

International Migration 2012–2013

IMO Report for Norway



NORWEGIAN MINISTRY OF EDUCATION AND RESEARCH
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 2012, the total immigration to Norway decreased slightly from 2011, and reached 78 600. This represented an immigration rate of almost 16 per thousand inhabitants. Among the arriving immigrants, 89 percent were foreign citizens and 11 percent Norwegians. The majority of foreign immigrants came from EU-countries, but their share fell from 64 percent in 2011 to 58 percent in 2012. Poland continued to be the largest source country, with 11 500 new immigrants, followed by Lithuania (6 600) and Sweden (5 700). There was a significant increase in immigrants from Somalia (3 600) and Eritrea (2 400) who were granted protection. In 2012, the emigration of foreigners was 21 300, which was 1 300 lower than in 2011. Net immigration of foreigners reached 48 700, which were 800 more than in 2011.

At the beginning of 2013, 593 300 immigrants and 117 100 persons born in Norway to immigrant parents were registered as residents. They represented 14 percent of the population. The largest country of origin for resident immigrants was Poland with 76 700 persons. The largest number of Norwegian-born with immigrant parents had parents from Pakistan (15 200). 248 000 resident immigrants, or 42 percent of all, had lived in Norway for less than five years.

High labour migration

Work remained the major reason for the non-Nordic immigration to Norway in 2012. This was the stated reason for 45 percent, four percentage points lower than in 2011. Still, with more than 25 000 the labour immigration was one of the highest ever recorded. Close to 90 percent came from Europe, with the majority from the Eastern and Central European countries entering the EU in 2004 and 2007, and nearly half of them from Poland. Two thirds of all immigrants from Europe were labour immigrants, while the share of labour immigrants among non-European nationals was 12 percent. In addition, the registered gross immigration of Nordic nationals has increased steadily from around 5 000 in 2005 to 9 400 in 2012. The vast majority of them came to work in Norway.

Stable family immigration

Family-related immigration represented 32 percent of the non-Nordic immigration to Norway in 2012, two percentage points higher than the previous year. The total number of new family related permits given to third-country nationals decreased slightly from 12 900 in 2011 to 12 500 in 2012. In addition, 11 900 non-Nordic citizens of EU-countries declared in 2012 that family-ties was the basis for immigration when they registered their move to Norway. In 2012, the major third-countries of origin for family related immigration were Thailand, Somalia and the Philippines. Major non-Nordic EU-countries of origin were Poland, Lithuania and Germany. Preliminary figures suggest the same volume of family immigration in 2013.

More refugees

In 2012, 13 per cent of the non-Nordic immigrants were granted a residence permit based on a need for protection or on humanitarian grounds, three percentage points up from 2011. 9 785 applications for asylum were filed, 8 percent more than the previous year. The number of applications in 2013 is expected to reach 12 000. A considerable

surge in the number of applicants from Eritrea started in July 2013, but numbers were significantly lower towards the end of the year. In 2012, the proportion of the decisions by the Norwegian Directorate of Immigration (UDI) that granted refugee status was 54 percent, an increase from 46 percent the previous year. In addition, almost 1 100 refugees were offered resettlement in Norway that year.

Focus on return

In 2012, the number of persons without legal residence who returned with support was just above 1 750. In addition, 4 900 foreigners were returned by force either to another European country or to their country of origin. 1 100 of the returnees were returned according to the Dublin-procedure, and 1 400 were returned after an application for asylum in Norway had been rejected on its merits. Persons who are convicted and other foreigners without legal residence are included among the remaining 2 400 returnees. Preliminary figures for 2013 indicate that the number of forced returns this year will be significantly higher than in 2012.

Immigration policy

There were no major changes to the Norwegian immigration policies in 2012-2013. Some relevant minor initiatives:

- The repeal of two provisions intended to facilitate labour migration because of considerable abuse. One concerned residence permits on the condition of a high salary and the other concerned skilled workers seeking a job in Norway.
- Amendments to the Immigration Act to prevent abuse of *au pairs* by host families. In addition, an information service for *au pairs* and host families was established.
- A representation system for unaccompanied minor asylum seekers, included in the new Law of Guardianship, to ensure this group legal representation at various stages of the asylum process.
- New provisions in the Immigration Act making possible enhanced use of coercive measures concerning foreigners with undocumented identity, foreigners who might abscond and foreigners with a criminal record.
- Amendments to the Immigration Act to raise the penalty for violations of the prohibition of illegal entry.

Integration policies

An overall principle for the implementation of the integration policy is mainstreaming. This implies that each public sector agency must ensure that their services reach all groups of the population, including immigrants.

Some important policy initiatives in 2012-2013:

- The Job Opportunity, a scheme, with the aim to increase the employment rate among immigrants, in particular women, who are not participating in the labour market, who need basic skills and who are not covered by other schemes.
- An action plan for the period 2013-2016 to promote better use of the skills of immigrants in the labour market. The plan features 19 measures in the fields of recognition, recruitment and entrepreneurship.
- A competence strategy for the period 2013-2017 to enhance multicultural competence among employees on all levels of the education system.
- An action plan for the period 2013-2016 against forced marriage, female genital mutilation and severe restrictions on young people's freedom. The plan in-

cludes 22 measures, focusing on preventive efforts and effective public assistance.

- A new Anti-Discrimination Act granting access to information for employees regarding the wages of specific colleagues when there is suspicion of wage discrimination. In addition, the prohibitions and obligations from former legislation are included in the new act.

In the political platform of the new Government, these are some relevant focus points:

- stimulation of employment among women with immigrant background
- improvement of systems for the recognition of existing competences
- stronger emphasis on fostering skills in Norwegian language in the education system and in kindergartens
- ensuring that persons granted Norwegian citizenship have a minimum command of spoken Norwegian and pass a civics test.

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 or the regulations during 2012 and 2013.

According to the regulations, following an individual assessment citizens of third countries are admitted as immigrants according to four main categories of permits:

- Labour immigrants, 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 et.al., are only granted a temporary residence permit, but students may work part time and change their status after receiving a job offer following the completion of their studies. Depending on the circumstances, the other categories may be granted either a permanent or only a temporary residence permit. The main legal immigration categories are discussed further in chapter three to six below.

A residence permit in Norway includes the right to work if not otherwise stated. A permanent residence permit, conferring the rights of residence and work, is normally granted after three years of continuous residence, providing certain conditions are satisfied. Generally, 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. Generally, a first-time residence permit must be granted prior to entry and may be granted for a period of up to three years. The duration of a permit based on a job offer shall not exceed the length of the employment contract.

An important change with the 2008 Immigration Act is that the term ‘refugee’ is now used to include persons who meet the criteria of article 1A of the 1951 Refugee Convention as well as persons 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, persons 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 meant that they would have to be able to support their family economically for a family reunification permit to be granted. This is no longer a requirement, as every person granted refugee status is exempted from the income/subsistence requirements under the current act.

The Norwegian Directorate of Immigration (UDI) handles, as first instance, applications for asylum, as well as applications for a residence permit, permanent residence

status as well as 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 judiciary body.

The complete immigration process involves several government agencies. Usually, an application for a residence permit is presented to a diplomatic mission abroad and the case is considered by UDI in Norway. If the applicant is already present in Norway, the Police is the front agency in Norway for receiving the application and registering information. This involves answering questions and guiding applicants, registration of identity and travel history for asylum seekers, conducting interviews and issuing permits that have been granted.

Development of new ICT-solutions have for several years been a priority for the immigration authorities in Norway. The aim has been to reduce the processing time by streamlining administrative procedures, making the application process easier for users and open for further electronic exchange of information between agencies. ICT investments have been central to fulfil Norway's international obligations, in particular the Schengen Agreement. The EFFEKT-Program, a program for developing more effective procedures and electronic interaction in the immigration administration, started in 2007 and was completed in 2013.

The agreement on local border traffic permits between Norway and Russia entered into force in 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. 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. At the end of June 2013, more than 1 000 local border traffic permits had been issued.

2.2 Migration flows

With the exception of 1989, Norway has had net *immigration*¹ since the late 1960s, cf. table A10. The annual average net 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 average of 37 500 for the period 2006-2010, cf. table A6. Both in 2011 and 2012, net immigration reached above 47 000, the highest annual level ever. From 2011 to 2012, the increase was minimal. As percentage of the total population an immigration rate of 1.56 and an emigration rate of 0.62 in 2012 were at record levels, only slightly lower than in 2011 cf. table A2.

In 2012, the *gross immigration* to Norway was 78 600 persons – composed of 70 000 foreigners (89 percent) and 8 600 Norwegians (11 percent). This was only 900 persons lower than in 2011, cf. table A4 and A10.

¹ 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.

The *gross immigration of foreigners* to Norway, decreased by 750 persons compared to the record level in 2011. Of the 70 000 foreigners, 45 percent were women, cf. table A7 and A10.

In 2012, the majority of foreign immigrants came from EU-countries, but their share fell from 64 percent in 2011 to 58 percent. The share of immigrants from the new EU-countries also decreased, from 38.5 to 36 percent. The largest number came from Poland with 11 500 immigrants. After Poland, the highest registered inflows of foreigners were from Lithuania (6 600), Sweden (5 700), Somalia (3 600), the Philippines (2 500), Eritrea (2 400) and Romania (2 000), cf. Table A7. From Somalia, Eritrea and Romania there was a significant increase in registered immigration compared with 2011.

In 2012, the *net immigration of foreigners* was 48 700, even 800 more than the record number in 2011, cf. table A10 and table 2.1 below. The net immigration surplus of foreigners was particularly noticeable for Poland (9 400), although this was 1 350 persons lower than in 2011. Other countries with significant net immigration in 2012 were Lithuania (6 000), Somalia (3 400), and Eritrea (2 300), cf. Table A9.

For most nationalities, the gender ratio was relatively balanced. However, from important countries of origin like Poland and Lithuania 68 and 60 percent were men, even though this share decreased from 2011. From countries like the Philippines and Thailand, a large majority (71 and 84 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 migration of many Kosovars during 2000-2001. The high numbers for the last few years reflect considerable mobility among labour migrants from EU-countries.

In 2012, we saw a registered *gross emigration* of 31 200 persons, 21 300 foreigners and 9 900 Norwegians; cf. table A5 and A10 and table 2.1 below. This is a decrease of 1 600 foreigners and an increase of 300 Norwegians, compared to 2011. Of the total emigration 47 percent were women and 53 percent men, cf. A5f and A5m. The largest registered emigration flows from Norway in 2012 were to Sweden (6 700), Denmark (2 800) and Poland (1 400), cf. table A5. 4 700 of the foreign registered emigrants were Swedes, the largest emigrant group this year. 2 000 emigrants were Poles; cf. table A8.²

The registered *return-migration of Norwegians* from other countries has been quite stable for the last 20 years, hovering between eight and ten thousand. In 2012, the number was 8 550, only slightly fewer than in 2011, cf. table A10. In 2012, there was a *net emigration* of 1 350 Norwegians. This was an increase of 500 persons from 2011 and the highest recorded level since 2001.

² The discrepancies between the figures in tab. A5 and A8 indicate that some of the emigrants from Norway to Sweden are Norwegians or other nationalities. Meanwhile, some of the Polish emigrants from Norway have migrated to other countries than Poland.

There are significant differences between various immigrant groups in whether their stay in Norway is long-term or temporary, cf. table A11. Only 67 percent of those who immigrated between 1997 and 2007 were still residing in Norway after five years. Immigrants from countries in Asia had the highest proportion of persons staying for five years or more (81 percent on average) while persons from Oceania had the lowest proportion staying that long (39 percent). The highest retention rates after five years were the 91 percent of immigrants from Iraq, 90 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 Registered migration flows. 2003-2012

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Immigration	35 900	36 500	40 200	45 800	61 800	66 900	65 200	73 900	79 500	78 600
- foreigners	26 800	27 900	31 400	37 400	53 500	58 800	56 700	65 100	70 800	70 000
- nationals	9 200	8 600	8 800	8 400	8 300	8 100	8 500	8 800	8 700	8 600
Emigration:	24 700	23 300	21 700	22 100	22 100	23 600	26 600	31 500	32 500	31 200
- foreigners	14 300	13 800	12 600	12 500	13 300	15 200	18 400	22 500	22 900	21 300
- nationals	10 300	9 400	9 100	9 600	8 800	8 400	8 200	9 000	9 600	9 900
Net migration	11 300	13 200	18 400	23 700	39 700	43 300	38 600	42 350	47 000	47 350
- foreigners	12 400	14 000	18 700	24 900	40 200	43 600	38 300	42 550	47 900	48 700
- nationals	-1 200	- 800	- 300	- 1 200	- 500	- 300	300	- 200	- 900	-1 350

Source: Statistics Norway

For the first half of 2013, the registered immigration figure of 35 000 is only slightly lower than during the same period in 2012. However, the registered net immigration of 17 850 was almost 5 000 lower than the first half of 2012. An “increase” of 4 300 emigrations is mainly due to a “cleanup” in the Central Population register, and does not reflect a dramatic rise in emigration from Norway. During these six months, major countries of origin with high registered net immigration were Poland, Lithuania, Somalia and Eritrea.

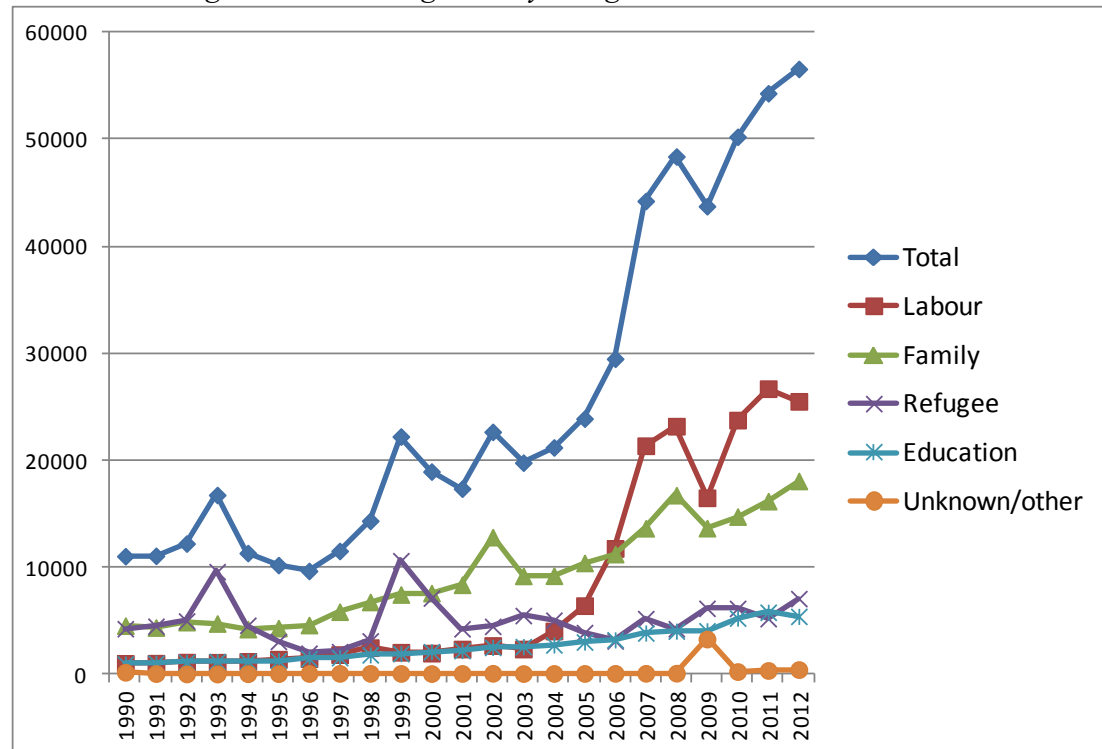
2.3 Immigration according to entry categories

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 two sources: (i) the type of first time permit granted to citizens of non-Nordic countries who are registered as immigrants in the Norwegian population register; and (ii) the self-declared reason stated by non-Nordic citizens of EEA/EFTA-countries, who since 2010 should register their presence the first time their stay in Norway lasts for three months or more. Nordic immigrants are not covered by these sources, as they since the late 1950s have not needed any type of residence permit or EEA-registration to live and work in Norway. However, the very high labour force participation rates indicate that immigration of citizens from Nordic countries is mainly due to work.

During the period from 1990-2012, 581 500 non-Nordic foreigners immigrated to Norway, cf. Table A23. 214 400 persons, or 37 percent of all such registered immigrants, were admitted as family members of residents. 183 500 or 32 percent, came as

labour immigrants. 116 700 or 20 percent, arrived as refugees or asylum seekers, while 60 800 or 10 percent, arrived for education, including au pairs. Since 2006, labour immigration has been the major category, overtaking family immigration, cf. chart 2.1. The rise in the category “unknown” in 2009 was due to the removal of the requirement for a work or residence permit for citizens from most EEA-countries in September that year and that EEA registrations were only effective from 2010.

Chart 2.1 Immigration according to entry categories. 1990-2012



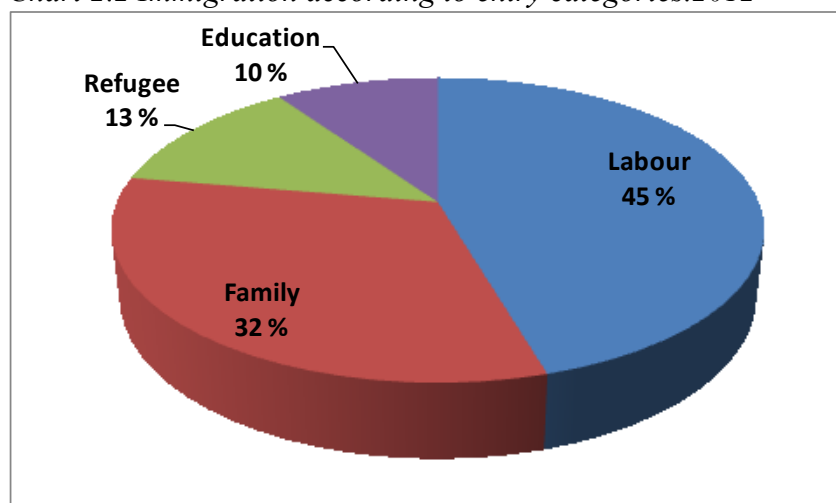
Source: Statistics Norway

For the period 1990-2012, the largest non-Nordic groups were from Poland (87 100 immigrants) followed by Lithuania (32 000), Germany (30 600), Somalia (23 100) and Iraq (23 100).

During 2012, 56 600 new non-Nordic immigrants were registered, 4.2 percent higher than in 2011 and the highest number recorded since 1990. Labour immigration was the largest category, with 45 percent of the total, four percentage points lower than in 2011. Two thirds of the non-Nordic labour immigrants were from EU-countries in Central and Eastern Europe, and half of this group came from Poland. Family-based immigration was 32 percent, slightly higher than in 2011 cf. chart 2.2 below.

Approximately 13 percent of the immigrants were granted a permit following an asylum application or as arrivals on the annual quota for resettlement of refugees. This was an increase of three percentage points from 2011. The share of immigration for education, training and cultural exchange was 10 percent in 2012, slightly lower than in 2011. This relative share has been quite stable over the years while the number of permits and registrations has increased gradually.

Chart 2.2 Immigration according to entry categories.2012



Source: Statistics Norway

In 2012, 60 percent of the non-Nordic immigrants came from Europe, 21 percent from Asia, including Turkey, 14 percent from Africa and 5 percent from North-and South America or Oceania.

From 2011 to 2012, family immigration from countries outside the Nordic area increased by 12 percent. The major groups of family immigrants were from Poland, Lithuania, Somalia, Thailand and the Philippines. Of 18 100 persons who arrived in Norway as family immigrants 13 900, or 77 percent, came through family reunification. 4 200 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 USA. 2 200 persons, or 52 percent of this sub-group of family immigration, came to live with a person in Norway who did not have immigrant background. Of these 685 persons were from Thailand and 250 from the Philippines.

For the whole period 1990-2012, 135 400 persons or 63 percent of all family related immigrants came for family reunification, while 79 000 came to establish a new family, mostly through marriage. Of the latter 57 percent involved a reference person without any immigrant background.

By the end of 2012, 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 43 percent for international students, au pairs and trainees. Since a large share of the recent arrivals in the latter category was still studying, the total or average figure for the whole period is somewhat misleading. Considering persons who immigrated for education or cultural exchange ten years ago or more, those who remained in Norway represent between 18 and 32 percent of each yearly cohort who originally immigrated.

For non-Nordic family migrants, the average retention rate was 81 percent while it was 75 percent for labour-related migration. Of labour immigrants, who arrived in 2010 and 2011, 92 and 98 percent respectively remained in Norway at the end of 2012, while the retention rate was 65 percent for those who arrived in 2005, and 40 percent for labour immigrants 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

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 (i.e. NOK 279 700 as of December 2013).

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*.

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. The total number of new family related permits decreased slightly from 12 900 in 2011 to 12 500 in 2012. In addition, there were 11 900 EEA-registrations based on family-ties.

In 2012, the major third-countries, of origin for family related immigration, were Thailand, Somalia and the Philippines. Major EEA-countries of origin were Poland, Lithuania and Germany, cf. table 3.1. For 42 percent of the permits issued to third country citizens the reference person living in Norway was a Norwegian citizen, some of them naturalized immigrants. Among those who applied, to join a Norwegian the largest third country nationalities were from Thailand, the Philippines, Russia, Pakistan and USA. 46 percent of the permits were granted to adult women, while 39 percent concerned children reunited with parents, entering with (one of) the parents, or children born in Norway of resident foreigners. In 2012, the largest groups of children in this category were from Somalia, Eritrea, Thailand and the Philippines.

Table 3.1 Non-Nordic family immigration - major countries. New permits and EEA-registrations. 2003-2012

Countries of origin	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total, of which:	10 469	12 750	13 035	13 981	17 913	20 766	18 112	21 526	24 577	24 333
Poland	247	390	748	1 702	3 292	4 423	2 773	4 612	4 376	4 516
Lithuania	106	162	238	382	643	749	655	2 132	2 356	2 384
Thailand	780	1 099	1 014	943	1 073	1 214	1 248	989	1 176	1 227
Somalia	652	689	929	913	1 003	1 179	1 027	685	1 331	1 210
Philippines	396	437	433	412	618	580	703	766	975	1 007
Germany	401	563	558	768	1 456	1 630	835	1 140	1 166	913
Eritrea	26	42	34	49	78	142	237	430	869	728
India	132	162	176	246	496	478	431	361	533	641
Russia	797	742	653	595	658	607	620	506	610	627
USA	322	423	355	410	453	528	459	410	465	584
Pakistan	518	496	461	392	431	438	500	344	412	492
Afghanistan	387	318	507	471	362	445	391	358	382	337
Iraq	940	909	933	626	436	654	762	554	554	271
Stateless	94	109	88	131	205	534	539	317	242	146

Source: UDI

During the first eleven months of 2013, 11 100 family permits were issued, six percent less than by November 2012. During the same period, about 11 600 new registrations of family members were from EEA countries, five percent more than the previous year. This indicates that the total level of family immigration will be more or less the same as in 2012.

4 Labour migration

4.1 Legislation and policy

Labour immigration from EEA-countries

Citizens from EEA-countries do not need a residence permit to stay or work in Norway. However, they are required to register with the police when their stay in Norway exceeds three months. They acquire the right of 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 agreement in 1957 establishing the common Nordic labour market. There is also an automatic transfer of information about changes of place of residence between the population registers in the Nordic 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. These transitional rules lifted in May 2009. The transitional rules for workers from Bulgaria and Romania, joining EU in 2007, were lifted in June 2012.

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 entitles the holder to a specific job in Norway and, except for skilled workers, is limited to working for a specific employer.

The Immigration Act lists four main categories of labour immigrants:

- i. *Skilled workers*: Those with an education level corresponding to at least vocational training at the level of Norwegian upper secondary education, or with corresponding vocational education. They are entitled to family reunification and can qualify for permanent residence.
- ii. *Recent graduates from Norwegian universities*: Those from outside the EEA are given work permit for six months whilst applying for relevant work under category i.
- iii. *Skilled service suppliers and intra-corporate transferees*: They are entitled to family reunification, but do not qualify for permanent residence. When formally employed and paid in Norway they are treated as skilled workers, cf. category i.
- iv. *Seasonal employees*: Can get a work 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, for example Russians from the Barents region who are working in counties near the Russian border.

It is a general requirement for all residence permits for work that wage and working conditions are the same as for Norwegian workers.

For a permit as a skilled worker, category i., the skills that form the basis for the residence permit, must be relevant for the type of job being offered. Within an annual maximum, new permits for this category of workers may be granted without any la-

bour market needs test. The annual maximum for new permits for skilled workers has been fixed at 5 000 since 2002. So far, this level has not been a constraint, mostly because of new regulations for citizens of the new EU member states from 2004 and 2007. There is neither a labour market test nor any quota restrictions for skilled workers coming from a WTO member state and working in Norway with an international company, for skilled intra-corporate transferees and skilled, posted workers as service suppliers.

Among work-related residence permits, only those granted to skilled workers may lead to a permanent residence permit after three years of residence.

Changes in policies and measures related to labour migration

In January 2013, two provisions related to labour migration were repealed. The first were residence permits based on status as “specialist” and with a high salary (NOK 500 000). The second concerned skilled workers looking for work in Norway. The reason for repealing the two provisions was that considerable abuse and false documentation had been detected, and that the groups they were intended for hardly used them. Skilled workers may still be granted permits as such, cf. category i. above, and recently graduated job seekers can be granted permits according to category ii.

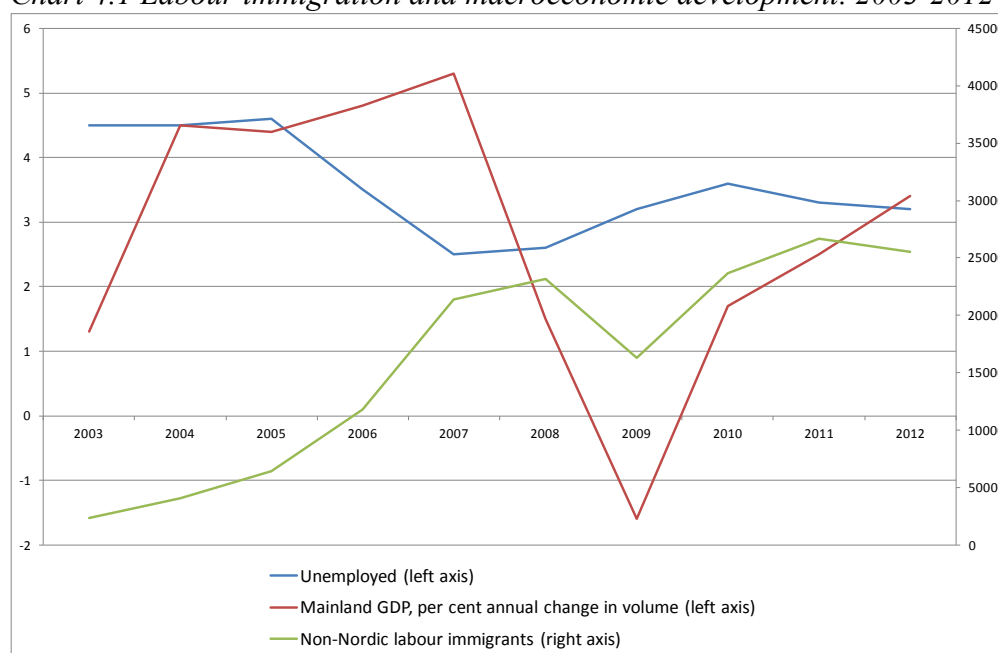
A new website in English (www.workinnorway.no) was established in June 2013 with the aim of providing guidance about relevant government websites to potential labour migrants, Norwegian employers wishing to recruit abroad, and foreign companies wishing to enter the Norwegian market. The website offers separate guidance and information for different target groups, i.e. persons from other Nordic countries, from the EU/EEA and from countries outside the EU/EEA. The website is collaboration between NAV, the Norwegian Tax Administration, the Norwegian Directorate of Immigration, the Labour Inspection Authority and the police. NAV has also implemented a pilot project with information on working in Norway at the Norwegian missions in Murmansk and New Delhi.

4.2 Labour immigration flows

Labour immigration increased steadily following the EU/EEA enlargement in 2004. Chart 4.1 shows how the increase in labour immigration until 2008 (excluding citizens of the Nordic countries) 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 labour immigration. As economic activity picked up in 2010 and 2011 labour immigration increased to a new record high level. However, there was a reduction by 4 percent from 2011 to 2012. Still, the level of labour immigration in 2012 was one of the highest ever recorded. In addition, there were many labour migrants from the other Nordic countries, cf. details below.

Of the 25 500 registered labour immigrants in 2012, close to 90 percent were from Europe. The majority – two-thirds of all labour migrants – were from the Eastern and Central European countries that entered EU in 2004 or later, and nearly half migrated from Poland. Two thirds of all immigrants from Europe were labour immigrants. The share of labour immigrants among non-European nationals was just 12 percent.

Chart 4.1 Labour immigration and macroeconomic development. 2003-2012



Source: Statistics Norway

Table 4.1 shows both work-related residence permits and EEA-registrations for work. After a drop in 2009, the number of issued permits (*Skilled*, *Seasonal* and *Other*) increased in 2010 and 2011. Thereafter, the number of new permits has been relatively stable at a level of about 10 000 new permits annually. *Skilled* is the largest single permit category. By far, the largest country of origin for such workers is *India*. Other large countries of origin are Vietnam, USA, Russia and The Philippines.

Table 4.1 Residence permits and EEA-registrations, work-related by type. 2004-2012³

	New permits				Renewals of permits	Total permits issued	EEA-registrations
	Skilled work	Seasonal work	EEA-residents	Other			
2004	747	4 854	24 180	3 230	6 966	39 977	na
2005	1 223	1 816	22 711	2 672	22 047	50 469	na
2006	2 011	1 909	34 237	2 371	30 297	70 825	na
2007	2 913	2 552	46 778	2 670	42 955	97 868	na
2008	3 384	2 245	45 080	1 862	48 495	101 066	na
2009	2 577	2 218	16 775	1 632	32 849	56 051	na
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
2012	4 082	2 319	1 341	1 840	5 274	14 856	39 756

Source: UDI

³ From October 2009, citizens from non-Nordic EEA-countries (except Bulgaria and Romania) did not need a residence permit to stay in Norway. This resulted in a break in the statistics from previous years, on residence permits for workers from the EEA-countries. 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.

Interpretations of the development of the number of labour migrants from EEA-countries should take the break in 2009 into account, cf. note to Table 4.1. In 2012 about 40 000 citizens from EEA-countries registered entry to Norway for the reason of work. For the first eleven months of 2013, the number was unchanged compared to the same period in 2012. The two most common nationalities are citizens of Poland and Lithuania.

Labour immigration from Nordic countries

Because citizens from the Nordic countries are exempted from the general rules on residence permit and registration, no statistics exist on the number of labour immigrants from these countries. However, like immigrants from other EEA-countries, the vast majority of the citizens from Nordic countries who immigrate to Norway come to work. The registered gross immigration of Nordic nationals has increased steadily from around 5 000 in 2005 to a top of 12 100 in 2011 and then down to 9 400 in 2012. Net immigration increased from 600 in 2005 to a level of 4 500-4 800 in 2009-2011, but decreased to 2 500 in 2012. Register-based statistics show that the number of employed immigrants from the Nordic countries continued to increase in 2012, albeit at a much slower pace than for persons from EU-countries in Central and Eastern Europe, and at a somewhat slower pace than the two previous years, cf. chapter 12.

4.3 Labour migrants and service providers 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 regular 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. Third country 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 have to be constructed from several sources. Thus, the statistics on workers on short-term stay in Norway are estimated by combining registrations with the tax authorities of non-resident wage earners employed in Norwegian firms, posted workers and hired workers on short term stay. Those who reside 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 below 70 000 in 2010. However, in 2012 this group increased to 83 000. Geographic proximity is a strong driver of short-term labour migration. The Nordic countries dominate this group (32 600 persons), together with migrants from the EU-countries in Central and Eastern Europe (30 700 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 to that s/he is able to finance the studies and will have suitable housing. Since 2007, international students are granted a permit to work part-time⁴ 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. Since 2010, it has been possible for graduates to apply for a six months residence permit while searching for jobs that correspond to his or her obtained qualifications. This is to facilitate the transition to work. 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 training in order to obtain the necessary recognition of their qualifications in Norway, may be granted a permit for a total period of two years to qualify for authorization to 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. In 2013, amendments to The Immigration Act were adopted. They mean that a host family that abuses au pairs is refused to engage a new au pair for up to five years (quarantine). If the host family is convicted of assault or other criminal acts against an au pair, such as trafficking, quarantine is set for up to ten years. In 2013, an information and advisory service for au pairs and their host families was established with financial support from The Ministry of Justice and Public Security.

5.2 Permits

In 2012, approximately 7 650 first time permits were granted for educational and training purposes, compared to 6 650 in 2011. In addition, there were more than 3 650 renewals of such permits. 4 100 of the new permits were granted for education. 1 600 permits concerned au pairs, 150 trainees, 200 post doctorates and 1 600 were permits to study the Norwegian language, cf. the special provisions for some skilled workers mentioned in chapter 5.1. For the first eleven months of 2013, the number of first time permits had declined slightly compared to the same period in 2012.

In addition, there were 4 200 new EEA-registrations for educational purposes. Altogether, this indicates 11 600 new international students, an increase of 600 from 2011. Some of the EEA-registrations could represent renewals of permits granted before the registration system was in place at the start of 2010.

⁴ Max. 20 hours a week during study periods and full-time during the ordinary holiday periods.

The major source countries for international students in 2012 were Germany, France, Spain, China, USA, Russia and Italy

81 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 of Ukraine and Belarus received most of the trainee permits.

Table 5.1 Permits and registrations (from 2010) for education and training – major categories. 2003-2012⁵

Migration category	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total, of which:	5 468	5 440	6 108	6 767	7 663	8 090	8 074	9 681	10 813	11 556
Student (EEA)	1 328	1 713	2 286	2 634	2 739	3 059	2 656	4 293	4 149	4 210
Student (non-EEA)	2 097	1 828	1 922	2 157	2 455	2 719	3 036	3 260	3 452	3 831
Post doctor-ate	43	48	50	68	52	91	97	118	169	194
Folk high school	345	185	200	198	216	212	208	110	121	78
Norwegian language studies⁶								122	633	1 572
Au pair	948	1 019	1 208	1 243	1 760	1 628	1 710	1 509	1 829	1 585
Trainee	543	496	322	361	377	347	347	147	345	164
Other	164	131	120	106	64	34	20	122	115	192

Source: UDI

During 2012, 770 international students from countries outside EEA changed their status.⁷ This was an increase of more than 50 percent from 2011, cf. table 5.2 below. 60 percent received a permanent or temporary permit as skilled labour. 24 percent were granted a permit based on new family ties. The rest, 16 percent, were granted a permit while searching for appropriate, skilled work. Major countries of origin for students changing status were China, Russia, the Philippines, USA, Iran and Pakistan.

Table 5.2 Status change for non-EEA international students. 2003-2012

New status	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Work	78	98	195	209	279	289	163	120	298	458
Family	43	42	61	89	78	76	54	38	134	185
Job search	-	3	1	2	4	3	6	16	71	127
Total	121	143	257	300	361	368	223	176	503	770

Source: UDI

⁵ Citizens of 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.

⁶ Permit to study Norwegian language if the purpose of their stay is to obtain skilled work in Norway.

⁷ The general rule applied for permits to be classified as 'status change' 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. Changes to or from 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 will be considered for 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 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.

Norway, Lichtenstein and Iceland assist Greece in the field of migration and asylum through the EEA-grants. EURO 21 million has been allocated to strengthen the asylum and reception capacity of Greece, including for unaccompanied minors and other vulnerable groups, until April 2016.

A new Law of Guardianship came into force in 2013. Representation for unaccompanied minor asylum seekers is integrated into the guardianship legislation. The representation scheme ensures that these asylum seekers are represented at all stages of the asylum process.

Temporary accommodation in reception centres are offered to all asylum seekers arriving in Norway. These centres are under the supervision of UDI. At the end of September 2013, there were 16 700 residents in such centres. Some of the centres are given extra resources to provide suitable living conditions for asylum seekers with particular needs. 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 accommodating 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.

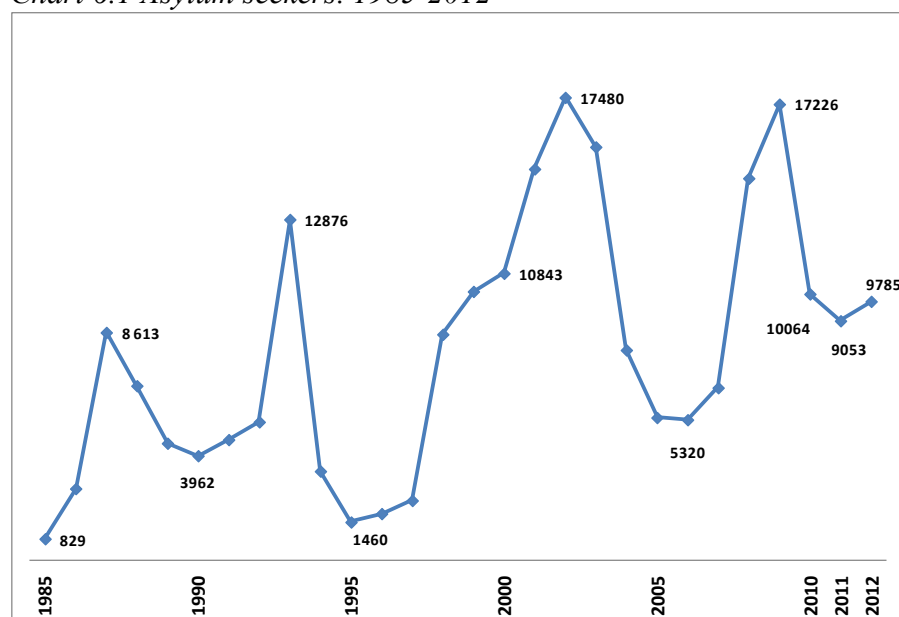
Persons with a positive decision can stay in a reception centre until they settle in one of the municipalities. Persons with a final, negative decision are offered accommodation in ordinary reception centres until they leave Norway. There is strong focus on motivating this group for assisted return.

6.2 Asylum applications

During the five-year period 1997-2002, the number of asylum seekers to Norway increased considerably. 2002 was the peak year with almost 17 500 arrivals from a

variety of countries. This is still the highest number recorded. In 2009, there was another peak with more than 17 200 applicants.

Chart 6.1 Asylum seekers. 1985-2012



Source: UDI

In 2012, the number of asylum applicants was 9 785, eight percent higher than the previous year. The number of applicants from Somalia⁸ and Eritrea decreased slightly from 2011, but these were still the major countries of origin, cf. table 6.1.

Table 6.1 Asylum applications, major countries of origin. 2005-2012

Country of origin	2005	2006	2007	2008	2009	2010	2011	2012
Total, of which:	5 402	5 320	6 528	14 431	17 226	10 064	9 053	9 785
Somalia	667	632	187	1 293	1 901	1 397	2 216	2 181
Eritrea	177	316	789	1 806	2 667	1 711	1 256	1183
Afghanistan	466	224	234	1 371	3 871	979	979	986
Russia	545	548	863	1 085	867	628	365	370
Iraq	671	1 002	1 227	3 138	1 214	460	357	221
Iran	279	218	222	720	574	429	355	441
Ethiopia	100	143	241	360	706	505	293	185
Stateless	209	237	515	940	1 280	448	262	264
Nigeria	94	54	108	438	582	354	240	355
Syria	79	49	49	115	278	119	198	327
Sudan	45	30	37	118	251	181	209	472
Other	2 070	1 867	2 056	3 047	3 035	5 961	3 579	2 800

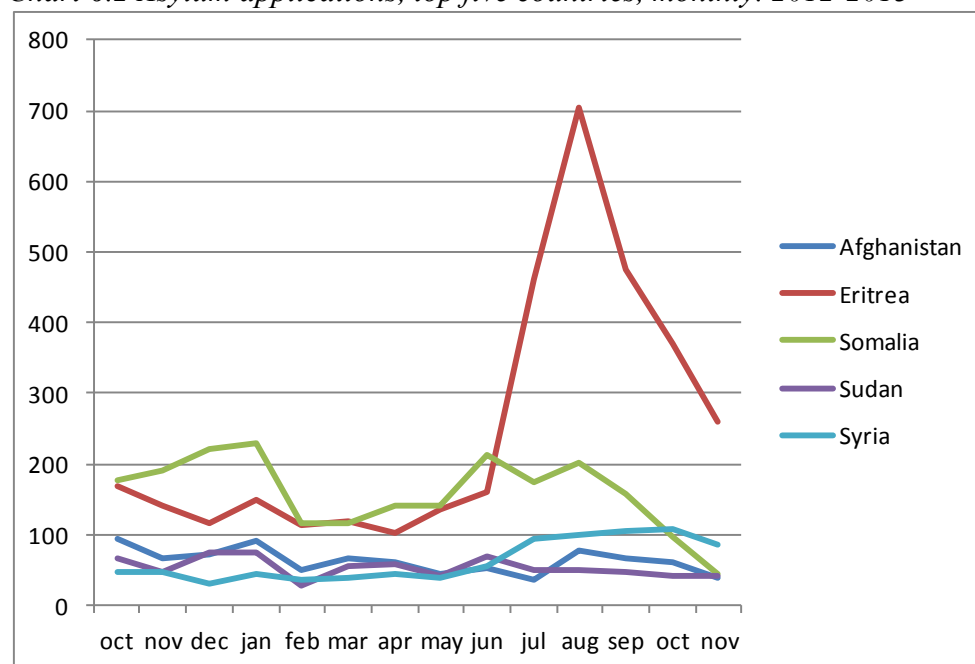
Source: UDI

During the first eleven months of 2013, 11 200 applications for asylum were filed. A significant increase of applicants from Eritrea started in July 2013, and numbers con-

⁸ 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.

tinued to be high during the following months before declining, cf. chart 6.2. The major countries of origin were Eritrea, Somalia, Syria, Afghanistan and Sudan. Chart 6.2 illustrates the shifts in the number of asylum applications for the top five countries of origin over the period from October 2012 until November 2013. The number of asylum applications from Syria has increased, but is relatively low, especially compared to numbers in Sweden.

Chart 6.2 Asylum applications, top five countries, monthly. 2012-2013



Source: UDI

The number of unaccompanied minors who have applied for asylum in Norway has varied in recent years. In the peak year of 2009, 2 500 asylum seekers claimed to be unaccompanied minors. Of these, many were without a real need for protection. Therefore, various measures were instituted. The number of unaccompanied minor asylum seekers to Norway has since declined. In 2012, about half of unaccompanied minors who applied for asylum in Norway came from Afghanistan. 85 percent of the unaccompanied minors were boys. There was an increase in arrivals from North Africa, especially from Morocco and Algeria.

Table 6.2 Asylum applications – unaccompanied minors. 2005-2012

Year	2005	2006	2007	2008	2009	2010	2011	2012
Applications	322	349	403	1 374	2 500	892	858	964

Source: UDI

For 2013, during the first eleven months, 1 000 unaccompanied minors applied for asylum, an increase of 13 percent compared to the same period in 2012.

6.3 Asylum decisions

During 2012, 78 percent of the decisions made by the immigration authorities were made on the merits of the case, while 14 percent of the cases were transferred to another country in accordance with the Dublin procedure, and 8 percent were closed

because the applicant disappeared. During the first ten months of 2013, the share of Dublin decisions was 21 percent. In 2012, major countries of origin for the finalized cases were for citizens of Somalia, Eritrea and Afghanistan.

The number of applicants granted convention refugee status does not give the full picture of how many applications result in a residence permit in Norway. In 2012, almost 1 200 applications resulted in refugee status on other protection grounds while 328 resident permits were granted on humanitarian grounds by the UDI in the first instance, cf. table 6.3.

Table 6.3 Refugee or humanitarian status granted by UDI or UNE. Permits. 2005-2012

Instance	Status	2005	2006	2007	2008	2009	2010	2011	2012
UDI	Conven- tion	567	461	1 013	1070	1 753	2 974	2 810	3667
	Other refugee	-	-	-	-	-	1 565	766	1184
	Humani- tarian	1 913	1 221	1 922	1 975	2 755	751	444	328
UNE	Conven- tion	62	60	38	32	44	167	287	281
	Other refugee	-	-	-	-	-	71	91	293
	Humani- tarian	513	464	1 523	630	392	173	336	377
Total	All cate- gories	3 055	2 206	4 496	3 707	4 944	5 701	4 335	6130

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".

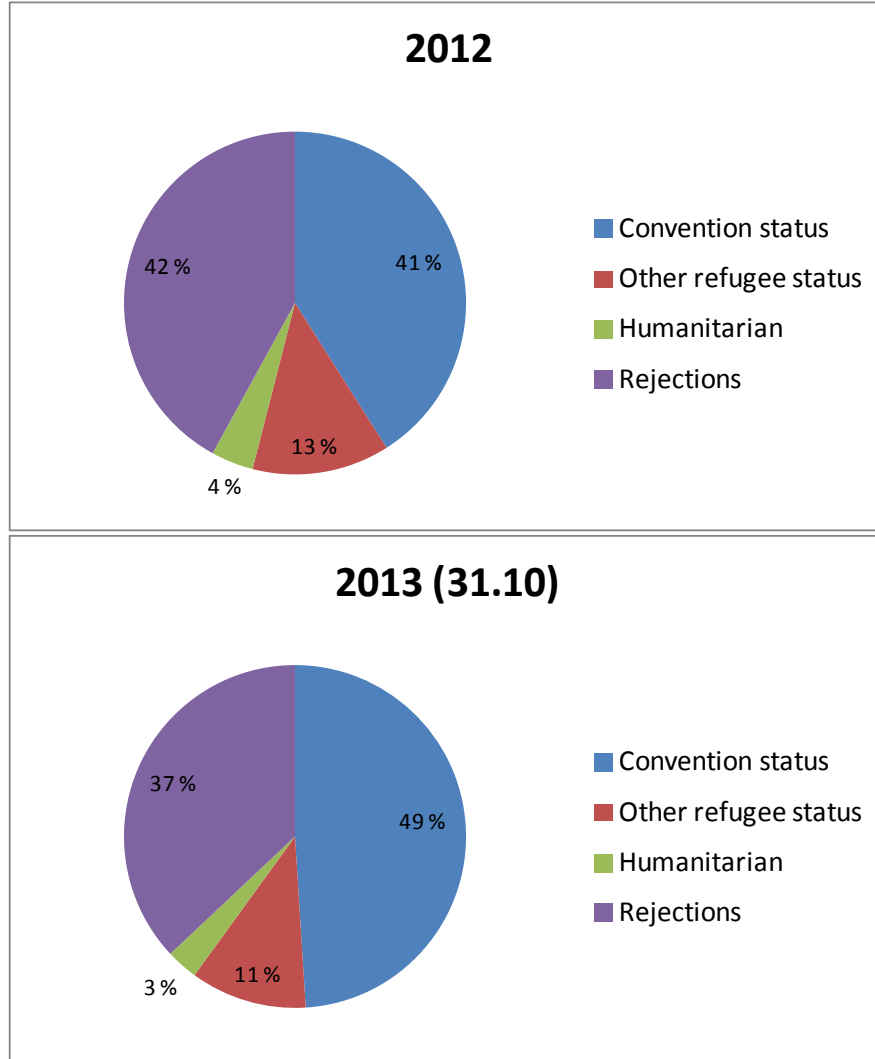
Table 6.4 Results of examined asylum claims considered by UDI – percentage. 2005-2012

Result - percentage	2005	2006	2007	2008	2009	2010	2011	2012
Convention status	10	16	20	14	17	23	36	41
Other refugee status	-	-	-	-	-	12	10	13
Subsidiary protec- tion	16	20	17	16	15	-	-	-
Humanitarian con- cerns	20	21	21	11	10	6	6	4
Rejections	54	43	42	59	58	59	48	42

Source: UDI

In 2012, the proportion of decisions by UDI granting convention refugee status was 41 percent, an increase from 36 percent the previous year; cf. table 6.3 and chart 6.3. During the first ten months of 2013, the proportion granted convention refugee status by UDI increased further to 49 percent. In 2012, 42 percent of the applications that were examined on their merits were rejected in the first instance. By October 2013, the proportion had decreased further to 37 percent. These changes mainly reflect changes in the composition in the countries of origin of the cases to be considered, as there were no major policy changes.

Chart 6.3 Outcome of examined asylum claims by UDI. 2012 and 2013(31.10)



Source: UDI

Some foreigners fulfilling the requirements for residence on humanitarian grounds, but not presenting proof of identity, are granted a *limited residence permit*. This limited permit does not constitute grounds for permanent residence and/or family-unification. In 2012, 141 people received such a permit in anticipation of documentation of their identity. Since February 2013, people living in reception centers with a limited residence permit will be settled after the first renewal of the permit.

6.4 Resettlement of refugees

In addition to asylum seekers granted residence permits, Norway admits a pre-determined number of refugees as part of an annual resettlement quota. Within a three-year period, unused quota places may be carried over to following years and advance use of places may be made for the following year. In addition, Norway allocates funding for UNHCR for staff and activities to enhance the capacity to identify and refer resettlement cases.

Table 6.5 Acceptances and arrivals of quota refugees. 2005 – 2012

Year	2005	2006	2007	2008	2009	2010	2011	2012
Arrivals	942	924	1 350	910	1 112	1 130	1 378	1 076
Offers of resettlement	742	996	1 106	741	1 389	1 097	1 289	1 231

Source: UDI

In 2012, almost 1 100 refugees were offered resettlement, i.e. had their cases accepted, and more than 1 200 arrived that year, cf. table 6.5. Some of those arriving had been accepted during the previous year. Five groups were given priority by the Norwegian resettlement program in 2012: Burmese refugees in Malaysia, Somali refugees in Kenya, Eritrean refugees in Sudan, Iranian refugees in Turkey. In addition, there were 175 unallocated places, 75 emergency places for a fast track procedure and 20 medical places.

In connection with the withdrawal of Norwegian forces in Afghanistan, Norway considered offering resettlement opportunities to Afghans who had been employed by the Norwegian military forces. 110 interpreters and other locally employed personnel requested to be considered for resettlement. 22 of the applicants were offered resettlement together with their immediate family.

Table 6.6 Resettlement of refugees - major countries of origin. 2012

Countries of origin	Accepted	Arrived
Eritrea	231	262
Afghanistan	192	203
Myanmar	173	171
Somalia	219	165
Iran	132	132

Source: UDI

The differences between the number of acceptances and arrivals in a particular year, cf. table 6.6, are mainly explained by a waiting period of four months or more between the dates of decision and departure for Norway. The time gap gives the refugee and UNHCR time to plan the departure and it gives the receiving municipalities time for preparation. Delays could also be a result of temporary security problems or administrative problems related to the departure.

In 2013, approximately 1 120 refugees were selected for resettlement in Norway. The resettlement quota was allocated to 200 Afghan women-at-risk in Iran, 200 Eritreans in Sudan, 150 Somalis in Kenya, 150 Iranians and other nationalities in Turkey and 150 Congolese (DRC) refugees in Uganda. As in 2012, there were 175 unallocated

places, 75 emergency places for a fast track procedure and 20 medical places. Women and girls were given priority within the overall quota, and the target was that at least 60 percent of total number of resettled refugees should be females. As of the beginning of December, all selection missions for 2013 were completed, although the final number of acceptances was not available.

In 2014, Norway will offer an additional quota of 500 places for refugees from Syria. Furthermore, 500 places on the ordinary quota will also be earmarked for this group, bringing the total number of places for refugees from Syria to 1 000.

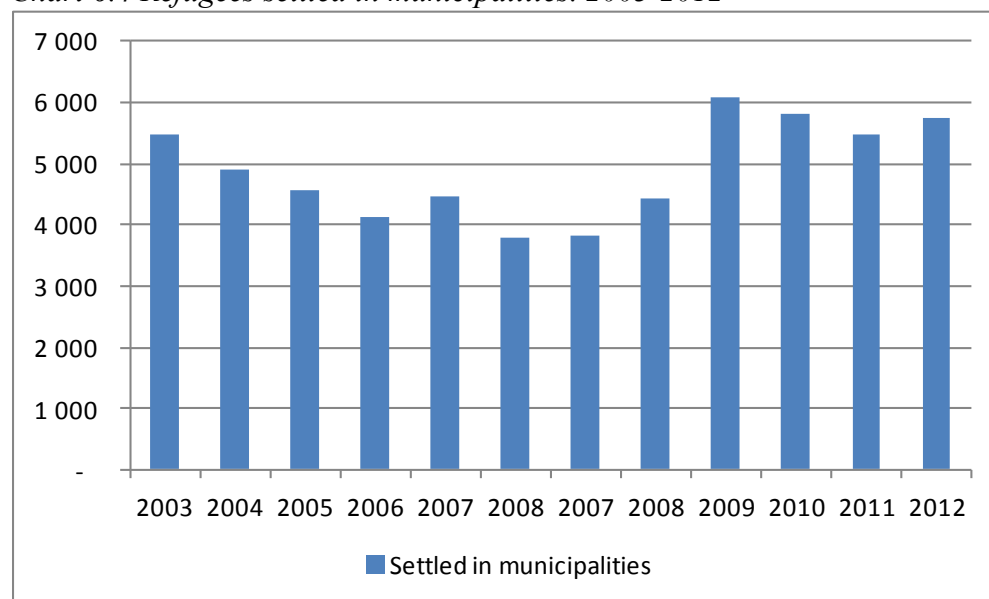
6.5 Settlement of refugees in municipalities

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 of them will depend on public assistance to find suitable housing and to ensure their subsistence needs. Those who depend on assistance, have to settle in a municipality that accepts them.

The 428 Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to accept if the person will require assistance. Through a government grant of a fixed sum per refugee over a five-year period, the municipalities are compensated financially for the extra expenses that they may incur. In 2013, the sum for the whole five year period is NOK 666 800 for single adults, NOK 616 800 for other adults and for unaccompanied minors, and NOK 596 800 for children under 18 years. There are additional grants for unaccompanied minors, elderly and handicapped persons.

5 750 foreign nationals with refugee or humanitarian status were provided initial housing and integration support by the municipalities in 2012, slightly more than in 2011, but not as many as in 2009-2010, cf. chart 6.4. 470 of them were unaccompanied minors. In 2013, the number of persons to be settled is estimated to be 6 500.

Chart 6.4 Refugees settled in municipalities. 2003-2012



Source: IMDi

In 2013, there has been a severe lack of settlement places in the municipalities. As of November 2013, 5 400 were waiting in reception centres for settlement. In 2013 and 2014, the municipalities ought to settle approximately 10 000 refugees on average each year to keep up with the need. Family members who are reunited with refugees come in addition to these numbers. When refusing to settle refugees, the municipalities argue that they do not have adequate housing to offer refugees, and that neither the capacity of the services refugees need nor the government grants are sufficient.

In 2013, the average waiting period in reception centres – from a permit has been granted until settlement in a municipality takes place – has been nine months for adults without children, more than six months for families with children and less than three months for unaccompanied minors. Except for unaccompanied minors, the waiting period is far longer than the aim agreed between the Government and the Norwegian Association of Local and Regional Authorities.

In April 2013, the Government and the abovementioned association concluded a new agreement on the settlement of refugees in municipalities. The agreement period runs through 2015. The aim of the agreement is to enhance the commitment of the municipalities to settle in due time all the refugees that are given a residence permit in Norway.

However, the municipalities do not seem to be able to settle enough refugees in 2013. The budget proposal from the Government for 2014, which was passed by the Storting (Parliament), suggested an increase in the government grant for settling refugees, in order to increase numbers and to reduce the waiting period in reception centres.

In the Political Platform of the new Government, one policy measure is to “Strengthen efforts to settle immigrants in the municipalities and examine the structure of the grant schemes”.⁹ The Ministry of Children, Equality and Social Inclusion will follow up this intention in close cooperation with other relevant ministries.

⁹ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

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 s/he knows or ought to understand that a foreigner may use it to enter Norway or another state illegally. The maximum penalty for this offence is two years imprisonment.

In 2012, new provisions were introduced in the Immigration Act. These provide for enhanced use of coercive measures concerning foreigners with undocumented identity, foreigners who are feared to abscond and foreigners who have been convicted of a crime.

In 2013, the Storting adopted amendments to the Immigration Act, authorizing the Ministry of Justice and Public Security to make decisions in the first instance in cases of expulsion based on fundamental national interests, if the foreigner resides in Norway. Previously, the Ministry had to instruct UDI to make such decisions. In cases where the Ministry makes such decisions in the first instance, the foreign national may appeal to the regular courts free of charge. An appointed security cleared lawyer will provide the person legal aid. The amendments will be implemented from January 1, 2014.

In 2013, the Storting adopted amendments to the Immigration Act. The penalty for violation of the prohibition of illegal entry will, when the law is implemented, be raised to a fine or imprisonment of up to two years, and for repeated violations to a fine or imprisonment for up to four years. Currently, the penalty is a fine or imprisonment not exceeding six months, or one year in case of recurrence.

By December 2013, Norway has re-admission 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.

7.2 Facts and figures

Estimates of 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. In November 2013, UDI was in the process of finalizing preparing estimates for later years based on the method developed by Statistics Norway.

Foreigners in Norway without established identity poses a challenge that affects all the phases of migration management. In 2012, around ten percent of asylum applicants presented a travel document to the police when registering an application for asylum. In addition, a number of applicants present papers supporting a claimed identity during the application process.

Forced returns are divided into three categories. The category *asylum rejected* consists of people whose application for asylum in Norway has been rejected on its merits. *Dublin procedure* consists of foreigners who are escorted to another country party to the Dublin-II regulation. *Expulsions and rejections* consist of persons without legal residence with a duty to leave Norway.

Table 7.1 Returns – main categories. 2005-2012

Year	Asylum - rejected	Dublin-procedure	Expulsion/rejection	Total - forced	Assisted return (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	1 813	6 557
2012	1397	1114	2390	4901	1 753	6654

Source: UDI, the Police

The police returned 4 900 foreigners without legal residence in 2012. 51 percent of them were asylum seekers in the Dublin-procedure or asylum seekers whose applications had been rejected. Criminals and other categories of foreigners without legal residence are included among the rest. The police are to give priority to the deportation of criminals, including citizens of EU-countries. In 2012, 1 360 criminals were returned, an increase of 33 percent from 2011 and twice as many as in 2010.

In 2012, 473 minors (including 80 unaccompanied minors) were returned, a decrease of 26 percent compared with 2011. Return of unaccompanied minors shall be carried out as gently as possible and with escorts.

During the first eleven months of 2013, the total number of forced returns was 5 540, an increase of 25 percent from 2012.

Assisted return

The primary aim is that foreigners without legal residence leave Norway on their own initiative or that they are assisted through return and reintegration programs. Measures to motivate for assisted return are therefore important elements in a comprehensive asylum and migration policy. The majority of those who return with assistance are former asylum seekers whose applications have been rejected.

Since 2002, the International Organization for Migration (IOM) has been commissioned to operate a program for 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 various countries, who are without a permit for legal residence, may benefit from reintegration support if they opt for assisted return. The amount of reintegration support offered depends on the timing of the application.

More comprehensive reintegration packages are available for Afghan, Ethiopian and Iraqi citizens. These packages include financial support, temporary shelter following the return, counselling, vocational training and assistance to set up their own business in their countries of origin. IOM operates these programs.

In 2012, the number who returned with assistance from IOM was just above 1750, cf. table 7.1. The largest group was from Iraq, followed by Russia and Afghanistan.

In the period from January to November 2013, about 1 700 persons had returned with IOM, a slight increase compared with number of assisted returns during the same period in 2012.

8 Foreigners, immigrants and Norwegian-born with immigrant parents

8.1 Population growth

During 2012, the total population of Norway increased by 65 600 persons due to a birth surplus of 18 300 and a net immigration of 47 300. This represents a growth rate of 1.3 percent, the same rate as in 2011. This is among the highest population growth rates in Europe. By January 2013, the total population was 5.05 million, cf. table A1 and A3.

In 2012, the total fertility rate for the population in Norway was 1.85, 0.03 points lower than the level in 2011 and 0.13 points lower than the peak in 2009. It is still 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 2012, it was 2.13 for the former and 1.82 for the latter, almost the same as in 2011. In 2012, the highest rate, 3.10, was for women from Africa and the second highest, 2.11, for women from Asia. The lowest rate was 1.91 for women from EEA-countries. Since 1998, the fertility rate for immigrant women from Asian countries has decreased by 0.73 points and for women from African countries by 0.43 points. Cf. table A20 for more details.

In 2012, 10 260 (17 percent) of children born in Norway had two foreign-born parents, while 8 150 (14 percent) had one foreign-born parent. The main groups of children born in Norway with two foreign-born parents had parents from Poland, Somalia, Iraq, Pakistan and Vietnam. Among those with only one parent born abroad Sweden, the Philippines, UK, Thailand and Germany 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, reflecting that many young Norwegians with Pakistani-born parents find their spouse in Pakistan.

8.2 Foreigners

By January 2013, the total number of foreign citizens registered as residents of Norway was 448 800, an increase of 41 500 (10.2 percent) from the previous year, cf. table A1. They constituted 8.9 percent of the total registered resident population, cf. table A16. 250 100 or 55.7 percent were citizens of OECD-countries.

Europeans still constitute the majority of foreigners; 311 900 or 69.5 percent of all foreigners, cf. table A16. For a long period, this share gradually declined, but during the last seven years, there has been an increase. In 2012, 30 000 of the increasing number of foreigners came from EU-countries. This was mainly due to more citizens of Poland (+ 10 500), Lithuania (+ 6 700), Romania (+ 1 800) and Latvia (+ 1 500).

The share of registered resident foreigners from *Asian* countries has decreased gradually for several years. By January 2013, they accounted for 16.8 percent of the total foreign population, down from 22 percent as an average for the period 2006-2010. The largest group were from Thailand, numbering 10 800 persons. In 2012, there was a significant increase in the number of foreigners from the Philippines, India and Thailand.

During 2012, resident foreigners from countries in *Africa* increased by 5 200 persons and reached 37 700 or 8.4 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 13 000 persons, but the growth was stronger for Eritreans, and they reached 10 000 persons by the end of 2012.

The total number of resident foreigners from countries in *North, Central and South America* increased by 1 000 persons during 2012 and reached 19 800. Their share of all foreigners declined to 4.4 percent from an average share during the period 2006-2010 of 6 percent. Almost half of this group was from USA (9 200), and the second largest group was from Chile (2 000).

The patterns and changes described above only partly reflect shifts in migration flows, cf. chapter 2, as another important factor is the significant differences in the inclination to apply for Norwegian citizenship, cf. chapter 15.2. Immigrants from EU-countries and from North America show little interest in changing citizenship, compared to most other groups of foreigners. For some of these countries, there was a reduction in the number of residents in 2012, mostly due to high rates of naturalization. Among these countries were Iraq, Kosovo and Bosnia and Herzegovina. The number of Vietnamese citizens, 1 700, is strikingly low as there are 13 400 immigrants from Vietnam in Norway. Cf. table A16 and A17.

Table 8.1 Foreigners - major countries. 2006-2013 (1.1)

Citizenship	2006	2007	2008	2009	2010	2011	2012	2013
Total, of which	222 277	238 305	266 260	302 977	333 873	369 228	407 262	448 765
Poland	6 773	13 630	26 801	39 168	46 707	55 172	66 639	77 095
Sweden	26 640	27 867	29 886	32 804	35 786	39 174	41 984	43 075
Lithuania	1 894	3 013	5 094	7 578	10 377	16 396	24 074	30 738
Germany	10 623	12 214	15 313	18 892	20 826	22 417	23 687	24 401
Denmark	20 192	20 252	20 461	20 587	20 658	20 940	21 354	21 937
UK	11 204	11 562	12 024	12 644	13 274	13 995	14 744	15 459
Somalia	10 623	10 845	10 589	10 893	10 804	11 117	10 820	12 999
Russia	8 185	8 750	9 710	10 362	10 631	10 818	10 894	11 158
Thailand	5 698	6 355	6 938	7 884	8 583	9 295	9 956	10 819
Philippines	3 255	3 921	4 844	6 070	6 768	7 750	8 901	10 067
Eritrea	751	1 003	1 357	2 106	3 806	5 681	7 598	9 997
USA	7 597	7 732	7 916	8 268	8 516	8 636	8 769	9 172
Iraq	13 136	12 139	10 682	10 951	10 927	10 555	10 290	9 092
Latvia	647	852	1 192	1 734	2 771	4 910	6 937	8 480
Afghanistan	5 933	6 470	6 502	6 572	7 247	7 730	7 623	7 893
Netherlands	4 604	5 104	5 811	6 404	6 800	7 113	7 459	7 768
Romania	914	947	1 415	2 427	3 438	4 541	5 687	7 485
Pakistan	6 095	5 863	5 755	5 490	5 524	5 496	5 450	5 562

Source: Statistics Norway

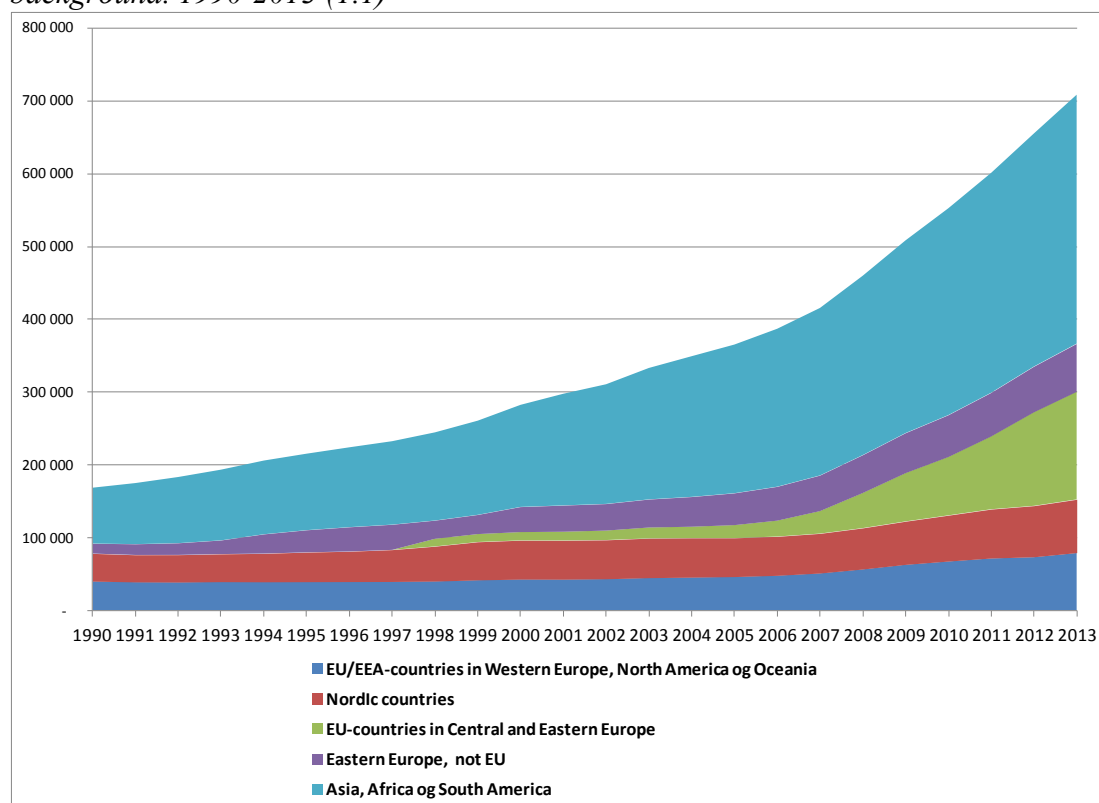
8.3 Immigrants and Norwegian-born with immigrant parents

In 2012, 72.2 percent of the population growth (65 600) was due to the net growth in the number of immigrants (47 350), cf. table A3. In addition, Norwegian born children with two immigrant parents represented 56 percent of the total birth surplus of 18 300. Only 2.7 percent of the net population increase was due to growth in the number of persons without any form of immigrant background.

By January 2013, the total number of registered resident immigrants had reached 593 300. This was 11.7 percent of the population, an increase from 11 percent at the start of the previous year. At the same time, 248 000 immigrants, or 42 percent of all immigrants, had resided in Norway for less than five years. This reflects the high immigration rates in recent years, especially from some of the new EU member states, cf. chapter 2.2. For example, for Poland, the share of its immigrant citizens with less than five years of residence was 66 percent, and as much as 93 percent had less than ten years' residence.

The number of Norwegian-born with immigrant parents was 117 100. Their share of the total population was 2.3 percent, an increase from 2.2 percent the previous year. Of this category, 19.8 percent of these had parents from other OECD-countries. Immigrants from OECD-countries represented 40.7 percent of all immigrants. Cf. table A3, A17.1 and A17.2.

Chart 8.1 Immigrants and Norwegian-born with two immigrant parents. Country-background. 1990-2013 (1.1)



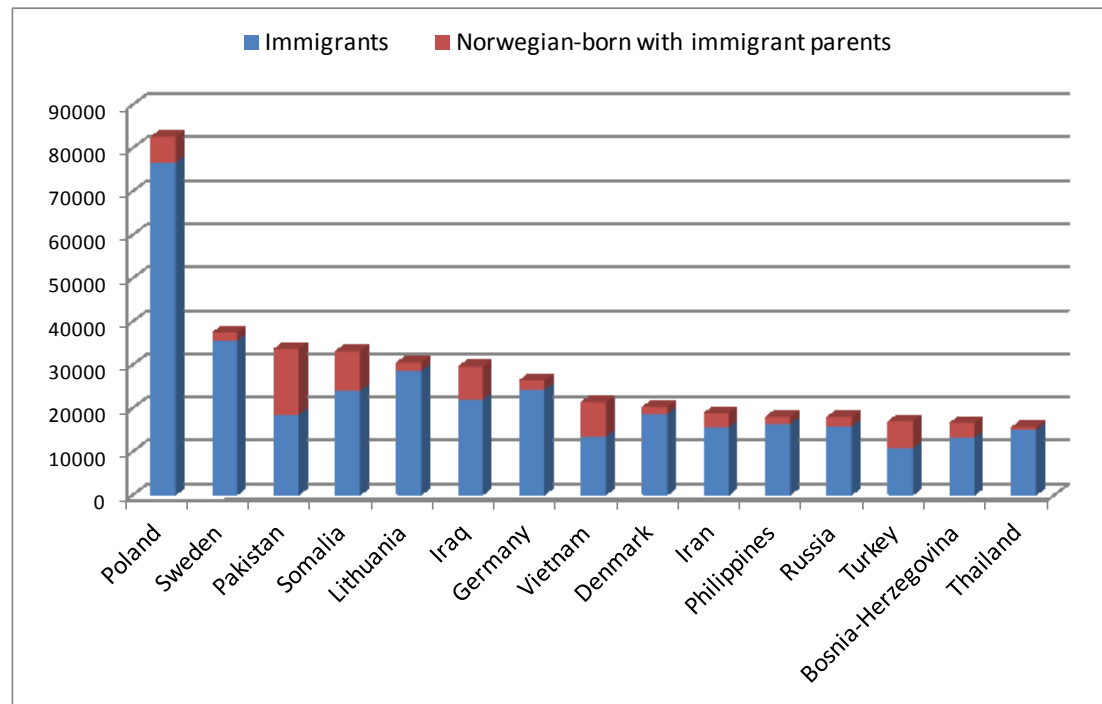
Source: Statistics Norway

The composition of the population of immigrants and Norwegian-born with immigrant parents 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 of all immigrants, increasing to 45.6 percent in 1990, 49.7 percent in 2000 and 55.5 in the peak year, 2006. By the beginning of 2013, the share had declined to 47.6 percent. This is due to the strong increase in immigration from some of the new member states of the EU. At the same time, 42.9 percent of the immigrants residing in Norway were from countries of origin in Asia, Africa and South America. Cf. tables A17 and A17.1.

For many years, Pakistan was on the top of the list when combining immigrants and Norwegian-born with immigrant parents into one category. However, since 2007 Poland has been the major country of origin, reaching as many as 82 600 persons registered at the start of 2013. Sweden (37 500) has also passed Pakistan (33 600) in this combined category. Excluding Norwegian-born children, the major groups of immigrants residing in Norway were from Poland (76 700), Sweden (35 600), Lithuania (28 600), Germany (24 250) and Somalia (24 000). As much as 45.2 percent of those with Pakistani background were born in Norway, while only 7.2 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 Norwegian-born with immigrant parents. 1.1.2013



Source: Statistics Norway

At the start of 2013, 30 percent of the residents of Oslo were immigrants or Norwegian-born with immigrant parents. Those in this combined category living in Oslo represented 26.7 percent of all persons in this category in Norway. 23 percent of the population in Oslo were immigrants and 7 percent were Norwegian-born with immigrant parents. The combined population share varies between 15 and 50 percent in the 15 different boroughs of the city.

8.4 Population with refugee background

The term "population with refugee background" is used by Statistics Norway to refer to persons residing in Norway who have been granted a residence permit

- after applying for asylum
- as part of the annual resettlement quota for refugees
- as a family member of the two former groups

Thus persons who have been granted a permit to stay due to a need for protection as well as on humanitarian grounds, and those who were admitted as family members, are included, while the Norwegian-born children of parents belonging to the refugee population are not.

At the start of 2013, there were 171 650 persons in Norway with refugee background in this sense. This was 3.4 percent of the total population and 28.9 percent of all immigrants. This represented an increase of 5 percent from 2012.

72.8 percent of the refugee population were registered as principals while the rest had arrived in Norway as dependants. 64.1 percent of the principals were initially registered as asylum seekers and 20.8 percent as resettled refugees. The remaining 15.1 percent had other refugee background or unspecified status. Persons from Somalia, Iraq, Iran, Bosnia-Herzegovina and Afghanistan were the major countries of origin among immigrants with a refugee background. 2012 was the first year Somalia was the biggest country of origin in this category. There was also a sharp increase in the number of persons from Eritrea with a refugee background.¹⁰

8.5 Marriages and divorces

Most existing *transnational marriages* in Norway involve a Norwegian man or woman marrying someone born in another European country, or a Norwegian man marrying a woman from a country in Asia, cf. table A12.1.

Among the 24 350 *marriages* contracted in Norway during 2012, 6 700 involved a Norwegian and a foreigner, cf. table A13.1. However, a growing number of Norwegian men marry women from Asian countries, cf. chapter 3.2. During 2012, there were 1 650 marriages between Norwegian men and women from Asian countries and 1 450 involving Norwegian men marrying women from countries in Europe or North America, cf. table A13.1.

The large majority of the 9 900 *divorces* that took place in 2012 involved two Norwegian citizens, cf. table A14.1. Concerning transnational marriages, most divorces happened in the following categories, which are the same major categories as the previous year:

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

¹⁰ <http://www.ssb.no/en/befolkning/statistikker/flyktninger> for details

9 Integration policy – some aspects

9.1 General policy principles

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 are expected to contribute and participate in society.

The aim of the integration policy is to ensure that immigrants become a part of and have a sense of belonging to the Norwegian society. Participation in working life and good Norwegian language skills are keys to such inclusion.

An overall principle for the implementation of the integration policy is *mainstreaming*. This means that all public sector agencies 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 all agencies are 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 rights and duties.

In 2006, the coordinating ministry introduced *Goals for Social Inclusion of the Immigrant Population* as a tool to help ensure that all inhabitants receive the services to which they are entitled, and to hold relevant authorities accountable if they fail to provide this. The importance of this tool has been recognised and steps have been taken to revise and improve the system.

The White Paper *A Comprehensive Integration Policy: Diversity and Community*¹¹ presented a range of proposals for achieving the integration policy goals. Most of the policy principles and the proposals received broad political support when the Norwegian Storting discussed the White Paper in March 2013.

As a result of the general election in September 2013, a new coalition government was formed. The Political Platform for this Government also contains principles and measures concerning the integration policy.¹² Some of the new initiatives indicated in the platform are mentioned in the following chapters.

9.2 Equitable Public Services

According to the Public Administration Act, all public agencies have a duty to provide guidance and information to the public.

The Directorate of Integration and Diversity (IMDi) has a central role in coordinating efforts to ensure that people with an immigrant background obtain equitable public

¹¹ 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)

¹² http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf, especially chapter three and four.

services. Where there are language barriers, interpretation services of sufficient quality are needed. Such services are not always made available and an independent committee has been appointed to propose measures to ensure a more efficient system for interpretation in the public service. Likewise, measures are drafted to ensure that public agencies will not use children as interpreters for family members.

User surveys are useful tools to help improve public services. The central government has requested municipalities to provide concrete examples of the principle of equitable services in their municipal service documents, and to include questions on the experiences of immigrants in user surveys. IMDi has developed a guide to ensure that all residents are covered by such surveys.

Measures to increase the recruitment of immigrants to jobs in the public sector – for example in kindergartens, schools, health- and child welfare services, cultural activities, and to incorporate multi-cultural understanding as a topic in relevant courses of study – may also contribute to equitable public services, cf. chapter 10.2 and chapter 11.

9.3 Living conditions

While Norway is a country with relatively small differences in social conditions and income, immigrants are overrepresented among those at risk of poverty. This situation has been stable since the beginning of the year 2000. At the same time, the number of immigrant households has increased due to high levels of immigration, cf. chapter 2.2.

One explanation of the overrepresentation of immigrants among those with low income is that new immigrants need time to establish themselves in the labour market. 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 overrepresented among children at risk of living in low income families. Four out of ten children with persistent risk of poverty have immigrant backgrounds.

Moreover, there are comprehensive welfare benefits for families with children, including a universal child benefit, and special benefits for single parents. The value of free public services reduces the effective income differences in Norway and their consequences.

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 the labour market participation among groups with a low rate of such participation was highlighted in the White Paper on integration policy, cf. chapter 9.1.

Good housing is important in order to keep a steady job, for educational achievement, for maintaining a social network and for achieving good health. The level of home ownership in the population as a whole is approximately 77 percent, which is higher than in most European countries. Among immigrants, the level is about 60 percent. There are substantial differences between immigrant groups, however, depending on country of origin and the average length of residence in Norway.¹³ Due to low in-

¹³ Søholt (2013), cf. chapter 17 for full reference.

come and/or discrimination, immigrants are overrepresented among those who find it difficult to obtain good housing. An expert committee¹⁴ found that immigrants generally pay higher rent than other renters do and that they have less stable housing arrangements. In 2013, a White Paper on housing policy¹⁵ announced among other measures a new national strategy on social housing. Such a strategy will also consider the needs of immigrants at risk.

The central government and the municipality of Oslo have agreed to cooperate on improving the living conditions in two areas in Oslo, which include five of 15 municipal districts. These districts are characterized by a high incidence of low-income families with comparatively poor living conditions. There are similar initiatives to promote local development in areas with difficult living conditions in the cities of Bergen and Trondheim.

There are programs for free core time in kindergarten in six districts of Oslo, and in some areas of the cities of Bergen and Drammen. The assumption is that by attending kindergarten children will get improved language and social skills in preparation for primary school. The program entails that all children at a certain age in these city districts and areas receive 20 free hours per week in a kindergarten. The program has 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 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 11.2. Immigrant parents have demonstrated a more positive attitude to sending children to kindergarten, and schools in Oslo report that the language skills of their children are better than previously. In addition, there are services for parents, such as parental guidance programs and low threshold programs, which give priority to learning Norwegian through practical tasks. There are indications that taking part in such programs often results in parents' participation in other relevant courses. A three-year evaluation of the free core time scheme reports in 2014.

9.4 Action Plan Against Forced Marriage, Female Genital Mutilation and Severe Restrictions on Young People's Freedom

The effort to combat forced marriage and female genital mutilation (FGM) continues. A new action plan for the period 2013-2016 was published in February 2013. The plan includes 22 measures. Seven ministries have cooperated in drafting the plan. The Ministry of Children, Equality and Social Inclusion is responsible for the coordination.

Evaluations of previous action plans conclude that the efforts of government agencies and voluntary organizations to combat forced marriage and female genital mutilation over several years, have paid off. Young people who need help are contacting support

¹⁴ NOU 2011: 15 Rom for alle – En sosial boligpolitikk for framtiden. (Room for all – A social housing policy for the future. Only in Norwegian)

<http://www.regjeringen.no/pages/16756780/PDFS/NOU201120110015000DDDPDFS.pdf>

¹⁵ Meld. St. 17 (2012-2013) Byggje – bu – leve (Build – reside – live. Only in Norwegian)

<http://www.regjeringen.no/pages/38254403/PDFS/STM201220130017000DDDPDFS.pdf>

services to a greater extent than previously. The number of support measures has increased. These efforts have led to an increased awareness and knowledge about forced marriage and female genital mutilation among the support services. However, evaluations of the efforts show that still there are challenges associated with preventing forced marriages and female genital mutilation. There is a need for more knowledge, a higher level of readiness to intervene and improved coordination in the ordinary public services.

According to the support services, voluntary organizations and research, forced marriage is often related to a broader range of issues. Before an actual forced marriage occurs, a young person may have been subjected to threats, extreme control and violence for some time. This puts severe constraints on a young person's possibility to make independent choices. Early intervention supporting young people's chances of making sound independent decisions is deemed necessary. This is why efforts against forced marriage and female genital mutilation are being expanded to include preventive measures against severe restrictions on young people's freedom, directed towards two main areas:

- *Preventive efforts* will be strengthened through new initiatives in the education sector. Children, young people and parents will be able to participate in the efforts. The work of NGOs and public services shall increasingly be coordinated in order to complement each other.
- *Effective public assistance* will be enhanced through capacity building in the public sector and the coordination of public services. It is an aim to ensure that services are adapted to a diverse population. The work will increasingly be coordinated with other measures to combat domestic violence. The long-term fight against female genital mutilation will be continued in the health sector.

Successful measures in earlier action plans, such as the Expert Team for the Prevention of Forced Marriages and FGM, as well as housing and support schemes for young people under the threat of forced marriage, are continued.

10 Training and competence

10.1 Basic qualifications

Immigrants to Norway are diverse in many respects. Some have higher education, substantial relevant 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 distance to employment. The programs for acquiring basic qualifications are designed to strengthen the chances of new immigrants to find a job and participate in society. These schemes are the Introduction Program and Norwegian Language Training and Social Studies. The Introduction Act regulates both schemes. In addition, in 2013 a new permanent scheme, the *Job Opportunity*, was established. The aim is to increase the employment rate among immigrants who are not participating in the labour market, who need basic skills and who are not eligible for other schemes.

Norwegian Language Training and Social Studies

The goal of the scheme for Norwegian language training and social studies is that adult immigrants sufficiently master Norwegian in the course of their first years in Norway to be able 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 the scheme if they have a residence permit that constitutes the basis for permanent residence. This also applies to foreign family members of foreign immigrants in Norway and of Norwegian and Nordic nationals. Note, however, that persons who live in Norway based on the EEA/EFTA-agreement are not covered by the Introduction Act, and are not entitled to free tuition in Norwegian language and social studies.

The municipalities are responsible for providing tuition in Norwegian language and social studies. The program should consist of 550 hours tuition, of which 50 hours are 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 government grants 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 are obliged to participate in the scheme, but have to pay for the tuition. 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 evaluation of the effects of the language training are partly based on the number of candidates attending examinations and on the proportion that passed or failed. In 2012, 83.4 percent of the candidates passed the oral test.¹⁶ This is a slight decline from 2011, when 86 percent passed. The proportion that passed the written test was almost 58 percent in 2012. The policy aim is that 90 percent pass the oral test and 65 percent pass the written one.

¹⁶ <http://status.vox.no/webview/?language=en>

As soon as possible after settling in a municipality, eligible immigrants are expected to enrol in language training. They ought to complete the obligatory training within three years. In 2011, just above 10 000 persons were recognized as having a right and obligation to participate in language training. Within 18 months after this recognition, 86 percent of the qualified women and 89 percent of the men had started such training. Among almost 9 200 persons, who were granted a residence permit in 2009, and who still had a right and obligation to language training, 85 percent of the women and 89 percent of the men 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. As a consequence, as of January 2012, the scope of the compulsory Norwegian language training was expanded from 300 to 600 hours for persons granted a residence permit after this date. For anyone who prior to January 1 2012 had the right and/or obligation to language training, the scope is still 300 hours. Labour immigrants comprised by the Introduction Act are still obliged to take part in 300 hours of language training and social studies.

All immigrants, who after September 1, 2013 are granted a residence permit that gives them the right and obligation to participate in language training and social studies, are obliged to conclude the education with mandatory tests both in the Norwegian language and in social studies. 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 capacity of the municipalities to provide individually adapted language training, the funding of local projects in the municipalities, introduced in 2013, will continue in 2014. The funding can also be used to improve the quality of the Introduction Program.

From 2013, Statistics Norway produces statistics on the participants in Norwegian Language Training and Social Studies. The last three years, 2010-2012, the numbers of participants has been around 37 000 per year. One of four of the participants were from Eritrea and Somalia. There were also many participants from Afghanistan and Thailand.

Asylum seekers residing in reception centres receive 250 lessons of training free of charge from the municipalities. Government grants finances the training. Almost everybody in the target group receives an offer to participate, and many, but not everyone do. This language training is considered a positive measure, not only for the asylum seekers, but also for the reception centres and for the local communities.

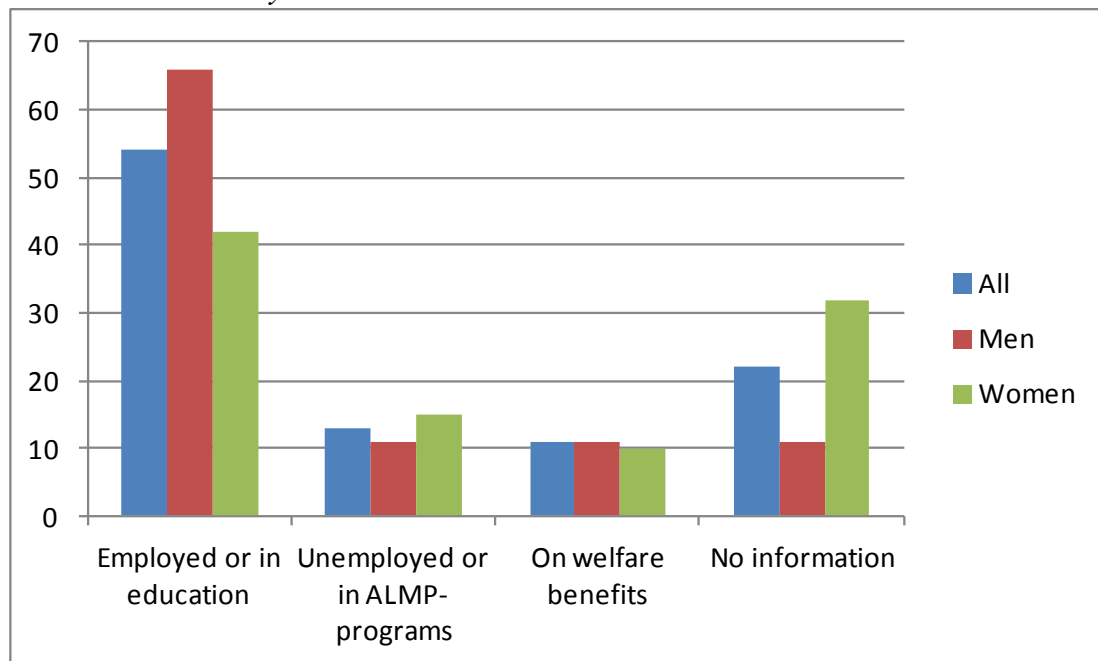
The Introduction Program

The aim of the Introduction Program is to provide each participant with fundamental skills in the Norwegian language and some insight into Norwegian society, as well as to prepare him or her for employment or further 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, as well as measures preparing for further education/training or employment. Participants in the program are entitled to an *Introduction Benefit*. The benefit amounts to twice the basic amount of the National Insurance Scheme on an annual basis (NOK 170 490). 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 2012, 13 200 persons participated in the program, compared to 12 800 in 2011.¹⁷ Almost half of the participants were women. In November 2011, 54 percent of the participants who had finished the program in 2010 were employed or participated in education.¹⁸ This compares to 55 percent of the cohort of the participants the previous year, the same number of years after completing the program. As previously, more men than women found work or educational opportunities, cf. chart 10.1.

Chart 10.1 Persons completing the Introduction Program in 2010. Gender and labour market status by November 2011. Percent



Source: Statistics Norway

In December 2013, Statistic Norway (SSB) published a new report on the introduction scheme, comparing the results in different municipalities.¹⁹ This is the first attempt in Norway to compute weighted results of the introduction scheme in the municipalities. The analysis contributes to our knowledge on what affects the results of the scheme. The duration from when a residence permit was granted until employ-

¹⁷ <http://www.ssb.no/en/utdanning/statistikker/introinnv>

¹⁸ <http://www.ssb.no/en/utdanning/artikler-og-publikasjoner/lavere-andel-deltakere-faar-jobb>

¹⁹ <http://www.ssb.no/en/utdanning/artikler-og-publikasjoner/introduksjonsordningen-i-kommunene>

ment or education. The data shows a maximum difference of 22 months between the municipalities.

There are significant differences among groups in the population. For example, women needed more time from residence permit to employment or education than men did. However, such differences did not explain much of the variation among the municipalities. After correcting for characteristics of refugees and the municipalities, the 'best' municipalities were still the best. The analysis is a starting point for further investigating the differences among the municipalities. Which conditions could best explain local variations and what characterizes the most efficient municipalities? This will contribute towards identifying concepts that may be applied in other municipalities.

The Job Opportunity Program

From the summer of 2013, a new permanent scheme, the *Job Opportunity*, was initiated. The aim is to increase the employment rate among immigrants who are not participating in the labour market, who need basic skills and who are not covered by other schemes. The main target group is women outside the labour market who are not receiving supplementary public benefits, nor attending any form of language or labour market training. IMDi administers the scheme.

In 2013, 53 municipalities/city districts have received project funds. Altogether, the 53 projects plan to have approximately 1 000 participants in the program by the end of 2013.

The *Job Opportunity Program* is based upon the experiences from the *Second Chance* project. This 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 annually in the *Second Chance* project. In 2012, 52 percent of the 177 participants who had completed the program were employed or participated in education.

The Political Platform of the New Government

In the Political Platform of the new coalition Government,²⁰ some policy initiatives concerning basic qualification for immigrants are outlined. These include that employment among women with immigrant background will be stimulated by strengthening and targeting the *New Chance/Job Opportunity Program* and the program for Norwegian Language Training and Social Studies. In addition, it is indicated that participants in the Introduction Program may be offered free kindergarten for their children and that the free core-time in kindergarten will be linked to requirements for participation in Norwegian language classes or other activities.

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.

²⁰ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

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 at a work-place can raise skill levels for more of the workers there and stimulate entrepreneurship.

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

In 2013, an action plan for making better use of the competence of immigrants in the labour market – *We need the competence of immigrants* – was launched.²¹ The plan features 19 measures in recognition, recruitment and entrepreneurship. These are designed to contribute to

- improving the schemes for recognition of education and training from abroad
- stimulating public and private employers to recruit more immigrants, thus helping them to utilize their competence
- making it easier for immigrants to obtain adapted information and counselling about establishing their own company

The measures in the plan should be considered in the context of other elements in policies designed to increase employment rates and to enhance the utilisation of the competence immigrants, such as language training, measures to counteract discrimination, measures to increase the number of immigrant employees in public administration and efforts to increase diversity in the work place.

In the Political Platform of the new Government, more policy measures concerning the recognition of prior competence are indicated. These include faster approval schemes, better assessment of non-formal learning and possibilities for updating competence to ensure that the education and experience immigrants already possess will be used in Norway.²²

²¹

http://www.regjeringen.no/upload/BLD/IMA/Handlingsplaner/Handlingsplan_innvandernes_kompetanse.pdf (Only in Norwegian)

²² http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

11 Education

11.1 Policy and legislation

About 11 percent of students in Norwegian schools are immigrants or children of immigrants, originating from many countries and cultures, and with many mother tongues. Immigrant students – especially those who arrive in Norway at a later stage of their education – face tougher challenges than other students do in achieving good outcomes from their education.

In Norway, ‘education for everyone’ is a central aim for the education policy. The goal is to provide good learning opportunities for all students, with special concern for the opportunities for particular groups of children: for example children from language minorities or children who need special educational support.

The main legislation in this area consists of the Kindergarten Act, The Education Act, the Act Relating to Universities and University Colleges and The Introduction Act. Provisions for education for adults in need of primary and secondary education are included in the Education Act. The statutes have supplementing regulations on many of the issues that are particularly relevant for language minorities and immigrants’ education.

Three documents have had great impact on the development of Norwegian policy on migrant education in recent years. The most recent is White Paper No 6 (2012-2013) *A Comprehensive Integration Policy – Diversity and Community*.²³ Education is one of its main topics, and new measures to improve the situation for immigrant children, youth and adults are launched there. Principles on how to secure high quality education for migrant children, youth and adults are also presented.

The second document is the policy review conducted by the OECD on Norwegian migrant education in 2009.²⁴ The OECD states that Norway already has 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.

The third important document is the *Official Norwegian Report (NOU) 2010: 7 Multitude and Mastering. Multilingual children, youth and adults in the education system*.²⁵ The committee preparing the report discussed five main issues: 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 their recommendations are consistent with the OECD recommendations. The committee suggested many initiatives within different areas of the education system. Some of these initiatives and recommendations will be imple-

²³ <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)

²⁴ Taguma et al, *OECD Reviews of Migrant Education, NORWAY 2009*

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

²⁵ <http://www.regjeringen.no/pages/10797590/PDFS/NOU201020100007000DDDPDFS.pdf> (only in Norwegian)

mented in the future, and some have already been initiated and are described in White Paper No 6.

To follow up White Paper No 6, an annual budget allocation of NOK 30 million for five years is intended to enhance multicultural competences among employees in ECEC, primary, lower and upper secondary school and those who teach adults. School and ECEC owners will also take part in this program, and universities and university colleges are also very important actors. The strategy period is from 2013 until 2017. Other measures have also been introduced, such as enhancing multicultural competence among guidance counselors and providing additional grants to enterprises hiring apprentices among recent immigrants with low Norwegian skills. As a pilot project, a free part time after school program at one school in Oslo has been initiated in an area with a high proportion of families with immigrant background.

The National Centre for Multicultural Education (NAFO) has a special responsibility for the implementation of measures aiming to improve 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 further improve the website, NAFO has been granted additional funding. 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. For several years, the centre has also developed different types of mapping tools and educational resources.

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 relevant rights and regulations in the education system. It has been proposed to grant the right to upper secondary education to minor asylum seekers above the compulsory school age. The Ministry of Education and Research is currently considering the issue.

The new Government has signalled a stronger emphasis on the language skills of immigrants and their children. In the ECECs, the intention is to provide necessary help to children with poor language skills and to introduce new requirements regarding competence in Norwegian language for the employees in ECEC. The Government intends to prioritize reading and writing skills and map results all through the education system. The intention is also to strengthen introductory classes for newly arrived immigrant students.

11.2 Early Childhood Education and Care (ECEC)

In Norway, kindergartens are for children under school age, i.e. less than six years old.²⁶ Participation is voluntary, but 97.6 percent of all five year olds participated in 2012. The ECEC-sector is regulated by the Kindergarten Act with regulations. An individual, legal right to a place in kindergarten entered into effect in 2009 for children from the age of one. Regulations limiting the fees for parents entered into force in 2004. In 2013 the maximum fee is NOK 2 330 per month. From 2005, this represents a relative decrease in the maximum fee by 35 percent. 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 shall build on a holistic pedagogical philosophy, with care, play and learning being at the core of activities. Social and linguistic skills, as well as seven learning areas, are also important to the learning environment provided by the kindergartens.

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, developing the quality and the content of kindergartens is in focus.

White Paper No 41 (2008-2009) *Quality in ECEC* outlined the following the three goals for quality work in ECEC:

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

White Paper No 24 (2012-2013) *Future Kindergartens* provided a further foundation for the policy in the ECEC-sector upholding the three overarching goals. Forty initiatives shall contribute to even and equal quality in kindergartens.

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 budget allocation for the municipalities to enhance integration and language development for language minority children. The Ministry of Education and Research has prepared and disseminated support material for kindergarten staff about language and cultural diversity. In 2012, the Directorate for Education and Training published a strategy for information and guidance material in the minority field and published guidance material for the activities of kindergartens in the language field in spring 2013.

²⁶ Kindergartens are pedagogical institutions that provide early childhood education and care for children under school-age (0-5 years).

In the period 2010-2012, NAFO carried out a skills upgrading course for bilingual kindergarten assistants. Furthermore, in the period 2011-2012 NAFO carried out a project on the effects of bilingual assistance in five kindergartens. NAFO concluded that bilingual assistance seemed to increase children's active communication and use of language in everyday and planned activities in the kindergartens.

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

The health clinics in each municipality make an assessment of children's language skills at the age of two and four. The assessment is based on national academic guidelines for checking eye sight, hearing ability and language. 95 percent of the four year olds participate in this assessment.

The program of four free core hours per day in kindergarten continues, cf. chapter 9.3. 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 of 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 free core time scheme started in 2011 and is scheduled to be completed in 2014.

Goal for social inclusion:²⁷

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

Indicator:

The share of language minority children who attended kindergartens, compared to the share of all children attending kindergartens. Language minority children are here defined as children whose parents have another mother tongue than Norwegian, Sami, Swedish, Danish or English.

Status:

A higher share of all language minority children attend kindergarten. By the end of 2012, 75 percent of all one- to five-year old language minority children attended kindergarten, compared to about 90 percent for all children. In 2007 the numbers were 63 percent vs. 84 percent, and in 2000 44 percent vs. 62 percent.

²⁷ A set of concrete and measurable goals on diversity and inclusion of immigrants has been defined. The goals have corresponding indicators of progress for actively monitoring integration status, cf. chapter 9.2. The goals are presently being reviewed.

Table 11.1 Proportion of language minority children in ECEC. 2006-2012

Age	2006	2007	2008	2009	2010	2011	2012
1- 5 year total	58	63	68	71	72	73	75
1	20	26	30	33	34	37	36
2	36	43	49	56	57	59	68
3	66	72	76	82	84	84	85
4	82	86	91	92	93	94	92
5	88	91	93	95	95	96	97

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 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 is conditioned on legal residence in Norway.

According to the Norwegian Education Act section 3-12, students 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 students are also entitled to mother tongue instruction, bilingual subject teaching, or both. A student who has the right to adapted language education has the right to a maximum of two years' additional upper secondary education and training if this is necessary for achieving the pupil's individual educational objectives. Before the county authority makes a decision on whether to provide such support, an expert assessment shall be made of the special needs of the pupil.

The county authority shall map what skills the pupils have in Norwegian before it is decided to provide adapted language education. Such mapping shall also be conducted during the period of education for pupils who receive adapted language education according to the regulations, in order to assess whether the pupils are sufficiently skilled in Norwegian to follow the normal school education.

Pupils with the right to adapted education in Norwegian are eligible for tuition based on the *Basic Norwegian for language minorities subject curriculum*. The curriculum should be used until the pupil has sufficient Norwegian skills to attend regular tuition.

For pupils who have recently arrived, the county authority may organise special educational facilities in separate groups, classes or schools. If some or all of the education is to take place in such a group, class or school, this must be stated in the decision to provide adapted language education. A decision for such education in specially organised facilities may only be made if it is considered in the pupil's best interest. Education in a specially organised facility may last for up to two years. A decision may only be made for one year at a time. The decision may for this period be to deviate from the curriculum for the pupil in question to the extent it is necessary in order to provide for the needs of the pupil. Decisions pursuant to this section require the consent of the pupil or his/her parents or guardians.

In 2012, the Education Act was amended in order to clarify that it is legal to organize special introduction classes or schools for pupils who have recently arrived in Norway, for a maximum period of two years. The Directorate of Education and Training has now made a guide concerning the regulations and is in the process of supplementing the guide with advice on good practices regarding content and organisation of such schools and classes. They are also evaluating existing introductory classes to learn more about what works.

Students arriving in Norway late in their period of education might have difficulties if they are required to take an exam based on the ordinary curriculum in Norwegian. A temporary curriculum for students with poor Norwegian skills and a short period of residence has recently been passed in order to give these students more equal treatment with other students. The opportunity to take exams based on this curriculum requires that the student has the right to adapted Norwegian tuition and no more than six years of residence.

The committee preparing NOU 2010:7 discovered a need for competence building in all parts of the education sector and at all levels on how to handle a multicultural ECEC and education sector. Recognizing that knowledge of Norwegian as a second language and multicultural competences is 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. Another important way of enhancing competence among teachers is through the teacher educations. The teacher educations have recently been revised to ensure that multicultural competence is included.

One of the major initiatives in recent years implemented by the Ministry of Education and Research in collaboration with the Municipalities is the *Ny GIV – New possibilities* – initiative. This 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.

As part of the *Grorud Valley Integrated Urban Regeneration Project (2012-2016)* education authorities in Oslo carries out a development project, which focuses on quality tuition, strengthened school management, guidance for teachers and close cooperation with parents. Characteristics of well functioning schools in areas with challenging living conditions will be identified. The aim is to develop a model for intervention in schools with special challenges in designated geographic areas.

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 the education offered.

Indicators:

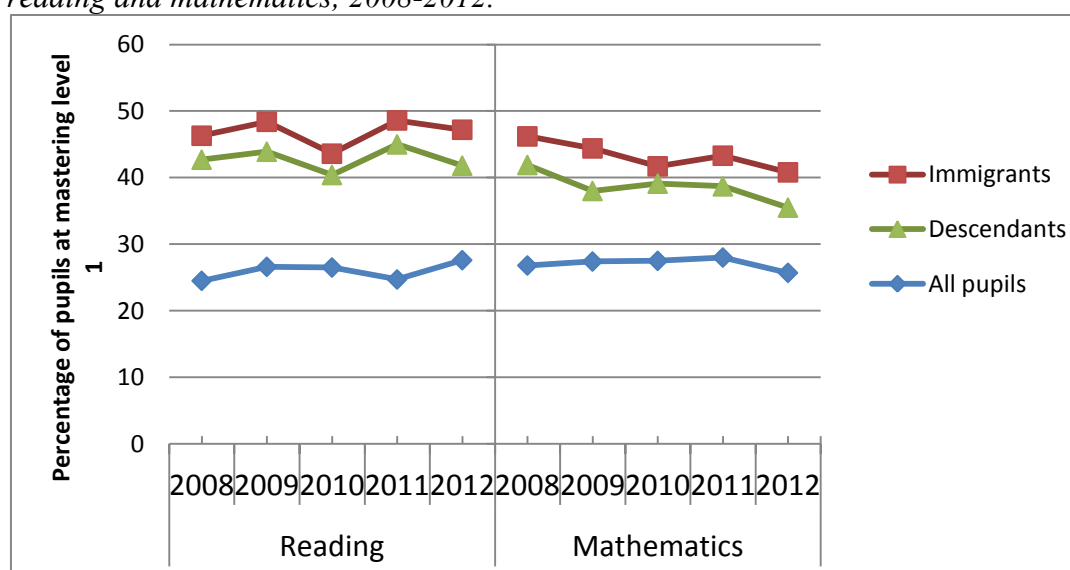
- The share of children who received adapted language education.
- Results from national tests in reading and mathematics in fifth and eighth grade for immigrant children and descendants²⁸, compared to all pupils.

Status:

Of 614 894 pupils in primary and lower secondary education in the school year 2012-2013, 44 265 pupils received adapted education in Norwegian, that is 7.2 percent of all pupils. In 2006-2007, this share was 6.5. The last three years, the share of pupils receiving adapted education in Norwegian has remained unchanged.

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

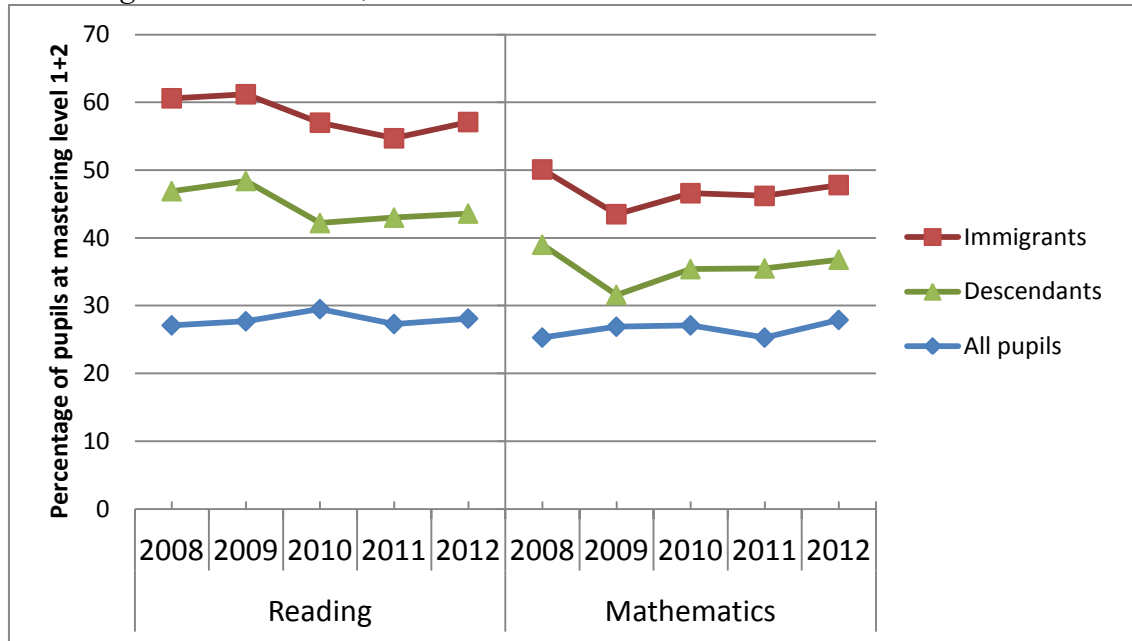
Chart 11.1 Share of pupils at the 5th grade ranked at the lowest mastering level in reading and mathematics, 2008-2012.



Source: Statistics Norway

²⁸ Persons born in Norway with two immigrant parents are designated descendants

Chart 11.2 Share of pupils at the 8th grade ranked at the two lowest mastering levels in reading and mathematics, 2008-2012.



Source: Statistics Norway

The development in the proportion of pupils with low skills in reading and mathematics among pupils who are immigrants, descendants or belong to the overall population are displayed in charts 11.1 and 11.2. 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.

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 decreased significantly from 2011 to 2012. From 2010 to 2011, the discrepancy in reading skills between these two groups of pupils increased by the same order of magnitude. Thus, a unidirectional trend is not observed for reading. In mathematics, there has been a more uniform trend towards a smaller discrepancy between pupils with an immigrant background and the overall population the past five years. Only a small change in the discrepancy between pupils with an immigrant background and all pupils is seen for the last year.

For the eight-graders, there have been only marginal changes in the discrepancy between pupils with an immigrant background and the overall population in both reading and mathematics the last three years. However, there was an overall decrease in discrepancies between these populations from 2008 to 2012 for both subjects. Based on these results, one cannot claim that the goal is reached.

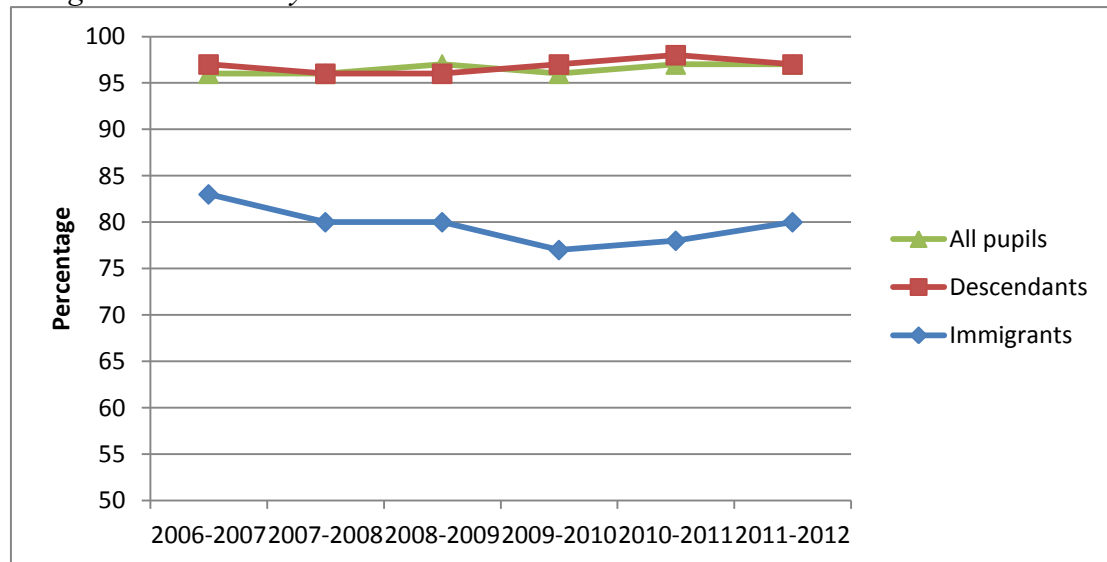
Goal for social inclusion:

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

Indicators:

- The share of children born in Norway with immigrant parents who started upper secondary education the same year as they finished lower secondary education, compared with the same proportion among the total number of pupils that year as a whole.
- The share of pupils born in Norway with immigrant parents who attained general or vocational competence within five years after they completed lower secondary school, compared to the proportion among all the pupils that year as a whole.

Chart 11.3 Share of pupils starting upper secondary education the same year as finishing lower secondary education. 2006-2007 to 2011-2012.



Source: Statistics Norway

Status:

In 2011-2012, 97 percent of descendants and 80 percent of immigrants made a direct transition from lower to upper secondary education. The same share for all students is 97 percent. Thus, the goal for social inclusion has been met according to this indicator.

Of all the pupils that completed lower secondary education in 2007, 68 percent had attained full general or vocational competence five years later. For the descendants it was 67 percent. These shares have changed only marginally the last four years and the goal has been reached.

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.

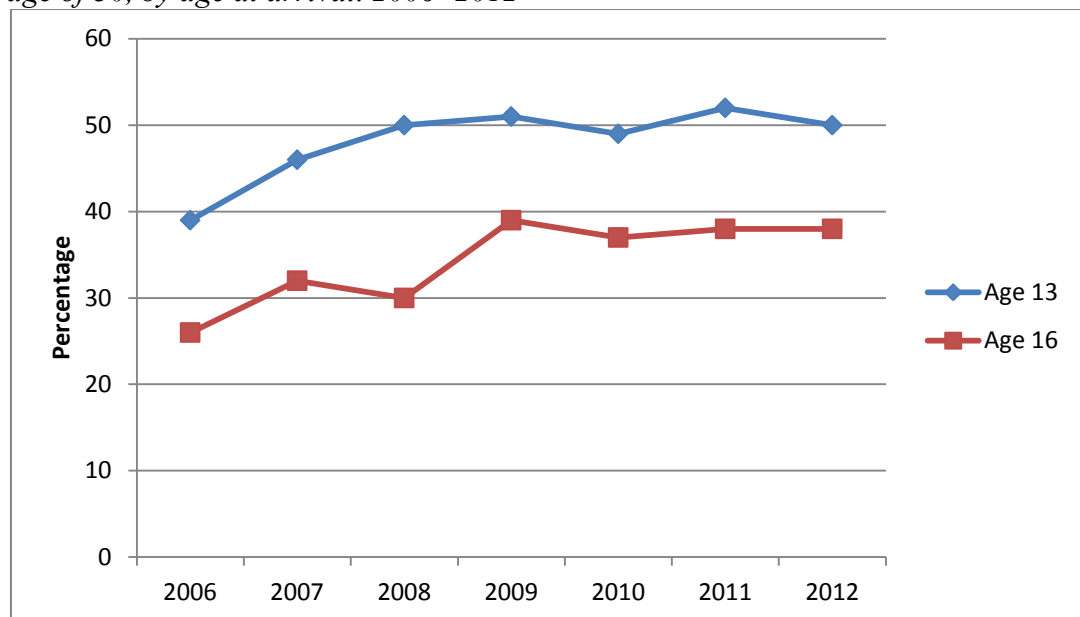
Indicator:

The share 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 2012, 50 percent of the immigrants that had arrive in Norway at the age 13 and 38 percent of the immigrants that did arrive in Norway at the age 16, completed and passed upper secondary school before they turned 30 years old. For both groups, the proportion has stagnated the last four years after increasing from 2006 to 2009. The goal has not been reached according to this indicator.

Chart 11.4 Share of immigrants completing upper secondary education before the age of 30, by age at arrival. 2006 -2012



Source: Statistics Norway

11.4 Follow up services

The main task of the follow-up services (OT) is to contact pupils, 21 years old or younger, who are 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, 21 400 young people were registered in the OT, i.e. 10 percent of all the young people in Norway who have the right to three years' of upper secondary education. In comparison, 14 percent of immigrants and 8 percent of descendants were reported to the follow-up services.

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, cf. chapter 11.3.

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 5 900 adults participated in mainstream primary and lower secondary education in 2012-2013. Of these, 86 percent were from a language minority. Approximately 3 900 adults received primary and lower secondary education in the form of special needs education in 2012-2013. Of these, 10 percent were language minorities. Overall, 56 percent of all the adult participants in primary and lower secondary education had minority background.

Pursuant to Section 4A-3 of the Education Act, adults above 24 years of age, who have completed primary and lower secondary school, but not upper secondary education and training or the equivalent, have the right to free upper secondary education and training. The education and training shall be adapted to individual needs. 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.

In the school year 2011-2012, 20 300 participants in upper secondary education were above 24 years old. In 2010-2011, which is the most recent school year with statistics, approximately 25 percent of this category had an immigrant background.

12 The labour market

12.1 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 services is to strengthen an active approach towards users by focusing on employment-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.

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

NAV offers services for immigrants that are part of the services for ordinary job-seekers and the vocationally disabled. Immigrants are a prioritized group. The special unit “NAV Intro” provides special, additional 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 early in a period of unemployment, i.e. following registration with NAV as job seeker. 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 the long-term unemployed.

NAV programs 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 labour market programs to a larger extent than others. In the age group 15-74 years, 1.5 percent of the immigrants were on active labour market programs (ALMPs) in the first half of 2013, compared with 0.3 percent of others. At the same time, the unemployment level is higher among immigrants than others, cf. chapter 12.3. Thus, program intensity, measured as the ratio ALMP-participants and gross unemployment (unemployed plus ALMP-participants) is closer between the two groups, but still higher among immigrants. Program intensity is 25 percent among immigrants compared to 19 percent among others, cf. chapter 12.3.

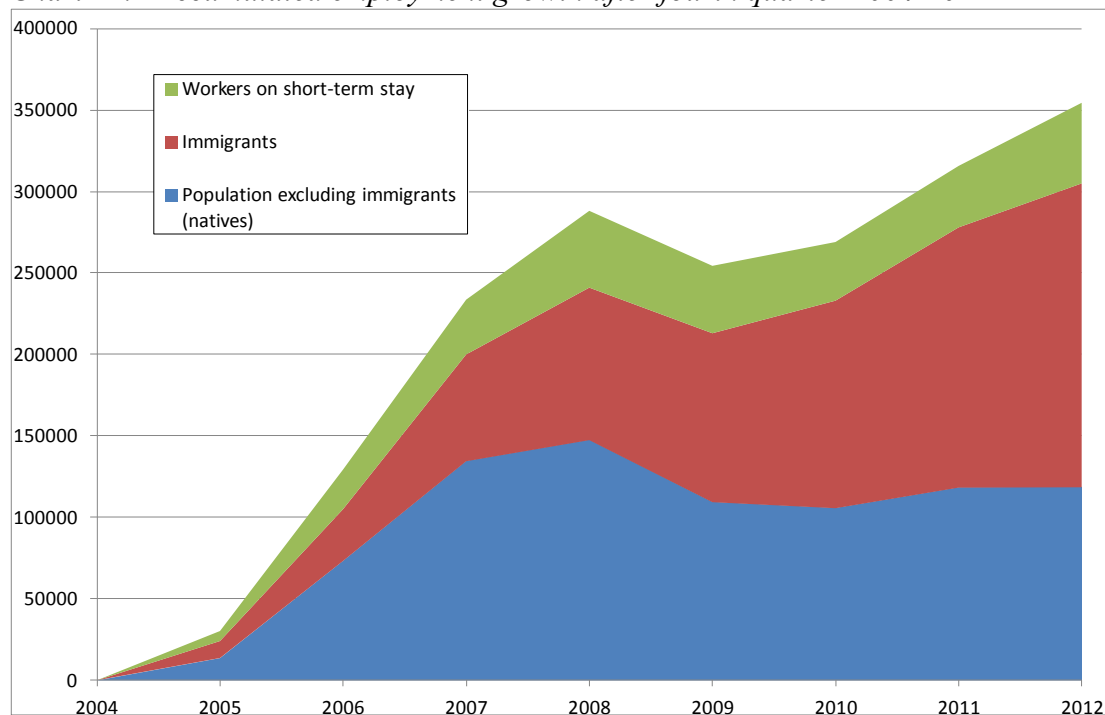
12.2 Employment

The enlargement of the EEA and the subsequent increase in the common European labour market combined with a long period of economic growth has had a significant impact on the Norwegian labour market. Chart 12.1 shows the importance of immi-

grants and migrant workers on short-term stay²⁹ for employment growth over the past decade. They account for about two thirds of employment growth since 2004 and almost all employment growth during 2012. Most of this recent growth has been due to labour immigration from the new member states of the EU.

In the fourth quarter of 2012, 334 000 immigrants were employed in Norway, cf. table 12.1. Immigrants constituted 13 percent of total employment in 2012. 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 93 000 persons, or 39 percent, over the four-year period. Persons from EU-member states 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 2004-2012³⁰



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 before rising to 62.8 percent in 2011 and 2012 (fourth quarter). For the population as a whole, the employment rate fell from 71.6 percent to 68.7 percent over the same period.

²⁹ Workers on short-term stay are not counted as immigrants, cf. chapter 4.4.

³⁰ Registered employment as measured in the fourth quarter each year.

Table 12.1 Registered employed residents by region of birth. 2008-2012 (fourth quarter)

Region of origin	2012	Change 2008-2012	
		Persons	Percent
Total population	2 589 000	64 000	2,5
Population excluding immigrants	2 255 021	-28 937	-1,3
Immigrants, total	333 979	92 937	38,6
Of these:			
Nordic countries	46 676	9 087	24,2
Rest of Western Europe	39 288	7 980	25,5
EU– member states in Eastern Europe	89 490	48 012	115,8
Eastern Europe outside the EU	30 282	4 619	18,0
North America, Oceania	6 501	1 012	18,4
South and Central America	11 114	1 812	19,5
Asia	85 923	15 184	21,5
Africa	24 705	5 237	26,9

Source: Statistics Norway

Immigration category is closely related to the regions of origin presented in table 12.2. Whereas immigrants from European countries are largely labour immigrants, this is less frequently the case for immigrants from e.g. Asia and Africa. Refugees and family migrants with a short period of residence in Norway make up a relatively large share of immigrants from Africa and to some degree from Asia. These immigrants often participate in the Introduction Program the first years after obtaining a residence permit and are therefore not employed, cf. chapter 10.1. Education level and age composition also differ with region of origin. These compositional 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 for immigrant women than for other women. The employment rates in table 12.2 are not adjusted for compositional differences, e.g. different age distributions.

Table 12.2 Registered employment rates, by region of birth and gender, age 15-74. 2012 (fourth quarter)

Region of origin	Total	Men	Women
Total population	68.7	71.6	65.7
Population excluding immigrants	69.7	72.3	67.0
Immigrants, total	62.8	67.8	57.3
Of these:			
Nordic countries	76.1	77.8	74.2
Rest of Western Europe	70.0	73.9	64.2
EU–countries in Eastern Europe	73.0	76.7	66.4
Eastern Europe outside the EU	62.3	64.4	60.6
North America, Oceania	66.4	73.1	59.2
Asia	54.6	60.4	49.7
Africa	42,5	46,9	37,4
South and Central America	63,2	69,0	59,0

Source: Statistics Norway

Employment by occupation and industry

Table 12.3 shows the 2011 distribution of employees across groups of occupations, by immigrant status and region of origin.³¹ A very large share of immigrants from EU/EFTA-countries, North America, Australia and New Zealand (*Country group 1*) are skilled workers. This reflects the fact that the large inflow of workers from new EU-countries have been to jobs in the building and construction sector. Among immigrants from EU-countries in Eastern Europe, almost 60 percent worked in either manufacturing (16 percent), construction (23 percent) or in support service activities (19 percent), whereby the latter category includes cleaning and temporary employment agencies (2012, fourth quarter). Professionals (requiring academic degrees) are slightly overrepresented among immigrants in Group 1, reflecting the larger share of (highly) skilled labour immigrants in this group.

Immigrants from Eastern Europe outside the EU, Asia (incl. Turkey), Africa, South and Central America and Oceania (except Australia and New Zealand), called *Country group 2*, are much more likely to work in jobs with low skill requirements. Elementary occupations, services and sales jobs as well as operators and assemblers are much more common among immigrants in *group 2* than the majority population. *Group 2* workers are more likely than workers from the majority population to work in industries like hotels and restaurants, passenger transport, cleaning and personal care.

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

	Majority population	Immigrants	Of these:	
			Country group 1	Country group 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

Table 12.3 does not include workers on short-term stay. Of these 22 percent were registered as employed in construction activities, 21 percent in enterprises engaged in labour recruitment and the provision of personnel, and 10 percent in manufacturing in the fourth quarter of 2012. Many of those who are registered as employed by tempo-

³¹ The statistics on employment by occupation are for fourth quarter of 2011 and the statistics by industry are from fourth quarter of 2012. These were the latest published statistics available from Statistics Norway. The general distribution of immigrants across occupation and industry groups has been fairly stable from one year to another.

rary labour agencies are actually working in the building and construction sector or in manufacturing.

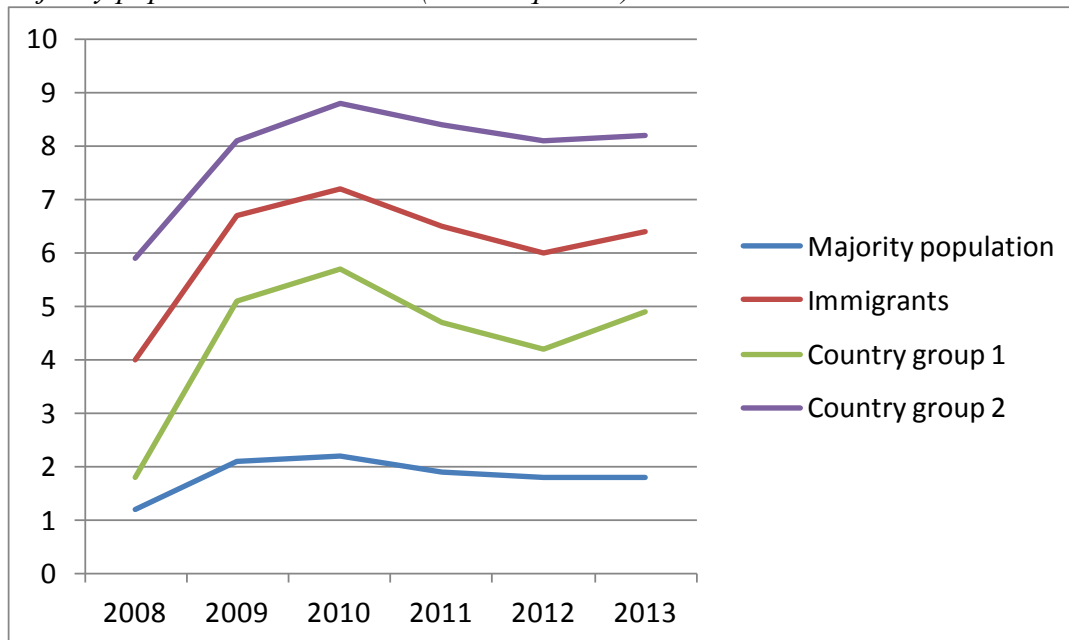
12.3 Unemployment

Unemployment rates among immigrants are more than three times higher than for natives, cf. chart 12.2. This ratio has been stable across the business cycle, but it increased somewhat the past year, from 3.2 in May 2012 to 3.6 in May 2013. After 2008, unemployment rates increased for both natives and immigrants, dropping somewhat after 2010. The average unemployment rate was stable for natives the last year at 1.8 percent, but increased from 6.0 to 6.5 percent for immigrants. This is according to the register-based unemployment rate, which includes persons who have registered as job seekers with the Labour and Welfare Service, NAV.

Due to the strong immigrant representation in the building and construction sector, unemployment increased strongly among immigrants from EU-countries in Central and Eastern Europe starting in 2008. The unemployment rate among these immigrants jumped from 2.1 percent in May 2008 to more than 9 percent in the second quarter of 2010. By May 2012, the rate had decreased to 6.1 percent, but rose to 7 percent in May 2013, this being the highest increase in unemployment rates last year among the regions of origin listed in table 12.2.

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. 2008-2013 (second quarter)³²



Source: Statistics Norway

³² Country group 1: EU/EFTA, Nord-America, Australia and New Zealand.
Country group 2: Asia (incl. Turkey), Africa, Latin-America, Europe outside EU/EFTA, Oceania except Australia and New Zealand

In total, close to 19 000 persons participated in ALMP programs in May 2013, and 43 percent of those participating in such programs were immigrants. 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 ALMP-programs, by region of birth. May 2013 and change. May 2012- May 2013

Region of birth. May 2013 and change. May 2012–May 2013

Region of origin	Registered unemployed, not in ALMP programs			Participants in ALMP programs
	Persons	Percent of labour force		
		Change, percentage points		
		2013	2013	
Majority population	41 918	1.8	0.0	10 704
Immigrants, total	23 629	6.4	0.4	8 216
Of these:				
Nordic countries	1 251	2.5	0.2	172
Rest of Western Europe	1 212	2.9	0.2	299
EU–countries in Eastern Europe	7 192	7.0	1.0	1 393
Eastern Europe outside the EU	2 145	6.3	0.0	768
North America, Oceania	155	2.4	0.3	34
Asia	7 302	7.8	0.1	3 236
Africa	3 609	12.4	0.2	1 986
South and Central America	763	6.3	0.0	328

Source: Statistics Norway

Norwegian-born persons with immigrant parents

Statistics Norway publishes statistics on employment and unemployment of Norwegian-born persons with immigrant parents. This is a young group – nearly half of those in the age group 15-74 years are below 21 years. Many have not yet completed education and entered the labour market.

In the fourth quarter of 2012, there were 18 300 employed Norwegian-born persons in the age group 15-74 years old with immigrant parents, equal to an employment rate of 53 percent, compared to 69 percent in the total population and 63 percent among immigrants. More than 70 percent of the group have parents from Asia, including Turkey, or from Africa. The employment gap between the general population and those with immigrant parents is about five percentage points in the age group 20-30 years, compared to a gap of about 10 points in the age group 15-74 years. The employment rate among Norwegian-born persons with immigrant parents in the age group 20-30 years is seven-eight points higher than for immigrants in the same age group.

Unemployed Norwegian-born persons with immigrant parents are still a small group, less than 1 000 persons in the fourth quarter of 2012. Most members of this group were between 15 and 29 years of age. At the end of May 2013, the registered unemployment rate was 5.2 percent among Norwegian-born persons aged 15-29 with im-

migrant parents. The unemployment rate was 3.2 percent for the same age group in the total population and 7.3 percent among immigrants in the same age group.

13 Political participation

13.1 Elections

Citizenship is a precondition for voting in *national elections* in Norway. To be eligible to vote in *municipal and county council/local elections* you 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 for foreigners with three years of residence to vote in local elections was introduced in 1983.

It is a policy aim that rate of participation in elections among voters with an immigrant background, should be the same as for the rest of the population. Ahead of the recent national elections, IMDi implemented measures to increase voter turnout among persons with this background.

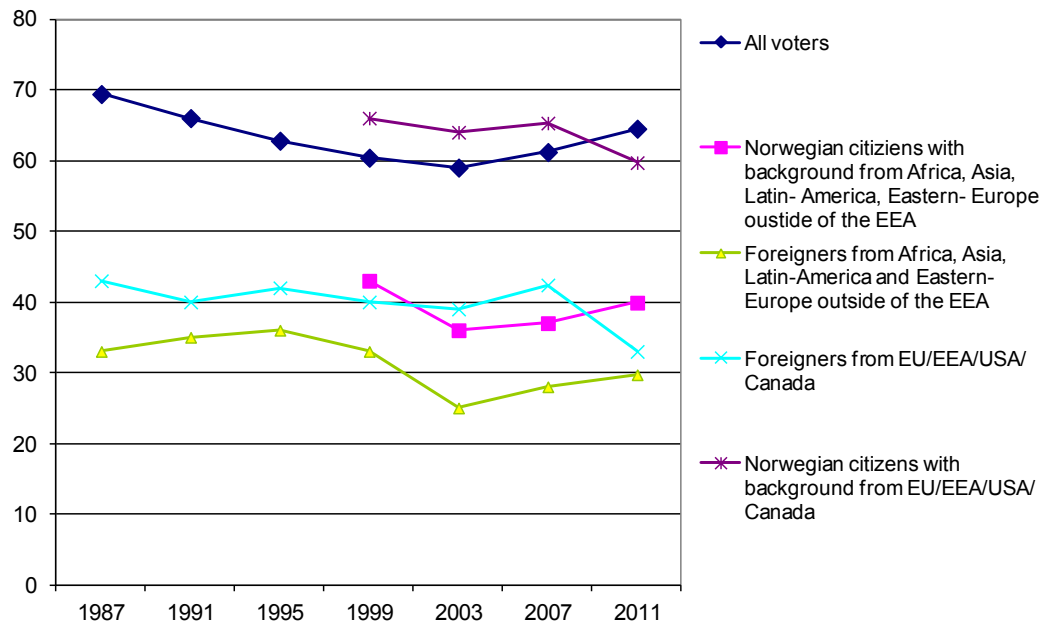
The number of potential voters with immigrant background has increased considerably over time, mostly because of the high levels of immigration recently, but also because of the age distribution among immigrants and Norwegian-born with immigrant parents, resulting in many young people reaching the voting age. 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 total 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 an immigrant background were then eligible to vote for the first time.

In the most recent local elections in 2011, 64.6 percent of the total population voted, an increase from the previous local elections. Compared with the local elections in 2003 and 2007, there was a moderate increase also in the participation among immigrants and Norwegian-born with immigrant parents in 2011 at 42.7 percent, cf. chart 13.1. Among foreign citizens, the participation rate declined by about five percentage points from the previous election. This may reflect very low rates of participation among some of recent labour immigrants. However, participation increased by six percentage points to 29 percent among immigrants and Norwegian-born with immigrant parents aged 18-25 years. The group aged 26-39 years also increased its turnout, by five 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. One reason for the low electoral turnout is that with each election new groups of immigrants attain the right to vote. There is a positive correlation between electoral participation and length of residence. Another explanatory factor for electoral turnout is country of origin.

As chart 13.1 shows, the turnout among different immigrant groups changes over time. For immigrants from Africa, Asia, Latin-America and from countries in Central and Eastern-Europe outside the EU, there has been an increase in turnout from 2003. For immigrants from EU-countries and North America, the turnout has declined since 2003.

Chart 13.1 Participation in local elections – all voters and voters with immigrant background. 1987-2011



Source: Statistics Norway³³

Altogether 268 immigrants were elected to the municipal councils in 2011. This was 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 after the 2007-election. If one assumes that the country is one constituency and voters with immigrant background from countries in Asia, Africa etc. make up this constituency, it may be argued that immigrants are underrepresented in local politics. If one takes into account in which parts of the country voters with immigrant background live, their representation is much better. More than half of the voters with backgrounds from Africa, Asia etc. live in a municipality where they can be said to be overrepresented in their local council.³⁴

In the most recent national election in September 2013, 215 000 immigrants and Norwegian-born to immigrant parents with Norwegian citizenship had the right to vote. Compared to the national election in 2009, the number of people who had this right, had increased by 31 percent. The total share of voters with an immigrant background in this election was 5.9 percent. The largest group of voters with such background originate from countries in Asia (48 percent), followed by voters from Europe (31 percent) and Africa (16 percent).

There were 36 200 eligible voters with an immigrant background who were first time voters. Of these, twice as many had a background from Asian countries as those from countries in Africa.³⁵

³³ <http://www.ssb.no/en/valg/artikler-og-publikasjoner/innvandrere-og-kommunestyrevalg-i-2011>

³⁴ <http://www.ssb.no/en/valg/artikler-og-publikasjoner/innvandrere-og-kommunestyrevalg-i-2011>

³⁵ <http://www.ssb.no/en/valg/statistikker/stemmerettst>

IMDi was involved in measures to encourage higher voter turnout among naturalized Norwegians at the national election in 2013. The total electoral turnout was 78.2 per cent an increase of 1.8 percentage points from the last national election.³⁶ In 2014, an analysis of the participation of voters with an immigrant background will be undertaken.

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 policy-implementation 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 locally of immigrants and Norwegian-born with immigrant parents and to facilitate access to social networks. There are also grants to national resource centres focussing on integration issues. Furthermore, grants are available for NGOs that provide information and guidance to new immigrants, especially to labour migrants and other immigrants that are not covered by the Introduction Act.

13.3 The Contact Committee for Immigrants and the Authorities

To maintain a well functioning democracy, where all inhabitants have a right to express their views on issues concerning them, to have a dialogue with immigrants and persons with immigrant parents is important to ensure that their views are heard and to prevent discrimination. One example of an arena for 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 an 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. The current members were appointed for the period 2010-2013, and a new contact committee will be appointed for the period 2014-2017.

³⁶ <http://www.ssb.no/en/valg/statistikker/stortingsvalg>

14 Discrimination

14.1 Background

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 should 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 important decisions are made. Legal and political measures should contribute to building a society with equality for all, where discrimination is absent.

Studies show that people with a minority background frequently are victims of discrimination. Discrimination occurs in various areas of the society, most often in relation to employment, public administration and the access to goods and services.³⁷ For instance, discrimination in hiring constitutes a substantial obstacle for access to employment for people with ethnic minority background: The probability for receiving a call-back for applicants with foreign sounding names is about 25 percent lower than for equally qualified applicants with a Norwegian name.³⁸

In addition to documenting attitudes towards Jews, the report *Anti-Semitism in Norway?*, carried out by the Center for Studies of Holocaust and Religious Minorities, documents attitudes towards other minority groups. For instance, the study shows that 27 percent of the respondents would strongly dislike having Roma people as neighbors.³⁹ Over the years, public agencies and private stakeholders have also gained increased knowledge of discrimination taking place in restaurants, nightlife etc.

14.2 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 to design measures that address the challenges the enterprise in question is facing.

³⁷ Webpage of the The Equality and Antidiscrimination Ombud www.ldo.no

³⁸ Midtbøen and Rogstad (2012): *Diskrimineringens omfang og årsaker. Eniske minoritetes tilgang til norsk arbeidsliv. ISF 2012:1*

³⁹ <http://www.hlsenteret.no/publikasjoner/antisemitism-in-norway-web.pdf>

In June 2013, the Norwegian Storting adopted a new anti-discrimination act. Compared to the old act there are extensive changes of the structure and language. The new act will enter into force on January 1, 2014. The prohibitions and obligations from the 2006 act with the 2009 amendment are retained in the new act. In addition, the new act gives employees access to information regarding wages for specific colleagues when there is suspicion of wage discrimination.

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

The Equality and Anti-Discrimination Ombud (LDO) was established in 2006 and has been given both proactive and supervisory functions with respect to 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 LDO as well as an *Equality and Anti-Discrimination Tribunal* make decisions on individual complaints concerning discrimination. The LDO also has the task of monitoring the functioning of the Anti-Discrimination Act.

The role of the LDO is to investigate incidents where alleged breaches of the laws have taken place. Following investigations of complaints, the LDO may then make a recommendation. The LDO encourages employers to avoid ethnic discrimination and promote equality in their enterprises. The LDO has a consultancy and advisory service that is free of charge to individual private and public employers. An important function is to disseminate good examples and methods and furthermore, to improve understanding of these issues.

In 2012, the LDO processed altogether 53 complaints based on ethnicity, language and religion. Many of these cases concerned employment, and the provision of goods and services. Cases that dealt with ethnicity, language and religion made up 21 per cent of the total number of cases that the LDO dealt with in 2012.

In 2009, a commission considered whether to ratify the Human Rights Convention Protocol no.12 on discrimination. The commission was divided in its recommendation and the Government is still considering the issue.

A human rights commission appointed by the Norwegian Storting has considered a limited revision of the Constitution with the aim to strengthen human rights. The commission submitted its report in January 2012 and the legislators are considering the proposals. An anti-discrimination clause is one of the human rights elements the commission has proposed to include in the Constitution.

14.3 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 covers 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 policies in addition to legislation. Non-commercial NGOs in Norway have been invited to participate in PROGRESS by applying for projects and project funding.

The Equality and Antidiscrimination Ombud has received funds from the program since 2009. In 2012 the LDO developed the project *Promoting Equality in Public Health Services*. The project's goal was to achieve greater awareness among public agencies about their legal obligation to actively promote equality as public health service providers. The project included cooperation with The Health and Social Ombud in Oslo, and this resulted in an internal report on complaints made about primary care physicians. The LDO also held a workshop for health nurses, professionals and students, as well as regional seminars in cooperation with local municipalities about equality in the health services. In addition the LDO has produced the training manual *A practical approach to equality in public services*.

In 2013, The Equality and Antidiscrimination Ombud has focused on the education sector in order to create a better understanding of what equality and anti-discrimination entail within this sector. A sub-project is designed to develop new knowledge about the resident Roma population in Norway and is aiming at increased awareness among relevant public agencies on rights that the Roma population has as a national minority in connection with travelling and education.

14.4. Action Plan to Promote Equality and Prevent Ethnic Discrimination

*The Action Plan to Promote Equality and Prevent Ethnic Discrimination (2009-2012)*⁴⁰ was prolonged throughout 2013. The plan aims to combat and prevent both direct and indirect discrimination. In general, the measures outlined in the plan target areas where people from minority backgrounds are especially vulnerable to discrimination. This applies particularly to working life, but public administration is also a priority area. The plan also focuses on discrimination affecting children and youth in schools/ education, on the housing market and in clubs/bars/ restaurants. The plan includes 66 measures, and eight ministries are responsible for implementing them.

Towards the end of 2012, 64 out of 66 measures had been implemented or completed. Increased knowledge about the policy area has paved the way for additional measures that have been included in the plan.

The action plan has been evaluated by the Norwegian Institute for Urban and Regional Research.⁴¹ According to this evaluation the plan has resulted in an increased awareness of ethnic discrimination in different areas as a consequence of the number of actors involved in the plan. The tripartite cooperation with the employer and employee organizations has been one of the most successful elements in the plan. The evaluators also point out that the role of the NGO's involved in the action plan has been unclear.

⁴⁰ <http://www.regjeringen.no/upload/BLD/etnisk%20disk/HPL/4043-materie-engelsk-trykk.pdf>

⁴¹ <http://www.nibr.no/filer/2013-11.pdf> (Only in Norwegian)

15 Citizenship and naturalization

15.1 Legislation

The active use of citizenship is an instrument for strengthening the sense of belonging and ties to Norway among immigrants. The aim is that persons wanting to reside permanently in Norway choose to apply for Norwegian citizenship. The acquisition of citizenship provides equal rights and duties with those who already are citizens, and is a prerequisite for full participation in society.

The current *Nationality Act* entered into force in 2006. The act contains a list of provisions for the acquisition of Norwegian citizenship by application. According to the act, an applicant has the right to acquire Norwegian citizenship if all the provisions listed in the act are fulfilled.

Some important elements in the act are:

- The applicant has to provide documentary evidence or otherwise clearly establish his or her identity.
- The applicant has to give up his or her current citizenship to be able to acquire the Norwegian citizenship. If a person does not give up his or her former citizenship, the Norwegian citizenship will be withdrawn.
- To grant Norwegian citizenship the applicant has to have lived in Norway for a total of seven years during the last ten years.
- The applicant has to have completed the Norwegian language training and social studies course or document language skills in Norwegian or Sami.
- The applicant must have reached the age of 12 to grant Norwegian citizenship irrespective of the citizenship of the parents.
- When applying for Norwegian citizenship a child, who cannot renounce his or her other citizenship before a certain age, may nevertheless acquire Norwegian citizenship.

Most of the rejections of applications for Norwegian citizenship are due to the identity requirement. In 2012, the regulations to the Nationality Act regarding identity were amended to facilitate naturalization for persons who were not able to fulfill the requirement but who were born in Norway or arrived as children, i.e. they do not ‘inherit’ an undocumented identity from their parents.

A change in 2013 implies that in certain cases applicants do not have to submit an original valid passport to obtain Norwegian citizenship. The main rule is still that applicants have to submit an original passport or other documentation proving their identity, but with these changes certain exceptions can be made. It is no longer a requirement that a passport or other identity documents have to be valid at the time of decision. This makes the application process easier in cases where the applicant’s national passport under no circumstances would be considered credible. However, renewal of passports or other identity documents will be required if the authorities consider it necessary for establishing the applicant’s identity.

According to its Political Platform, the new Government intends to ensure that persons granted Norwegian citizenship have a minimum command of spoken Norwegian and have passed a civics test.⁴²

15.2 Naturalizations

In 2012, 12 400 persons were naturalized, 1 900 fewer than the year before. The largest group of foreigners who were granted Norwegian citizenship consisted of persons originally from Iraq. Former Somali citizens were the second largest group of new citizens was and former citizens of Afghanistan were the third, cf. table 15.1.

Table 15.1 Naturalizations. Major countries of origin. 2003-2012

Country of origin	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012
Total, of which:	7 867	8 154	12 655	11 955	14 877	10 312	11 442	11 903	14 637	12 384
Iraq	403	619	2141	2 142	2 577	1 072	1 267	1 338	947	1 642
Somalia	392	526	1 251	1 281	2 196	1 315	1 737	1 611	2 131	1 571
Afghanistan	21	23	75	194	674	877	857	1 054	1 281	1 013
Stateless	48	101	149	122	433	161	154	435	804	892
Russia	280	365	548	458	436	515	622	673	644	629
Pakistan	497	568	694	590	544	773	469	430	526	478
Philippines	265	249	322	246	421	233	445	322	421	341
Myanmar	5	0	7	0	5	4	33	103	260	325
Iran	228	508	834	535	740	495	785	554	539	297
Thailand	193	234	299	263	427	247	483	267	380	265

Source: Statistics Norway

In 2012, 38 percent of all naturalizations concerned children. Among former Somali and Iraqi citizens, more than 55 percent were younger than 18 years old. About 53 percent of the new Norwegian citizens were women. The proportion of women was especially high among persons from the Philippines and Thailand, cf. chapter 2.2.

Between 1977, when the statistics on naturalization were introduced, and 2012 263 200 persons were naturalized. For the whole period, the largest groups in absolute figures were former citizens of Pakistan (20 000), Somalia (16 500), Iraq (16 400) and Vietnam (14 700).

15.3 Naturalization ceremonies

Since September 2006, every person who has been granted Norwegian citizenship has been invited to take part in a ceremony that includes an oath of loyalty. Through these ceremonies, the aim is to ensure a solemn and dignified transition to Norwegian citizenship. The ceremony also marks the fact that the new citizens endorse the fundamental values on which the Norwegian 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 receive the book *Welcome as a new citizen*. In 2012, 27 percent of all eligible persons participated in such ceremonies.

⁴² http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

16 Public debate and opinion

16.1 Public debate

There is no regular statistics on the extent of public debates of issues concerning immigration and integration. Therefore, the following considerations are primarily based on subjective impressions of the contributors to this report.

A media analysis of the coverage of immigration and integration issues in printed and electronic media in 2010-2011, was published in 2012.⁴³ A similar, more comprehensive analysis, available in English, was also prepared in 2009.⁴⁴ The major findings of these two reports were described in the Norwegian IMO-report for 2011-2012.⁴⁵

A recurring theme in the public debate has been the sustainability of the Norwegian welfare state. A Green Paper from 2011 on the future of the Norwegian welfare system in the light of migration processes still receives attention and spurs political debate.⁴⁶ The issues include the long-term fiscal impacts of immigration to Norway when considering the rights of immigrants to various types of welfare benefits, export of benefits, and the combination of generous benefits, a high dependency rate and a low employment rate among some immigrant groups. The debate was rejuvenated by the publication of one of the background documents for the report. This had been prepared and updated by Statistics Norway, and concerned long term macroeconomic perspectives (up until year 2100) and the fiscal effects of various immigration scenarios.⁴⁷ The debate on these issues continued in 2013. Some participants emphasized the potential positive economic effects of immigration while others underlined the possible negative fiscal long-term impact, especially of immigration from countries in Africa and Asia because of lower rates of employment.

The recent report from an independent committee reviewing Norway's agreements with the European Union concluded, among other things, that increased labour migration to Norway after 2004 implies great gains as well as great challenges for the Norwegian labour market.⁴⁸ This is reflected in the media debates on labour migration as well. Some debates focus on the effects of labour migration on labour market and working conditions in Norway. There is for example some concern about the possible effects of labour migration on Norwegian labour standards. Consequently, in 2013 several measures were introduced to strengthen regulations and monitoring of working conditions. The aim is to prevent exploitation and irregular employment and to reduce unfair competition for national employers and workers, within the framework of an action plan.⁴⁹

⁴³ <http://www.imdi.no/Documents/Rapporter/MedieanalyseBLD122011.pdf> (Norwegian only)

⁴⁴ http://www.imdi.no/Documents/Artikler/Eng_Immigrants_in_Media_2009.pdf

⁴⁵ http://www.regjeringen.no/upload/AD/publikasjoner/rapporter/2013/IMO_report_2011_2012_final.pdf

⁴⁶ 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*, cf.

http://www.regjeringen.no/upload/BLD/IMA/nou_2011_7_perspective_andsummary.pdf

⁴⁷ http://www.ssb.no/emner/09/90/rapp_201215/rapp_201215.pdf (Abstract in English)

⁴⁸ NOU 2012:2 *Outside and inside. Norway's agreements with the European Union*.

http://www.regjeringen.no/pages/36798821/PDFS/NOU201220120002000EN_PDFS.pdf

⁴⁹ Meld. St. 2 (2012 -2013) *Revidert nasjonalbudsjett 2013* (Revised National Budget 2013; only in Norwegian).

As in 2012, there was also some public debate on the new inflow of job seekers from Southern Europe during 2013. The actual numbers are small, but many are said to have problems finding suitable work. This has generated discussions on how Norway deals with these job seekers, their standard of living, their access to housing, social benefits and to labour market programs, and about how many are likely to arrive searching for work. Recently there has also been a debate on the growing number of labour migrants from EU-countries in Central and Eastern Europe losing their jobs and to some degree relying on various types of social benefits for their subsistence.

Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to accept if the person will require public assistance, and the municipalities do not accept to settle as many as those who have been granted a resident permit following an asylum application, cf. chapter 6.5. In 2013, there has been some public debate on this lack of settlement places in the municipalities. Several thousand refugees are waiting in reception centres to be settled in a municipality, and the numbers are rising.

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

The debate on the plight of Roma migrants or visitors, mainly Romanian nationals, continued in 2013. They come to Norway to find a livelihood, and most of them end up begging in the streets. Some also do unskilled work and some commit crime. In particular, their living conditions and housing situation have been discussed. Many discussants feared a stronger influx in 2013 than the previous year. However, this did not happen. In addition, a government grant for emergency housing, sanitary services etc. for homeless people seemed to reduce some of the most visible problems relating to people sleeping along the streets and in parks. Furthermore, this service also attracted many homeless job seekers coming from countries in Southern Europe.

In 2013, as in previous years there was debate regarding young people with an immigrant background, some of them born in Norway, holding extreme Islamist views. Prevention of radicalization and violent extremism is a priority.⁵⁰ There was concern that some could be willing to use violence to achieve their goals. A small number are known to have travelled to countries like Syria, Yemen and Afghanistan to fight

⁵⁰ *Collective Security – a shared responsibility. Action plan to prevent radicalization and violent extremism* from 2011, cf. <http://www.regjeringen.no/en/dep/jd/documents-and-publications/Reports/Plans/2010/collective-security--a-shared-responsibi.html?id=626613>. The plan is aimed at preventing radicalization and violent extremism, regardless of political ideology, at an early stage. There is a particular focus on measures aimed at strengthening local communities, and ensuring close cooperation between the police and local authorities. The Government has announced that a new action plan will be presented in the winter of 2014. See <http://www.regjeringen.no/en/dep/jd/press-center/pressemeldinger/2013/ny-handlingsplan-mot-radikalisering.html?id=745025> (only in Norwegian).

alongside groups linked Al Qaida. There was considerable concern for how such persons could act if they return to Norway.

16.2 Public opinion⁵¹

The survey on attitudes towards immigrants and immigration, conducted by Statistics Norway in July and August 2013, shows that the proportion agreeing strongly or on the whole to the statement “Most immigrants make an important contribution to the Norwegian working life” decreased by eight percentage points from 2012. 72 percent of people now agree with the statement, while 14 percent disagree. Last year 80 percent agreed, which was the highest percentage measured to date. The change is statistically significant.

There is also a statistically significant reduction of five percentage points in the share agreeing strongly, or on the whole, to “Labour immigration from non-Nordic countries makes a mainly positive contribution to the Norwegian economy”. The support for this statement is now 66 percent, while the share disagreeing is 16 percent. The proportion answering ‘either/or’ has increased by four percentage points and the proportion disagreeing by two percentage points.

We also see a minor decrease of four percentage points in the proportion agreeing to “Immigrants in Norway should endeavour to become as similar to Norwegians as possible”. There is, nevertheless, still a larger share – 49 percent – supporting this statement, while 41 percent disagree.

The share of people claiming to have contact with immigrants has also increased, by seven percentage points from last year’s unusually low share of 71 percent. During the last five years, the share that has contact with immigrants has been stable at around three out of four, with last year’s result as an exception.

Half of respondents still disagree with the assertion that “most immigrants abuse the social welfare system”, while a third believe this is true. The corresponding shares for the assertion that immigrants are a “source of insecurity in society” are roughly the same. Seven out of ten agree that most immigrants “enrich the cultural life in Norway”; a few percentage points less than last year, but not statistically significant. The proportion agreeing to “Immigrants in Norway should have the same job opportunities as Norwegians” is unchanged from 2012 at 86 percent. 42 percent now think it should be more difficult for refugees to obtain a residence permit in Norway, while 47 percent think that access to permits should remain the same as today. Last year, opinion was split down the middle in relation to this question. As before, seven percent think that it should be easier to obtain a residence permit in Norway. None of these changes are statistically significant.

Finally, the report shows how attitudes vary according to different background factors. Women and men have similar attitudes to immigrants, but women are slightly more liberal in relation to some aspects. This is, however, not the case in work-related questions. The most elderly are generally more sceptical towards immigrants and immigration than other age groups. Which of the two youngest groups (16-24 and 25-44 years) is most friendly to immigrants varies. A breakdown by education, shows

⁵¹ This chapter is taken from the abstract in Blom 2013, cf. list of references in chapter 17.

that acceptance of immigrants is greatest among the highly educated. Acceptance generally increases as the education level increases, but not always. The same can be said about the effect of the urban/rural dimension, with the greatest degree of benevolence being found in the most urbanized areas. By geographic region, people living in Akershus and Oslo are generally the most liberal, but people from other regions can be equally liberal regarding some aspects. A breakdown by main economic activity shows that people receiving social welfare or pensions are the most negatively inclined to immigrants, whereas persons in employment and pupils/students are the most benevolent. Persons who have contact with immigrants are also more accommodating in their attitudes.

17 Information and publications

Updated statistics on immigration and immigrants from Statistics Norway in English:
<http://www.ssb.no/en/innvandring-og-innvandrere>

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

Some recent publications:

Bevelander, Pieter et.al. (2013):

Scandinavia's Population Groups Originating from Developing Countries: Change and Integration. Nordic Council of Ministers. TemaNord 2013:561
<http://dx.doi.org/10.6027/TN2013-561>

Bhuller, Manudeep and Brandsås, Eirik E. (2013):

Fattigdomsdynamikk blant innvandrere – En empirisk analyse for perioden 1993-2011. (Immigrant poverty dynamics – An empirical evaluation for the period 1993-2011. English abstract). Statistics Norway Reports 40/2013)
<http://www.ssb.no/en/inntekt-og-forbruk/artikler-og-publikasjoner/fattigdomsdynamikk-blant-innvandrere>

Blom, Svein (2012):

Innvandrerens bostedspreferanser – årsaker til innvandrerrettet bosetting? (Immigrants' residential preferences - the cause of immigrant dense living? English abstract). Statistics Norway Reports 44/2012
<http://www.ssb.no/en/bygg-bolig-og-eiendom/artikler-og-publikasjoner/innvandrerens-bostedspreferanser-aarsak-til-innvandrerrettet-bosetting>

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Holdinger til innvandrere og innvandring 2013 (Attitudes to immigrants and immigration 2013. English abstract). Statistics Norway Reports 64/2013
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Bø, Tor Petter (2013):

Innvandrere på arbeidsmarkedet – Data fra arbeidskraftundersøkelsen (Immigrants in the labour market – Data from the LFS. English abstract) Statistics Norway Reports 49/2013
<http://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/innvandrere-pa-arbeidsmarkedet>

Dzamarija, Minja Tea (2013):

Innvandringsgrunn 1990-2011, hva vet vi og hvordan kan statistikken utnyttes? (Statistics on reasons for immigration 1990-2011, what do we know and how can we best use this information? English abstract). Statistics Norway Reports 34/2013
<http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/innvandringsgrunn-1990-2011-hva-vet-vi-og-hvordan-kan-statistikken-utnyttes>

Friberg, Jon H. (2013):

The Polish worker in Norway. Emerging patterns of migration, employment and incorporation after EU's eastern enlargement. (PhD Dissertation)

Fafo-report 2013:06

<http://www.fafo.no/pub/rapp/20296/20296.pdf>

IMDi (2013):

A Transnational Approach – The work against forced marriage and female genital mutilation at four Norwegian foreign service missions. IMDi report

http://www.imdi.no/Documents/Rapporter/Paa_tvers_av_landegrenser_eng.pdf

Lidén, Hilde et.al. (2013):

Levekår i mottak for enslige mindreårige asylsøkere (Living conditions in reception centres for unaccompanied minor asylum seekers. Summary in English)

Institute for Social Research. Rapport 2013:003

<http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2013/2013-003>

Lillegård, Magnar og Seierstad, Ane (2013):

Introduksjonsordningen i kommunene. En sammenligning av kommunenes resultater. (The introduction scheme in the municipalities. A comparison of the municipalities' results. English abstract). Statistics Norway Reports 54/2013

<http://www.ssb.no/en/utdanning/artikler-og-publikasjoner/introduksjonsordningen-i-kommunene>

Olsen, Bjørn (2013):

Unge med innvandrerbakgrunn i arbeid og utdanning 2011. (Employment and education among young people with immigrant background. 2011. English abstract).

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<http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/utvandring-fra-norge-1971-2011>

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Bosettings- og flyttemønstre blant innvandrere (Settlement and migration patterns among immigrants and their children born in Norway. English abstract).

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<http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/bosettings-og-flyttemonster-blant-innvandrere-og-deres-norskfodte-barn>

Steinkellner, Alice (2013):

Innvandrere og norskfødte med innvandrerforeldre i grunnskolen. En analyse av karakterdata og resultater fra nasjonale prøver i 2012. (Immigrants and Norwegian-born to immigrant parents in lower secondary school. An analysis of data on marks and results from national tests in 2012. English abstract)

Statistics Norway Reports 65/2013

<http://www.ssb.no/en/utdanning/artikler-og-publikasjoner/innvandrere-og-norskfodte-med-innvandrerforeldre-i-grunnskolen>

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