14.4 per cent of the labour force.

With the increase in unemployment rate, the number of immigrants on ordinary labour market schemes has increased from 3 400 in August 2008 to 5 300 in August 2011. In total, 11 800 persons participated in ALMP programs in August 2011. Due to seasonal variation, the number of participants in the third quarter (August) is much lower than in the first, second and fourth quarters. In August 2011, 45 per cent of those participating in ALMP programs were immigrants, while immigrants constituted 33 per cent of the unemployed, including participants. This reflects the priority given to immigrants, and that many unemployed immigrants need to enhance their skills and gain work experience before they can compete in the labour market. Most of the immigrants participating in labour market measures originated from countries outside the EEA, cf. table 12.2. The share of participants is particularly high among immigrants from countries in Africa, Asia and South and Central America. The Introduction program managed by municipalities covers certain groups of newly arrived immigrants, cf. chapter 10.6.

#### **12.4 Entrepreneurship and employment creation by immigrants**

At the beginning of 2010, there were 156 000 sole proprietorship enterprises in Norway. Immigrants (including persons born in Norway to two immigrant parents) and non-Norwegian citizens living outside Norway owned 13.6 per cent of these enterprises. Immigrants with background from the EEA, the USA, Canada, Australia and New Zealand owned 5.7 per cent, immigrants from other regions owned 5.9 per cent, and Non-Norwegian citizens based abroad owned two per cent of these enterprises. The immigrant share has increased over time.



The single proprietorship enterprises owned by immigrants from the EEA, the USA, Canada, Australia and New Zealand are overrepresented in water supply, sewage and waste handling businesses, and in professional, scientific and technical activities. Single proprietorship enterprises owned by immigrants from other areas are overrepresented in construction, domestic trade and transportation. The share of male owners is slightly lower among immigrants from the EEA, the USA, Canada, Australia and New Zealand (67 per cent owned by men) than among natives (73 per cent) and immigrants from other regions (72 per cent).

NAV has some general schemes designed to promote entrepreneurship. They include the possibility for jobseekers to keep unemployment benefits during the planning and establishment of their own enterprise. These measures are not specifically designed for immigrants, but immigrants are included in the target group. Unemployment benefits during the establishment of an enterprise may be granted for a development phase of up to six months and a start-up phase of up to three months, a total of up to nine months.

Results from a project to facilitate entrepreneurship show that many highly educated immigrants have the skills needed to establish enterprises and create additional employment. For many there is a strong motivation for creating their own enterprise to support themselves and their family. Experiences also show that immigrants from outside EEA, North America and Oceania have particular challenges in establishing their own enterprise due to difficulties with financing and lack of knowledge of Norwegian administrative processes.

There are few guidance services for entrepreneurs, qualified to address the special challenges for these immigrants. To gain more knowledge about the facilitation of entrepreneurship by immigrants, two centres for ethnic entrepreneurship were provided with funds to offer training, guidance and network building for potential entrepreneurs. Based on the experiences from these pilot projects, a study will look into the need for further measures, including a possible permanent arrangement for facilitating a higher degree of entrepreneurship among immigrants.

## **13 Participation in elections**

### **13.1 National elections**

Citizenship is a precondition for voting in the Norwegian parliamentary election. The most recent national election was in September 2009, and the involvement of voters of immigrant origin is described in the Norwegian Sopemi-report for 2009-2010.

### **13.2 Local elections**

To be eligible to vote in municipal and county council elections voters have to have lived in Norway for at least three years. Citizens from the Nordic countries need only to have lived in Norway since June 30th the year of the election. The right to vote for foreigners with three years of residence was introduced in 1983. The most recent local elections were in September 2011.

The number of potential voters with immigrant background has increased markedly over the last years, mostly because of recent high immigration, but also because of the age distribution among immigrants, resulting in many young people entering the electorate. In total, 386 700 persons with immigrant background had the right to vote in the local elections in 2011, constituting 10.2 per cent of the eligible population. Compared to the elections in 2007, this is an increase of 100 000 persons. Close to 200 000, or 52 per cent of the voters, were from Europe. 87 000 persons with immigrant background were eligible to vote for the first time.

In 2011, 64.6 per cent of the total population voted in the local elections, an increase from the last local elections. The electoral turnout among persons with immigrant background has traditionally been significantly lower, particularly among immigrants without Norwegian citizenship. The electoral turnout has been somewhat higher amongst naturalized Norwegians. See the 2009-2010 Sopemi-report for details.

Out of the 59 500 candidates standing for election for the municipal councils in 2011, 2 100 were immigrants or had immigrant parents. This constituted 3.5 per cent of the total number of candidates, an increase from 2.8 per cent in 2007. Sweden, Denmark, Germany, Iran and the Netherlands were countries of origin with the highest number of candidates.

In total, 268 immigrants were elected to the municipal councils. This is an increase of 45 representatives since the previous election. These representatives account for 2.5 per cent of the total number of representatives compared to two per cent in the 2007 election. 67 per cent, or 180, were from countries in Asia, Africa, Latin-America and Europe except EEA countries. The rest were from the EEA-countries, North America and Oceania. Immigrants are still underrepresented among elected representatives, but the ratio of representatives, compared to the total number of persons entitled to vote, is somewhat better than after the election in 2007.

With 5 per cent, the Socialist Left Party has the largest share of elected representatives with an immigrant background, followed by the Labour Party with 4 per cent and the Conservative Party with 2 per cent.

## **14 Discrimination**

### **14.1 Legislation**

The Act on prohibition against discrimination based on ethnicity, religion, etc. (the Anti-Discrimination Act) from 2006 applies to all areas of society, except for family life and personal relationships. It prohibits discrimination based on ethnicity, national origin, descent, colour, language, religion or belief. The act protects against both direct and indirect discrimination. It covers harassment on the same grounds and instructions to discriminate or harass. The act has a ban on reprisals against a person who files or intends to file a complaint about violation of the act. This protection also covers witnesses. Furthermore, it is illegal to participate in discrimination.

From 2009, a new general obligation to promote equality and prevent discrimination entered into force in the Anti-Discrimination Act. The obligation applies to public authorities, private and public employers and social partners in working life. It is accompanied by a general reporting obligation.

From 2006, an Equality and Anti-Discrimination Ombud has both proactive and supervisory functions in relation to the Anti-Discrimination Act and other civil legislation in the fields of anti-discrimination, such as the Gender Equality Act, the antidiscrimination regulations in the Working Environment Act and in housing legislation. The Ombud and an Equality and Anti-Discrimination Tribunal make decisions on individual complaints concerning discrimination. The Ombud also has the task of monitoring the functioning of the Anti-Discrimination Act.

The role of the Ombud is to investigate incidents where alleged breaches of the laws have taken place. Following investigations of complaints, the Ombud may then make a recommendation. In the field of employment, the Ombud encourages employers to avoid ethnic discrimination and promote ethnic equality in their enterprises. The Ombud has a consultancy and advisory service that is offered free of charge to individual employers in both private and public enterprises. An important function is to disseminate good examples and methods and help to improve knowledge in this field.

In the period 2007 – 2010, the Ombud processed 201 complaints based on ethnicity, language and religion. Many of these cases were related to employment.

Different acts prohibit discrimination based on gender, ethnicity etc. religion, sexual orientation, disability, age, political views or membership of a trade union. The protection against discrimination varies depending on the grounds of discrimination.

A commission appointed by the Government submitted in 2009 its report on a more comprehensive anti-discrimination legislation. The commission proposed a single anti-discrimination act, covering all grounds of discrimination and all areas in society except the private sphere. An extensive consultation process has been carried out on the commission's proposal. The Government is preparing a legislative proposal with adjustments in existing legislation instead of a single act. This work is based on the consideration that a separate act on gender equality will provide the best framework for efforts to improve the position of women. Likewise, separate acts will provide the best framework for equality with regard to ethnicity and disability. One of the aims for the new legislation is to harmonize the rules in the different acts as far as possible.

The protection against discrimination shall not be impaired. The Government plans to submit a bill to the Parliament in 2012 or 2013.

The commission proposed an anti-discrimination provision in the Constitution. A human rights commission appointed by Stortinget is now considering a limited revision of the Constitution with the aim to strengthen human rights in the Constitution. Anti-discrimination is one of the human rights being considered by the commission. The commission will submit its report by January 2012.

The commission also considered the question of ratification and implementation of the Human Rights Convention Protocol no.12 on discrimination. The commission was divided in the question. The Government is now considering whether to ratify the protocol.

## **14.2 PROGRESS**

Norway takes part in the EUs multi-year framework program PROGRESS 2007-2013 and have used the opportunity to apply for projects in order to implement new legislation and in order to develop our non-discrimination policy beyond legislation. The Ministry of Children, Equality and Social Inclusion has on several occasions given the Equality and Anti-Discrimination Ombud (LDO) the mandate to apply on calls within the PROGRESS framework program. LDO received support for the undertaking of a campaign in 2009 and 2010, entitled "Fostering good practices in the workplace". This was aimed at raising awareness about positive duties and anti-discrimination legislation in the field of employment. Two publications, a handbook for employers and social partners and a compilation of texts of existing Norwegian anti-discrimination legislation, were distributed in conjunction with the campaign.

A national campaign website was developed, providing the general public and target audiences with online resources, awareness raising tools and information about the campaign. Over 150 employees participated in workshops designed to raise awareness among service providers about equality in services. National and local printed and electronic media covered the campaign, reaching a readership of approximately two million. LDO has noticed an increased demand for guidance among employers and social partners as a direct result of the campaign and increased focus on positive duties and equality issues in courses offered by social partners to their memberships.

## **14.3. Plan of Action to Promote Equality and Prevent Ethnic Discrimination 2009-2012<sup>24</sup>**

The Government Plan of Action to Promote Equality and Prevent Ethnic Discrimination intends to combat and prevent both direct and indirect discrimination and covers a period of four years. In general, the measures outlined in the plan target areas where people from minority backgrounds are especially vulnerable to discrimination. This applies particularly to working life, but public administration is also a priority area. The plan focuses on discrimination affecting children and youth in schools/education, on the housing market and in clubs/bars/restaurants. The plan includes 66 measures. Eight ministries are responsible for measures in the plan. One of the main objectives is to ensure proper implementation of the new reporting obligation, cf. chapter 14.1.

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<sup>24</sup> <http://www.regjeringen.no/upload/BLD/etnisk%20disk/HPL/4043-materie-engelsk-trykk.pdf>

When it comes to promoting equality in working life the action plan includes measures such as a program for diversity management, a mentor program for women with minority backgrounds and pilot projects for those who are bound by the reporting obligation. The Ministry of Children, Equality and Social Inclusion collaborates with the social partners in working life on the implementation of the measures. A second main objective of the action plan is to increase knowledge of the nature, scope and causes of discrimination, particularly in working life, with a view to develop more targeted measures. A status report of December 2010 shows that the plan is well underway and that 58 of the 66 measures have been initiated or completed.

#### **14.4 Active recruitment**

Active recruitment of immigrants to public administration and health authorities is an important measure for integration and social inclusion. Through the yearly allotment letters, all agencies within the public administration and the health authorities are instructed to draw up plans aimed at increasing the recruitment of immigrants.

In public administration, employers are obliged to call in at least one qualified immigrant applicant for interviews when hiring personnel. A report from 2008 shows that 33 per cent of the immigrants called in for interviews were hired. Managers of all public enterprises are urged to introduce the same scheme, and 94 per cent of them have implemented this practice. The Government has also called on the private companies to follow this practice.

Moderate affirmative action for immigrants applying for public administration positions has been tested in a two-year pilot project, starting in 2008. This implies that if candidates have equal or approximately equal qualifications, a candidate with an immigrant background is to be preferred. The evaluation shows that the use of the measure has been limited. However, managers of the enterprises taking part in the project say that they have become more aware of the issue of diversity due to the training that was part of the project. Efforts to achieve better inclusion of immigrants in the labour market continue. A goal is that the number of immigrant employees should increase in public administration. In 2010, 8.9 per cent of the employees in public administration had immigrant background.

Since 2006, the minister in charge - at present the Minister for Children, Equality and Social Inclusion - has arranged annual meetings with the heads of the public enterprises to discuss, how the number of employees with immigrant background could be increased. The Directorate of Integration and Diversity (IMDi) provides guidance. Evaluation shows that the number of immigrant employees is increasing. In 2010, 9 per cent of employees in public enterprises were immigrants compared to 8.4 per cent in 2009. 19 of 25 enterprises have an established practice of encouraging immigrants to apply for positions in their job advertisements. This is the same level as in 2009. Since 2006, there has been a steady increase in the number of enterprises formalising this practice. Fewer enterprises are applying the practice of calling in qualified immigrants for an interview; 11 in 2010 compared to 16 in 2009.

## 14.5 Public opinion

The annual opinion poll for 2011 by Statistics Norway conducted between July 4 and August 13 shows that the national opinion became more positive towards immigrants in the wake of the terror actions of July 22 compared to the weeks before this event.<sup>25</sup>

The share who agreed with the statement “Most immigrants make an important contribution to Norwegian working life” was 73 per cent before July 22. After this date, 85 per cent agreed. Moreover, 72 per cent agreed before the terror attack that “Most immigrants represent enrich the cultural life in Norway”, compared to 82 per cent after.

Likewise, the share disagreeing that “Most immigrants abuse the social welfare system” increased from 47 per cent before July 22 to 56 per cent after these events. The largest change appeared regarding the statement “Most immigrants represent a source of insecurity in society”. 48 per cent agreed with this before the terror attack, while the respective share was no less than 70 per cent afterwards.

Nevertheless, compared to the results from 2010 there is a slight increase in the share who agreed with the statement “Most immigrants abuse the social welfare system”. 35 per cent agreed in 2011, compared to 31 per cent in 2010.

There were no significant changes in the response to the attitude questions in 2011 compared to 2010. Nine out of ten think that immigrants in Norway should have the same job opportunities as Norwegians, and seven out of ten agree that labour immigration from non-Nordic countries makes a mainly positive contribution to the Norwegian economy.

The population is almost split in two when it comes to the attitude towards receiving refugees and asylum seekers. 44 per cent agree that it should be more difficult to obtain a residence permit, whereas 45 per cent think that the access to permits should remain the same as today. Only six per cent think that it should be made easier.

Attitudes vary, as earlier, according to background factors such as gender, age, educational level and place of residence. Women appear to be somewhat more tolerant than men are. The eldest, the least educated, welfare benefit recipients and people in rural areas are the most sceptical to immigrants and immigration. Persons with much contact are more positive than persons with little or no contact.

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<sup>25</sup> [http://www.ssb.no/english/subjects/00/01/30/innvhold\\_en/](http://www.ssb.no/english/subjects/00/01/30/innvhold_en/)

## 15 Information and reports

Updated statistics on immigration and immigrants from Statistics Norway in English:  
[http://www.ssb.no/innvandring\\_en/](http://www.ssb.no/innvandring_en/)

Updated statistics and information on applications, permits, rules and regulations from the Norwegian Directorate of Immigration (UDI) available in English:  
<http://www.udi.no/Norwegian-Directorate-of-Immigration/>

Statistics Norway publishes bi-annually *Immigration and Immigrants*, a report which covers a broad set of migration statistics. The English version of the report for 2010:  
[http://www.ssb.no/english/subjects/02/sa\\_innvand\\_en/](http://www.ssb.no/english/subjects/02/sa_innvand_en/)

UDI publishes an Annual Report that includes permit data. The most recent edition is available here:  
<http://www.udi.no/annualreport2010>

### Some recent reports:

Bengtsson, Bo, Strömblad, Per and Bay, Ann-Helén (ed.) (2010):  
*Diversity, Inclusion and Citizenship in Scandinavia*  
Newcastle upon Tyne: Cambridge Scholars Publishing  
<http://www.c-s-p.org/Flyers/978-1-4438-2574-0-sample.pdf>

Berge, Christoffer (2011):  
*Lønnstakere på korttidsopphold og sysselsatte innvandrere. 4. kvartal 2009. Tilpassning til arbeidsmarkedet og noen offentlige velferdsordninger (Wage-earners on short-term stay and employed immigrants. 4th quarter 2009. Labour market outcomes and use of some public welfare programs)*  
SSB Reports 19/2011 (English abstract)  
[http://www.ssb.no/emner/06/01/rapp\\_201119/rapp\\_201119.pdf](http://www.ssb.no/emner/06/01/rapp_201119/rapp_201119.pdf)

Blom, Svein (2011):  
Attitudes to immigrants and immigration 2011  
SSB Reports 2011/41 (English abstract)  
[http://www.ssb.no/emner/00/01/30/rapp\\_hold\\_innv/rapp\\_201141/rapp\\_201141.pdf](http://www.ssb.no/emner/00/01/30/rapp_hold_innv/rapp_201141/rapp_201141.pdf) and  
[http://www.ssb.no/english/subjects/00/01/30/innvhold\\_en/](http://www.ssb.no/english/subjects/00/01/30/innvhold_en/)

Bredal, Anja (2011):  
*Mellom makt og avmakt. Om unge menn, tvangsekteskap, vold og kontroll (Between power and powerlessness. About young men, forced marriages, violence and control)*  
ISF Report (2011: 004) Oslo: Institute for Social Research (English abstract)  
<http://www.socialresearch.no/Publications/Reports/2011/2011-004>

Brochmann, Grete and Hagelund, Anniken (2011):  
Migrants in the Scandinavian Welfare State. The emergence of a social policy problem  
*Nordic Journal of Migration Research, vol. 1, no 1, ( 260811): 13-24*  
<http://versita.metapress.com/content/gt4m8l45624v6776/fulltext.pdf>

Cappelen, Ådne, Ouren, Jørgen and Skjerpen, Terje (2011):  
*Effects of immigration policies on immigration to Norway 1969-2010*  
SSB Reports 2011/40

[http://www.ssb.no/english/subjects/02/02/20/rapp\\_201140\\_en/](http://www.ssb.no/english/subjects/02/02/20/rapp_201140_en/)

Djuve, Anne Britt (2011):

Introductory Programs for Immigrants - liberalism revisited, or changing ideas of citizenship?

*Nordic Journal of Migration Research, Early Bird*, (301111): 1-13

<http://versita.metapress.com/content/c621081131625g95/fulltext.pdf>

Drange, Nina and Telle, Kjetil (2010):

*The effect of preschool on the school performance of children from immigrant families. Results from an introduction of free preschool in two districts in Oslo.*

SSB Discussion Papers 631/2010

<http://www.ssb.no/cgi-bin/publsoek?job=forside&id=dp-631&kode=dp&lang=en>

Econ Pöyry AS (2010):

*Marriages of convenience: A comparative study of rules and practices in Norway, Sweden, Germany, Denmark and the Netherlands*

Commissioned by the Norwegian Directorate of Immigration (UDI), Oslo

[http://www.udi.no/Global/UPLOAD/Publikasjoner/FOU/R-2010-053\\_SAA\\_Marriages\\_of\\_convenience.pdf](http://www.udi.no/Global/UPLOAD/Publikasjoner/FOU/R-2010-053_SAA_Marriages_of_convenience.pdf)

Erdal, Marta Bivand and Stokke, Kristian (2009):

Contributing to Development? Transnational Activities among Tamils in Norway

*Asian and Pacific Migration Journal* 18(3): 397–418

[http://www.smc.org.ph/apmj/apmj\\_details.php?id=1006](http://www.smc.org.ph/apmj/apmj_details.php?id=1006)

Erdal, Marta Bivand and Horst, Cindy (2010):

*Engaging Diasporas in Development. A Review of 'Pilot Project Pakistan'*,

PRIO Paper. Oslo: PRIO.

<http://www.prio.no/Research-and-Publications/Publication/?oid=192740>

*Official Norwegian Report (NOU) 2011:7 Welfare and Migration (English summary)*

<http://www.regjeringen.no/en/dep/bld/BLD-arbeider-for-at/Styrer-rad-og-utvalg/the-welfare-and-migration-committee.html?id=577139>

*Official Norwegian Report (NOU) 2011:14 Better Integration, Goals, Strategies, Measures (English summary)*

<http://www.regjeringen.no/en/dep/bld/dok/nouer/2011/nou-2011-14.html?id=647388>

Taguma, Miho; Shewbridge, Claire; Huttova, Jana and Hoffman, Nancy (2009):

*OECD Reviews of Migrant Education, NORWAY 2009*

<http://www.oecd.org/dataoecd/51/1/43723539.pdf>

Vevstad, Vigdis and Mysen, Charlotte (2011):

*Normative European Jurisprudence in a Refugee and Migration context*

ISF Report (2011: 003) Oslo: Institute for Social Research

<http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2011/2011-003>

Øien, Cecilie and Sønsterudbråten, Silje (2011):

*No way in, no way out? A study of living conditions of irregular migrants in Norway*

Fafo-report 2011:03

<http://www.fafo.no/pub/rapp/20194/20194.pdf>