

International Migration 2011–2012

IMO Report for Norway



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NORWEGIAN MINISTRY OF CHILDREN, EQUALITY AND SOCIAL INCLUSION
NORWEGIAN MINISTRY OF JUSTICE AND PUBLIC SECURITY
NORWEGIAN MINISTRY OF LABOUR

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1 Overview

Record levels of immigration and emigration

In 2011, the total inflow of persons to Norway increased by 7.5 percent from 2010, to reach the record level of 79 500, representing an immigration rate of 16 per thousand inhabitants. 89 percent of entries were foreigners and 11 percent Norwegians. The increase in 2011 was the result of higher inflows from several countries, among them Lithuania (+18 percent, the Philippines (+24 percent) and Poland (+13 percent). Poland continues to be the largest source country, with 12 850 new immigrants, followed by Sweden (8 200) and Lithuania (7 550). Overall, 64 percent of immigrants came from EU member countries and, of these 39 percent came from the new member states in Central and Eastern Europe. Emigration of foreigners also was record high in 2011, at 22 900. Net immigration of foreigners reached a record level of 47 900, 12 percent higher than in 2010.

Work remained the major reason for the non-Nordic immigration to Norway in 2011, as this was the stated reason for 49 percent. Family-related immigration represented 30 percent, and 11 percent came for education, training or cultural exchange, while 10 percent of the immigrants were granted a residence permit based on a need for protection or on humanitarian grounds.

At the beginning of 2012, 547 000 immigrants and 108 000 persons born in Norway to immigrant parents were residing in Norway, representing altogether 13.1 percent of the resident population. The largest country of origin for resident immigrants was Poland with 67 300 persons. The largest number of Norwegian-born residents with immigrant parents, 14 800, had parents from Pakistan. In January 2012, 233 000 immigrants had resided in Norway for less than five years, more than twice as many as at the beginning of 2005.

In 2011, labour migration increased following the economic recovery. Almost 27 000 persons from outside the Nordic countries immigrated to Norway primarily for employment, an increase of 13 percent over the previous year, and the highest ever recorded. 24 000 were from Europe, and more than half came from Poland (9 100) or Lithuania (5 600). In 2011, 36 900 citizens from EEA/EFTA¹ countries (other than the Nordic countries) registered entry to Norway for reasons of employment. Until September 2012, the number of registrations for reasons of employment is largely unchanged from the same period in 2011. The number of new permits issued to labour migrants from countries outside the EEA increased from 6 500 in 2010 to 7 700 in 2011. This includes all categories: skilled workers, seasonal workers and others. From January to September 2012, the number of such new permits was 15 percent higher than in the corresponding period of 2011. The five main countries of origin outside the EEA were India, the Philippines, USA, Vietnam, and Russia.

More family immigration

¹ Switzerland is not a member of the EEA, but according to the Norwegian Immigration Act Swiss citizens enjoy the same rights to free mobility as citizens from EEA countries. Hereafter, when "EEA" is used, Switzerland is included.

From 2010 to 2011, family immigration from countries outside the Nordic area increased by nine percent. The major groups of family immigrants were from Poland, Lithuania, Thailand, the Philippines, and Latvia. Of 16 200 persons, who were registered as family immigrants, 12 100, or 75 percent came through family reunification. 4 100 immigrants came to establish a new family, mostly through marriage, and the largest numbers in this category were from Thailand, the Philippines, Pakistan, Russia and Iraq. 2 100 persons, or 52 percent of the 4 100, came to live with a person in Norway without immigrant background.

Relatively stable number of asylum seekers

The number of asylum seekers increased from just over 9 000 in 2011 to almost 10 000 in 2012 (forecast). Both years, the main countries of origin of asylum seekers were Somalia, Eritrea and Afghanistan. In 2011, 9 percent of the total, or 860 asylum seekers, applied as unaccompanied minors, This is slightly less than in 2010, and the major source country was Afghanistan. During 2011, 46 percent of the decisions made through the asylum procedure resulted in refugee status. Another six per cent of the applicants were granted residence permits on humanitarian grounds. In 2011, the first instance rejection rate was 48 percent, 11 percentage points lower than in 2010. In addition, 1 300 refugees arrived for resettlement in Norway in 2011.

In June 2012, the Government presented a White Paper on children seeking asylum. It describes both the situation of unaccompanied minor asylum seekers and of children who leave their home country together with their parents or other caregivers.

Focus on return

Since the peak in 2009 of 17 200 asylum applications, there has been a decrease in such applications. The decrease may reflect restrictive measures implemented since 2008, including an increase in the return of persons whose asylum request has been rejected. In 2011, the number of forced returns increased only slightly, reaching 4 750, while the number of voluntary assisted returns increased from almost 1 500 to 1 800. During 2012, the total number of returns will probably be at approximately the same level as in 2011.

A comprehensive integration policy

The main goal for Norway's integration policy is to ensure that all residents are able to utilise their skills and resources and to participate in society, regardless of background. Employment is a key to participation and economic independence. The integration policy therefore aims to enable new immigrants, including refugees, to work and make use of their resources. Discrimination in the labour market and on other arenas is an obstacle to the use of immigrants' resources and talents. Achieving economic and social equality, implementing equal rights and duties, and ensuring tolerance require continuous efforts to fight discrimination. Gender equality is an important part of the integration policy.

It is well documented that immigrants, and to some extent the Norwegian-born children of immigrants, have lower employment rates and higher unemployment rates than natives. Immigrants, and to a lesser extent the children of immigrants, tend to achieve lower scores in school exams etc. Immigrant children are less likely than other pupils to move directly from lower to upper secondary education, while the rate

for the Norwegian-born children of immigrants is slightly higher than for other pupils.

In 2012, the Government presented a new White Paper on a comprehensive integration policy. In addition to stating the general aims and principles for such a policy, the White Paper presents a number of measures. Important initiatives are:

- A new action plan to ensure better use of the skills of immigrants in the labour market
- Improving the quality of the Introduction Program and of Norwegian language training
- The Job Chance program, mainly aimed at women outside the labour market, and a review of the use and content of other labour market programs.
- Upgrading the multicultural competence throughout the education sector to ensure equal educational opportunities for immigrants and their children
- A national strategy to improve the health of immigrants
- A new, four-year action plan to combat forced marriages, female genital mutilation and limitations on the rights of children and young people to make individual life choices
- Earlier settlement of refugees through co-operation with the local authorities and increased housing grants
- Extending the Action Plan to Promote Equality and Prevent Discrimination in all arenas
- Promoting NGOs and other parts of civil society as important cross-cultural meeting places, and as agents for integration
- Promoting equitable public services to meet the needs of an increasingly diverse population
- Enhanced role of citizenship as an instrument for strengthening a sense of belonging and ties to Norway
- Monitoring the integration of immigrants through research on living conditions and by evaluating policies and regular presentation of the results of the integration policy

2 Migration – general characteristics

2.1 Legislation and policy

The Immigration Act of 15 May 2008 regulates the entry of foreigners into 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 to the act and the regulations during 2011 and 2012.

According to the regulations, four main categories of immigrants from third countries² are admitted following an individual assessment:

- Labour migrants, i.e. persons who have received a concrete job offer
- Persons with close family ties to somebody residing in Norway
- Students, trainees, au pairs and participants in exchange programs
- Refugees and 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 chapter 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 met.

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.

An important change with the 2008 Immigration 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 was strengthened for those who are included under the extended refugee concept. Under the previous act, they would be granted subsidiary protection. This implied that they would have to be able to support their family economically for a family reunification permit to be issued.

² EU regulations regarding free movement of persons apply to nationals of countries party to the Agreement on the European Economic Area (EEA) and to Switzerland. The term “third country” covers countries other than Switzerland and EEA member countries.

This is no longer the case, since according to the present act all persons granted refugee status are exempted from the income/subsistence requirements.

The Norwegian 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, 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 diplomatic mission abroad and the case is considered by UDI in Norway. In the processes involving applicants who already are present in Norway, the front agency in Norway for receiving the applications and registering information is the police. This involves, for example, answering questions and guiding applicants, registration of identity and travel history for asylum seekers, conducting interviews and issuing permits that have been granted.

An on-going IT-based modernization program, *EFFEKT*, aims to give all immigration authorities efficient electronic work tools, as well as better service 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 partners in the work chain and a switch from manual to automatic exchange of background information needed for the application processes. The results from some of the projects have already been implemented, and the rest are scheduled to come on-line in 2013.

The agreement on local border traffic permits between Norway and Russia entered into force on 29 May 2012. The objective is to facilitate the development of international contacts as a necessary condition for sustainable development of economic, social and cultural cooperation in the two border areas. In addition, the agreement is supposed to facilitate travel arrangements from both countries. Under the agreement, residents who have been legally residents in the defined border areas for at least three prior years may be issued a local border traffic permit, valid for up to three years.

2.2 Migration flows

With the exception of 1989, Norway has had net *immigration*³ since the late 1960s, cf. table A10. The annual average flow almost doubled from 6 300 for the period 1986-1990 to 11 800 for the period 1996-2000. For the period 2001-2005, it increased further to 13 600 and reached the unprecedented average of 37 500 for the period 2006-2010, cf. table A6. From 2010 to 2011, net immigration reached 47 000, the highest yearly level ever. This was 4 700, or 11 percent, higher than in 2010 and 3 700 higher than the former record level in 2008. As percentage of the total population an immigration rate of 1.59 and an emigration rate of 0.65 were also at record levels, cf. table A2.

³ 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. Asylum seekers are registered as immigrants only after having received a residence permit on settlement 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 2011, the *gross immigration* to Norway was 79 500 persons – composed of 70 800 foreigners (89 percent) and 8 700 Norwegians (11 percent). This was 5 600 or 7.5 percent, higher than in 2010, cf. table A4 and A10.

The *immigration of foreigners* to Norway increased by 5 700 persons from 2010. Of the 70 800 foreigners, 43 percent were women, cf. table A7 and A10.

The increase in the immigration of foreigners in 2011 consisted mainly of considerable immigration from some European countries, and 64 percent came from EU-countries. The share of immigrants from the new EU-countries in Central and Eastern Europe was 38.5 percent. The largest number came from Poland with 12 850 immigrants. After Poland, the highest inflows of foreigners were from Sweden (8 200), Lithuania (7 550), the Philippines (2 550), Germany (2 300) and Latvia (2 100), cf. Table A7.

In 2011, the *net immigration of foreigners* was 47 900, 12 percent or 5 300 more than in 2010. This is the highest number ever recorded, cf. table A10. The net immigration surplus of foreigners was particularly noticeable for Poland (10 750), although this was somewhat lower than the record levels in 2007-2008. Other nationalities with significant net immigration in 2011 were Lithuania (7 250), Sweden (2 350), and Latvia (2 000), cf. Table A9.

For most nationalities, the gender ratio was more or less balanced. However, from important countries of origin like Poland and Lithuania 71.5 and 64 percent were men, and from countries like the Philippines and Thailand a large majority (82 and 85 percent) 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, such 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.

In 2011, we saw a *gross emigration* of 32 500 persons, 22 900 foreigners and 9 600 Norwegians; cf. table A5 and A10 and table 2.1 below. This is an increase of almost 1 000 foreigners, compared to 2010. Of the total emigration 15 300 were women and 17 200 were men, cf. A5f and A5m. The largest emigration flows from Norway were to Sweden (7 450), Denmark (3 100) and Poland (1 850), cf. table A5. 5 350 of the foreign emigrants were Swedes, the largest emigrant group this year. 2 300 emigrants were Poles; cf. table A8.⁴

The *return-migration of Norwegians* from other countries has been quite stable for the last 20 years, hovering between eight and ten thousand. In 2011, the number was 8 750, only slightly fewer than in 2010, 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. Only 60 percent of those who immigrated between 1996 and 2006, were still residing in

⁴ Some Poles may have emigrated from Norway to other countries than Poland.

Norway after five years. Immigrants from countries in Asia had the highest proportion of persons staying for five years or more (82 percent on average) while persons from Oceania had the lowest proportion staying this long (37 percent). The highest retention rates after five years were the 91 percent of immigrants from Iraq, 89 percent of those from Somalia and 88 percent from Iran.

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

Table 2.1 Migration flows, 2002-2011

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Immigration:	40 100	35 900	36 500	40 200	45 800	61 800	66 900	65 200	73 900	79 500
- foreigners	30 800	26 800	27 900	31 400	37 400	53 500	58 800	56 700	65 100	70 800
- nationals	9 300	9 200	8 600	8 800	8 400	8 300	8 100	8 500	8 800	8 700
Emigration:	22 900	24 700	23 300	21 700	22 100	22 100	23 600	26 600	31 500	32 500
- foreigners	12 300	14 300	13 800	12 600	12 500	13 300	15 200	18 400	22 500	22 900
- nationals	10 700	10 300	9 400	9 100	9 600	8 800	8 400	8 200	9 000	9 600
Net migration:	17 200	11 300	13 200	18 400	23 700	39 700	43 300	38 600	42 350	47 000
- foreigners	18 500	12 400	14 000	18 700	24 900	40 200	43 600	38 300	42 550	47 900
- nationals	-1 300	-1 200	- 800	- 300	- 1 200	- 500	- 300	300	- 200	- 900

Source: Statistics Norway

For the first half of 2012, immigration figures indicate slightly lower net immigration than in 2011. A net immigration from abroad of 22 800 during this period in 2012 is 400 lower than the first half of 2011. Immigration decreased with 200 persons, but there was also an increase of almost 600 emigrations. During these six months, major countries of origin with high net immigration were Poland, Lithuania and Somalia. Spain was listed as the tenth most important country of origin during the second quarter of 2012, but numbers were low.⁵

2.3 Immigration according to entry categories

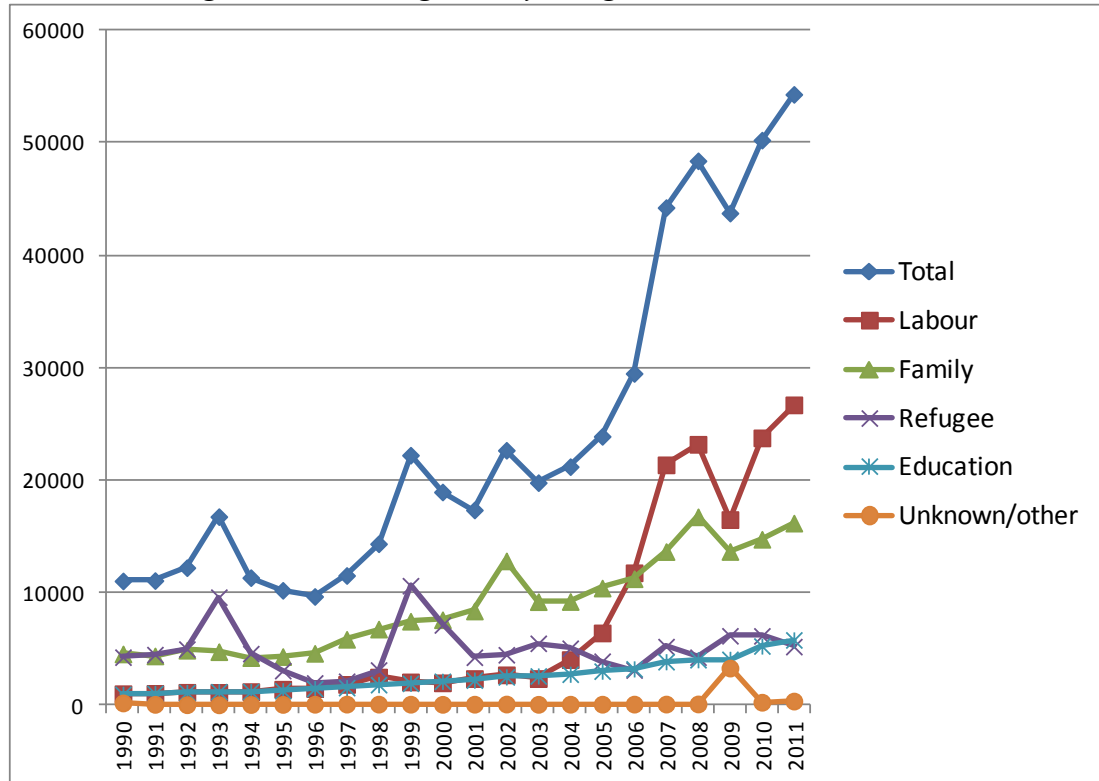
In the statistics on immigration according to reason for entry, four main categories are listed: family, labour, protection/ humanitarian and education/training/exchange. These categories are derived from the type of first time permit granted to citizens of non-Nordic countries who are registered as immigrants in the Norwegian population register, and since 2010 the self-declared reason stated by non-Nordic citizens from EEA/EFTA who should register their presence the first time their stay in Norway for three months or more. Nordic immigrants are not included in this figure, as they do not need any type of residence permit or any EEA-registration. It is known, however, that the immigration of citizens from Nordic countries is mainly related to work.

During the period from 1990 until the end of 2011, 525 000 non-Nordic foreigners immigrated to Norway, cf. Table A24. 196 300 persons, or 37 percent of all such registered immigrants, were admitted as family members of residents. 21 percent arrived as refugees or asylum-seekers. 30 percent came as labour immigrants, while 11 percent arrived for education etc. Since 2006, labour immigration has been the major category, overtaking family immigration, cf. chart 2.1. The rise in the category “un-

⁵ See http://www.ssb.no/english/subjects/02/02/folkendrkv_en/

known” in 2009 was due to the removal of the requirement for a work or residence permit for citizens from most EEA-countries.

Chart 2.1 Immigration according to entry categories. 1990 – 2011



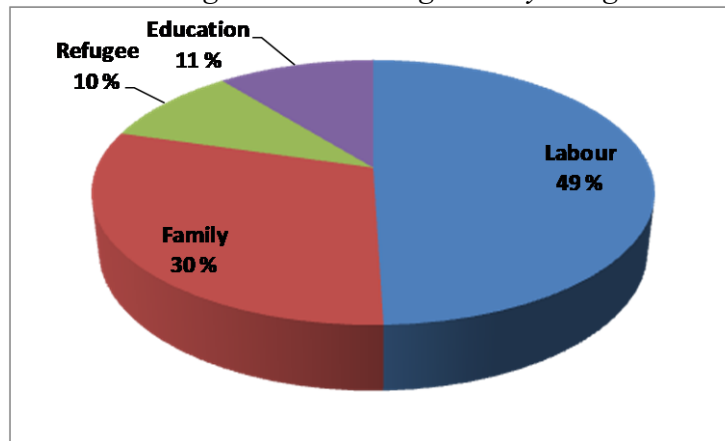
Source: Statistics Norway

For the period 1990 – 2011, the largest non-Nordic groups were from Poland with 76 400 immigrants followed by Germany (29 000), Lithuania (25 500) Iraq (22 800) and Somalia (22 700).

During 2011, 54 300 new non-Nordic immigrants were registered, 4 000 more than in 2010 and the highest number recorded since 1990. Labour immigration was the largest category, with 49 percent of the total. Family-based immigration was 30 percent, 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 more than one third from Poland.

Approximately 10 percent 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 percent in 2011. This relative share has been quite stable over the years although actual numbers have increased gradually.

Chart 2.2 Immigration according to entry categories.2011



Source: Statistics Norway

In 2011, almost two thirds of the non-Nordic immigrants came from Europe, 20 percent from Asia, including Turkey, 10 percent from Africa and 5 percent from North- and South America or from Oceania.

From 2010 to 2011, family immigration from countries outside the Nordic area increased by nine percent. The major groups of family immigrants were from Poland, Lithuania, Thailand, the Philippines and Latvia. Of 16 200 persons, who arrived in Norway as family immigrants, 12 100 or 75 percent, came through family reunification. 4 100 immigrants came to establish a new family, mostly through marriage, and the largest groups in this category were from Thailand, the Philippines, Pakistan, Russia and Iraq. 2 100 persons, or 52 percent, came to live with a person in Norway who did not have immigrant background. Of these 650 persons were from Thailand and 300 from the Philippines.

For the whole period 1990 – 2011, 121 300 persons or 62 percent of all family related immigrants came for family reunification. 75 500 came to establish a new family, mostly through marriage. Of the latter 57 percent involved a person without an immigrant background.

By the end of 2011, three out of four of the non-Nordic immigrants who had immigrated since 1990 still lived in Norway. For refugees and persons granted residence on humanitarian grounds, the figure was 84 percent, while it was 42 percent for international students, au pairs and trainees. Since a large share of the recent arrivals in the latter category was still studying, the average figure for the whole period is somewhat misleading. Considering persons, who immigrated for education or cultural exchange ten years ago or more, of each yearly cohort those who remained in Norway, represent between 20 and 30 percent of those who originally immigrated. This proportion is quite high, taking into account that students etc. initially are granted a temporary permit. It means that significant numbers later have qualified for permanent residence on another basis.

For non-Nordic labour migrants, the average retention rate is 74 percent while it is 81 percent for family-related migration. Of labour migrants, who have arrived in recent years, a very large share remain in Norway, while, it is below 40 percent for labour migrants who arrived before 2000.

3 Family-related immigration

3.1 Legislation and policy

The Immigration Act stipulates that close family members of Norwegian and Nordic nationals, and of foreigners 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 a single parent over the age of 60 of adults, may be granted a residence permit based on family ties, but they do not have the right to such a permit, unlike those belonging to the categories listed above.

In general, the family member living in Norway (the reference person) must satisfy an income requirement (subsistence requirement). This requirement implies that the income should at least correspond to 88 percent of civil service pay grade 19 (NOK 242 440 as of May 2012).

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 satisfied the income requirement during the previous year
3. The reference person cannot have received financial support or qualification benefit from the social services in the last 12 months

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 care persons in his/her country of origin.

In addition to the subsistence requirement, the Immigration Act stipulates that the reference person in certain cases must satisfy the requirement of having had four years of education or work in Norway. The four-year requirement applies when the reference person has 1) asylum, 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.

Practical experience in 2010 and 2011 showed that the rules of family immigration seemed unnecessarily rigid in some types of cases. Through instruction GI-08/2012

from July 2012 concerning exceptions to the subsistence requirement, the Ministry therefore implemented modifications to the requirement.

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 numbers 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 increased from 10 000 in 2010 to 12 900 in 2011. In addition, there were 11 700 EEA-registrations in 2011 where family-ties were the reason stated.

Major third countries of origin in 2011 were Somalia, Thailand and the Philippines. Major EEA-countries of origin were Poland, Lithuania and Germany, cf. table 3.1 below. For 42 percent of the permits to third country citizens the reference person living in Norway was a Norwegian citizen, some of them a naturalized immigrant. Among those who applied to join a Norwegian the largest third country groups were Thailand, the Philippines, Russia, Pakistan and Somalia. 46 percent of the permits were granted to adult women, while 41 percent concerned children reunited with parents, entering with (one of) the parents, or children born in Norway of resident foreigners. In 2011, the largest groups of children in this category were from Somalia, Eritrea, Thailand and Iraq.

Table 3.1 Family immigration - major countries. New permits and EEA-registrations. 2002 – 2011

Countries of origin	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total, of which:	14 607	10 469	12 750	13 035	13 981	17 913	20 766	18 112	21 526	24 577
Poland	289	247	390	748	1 702	3 292	4 423	2 773	4 612	4 376
Lithuania	136	106	162	238	382	643	749	655	2 132	2 356
Somalia	1 707	652	689	929	913	1 003	1 179	1 027	685	1 331
Thailand	918	780	1 099	1 014	943	1 073	1 214	1 248	989	1 176
Germany	426	401	563	558	768	1 456	1 630	835	1 140	1 166
Philippines	457	396	437	433	412	618	580	703	766	975
Eritrea	46	26	42	34	49	78	142	237	430	869
Russia	905	797	742	653	595	658	607	620	506	610
Iraq	1 737	940	909	933	626	436	654	762	554	554
India	161	132	162	176	246	496	478	431	361	533
USA	439	322	423	355	410	453	528	459	410	465
Pakistan	545	518	496	461	392	431	438	500	344	412
Afghanistan	510	387	318	507	471	362	445	391	358	382
Stateless	135	94	109	88	131	205	534	539	317	242

Source: UDI

During the first nine months of 2012, 9 500 family permits were issued, 5 percent more than by September 2011. During the same period, there were more than 8 500 new registrations of family members from EEA countries. Altogether, this indicates that the total level of family immigration will be more or less the same in 2012 as in 2011.

4 Labour migration

4.1 Labour immigration from EEA countries

Citizens from EEA-countries do not need a residence permit to stay in Norway. However, they are required to register with the police when their stay in Norway exceeds three months. Citizens from EEA-countries may apply for permanent residence after five years of legal residence. Citizens from the Nordic countries are exempted from the general rules on residence permit and registration because of the 1957 agreement establishing 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 EEA from May 2004, transitional rules on the access of citizens 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. The transitional rules for workers from Bulgaria and Romania were lifted 15 June 2012.

4.2 Labour immigration from outside the EEA

Third country nationals who intend to work or operate 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.

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 2012 the level was NOK 500 000 or approx. USD 87 000. They are entitled to family reunion and can qualify 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 can qualify for permanent residence).
- iii. *Recent graduates 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 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. given 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.). Skilled job seekers, or with higher qualifications, 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. It is a general requirement for all permits that wage and working conditions are the same as for Norwegian workers.

For a permit as a skilled worker, it is a condition that the skills are 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, new permits for these categories of workers may be granted without any labour market needs test. The annual maximum for new permits for skilled workers and specialist has been fixed at 5 000 since 2002. For skilled workers on a permit for employees of foreign firms performing services to a Norwegian enterprise in Norway, the employees of firms from WTO-member countries are not included in the quota. So far, this level has not been a constraint.

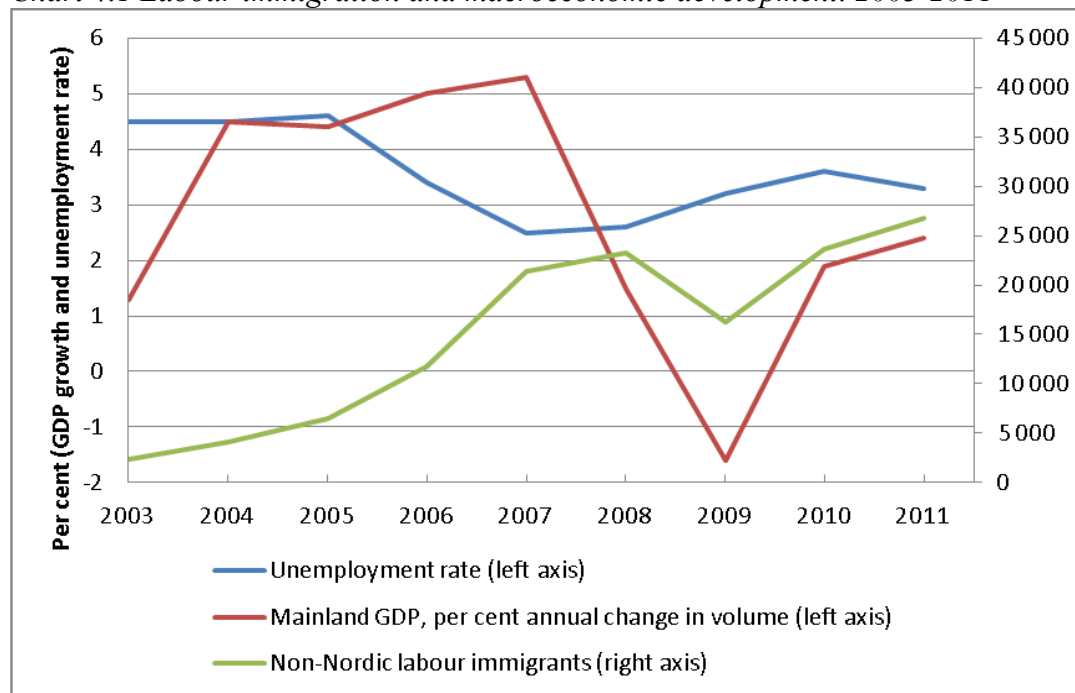
Among the work related residence permits only those granted for a specialist or skilled worker may lead to a permanent residence permit, after three years of residence.

4.3 Labour immigration flows

Labour immigration increased steadily following the EU/EEA enlargement in 2004. Chart 4.1 shows how the increase in labour immigration (except by citizens of the Nordic countries) until 2008 coincides with a prolonged period of strong economic growth and decreasing unemployment. The lower economic activity in some sectors of activity in 2009 was accompanied by a reduced level of immigration. As economic activity picked up in 2010 and 2011, immigration increased to new record high level in 2011. Over the last years, labour immigrants have accounted for approximately 70 per cent of total employment growth.

Of the 26 700 labour immigrants in 2011, 24 300 were from Europe, and 70 per cent of all immigrants from Europe were labour immigrants. The share of labour immigrants among non-EU nationals was 13 per cent. The two most important non-Nordic nationalities among labour immigrants were Poland (9 100) and Lithuania (5 600).

Chart 4.1 Labour immigration and macroeconomic development. 2003-2011



Source: Statistics Norway

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 4.1. Due to the lower demand for labour following the financial crisis, the number of issued permits (Skilled, Seasonal and Other) dropped in 2009, but increased again in 2010 and 2011. So far in 2012 (September), the number of new permits (Skilled, Seasonal and Other) is 15 per cent higher than in the same period of 2011, whereas the number of renewals is unchanged. The increase in the number of permits for skilled workers is somewhat higher than in 2009. The number of seasonal permits has been relatively stable over time. In 2012 (Jan-Sep), the five largest source nations outside the EEA are India (1 600), the Philippines (800), the US, Vietnam and Russia.

Table 4.1 Residence permits and EEA-registrations, work-related by type. 2004-2012

	New permits				Renewals of permits	Total permits issued	EEA-registrations
	Skilled workers	Seasonal work	EEA-residents	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	
2010	2 808	2 335	1 793	1 362	5 158	13 456	42 646
2011	3 495	2 504	2 209	1 713	5 539	15 460	36 915
2011, Jan.-Sep.	2 635	2 204	1 614	1 239	4 012	11 704	28 822
2012, Jan.-Sep.	3 333	2 134	1 335	1 516	4 027	12 345	29 691

Source: UDI.

Labour immigration from EEA-countries

Since October 2009, citizens from non-Nordic EEA-countries except Bulgaria and Romania no longer need a residence permit to stay in Norway. This implies a break in the statistics from previous years, on residence permits for workers from the EEA-countries, as presented in table 4.1. From October 2009, permits for EEA residents are only the permits for residents of Bulgaria and Romania, who were required to apply for a resident permit until June 2012. In 2011, 36 900 citizens from EEA countries registered entry to Norway for the reason of working⁶. For the first nine months of 2012, the number is largely unchanged compared to the same period in 2011. The two most common nationalities are citizens of Poland (15 000 registrations) and Lithuania (7 800). Poland, and increasingly Lithuania, has dominated labour immigration after 2004. Unlike the statistics on immigration by reason, these statistics on registrations also should include those who reside in Norway between three and six months.

Because citizens from the Nordic countries are exempted from the general rules on residence permit and registration, no statistics show the number of labour immigrants

⁶ The number of registrations in 2010 is likely to have been inflated by the conversion to registrations of a backlog of undecided applications by EU/EFTA nationals for a work permit

from these countries. However, like immigrants from other EEA-countries, the vast majority of the citizens from Nordic countries who migrate to Norway come to work. The gross immigration of Nordic nationals has increased steadily from around 5 000 in 2005 to around 12 100 in 2011. The net immigration increased from 600 in 2005 to a level of 4 500-4 800 in 2009-2011. Register based statistics show that the number of employed immigrants from the Nordic countries continues to increase, albeit at a slower pace than for persons from EU-countries in Central and Eastern Europe, cf. chapter 12.

4.4 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 the staff of service providers on short-term assignments in Norway cannot be produced directly from the administrative registers. Staff of service providers who qualify for a residence permit as a skilled worker are in most cases given the corresponding type of permit. Hence, estimates of the number of staff of service providers and labour migrants on short term stay in Norway has to be constructed from a number of data sources. Thus the statistics on workers on short-term stay in Norway are estimated by combining registrations of non-resident wage earners employed in Norwegian firms, posted workers and hired workers on short term stay. Those who are resident abroad but commute to their employment in Norway are also included in these statistics, as well as some other small groups. Self-employed persons are not included.

Whereas the total number of employed resident immigrants continued to increase through the economic downturn, the number of workers on short-term stay decreased from 80 400 in 2008 (fourth quarter) to 71 000 in 2011, an increase of 1 700 from 2010. Geographic proximity is a strong driver of short-term labour migration, and the Nordic countries dominate this group (28 400 persons), together with migrants from the EU-countries in Central and Eastern Europe (24 200 persons).

5 Migration for education and training

5.1 Legislation and policy

A foreigner 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 he or she is in a position to finance his or her studies and must have a place to live. Since 2007, international students are granted a permit to work part-time (max. 20 hours a week during study periods and full-time during 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 are relevant according to his or her achieved qualifications. In addition, family members of students are allowed to work full time.

Foreigners who are qualified skilled workers, but who need additional education or practical experience in order to obtain the necessary recognition of their education in Norway to be authorized, may be granted a permit for a total period of two years to qualify for work in Norway. A person in this category may also apply for a permit for a total period of one year to study the Norwegian language.

On certain conditions, *au pairs* and *trainees* may be granted a residence permit for a total of two years. To safeguard the rights of au pairs and prevent that they are being exploited as cheap domestic labour, The Ministry of Justice and Public Security has changed certain elements of the regulations and procedures for the au pair scheme. An important measure is to establish independent information and counselling services for au pairs and host families. Another measure that will be introduced is a system of sanctions against host families that violate the provisions of the au pair scheme.

5.2 Permits

Table 5.1 below shows that the number of first time permits granted for educational and training purposes in 2011 was approximately 6 650 compared to 5 450 in 2010. In addition, there were more than 3 700 renewals. 4 500 of the new permits were granted for *education*. 1 850 permits concerned *au pairs* and 350 *trainees*. In addition there were 4 150 new EEA-registrations for educational purposes. Altogether, this indicates 10 800 new international students, an increase of one thousand from 2010. Some of the EEA-registrations could represent renewals of permits granted before the registration system was introduced in October 2009.

The major source countries for international students in 2011 were Germany, France, China, Spain, USA, Russia and Italy, while 83 percent of the au pair permits were granted to citizens of the Philippines. Other important countries were the Ukraine, Thailand and Vietnam, but the numbers were small. Citizens from Algeria, Ukraine and Belarus received most of the trainee permits.

Citizens 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. 2002-2011

Migration category	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total, of which:	4 704	5 468	5 440	6 108	6 767	7 663	8 090	8 074	9 745	10 797
Student (EEA)	1 186	1 328	1 713	2 286	2 634	2 739	3 059	2 656	4 293	4 149
Student (non-EEA)	1 578	2 097	1 828	1 922	2 157	2 455	2 719	3 036	3 260	3 279
Post doctor-ate	23	43	48	50	68	52	91	97	118	169
Folk high school	403	345	185	200	198	216	212	208	110	366
Au pair	743	948	1 019	1 208	1 243	1 760	1 628	1 710	1 509	1 828
Trainee	601	543	496	322	361	377	347	347	147	344
Other	161	164	131	120	106	64	34	20	308	662

Source: UDI

During 2011, 503 international students from countries outside EEA changed their status. This was almost three times as many as in 2010, cf. table 5.2 below. 58 percent received a permanent or temporary permit as skilled labour. 27 percent were granted a permit based on new family ties. The rest, 14 percent, were granted a permit while searching for appropriate, skilled work. Major countries of origin for students changing status were China, Russia, the Philippines, Iran and Ukraine.

Table 5.2 Status change for non-EEA international students. 2003-2011⁷

New status	2003	2004	2005	2006	2007	2008	2009	2010	2011
Work	78	98	195	209	279	289	163	120	298
Family	43	42	61	89	78	76	54	38	134
Job search	-	3	1	2	4	3	6	16	71
Total	121	143	257	300	361	368	223	176	503

Source: UDI

⁷ The general rule applied for permits to be regarded as 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. Both new and old permits must have a valid period of at least three months. EEA-registrations are not included.

6 Asylum seekers and refugees

6.1 Legislation and policy

The Norwegian Directorate of Immigration (UDI) processes asylum applications in accordance with the Immigration Act. A refugee within the definition of the act is a foreigner 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 are taken seriously. However, Norwegian authorities also make an independent assessment of the situation in the country of origin. If it is assumed 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 (UNE) as the main rule, unless the administrative practice is in accordance with instructions given by the Ministry of Justice and Public Security.

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.⁸ Most of these measures, which were listed in the Sopemi-reports of 2008 and 2009 for Norway, have now been implemented. Some of the measures were also included in the new political platform for the Government, valid for the period 2009-2013⁹.

The 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 Public Security therefore instructed UDI, pending further notice, to process on their merit cases for which Greece is 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, and EURO 20.8 million has been allocated to strengthen the asylum and reception capacity of Greece, including for unaccompanied minors and other vulnerable groups, until 2014.

In June 2012, the Government presented a White Paper on asylum seeking children. The White Paper describes both the situation of unaccompanied, minor asylum seekers and children who leave their country of origin together with their parents or other caregivers (accompanied children). The main purpose of the White Paper is to provide an overview of the relevant legislation, practice and policy in this area, and to identify challenges and dilemmas. The White Paper sets out the priority areas for the Government concerning these children. It describes the situation prior to the child's

⁸ 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>

⁹ Cf. <http://www.regjeringen.no/en/dep/smk/press-center/Press-releases/2009/new-policy-platform-for-the-redgreen-coa.html?id=579151>

application for protection in Norway, the rights and situation of such children while the application is being processed, the rules for granting or refusing residence, and the situation of children who have been refused a residence permit. The White Paper describes e.g. measures to shorten processing time, provide guardianship, ensure the right of children to express their own views, take care of children in reception centres, ensure voluntary and forced return and to grant residence permit on the grounds of the child's ties to Norway.

In June 2012, a new instruction for making an exemption from the Dublin procedure for criminal asylum seekers was implemented. The new instruction states that despite the option of returning such criminal asylum seekers to another European country, the application should be considered in Norway if it is easy to return him to the country of origin, if the application is rejected. The aim is to prevent that criminal asylum seekers, who are returned, later re-enter Norway.

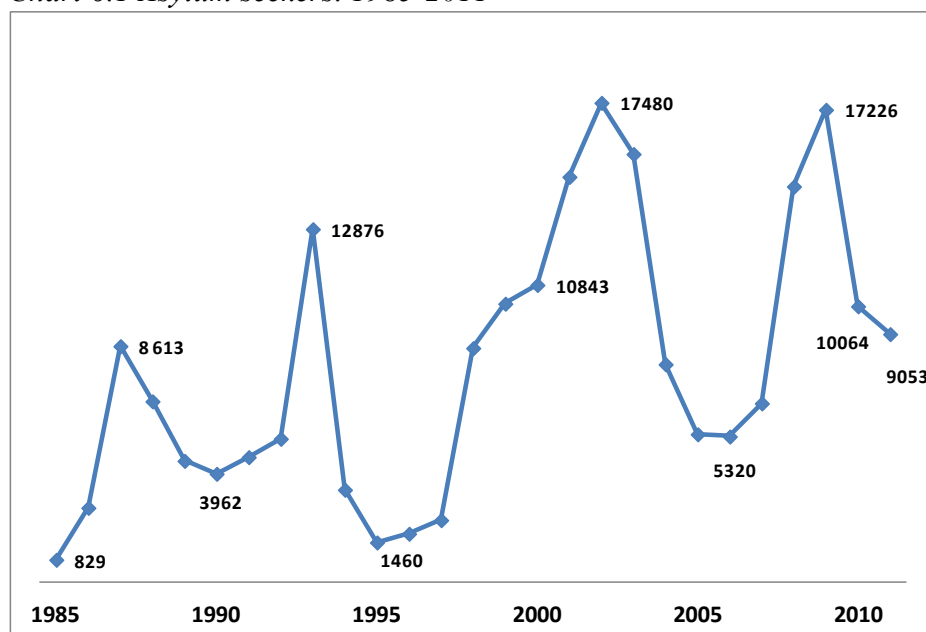
By law temporary accommodation in reception centres are offered to all asylum seekers arriving in Norway. At the end of September 2012, there were 15 500 residents in such centres. Some of the centres get extra resources to provide suitable living conditions for asylum seekers with particular needs, for example mental problems. Unaccompanied minor asylum seekers, 15 to 18 years 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 separately 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 to persons who have received a final decision on their application for asylum. Persons with a positive decision can stay until they settle in one of the municipalities. Persons with a final, negative decision are offered accommodation in ordinary reception centres until they leave Norway. There is strong focus on motivating this group for voluntary, assisted return.

6.2 Asylum applications and permits

Asylum seekers, who are granted residence, and resettled refugees constitute an important category of immigrants. Except for the last five to six 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 almost 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 more than 17 200 applicants.

Chart 6.1 Asylum seekers. 1985-2011



Source: UDI

In 2011, the number of asylum applicants was 9 050, 11 percent lower than the previous year. The reduction since 2009 has probably had several causes - changes in other countries of reception, transit or origin, shifting international trends, new co-operative efforts within EU/Schengen and the implementation of several restrictive measures introduced in Norway since 2008, cf. chapter 6.1. The number of applicants recorded during the first eleven months of 2012 indicates that the level might be slightly higher than in 2011.

In 2011, the number of applicants from Somalia¹⁰ increased by almost 60 percent from 2010, while the number from Eritrea dropped by 27 percent, cf. table 6.1.

Table 6.1 Asylum applications, major countries of origin. 2002 – 2011

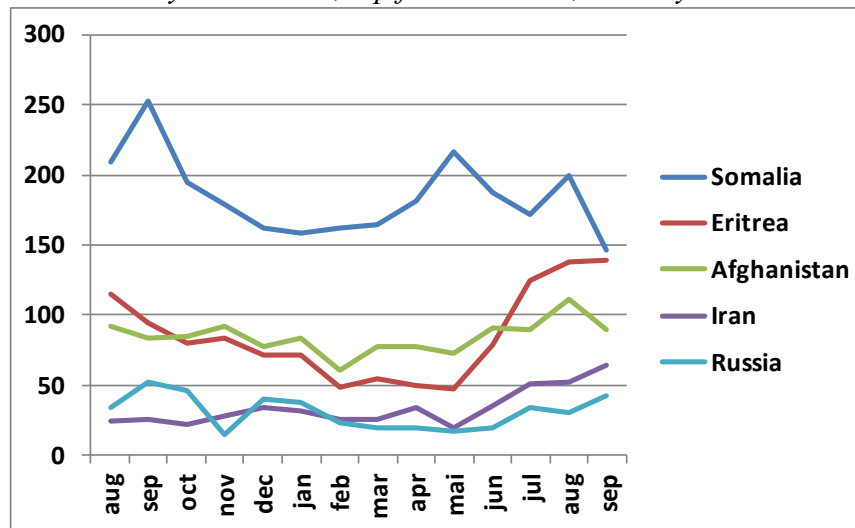
Country of origin	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total, of which:	17 480	15 613	7 950	5 402	5 320	6 528	14 431	17 226	10 064	9 053
Somalia	1 534	1 601	957	667	632	187	1 293	1 901	1 397	2 216
Eritrea	269	198	110	177	316	789	1 806	2 667	1 711	1 256
Afghanistan	786	2 032	1 059	466	224	234	1 371	3 871	979	979
Russia	1 718	1 893	938	545	548	863	1 085	867	628	365
Iraq	1 624	938	413	671	1 002	1 227	3 138	1 214	460	357
Iran	450	608	393	279	218	222	720	574	429	355
Ethiopia	325	287	148	100	143	241	360	706	505	293
Stateless	391	366	298	209	237	515	940	1 280	448	262
Nigeria	139	235	205	94	54	108	438	582	354	240
Other	7 123	4 853	2 655	1 768	1 525	1 427	2 917	3 449	2 517	2 730

Source: UDI

¹⁰ This is the stated country of origin when the application for asylum was registered. The lack of reliable identity documents for the majority of asylum seekers means that the true country of origin may be different for some of the asylum seekers from the countries named.

During the first eleven months of 2012, 8 900 asylum applications were filed. The major countries of origin were Somalia, Eritrea, Afghanistan, Iran and Sudan. Chart 6.2 illustrates the shifts in the number of asylum seekers from the top five countries of origin over the period from August 2011 until September 2012.

Chart 6.2 Asylum seekers, top five countries, monthly. 2011-2012



Source: UDI

In 2011, the number of asylum seekers applying as unaccompanied minors was 858, which is 9 per cent of the total. In 2010, the number was 892. During the first eleven months of 2012, there were almost 900 such applications, 12 per cent more than during the same period last year. The most important source country for unaccompanied minors in 2011 and so far in 2012 was Afghanistan, with around 44 per cent of these applicants.

During 2011, 75 percent of the decisions made by the immigration authorities were considered on the merits of the case, while 17 percent of the cases were transferred to another country for consideration in accordance with the Dublin procedure, and 8 percent were closed because the applicant disappeared before all necessary information for decision was available. During the first nine months of 2012, the share of Dublin decisions was 14 percent. In 2011, major countries of origin for the processed cases were Somalia, Eritrea and Afghanistan.

The number of applicants granted convention refugee status does not give the full picture of how many asylum seekers granted residence permits in Norway. In 2011, 766 asylum seekers were granted refugee status on other grounds while 444 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 by the UDI or UNE. 2002 – 2011

Instance	Status	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
UDI	Convention	332	588	457	567	461	1 013	1070	1 753	2 974	2 811
	Other refugee	-	-	-	-	-	-	-	-	1 565	766
	Humanitarian	2 958	2 961	3 023	1 913	1 221	1 922	1 975	2 755	751	444
UNE	Convention	10	21	75	62	60	38	32	44	167	287
	Other refugee	-	-	-	-	-	-	-	-	71	91
	Humanitarian	326	219	613	513	464	1 523	630	392	173	336
Total	All categories	3 626	3 789	4 168	3 055	2 206	4 496	3 707	4 944	5 701	4 335

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 Directive, are granted refugee status under the new Immigration Act. Therefore, as of 2010, the share of applicants granted a permit on humanitarian grounds no longer includes the category "subsidiary protection". The general picture of the changing outcome of the examination of asylum claims by UDI since 2003 is reflected in table 6.3.

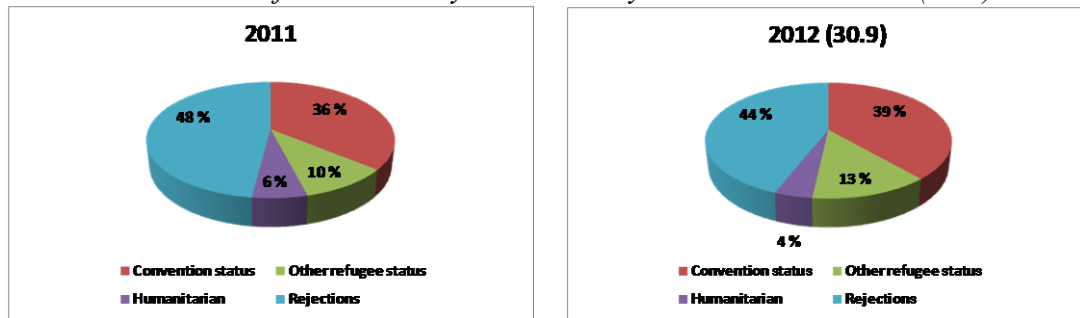
Table 6.3 Result of examined asylum claims by UDI – percentage. 2003-2011

Result - percentage	2003	2004	2005	2006	2007	2008	2009	2010	2011
Convention status	5	5	10	16	20	14	16	23	36
Other refugee status	-	-	-	-	-	-	-	12	10
Subsidiary protection	18	15	16	20	17	16	15	-	-
Humanitarian concerns	6	20	19	21	21	11	10	6	6
Rejections	71	60	56	43	42	59	58	59	48

Source: UDI

In 2011, the proportion of decisions by UDI granting convention refugee status was 36 percent, a sharp increase from 23 percent the previous year; cf. table 6.3 and chart 6.3. During the first nine months of 2012, the proportion granted convention refugee status by UDI increased further to 39 percent. In 2011, 48 percent of the applications that were examined on their merits were rejected in the first instance. By September 2012, the proportion had decreased further to 44 percent. These changes mainly reflect changes to the cases to be considered, as there were no major policy changes.

Chart 6.3 Outcome of examined asylum claims by UDI. 2011 and 2012(30.9)

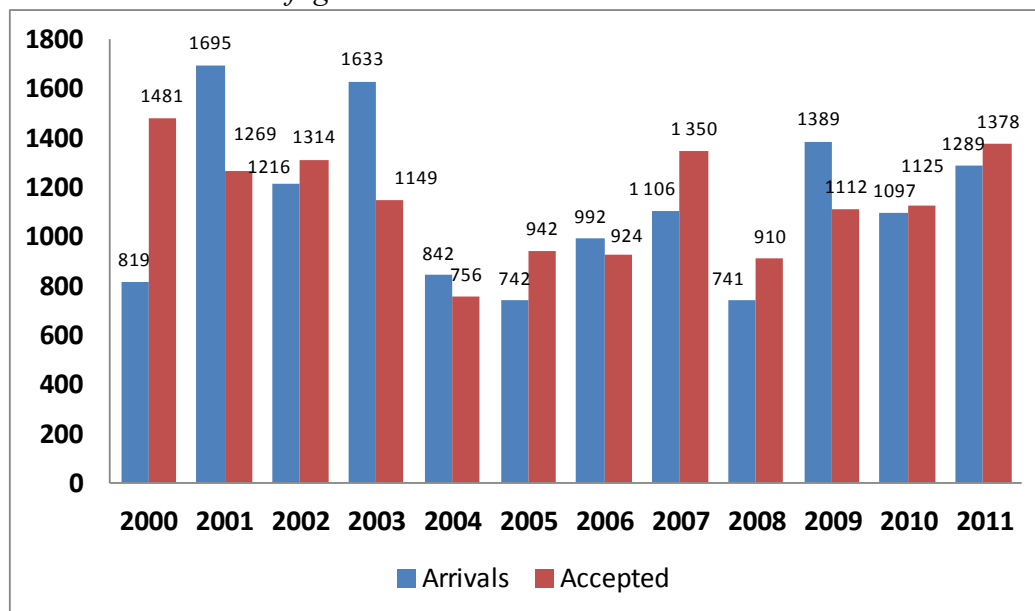


Source: UDI

6.3 Resettlement of refugees

In addition to asylum seekers, Norway admits a pre-determined number of refugees as part of an annual resettlement quota. A three-year perspective is applied for this quota, meaning that within the three year period unused quota places may be carried over to following years and advance use may be made of following year's places. In 2012, 1 120 refugees are to be selected to come to Norway, and in addition Norway is funding staff and activities for UNHCR to enhance the capacity to identify and refer resettlement cases.

Chart 6.4 Resettled refugees. 2000 – 2011



Source: UDI

In 2011, 1 378 refugees were accepted for resettlement, and 1 289 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 2011: Burmese refugees in Malaysia, Bhutanese refugees in Nepal, Eritrean refugees in Sudan, Iranian refugees in Turkey and refugees of various nationalities in Tunisia.

Table 6.4 Resettlement of refugees - major countries of origin, 2011

Countries of origin	Accepted	Arrived
Eritrea	364	415
Myanmar	156	155
Afghanistan	20	156
Iran	143	144
Bhutan	145	0
Somalia	172	185

Source: UDI

The explanations for the differences between the number of acceptances and arrivals in a particular year include that 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.

In 2011, an additional quota of 250 places was established in order to support UNHCR with the situation in North Africa, particularly with reference to the crises in Libya. Norway responded to an emergency appeal from UNHCR for resettlement of ex-Libya refugees¹¹ who had fled to neighbouring countries by allocating 90 places from the unallocated sub quota, and offering an additional quota of 250 places. Because the selection mission to Iran had to be cancelled, the pre-allocated sub quota of approximately 200 places was shifted to Tunisia. Approximately 450 ex-Libya refugees were selected from Tunisia and 30 from Malta, the latter as a response to EU's call for solidarity with Malta. The main groups from the ex-Libya situation were from Eritrea, Somalia and Sudan.

For 2012, the resettlement quota has been allocated to 200 Afghan women-at-risk in Iran, 200 Eritreans in Sudan, 150 Somalis in Kenya, 150 Iranians in Turkey and 150 Burmese refugees in Malaysia. In addition, there are 175 unallocated places, 75 emergency places for 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 percent of total number of resettled refugees should be females. As of the beginning of November, all selection missions for 2012 were completed.

6.4 Settlement of refugees in municipalities

Foreigners, 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 for (part of) their income and to find suitable housing. Those who depend on assistance, have to settle in a municipality that accept 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 the extra expenses that they may incur. In 2012, the sum for the whole five year period is NOK 651 000 for single adults, NOK 597 500 for other adults and for unac-

¹¹ Refugees from other countries who had been residing in Libya.

accompanied minors, and NOK 576 000 for children under 18 years. There are additional grants for unaccompanied minors, elderly and handicapped persons.

5 500 foreign nationals with refugee or humanitarian status were provided initial housing and integration support by the municipalities in 2011. In 2012 the number of persons to be settled is expected to be 5 780, and in 2013 6 400 persons. About 450 are expected to be unaccompanied minors in 2012.

The average waiting period in asylum centres after a permit has been granted is at present nearly six months for adults until settlement in a municipality, and around three and a half months for unaccompanied minors. The Government is in the process of drafting a plan to increase the number of settlements and to reduce the waiting period in asylum centres.

7 Irregular migration and return

7.1 Legislation and policy

A person who helps a foreigner to illegal entry or stay could 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 activity to assist foreigners 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 foreigner may use it to enter Norway or another state. The maximum penalty for this offence is two years imprisonment.

A foreigner may be granted permission to continue to work after the application for asylum has been rejected, if he or she had a valid work permit at the time of the refusal, and the decision is not yet to be implemented.

A foreigner, whose application for asylum has been rejected, may be granted a residence permit if the return decision has not been implemented 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 satisfactorily established, and the applicant must have assisted in the efforts to implement the return decision.

By December 2012, Norway has readmission agreements or similar agreements on return with 29 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 witness in a court case against the perpetrators, or who is in a similarly difficult situation because she/he has given a statement to the police, shall as a main rule 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 reporting on 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 2011, 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. The plan of action against human trafficking for 2011-2014 is in the process of being implemented.

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, 2007-2008.¹² UDI is in the process of preparing estimates for later years based on the method that Statistics Norway developed.

Approximately 90 percent 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 percent 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 having been 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 2010, a national identification and documentation centre (NID) was established in order to improve this work for both the application process, and when preparing the return of irregular migrants. NID is responsible for facilitating the identification of foreigners who are in Norway or apply to enter into Norway. NID is also responsible for assisting other authorities dealing with identification of foreigners.

Since 2010, the police has received an annual earmarked grant of approximately NOK 150 million in order to implement measures for apprehending immigrants involved in criminal activities and irregular migrants. 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.

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. Those apprehended are expelled, if there are no legal obstacles.

¹² http://www.regjeringen.no/en/dep/aid/doc/rapporter_planer/rapporter/2008/international-migration-2007-2008.html?id=541395 (chapter 7).

In 2011, 874 persons were rejected at the border or after entry, a 27 percent increase from 2010. A sharp drop in rejections since 2003 is mainly due to the enlargement of the EU in 2004, as making such rejections has become less likely for citizens from the new member states. There were more than 3 100 expulsions, which is around 10 percent lower than in 2010, cf. table 7.1 below. Expulsions include convicted criminals, but in 2011, more than half of the expulsions were due to violations of the Immigration Act. During the first nine months of 2012, 2 950 persons faced expulsion, indicating an increase for the year as a whole, and 650 persons had been rejected at or near the border.

Table 7.1 Rejections and expulsions. 2002 - 2011

Sanction	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Rejections	2 009	1 849	1 149	707	689	628	563	717	690	874
Expulsions	(na)	1 141	1 260	1 274	1 379	1 398	1 634	2 651	3 426	3 142

Source: UDI

In 2011 the police transported almost 4 750 foreigners forcibly from Norway, slightly more than in 2010. 63 percent of them 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.

Table 7.2 Return – main categories. 2005-2011

Year	Asylum - rejected	Dublin-procedure	Expulsion/rejection	Total - forced	AVR (IOM)	Total
2005	1 088	867	999	2 954	558	3 512
2006	836	461	1 058	2 355	434	2 789
2007	552	561	1 074	2 187	443	2 630
2008	437	805	1 084	2 326	568	2 894
2009	651	1 463	1 226	3 343	1 019	4 359
2010	1 226	1 979	1 410	4 615	1 446	6 061
2011	1 482	1503	1 759	4 744	1 812	6 556

Source: UDI, the Police

During the first ten months of 2012, the total number of involuntary returns was almost 3 900, indicating a slightly higher level than in 2011.

7.3 Assisted, voluntary return

Return measures are important elements in a comprehensive asylum and migration policy. The aim is to motivate foreigners without legal residence in Norway to return voluntarily and in dignity to their country of origin. The majority of those who return voluntarily are former asylum seekers whose applications have been rejected.

Since 2002, the Government has commissioned the International Organization for Migration (IOM) to operate a program for voluntary, assisted return. The services offered by the program 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.

Foreigners from countries recognized by OECD/DAC as developing countries, and without a permit for legal residence, may benefit from reintegration allowances if they opt to return voluntarily. More comprehensive reintegration packages are available for Afghan and Iraqi citizens. These packages include temporary shelter following the return, counselling, vocational training and assistance to set up their own business upon arriving in their countries of origin. IOM operate these programs.

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 this deadline, will receive NOK 20 000. Persons, who apply for voluntary return within two months after the departure deadline, will receive NOK 15 000 and those waiting longer than this will receive NOK 10 000.

In 2011, the number who returned voluntarily was just above 1 800, cf. table 7.2. There was a marked increase in the number of assisted, voluntary returns to Russia. Iraqis were the biggest group to return voluntarily with IOM in 2011, followed by Russians, Afghans and Palestinians. As of August 1 200 persons have returned with IOM in 2012, the same number as during the same period in 2011.

8 Foreigners, immigrants and their children

8.1 Population growth and fertility rates

During 2011, the total population of Norway increased by 65 600 persons due to a birth surplus of 18 800 in addition to a net immigration of 47 000. This represents a growth rate of 1.3 percent, the same rate as in 2010. This is among the highest population growth rates in Europe. On January 1st, 2012, the total population was 4.99 million. Cf. table A1 and A3.

In 2011, the total fertility rate for the population in Norway was 1.88, 0.07 points lower than the level in 2010 and 0.1 points lower than the peak in 2009. It is too early to say whether the reduction since 2009 is part of a new trend or a temporary swing. The rate differs between immigrant women and the rest of the population. In 2011, it was 2.12 for the former and 1.82 for the latter. The decrease in the fertility-rate for immigrant women, 0.16 points, was bigger than the decrease for the rest of the population, which was 0.09 points. Therefore, the difference between the two groups decreased by 0.07 points compared to the previous year. In 2011, the highest rate was 3.04 among women from Africa, while the lowest rate was 1.75 for women from North America and Oceania. Since 1998, the fertility rate for immigrant women from Asian countries has decreased by nearly 0.9 points and from African countries by 0.5 points. Cf. table A20.

In 2011, 9 800 (16 percent) of children born in Norway had two foreign-born parents, while 8 450 (14 percent) had one foreign-born parent. The main groups of children born in Norway with two foreign-born parents were those who had parents from Poland, Somalia, Iraq, Pakistan or Russia. Among those with only one parent born abroad Sweden, UK, Thailand, Denmark and the Philippines were the main countries of origin for the foreign-born parent, cf. table A21. This reflects obvious differences in transnational marriage patterns. There were 300 children with one parent born in Pakistan and the other in Norway, since the majority of young Norwegians with Pakistani-born parents so far have found their spouse in Pakistan.

8.2 Foreigners

By January 1st 2012, the total number of foreigners registered as residents of Norway was 407 300, an increase of 38 000 (10.3 percent) from the previous year, cf. table A1. This was 8.2 percent of the total population, cf. table A16. 230 400 or 56.6 percent were citizens of OECD-countries.

Europeans still constitute the majority of foreigners; 280 000 or 69 percent of all foreigners, cf. table A16. For a long period, this share was gradually declining, but during the last six years, there has been an increase. In 2011, 33 000 of the increase of foreigners came from EU-countries. This was mainly due to more citizens of Poland (+ 11 500), Lithuania (+ 7 600), Sweden (+ 2 800) and Latvia (+ 2 000). The number of Lithuanians was almost 13 times by January 2012 than in 2006. For Polish citizens the number was ten times higher.

The share of resident foreigners from *Asian* countries has gradually decreased for several years. By January 2012, they accounted for 17.5 percent of the total foreign population, down from 22 percent as an average for the period 2006-2010. The larg-

est group of foreigners from Asia was from Iraq, numbering 10 300 persons. In 2011, there was a significant increase in the number of foreigners from the Philippines, Thailand and India.

During 2011, resident foreigners from *African* countries increased by 900 persons and reached 32 550 or 8 percent of all foreigners in Norway. The average share during the period 2006-2010 was 9.5 percent. Somali citizens constituted the largest group of foreigners from Africa, numbering 10 800 persons.

The total number of resident foreigners from countries in *North, Central and South America* increased by almost 400 persons during 2010 and reached 18 800. Their share of all foreigners declined further to 4.6 percent. The average share during the period 2006-2010 was 6 percent. Almost half of this group was from the USA (8 800), while the second major group was 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 15.2. Immigrants from countries in Western Europe and North America show little interest in changing citizenship, compared to most other groups of foreigners. For several countries, there was a reduction in the number of residents in 2011, mostly due to high rates of naturalization. Among these countries were Somalia, Iraq, Bosnia and Herzegovina, and Turkey. The number of Vietnamese citizens, 1 550, is strikingly low as there are 13 200 immigrants from Vietnam in Norway. Cf. table A16 and A17.

Table 8.1 Foreigners - major countries. 2006 – 2012

Citizenship	2006	2007	2008	2009	2010	2011	2012
Total, of which	222 277	238 305	266 260	302 977	333 873	369 228	407 262
Poland	6 773	13 630	26 801	39 168	46 707	55 172	66 639
Sweden	26 640	27 867	29 886	32 804	35 786	39 174	41 984
Lithuania	1 894	3 013	5 094	7 578	10 377	16 396	24 074
Germany	10 623	12 214	15 313	18 892	20 826	22 417	23 687
Denmark	20 192	20 252	20 461	20 587	20 658	20 940	21 354
UK	11 204	11 562	12 024	12 644	13 274	13 995	14 744
Russia	8 185	8 750	9 710	10 362	10 631	10 818	10 894
Somalia	10 623	10 845	10 589	10 893	10 804	11 117	10 820
Iraq	13 136	12 139	10 682	10 951	10 927	10 555	10 290
Thailand	5 698	6 355	6 938	7 884	8 583	9 295	9 956
Philippines	3 255	3 921	4 844	6 070	6 768	7 750	8 901
USA	7 597	7 732	7 916	8 268	8 516	8 636	8 769
Afghanistan	5 933	6 470	6 502	6 572	7 247	7 730	7 623
Eritrea	751	1 003	1 357	2 106	3 806	5 681	7 598
Netherlands	4 604	5 104	5 811	6 404	6 800	7 113	7 459
Latvia	647	852	1 192	1 734	2 771	4 910	6 937
Pakistan	6 095	5 863	5 755	5 490	5 524	5 496	5 450

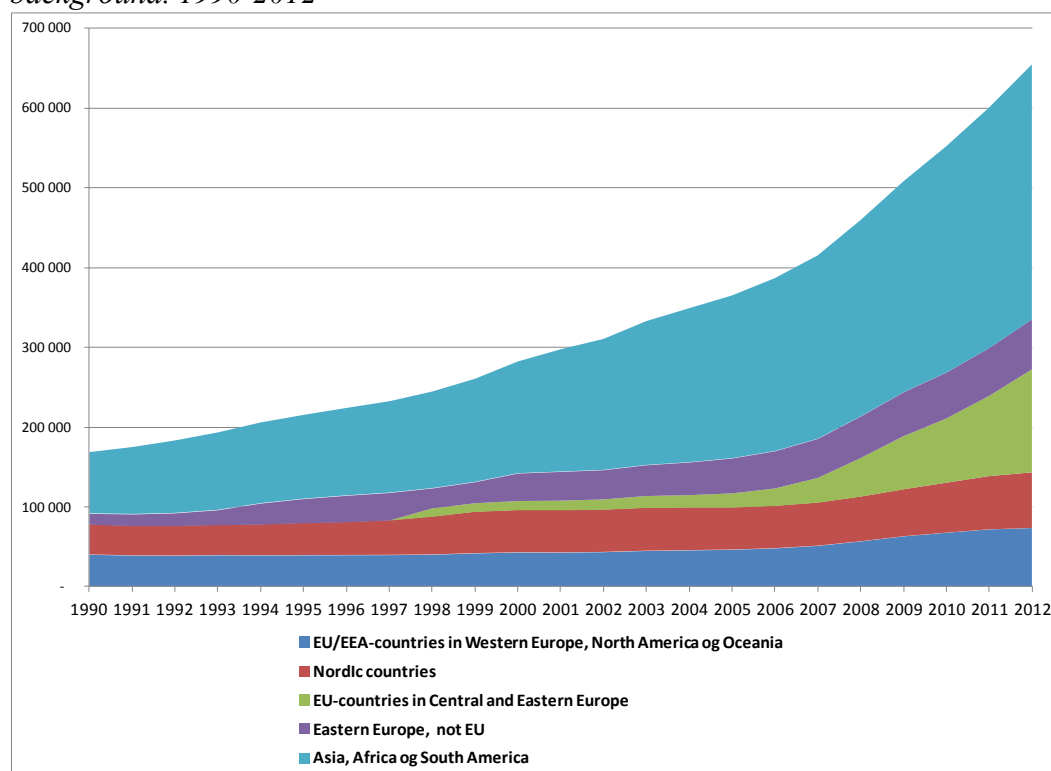
Source: Statistics Norway

8.3 Immigrants and Norwegian-born with immigrant parents

In 2011, 72.5 percent of the population growth (65 900) was due to the net growth in the number of immigrants (47 750), cf. table A3. In addition, the children with two immigrant parents represented 50 percent of the total birth surplus of 18 800. Only 4 percent of the net population increase was due to growth in the number of persons without an immigrant background.

By January 2012, the total number of registered resident immigrants had reached 546 700. This was 11 percent of the population, an increase from 10.2 percent the previous year. Those coming from other OECD-countries represented 45.7 percent of all immigrants. The number of children with immigrant parents was 108 400. Their share of the total population was 2.2 percent, an increase from 2 percent the previous year. Of these children, 22.8 percent 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. 1990-2012

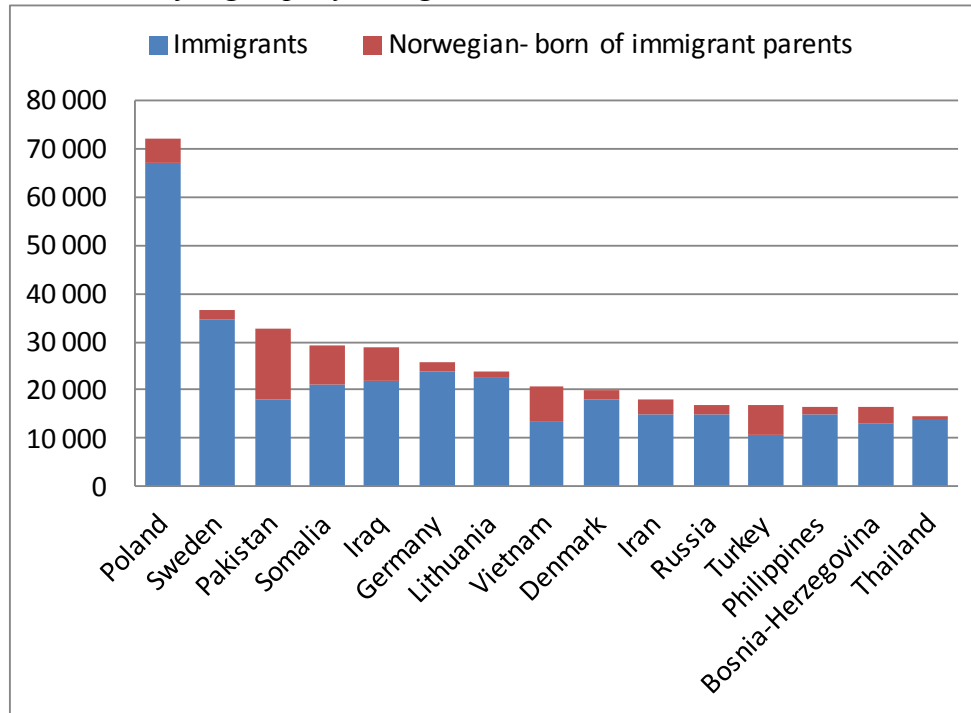


Source: Statistics Norway

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 Latin America among all immigrants was 6 percent. In 1980, the same group represented 23.5 percent, increasing further to 45.6 percent in 1990, 49.7 percent in 2000 and 55.5 in 2006. However, by the beginning of 2012, the share had decreased to 48.3 percent. This is due to the sharp increase in immigration from some of the new member states of the EU. At the start of 2012, the countries of origin were in Asia, Africa and South America for 43.5 percent of the immigrants residing in Norway, excluding their children. Cf. table A17.

For many years, Pakistan was on the top of the list when combining immigrants and their children into one category. However, since 2007 Poland has been the major country of origin, reaching as many as 72 100 persons at the start of 2012. Sweden (36 600) has also passed Pakistan (32 750) in this combined category. Excluding Norwegian-born children there were more immigrants from Poland, Sweden, Germany, Lithuania, Iraq, Somalia and Denmark residing in Norway at the start of 2012, than from Pakistan. As much as 45.3 percent of those with Pakistani background were born in Norway, while only 6.6 percent 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. 1.1.2012



Source: Statistics Norway

At the start of 2012, almost 30 percent of the residents of Oslo were immigrants or Norwegian-born with immigrant parents. Those in this combined category living in Oslo represented 27.6 percent of all persons in this category in Norway. Almost 23 percent of the population in Oslo were immigrants and 7 percent were Norwegian-born with immigrant parents. The combined population share varies between 14 and 50 percent in the 15 different boroughs of the city.

At the start of 2012, 233 000 immigrants had resided in Norway for less than five years. This is more than twice as many as at the start of 2005.

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, who have arrived as part of the annual resettlement quota for refugees, cf. chapter 6.3, or as family members of the former arriving later. Persons who have been granted a permit to stay due to a need for protection as well as on hu-

manitarian grounds, and those who were admitted as family members, are included, while children born in Norway of parents belonging to the refugee population are not.

By January 2012, there were 163 500 persons in Norway with a refugee background in this sense, or 3.3 percent of the total population and 30 percent of all immigrants. This represented an increase of 5 800 from last year. 73 percent of the refugee population were registered as principals while the rest had arrived in Norway as dependants. 63.3 percent of the principals were initially registered as asylum seekers, 20.7 percent as resettled refugees and 8.7 percent as refugees originally granted collective protection¹³. For the remaining 7.3 percent information about the background was not registered. Persons from Iraq, Somalia, Iran, Bosnia and Herzegovina, Vietnam and Afghanistan are the major countries of origin among immigrants with a refugee background.

8.5 Marriages and divorces

Among the 22 900 *marriages* contracted in Norway during 2011, more than 6 300 involved a Norwegian and a foreigner. Most existing marriages involve Norwegians and someone born in another European country or in North America, cf. table A13.1.

However, a growing number of Norwegian men marry women from Asian countries, cf. the family migration numbers in chapter 3.2. During 2011, there were 1 800 marriages between Norwegian men and women from Asian countries and 1 500 involving Norwegian men and women from countries in Europe or North America, cf. table A14.1.

The large majority of the 10 200 *divorces* that took place in 2011 involved two Norwegian citizens, cf. table A15.1. Concerning transnational marriages, most divorces happened in the following categories:

- Norwegian husband and the wife from a country in Asia
- Norwegian husband and the wife from another European country
- Norwegian wife and the husband from another European country

¹³ Most of them came from Bosnia and Herzegovina and Kosovo during the 1990s.

9 Integration

9.1 A comprehensive integration policy – diversity and community

The greatest asset of Norway is its people. The main goal for Norway's integration policy is to ensure that all residents are able to utilise their skills and resources and to participate in society, regardless of ethnic background, gender, religion, sexual orientation, or functional capacity. The principles of the Norwegian welfare state – equal rights, obligations, and opportunities – underpin the integration policy.

Employment is the key to social participation and economic independence. The integration policy aims to enable new immigrants, including refugees, to make use of their resources in the labour market and in society in general as soon as possible. Furthermore, the Government wishes to prevent the evolution of a society where immigrants and their children systematically have poorer living conditions and a lower rate of social participation than the population in general.

Diversity is part of everyday life in Norway. Universal human rights and the principles of democracy are fundamental to the rule of law. All residents have to respect the same laws. Within this framework, there are various ways of living. Gender equality is an important goal. Such equality includes the right of young people and women to make independent decisions about how they want to live.

Achieving economic and social equality, implementing equal rights and duties, and ensuring tolerance, require continuous efforts to fight discrimination. Discrimination prevents immigrants from participation and is an obstacle to the use of the resources and talents of people. Discrimination reduces opportunities, living conditions and the quality of life of those affected. Furthermore, discrimination undermines the sense of belonging to a community and causes distrust among people.

The overall principle of the integration policy is mainstreaming. This means that each public sector agency must ensure that their services reach all groups of the population, including immigrants. Each public agency is most knowledgeable of the services and challenges within its jurisdiction, and each agency is responsible for the financial and legal means to implement policies or to initiate adjustments or changes.

The Ministry of Children, Equality and Social Inclusion is responsible for coordinating the integration policies for immigrants and their children. Such coordination is necessary to ensure that national policies in various fields function in unison and contribute towards achieving the goals of equal opportunities, rights, and duties.

The Government has presented a new White Paper, *A Comprehensive Integration Policy: Diversity and Community*¹⁴. In addition to stating the general aims and principles for a comprehensive integration policy already mentioned, the White Paper also presents a range of new proposals. Important initiatives are:

- A new action plan to ensure better use of the skills of immigrants in the labour market

¹⁴ Meld. St. 6 (2012-2013) A Comprehensive Integration Policy – Diversity and Community <http://www.regjeringen.no/en/dep/bld/documents/propositions-and-reports/white-papers-/2012-2013/meld-st-6-20122013.html?id=705945> (Only in Norwegian; summary in English is forthcoming)

- Improving the quality of the Introduction Program and of Norwegian language training
- The Job Chance program, mainly aimed at women outside the labour market, and a review of the use and content of other labour market programs.
- Upgrading multicultural competence throughout the education sector to ensure equal educational opportunities for immigrants and their children
- A national strategy to improve the health of immigrants
- A new, four-year action plan to combat forced marriages, female genital mutilation and limitations on the rights of children and young people to make individual life choices
- Earlier settlement of refugees through co-operation with the local authorities and increased housing grants
- Extending the Action Plan to Promote Equality and Prevent Discrimination in all arenas
- Promoting NGOs and other parts of civil society as important cross-cultural meeting places, and as agents for integration
- Promoting equitable public services to meet the needs of an increasingly diverse population
- Enhanced role of citizenship as an instrument for strengthening a sense of belonging and ties to Norway
- Monitoring the integration of immigrants through research on living conditions and by evaluating policies and regular presentation of the results of the integration policy

9.2 Equitable Public Services

To be able to offer services of higher quality available for all and adjusted to the needs of each individual, the service providers have to take into consideration the changes in the population. If the service providers do not realise how diverse their users are, and offer everybody the same services, rather than services based on individual needs, it may result in systematic differences in outcomes.

Where there are language barriers, interpretation services are necessary if service providers are to succeed in informing, understanding and guiding the parties. All public agencies have an independent responsibility for good administrative practices in their areas of responsibility. This includes procedures for maintaining high quality of their services, including and for ordering and paying for interpreting services when necessary. According to the Public Administration Act, all public agencies have a duty to provide guidance and information to the public. Measures to prevent public agencies using children as interpreters for family members are currently being drafted.

The Directorate of Integration and Diversity (IMDi) has a central role in coordinating work to ensure that people with an immigrant background are offered equitable public services.

In 2006, the Government introduced a set of concrete and measurable goals on diversity and inclusion of immigrant. The goals have corresponding indicators of progress for actively monitoring integration policies. "Goals for Social Inclusion" is a tool to help ensure that the whole population receives the services to which they are entitled

they are entitled, and to hold the relevant authorities responsible if they fail. The Government intends to ensure the effectiveness of this tool, and has decided to revise the goals.

To be able to develop a long-term policy that reaches the set targets, it is important to evaluate the effects of the integration policy. Research and analysis of the situation for immigrants in Norway are crucial instruments. The Government intends to present an up-dated status description regularly. The report will be based on statistics, evaluations, and research. It will describe the situation for immigrants and present the long-term impact of the integration policy.

User surveys are a useful tool to help improve public services. The government has requested municipal services to give concrete examples of the principle of equitable services in their service documents, and to include the experiences of immigrants in user surveys. IMDi has developed a guide to ensure that all residents are included in such surveys.

Measures to increase the recruitment of immigrants to jobs in the public sector, for example in kindergarten, schools, health- and child welfare services, and to incorporate multi-cultural understanding as a topic in relevant courses of study, may also contribute to equitable public services, cf. also chapter 10.2.

Many labour immigrants find it difficult to get access to important information regarding Norwegian society and public services. A book titled “New in Norway” has been produced in response to this need. It includes information on rights and duties for labour migrants and general information on a variety of topics and public agencies. The information is also available on the internet in five languages – English, German, Lithuanian, Polish and Norwegian.¹⁵

9.3 Living conditions

Norway is a country with relatively small differences in social conditions and income. However, immigrants are overrepresented among those with a low income. This has been stable since the beginning of 2000. At the same time, the number of people in immigrant households has risen due to increasing immigration.

There are significant differences between groups of immigrants. The prevalence of low income varies with country of origin, reason for migration and duration of stay. One explanation of the overrepresentation of immigrants among those with low income is the fact that new immigrants need time to establish themselves in the labour market. On average, immigrants have a lower labour market participation rate and larger families than the majority population. There is a strong, positive correlation between the duration of residence, labour market integration and low income. Children and youth with an immigrant background are clearly overrepresented among those at risk of living in poverty. Four out of ten children with persistent risk of poverty have immigrant backgrounds.

The rate of low-income families, including immigrant families, is low in Norway. The reason for this is the high level of employment, particularly among women. The

¹⁵ Cf. <http://www.nyinorge.no/en/>

high employment rates are enhanced by generous parental leave, parts of which is reserved for fathers, the right to kindergarten for children aged one and over, and a maximum limit on parental payment in kindergarten. Moreover, there are comprehensive welfare benefits for families with children, including the universal child benefit, and special benefits for single parents. The value of free public services reduces the differences in income in Norway.

In order to reduce the prevalence of low income among immigrants and their children, it is essential to promote labour market participation. The need for measures to increase labour market participation among groups that have a low rate of labour market participation, are highlighted in the new White Paper on a comprehensive integration policy, cf. chapters 9.1 and 10.2.¹⁶

Good housing is important in order to keep a steady job, for educational achievement, for maintaining a social network and good health. The level of home ownership in the population as a whole is approximately 75 percent. Among immigrants, the level is about 60 percent. However, there are substantial differences between groups, depending on country of origin and the average length of residence in Norway. Immigrants tend to move to urban areas where house prices are higher than in rural areas. This makes it harder, especially for new refugee groups, to buy housing. Due to low income and/or discrimination, immigrants are overrepresented among those who find it difficult to obtain good housing. An expert committee found that immigrants generally pay higher rent than the rest of the population. This highlights the importance of public intervention to assist those who are at risk in the housing market. In 2013, the Government will present a White Paper on housing policy.

The national government and the municipality of Oslo have agreed to improve the living conditions in two areas in Oslo, which include five of 15 municipal districts. These are with a high level of low-income families and comparatively poor living conditions. In one area, “The Grorud Valley”, the aim of the agreement also includes efforts to improve infrastructure, housing conditions and the local environment. There are similar initiatives to promote local development in areas with difficult living conditions in the cities of Bergen and Trondheim. A mid-term evaluation of the Grorud Valley Integrated Urban Regeneration Project in 2011, found that the implementation of the project is mostly on schedule.

Free core time in kindergarten is a key measure under the regeneration project. The reason for offering free hours is the assumption that kindergarten helps prepare children for primary school. For children with another first language skills in Norwegian and their general social skills are improved, cf. chapter 11.3. There are programmes for free core time in nurseries in six districts in Oslo, and in some areas of Bergen and Drammen. The programme entails that all children at a certain age in these city districts and areas receive 20 free hours per week in a kindergarten. There are five aims: (1) to reimburse city districts for lower rates of parental payment, (2) increase recruitment of minority-language children to kindergarten, (3) systematic language

¹⁶ Meld. St. 6 (2012-2013) A Comprehensive Integration policy – Diversity and Community. <http://www.regjeringen.no/en/dep/bld/documents/propositions-and-reports/white-papers-/2012-2013/meld-st-6-20122013.html?id=705945> (Only in Norwegian; summary in English is forthcoming)

stimulation (4) increase competence among kindergarten staff, and (5) implement measures to increase Norwegian skills among parents, particularly mothers.

This has resulted in an increase in the number of children of immigrants participating in kindergarten, cf. chapter 11.3. Parents have a more positive attitude to sending children to kindergarten, and schools in Oslo report that the language skills of children on starting school are improved. Services for parents, such as parental guidance programs and low threshold programs, which give priority to learning Norwegian through practical tasks, have been introduced. According to a survey carried out among parents, these services have become very popular among the mothers. The effects of the programmes for parents are not documented, but it has been shown that taking part in basic programmes often results in participation in other relevant courses.

In 2013, the total funding for free core-time is NOK 72.1 million. An evaluation of the free core time scheme was initiated in 2011 and will be completed in 2014.

9.4 Action Plans for Combating Forced Marriage and Female Genital Mutilation

The political platform of the Government states that preventing forced marriage and female genital mutilation (FGM) is high on the agenda. The evaluation of the 2008-2011 plans against forced marriages and FGM, along with initiatives and suggestions from relevant ministries, directorates and NGOs, formed the basis for new plans on these topics for 2012. Seven ministries have cooperated in drafting the plans and are responsible for some of the measures. The Ministry of Children, Equality and Social Inclusion is responsible for coordinating the work. The plans contain 27 measures in all.

The principal aims of the plans are to prevent young people being subject to forced marriage or FGM, and to provide better assistance and protection to young people who are victims of such abuse. In the case of FGM, this includes providing medical support and treatment. Combating forced marriage and FGM necessitates a broad-based approach, as good results are contingent on the success of the policies for gender and social equality and social inclusion.

The Expert Team for the Prevention of Forced Marriage and Female Genital Mutilation gives advice and support in cases of forced marriage and FGM. Employees in the child welfare service, schools, the police, and others can contact the team for guidance on identifying the public sector agency that is best suited to provide the necessary follow-up. Part of the Expert Team's mandate is to increase the competence on forced marriages and FGM in the public sector. In order to improve coordination and provide effective assistance in individual cases, the Expert Team also works to improve existing frameworks and procedures for interagency cooperation. The team has dealt with 1 636 cases related to forced marriages and other honour-related cases in the period 2004 until August 2011.

Since 2008, thirty Minority Counsellors work in upper secondary schools where there are a high proportion of students with minority background. The mandate of the Minority Counsellors is to give advice to students and to raise the competence and awareness on forced marriage and honour related problems in schools. In 2012, their mandate was expanded to include FGM. The system of Minority Counsellors is in-

tended as a low-threshold service to meet the needs of pupils in danger of being subjected to forced marriage or FGM. The counselling service makes it possible to intervene at an early stage and initiate preventive measures.

Young people are often reluctant to break with their families – even if they are under threat. In some cases, however, this may be the best or only solution – at least for a period. In such cases, there may be an acute need for safe accommodation. The child welfare services take care of young people below the age of 18. Since March 2010, the Expert Team has been responsible for coordinating and administering the allocation of safe accommodation placements in The National Accommodation and Support Service for young people over the age of 18, who are subjected to forced marriage or threats of such. Accommodation and support are offered for up to six months pending a more long-term solution. In addition to safe accommodation, people at risk of forced marriage often need support and follow-up in a variety of ways. The municipality/local authority, in which the accommodation is located, is responsible for providing support for tenants after they move into the accommodation. Security, psychological and social assistance are given high priority.

In order to deal effectively with cases of FGM and forced marriage abroad, Integration Advisors have been stationed at some Norwegian embassies. These Advisors assist Norwegian citizens subjected to forced marriage, and contribute to increased knowledge about the phenomenon at the embassies and in the public service generally. Furthermore, a helpline for questions and concerns regarding forced marriage and FGM is in place. The Norwegian Centre for Violence and Traumatic Stress Studies is responsible for acting as a national competence centre, giving advice to professionals and doing research on FGM.

The arrangement by which NGOs working to prevent forced marriage or FGM have received state funding continued in 2012. In addition to organizations in Norway, there are projects in some countries of origin. The intention is to raise awareness and prevent forced marriages.

By Act No. 78 of 19th June 2009, the Norwegian penal code was amended to delay the starting point of the statutory limitation period in cases involving FGM to run from the date of the injured party's 18th birthday. The law came into effect immediately for application to all future violations of the prohibition on FGM, and to violations whose limitation period had not expired when the amendment came into force.

The work against FGM and forced marriage will continue. The Government aims to present a new action plan for the period from 2013 until 2016. The new plan will include measures to combat forced marriage and FGM. In addition it will contain measures to combat limitations put on children and young people with regard to their right to make individual life choices, for example with regard to education, employment, friendships, relationships and choice of spouse/partner.

10 Training and competence

The initiatives by the Government to increase the employment rate for some groups of immigrants have two pillars, as outlined in the White Paper on A Comprehensive Integration Policy, cf. chapter 9.1. One pillar is to strengthen the basic skills of immigrants through improved language training and a more effective introduction program for relevant categories of new immigrants. In addition, there is a special program particularly for women outside the labour market.

The other pillar is to ensure better use of the competence of immigrants in the labour market. This implies a comprehensive approach to increase recruitment, facilitate entrepreneurship, and improve systems for the recognition of credentials and competence from other countries. It includes efforts to reduce and remove obstacles as discriminations, low quality working conditions and social dumping. Measures to improve individual qualifications as well as the general labour market and welfare policies are supposed to assist in preventing early departure from labour market participation, as have been registered among some groups.

10.1 Focus on basic qualifications

Immigrants to Norway are diverse in many respects. Some have higher education, substantial work experience and are fluent in many languages. Others have little or no formal education. Some start working from day one after arrival, others have a longer way before they reach employment. The programs for acquiring basic qualifications are designed to strengthen the chances of new immigrants to find a job and participate in society. They consist of the Introduction program and Norwegian language training and social studies. The Introduction Act regulates both schemes.

Norwegian Language Training and Social Studies for Adult Immigrants

The goal of Norwegian language training and social studies is that adult immigrants learn sufficient Norwegian in the course of their first years in Norway to find employment and participate in society. From September 2005, it has been compulsory for new adult immigrants between the ages of 16 and 55 to participate in Norwegian language training and social studies if they have a residence permit that constitutes the basis for a permanent residence permit. This also applies to family members of immigrants in Norway and of Norwegian and Nordic nationals.

The municipalities are responsible for providing tuition in Norwegian language and social studies. It consists of 550 hours of tuition, of which 50 hours of social studies in a language the participant understands. Persons who need further training may receive up to 2 400 additional hours depending on individual needs. The municipalities receive grants from the central government to provide the tuition.

Immigrants over 55 years of age, who belong to one of the mentioned groups, have the right but no obligation to attend Norwegian language training and social studies. Labour immigrants from countries outside the EEA/EFTA are obliged to participate in Norwegian language training and social studies, but have to pay for the tuition. Persons from within the EEA/EFTA are not covered by the Introduction Act, and are not entitled to free tuition in Norwegian language and social studies.

Completion of language training or a demonstration of corresponding language skills is a condition for receiving a permanent residence permit and for Norwegian citizenship.

Evaluation of the educational results and the effects of the language training is partly based on the number of candidates attending examinations and on the share who passed or failed. Since the introduction of the right and obligation to language training, the attendance rate has risen. In 2011, about 86 percent of the candidates passed the oral test. This number has been relatively stable for years. The proportion that passed the written test was almost 59 percent in 2011. The policy aim of the Government is that 90 percent pass the oral test and 65 percent pass the written one.

As soon as possible after settling in a municipality, immigrants are expected to enrol in language training. They ought to complete the obligatory training within three years. In 2010, 9 650 persons were recognized as having a right and obligation to participate in language training. Within 18 months after this recognition, 88 percent had started such training. Among almost 8 000 persons, who were granted a residence permit in 2008, and had a right and obligation to language training, 86 percent had within three years used the opportunity to participate in minimum 300 hours of training.

In June 2011, changes in the Introduction Act were adopted. Therefore, as of January 2012, the scope of the compulsory Norwegian language training was expanded from 300 to 600 hours for persons granted residence permit after this date. For anyone who prior to 1 January 2012, due to his or her residence permit had the right and/or obligation to language training, the scope is still 300 hours. Labour immigrants from countries outside the EEA /EFTA are still obliged to take part in 300 hours of language training and social studies.

The Government aims at increasing the quality of the language training. As a part of this process, the curriculum has been revised. There is emphasis on making the tuition more vocational. ICT skills are added and a basic literacy module for participants who cannot read or write in their mother tongue is included. In addition, the curriculum includes a revised separate plan for 50 hours of social studies in a language that the participant can understand.

In 2013, furthermore, all immigrants, who are granted a residence permit that constitutes the basis for a permanent residence, are obliged to conclude the language training and social studies with a mandatory test. The aim is to achieve better documentation of the Norwegian skills of the participants, and that a larger share of the participants will complete their studies successfully. To improve the quality of the tuition and the ability of the municipalities to provide individually adapted language training, the Ministry of Equality, Children and Social Inclusion in 2013 provides funding to local projects in the municipalities. Furthermore, 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.

Asylum seekers residing in reception centres receive 250 lessons of training free of charge from the municipalities. The central government finances the training. Almost everybody in the target group receive an offer to participate, and many, but not all,

participate. The language training is considered a positive measure, not only for the asylum seekers, but also for the reception centres and for the local communities.

The Introduction Program

The aim of the Introduction Program is to provide each participant with fundamental skills in Norwegian language, some insight into Norwegian society and to prepare him or her for employment or education. The right and obligation to participate in the program applies to refugees and their family members, in addition to persons granted residence on humanitarian grounds and their family members. The rights and obligations of individuals under the Introduction Act only apply to immigrants between the ages 18 and 55 who need to acquire basic qualifications.

The Introduction Program is an individually adapted full-time program to acquire basic qualifications. As a minimum, the program must include Norwegian language training and social studies, and measures preparing for further education/training or employment. Participants in the program are entitled to an introduction benefit. The benefit consists of twice the basic amount of the National Insurance Scheme on an annual basis (NOK 164 244). Participants under 25 receive two thirds of the benefit. The benefit is taxable.

Each municipality is obliged to provide a program to new immigrants in the target group who settle there. The Introduction Act also provides a legal framework for integration activities by the municipalities.

Effects of the Introduction Program are monitored. During 2011, 12 800 persons participated in the program, compared to 12 000 in 2010. Nearly 6 300 of the participants were women. In November 2010, 55 percent of the participants who finished the program in 2009 were employed or participated in education. This compares to 57 percent of the cohort of the participants the previous year, the same number of years after completing the program. As earlier, more men than women found work or educational opportunities.

The Government aims at strengthening the quality and improving the results of the Introduction Program, especially for women. The focus is to make the program more vocational and more adapted to individual needs. From 2012, the County Governor is authorized to control that the municipalities provide the services they are obliged to according to the Introduction Act.

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 first four weeks are reserved for the mother. 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 Government will expand the paternity leave from 10 to 12 weeks. The objective is to make sure that fathers spend more time with their child during the child's first year, and also to make sure that women have the possibility for a more continuous participation in the program.

The Job Chance Program

From the summer of 2013, the Government will initiate a new measure, the Job Chance Program. The goal is to increase the employment rate among immigrants. The main target group is women outside the labour market who are not receiving supplementary benefits, nor attending any form of language or labour market training.

The Job Chance Program will be based upon the experiences from the project Second Chance. This project was started in 2005, with an aim to develop methods providing a chance for immigrants without job experience to work or start an education.

Since 2005, between 400 and 550 persons have participated in the Second Chance project, annually. During the period between 2005 and 2009, reports show that 43 percent of the participants were employed or started an education. In 2011, 39 percent of the 222 participants were employed or participated in education.

A study by Statistics Norway shows that the Second Chance project has a positive labour market effect.¹⁷ A recent socio-economic cost-benefit analysis indicates that the project is socioeconomically profitable.¹⁸

10.2 Better use of the skills of immigrants

Many immigrants, who settle in Norway, have skills in the form of education and work experience from their country of origin. Many of them also have additional education and work experience from Norway.

The social gains from immigration depend on to what degree immigrants are able to use their skills. Efforts to mobilise immigrants in the labour market are important for the utilisation of labour resources needed in Norway. Moreover, diversity can raise skill levels and stimulate entrepreneurship.

Discrimination in the labour market is highlighted as an important reason for why immigrants do not find employment. A recent study concludes that a person with immigrant background does not have the same possibilities to find a job as a person with majority background.¹⁹ The study compares persons with the same education, same marks, and work experience, and with their names as the only significant difference.

A register-based study of competence and responsibilities of employees with an immigrant background shows that employees often are over-qualified, particularly immigrants with background from Asia and Africa. Several committee reports have pointed to the significance of establishing efficient systems for accreditation of foreign education. Immigrants also face specific challenges when attempting to establish their own enterprises.

¹⁷ The report by Statistics Norway is only available in Norwegian.

http://www.ssb.no/emner/06/01/rapp_201217/rapp_201217.pdf

¹⁸ The report made by Proba samfunnsanalyse for IMDi is only available in Norwegian.

http://www.regjeringen.no/upload/BLD/IMA/ny_sjansje.pdf

¹⁹ The report on the extent and causes of discrimination by Midtbøen and Rogstad is only available in Norwegian. <http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2012/2012-001>. Cf. also [Midtbøen 2012](#), a paper in English listed in chapter 17.

In 2013, the Government will launch a plan of action for making better use of the skills of immigrants in the labour market.

Active recruitment

Active recruitment of immigrants in the labour market is an important measure for integration. A conscious recruitment policy related to recruitment of immigrants is important to combat discrimination. The public sector should have a diverse workforce, reflecting a more diverse population. This could contribute to improved services and increased trust in public sector authorities and services, cf. chapter 9.2. The policy aim is to increase the number of immigrant employees in public administration. In 2011, 9.2 percent of the employees in public administration had an immigrant background, 50 percent of them from countries in Africa, Asia etc.

Efforts to achieve better integration of immigrants in the labour market continue. Since January 2009, employers, public authorities and employer and employee organisations have a statutory obligation to promote equality and prevent discrimination on the grounds of ethnicity and disability. All public and private enterprises with more than 50 employees are required to describe the measures implemented to meet this obligation in their annual budgets/reports.

In public administration, employers are obliged to call in at least one qualified immigrant applicant for interviews when recruiting. A report from 2008 shows that 33 percent of the immigrants called in for interviews were hired. The Government has also called on the counties and municipalities to follow similar practices.

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 matter of diversity. The project has been prolonged for another two years, 2012 and 2013.

Since 2005, the Diversity Award has been awarded annually to public and private enterprises that distinguish themselves in their efforts to promote diversity at the work place. The panel of judges consists of trade union representatives. The Minister of Children, Equality and Social Inclusion awards the prize. Both private and public enterprises have received awards.

At www.mangfoldsportalen.no there is a free database and toolbox related to diversity at the work place. The Directorate of Integration and Diversity (IMDi), which also is in charge of a network for publicly owned enterprises, runs the web page. In addition, the Agency for Public Management and Government is offering training courses for leaders in the public sector.

Entrepreneurship and employment creation

The Government considers entrepreneurship among immigrants to be a positive contribution to the process of wealth creation in society. In 2010, immigrants established 5 600 individual enterprises. From 2002 to 2010, the percentage of new businesses established by immigrants has increased from 11 to 17 percent. 30 percent of these

entrepreneurs originate from countries in Asia, 23 percent from EU-countries in Central and Eastern Europe, 13 percent from Nordic countries, 12 percent from the rest of Western Europe and 7 percent from African countries.

Which business sector the new businesses belongs to, varies according to the country of origin of the proprietors. Immigrants with background from Central and Eastern Europe are over-represented in the construction sector, whereas immigrants from Asia are in charge of three out of four new businesses within accommodation and food service activities.

The labour and welfare service, 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 among the target groups.

Results from projects to facilitate entrepreneurship show that many highly educated immigrants have the skills and resources 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 countries outside the EU, North America and Oceania due to difficulties with financing and lack of knowledge of Norwegian administrative regulations and procedures face particular challenges in establishing their own enterprise.

There are few guidance services for entrepreneurs, qualified to address the special challenges for immigrants. To gain more knowledge about the facilitation of entrepreneurship among immigrants, two centres for ethnic entrepreneurship have received funding to offer training, guidance and network building for potential entrepreneurs.

In the White Paper on a comprehensive integration policy, the Government announced its intention to consider how to facilitate entrepreneurship among immigrants, as part of measures to increase the overall employment among immigrants.

Accreditation of foreign qualifications

It is important to have an efficient system for mapping, registration and accreditation of foreign qualifications, in order to ensure that the immigrants as quickly as possible can find work in accordance with their competence and skills. At the same time, the system of accreditation must ensure security regarding safety, life and health.

The Government will continue the efforts to increase the efficiency and to improve the system for accreditation of foreign higher education. The number of applications for accreditation has increased for the last years. The Government has therefore proposed to increase the funding of The Norwegian Agency for Quality Assurance in Education (NOKUT), which is responsible for accreditation of higher education. The Ministry of Education and Research has also implemented a project for accreditation of education for immigrants who have no documentation of the education. NOKUT is responsible for the project.

Immigrants, who need accreditation of education for professions regulated by law, may be requested to take further education within certain topics. This might be diffi-

cult as the required education not necessarily exists as single module, or is seldom offered. Immigrants may also be requested to acquire work experience of varying length of time to compensate for lack of education. Research shows that lack of possibilities for such work experience constitute a barrier for accreditation within the health professions.

The Government will establish a forum where accreditation offices for professions regulated by law can share best practices. Statistics on immigrants in the process of accreditation for regulated professions will be improved. Further measures to improve the quality and efficiency of accreditation of foreign qualifications, will be considered in the process of drafting the mentioned plan of action for making better use of the skills of immigrants in the labour market.

11 Education

11.1 Policy and legislation

About 11 percent 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.

Three documents have had great impact on the development of Norwegian policy on migrant education in recent years. First, and most recently is the White Paper on integration policy²⁰ Intensified efforts to ensure equal opportunities for children and young people are prominent in the White Paper, which outlines the principles for a policy for diversity and social cohesion and presents a comprehensive approach to integration policy. The Government suggests, inter alia, granting NOK 30 million in the budget of the Ministry of Education and Research to enhance the multicultural competence throughout the education sector. Employees, leaders and owners of private and public kindergartens and schools, staff in the adult education sector and in teacher training institutions will be included in these efforts. Furthermore it will be important to develop and offer upgrading of skills to other occupational groups connected to schools and kindergartens. In 2013, the grant will be allocated to skills upgrading in the higher education sector, school and kindergarten based in-service training, in addition to competence upgrading for the school owners and the kindergarten authorities.

The second document is the policy review conducted by the OECD on Norwegian migrant education in 2009.²¹ 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

²⁰ Meld. St. 6 (2012-2013) A Comprehensive Integration Policy – Diversity and Social Cohesion. <http://www.regjeringen.no/en/dep/bld/documents/propositions-and-reports/white-papers-/2012-2013/meld-st-6-20122013.html?id=705945> (Only in Norwegian; summary in English is forthcoming)

²¹ See Taguma et.al, *OECD Reviews of Migrant Education, NORWAY 2009* <http://www.oecd.org/dataoecd/51/1/43723539.pdf>

language acquisition and career guidance should be provided. Managing regional variations is another key challenge in migrant education.

The third important document is the *Official Norwegian Report (NOU) 2010: 7 Multitude and Mastering. Multilingual children, youth and adults in the education system*²², conducted by 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.

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. The education act was recently amended in order to clarify that it is legal to organize special introduction classes or schools 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. Cf. chapter 9.2.

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) as a network and database of resources for mother tongue teachers, bilingual kindergarten employees, parents and children. To improve the website further, a grant of NOK 5 million is

²² See <http://www.regjeringen.no/pages/10797590/PDFS/NOU201020100007000DDDPDFS.pdf>

proposed in the budget of the Ministry of Education and Research for 2013. 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. It 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.

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 Kindergarten Act with regulations regulates the ECEC sector. 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 and in 2012 as well the maximum fee is NOK 2 330 per month, a relative decrease in the fee of 33 percent from 2005 to 2012. 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, contents and tasks of kindergartens and describes their societal role. Kindergarten programs are supposed to be founded 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 *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 has carried out a skills upgrading course for bilingual kindergarten assistants in seven 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. NAFO has also carried out a project where they studied the effect of bilingual assistance in kindergartens for language minority children.

The National Parents' Committee for Early Childhood Education and Care has developed a booklet for cooperation between the kindergartens and the parents with support from NAFO. The booklet is directed to all parents, but it has a clear multicultural profile. The booklet will be translated into relevant immigrant languages.

Through the health clinic program *Language 4 (2006-2009)* the language skills of all four-year olds in some municipalities with a high proportion of immigrants are systematically measured. Through 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 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. The expert group presented their report in 2011, and the main conclusion is that none of the eight tools is able to satisfy all the demands and expectations there are for mapping of language competence. It is therefore necessary that the staff in kindergartens is skilled in the use of the tools and is able to choose the right tool for the right occasion and to use the information correctly afterwards. The Norwegian Directorate for Education and Training will publish some guidance material for the kindergartens.

An analysis of an earlier program of free core hours in kindergarten in some 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. The program of free core hours in kindergarten is still being carried out in some city districts in Oslo, Drammen and Bergen, cf. chapter 9.4. An evaluation study will be published in 2014.

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 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 2011, 73 percent of all one- to five-year old language minority children attended kindergarten, compared to about 90 percent for all children. In 2007, the shares were 63 percent vs. 84 percent, and in 2000, 44 percent vs. 62 percent.

Table 11.1 Kindergarten attendance by age and background. 2011

Age (year)	Children in general	Language minority children
1	70,9	36,8
2	88,0	59,4
3	95,1	83,7
4	97,2	94,5
5	97,3	96,4
1- 5	89,7	73,0

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.

For a maximum of two years, pupils, who have recently immigrated, may receive their education in special introduction classes or schools, before they are integrated in ordinary classes/schools. Participation in the special introduction classes/schools requires parental consent or consent from the pupil.

Over a period, Government funds have been allocated to special development projects at schools with more than 25 percent language minority pupils in nine 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 some 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 descendants²³ compared to all pupils

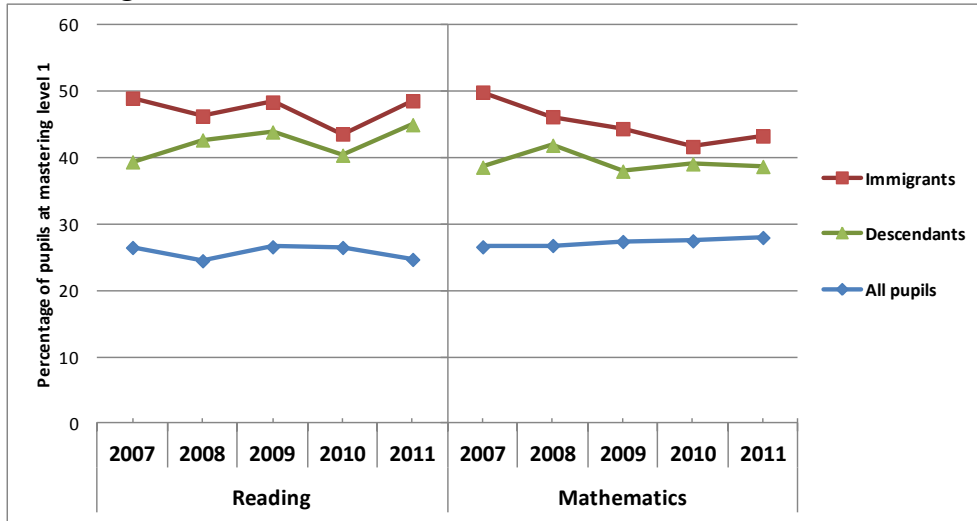
Status:

Of a total of 614 000 pupils in primary and lower secondary in the school year 2011-2012, 44 000 pupils received special instruction in Norwegian, which is 7.2 percent of all pupils. During the last ten 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. A high mastering level denotes a good performance. The distribution of all fifth grade pupils by mastering level is 25 percent at level 1, 50 percent at level 2 and 25 percent at level 3. The distribution of all eighth grade pupils by mastering level is 10 percent at level 1, 20 percent at level 2, 40 percent at level 3, 20 percent at level 4 and 10 percent at level 5.

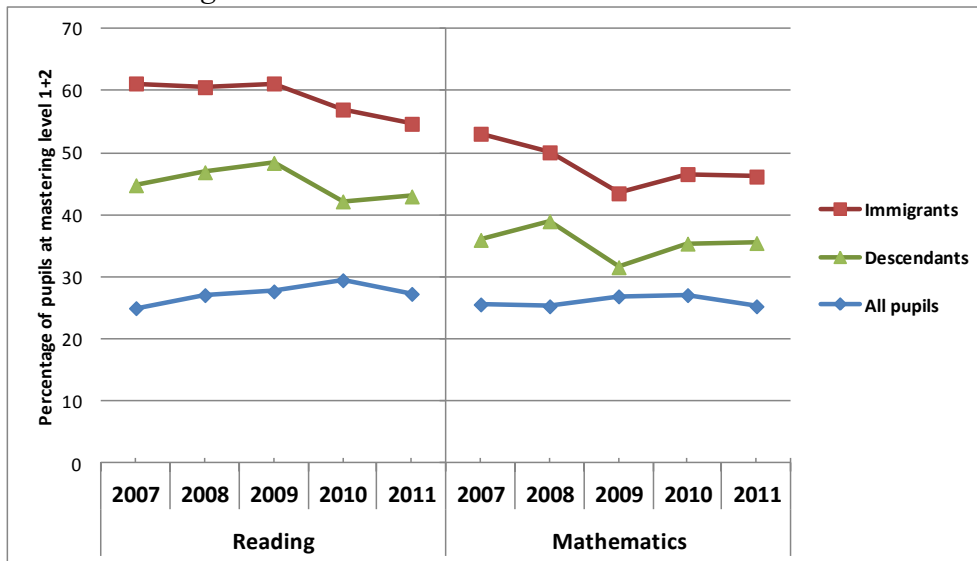
²³ Persons born in Norway with two immigrant parents are defined as descendants

Chart 11.1 Proportion of pupils at the 5th grade ranked at the lowest mastering level in reading and mathematics. 2007-2011



Source: Statistics Norway

Chart 11.2 Proportion of pupils at the 8th grade ranked at the two lowest mastering levels in reading and mathematics. 2007-2011



Source: Statistics Norway

Charts 11.1 and 11.2 display the development in the proportion of pupils with low skills in reading and mathematics for pupils with immigrant background, immigrants and descendants²⁴, and the overall population of pupils. Since the proportions of all pupils at the mastering levels are set, these proportions say little about the development in skills. However, the relative performance, the discrepancy between the different groups of pupils, may be used as an indicator for relative development.

The discrepancy in performance between pupils with an immigrant background and all pupils is greater in reading than in mathematics, for both grades. Another distinct

²⁴ Born in Norway of two immigrant parents

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 discrepancy between pupils with an immigrant background and the overall population, in the percentage of pupils ranked at the lowest mastering level in reading, has increased significantly from 2010 to 2011. From 2009 to 2010, however, the discrepancy in reading skills between these two groups of pupils decreased. Thus, a uniform long-term trend is not observed for reading. In mathematics, there has been a uniform trend towards a smaller discrepancy between pupils with an immigrant background and the overall population the past five years. Only a minor increase in the discrepancy between immigrant pupils and all pupils is observed for the last year.

For the eight-graders, the discrepancy between pupils with an immigrant background and the overall population, in the percentage of pupils ranked at the two lowest mastering levels in reading, shows an overall decrease from 2007 to 2011. The trend is most prominent for the discrepancy in reading skills between immigrants and all pupils. For descendants, the discrepancy has been more variable. After a significant decrease from 2009 to 2010, the discrepancy increased from 2010 to 2011. In mathematics, the chart shows that the discrepancy in skills between pupils with an immigrant background and all pupils reached a low point in 2009, and has increased since.

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.

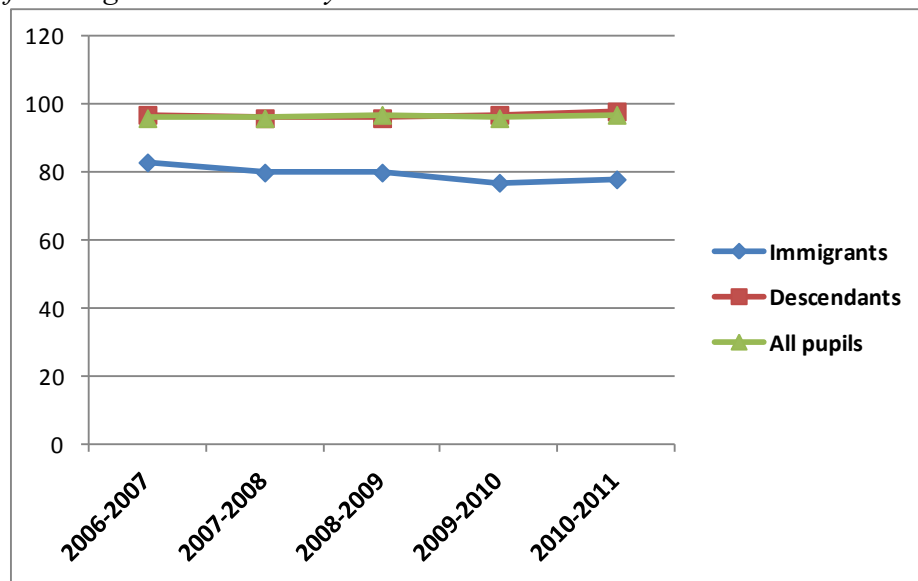
Goal for social inclusion:

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 Norwegian born children with immigrant parents starting upper secondary education the same year as finishing lower secondary education compared with the proportion among the total number of pupils that year as a whole.
- The proportion of pupils Norwegian born children with 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. 2006-2011



Source: Statistics Norway

Status:

In 2011, 98 percent of descendants and 78 percent of immigrants made a direct transition from lower to upper secondary education. The same proportion for all students is 97 percent. Thus, the goal for social inclusion has been met for this indicator.

Of all the pupils that completed lower secondary education in 2006, 69 percent had attained full general or vocational competence five years later. For the descendants it was 66 percent. These proportions have not changed significantly for the last five 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.

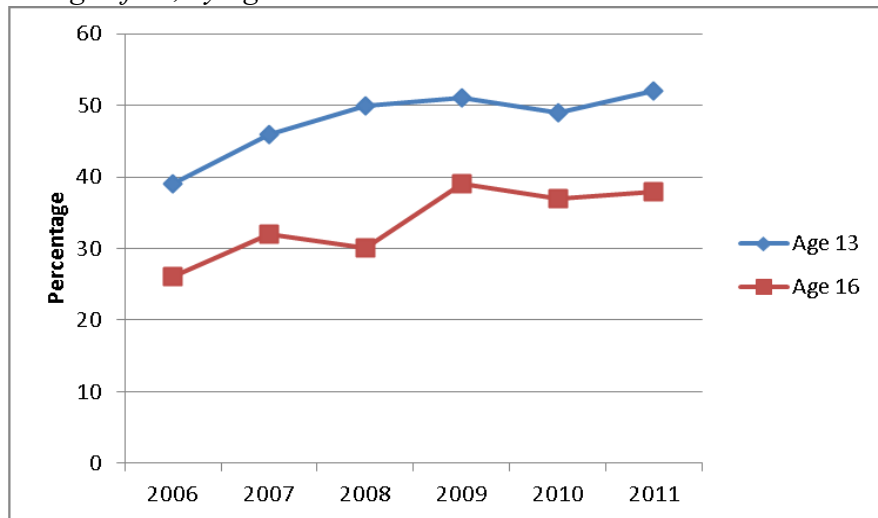
Indicator:

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 2011, 52 percent of the immigrants that had arrived in Norway at the age 13 and 38 percent of the immigrants that arrived in Norway at the age 16, completed and passed upper secondary school before they turned 30 years old. For both categories, the proportion has stagnated somewhat the last three years after increasing from 2006 to 2009.

Chart 11.4 Proportion of immigrants completing upper secondary education before the age of 30, by age at arrival. 2006 - 2011



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 is not attending upper secondary school, 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 2012, 21 489 young people were registered in the OT, i.e. ten 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 percent are immigrants and three percent 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 coordination 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 2011-2012. Of these, 90 percent were from a language minority. Approximately 4 700 adults received primary and lower secondary education in the form of special needs education in 2011-12. Of these, approximately ten percent were language minorities.

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. Adults who have the right to upper secondary education and training have the right to an assessment of their formal, informal and non-formal competence and to a certificate of competence.

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 may be given in a condensed form. The third option is to turn to private course providers. In the school year 2011-2012, 19 600 participants in upper secondary education were above 24 years old. Of these, approximately 20 percent were immigrants.

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.

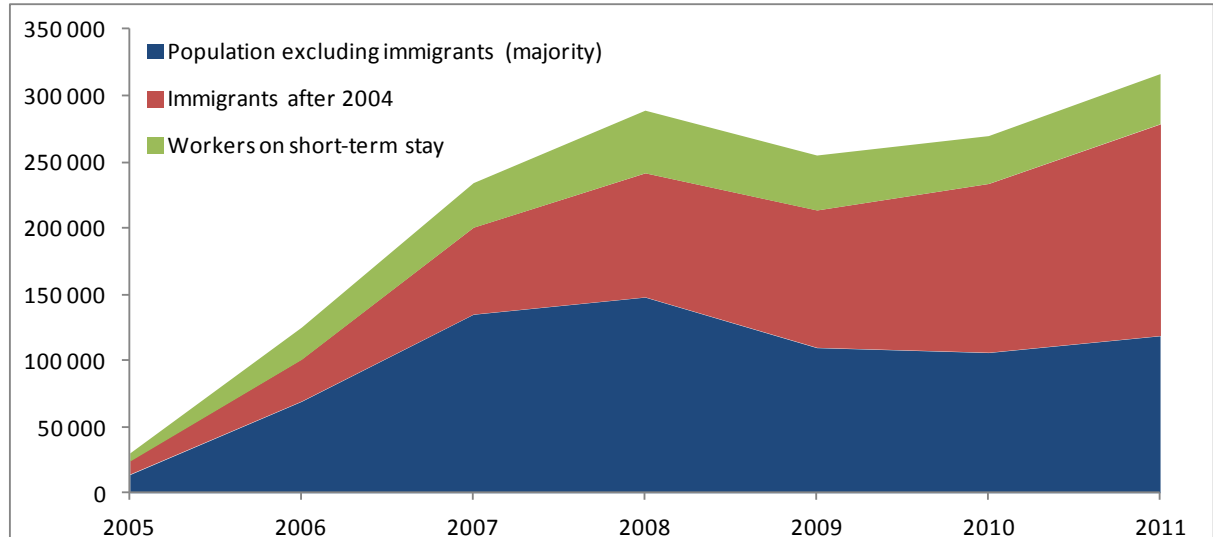
12.2 Employment

Combined with a long period of economic growth until 2008, the enlargement of the EEA and the increase in the common European labour market has had a significant impact on the Norwegian labour market. Chart 12.1 shows the importance of immigrants and workers on short term stay (who are not residents and thus counted as not immigrants) for employment growth over the past decade, accounting for 60 percent of employment growth since 2004. The bulk of this contribution is due to labour immigration from the new members of the EEA in 2004.

In 2011 (fourth quarter), there were 307 000 employed immigrants in Norway, cf. Table 12.1. Workers on short-term stay are not counted as immigrants and excluded. Immigrants constituted 12 percent of total employment in 2011. Employment in the

majority population decreased by 38 000 from 2008 to 2009, and has not yet recovered. In comparison, immigrant employment has increased every year since 2008, with an accumulated growth of 66 000 persons or 27 percent over the three-year period. Persons from EU-countries in Central and Eastern Europe account for more than half of the increase in employed resident immigrants since 2008.

Chart 12.1 Accumulated employment growth after fourth quarter 2004. End of year



Source: Statistics Norway and Ministry of Finance

The economic slowdown in 2009 led to falling employment rates both in the majority population and among immigrants. The employment rate among immigrants fell from 64.2 percent in 2008 to 61.6 percent in 2010, and then increased to 62.8 percent in 2011 (fourth quarter). For the population as a whole, the employment rate fell from 71.6 percent to 69.1 percent over the same period.

Table 12.1 Employed residents by region of birth. 2008-2011 (fourth quarter)

Region of origin	2011	Change 2008-2011	
		Persons	Percent
Total population	2 562 000	37 000	1,5
Population excluding immigrants	2 254 814	-29 150	-1,3
Immigrants, total	307 186	66 150	27,4
Of these:			
Nordic countries	45 537	7 948	21,1
Rest of Western Europe	37 102	5 794	18,5
EU-countries in Eastern Europe	75 922	34 444	83,0
Eastern Europe outside the EU	28 705	3 042	11,9
North America, Oceania	6 126	637	11,6
South and Central America	10 538	1 236	13,3
Asia	80 376	9 637	13,6
Africa	22 880	3 412	17,5

Source: Statistics Norway

Immigration category is probably the single most important factor that distinguishes the regions of origin in Table 12.2. 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 relatively large number of refugees and family reunited with only a short period of residence in Norway. These immigrants often participate in the introduction program the first years after obtaining a permanent residence permit, and are therefore not employed, cf. chapter 10.1. Education level and age composition also differs. These differences explain some of the differences in employment rates. The gender employment gap is higher for immigrants than for natives. This is mainly due to lower employment rates among immigrant women than among women in the majority population. The employment rates are not adjusted for composition differences, e.g. related to age.

Table 12.2 Employment rates, by region of birth and gender, age 15-74. 2011 (fourth quarter)

Region of origin	Total	Men	Women
Total population	69.1	71.7	66.4
Immigrants, total	62.8	67.6	57.6
Of these:			
Nordic countries	75.9	77.6	74.2
Rest of Western Europe	70.4	74.2	64.8
EU-countries in Eastern Europe	73.6	77.4	66.9
Eastern Europe outside the EU	62.2	64.1	60.7
North America, Oceania	65.8	71.7	59.6
Asia	53.9	59.2	49.4
Africa	44.2	48.4	39.1
South and Central America	63.6	68.6	60.0

Source: Statistics Norway

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 4th quarter of 2011, there were 16 900 employed Norwegian-born persons with immigrant parents in the age group 15-74. 71 percent were below 30 years old. 62 percent of the employed have parents with immigrant background from Asia, including Turkey. Among those aged under 30, this share was 81 percent.

In the age group 25-29, the employment rate was 74 percent in the fourth quarter of 2011, compared to 78.1 percent in the entire population in the same age group. In the age group 20-24, the corresponding rates were 64.5 percent and 69.3 percent, respectively. At the end of May 2012, the registered unemployment rate was 4.9 percent among Norwegian-born persons with immigrant parents aged 15-29. The unemployment rate was 3.7 percent in the entire population aged 15-29.

Employment by occupation

Table 12.3 shows the distribution of employees across occupations, by immigrant status and region of origin. A very large share of immigrants from EU/EFTA-countries, North America, Australia and New Zealand (country group 1) works as skilled workers. This is related to the large inflow of workers from new EU member countries to, especially, jobs in the building and construction sector. Among immi-

grants from EU-countries in Eastern Europe, almost 60 percent worked in either manufacturing (16 percent), construction (23) or in support service activities (18), which includes cleaning and provision of personnel (2011, fourth quarter). Group 1 is also slightly overrepresented among professionals (requiring academic degrees), reflecting the larger share of (high) skilled labour immigrants in this group.

Immigrants from group 2 countries are much more likely to work in jobs with low skill requirements. The group is heavily overrepresented in elementary occupations, but also in services and sales, and among operators and assemblers. Group 2 are more likely than the majority population to work in industries like hotels and restaurants, passenger transport, cleaning and personal care.

Table 12.3 Employment by occupation, percent. 2011 (fourth quarter)

	Majority population	Immigrants	Of these:	
			Country group 1 ¹	Country group 2 ²
All	100	100	100	100
Managers	8.1	3.3	4.4	2.1
Professionals	14.1	12.4	14.7	9.8
Technicians and associate professionals	22.5	13.7	14.6	12.6
Clerical support workers	6.8	5.7	5.0	6.4
Service and sales workers	25.4	24.6	16.6	33.6
Skilled agricultural, forestry and fishery workers	2.2	1.0	1.6	0.3
Craft and related trades workers	9.3	14.2	21.8	5.6
Plant and machine operators, and assemblers	7.3	10.1	9.3	11.1
Elementary occupations	4.4	15.0	12.1	18.4

Source: Statistics Norway

¹ EU/EFTA-countries, North America, Australia and New Zealand

² Eastern Europe outside the EU, Asia (incl. Turkey), Africa, South and Central America and Oceania (except Australia and New Zealand)

Table 12.3 does not include workers on short-term stay. Half of these work in construction (21 percent), labour recruitment and provision of personnel (19 percent), and manufacturing (11 percent). Many of those who are hired through temporary labour agencies work in the building and construction sector and in manufacturing.

12.3 Unemployment

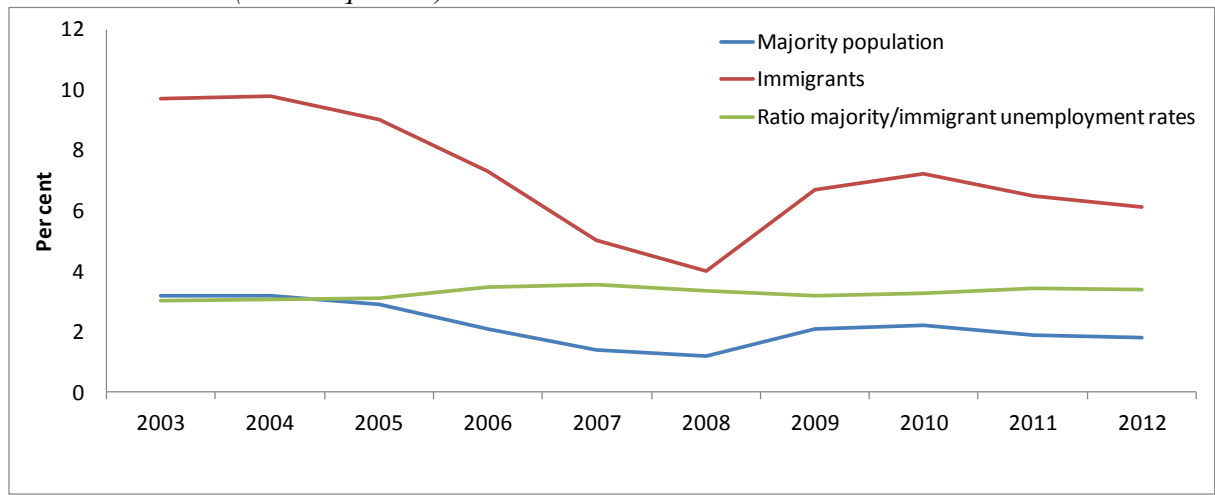
Unemployment rates among immigrants are about three times higher than for natives, cf. chart 12.2. This ratio has been remarkably stable across the business cycle. After 2008, unemployment rates increased for both natives and immigrants, dropping somewhat after 2010. The register based unemployment rate includes persons who have registered as job seekers with the labour and welfare service, NAV.

Due to their strong representation in the building and construction sector, unemployment increased strongly among immigrants from EU-countries in Central and Eastern Europe from 2008. The unemployment rate among immigrants from EU-countries in Central and Eastern Europe jumped from 2.1 percent in May 2008 to over 9 percent

in the second quarter of 2010. By May 2012, the rate had decreased to 6.1 percent. Table 12.2 shows unemployment rates by region of origin in May (second quarter) 2012.

For many years, immigrants from Africa have had the highest unemployment rate of all immigrant groups. Although the increase in unemployment after 2008 was less dramatic for this group than for others, African immigrants still have the highest unemployment rate.

Chart 12.2 Registered unemployed in percent of labour force among immigrant and majority population, and ratio of immigrant to majority population unemployment rates. 2003-2012 (second quarter)



Source: Statistics Norway

In total, 11 000 persons participated in active labour market policy (ALMP) programs in May 2012. 43 percent of those participating in ALMP programs were immigrants, while immigrants constituted 36 percent of all unemployed and ALMP program 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 12.4. The share of participants is particularly high among immigrants from countries in Africa and Asia. The Introduction program managed by municipalities covers certain groups of newly arrived immigrants, cf. chapter 10.1.

Table 12.4 Registered unemployment and participation in active labour market policy (ALMP) programs, by region of birth. May 2012 and change May 2011-May 2012

Region of origin	Registered unemployed, not in ALMP programs			Participants in ALMP programs 2012
	Persons 2012	Percent of labour force		
		2012	Change, %-points	
Majority population	40 991	1,8	-0,1	11 036
Immigrants, total	20 458	6,1	-0,4	8 353
Of these:				
Nordic countries	1 105	2,3	-0,2	195
Rest of Western Europe	1 046	2,7	-0,2	292
EU-countries in Eastern Europe	5 324	6,1	-1,2	1 304
Eastern Europe outside the EU	2 019	6,3	-0,3	835
North America, Oceania	129	2,1	-0,5	45
Asia	6 786	7,7	-0,4	3 366
Africa	3 326	12,4	0,2	2 003
South and Central America	723	6,4	0,1	313

Source: Statistics Norway

13 Participation

13.1 Elections

Citizenship is a precondition for voting in parliamentary/national elections in Norway. The most recent national election was in September 2009. The participation of voters of immigrant origin is described in the Norwegian Sopemi-report for 2009-2010.²⁵

To be eligible to vote in municipal and county council/local 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.

It is a policy aim that rate of participation among voters with an immigrant background, should be the same as for the rest of the population. Ahead of the local elections in 2011, the Directorate of Integration and Diversity (IMDi) implemented measures to encourage increased voter turnout among persons with immigrant background.

The number of potential voters with immigrant background has increased considerably over the last years, mostly because of high immigration recently, but also because of the age distribution among immigrants and their Norwegian-born children, 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 percent of the eligible population. Compared to the elections in 2007, this is an increase of 100 000 persons. Close to 200 000, or 52 percent of the voters, were from Europe. 87 000 persons with immigrant background were eligible to vote for the first time.

In 2011, 64.6 percent of the total population voted in the local elections, an increase from the last local elections. Compared with the local elections in 2003 and 2007, there is a moderate increase in the participation among immigrants and Norwegian-born children of immigrants in the 2011-elections, reaching 42.7 percent. Among foreign citizens, participation declined by about 5 percentage points from the previous election, after increasing slightly in 2007. This probably reflects very low rates of participation among recent labour migrants from countries in Central and Eastern Europe. However, participation increased by 6 percentage points to 29 per cent among immigrants and Norwegian-born to immigrant parents aged 18-25 years. The group aged 26-39 years also increased its turnout, by 5 percentage points.

The electoral turnout among persons with an immigrant background has traditionally been significantly lower than for natives, particularly among immigrants without Norwegian citizenship. The electoral turnout has been somewhat higher for naturalized Norwegians. Cf. the Norwegian Sopemi-report for 2009-2010 for details.

²⁵ <http://www.regjeringen.no/en/dep/jd/documents-and-publications/Reports/Reports/2011/international-migration-2009-2010.html?id=630951>

In 2007, three out of four voters with immigrant background voted for the Labour Party and parties to the left of Labour. According to a new survey, this share was reduced to two out of three in the elections in 2011.²⁶ The increasing number of voters from Central and Eastern Europe is a possible explanation for this decline, as this group is less likely to vote for the parties to the left than other immigrants are. Nevertheless, given that the combined national vote for the Labour Party, Socialist Left Party (SV) and Red Party was 37 percent in 2011, a support rate of 67 percent among voters with immigrant background is a strong result for these parties. The decline in the support for the Socialist Left Party and the corresponding rise in support for SV is the most obvious change in the political preferences of voters with immigrant background in the period 2007-2011.

A forthcoming study shows that the Labour Party experienced an influx of voters in 2011 who were particularly affected by the terrorist attacks.²⁷ Labour's new voters were characterized by having participated more than others in public commemorations in the aftermath of the July 22. These voters indicated that they closely followed the media coverage in the aftermath of the terrorist attacks, and that they became more interested in both national and local politics.

Voters with immigrant background were also asked the same survey questions relating to the possible effects of the July 22 attacks. Immigrant voters reported that they participated in public commemorations after July 22 more than voters generally did. They also stated that they have become more interested in news and politics, national and local, in the aftermath of the terrorist attacks. Therefore, they appear to be particularly impacted by the attacks. Given that support for the Labour Party in the local elections in 2011 was related to the public response after July 22, there is reason to believe that the strong support for Labour among voters with immigrants background in 2011 may also be linked to the attacks.

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 percent of the total number of candidates, an increase from 2.8 percent in 2007. 22 percent of these candidates were from the three major countries of origin – Sweden, Denmark and Germany. Among the candidates originating in countries in Asia, Africa or Latin America, the major groups were from Iran, Iraq, Pakistan and Somalia.

In total, 268 immigrants were elected to the municipal councils. This is an increase of 45 representatives since the previous election. They account for 2.5 percent of the total number of representatives compared to 2 percent in the 2007-election. 67 percent, or 180, were from countries in Asia, Africa, Latin-America and Europe except EEA-countries. The rest (88 representatives) 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 earlier.

²⁶ A report by Bergh, Bjørklund and Aalandslid on the survey has been published by Statistics Norway: <http://www.ssb.no/samfunnspeilet/utg/201205/06/> (only in Norwegian).

²⁷ Forthcoming study on "A local election in the shadows of July 22" by Bjørklund and Bergh.

With 5 percent, SV has the largest share of elected representatives with an immigrant background, followed by the Labour Party with 4 percent and the Conservative Party with 2 percent. With 0.4 percent, the Centre Party has the lowest share of representatives with an immigrant background.

IMDi is in the process of planning measures to encourage higher voter turnout among naturalized Norwegians at the parliamentary elections in 2013. This year marks the centennial for full suffrage for Norwegian women on equal terms with men. Norway was among the first countries in the world to introduce universal suffrage. Measures to increase voting will be included in the anniversary celebration.

13.2 Voluntary activities

Voluntary organizations and volunteer work have a prominent position in the Norwegian society. Traditionally, people have come together to pursue common interests. Immigrants in Norway also participate in voluntary activities to a relatively high degree, but often in other areas of civil society than the majority population. Generally, immigrants and their children, especially women and girls, are underrepresented as members of the traditional Norwegian NGOs.

Several immigrant organizations have established themselves as an integral part of the voluntary sector in Norway. The Ministry of Children, Equality and Social Inclusion provides grants to immigrant organizations and other NGOs, both local and nation-wide organizations.

Dialogue and contact between the Government and the civil society are important elements of the policy-making and implementing processes. Grants to local immigrant organizations and voluntary activities contribute to participation, dialogue and interaction. The aim of such grants is to strengthen the participation of immigrants and their children locally and provide access to social networks. Grants are also provided to national resource centres working with integration issues. Activities to combat discrimination are given top priority. Grants are also available for immigrant organizations and other NGOs that provide information and guidance to new immigrants. Information and guidance to labour migrants and other immigrants not encompassed by the Introduction Act are given priority.

13.3 The Contact Committee for Immigrants and the Authorities

The Government is committed to maintaining a dialogue with immigrants and persons with immigrant parents to ensure that their views are heard and to prevent discrimination. One example of such dialogue is The Contact Committee for Immigrants and the Authorities (KIM). KIM is an advisory body for the Government and a forum for formulating and expressing the views of persons with immigrant background on relevant issues.

KIM consists of 24 representatives from the 19 counties of Norway. KIM is appointed for the four-year period between two national elections, currently for the period 2010-2013. The committee has decided to concentrate on equitable public services and on equal opportunities, participation and rights.

14 Discrimination

Discrimination violates human rights, thus not only harming individuals but also the society as a whole. The efforts to guarantee equality no longer focus only on equality between women and men. Everyone must be treated equally, regardless of gender, age, sexual orientation, functional ability, skin colour, ethnicity, religion and so on. Moreover, everyone should be given the same opportunity to participate where decisions are made. Legal and political measures contribute to building a society with equality for all and with the absence of discrimination.

Studies show that people with minority background are victims of discrimination. In general, immigrants from Muslim countries tend to experience more discrimination than other immigrants do. The discrimination occurs in various areas of the society, most often in relation to employment and accommodation.

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 as well as 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. The obligation is aimed at creating awareness about equality and ultimately preventing discriminatory practices. The obligation to make active efforts and report does not outline specific measures but calls upon the employer itself to design measures that address the challenges the enterprise in question is facing.

The Ministry of Children, Equality and Social Inclusion has developed a strategy to raise awareness about the obligation. Information material has been distributed to stakeholders. A report from 2010²⁸ shows that the employers' obligation to make active efforts and report has had positive effects with regard to promoting greater equality between the majority and the ethnic minorities in working life. In order to further strengthen the efforts to promote equality and prevent discrimination, the Ministry of Children, Equality and Social Inclusion has funded eight projects in 2010 and 2011 respectively, which all contribute to the obligation to make active efforts and report.

The State agencies have a special responsibility to promote equality and prevent discrimination. The Directive for Official Studies and Reports is an important tool for

²⁸ Tronstad, Kristian Rose (2010), *Mangfold og likestilling i arbeidslivet. Holdninger og erfaringer blant arbeidsgivere og tillitsvalgte*. Fafo-report 2010:39. <http://www.fafo.no/pub/rapp/20183/20183.pdf> (Only in Norwegian)

strengthening the integration of the efforts to promote equality in all state official studies and reports. According to the Directive, all state agencies must study and report on the consequences for gender equality of their proposals and the relation to human rights where this is particularly relevant. To increase knowledge about the topic, the Ministry of Children and Equality and Inclusion has organized training courses for government officials. Moreover, a guidebook for the Directive for Official Studies and Reports has been published. The guidebook covers the various grounds for discrimination.

The Equality and Anti-Discrimination Ombud (LDO) was established in 2006 and has been given both proactive and supervisory functions to follow up on the Anti-Discrimination Act and other civil legislation in the fields of anti-discrimination, such as the Gender Equality Act, the anti-discrimination regulations in the Working Environment Act and in housing legislation. The Ombud as well as 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 furthermore, to improve knowledge in this field.

In the period 2010- 2011, the Ombud processed all together 114 complaints based on ethnicity, language and religion. Many of these cases were related to employment, goods and services. LDO reports that there has been a slight reduction of the number of cases of discrimination on the grounds of ethnicity from 2010 and onwards. Cases that dealt with ethnicity made up 19 percent and 14 percent of the total complaints to the Ombud in 2010 and 2011 respectively.

Different acts prohibit discrimination based on gender, ethnicity etc. religion, sexual orientation, disability, age, political views or membership of a trade union. The Government is preparing a legislative proposal with adjustments in existing legislation and a new act against discrimination on the grounds of sexual orientation, gender identity and gender expression. The aim is to strengthen the legal protection against discrimination as well as to harmonize and simplify the legislation. The Government plans to submit a bill to Stortinget in 2013.

A commission appointed by the Government considered in 2009 whether to ratify the Human Rights Convention Protocol no.12 on discrimination. The commission was divided in the question. The Government is considering the question in conjunction with the bill on discrimination legislation.

A human rights commission appointed by Stortinget has considered a limited revision of the Constitution with the aim to strengthen human rights in the Constitution. The commission submitted its report in January 2012 and the legislators are considering

the proposals. Anti-discrimination is one of the human rights the commission has proposed to include in the Constitution.

14.2 PROGRESS

Norway takes part in the EUs multi-year framework program *PROGRESS 2007-2013*. PROGRESS is an abbreviation for Program for Employment and Social Security and includes five areas: employment, social inclusion and integration, working conditions, non-discrimination and gender equality. Through projects funded within the framework of PROGRESS 2007-2013, Norway seeks to implement new legislation and develop the non-discrimination policy beyond legislation. Non-commercial NGOs in Norway have been invited to participate in PROGRESS by applying for projects and project funding.

(LDO received support from PROGRESS for the undertaking of a campaign in 2009 and 2010, entitled *Fostering good practices in the work-place*. The campaign 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.

LDO was granted financial support from PROGRESS also in 2011. Throughout the year, LDO initiated various projects that all aimed at raising awareness about equality in services. The campaign was called *Promoting equality in public services*. LDO developed a national campaign website, providing the public with online resources and information. Furthermore, more than 150 employees participated in workshops designed to raise awareness among service providers about equality in services. Special attention was given to the health sector, and both national and local media covered the campaign. LDO also published a handbook for service providers.

LDO has noticed an increased demand for guidance among employers and social partners. Hence, the Ombud maintained a strong focus on the importance of ensuring equality in services and was granted support from PROGRESS in 2012. A substantial part of LDO's project activities in 2012 has been directed towards the duty of public authorities to promote equality and to report.

14.3. Plan of Action to Promote Equality and Prevent Ethnic Discrimination²⁹

The Government's Plan of Action to Promote Equality and Prevent Ethnic Discrimination (2009-2012) intends to combat and prevent both direct and indirect discrimination. In general, the measures outlined in the Plan of Action target areas of society where people from minority background are especially vulnerable to discrimination. This applies particularly to working life, but public administration is also a priority area. The Plan of Action focuses on discrimination affecting children and youth in schools/ education, on the housing market and in clubs/bars/restaurants. The Plan of Action includes 66 measures, and eight ministries are responsible for implementing them.

²⁹ <http://www.regjeringen.no/upload/BLD/etnisk%20disk/HPL/4043-materie-engelsk-trykk.pdf>

One of the main objectives is to ensure proper implementation of the new reporting obligation. Another goal is to increase knowledge about the type, scope and causes of discrimination so that one can develop effective measures that actually work. Towards the end of 2012, 64 out of 66 measures have been implemented. Increased knowledge about the policy area has paved the way for new measures that have been included in the Plan of Action.

The Government recognises that there is a need to strengthen the efforts to combat discrimination. Therefore, the Plan of Action has been extended by one year.

15 Citizenship and naturalization

15.1 Legislation

In the new White Paper on a comprehensive integration policy,³⁰ the active use of naturalization as an instrument for strengthening the sense of belonging and the ties to Norway among immigrants is emphasized. It is a policy aim that persons wanting to reside permanently in Norway choose to apply for naturalization. Citizenship provides equal rights and duties and is a prerequisite for full participation in society, especially in political, decision-making processes.

The current Nationality Act came into force in 2006. The act contains a list of conditions for Norwegian citizenship. According to the act, an applicant has the right to acquire Norwegian citizenship 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 citizenship to be able to acquire Norwegian citizenship. If a person does not give up his or her former citizenship, the Norwegian citizenship will be withdrawn.
- To be granted Norwegian citizenship 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 citizenship.
- At birth, a child is automatically given the citizenship of both parents.
- At the age of 12, a child may apply for and be granted a Norwegian citizenship irrespective of the consent of the parents.
- When applying for Norwegian citizenship a child, who cannot renounce its other citizenship before a certain age, may nevertheless acquire Norwegian citizenship.

During 2012, the regulations to the Nationality Act were amended with the intention to facilitate naturalization, on certain conditions, for persons born in Norway or arriving as children, in case they have an undocumented or unclear identity.

In the new White Paper, the Government states its intention to make passing of a civics test a condition for naturalization. A proposal for new regulations will be distributed to stakeholders.

15.2 Naturalizations

Since 1977, the total number of naturalizations is more than 250 500. Almost 180 000 (72 percent) of those naturalized were originally from countries outside Europe. During the first half of the 1990s, the number of naturalizations reached an average of 7 300 per year, while it was considerably higher during the second half of the decade (10 200). In 2007, close to 15 000 persons were naturalized, a record level so far, cf. table 15.1.

³⁰ Meld. St. 6 (2012-2013) A Comprehensive Integration policy – Diversity and Community. <http://www.regjeringen.no/en/dep/bld/documents/propositions-and-reports/white-papers-/2012-2013/meld-st-6-20122013.html?id=705945> (Only in Norwegian; summary in English is forthcoming)

In 2011, more than 14 600 persons were naturalized. This is the second highest number so far. Former Somali citizens were the largest group, with 2 100 people, followed by former Afghan and Iraqi citizens, respectively, 1 300 and 950 people.

Table 15.1 Naturalizations. Major countries of origin. 2002-2011

Country of origin	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Total,	9 041	7 867	8 154	12 655	11 955	14 877	10 312	11 442	11 903	14 637
of which:										
Somalia	546	392	526	1 251	1 281	2 196	1 315	1 737	1 611	2 131
Afghanistan										1 281
Iraq	497	403	619	2 141	2 142	2 577	1 072	1 267	1 338	947
Russia	308	280	365	548	458	436	515	622	673	644
Iran	324	228	508	834	535	740	495	785	554	539
Pakistan	829	497	568	694	590	544	773	469	430	526
Philippines										421
Thailand										380
Sweden	216	211	221	276	376	241	211	184	248	300
Turkey	412	398	393	385	355	445	209	145	214	280

Source: Statistics Norway

In 2011, 18 percent of the naturalized Norwegians were originally from another European country. Individuals with previous Asian citizenship accounted for 41 percent, down from 45 percent previous year. Former citizens of African countries accounted for 32 percent of transitions, up from 27 percent in 2010.

Almost one third of the citizenships granted in 2011 concerned minors. Almost half of the citizenships granted to Somalis concerned children. 53 percent of the adults who were granted Norwegian citizenship were women. There were particularly high proportions of women among those from the Philippines, Thailand and Vietnam, where three out of four were women.

15.3 Naturalization ceremonies

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 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, obligations and opportunities for all Norwegians.

Participation in the ceremony is voluntary. Participants over the age of 18 take an oath of loyalty, and receives the book "Welcome as a new citizen". In 2011, 25 percent of all eligible persons participated in such ceremonies.

16 Public debate and opinion

16.1 Public debate

There is no regular data collection regarding the public debates of issues concerning immigration and integration. Therefore, the following description and discussion is primarily based on impression data, as recalled by the contributors to this report.

However, a media analysis of the coverage of these issues in printed and electronic media in 2010-2011, was published in July 2012.³¹ A similar, more comprehensive analysis, available in English, was also conducted in 2009.³² Both reports will be used here, with an emphasis on the most recent one.

When studying the public debates on migration issues after 2000, a category which could be labelled “Islam/Religion”, tend to dominate, although there are significant fluctuations. This is a quite complex category covering many issues, including elements of culture and identity. The public debates vary depending on which issues media and politicians highlight. It could for example concern the use of hijab and other religiously motivated clothing, the fear of attempts by Islamist groups to influence society or preparing acts of terrorism, reactions from Muslims to portrayals of Islam and the Prophet in books, cartoons, films etc., or demands from Muslims for special measures in connection with religious practice.

Other broad categories, which are often discussed, relates to various aspects of asylum seekers/refugees, immigration from major countries of origin or certain forms of immigration, discrimination/racism, (lack of) integration and crime. The debates on such issues fluctuate significantly. Some issues are very high on the agenda during a period, while almost disappearing later.

Several public debates concern individual cases. During 2011, the most significant case involved a young woman from one of the republics in Russia. The asylum application from her family had been rejected several years ago, but the family had managed to remain illegally in Norway. She wrote a book about her experiences, *Ulovlig norsk* (“Illegally Norwegian”), telling about her life. The book created some stir, but the debate and media coverage became very extensive when she was apprehended by the police and later returned to Russia. Subsequently, immigration regulations were changed in a way that made it possible for her to return to Norway as a skilled professional after a few weeks.³³

The media analysis from 2011 covers the period from July 2010 to July 2011. During this period the media sources, which were analysed, mainly focused on crime (26 percent), asylum seekers/refugees (20 percent), religion/Islam (17 percent), labour market (8 percent), integration measures (8 percent) and discrimination (5 percent).

Furthermore, the analysis has studied the same sources for the three months after the terrorist attacks on July 22, 2011, in Norway. During this short period, and very much

³¹ <http://www.imdi.no/Documents/Rapporter/MedieanalyseBLD122011.pdf> (Norwegian only)

³² http://www.imdi.no/Documents/Artikler/Eng_Immigrants_in_Media_2009.pdf

³³ See for example <http://www.tv2.no/nyheter/politisk/dette-er-maria-ameliesaken-3396268.html> and http://no.wikipedia.org/wiki/Maria_Amelie (Both in Norwegian only)

influenced by the dramatic events, religion/Islam became the dominant theme for public debate (56 percent), and crime was reduced to only 2 percent of the articles. In stead of an emphasis on what has been perceived by some as more profound differences in values, the importance of values such as community, solidarity, tolerance, freedom of speech and an open-minded debates was stressed by politicians and others.

This is an example of the significant fluctuations and changing focus in the public debates on migration and minorities due to important national or international events. There were also strong impacts on the public debate during the controversy following the Mohammed-cartoons, with a peak in 2006, and later due to a controversy over the use of hijab as part of uniforms in 2009.

Another cluster of issues, resulting in heated public debates at times, concerns the concentration of immigrants and their Norwegian-born children in certain parts of Oslo and a few other cities/municipalities. Such debates include concern over the growing number and concentration of children of immigrants in some of the public schools. The debate concerns, among other topics, how this process influences the opportunities of both minority students and students from the majority population. On the other side, media also exposes the considerable educational success of some groups of such children and young people.

A Green Paper on the future of the Norwegian welfare system in the light of migration processes received attention and created extensive political debate.³⁴ The issues included the long term fiscal impact of high levels of immigration to Norway when considering the rights of immigrants to various types of benefits, export of welfare benefits to countries of origin, and the combination of generous benefits, a high dependency rate and a low employment rate among some immigrants. This was reinforced by the publication of one of the background documents for the report, concerning macroeconomic perspectives and the fiscal effects of various immigration scenarios.³⁵

There is no systematic analysis of the policy debates during 2012. However, there is a general impression that the public debate is almost back to normal, compared to the special situation shortly after July 22, 2011.

During 2011-2012, there has been public debate over the new inflow of job seekers from Southern Europe, especially from Spain, cf. chapter 4.2. The actual numbers are small and have problems finding work, but it represents a large increase in percentages from previous years. This has generated discussions about how Norway deals with these job seekers, their standard of living, their access to social benefits and to labour market programs and how many could possibly come to find work.

In 2012, there has also been considerable debate of the asylum policy. In particular, during the first half of the year, there was a discussion on how to strike the balance between immigration policy considerations and the needs of children in families with

³⁴ The Green Paper is mentioned in the Sopemi-report 2010-2011 for Norway. 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

³⁵ http://www.ssb.no/emner/09/90/rapp_201215/rapp_201215.pdf (Abstract in English)

rejected asylum applications, when they face return after several years in Norway. This was linked to a White Paper about children seeking asylum, with or without their parents, which was presented in June 2012.³⁶ During the second half of the year, the situation of unaccompanied, minor asylum seekers, particularly those between 15 and 18 years with temporary residence permits, has been discussed. This is mainly due to a new documentary film, *The Others*, by film director Margareth Olin.³⁷

During the summer of 2012, there was a heated debate on the plight of persons from the Roma minority, mainly Romanian citizens. They have come to Norway to find a livelihood, and most of them become beggars. Some also do unskilled work. In particular, the living conditions and housing situations for these migrants have been discussed. Some have also argued for collective deportation of such persons without a job and housing. An NGO offered some from this group a few hours of work per week as sales persons for a magazine about their situation. This sparked a debate about their access to welfare benefits and about what is required for such access, including the type of work contract.

During fall, religion and Islam was in focus again. It was about young people, some of them born in Norway, holding Islamist views. There was concern that some were extremists and potential terrorists. A few had supposedly gone to countries like Syria, Yemen and Afghanistan to fight alongside groups linked Al Qaida. There was considerable concern for how such persons could act if they return to Norway.

In general, there are inter-linkages between political initiatives and the media in debates on immigration and integration. In some cases, politicians take the initiative and media follows up on this. Sometimes it is the other way around. This dynamic relationship often reinforces the fluctuations of issues being the topic for public debates.

Mediation of Migration: Media impacts on Norwegian immigration policy, public administration and public opinion is a relevant research project at the University of Oslo, running from 2011 to 2014.³⁸ The primary objective is to provide knowledge on how the logics of the media affects Norwegian immigration policy, administrative practices and public opinion. A comparative content analysis provides knowledge on how news accounts about migration are framed, both in Norway and in countries with contrasting media systems and immigration histories. The investigation of the media impact on public opinion on migration is intended to offer insights into how the media institutions work to encourage democratic participation and inclusion on the one hand, and exclusion, fear and alienation on the other. Of special interest is the exploration of whether the logics of the mass media modify the priorities and practices of the Government and public administration, and the subsequent allocation of resources in the welfare state.

16.2 Public opinion³⁹

The survey on attitudes towards immigrants and immigration, conducted by

³⁶ Meld. St. 27 (2011-2012)

<http://www.regjeringen.no/pages/37910403/PDFS/STM201120120027000DDDPDFS.pdf> (Norwegian only)

³⁷ <http://www.speranza.no/news.asp> (Norwegian only)

³⁸ <http://www.hf.uio.no/imk/english/research/projects/mofm/index.html>

³⁹ The text in this chapter is based on Blom 2012, cf. chapter 17

Statistics Norway in July and August 2012, shows that the proportion agreeing strongly or on the whole that “Most immigrants make an important contribution to the Norwegian working life” increased by five percentage points from 2011. The proportion disagreeing or being indifferent (“either – or”) was reduced by two percentage points each. The change is statistically significant. 80 percent agree with the statement, the highest percentage measured so far. 11 percent disagree “strongly or on the whole”, while 9 percent answer “either - or” and 1 percent “don’t know”. The increase in the proportion thinking that most immigrants make an important contribution to the working life, may be related to the stable economic situation in Norway, combined with an all time high level of labour immigration. Labour immigration is generally considered to make a positive contribution to Norway’s economy.

A little less than three out of four still hold that most immigrants enrich the cultural life in Norway, whereas 86 percent think that immigrants in Norway should have the same job opportunities as Norwegians. Seven out of ten agree that labour immigration from non-Nordic countries makes a mainly positive contribution to the Norwegian economy, and one out of three thinks that most immigrants abuse the social welfare system, while every second disagree on this. One out of three also thinks that most immigrants represent a source of insecurity in society, while 54 percent disagree in this. The population is almost split in two regarding the question of receiving refugees. 43 percent think that it should be more difficult for refugees and asylum seekers to obtain a residence permit in Norway, while 44 percent think that access should remain as today. Only 7 percent think that it should be made easier. None of these results differs significantly from what was found in 2011.

The survey in 2012 indicates that the more positive attitudes shortly after the terror actions on July 22 2011, was temporary. In four attitude questions, the opinions are significantly less positive towards immigrants in July/August 2012, than in the weeks immediately after the terror actions last year. When this year’s result is compared to the results from all who were interviewed last year, present attitudes are – with few exceptions – not significantly different from 2011.

The last part of the report shows how the attitudes vary according to background factors such as gender, age, educational level, place of residence, main economic activity etc. For the first time, the attitudes of respondents who themselves are immigrants or born in Norway of immigrant parents are investigated. Immigrants with a European background appear in some questions as equally critical or more critical than the majority population. This can be seen in questions regarding abuse of social welfare, recommending assimilation of immigrants, and feeling uncomfortable about having an immigrant as a domestic help or as a future son- or daughter-in-law. In other questions, immigrants and their children born in Norway, regardless of country background, express a more positive attitude than the majority. For instance, a higher proportion appreciates the economic contributions of immigrant and wants a more liberal asylum policy.

17 Information and reports

Updated statistics on immigration and immigrants from Statistics Norway in English:
http://www.ssb.no/innvandring_en/

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<http://www.udi.no/Norwegian-Directorate-of-Immigration/>

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Does immigration increase labour market flexibility? *Labour Economics*, 19(4).

<http://www.sciencedirect.com/science/article/pii/S0927537112000516>

Statistics Norway (2012):

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http://www.ssb.no/english/subjects/04/02/50/introinnv_en/

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