

International Migration 2009-2010

SOPEMI-report for Norway



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Statistics were provided by **Statistics Norway (SSB)** and
the **Norwegian Directorate of Immigration (UDI)**

December 2010

Acknowledgement

We are grateful for the very valuable assistance of Statistics Norway and the Norwegian Directorate of Immigration, for contributions from colleagues in our three ministries and for contributions from the Ministry of Education and Research.

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1 Overview

High, but somewhat lower level of immigration

- In 2009 the total inflow of immigrants to Norway from all countries reached 65 200, almost as high as the record level in 2008. 58 per cent of the immigrants came from EU countries. The net immigration of all foreign nationals was 38 300, 5 400 fewer than the record level in 2008. This was mainly due to a significant drop in net migration from Poland, which still was the major country of origin with net migration at 6 900. For the first time since 1993, there was net immigration also of Norwegian nationals, although only 300 persons.
- Work remained the major reason for immigration to Norway in 2009, representing the main motivation for 38 per cent of the non-Nordic immigration. Family-related immigration represented 31 per cent. 14 per cent of the immigrants had been granted a residence permit based on a need for protection or on humanitarian grounds, while nine per cent were granted a permit for the purpose of education, training or cultural exchange. Due to a change in rules from October 2009 concerning nationals from non-Nordic EEA-countries, the reason for immigration was 'unknown' for 8 per cent in this group in 2009.
- Of the 420 400 non-Nordic immigrants who have entered Norway from 1990 until the end of 2009, 39 per cent were admitted as family members of residents, while 26 per cent came as labour migrants, 23 per cent arrived as refugees and asylum-seekers and another 11 per cent arrived for education etc. Three out of four immigrants who entered during this period were still living in Norway by the end of 2009.
- 460 000 immigrants and 93 000 persons born in Norway with two immigrant parents were residing in Norway at the beginning of 2010, representing altogether 11.4 per cent of the resident population. Of this group, 9.5 per cent were immigrants. The major immigrant group residing in Norway is from Poland, consisting of almost 50 000 immigrants.

Considerable, but reduced labour migration

- Due to the economic downturn, the demand for labour started to fall in the autumn of 2008. In 2009, the number of labour immigrants was lower than in the two previous years. In 2009, about 16 500 persons from outside the Nordic countries immigrated to Norway with labour as the main reason for immigration, about 20 per cent fewer than the previous year. Two thirds of these immigrants were from the new EEA-countries in Central and Eastern Europe, with about half of them from Poland. The lower number of arrivals should be seen in connection with the high number of labour migrants from EEA-countries who still were holding a valid work permit. The new system for registration of EEA-nationals led to an underestimation of the total inflow of labour migrants in 2009, and this may also mean that the actual share of labour migration was higher than 38 per cent.
- Due to the lower demand for labour, the number of work permits issued to skilled workers from third countries dropped from 3 400 in 2008 to 2 600 in 2009. The

drop was most pronounced in the sectors most prominently exposed to the economic downturn, such as retail, building and construction. In other sectors, such as the petroleum sector and in shipbuilding, as well as in health and social services, the number of these permits issued increased from 2008.

Reduced family-related immigration and stricter rules implemented

- Family-related immigration was 13 700 in 2009, 3 000 lower than in 2008. Some of the reduction is probably due to the new system for registration of for non-Nordic EEA-nationals. The most important countries of origin were Poland, Thailand, Germany, Somalia and Iraq. Almost 4 000 immigrants came to establish a new family. Almost half of them came to live with a person in Norway without any immigrant background.
- From January 2010, stricter requirements for obtaining family immigration permits were enforced through the new Immigration Act, involving in particular stricter subsistence requirements. At the same time, the right to family reunification has been strengthened for those applicants who under the previous act were granted subsidiary protection. Previously they had to be able to support their family economically for a family reunification permit to be issued. According to the new act, they are granted refugee status, and thus they are exempt from the income and subsistence requirements.

Many asylum claims, but reduction due to restrictive measures

- During 2009, the increase in the number of applicants for asylum continued for most of the year and ended at 17 200. This is the second highest number ever recorded and meant that Norway had the third highest number of applicants per capita in Europe, only after Liechtenstein and Malta. The major countries of origin were Afghanistan, Eritrea, Somalia, stateless (mostly Palestinians) and Iraq. 2 500 of all asylum seekers applied as unaccompanied minors, representing 20 per cent of all such asylum seekers in EEA-countries in 2009. 70 per cent of those applying as minors were from Afghanistan. During 2009, 31 per cent of the permits granted through the asylum procedure resulted in asylum or subsidiary protection. Another 10 per cent of the decisions resulted in a residence permit granted on humanitarian grounds. In addition, almost 1 400 refugees arrived for resettlement in Norway in 2009. This was the highest number of resettled refugees since 2003.
- In 2010, there was a relatively sharp reduction in the number of asylum seekers, ending at 10 000 applicants. This reduction may have been partly caused by changes in other countries in Europe, by international trends and by the cooperative efforts within Europe. Most probably, it is also a result of the implementation of various restrictive measures in Norway since 2008. These measures include a strong focus on return of those asylum seekers failing to achieve protection or residence on humanitarian grounds. In 2009, the number of forced returns increased by almost 45 per cent and reached 3 300. The number of voluntary assisted returns in cooperation with IOM almost doubled and passed 1 000. During 2010, forced and assisted voluntary returns increased altogether by 38 per cent and ended as high as 6 000 for the year.

Improved integration and social inclusion of immigrants and their children

- During the period 2007 – 2010, the Government has presented a plan of action for integration and social inclusion of immigrants and their children when presenting the proposals for next year's fiscal budgets. The main objectives have been to prevent lower social participation and poorer living conditions among immigrants compared to the population in general, to ensure that immigrants as quickly as possible participate in the labour market and society, and to ensure equal opportunities for immigrants and their children.

Some results:

- Over a ten-year period differences in living conditions between immigrants and the rest of the population have diminished in important areas. Most population groups, including immigrants, have had a steady increase in income, but immigrants are more prone to persistent poverty than the population at large. Using the OECD's poverty measurement method, nearly one per cent among non-immigrants is at-risk of long-term poverty, while 8 per cent of immigrants and 10 per cent of refugees are at-risk of long-term poverty.
- More children with immigrant background attend kindergarten and have improved their Norwegian language and social skills when starting school.
- The participation in education or employment of Norwegian-born youth with immigrant parents in the age group 16-19 is almost the same as the for the majority population. In 2009, 96 per cent of pupils with immigrant parents made a direct transition from lower to upper secondary education.
- The introduction program and Norwegian language instruction for newly arrived adults have been improved and more adult immigrants with five years of residence complete the final test in Norwegian language and social studies. In 2008, 63 per cent of the participants in the introduction program were employed. More than 60 per cent of the participants completing the introduction programme in 2006 and 2007 were one year later either employed or attending more education.

Reduced employment rate and increased unemployment

- The register based employment rate for immigrants (i.e. people born abroad by foreign-born parents registered as resident in Norway for at least six months) fell from 64.2 per cent in the 4th quarter of 2008 to 61.7 per cent in the fourth quarter of 2009. For the population as a whole, the employment rate fell from 71.6 per cent to 69.7 per cent over the same period.
- Despite a reduced employment rate among immigrants, there was an increased employment of immigrants of 10 100 persons over the past year. In the total population there was a drop in the number of persons employed by 28 000. The drop in employment rate of immigrants was partly a consequence of the growth in the number of immigrants between 15 and 74 years of 8.4 per cent, which was twice as high as the growth of the number of employed immigrants (4.2 per cent).
- The register based unemployment rate among immigrants increased from 6.7 per cent in May 2009 to 7.3 per cent in May 2010. In May 2008, the unemployment rate among immigrants was 4 per cent. The increase in the unemployment rate among immigrants should be seen in relation to the development over the past

years, when the unemployment rate for immigrants dropped significantly until 2008. The unemployment rate of immigrants from the EEA countries in Eastern Europe increased in particular over the period 2008-2010, mainly related to the fact that a large proportion of them have been employed in the building, construction and manufacturing activities, those hardest hit by the economic downturn. The level of unemployment among immigrants is now at the level in 2006, but remains significantly lower than in the years preceding 2006.

2 Migration – general characteristics

2.1 Legislation and policy

The Immigration Act of 15 May 2008 regulates the entry of foreign nationals into Norway and their right to residence and work. The act and the corresponding Immigration Regulation entered into force on 1 January 2010.

The new act has modernised the former legislation. In particular, it clarifies certain aspects of the immigration regulations and the international legal obligations. The former act gave the government the power to determine many of the main principles through regulations, but the new act includes many of the more detailed provisions currently found in the Immigration Regulation. Due to the strong political interest in immigration issues, the national assembly, Stortinget, should decide more of the detailed provisions.

According to both the former and the present regulations, four main categories of immigrants from third countries¹ are admitted following an individual assessment:

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

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

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

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

An important change with the new act is that the term ‘refugee’ covers a broader group than before. Now this group not only includes persons who meet the criteria of article 1A of the 1951 Refugee Convention, but also all other applicants covered by the non-refoulement provisions of any international convention to which Norway is a party. The most important of these, is the European Convention for the Protection of Human Rights and Fundamental Freedoms. In other words: Those who are eligible

¹ EU regulations regarding free movement of persons apply to nationals of countries party to the Agreement on the European Economic Area (EEA), with the exceptions for Bulgaria and Romania for which transition arrangements are still in force, and to Switzerland.

for Subsidiary Protection Status under the EU Qualification Directive will be granted refugee status under the Norwegian immigration act.

Because of this change, the right to family reunification has been strengthened for those who are included under the extended refugee concept. Under the previous act, they would be granted subsidiary protection. This implied that they would have to be able to support their family economically for a family reunification permit to be issued. This is no longer the case, since according to the new act all persons granted refugee status are exempted from the income/subsistence requirements.

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

The complete immigration process involves several government agencies. Usually, an application starts at a diplomatic mission abroad and the case is considered by UDI in Norway. In the processes involving applicants who already are present in Norway, the front agency in Norway for receiving the applications and registering information to UDI has been the police. This involves, for example, answering questions and guiding applicants, registration of identity and travel history for asylum seekers, conducting interviews and issuing permits that have been granted. To create a closer connection between an applicant or a residence permit holder and the decision making authorities, these front agency tasks will be transferred from the police to new immigration offices managed by UDI. The new offices will also be responsible for making decisions in a number of cases.

In 2007 UDI launched an IT-based modernization programme called “EFFEKT”, aiming to give the all immigration authorities efficient electronic work tools, as well as better user service for the public. The programme includes a number of projects, including a web portal for registering applications on line, electronic transfer of all in- and outgoing documents between all parties in the work chain and a switch from manual to automatic background data exchange of information needed for the application processes. The results from some of the projects have already been implemented. The rest are scheduled to be completed in 2012.

Norway implemented the Schengen agreement in 2001 and the rules of the Dublin II regulation in 2003. EU regulations regarding free movement of persons apply to nationals of countries party to the Agreement on the European Economic Area (EEA), with the exceptions for Bulgaria and Romania for which transition arrangements are still in force. Free movement also applies to nationals from Switzerland as part of EFTA.

In March 2010, the Ministry of Justice and the Police presented a white paper on Norwegian refugee and migration policy in a European perspective. Policy developments in the EU will influence Norway. Further development of EU legislation will entail changes in the areas to which Norway is linked through the Schengen and the Dublin cooperation. The white paper describes global and regional initiatives, measures aimed at improving the protection of refugees and dealing with large influxes of

asylum seekers, and so-called asylum shopping. It also examines cooperation on visa matters, border control and return, challenges relating to illegal immigrants and initiatives to achieve better control of migration. The white paper describes the development of the EU's collaboration on integration issues. With the exception of a brief discussion of certain matters relating to labour immigration, it does not deal with other forms of legal migration. There was broad political support in Stortinget for the policies outlined in the white paper.

2.2 Migration flows

With the exception of 1989, Norway has had net *immigration*² since the late 1960s, cf. table A10. The annual average flow almost doubled from 6 300 yearly for the period 1986-1990 to 11 800 for the period 1996-2000, and increased further to 13 600 for the period 2001-2005, cf. table A6. From 2006 to 2007, net immigration increased by more than 16 000 persons, by far the largest yearly increase ever recorded. From 2007 to 2008 there was another increase of almost 4 000, reaching 43 300. However, from 2008 to 2009 there was a decrease for the first time since 2003. Still, the net migration of 38 600 is the third highest ever recorded.

The level of registered total *emigration* has also increased over the years, but at a much slower pace than immigration. It would seem that emigration is mostly determined by the economic cycles in Norway, as seen in the high figures for 1989-1990, or by exceptional events as the return of many Kosovars during 2000-2001. The total number of emigrations in 2009 increased with almost 3 000 persons, the highest number since 2000-2001. This reflects the effects of the economic downturn in 2008-2009.

In 2009 the *immigration of foreign nationals* to Norway fell by 2 100 persons from 2008. Still it was the second highest level ever recorded, cf. table A7 and A10. 56 700 foreign nationals, 46 per cent of them women, were registered as immigrants by the Central Population Register. This means that they arrived with the intention to stay for more than 6 months, and had a legal basis for doing this.³

The reduction in 2009 was because immigration from Poland was reduced by 4 000 persons from 2008. 53 per cent of all immigrants were from OECD countries. Of all immigrants, 58 per cent came from EU member states, and 31 per cent from the new members in Central and Eastern Europe. The largest group came from Poland with 10 450 immigrants. After Poland, the highest inflows of foreigners were from Sweden (6 000), Germany (2 800), Lithuania (3 200) and the Philippines (1 700), cf. Table A7.

The *return-migration of Norwegians* from other countries has been quite stable over the years, hovering between eight and ten thousand for the last 20 years. In 2009 the number was 8 500, an increase of only 350 persons from 2008, cf. table A10.

² 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.

³ Asylum seekers are normally registered as immigrants only after having settled in a Norwegian municipality following a positive outcome of their asylum application. 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* to Norway in 2009 was 65 200 persons; 56 700 foreigners and 8 500 Norwegians, cf. table A4 and A10. For most nationalities, the gender ratio was relatively balanced, but from important countries like Poland and Lithuania 64 and 61 per cent respectively were men. Still, this is a reduction from 72 and 66 per cent in 2008. On the other hand, from countries like the Philippines and Thailand a large majority were women, (87 and 84 per cent respectively), cf. table A7f and A7m.

In 2009 we saw a *total emigration* of 26 550 persons, close to 18 400 foreign nationals and 8 200 Norwegians; cf. table A5 and A10. This is an increase of 3 200 foreigners, compared to 2008. Of the total outflow 11 250 were women and 15 300 were men, cf. A5f and A5m. The largest emigration from Norway in 2009 were to Sweden (5 100) and Denmark (2 900). 3 100 of the emigration to Sweden were Swedish nationals. 3 600 Polish nationals emigrated which was the largest group this year.

The *net immigration of foreign nationals* in 2009 was 38 300, 5 400 fewer than the record number in 2008. Still, it is the third highest number ever recorded, cf. table A10. The net immigration surplus of foreigners was particularly noticeable in relation to Poland (6 900), although this was close to half of the net immigration the previous year. Other nationalities with significant net immigration came from Sweden (2 900), Lithuania (2 600) and Germany (1 850), cf. Table A9. For the first time since 1993, there was a small net immigration of Norwegian nationals (300 persons) in 2009. Cf. tab. A10.

There are significant differences between various immigrant groups in whether they stay in Norway permanently, or whether their visit is temporary, cf. table A11. On average 64 per cent of those who immigrated between 1994 and 2004 were still residing in Norway after five years. Persons from countries in Asia had the highest proportion staying for five years or more (83 per cent on average) while persons from Oceania had the lowest proportion staying this long (33 per cent). 89 per cent of the immigrants from Somalia and Iran were still residing here after five years, which was the highest proportion among major immigrant groups.

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

Table 2.1 Migration flows 2000-2009

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Immigration:	36 500	34 300	40 100	35 900	36 500	40 200	45 800	61 800	66 900	65 200
- foreigners	27 800	25 400	30 800	26 800	27 900	31 400	37 400	53 500	58 800	56 700
- nationals	8 800	8 900	9 300	9 200	8 600	8 800	8 400	8 300	8 100	8 500
Emigration:	26 900	26 300	22 900	24 700	23 300	21 700	22 100	22 100	23 600	26 600
- foreigners	14 900	15 200	12 300	14 300	13 800	12 600	12 500	13 300	15 200	18 400
- nationals	11 900	11 100	10 700	10 300	9 400	9 100	9 600	8 800	8 400	8 200
Net migration:	9 700	8 000	17 200	11 300	13 200	18 400	23 700	39 700	43 300	38 600
- foreigners	12 900	10 200	18 500	12 400	14 000	18 700	24 900	40 200	43 600	38 300
- nationals	- 3 200	- 2 200	-1 300	-1 200	- 800	- 300	- 1 200	- 500	- 300	300

Source: Statistics Norway

Immigration figures for 2010 indicate an increase compared to 2009. A net immigration from abroad of 19 700 during the first six months is 3 200 higher than the first

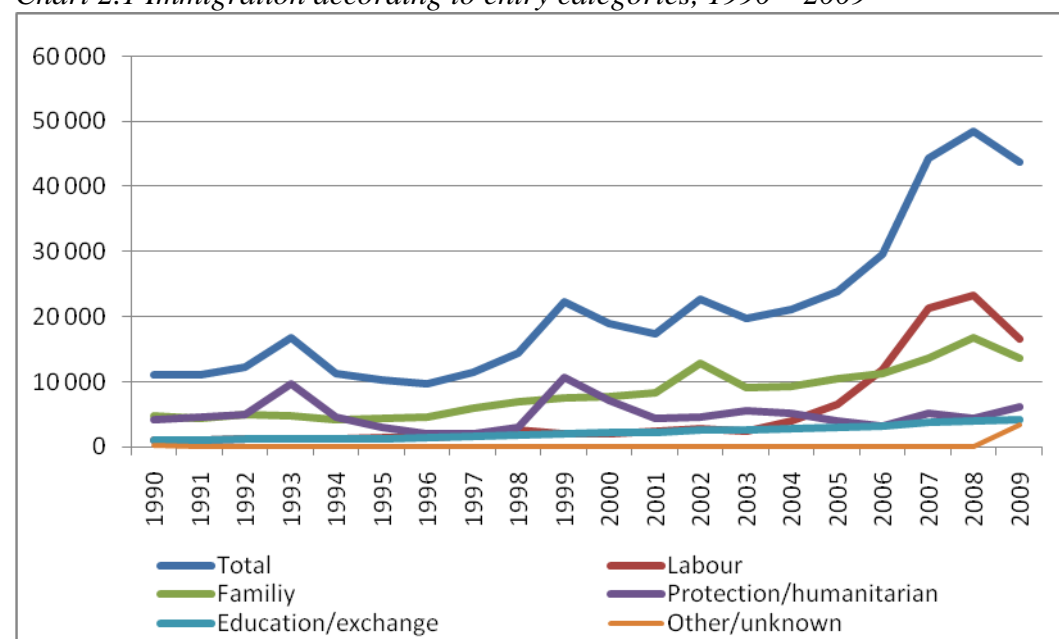
half of 2009. Immigration increased with 4 700 persons at the same time as 1 500 more persons emigrated. During this period, major countries of origin were Poland, Sweden, Lithuania, Latvia and Iceland. Lithuania recorded the strongest increase from 2009.⁴

2.3 Immigration according to entry categories

In the statistics on immigration according to entry category, published by Statistics Norway,⁵ four main categories are distinguished – family, labour, protection/ humanitarian and education/training/exchange. These categories are derived from the type of first time permit granted to non-Nordic nationals who are registered as immigrants in the Norwegian population register. Nordic immigrants are not included in this figure, as they do not need any type of work or residence permit. The immigration of Nordic nationals is mainly work related. As nationals from non-Nordic EEA countries from October 2009 no longer need a residence permit, the figures for 2009 will further underestimate the level of the labour, family and education/training immigration categories. Whether we will have more reliable, complete statistics for 2010, based on the voluntary registration of nationals from EEA-countries and other sources, remains to be established. Cf. chapter 4.4.

During the period from 1990 until the end of 2009 420 400 non-Nordic nationals immigrated to Norway, cf. Table A28. 165 000, or 39 per cent of all registered immigrants, have been admitted as family members of residents. 23 per cent have arrived as refugees and asylum-seekers. 26 per cent have come as labour migrants, while 11 per cent have arrived for education etc. Since 2006, labour migration has been the major category, surpassing family migration, cf. chart 2.1. The sharp rise in the category “other/not stated” is due to the changes for nationals from most EEA-countries explained in the previous paragraph.

Chart 2.1 Immigration according to entry categories, 1990 – 2009



Source: Statistics Norway

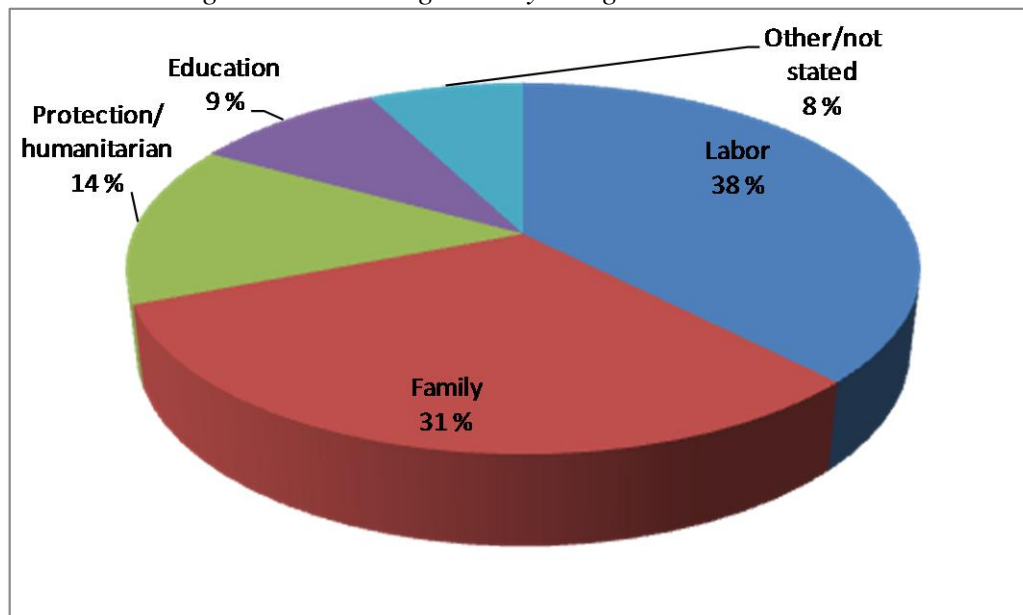
⁴ See http://www.ssb.no/english/subjects/02/02/folkendrkv_en/

⁵ Based on recorded linkage to UDI registers

During 2009 close to 43 800 new non-Nordic immigrants were registered, almost 5 000 fewer than in 2008 with record high immigration. Labour immigration was still the largest category, with 38 per cent of the total.⁶ Family-based immigration was 31 per cent in 2009, cf. chart 2.2 below. Two thirds of the labour immigrants were from EU member states in Eastern Europe, half of them from Poland.

Approximately 14 per cent of the immigrants were granted a permit based on a need for protection or on humanitarian grounds, following an asylum application or arriving as resettlement refugees. The share of immigration based on education, training and cultural exchange was 9 per cent in 2009. The category “other/not stated” consisted mainly of nationals from EEA countries, of which almost two thirds were from Poland, Lithuania and Germany. Among nationals from most EEA countries, the large majority were labour immigrants. Thus, the labour category is underestimated due to the increase of the other/not stated category. The same applies to the ‘family’ and, to some extent, ‘education’ categories.

Chart 2.2 Immigration according to entry categories - 2009



Source: Statistics Norway

57 per cent of the non-Nordic immigrants in 2009 came from Europe, 27 per cent from Asia, incl. stateless persons, 11 per cent from Africa and 5 per cent from North- and South America or from Oceania. The share for Europe is lower than in 2008, but this is mostly due to the large category registered as other/ not stated.

For the period 1990 – 2009 the largest groups came from Poland with 54 300 immigrants followed by Germany (24 500), Iraq (21 500), Somalia (19 600) and Serbia (incl. Montenegro and Kosovo) (18 800).

⁶ When calculating the shares for 2009, the 3 300 of the other/not stated category is included. If we exclude it, the shares for labor, family and education will be higher (41 per cent labor, 34 per cent family, 10 per cent education). Since the other/not stated category consists of nationals from EEA/EFTA countries, from which no one has been granted protection/humanitarian status, the relative size of the protection category increases significantly compared to the other categories.

Of 13 700 persons who arrived in Norway as family immigrants in 2009, 9 600 came through family reunification. The major groups were from Poland, Thailand, Germany, Somalia, and Iraq. Almost 4 000 immigrants came to establish a new family through marriage or partnership. The largest groups were from Thailand, Pakistan, Turkey, the Philippines and Iraq. 1 900 persons, or 48 per cent of the 4 000, came to live with a person in Norway without immigrant background. 580 persons in this group were from Thailand.

For the whole period 1990 – 2009, 97 900 persons (59 per cent) came for family reunification while 67 100 came to establish a new relationship, mostly through marriage. Of the latter 58 per cent involved a person in Norway without any immigrant background.

3 out of 4 of those who have immigrated since 1990 still live in Norway. Among refugees and persons granted residence on humanitarian grounds the figure is 83 per cent, while it is 41 per cent among students, au pairs and trainees. Since a large share of the recent arrivals in the latter category still is studying, the average figure for the whole period is somewhat misleading. If we look at those who immigrated for education purposes ten years ago or more, the percentage still remaining in Norway is around 20 per cent for every year of immigration. This is quite high, considering that students initially are granted a temporary permit only. This means that a significant number of students later qualify for permanent residence on another basis. For the last three years, every year close to 700 students have changed their immigration status, mainly for a work-related permit. Cf. tab. A28.

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

3 Family-based immigration

3.1 Legislation and policy

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

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

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

In general, the family member living in Norway (the reference person) must meet an income requirement (subsistence requirement). This requirement implies that the income should at least correspond to civil service pay grade 8 (NOK 225 400 as of 1 May 2010).

As of January 2010, the subsistence requirement has been tightened. Now, it includes three elements:

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

Under the former act, exceptions from the subsistence requirement were made when the reference person was a Norwegian citizen or had a permanent residence permit. This was changed under the new act, and the requirement is now 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.

One of the main reasons for tightening the subsistence requirement was to combat forced marriages. Stricter income requirements for the reference person will encourage young people to establish their own basis in life through education and employment. They will thereby become less dependent on their family both financially and practically. They will be in a better position to voice their own rights and preference in connection with marriage, and to resist possible pressure from their family. An-

other reason for the tightening was to ensure that the applicant will not be in need of financial support from the social services. Documented previous income through the tax assessment indicates that the reference person has necessary financial resources and that the employment is real. Furthermore, an objective of the new requirement is to reduce the number of asylum seekers without a need for protection.

A review of the effects of the reintroduction in 2003 of the subsistence requirement for former asylum seekers, who had been granted a residence permit on humanitarian grounds, was recently presented.⁷ The report indicates that reintroducing the requirement has been an incentive to increased labour market participation. It has also delayed the application for family reunification among those affected and so far reduced the number of applicants. Based on available data it is too early to say whether these effects are long term or of a more temporary nature.

In addition to the subsistence requirement, the Immigration Act stipulates that the reference person must meet the requirement, which came into force in January 2010, that four years' of education or work experience in Norway is a condition for family immigration in certain cases. 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*. Whether the four-year requirement also should apply in certain cases of family *reunification*, is under consideration.

3.2 Permits

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

The total number of new family-related permits granted dropped from 20 800 in 2008 to 18 100 in 2009. This was expected, partly because of lower work related immigration due to the economic downturn, and partly due to the change from a system of permits to a system of registration for nationals from non-Nordic EEA countries in October 2009. We will see the full effect of this change in 2010. Only 7 500 family permits have been issued after nine months, approximately half of the number by September last year. However, during the same period there were 9 000 new registrations of family members from EEA countries. This indicates that the total level of family immigration will be somewhat higher in 2010 than in 2009.

Major countries of origin in 2009 were Poland, Thailand, Somalia, Germany and Iraq, cf. table 3.1 below. 1 650 fewer permits were granted to Polish nationals, and this was the largest reduction when compared to 2008. For almost one third of the permits the reference person living in Norway was a Norwegian national, some of them a naturalised immigrant. Among those who applied to join a Norwegian national the largest groups were from Thailand, the Philippines, Russia, Pakistan and Brazil. 45 per cent

⁷ Bratsberg, Bernt and Raaum, Oddbjørn (2010): *Effekter av krav om forsørgelsesevne ved familiegjennomføring*, Rapport 4/2010, Ragnar Frisch Centre for Economic Research.
http://www.frisch.uio.no/pdf/rapp10_04.pdf

of the permits were granted to adult women, while 43 per cent concerned children reunited with parents, entering with (one of) the parents, or children born in Norway of resident foreigners. In 2009, the largest groups of children in this category were from Poland, Somalia and Germany.

Table 3.1 Permits for family-immigration - major countries. 2001 – 2009

Countries of origin	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total, of which:	12142	14607	10469	12750	13035	13981	17913	20766	18112
Poland	232	289	247	390	748	1 702	3 292	4 423	2 773
Thailand	650	918	780	1 099	1 014	943	1 073	1 214	1 248
Somalia	645	1 707	652	689	929	913	1 003	1 179	1 027
Germany	382	426	401	563	558	768	1 456	1 630	835
Iraq	1 696	1 737	940	909	933	626	436	654	762
Philippines	366	457	396	437	433	412	618	580	703
Lithuania	82	136	106	162	238	382	643	749	655
Russia	637	905	797	742	653	595	658	607	620
Stateless	57	135	94	109	88	131	205	534	539
Pakistan	566	545	518	496	461	392	431	438	500
USA	437	439	322	423	355	410	453	528	459
India	159	161	132	162	176	246	496	478	431
Afghanistan	382	510	387	318	507	471	362	445	391
Brazil	130	129	156	191	234	262	317	311	366
Other	6 018	6 576	4 838	6 216	6 047	6 539	7 999	7 004	6 803

Source: UDI

Among the 24 600 *marriages* contracted in Norway during 2009, almost 6 000 involved a Norwegian and a foreign national. Most existing marriages involve Norwegians and someone born in another European country or in North America. There are also a sizable and growing number of Norwegian men marrying women from Asian countries. During 2009, there were more such marriages than those involving a Norwegian man and a woman from Europe or North America. Cf. table A13 and A14.

The large majority of the 10 200 *divorces* that took place in 2008 involved two Norwegian citizens, cf. Table A15.1 and A15.2. In transnational marriages, most divorces happened in the following groups:

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

4. Labour migration

4.1 Macro-economic background

Norway is a diverse industrial society with a free market economy and generally low trade barriers. A significant share of the Norwegian economy consists of service industries, including wholesale and retail trade, banking, insurance, business services, engineering, transport and communications and public services. In 2008, the service sector as a whole accounted for approximately 48 per cent of GDP. Norway's petroleum industries, including exploration and extraction, accounted for 26 per cent of GDP and about 49 per cent of exports. Manufacturing accounted for close to 9 per cent of GDP.

Since 1970, annual economic growth has averaged 3.4 per cent. Norway experienced a strong economic expansion from 2003 to 2007, with an annual average growth in mainland GDP of five per cent. Growth in the mainland economy reached six per cent in 2007, but was reduced to 1.8 per cent in 2008. In 2009, the mainland economy was reduced by 1.4 per cent according to preliminary national accounts figures. The Norwegian economy has since the summer of 2009 been slowly recovering.

In order to mitigate the effects of the financial crisis on the Norwegian economy, strong policy measures were introduced. Through the autumn of 2008 and until the summer of 2009 Norges Bank (the Central Bank) reduced its key policy rate by 4.5 percentage points to 1.25 per cent - the lowest level ever. In addition, the Government and Norges Bank carried out extensive measures to improve conditions in the financial markets and facilitate lending to households, enterprises and local governments. During the first half of 2010, Norges Bank increased its key policy rate to 2 per cent. The main aim of economic policy in 2009 and 2010 has been to safeguard total employment and keep unemployment down. So far, Norway has weathered the financial crisis and the ensuing global economic downturn better than many other countries.

Unemployment has increased substantially less in Norway than in most other industrialized countries. In the first half of 2010, unemployment has remained rather stable at around 3.5 per cent of the labour force. This is moderately higher than the 2009 average of 3.2 per cent, but still quite low in both a historical and an international context. For 2011, unemployment is estimated at 3.6 per cent of the labour force, clearly below the average of 4.25 per cent for the past 20 years. Following several years of strong employment growth, the employment rate fell by 0.4 per cent in 2009 and is foreseen to fall by further 0.2 per cent in 2010.

Overall wage growth in 2010 is estimated at 3.5 per cent. High costs in Norway and substantial uncertainty about future development in demand and prices for internationally exposed sectors could indicate that the settlements will be moderate also next year. In the National Budget for 2011, a wage growth rate of 3.25 per cent is estimated for 2011.

The recovery of the Norwegian economy since the summer of 2009 has continued throughout 2010, although at a somewhat slower pace. Compared with developments in some other industrial countries, growth in the Norwegian economy has been moderate in recent quarters. However, this must be viewed in light of the fact that the

downturn in the wake of the financial crisis was less severe in Norway than among our trading partners. In the quarters ahead, growth is expected to continue to rise, supported by low interest rates, greater optimism among households, an upswing in petroleum investments and demand from export markets. Mainland Norway GDP growth is estimated at 1.7 per cent in 2010 and 3.1 per in 2011.

4.2 Legislation

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

General immigration regulations apply for job-related residence permits to third country nationals. Firstly, there must be a concrete offer of employment. Secondly, pay and working conditions must not be less favourable than those of relevant industrial agreements or those prevailing in the relevant local labour market. Thirdly, as a rule, the employment offered must be full time.

In the new Immigration Act and Immigration Regulations, the term ‘residence permit’ replaces the former ‘residence permit and work permit’. The term ‘work permit’ is no longer used, and as from 1 January 2010 the only permit issued are residence permits. The residence permit can entitle the holder to work in Norway, but in some cases it will be stated that the residence permit does not entitle the holder to work or that certain restrictions will apply in relation to work.

As a rule, third country nationals who intend to work or who want to run their own business in Norway must hold a residence permit, cf. chapter 2.1.

The new Immigration Act lists five main categories of labour immigrants:

- i. Highly qualified specialists and key personnel: defined as persons offered a salary above a certain level (in 2010: NOK 500.000). These are entitled to family reunion and offered opportunities for permanent residence.
- ii. Skilled workers: with education level corresponding at least to vocational training at the level of Norwegian upper secondary education, or corresponding practical education. These are entitled to family reunion and offered opportunities for permanent residence.
- iii. Recently graduated from Norwegian universities: nationals of third countries will be given work permit for 6 months whilst applying for relevant work under categories i) or ii).
- iv. Seasonal employees: permit up to 6 months, no entitlement for family reunion or permanent residence.
- v. Unskilled: e.g. temporary permit for work in the three northernmost regions of Norway for Russians from the Barents region.

The Immigration Act also includes provisions which are intended to facilitate the labour recruitment process. Employees of international companies may commence work before the permit has been issued. Jobseekers at skilled worker level, or higher,

can be given residence permit to Norway for up to 6 months while applying for jobs. Family members of students have the opportunity to engage in full-time work.

General immigration regulations continue to apply for granting job-related residence permits to third country nationals. Firstly, there must be a concrete offer of employment. Secondly, pay and working conditions must not be less favourable than those of relevant collective agreements or those prevailing in the relevant local labour market. Thirdly, as a rule, the employment offered must be full time.

A residence permit for specialists or skilled persons may lead to a permit for permanent residence in Norway (after three years of residence). It is a condition that their competence is deemed necessary for the type of job being offered. Within an annual quota, new permits for these categories of workers may be granted without any labour market needs test, on the condition that the vacancy has been previously announced in the EEA-area. The annual quota has since year 2000 been fixed at 5000.

With the implementation of the EU directive 2004/38/EC on the right of citizens of the Union and their family members to move and reside freely within the territory of their Member States, nationals from non-Nordic EEA countries no longer need a residence permit. However, they are required to register with the police when their stay in Norway exceeds three months. Such EEA nationals may after five years of legal residence in Norway apply for permanent residence status. Nationals from the Nordic countries are ex-empted from the general rules on residence permit and registration due to the common Nordic labour market. This includes an automatic transfer of information between the population registers in the Nordic countries for change of residence between these countries.

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

4.3 Policies

The number of labour migrants to Norway increased significantly following the enlargement of the EEA. In order to protect the wage levels and working-life standards for labour migrants in Norway, the Government introduced in 2006 and 2008 two action plans comprising a range of measure aimed at preventing social dumping.

Among the most important measures, which have been introduced to combat social dumping, is the strengthening of the authority of the labour inspection authorities to carry out inspections on work places to ensure that laws, regulations and general applicable collective agreements are adhered to, and to impose sanctions in the event of non-compliance. An obligation to register at the Labour Inspectorate has been introduced for all enterprises hiring out workers, and the rules governing the hiring of labour between production companies have been tightened. The principal contractors have an obligation to ensure that sub-contractors respect working conditions, and rules concerning joint and several liability for the principal contractor for pay and holiday allowances for workers of the sub-contractors were introduced in 2010.

A general application of collective agreements has been introduced in the building and construction sector, in the shipbuilding sector and in the agriculture sector. Identity cards for workers in the building and construction sector have been introduced, and is under consideration for the cleaning sector. In the state budget for 2011, 10 mill NOK was designated to the introduction of a tri-partite programme in the cleaning sector, which should further improve the working conditions in the sector.

The Government presented a white paper on labour migration to Stortinget in 2008, introducing a number of measures which will give a more user-friendly and transparent policy towards labour migration. These measures were presented in the SOPEMI-report for Norway 2007-2008.

The main changes in the regulations that were announced in the white paper were implemented through the new immigration act from 2010, cf. section 4.2. Improved information to labour migrants has been developed by the Norwegian Directorate of Immigration (UDI)⁸ and the Directorate of Integration and Diversity (IMDi)⁹.

The Service Centre for Foreign Workers in Norway in Oslo was in 2009 followed by service centres in Stavanger and Kirkenes. At the service centre, both employers and employees can obtain information, and initiate a fast-track handling of applications. The service centres are based on co-operation between the Labour Inspection Authority, the Police, the Tax Administration and the Directorate of Immigration.

4.4 Permits

The EEA enlargement had a substantial impact on labour migration to Norway. The accession of two more members to the EEA from 2007, Romania and Bulgaria, further contributed to this increase, although they represent a relatively small share of the total.

Due to the economic downturn, the demand for labour started to fall in the autumn of 2008. Although the inflow of labour migrants fell during 2008 and 2009, these figures should be seen in context of the high number of labour migrants from the EEA-area who still held a valid work permit.

In 2009, there was a reduction in the number of labour immigrants compared with the two last years, but work is still registered as the most important reason for immigration for persons from outside the Nordic countries. About 16 500 persons from outside the Nordic countries immigrated to Norway with work as the main reason for immigration. The number fell by about 20 per cent from 2008 to 2009. Two thirds came from the new EEA-countries in Eastern Europe, and about half of these came from Poland.

From May 2009, the free movement of labour from eight countries that became part of the EEA in 2004 is subject to the general EEA-rules with regard to right of mobility and residence. From October 2009, nationals from all non-Nordic EEA-countries, except Bulgaria and Romania, no longer need a residence permit to stay in Norway but are supposed to register with the police within three months. These changes to the

⁸ See www.udi.no

⁹ See www.nyinorge.no

legislative and the administrative system imply an end to the statistics on residence permits for workers from the EEA-countries. Whereas it can be assumed that most EEA-nationals will register their stay, it is not yet concluded to what degree these registrations will provide a reliable source for accurate numbers of new entrants of non-Nordic EEA-workers to Norway. In the 2009 figures from Statistics Norway, there are 3 200 persons with no registered reason for immigration. The figures on labour migration may thus be somewhat underestimated. Cf. chapter 2.3.

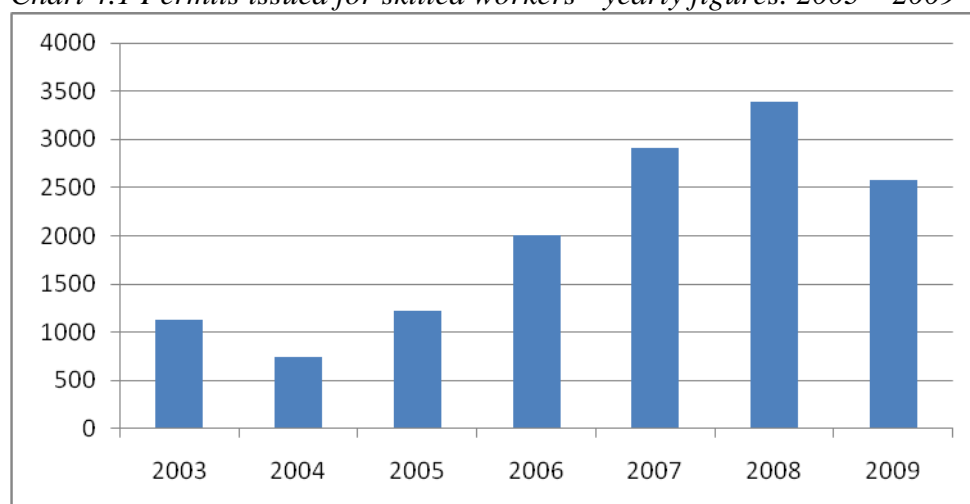
After the EEA-enlargement, work permits for seasonal work dropped significantly as the seasonal workers from the new EEA-countries now could work on the basis of an EEA-permit. Since 2006, the number of permits granted to skilled workers has outnumbered the number of permits issued for seasonal work to be undertaken by third country nationals. In 2009, 2 200 permits were issued for seasonal work, which is about the same as for 2008.

The number of permits issued to skilled third country nationals steadily increased in the period from 2004 to a peak of 3 400 permits in 2008. Due to the lower demand for labour in the context of the financial crisis, the number of issued permits to skilled workers dropped to 2 600 in 2009. The number of skilled labour migrants dropped in the sectors that were the most exposed to the economic downturn, such as in retail and building and construction. In other sectors, such as the petroleum sector and in shipbuilding, the number of permits issued to skilled workers increased from 2008.

Seen over the past five years, the number of 2 600 permits issued to skilled workers in 2009 was less than the two previous years (3 400 permits in 2008 and 2 900 in 2007) but more than the number of permits issued the years before that (2 000 in 2006 and 1 200 in 2005). Still, the numbers are much lower than the ceiling of 5 000 permits that may be granted without any test of labour market needs.

During the first eight months of 2010, the number of permits issued to skilled workers points to a recovery in the labour market. For the 10 major countries of origin of skilled workers, 1 447 new permits had been granted at the end of August 2010 compared to 1 257 the same period in 2009 and 1 674 in 2008. The main country of origin for the skilled workers was India with 330 permits issued in the eight first nine months of 2010. In the same period, there were between 170 and 210 permits issued for skilled workers from each of the countries of China, Russia, USA, and the Philippines.

Chart 4.1 Permits issued for skilled workers - yearly figures. 2003 – 2009



Source: UDI

4.5 Service providers and labour migrants on short term stay

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

There is a mixed quality of the statistical records for wage earners on short-term stay. In particular, accurate statistics cannot be derived from the public registers for service providers on short-term assignments with their foreign company in Norway. Service providers who qualify for a residence permit as skilled worker are in most cases given the latter type of permit. Hence, the number of service providers and labour migrants on short-term stay in Norway has to be estimated from a number of different sources. The statistics on persons employed on short-term stay in Norway is comprised of individual wage earners, posted workers and employees on short term stay. Those who have foreign residence but commutes to their employment in Norway are also included in the statistics, as well as some other minor groups.

The largest group of employees not registered as residents came from the Nordic countries (more than 30 000 persons), while persons from the EEA-countries in Central and Eastern Europe formed the second largest group with more than 25 000 persons. In total, more than 75 per cent of those on short-term employment in Norway were from these countries. Whereas the number of persons on short-term employment from the EEA-countries in Eastern and Central Europe dropped by 4 200 persons from 2008 to 2009, the number of employed immigrants from the same countries increased by more than 5 000 in the same period.

In the fourth quarter of 2009 about 74 700 non-residents were registered as employees (self-employed persons are not included). This is a drop of some 2 600 persons compared to the fourth quarter of 2008, but is more than 10 000 persons higher than the fourth quarter of 2007.

In the fourth quarter of 2009 the sector 'hiring out of employees' had 21 per cent of the employed on short-term stay. It was followed by the building and construction

sector (18 per cent) and manufacturing (13 per cent). Largely, those who were hired through temporary labour agencies were also working in the building and construction sector and in manufacturing. All these sectors had a drop in the number of employees on short-term stay of between 15 and 18 per cent from 2008 to 2009, because of the effects the economic downturn had on these sectors. In health and social services, there was an increase of 19 per cent of persons on short-term employment in Norway, mainly from the other Nordic countries.

5 Migration for education and training

5.1 Legislation and policy

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

The general rule is that international students must leave Norway after completing their studies if they do not fulfil the criteria for another type of work or residence permit. The possibility to apply for a work permit as a skilled person after completion of studies was introduced in 2001.

With the new Immigration Act, measures to facilitate the transition to work after completing an education in Norway were introduced. Graduates may now apply for a six months' permit in a transition period while applying for jobs that are relevant according to achieved level of qualification. In addition, family members of students are allowed to work full time, while the students themselves may only work part time.

According to the new Act, foreign nationals who are qualified skilled workers, but who need additional education or practical experience in order to obtain the necessary recognition of their education in Norway to be authorized, may be granted a permit for a total period of two years. A member of this group may also be granted a permit for a total period of one year to study the Norwegian language.

On specific conditions, au pairs and trainees may be granted a work permit for maximum two years. A report from 2009 evaluated the Norwegian au pair scheme. Changes in the present arrangement are being considered to prevent that au pairs are exploited as cheap domestic labour.

5.2 Permits

Table 5.1 below shows that the number of first time permits granted for educational and training purposes in 2009 was approximately 8 100. In addition there were 4 100 renewals. 6 000 new permits were granted for education, almost half of them to students from EEA countries. 1 700 permits concerned au pairs and 350 trainees.

The major source countries for international students in 2008 were Germany, China, USA, France and Russia. More than 1 300 of the au pair permits were granted to au pairs from the Philippines. Other major countries were the Ukraine, Thailand and Peru. Nationals from Ukraine, Belarus and Russia received most trainee permits.

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

Table 5.1 Permits for education and training - major categories. 2001-2009

Migration category	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total, of which:	4289	4704	5468	5 440	6 108	6 767	7 663	8 090	8 074
Student (EEA)	936	1186	1328	1 713	2 286	2 634	2 739	3 059	2 656
Student (non-EEA)	1413	1578	2097	1 828	1 922	2 157	2 455	2 719	3 036
Post doctor-ate	32	23	43	48	50	68	52	91	97
Folk high school	310	403	345	185	200	198	216	212	208
Au pair	666	743	948	1 019	1 208	1 243	1 760	1 628	1 710
Trainee	726	601	543	496	322	361	377	347	347
Other	189	161	164	131	120	106	64	34	20

Source: UDI

During 2008, 672 international students changed their status. More than 80 per cent became labour migrants with a permanent or temporary permit. This shows that the liberalisation in 2001 has had some effect. The rest were granted a permit based on new family ties. Both the absolute number of status changes and the percentage shift-
ing to labour migrant status, have increased in recent years, cf. Table 5.2 below.

Table 5.2 Status change for international students. 2003-2008

New status	2003	2004	2005	2006	2007	2008
Work	156	238	365	391	529	549
Family	78	98	108	142	116	114
Other	11	19	8	5	16	9
Total	245	355	481	538	661	672

Source: UDI

6 Asylum seekers and refugees

6.1 Legislation and policy

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

The goal of the Government is to conduct a consistent, just and legally based refugee and asylum policy consistent with international conventions.

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

Due to the sharp increase in the number of asylum seekers from 2007 to 2009, many with unfounded claims, over the last years the Government has announced several measures designed to restrict the number of such asylum applications.¹⁰ These measures, which were listed in the two previous Sopemi-reports for Norway, are at different stages of implementation. Some of them were included in the new political platform for the Government, valid for the period 2009-2013.¹¹

The Immigration Appeals Board (UNE) decided medio October to suspend the transfer of asylum seekers to Greece under the Dublin Regulation until further notice. This follows a request from the European Court of Human Rights (ECHR). The Ministry of Justice and the Police therefore instructed the Norwegian Directorate of Immigration (UDI), pending further notice, to process on the merits cases in which Greece is the responsible Dublin state.

All asylum seekers are offered temporary accommodation in reception centres. By the end of September 2010, there were 17 200 residents in such centres. Some of the centres get extra resources in order to provide more suitable living conditions for asylum seekers with particular needs, for example psychological problems. Unaccompanied minor asylum seekers, 15 to 18 years old, are accommodated either in special sections of a regular reception centre or in a separate reception centre for minors. The child welfare authorities are responsible for unaccompanied minors younger than 15 years.

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

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

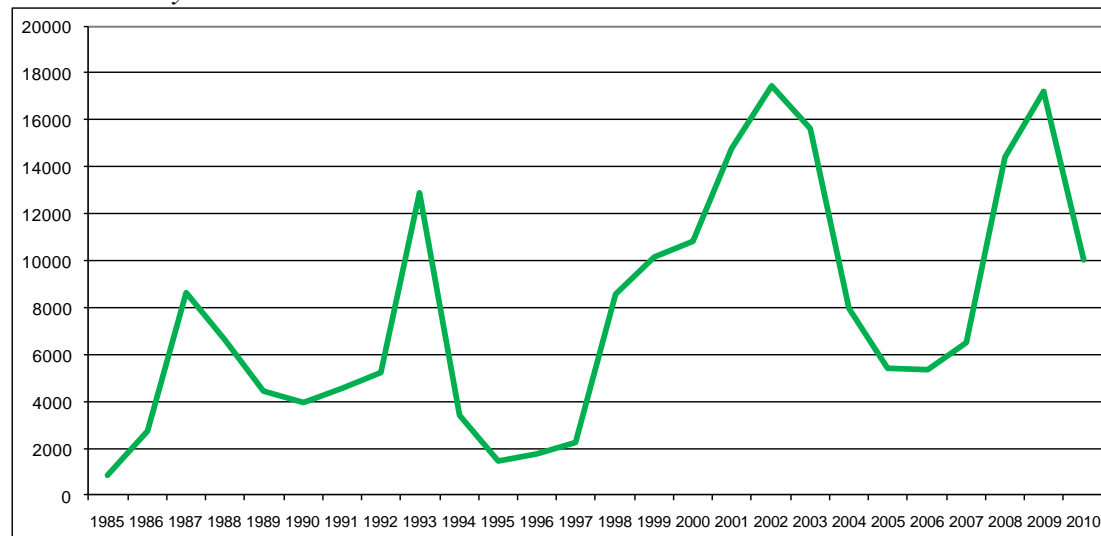
These children are accommodated separately in centres run under the supervision of the Ministry of Children, Equality and Social Inclusion.

The offer to asylum seekers to live in a reception centre is regulated by law. The offer may be extended to persons who have received a final decision on their application for asylum. Persons with a positive decision can stay until they are settled in one of the municipalities, and those with a final negative decision are at present offered to stay in ordinary reception centres until they leave Norway. However, the intention is to offer the persons in this group accommodation in separate return centres. In such centres, the focus will be on motivation for voluntary return.

6.2 Applications and permits

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

Chart 6.1 Asylum seekers - 1985-2010



Source: UDI

In 2009 the number of applicants increased further from the high level the previous year, ending at 17 200. This was the second highest number recorded. The largest groups came from Afghanistan, Eritrea, Somalia, Iraq or were stateless, mostly Palestinians, cf. table 6.1 below. There were applicants claiming to be from 115 countries.

Table 6.1 Asylum applications, major countries of origin. 2000 – 2009

Country of origin	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total,	10 842	14 872	17 480	15 613	7 950	5 402	5 320	6 528	14 431	17 226
Of which:										
Afghanistan	326	603	786	2 032	1 059	466	224	234	1 371	3 871
Eritrea	51	132	269	198	110	177	316	789	1 806	2 667
Somalia	910	1 080	1 534	1 601	957	667	632	187	1 293	1 901
Stateless	120	194	391	366	298	209	237	515	940	1 280
Iraq	766	1 056	1 624	938	413	671	1 002	1 227	3 138	1 214
Russia	471	1 318	1 718	1 893	938	545	548	863	1 085	867
Ethiopia	96	173	325	287	148	100	143	241	360	706
Nigeria	14	27	139	235	205	94	54	108	438	582
Iran	327	412	450	608	393	279	218	222	720	574
Kosovo*	4 188	928	2 460	2 180	860	468	369	585	363	291
Other	3 315	8 069	7 123	4 853	2 655	1 768	1 525	1 427	2 917	3 449

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

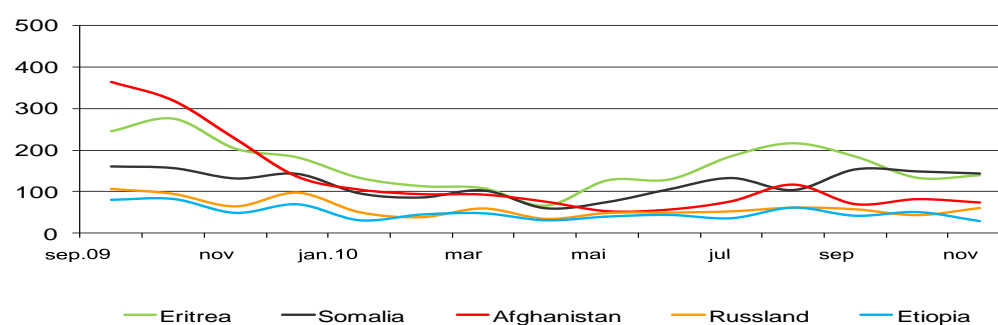
Source: UDI

A relatively sharp reduction in the number of asylum seekers started during the last months of 2009 and continued into 2010, reaching a low point in April. Partly this reduction could have been caused by changes in other countries of reception, transit or origin, shifting international trends and by new co-operative efforts within EU/Schengen. Most probably, it is also a result of the implementation of, as mentioned, several restrictive measures introduced since 2008. These measures include a strong focus on return of rejected asylum seekers.

The total number of applicants in 2010 ended at around 10 000, 42 per cent fewer than during the same period in 2009. Almost 1 700 of the applicants were from Eritrea, 36 per cent fewer than in 2009. 1 400 were from Somalia, 27 per cent fewer. The third largest group of 980 came from Afghanistan, reduced by as much as 75 per cent. Next on the list were applicants from Russia and Ethiopia.

Chart 6.2 illustrates the shifts in the number of asylum seekers from the top five countries of origin over the period from September 2009 until November 2010. The peak month for the total number of applicants was in August, as for the last couple of years.

Chart 6.2 Asylum seekers, top five countries, monthly 2009-2010



Source: UDI

In 2009, a record number of 2 500 asylum seekers – 14.5 per cent of the total – applied as unaccompanied minors. This was twice as many as in 2008 and meant that of this category 20 per cent of all applications in EEA/EFTA-countries were filed in Norway. During 2010, there were almost 900 such applications, 9 per cent of the total. The most important source countries in 2009 and 2010 were Afghanistan, Somalia, Eritrea, Ethiopia and Iraq. Around 40 per cent of the applicants have claimed to be from Afghanistan in 2010, a reduction from 70 per cent during 2009.

In 2009, 68 per cent of the decisions made by the immigration authorities were considered on the merits of the case, 25 per cent were transferred to another country for consideration in accordance with the Dublin procedure, and 7 per cent were not processed because the applicant disappeared before all necessary information for decision was available. During 2010, the share of Dublin decision had fallen to 15 per cent. Major countries of origin were Somalia, Afghanistan, Eritrea, Russia and Iraq.

Among the applications processed for a final decision in Norway, the absolute number of applicants granted refugee status increased considerably in 2009 cf. table 6.2. The proportion granted refugee status by UDI according to the refugee convention was 16 per cent, a slight increase from 14 per cent the previous year, cf. table 6.4. During 2010, the proportion granted convention refugee status by UDI had increased further to 22 per cent.

These changes are partly due to the composition of processed claims each year. The rate of rejection or approval is much higher for some nationalities than for others. There may also be significant changes in practice due to shifts in the situation in the country of origin, cf. chapter. 6.1.

Table 6.2 Asylum seekers granted refugee status. 2000 – 2009

Instance	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
UDI	97	292	332	588	457	567	461	1 013	1070	1 753
Appeal Board	4	4	10	21	75	62	60	38	32	44
Total	101	296	342	609	532	629	521	1 051	1 102	1 797

Source: UDI

The relatively low acceptance rate for asylum does not give the full picture of the number of asylum seekers granted residence permits in Norway. In 2009, almost 2 800 asylum seekers were granted a resident permit on humanitarian grounds by the UDI in the first instance, cf. table 6.3. The proportion granted a permit on humanitarian grounds, including protection other than convention status, was only slightly lower than in 2008 (25 vs. 27 per cent), cf. table 6.4.

Table 6.3 Asylum seekers granted humanitarian status. 2000 - 2009

Instance	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
UDI	2 856	4 036	2 958	2 961	3 023	1 913	1 221	1 922	1 975	2 755
Appeal Board	343	265	326	219	613	513	464	1 523	630	392
Total	3 199	4 301	3 284	3 180	3 636	2 426	1 685	3 445	2 605	3 147

Source: UDI

Furthermore, since 2003, there has been a distinction between two categories of humanitarian status, “subsidiary protection status” and humanitarian concerns (health problems etc.). As mentioned in chapter 2.1 those who are eligible for subsidiary protection status under the EU Qualification Directive, are granted refugee status under the new Immigration Act.

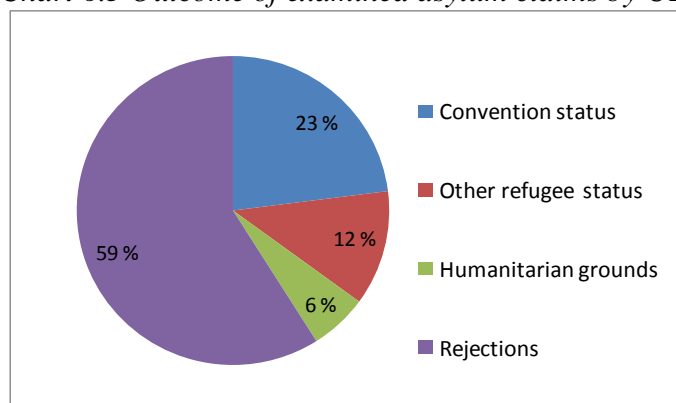
The general picture of the changing outcome of the examination of asylum claims by UDI since 2003 is reflected in table 6.4 and chart 6.3 below.

Table 6.4 Result of examined asylum claims by UDI – percentage. 2003-2009

Result – percentage	2003	2004	2005	2006	2007	2008	2009
Asylum	5	5	10	16	20	14	16
Subsidiary protection	18	15	16	20	17	16	15
Humanitarian concerns	6	20	19	21	21	11	10
Rejections	71	60	56	43	42	59	58

Source: UDI

In 2009, 58 per cent of the applications that were been examined on their merits were rejected in the first instance. During 2010, the proportion of rejections has increased slightly to 59 per cent, cf. chart 6.3 below. There is a clear reduction in the number of applicants who were granted a residence permit on humanitarian grounds. This may be a result of some of the implementation of some the new restrictive measures, cf. chapter 6.1.

Chart 6.3 Outcome of examined asylum claims by UDI. 2010

Source: UDI

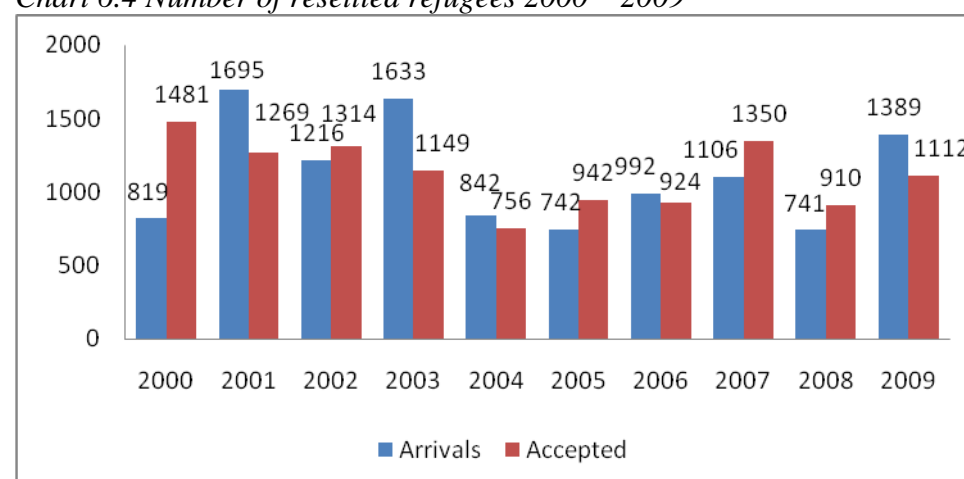
In 2008-2009 Norway experienced stronger growth in the number of asylum seekers than most other European states. In 2009, the number of applicants per capita was only surpassed by Liechtenstein and Malta, based on statistics from UNHCR and Eurostat. Subsequently, during 2010 the reduction in the number of asylum seekers in Norway was among the strongest in Europe. Nevertheless, even 10 000 applicants represents one of the highest levels of asylum seekers per capita in high-income countries.

6.3 Resettlement of refugees

In addition to asylum seekers, Norway admits a pre-determined number of refugees as part of an annual resettlement quota. A three-year perspective is applied for this quota, meaning that the actual number of refugees resettled in Norway in any year may differ from this quota within this period, as unused quota places may be carried over to following years and advance use may be made of following year's places. Stortinget has set the quota for 2010 to maximum 1 200 places, as in 2009. 2010 is the first year in a new flexible three-year period.

In 2009, 1 112 refugees were accepted for resettlement, and 1 389 arrived that year, cf. chart 6.4. Some of those arriving had been accepted during the previous year.

Chart 6.4 Number of resettled refugees 2000 – 2009



Source: UDI

In 2009 five groups were particularly favoured by the Norwegian resettlement program: Burmese refugees in Malaysia, Bhutanese refugees in Nepal, Aghan refugees in Iran, stateless Palestinians in the Middle East and Eritrean refugees in Sudan.

Table 6.5 Resettlement of refugees - major countries of origin. 2009

Countries of origin	Accepted	Arrived
Myanmar/Burma	154	326
Bhutan	154	300
Stateless (Palestinians)	222	225
Eritrea	190	121
Ethiopia	20	80
Iraq	58	65
Somalia	57	9

Source: UDI

There are specific explanations to the discrepancy between the number of acceptances and arrivals in a particular year. For example, the selection of some groups takes place during the autumn. On average, there is a waiting period of four months between the dates of selection and arrival, giving the refugee and UNHCR time to plan the departure and time for preparation in the receiving municipalities. Delays could also be a result of temporary security problems, as in the case of Thailand in 2008/2009, or administrative problems connected to the departure.

The 2010 resettlement quota has been pre-allocated to 150 Palestinians in Syria, 150 Afghan women-at-risk in Iran, 200 Eritreans in Sudan, 150 Iranians in Turkey and 200 Burmese refugees in Malaysia. The remaining places have not been pre-allocated to particular refugee groups. Within the quota, women and girls are given priority, and at least 60 per cent of total number of resettled refugees should be females. Norway has a fast track procedure for refugees in urgent need of resettlement (75 places in 2010).

6.4 Settlement in municipalities

Foreign nationals, who have been granted a residence permit as a refugee or with humanitarian status, enjoy full freedom of movement. In principle, they may choose to settle wherever they want. However, most will depend on public assistance to find suitable housing. Those who depend on assistance, have to settle in a municipality selected for them. The Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to accept. Through a state grant of a fixed sum per refugee over a five-year period, they are compensated financially for expenses that they may incur. In 2010, the sum for the whole five year period is NOK 574 300 for adults settled that year and NOK 554 300 for children under 18. There are additional grants for settlement of unaccompanied minors, elderly and handicapped persons.

Almost 6 100 foreign nationals with asylum or humanitarian status were provided housing and integration support by the municipalities in 2009. The number of persons to be settled is expected to be 6 100 in 2010 and 5 300 in 2011. Of the 5 300 expected to be in need of assisted settlement in 2011, about 750 are expected to be unaccompanied minors.

6.5 Voluntary repatriation

Voluntary repatriation will often be the best and most sustainable solution to a refugee problem, when conditions in the country of origin allow a safe return. A public program for voluntary repatriation of refugees has been in place since 1992. The program consists of two main elements: individual benefits and grants for facilitating projects. The individual pre-departure assistance is set at NOK 15 000 plus travel expenses.

Projects facilitating voluntary repatriation include the following component:

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

Only a very limited number of refugees have chosen to repatriate from Norway through this program. The numbers for the last three years are 27 in 2007, 48 in 2008 and 38 in 2009. The program is currently under review.

7 Irregular migration and return

7.1 Legislation and policy

A person who helps a foreign national to illegal entry or stay 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 foreign nationals in entering the country illegally. Furthermore, it is considered a criminal act to provide another person with a passport or travel document when the person concerned knows or ought to understand that a foreign national may use it to enter Norway or another state. The maximum penalty for this offence is two years imprisonment.

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

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

By September 2010, Norway has readmission agreements or similar agreements on return with 26 countries. Norwegian authorities have raised the issue of re-admission agreements with the governments of some additional 21 countries.

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

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

In 2009, 50 victims of trafficking were granted a reflection period. Ten were granted a one-year permit. In addition, seven asylum seekers were granted protection on the grounds of human trafficking, three of them after giving testimony or police statement. Accommodation in safe houses is provided for victims of trafficking.

The “Plan of action against human trafficking (2006-2009)” presented measures against all kinds of trafficking, including sexual exploitation, organized begging, forced labour and illegal donation of organs. A new action plan for the further development of these measures is being prepared.

In 2009, the purchase of sexual services was criminalized in Norway. Information campaigns were conducted to limit the demand for and purchase of such services. Outreach activities among foreign prostitutes, possibly victims of trafficking, have been strengthened in cooperation with NGOs. Norway has also supported a number of measures internationally.

7.2 Illegal entry and residence

Facts and estimates on the extent of irregular migration in Norway, both entry and residence, are limited. However, we know that 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 were published in 2008, cf. chapter 7 in the Sopemi report for Norway, 2007-2008.¹² One of the reports recommended a method that used available administrative registrations and provided both a point estimate and a range of uncertainty. For the beginning of 2006 this method estimated that there could have been 18 000 irregular migrants (0.4 per cent of the population) in Norway, and that the actual figure could range from 10 500 to 32 000, with approximately two thirds of the total consisting of former asylum-seekers. These estimates have been challenged as being too high, however, even at the lower end: without any indication of the basis for this assessment and whether it applies to a later date. In 2011, UDI plans to make a new estimate, probably for 2008, based on the same method.

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

Deciding the correct identity of an immigrant is often challenging. In order to improve the identity and documentation work for both the application process and when preparing for the return for persons without a legal residence, a national identification and documentation centre (NID) was established in the autumn of 2010. The centre will have four main tasks: 1) offer advice, 2) build competence, 3) coordinate development of identity questions and methods, and 4) evaluate procedures and processes.

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

Every year a significant number of asylum seekers, many of them having had their application rejected, leave the reception centre where they stay without providing a forwarding address. Some may have returned to their home country, some may have moved to a third country and some stay in Norway illegally to make a living through work, criminal activities or through support by friends or relatives.

During coordinated controls of various businesses, the police have apprehended a number of migrants working illegally, especially on construction sites and in shops and restaurants. Some of these illegal workers are former asylum seekers, while others have come to work, neither applying for asylum nor for a work permit. If there are no legal obstacles those apprehended are expelled.

In 2010, the police received an earmarked grant of NOK 150 million in order to implement measures for apprehending immigrants involved in criminal activities and irregular migrants. Implemented measures include co-operation projects in four major cities between the police and immigration authorities, local registration units for asylum seekers close to the borders, transportation facilities from the border to the central registration office for asylum seekers, increased numbers of police controls close to the borders, including a “border control vehicle”. In addition, four officers were posted in a border area police district for strengthening the work against trafficking of human beings.

In 2009, 717 persons were rejected at the border or after entry, somewhat more than the previous year. The sharp drop in rejections since 2003 is mainly due to the enlargement of the EU in 2004 that made such rejections less likely for nationals from the new member states. There were more than 2 600 expulsions, which is a significant increase compared to 2008, cf. table 7.1 below. Expulsions also include convicted criminals, but the majority of expulsions results from violations of the Immigration Act. After nine months in 2010, almost 2 600 persons have already faced expulsion, indicating another significant increase for the year as a whole.

Table 7.1 Rejections and expulsions. 2001 - 2009

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

Source: UDI

In 2009 the police transported 3 300 foreigners forcibly from Norway, 1 000 more than in 2008, an increase of 43 per cent. 63 per cent of them were asylum seekers handled according to the Dublin procedure or former asylum seekers whose applications had been rejected. In the remaining group, criminals and other categories of foreigners without legal residence are included. During 2010 the total number of involuntary returns was around 4 600.

Table 7.2 Return – main categories. 2007-2010

Year	Asylum rejected	Dublin-procedure	Rejection/expulsion (other)	AVR (IOM)	Total
2007	552	561	1 074	443	2 630
2008	437	805	1 084	570	2 896
2009	651	1 463	1 226	1 019	4 359
2010 (30.11)	1 157	1 885	1 288	1 358	5 688

Source: UDI, the Police

7.3 Assisted voluntary return (AVR)

Return measures are important elements in a comprehensive asylum and migration policy. The aim is to motivate foreign nationals without legal status in Norway, including finally declined asylum applicants, to return voluntary, and in dignity, to their country of origin.

Since 2002, the Government has commissioned the International Organization for Migration (IOM) to operate a program for voluntary assisted return (VARP). 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. In 2009, more than 1 000 persons returned with IOM, almost twice as many as in 2008. During 2010 the number was around 1 400, cf. table 7.2.

As of September 2009, foreign nationals from countries recognized by OECD/DAC as developing countries and without a permit for legal residence may benefit from reintegration allowances, if they opt to return voluntary. More comprehensive reintegration packages are available for Afghan and Iraqi nationals. These packages include temporary shelter, counselling, vocational training and assistance to set up their own business upon arriving in their countries of origin. IOM operate these programs.

From July 2010, Norway has introduced a system where the amount of reintegration support offered depends on the time of application. Persons, who apply prior to the departure deadline and those who apply before they have been notified of such deadline, will receive NOK 20 000. Persons, who apply for voluntary return within two months after the departure deadline, will receive NOK 15 000 and those waiting longer than this will receive NOK 10 000.

There has been a marked increase in the number of voluntary returns to Iraq in 2010 compared to 2009. Partly it may be due to the comprehensive reintegration package. In addition, the police have also conducted a number of forced returns to Iraq. This may have motivated Iraqis to return voluntarily to receive reintegration support.

8 Foreign nationals, immigrants and their children

8.1 Population growth and fertility rates

During 2009, the total population of Norway increased by 59 000 persons. This is a growth rate of 1.2 per cent, 0.1 points lower than in 2008. This rate is among the highest in Europe, due to a record birth surplus of 20 400 as well as net immigration of 38 600. By January 2010, the total population was 4.86 million. Cf. table A1 and A3.

The total fertility rate for the population in Norway was 1.98 in 2009, the highest level since the 1970s and an increase of 0.3 per cent from 2008. The rate differs between women with Norwegian background and immigrants. In 2009, it was 1.93 for the former and 2.26 for the latter. The increase in the fertility-rate for the former category was marginally higher than for the latter. Therefore, the difference between the two declined slightly compared to the previous year. The highest rate in 2009 was 3.27 among women from Africa, while the lowest rate was 2.03 for women from EEA-countries. Cf. table A20.

In 2009, the largest number of children born in Norway with two foreign-born parents were those who had parents from Somalia, Poland, Iraq, Pakistan and Vietnam on fifth place. Among those with only one parent born abroad Sweden, Denmark, UK, Thailand and USA were the main countries of origin for the foreign parent, cf. table A21. This reflects clear differences in inter-marriage patterns. However, there were also an increasing number of children with one parent born in Pakistan. This reflects that among young Norwegians with Pakistani-born parents the majority still find their spouse in Pakistan.

8.2 Foreign nationals

By January 2009, the total number of foreign nationals registered as residents of Norway was 334 000, an increase of almost 31 000 from the previous year, cf. table A1. This is 6.9 per cent of the total population, cf. table A16. Almost 190 000 or 57 per cent were nationals of OECD-countries.

European nationals still constitute the majority of foreign nationals: 216 000 or approximately 65 per cent of all foreigners, cf. table A16. This share was gradually reduced for a long period, but there has been an increase during the last few years. Around 21 000 or 68 per cent of the increase of foreigners in 2009, came from EU 27. This was mainly due to an increase of nationals from Poland (up 7 500), Sweden and Germany.

For several countries, there was a reduction in the number of resident nationals, mostly due to high rates of naturalization. Among these countries were Iran, Bosnia and Herzegovina and Sri Lanka.

The share of resident nationals from *Asian* countries has decreased gradually for several years. By January 2010, they accounted for 19.8 per cent of the total foreign population, down from 23 per cent as an average for the period 1996-2000. The largest group of foreign nationals from Asia were from Iraq, numbering 10 900 persons.

In 2009, there was a significant increase in the number of nationals from the Philippines, Afghanistan and Thailand.

During 2009, resident nationals from *African* countries increased by 2 400 persons and reached 29 300 or 8.8 per cent of all foreign nationals in Norway. The average during the period 1996-2000 was 6.3 per cent. Somali nationals constitute the largest group of foreign nationals from Africa, numbering 10 800 persons.

The total number of resident nationals from countries in *North, Central and South America* increased by 800 persons during 2009 and reached 18 000. Their share of all foreigners declined further to 5.4 per cent. Almost half of this group are U.S. citizens (8 500), and the second largest group is from Chile (2 000).

The patterns and changes described above only partly reflect shifts in migration flows (cf. chapter 2). More important are the significant differences in the inclination to apply for Norwegian citizenship (cf. chapter 9.2). Immigrants from countries in Western Europe and North America show little interest in changing citizenship, compared to most other groups of foreign nationals. For example, the number of nationals from Bosnia and Herzegovina is one third of what it was in 2001, cf. table 8.1. This change is mostly due to naturalizations, and not to return-migration. The number of Vietnamese nationals, 1 500, is strikingly low. There are 13 000 immigrants from Vietnam in Norway. Cf. Table A16 and A17.

Table 8.1 Foreign nationals - major countries. 1.1.2001 – 1.1.2010

Nationality	1.1.2001	1.1.2002	1.1.2003	1.1.2004	1.1.2005	1.1.2006	1.1.2007	1.1.2008	1.1.2009	1.1.2010
Total, of which	184 337	185 863	197 668	204 731	213 303	222 277	238 305	266 260	302 977	333 873
Poland	2 023	2 205	2 619	2 741	3 936	6 773	13 630	26 801	39 168	46 707
Sweden	25 170	25 140	25 241	25 432	25 773	26 640	27 867	29 886	32 804	35 786
Germany	7 055	7 538	8 233	8 839	9 587	10 623	12 214	15 313	18 892	20 826
Denmark	19 405	19 653	20 008	20 006	20 060	20 192	20 252	20 461	20 587	20 658
UK	11 074	10 966	11 188	11 018	11 202	11 204	11 562	12 024	12 644	13 274
Iraq	9 891	10 778	13 038	13 373	13 677	13 136	12 139	10 682	10 951	10 927
Somalia	6 152	6 588	8 377	9 861	10 541	10 623	10 845	10 589	10 893	10 804
Russia	3 288	3 882	4 829	6 565	7 383	8 185	8 750	9 710	10 362	10 631
Thailand	2 725	2 992	3 636	4 248	4 975	5 698	6 355	6 938	7 884	8 583
USA	8 037	7 915	7 976	7 703	7 614	7 597	7 732	7 916	8 268	8 516
Afghanistan	953	1 816	2 950	4 346	5 085	5 933	6 470	6 502	6 572	7 247
Netherlands	3 587	3 718	3 837	3 950	4 165	4 604	5 104	5 811	6 404	6 800
Philippines	1 962	2 109	2 356	2 610	2 884	3 255	3 921	4 844	6 070	6 768
Pakistan	6 731	6 867	6 676	6 572	6 378	6 095	5 863	5 755	5 490	5 524
Bosnia and Herzegovina	11 611	8 826	7 850	5 952	5 203	4 584	4 192	4 304	4 137	4 020

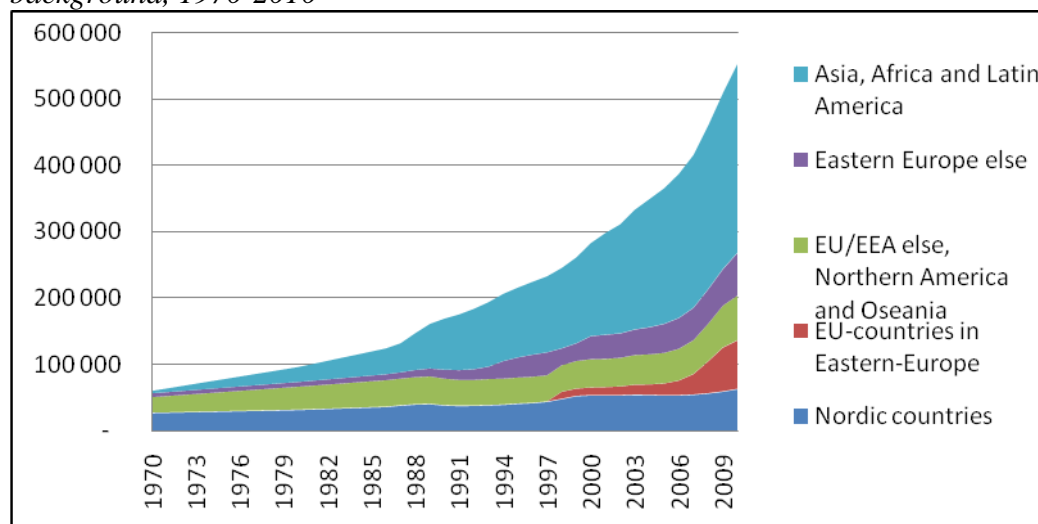
Source: Statistics Norway

8.3 Immigrants and Norwegian-born with immigrant parents

In 2009, 62 per cent of the population growth (59 000) was due to the growth in the number of immigrants (36 800), cf. table A3. In addition, the children with two immigrant parents represented 7 300 of the birth surplus. Only 11.2 per cent of the population increase was due to growth in the number of persons without an immi-

grant background. The total number of registered resident immigrants reached almost 460 000 by January 2010. This was 9.5 per cent of the population, an increase from 8.8 per cent the previous year. The share from other OECD-countries was 41 per cent. The number of children with immigrant parents was 93 000. Their share of the total population was 1.9 per cent, an increase from 1.8 one year earlier. The share of the children with parents from other OECD-countries was only 18.5 per cent. Cf. table A3 and A17-1 and A17-2.

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



Source: Statistics Norway

The composition of immigrants and their children in Norway has changed considerably over the years. In 1970, the share of immigrants and their children originating from Asia, Africa and South America among all immigrants was 6 per cent. In 1980, they represented 23.5 per cent, increasing further to 45.6 per cent in 1990, 49.7 per cent in 2000 and 51 per cent at the beginning of 2010. There has been a small decrease in this share for the last couple of years, due to a sharp increase in immigration from some of the new EU-member states. If we only look at resident immigrants, excluding their children, 46 per cent of those present at the start of 2010 had arrived from Asia, Africa, Central and South America. Cf. table 8.2 below and table A17, A17-1.

Table 8.2 Immigrants - region of birth. 1.1.2001-1.1.2010

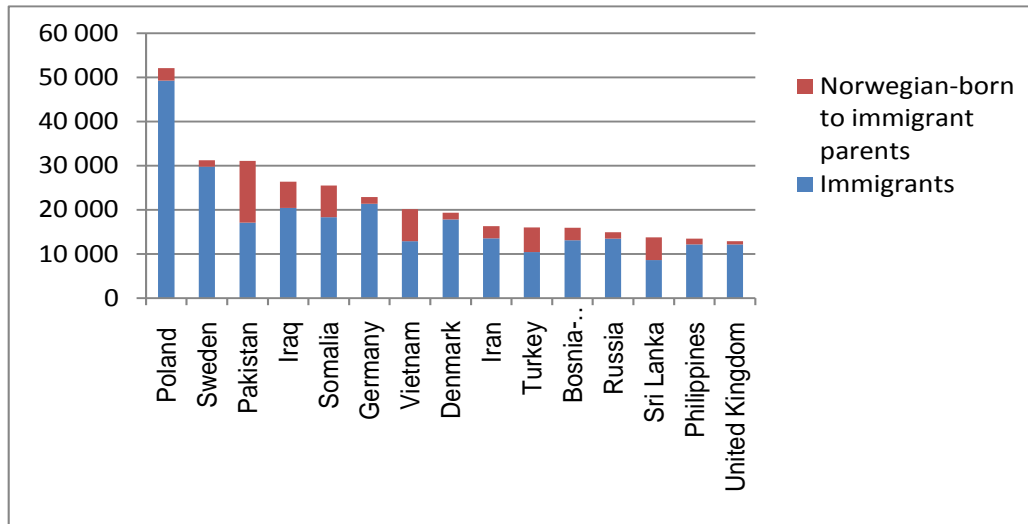
Region	1.1.2001	1.1.2002	1.1.2003	1.1.2004	1.1.2005	1.1.2006	1.1.2007	1.1.2008	1.1.2009	1.1.2010
Total, of which:	249 904	259 221	277 262	289 104	301 045	318 514	341 830	380 644	422 595	459 346
Nordic countries	50 526	50 470	51 135	50 701	49 937	50 287	51 066	52 972	55 626	59 087
Rest of Europe	73 857	75 375	79 528	82 552	87 817	95 479	108 489	132 545	157 409	175 377
North America, * Oceania	9 715	9 682	10 076	9 116	8 862	8 907	11 732	12 382	13 141	10 639
Asia (incl. Turkey) Africa, Central- and South America	114 939	122 795	136 523	146 735	154 429	163 841	170 543	182 745	196 491	214 243

* Central America is included in North-America until 2010

Source: Statistics Norway

Pakistan was for many years on the top of the list when considering immigrants and their children as one category. However, since 2007 Poland has been on the top with as many as 52 100 in 2010. Sweden barely passed Pakistan (31 200 vs. 31 100) in this combined category. When Norwegian-born children are not included, there are more resident immigrants from Sweden, Germany, Iraq, Somalia and Denmark, in addition to Poland, than from Pakistan. As much as 45 per cent of those with Pakistani background were born in Norway, while 5.4 per cent of those with Polish background were born here, cf. chart 8.2 and table A16 and A17.

Chart 8.2 Major groups of immigrants and their children. 1.1.2010



Source: Statistics Norway

27 per cent of the residents of Oslo are immigrants or Norwegian-born with immigrant parents, representing one third of all residents in Norway of this category. 21 per cent are immigrants and 6 per cent Norwegian-born. The share varies between 12 and 46 per cent of the population in the 15 regular boroughs of the city.

8.4 Population with refugee background

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

By January 2010, there were 151 100 persons, or 3.1 per cent of the total population, the number with refugee background in Norway. This represented an increase of 8 700 over last year. 72.5 per cent of the refugee population were registered as principals while the rest had arrived in Norway as dependants. 61.5 per cent of the principals were initially registered as asylum seekers, 21 per cent as resettled refugees and 9.5 per cent as refugees originally granted collective protection (mainly from Bosnia and Herzegovina and Kosovo). For the remaining 8 per cent the background was not registered. Persons from Iraq, Somalia, Bosnia and Herzegovina, Iran and Vietnam continue to make up the largest groups in this subcategory of immigrants.

Persons from Iraq, Somalia, Afghanistan and Russia have the shortest period of stay in Norway. Among the major groups arriving after 1970, refugees from Vietnam have the longest time of residence. 57 per cent of them have been residents for more than 20 years.

9 Nationality and naturalization

9.1 Legislation

The current Nationality Act came into force in September 2006. The act contains an exhaustive list of conditions that need to be satisfied for an individual to be granted a Norwegian nationality (citizenship). According to the act, an applicant has the right to acquire Norwegian nationality if all conditions listed in the act are fulfilled.

Some important elements in the Nationality Act are:

- The applicant has to give up his or her current nationality to be able to acquire the Norwegian nationality. If a person does not give up his, or her, former nationality, the Norwegian nationality will be withdrawn.
- The applicant has to have lived in Norway for no less than seven years to be able to acquire Norwegian nationality, but it is acceptable that the periods of residence leading to these seven years have taken place within a period of no more than ten years.
- Documentation of language skills in Norwegian, or Sami, is a condition for obtaining Norwegian nationality.
- At birth, a child acquires automatically the nationality of both parents.
- At the age of 12 a child can apply for, and be granted Norwegian nationality irrespective of the consent of the parents.
- When applying for Norwegian nationality, children who cannot renounce their other nationality before a higher age can nevertheless acquire Norwegian nationality.

The Government has proposed to introduce a requirement that all applicants between 18 and 55 years of age must pass a Norwegian citizenship test. The purpose of the test is to stress the importance of an adequate command of the Norwegian language in order to improve immigrants' opportunities to participate in the labour market, further education and society in general. The intention is not to reduce the number of persons who qualify for citizenship.

9.2 Naturalizations

The total number of naturalizations since 1977 is almost 225 000, and more than 157 000 (70 per cent) of those naturalized originated from outside Europe. During the first half of the 1990s, the number of naturalizations reached an average of 7 300 per year, while it was considerable higher during the second half of the decade (10 200). Since 2000, the average has been 10 000 per year, cf. Table A22. In 2007, close to 15 000 persons were naturalized, a record level so far, cf. table 9.1.

11 442 persons became naturalized in 2009. The number of naturalizations fell significantly from 2008. Iraq and Somalia have been at the top for the last four years, but 2008 was the first time that Somalis were the largest group of new Norwegian citizens (1 300). Iraqis were the second largest group in 2009 with 1267 naturalisations in 2009 and Afghans the third largest group with 857 naturalizations.

Table 9.1 Naturalizations - major countries of origin. 2001-2009

Country of origin	2001	2002	2003	2004	2005	2006	2007	2008	2009
Total,	10 838	9 041	7 867	8 154	12 655	11 955	14 877	10 312	11 442
of which:									
Iraq	331	497	403	619	2141	2 142	2577	1072	1267
Somalia	676	546	392	526	1 251	1 281	2196	1315	1737
Iran	361	324	228	508	834	535	740	495	785
Pakistan	409	829	497	568	694	590	544	773	469
Russia	192	308	280	365	548	458	436	515	622
Bosnia and Herzegovina	2 999	1 229	1 965	827	707	519	355	219	167
Sweden	249	216	211	221	276	376	241	211	184
Turkey	356	412	398	393	385	355	445	209	145

Source: Statistics Norway

In 2009, 21 per cent of the naturalized Norwegians were originally from another European country, down from 23 per cent in 2007. About 50 per cent were from Asia (including Turkey), up from 47 per cent the previous year. 25 per cent were from African countries, up from 24 per cent. 31 per cent of the citizenships granted in 2009 concerned minors. Meanwhile, almost half of the citizenships granted to Somalis concerned children. 55 per cent of the adults who were granted Norwegian citizenship were women. There were particularly high proportions of women among those from Thailand, Vietnam, Philippines, Sri Lanka and Russia.

The percentage of the eligible foreign nationals, who prefer to change nationality, varies between different groups, cf. table A22. In 2009 very few of the nationals from countries in Western Europe and North America, who were eligible for Norwegian nationality, applied. This has been the pattern for many years.

9.3 Ceremonies for new citizens

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

Participation at the ceremony is voluntary. Participants over the age of 18 take an oath of loyalty, and the new citizens receive the book "Welcome as a new citizen". Approximately 20 per cent of those eligible participated in the ceremonies both in 2007 and in 2008. In 2009, 22 per cent of all eligible persons participated in the ceremonies.

10 Integration and social inclusion

10.1 Policy goals and guidelines

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

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

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

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

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

10.2 Plan of action for integration and social inclusion

The Government has every year in the period 2007 – 2010 in connection with the presentation of the proposals for next year's fiscal budgets, presented a plan of action for integration and social inclusion of immigrants and their children. The plan is based on available documentation and is a response to the challenges in the area of labour, welfare and social inclusion experienced by some immigrant groups. The plan included 41 measures within the areas of responsibility of seven different ministries. Most of these measures have been incorporated in the regular sector policies. In the fiscal budget for 2011, the Government proposes to strengthen measures for integration and social inclusion, particularly by quicker settlement of refugees in local communities, employment and free core time in kindergartens.

The plan emphasises the importance of participation in working life, knowledge of the Norwegian language and culture, equality of opportunities for immigrants and their children, participation in society, as well as gender equality. The plan thus covers four areas: Employment, Childhood, Education and Language, Gender Equality and Participation. Efforts in these areas are crucial if work on social inclusion is to succeed.

The plan of action for integration and social inclusion of immigrants and their children come together with other action plans - against poverty, against forced marriages, cf. chapter 10.3, to fight gender mutilation, cf. chapter 10.4 and the plan to promote equality and prevent ethnic discrimination cf. chapter 14.3. The overall common goal for all these plans is to achieve an inclusive society where everybody has equal opportunities to contribute to and participate in society.

To ascertain whether the authorities succeed in their efforts, there are 17 goals for social inclusion with accompanying indicators. Annual reports are submitted as part of the fiscal budget. Reporting on these goals for social and economic inclusion shows the results of the policies and the measures implemented. Different ministries have responsibility over different goals. The Government will continue to refine the indicators and develop new ones, even though the plan of action for integration and social inclusion is concluded.

10.3 Plan of action against forced marriages¹³

In June 2007, the Government presented its Plan of action against forced marriage for the period 2008 - 2011. The plan contains 40 measures involving eight ministries, emphasising in particular the role of schools, relevant Norwegian embassies, the need for safe accommodation and strengthened competence and collaboration within the public support services. The Ministry of Children, Equality and Social Inclusion coordinates the plan.

The principal aims are to prevent that young people become subject to forced marriage and to provide better assistance and protection to young people who have been victims of such abuse. Combating forced marriages necessitates a broad-based approach, as good results are particularly contingent on the success of the policies for equality and social inclusion. A national team has been established with the task to give advice and support in cases of forced marriage. The team consists of members from different parts of the public service. It has published guidelines for professionals dealing with cases of forced marriage.

30 minority advisers in upper secondary schools (students aged 16 – 19) that have a high percentage of students with minority background, started to work and give advice to the young students and school personnel in June 2008. In addition, integration advisers are stationed at six relevant Norwegian embassies. These advisers will be assisting and helping Norwegian citizens subjected to forced marriage and to contribute to increased knowledge about the phenomenon. Accommodations for victims have been established, and there are plans to expand their number. Furthermore, a helpline for questions and concerns regarding forced marriage is in place. In 2009, 22

¹³ See full text: <http://www.regjeringen.no/en/dep/bld/Documents/Reports-and-plans/Plans/2007/Action-Plan-against-Forced-Marriage.html?id=474779>

non-governmental organisations working to prevent forced marriages received state funding for 23 different projects.

A second evaluation of the plan came out in 2010, which documents that the objectives of the action plan against forced marriages have been reached so far.

10.4 Plan of action against female genital mutilation (FGM), 2008-2011

FGM is by law forbidden in Norway. The Government has put forward an action plan consisting of 41 measures that seek to prevent girls and women from being subject to FGM. Combating FGM necessitates a broad-based approach that involves seven ministries. The Ministry of Children, Equality and Social Inclusion coordinates the plan.

The main goal is to strengthen the public services by means of educational measures for professionals to prevent FGM and to give victims of FGM sufficient medical support. Guidelines are in place to ensure that agencies work effectively when dealing with cases of FGM. The Norwegian Centre for Violence and Traumatic Stress Studies is responsible for acting as a national competence centre, to give advice to professionals and conduct scientific studies concerning FGM. In addition, a helpline run by the Norwegian Red Cross for questions and concerns regarding FGM is in place. Non-governmental organisations working to prevent FGM receive state funding

10.5 The Introduction Program

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

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

Effects of the Introduction Program are monitored and, so far, the effects have been positive. During 2009, 10 000 persons participated in the introduction program for new immigrants compared to 8 700 in 2008. 5 200 participants were women.¹⁴

Statistics from Statistics Norway show that in November 2008 63 percent of the participants in the introduction program in 2007 were employed, or participated in edu-

¹⁴ Introduction programme for new immigrants, 2009
http://www.ssb.no/english/subjects/04/02/50/introinnv_en/

cation, compared to 65 per cent in November 2007 of the 2006 cohort of participants. One possible explanation for this difference is that more women than men participated in the program in 2007 than in 2006. As earlier, after leaving the introduction program, more men than women were employed or participated in education. Younger people were more likely to do so, compared to older people.

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

The Ministry is still working with the follow up of proposals from 2009 to make changes in the Introduction Act. There are several proposals, and one is to include new groups in the introduction program. Another proposal is to give the County Governor the authority to control that the municipalities are providing the services they are supposed to.

11 Language training and education

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

11.1 OECD Reviews of Migrant Education – the Case of Norway¹⁵

One of the policy reviews conducted by the OECD as part of the reviews of Migrant Education was the Norwegian case. The review contains both analysis and policy proposals.

Between 8 and 10 per cent of students in Norwegian schools, have an immigrant background representing many countries, cultures and languages. Immigrant students who were not born in Norway – especially those who are older and arrive at a later stage of their education – face tougher challenges than other students in achieving good education outcomes do. Norway has already developed measures to respond to some of the key challenges in educating migrants, but needs to build capacity successfully to implement these measures.

The OECD suggests that access to quality early childhood education and care should be prioritized for all students, but is especially important for immigrant students below age three. Schools need to be more responsive to linguistic and cultural diversity and improving the capacity of teachers and school leaders should be the top priority. Language support needs to be mainstreamed into the curriculum, teacher education and research and more support such as technical language acquisition and career guidance should be provided. Managing regional variations is another key challenge in migrant education. With Norway's highly decentralized system, managing variations among municipalities, counties and schools is a key challenge for the government.

Furthermore, the OECD stresses that monitoring and evaluation practices should be improved. OECD also suggests that to alleviate potential negative effects of concentration on schooling outcomes, education policy should monitor school capacity to accommodate newly arrived immigrant students and to inform other policies such as housing.

11.2 Official Norwegian Report (NOU) 2010:7 Multitude and Mastering¹⁶

The Committee for equal education for language minority children, youth and adults was set up by the Government in October 2008 with a mission to go through the education system to see how language minority children, youth and adults manage in the Norwegian system and what kind of education they are offered and to suggest measures if needed. On June 1 2010, the committee delivered *Official Norwegian Report (NOU) 2010: 7 Multitude and Mastering. Multilingual children, youth and adults in the education system*. Stakeholders were invited to submit comments to the report by November 2010.

¹⁵ See <http://www.oecd.org/dataoecd/51/1/43723539.pdf>

¹⁶ See <http://www.regjeringen.no/pages/10797590/PDFS/NOU201020100007000DDDPDFS.pdf>

The committee has five main perspectives that it introduces in the report:

Early effort: This is recognized as an important principle for all education to achieve a best possible learning outcome. On this basis, the committee suggests among others free core time (20 hours a week) for all children in kindergarten, which in Norway is called ‘barnehage’, and withdrawal of the cash benefit scheme. The committee also suggests national models for introductory classes /schools for newly arrived students.

Long term second language education: Research shows that it takes 5-7 years to learn a second language in such a manner that it can work as an education language. Consequently, there has to be a conscious, long term and systematic work on the language training. The committee suggests several measures to improve the language training.

Multilingualism as a value: The committee thinks it is necessary to change the attitudes in society, in order to see multilingualism as a value for individuals and for the chances for Norway to succeed in a global labour market. Based on this, the committee suggests several measures to strengthen multilingualism in ECEC and school.

Need for competence building within the education sector: The committee has discovered a need for competence development in all parts of the education sector; at all levels, from preschool, primary and secondary school teachers, to pedagogical leaders and school leaders, including also owners of kindergartens and schools and within the administration system. There are various types of competences at the various levels that are needed to handle a multicultural ECEC and school; however, the second language and multicultural competences are crucial.

Implementation challenges: The committee has discovered that several of the laws and regulations that have been enforced the last years, are being implemented to a varying degree and that there are great variations in the education that is offered to language minorities. The committee suggests several measures to improve implementation, including improving information to the sector, reaching out to the teachers and increasing cooperation between the municipalities.

11.3 Pre-school children

All children should be able to speak the Norwegian language before they start school. A program at health clinics to establish the language skills of all four-year olds was started in 2006 and ended in 2009. NOK ten million were allocated for the program each year in 12 municipalities with a high proportion of immigrants among their residents. 40 000 children have benefitted from the program, of whom 10 000 were language minority children. The program was evaluated in 2008. The results showed that 28 per cent of the language minority children needed follow up, compared to 12 per cent of the children with Norwegian speaking parents. In 2009 ten million additional NOK were allocated to the program. This year, only seven of the 12 municipalities took part in the project. The program is ended as a project, but is largely incorporated in the ordinary program for four-year olds at public health care centres.

The need for follow-up among the language minority pre-school children is primarily related to learning the Norwegian language, not to developing their language competence in general. Hence, measures such as open kindergartens and read- and- play-groups have been implemented.

The challenges identified are how to measure children's mother tongue skills and the use of interpreters; multicultural competence in meeting the children and the parents of language minority children¹⁷; as well as how to establish good routines for collaboration between child health clinics, kindergartens and other relevant partners. All three-year-old children will be offered a mapping of their language skills in kindergarten when the necessary assessment and guidance material have been developed. The government has appointed an expert group to assess the different tools that are in use to map children's language in kindergartens, including tools designed for use with migrant children.

The Government has introduced a program for four free core hours per day in a kindergarten for all four- and five-year olds in some city districts of Oslo and in the municipality of Drammen, where there is a high proportion of language minority children. The program is also proposed extended to some areas in the city of Bergen. The aim is, by increased participation in kindergarten, to improve the language and social skills of children prior to starting school. The program includes increasing the parents' awareness and comprehension regarding the importance of learning the Norwegian language as well as participating in social activities.

Goal for social inclusion:

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

Indicator:

The proportion of language minority children in kindergartens compared to the proportion of children in kindergartens in total.

Status:

An increased share of all language minority children attends kindergarten. In 2009 about 28 815 such children attended, compared to 18 668 in 2007 and about 9000 in 2000. By the end of 2009, about 70 per cent of all 1-5 year old minority language children attended kindergarten, compared to 88 per cent for all children. In 2007 the numbers were 63 per cent vs. 84 per cent, and in 2000 44 per cent vs. 62 per cent.

Table 11.1 Kindergarten attendance - age and category. 2009

Age (year)	Children in general	Language minority children
1	68,6	32,8
2	85,9	55,2
3	94,3	81,8
4	96,9	91,9
5	97,3	94,6
1- 5	88,5	70,6

Source: Statistics Norway

¹⁷ Language minority children are in this regard children with parents who have a mother tongue other than Norwegian, Sami, Swedish, Danish and English.

11.4 Primary and secondary education

According to the Norwegian Education Act section 2-1, children and young people have to attend primary and lower secondary education and have the right to a public primary and lower secondary education according to the Education Act. 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 are also in force for children of asylum seekers and un-accompanied minors seeking asylum.

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

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

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

Schools with a high proportion of language minority students shall provide high-quality teaching and be attractive to all types of pupils. Government funds have been allocated to special development projects at schools with more than 25 per cent minority-language pupils. The aim is to stimulate such schools to find adequate ways of dealing with the special challenges they face and to improve the learning benefits and results of the pupils.

The seven municipalities participating in the project are developing new models for language teaching, for organizing the daily work and for teaching methods. In addition, the project provides competence building for the staff. These municipalities also take part in the project called the Language promotion. In this project a selection of children are offered special language training from the age of four until the end of their second year in school. The project also focuses on the transition between kindergarten and school as well as parental involvement. Oslo is one of the participating municipalities where four city districts in an area called Groruddalen are especially involved in these two projects.

Young people above the age of 16 (the age for starting in upper secondary education), with a short residence period in Norway are underrepresented in Norwegian upper secondary education. Such results indicate that it is difficult for many students with

little school background that arrive in Norway in late school age, having to learn Norwegian and catch up on other subjects in a short period of time before entering upper secondary school. Thus, one of the measures in the Government's strategic plan: *"Equal Education in Practice! Strategy for better learning and greater participation of language minorities in kindergartens, schools and education"* reads: "Measure to develop more goal-oriented teaching for students with insufficient education and with a brief residence period in Norway".

Among other things, a pilot project has been implemented involving primary and lower secondary teaching within upper secondary education for language minority youth with limited education. The National Centre for Multicultural Education (NAFO) has delivered the final report from the project. In the report, the centre emphasizes the importance of collaboration across administration levels and between professional groups involved in the education for this group of students. A film illustrates this collaboration in practice in Vestfold county.¹⁸ The schools arrange individual tailored instructions for these students. They can study English on a basic level and Mathematics in classes with the students in upper secondary, and sit for exams in the subjects they have competence, while they are working on lower levels in other subjects.

Another example of collaboration concerning the transition from secondary school to upper secondary school is documented in a film from two of the project schools in Hordaland county¹⁹. Students from secondary schools visit upper secondary schools as trainees twice a year. They are together with the upper secondary pupils in program subjects and study subjects such as Norwegian, Social Science and English with their own teachers in secondary school, who follow the pupils in the trainee periods.

Goal for social inclusion:

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

Indicators:

The proportion of children and young people receiving special language instruction
Results from national tests in reading and mathematics in fifth and eighth grade for language minority children compared to all pupils

Status:

Of a total of 615 927 pupils in primary and lower secondary in the school year 2010-2011, 44 048 pupils received special instruction in Norwegian, that is 7.2 percent of all pupils. During the last 6 years, this proportion has increased.

National tests in 2009 in reading skills in 5th grade showed that about 48 percent of immigrant pupils were at the lowest performance level, compared to about 44 per cent of descendants, and about 27 per cent of pupils with Norwegian background. In mathematics 5th grade, about 44 percent of immigrant pupils and 38 percent of descendants, compared to 27 per cent of pupils with Norwegian background, were at the lowest performance level. National tests 2009 in reading for 8th grade showed that

¹⁸ www.skoleipraksis.no/flerkulturell-opplering/filmer/kombinasjonsprosjektet/

¹⁹ www.skoleipraksis.no/flerkulturell-opplering/filmer/la-oss-fa-prove/

about 61 percent of immigrant pupils were at the two lowest performance level (the scale is 1-5 while the scale for 5th grade is 1-3), compared with 47 percent of descendants, and 25 percent of pupils with Norwegian background. For Mathematics, the figure was 50 percent for immigrants, 39 percent for the descendants and 23 percent for pupils with Norwegian background.

Table 11.2 National tests in Reading and Mathematics. Difference in terms of percentage on lowest performance level for immigrants, descendants compared to other pupils. 2009

Category	Grade	Reading	Mathematics
Immigrants	5th	21	17
	8th	33	16
Descendants	5th	17	11
	8th	21	5

Source: Statistics Norway

The table shows the differences in performance in Reading and Mathematics in 5th grade and 8th grade between the two groups of pupils and pupils with Norwegian background. The smaller the figure is, the less difference we find between the groups. From 5th grade to 8th grade the difference in Reading increases for both groups. However, the difference decreases in Mathematics. A difference of only 5 per cent in 8th grade for descendants is close to reaching the goal for social inclusion.

Goal for social inclusion:

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

Indicators:

The proportion of children with immigrant parents moving directly from lower to upper secondary education compared with the proportion among the total number of pupils that year as a whole.

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

Status:

In 2009, 96 per cent of descendants and 80 per cent of immigrants made a direct transition from lower to upper secondary education. The same proportion for all students is 97 per cent.

For the population that started upper secondary education in 2004, 67 percent had attained full general or vocational competence five years later. For the descendants the percent was 66.

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, the proportion completing upper secondary education shall be increased.

Indicators:

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

Status:

In 2009 50 percent of the immigrants that arrived Norway at the age 13 and 35 percent of the immigrants that arrived Norway at the age 16, completed and passed upper secondary school before they turned 30 years old. The proportion has slightly increased during the last 4 years.

The figure shows that the proportion of immigrants that at the age of 30 years has completed upper secondary school has increased during the last four years. As indicators, we use the age of the immigrants when they arrive Norway, either 13 years or 16 years.

11.5 Follow up service

The follow-up service (OT) is a service for following up the pupils that are not attending the upper secondary school. As per 1 January 2010, 45 514 young people were registered in the OT, i.e. 21 per cent of all the young people in Norway who have the right to three years' upper secondary education. Out of all the people who are reported to OT, 30 602 are in OT's target group. That amounts to 14 per cent of everyone who has the youth right.

In the group of young people reported to OT per 1 January 2009, 8.3 percent are immigrants, 3.2 percent are descendants and 88.5 percent is the remainder of the population. There are clear differences among counties.

11.6 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 4 100 adults participated in mainstream primary and lower secondary education in 2009-2010. Of these, 81 per cent were from a language minority. Approximately 5 400 adults received primary and lower secondary education in the form of special needs education in 2009-10. Of these, 9 per cent were language minorities. In 2009-2010, 40 per cent of all the adult participants in primary and lower secondary education had minority background.

Pursuant to Section 4A-3 of the Education Act, adults 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. As of August 2008, this right concerned adults born before 1978. From the autumn of 2008, this was changed to apply to adults from the year they turn 25. The education and

training shall be adapted to individual needs. There are three options open to adults who want to complete upper secondary education and training. First, they may apply for regular admission, competing on equal terms with all applicants. Second, they may apply for individual admission based on assessed non-formal competence. This entails an application directly to the county authorities and not through the general admission service to upper secondary education and training. In this alternative, the instruction is often condensed, and because of the assessment of non-formal competence, the education and training can be given in a condensed form. The third option is to turn to private course providers.

11.7 Norwegian language training

Knowledge of the Norwegian language is an important precondition for active participation in the society. From September 2005, it has been compulsory for newly arrived adult refugees and immigrants to participate in 300 hours of lessons in Norwegian language training and social studies. Beyond the compulsory part, those who have a need for further training will have the opportunity to take more lessons (up to 3 000 hours, depending on the needs of the individual). The Introduction Act regulates the training.

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

Completion of the 300 hours language training is from the same date a condition for receiving a settlement permit and Norwegian citizenship. The 300 lessons of training must be completed within the first three years in Norway and all lessons have to be completed within the first five years.

Immigrants between 55 and 67 years of age have the right, but no obligation, to participate in language training. Labour migrants from countries outside the EEA/EFTA, have an obligation to undertake language training, but no right to free courses. Persons from countries within the EEA/EFTA have neither the obligation nor the right to take part in language courses partly sponsored by the Norwegian government.

The right and obligation to Norwegian language training and social studies for adult immigrants were evaluated in 2006/2007. Questions asked were how the municipalities managed this right and obligation, and how the new subsidy arrangement influenced the ability of the municipalities to run such training activities. The main findings are summarised in chapter 11.3 of Norway's Sopemi report, 2007-2008.

As a follow-up of the evaluation, the subsidization arrangement was modified permanently in 2009. Municipalities with 1 to 150 participants receive a yearly subsidy as part of their government funding. The aim is to compensate for the economic difficulties smaller municipalities.

Approximately 35 000 persons were registered as participants in the language training in June 2009. Measuring the results and effects of the language training in education are based on the number who has met for exams and passed/failed examinations. The

number of persons entering the examinations has risen since the introduction of the right and obligation to language training. Around 88 per cent passed the oral test in 2009. This number has been relatively stable over the years. The proportion that has passed the written test rose to 59 per cent in 2009. The aim is that 95 per cent should pass the oral test and 60 per cent the written test. Among those who had been granted a resident permit during the first half of 2009 and have a right and obligation to participate, 85 per cent had enrolled in training one year after leaving the program.

In June 2009, the former Ministry of Labour and Social Inclusion circulated draft amendments to the Introduction Act and Regulations. One of the proposals was to expand the scope of the right and obligation to participate in Norwegian language training and social studies for adult immigrants from 300 to 600 hours for those currently subject to the right and obligation to participate free of charge. Another proposal was to introduce mandatory final tests in Norwegian.

From the autumn of 2007, training in Norwegian for asylum seekers staying in reception centres was reintroduced. Asylum seekers receive 250 lessons of language training free of charge from the municipalities, financed by state funding.

12 The labour market

12.1 Labour market policy

The responsibility for labour market policies rests with the Ministry of Labour, and the Norwegian Labour and Welfare Administration (NAV) is responsible for implementing these policies. NAV works closely with the municipal social assistance services, and there will be ‘one stop shop’ services in each municipality to provide for coordinated services to the public.

The ambition of NAV and its cooperation with the municipal social assistance service is to strengthen an active approach towards the users, focusing on job-oriented activities and a follow-up system tailored to the individual’s needs. The NAV-offices are mainly organised to cover every municipality, as the municipalities continue to have the responsibility for the social assistance services. NAV have a regional office in each county as well as specialised service centres.

The labour market policy aims to achieve greater inclusion of immigrants in the labour market. Efforts to mobilise immigrant labour are important for the utilisation of resources in the Norwegian economy. Ensuring high employment is also the most important measure in order to reduce social differences and poverty. Moreover, diversity can raise competence levels and stimulate the development of enterprises. In principle, NAV applies methods and measures that are part of the service vis-à-vis ordinary jobseekers and the vocationally disabled. The special unit “Intro Service” provides enhanced assistance to jobseekers with an immigrant background in some of the larger cities, and assists other local offices by making its special area of competence available to them.

In 2007, the Government presented a Plan of action for integration and social inclusion of the immigrant population. Whereas the general policy orientation White paper no. 9 on Work, Welfare and Inclusion (2006-2007) placed greater emphasis on user-orientation and measures suited to the individual job seeker, the plan of action included specific measures targeted at the immigrant population. Important measures are active recruitment of persons with immigrant background to public sector institutions and the public health services, continued focus on entrepreneurship among immigrants, and increased focus on the use of labour market measures as part of the integration program in the municipalities.

In the Plan of action to combat poverty from 2008, one of the main measures was the implementation of a qualification program with support for capacity enhancing activities for people with significantly impaired work and earnings capacities who have no or only very limited entitlements to subsistence benefits from the National Insurance Scheme. The aim of the program is to boost the opportunities for participation in working life, and many immigrants benefit from this program.

12.2 Labour market schemes

The emphasis of NAV is primarily on job seeking and self-activation in the early period of unemployment. In this phase, NAV offers information, advice and close follow-up for those who need it. If this is not sufficient to get job seekers into employment, consideration is given to offer participation in labour market schemes. In such

schemes job practice and language tuition go hand in hand. These schemes and wage subsidies are often seen as particularly useful for immigrants.

Immigrants, along with other vulnerable groups such as vocationally disabled, youths and long-term unemployed persons, are given priority when it comes to participation in labour market measures. In May 2010, about 39.3 per cent of those participating in ordinary labour market measures were immigrants. At the same time, immigrants constituted 29.3 per cent of those registered unemployed. Most of the immigrants participating in labour market measures originated from countries outside the EEA. About 70 per cent had a background from African or Asian countries.

The labour market schemes of NAV are divided into several categories: recruitment/job-placement measures, job training and labour market training measures. For those immigrants who are in need of special assistance to enter or re-enter the labour market, training aimed at raising the skills of the unemployed and job-training measures are most commonly used, separately or in combination. NAV has also developed courses and training activities that are designed for immigrants, consisting of qualification courses with practice positions. They involve labour market training and vocational training in combination with language training. The core principle for NAV is that all assistance given is to be tailored to the needs of the individual, considering the local labour market situation.

Table 12.1 Participation in labour market schemes - region of origin. Per cent of total number aged 16-74. Second quarter 2004 – 2010

Region of origin	May 2004	May 2005	May 2006	May 2007	May 2008	May 2009	May 2010
Total population	0.6	0.5	0.4	0.4	0.4	0.4	0.4
Immigrants, total	2.3	1.8	1.3	1.4	1.5	1.6	1.8
Nordic countries	0.4	0.4	0.2	0.2	0.2	0.3	0.4
Rest of Western Europe	0.6	0.4	0.3	0.3	0.3	0.5	0.6
EEA–countries in Eastern Europe	-	-	0.4	0.3	0.4	0.7	1.1
Rest of Eastern Europe*	2.8	2.1	1.8	2.0	1.9	2.0	2.0
North America, Oceania	0.9	0.6	0.3	0.2	0.3	0.4	0.5
South and Central America	2.0	1.9	1.3	1.5	1.6	2.2	2.1
Asia	3.1	2.4	1.7	1.9	2.0	2.0	2.4
Africa	4.1	3.5	2.5	3.2	3.6	3.9	3.8

* Excluding EEA–countries in Central and Eastern Europe

Source: Statistics Norway

With the increase in unemployment rate, the number of immigrants on ordinary labour market schemes rose from 6 500 in May 2009 to 7 700 in May 2010. In total, 19 500 persons participated in labour market schemes, up from 17 900 in May 2009. Immigrants from Africa had the highest participation rate in labour market schemes at 3.8 per cent of the working age population (16-74) in the second quarter of 2010. The introduction program, cf. chapter 10.5, covers certain groups of newly arrived immigrants.

12.3 Employment outcome for immigrants

General situation

The register based employment rate among immigrants (i.e. people born abroad by foreign-born parents registered as settled in Norway for at least six months) fell from 64.2 per cent in the 4th quarter of 2008 to 61.7 per cent in the 4th quarter of 2009. For the population as a whole, the employment rate fell from 71.6 per cent to 69.7 per cent over the same period.

Despite the reduced employment rate among immigrants, there was an increased employment of immigrants of 10 100 persons over the past year. In the total population there was a drop in the number of employed by 28 000. The drop in employment *rate* of immigrants comes from a relatively high number of new immigrants adding to the population. The growth of 8.4 per cent in the number of immigrants between 15 and 74 years was twice as high as the growth of the number of employed immigrants (4.2 per cent).

Table 12.2 Employment rate - total population and immigrants. Per cent of total number aged 15-74. Fourth quarter 2005 – 2009

	2005	2006	2007	2008	2009
Population	68.5	70.0	71.6	71.6	69.7
Immigrants	57.1	60.1	63.3	64.2	61.7

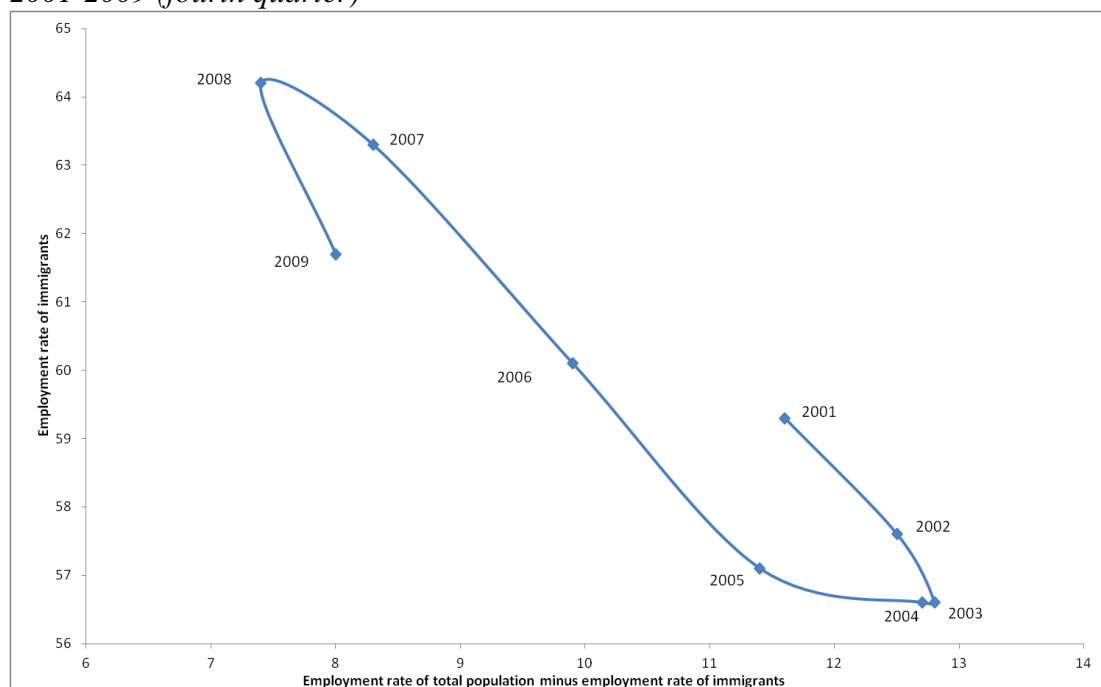
Source: Statistics Norway

Over the past two years (fourth quarter 2007 – fourth quarter 2009), the employment rate of immigrants has dropped by 1.6 percentage points whereas the corresponding drop for the total population is 1.9 percentage points. However, seen over the past four years (fourth quarter 2005 – fourth quarter 2009), there have been an increased employment rate of 4.6 percentage points for immigrants and 1.2 percentage points for the total population.

Male immigrants had an employment rate at 65.9 per cent in the 4th quarter of 2009, while the employment rate was 57.1 per cent for female immigrants. In the population as a whole, the employment rates were 72.4 and 67 per cent respectively for men and women.

The male population has had the largest decline in employment rate from the fourth quarter of 2008 to the fourth quarter of 2009, both for immigrants and for the population as a whole. The decline for immigrant men was of 3.4 percentage points whereas for men in the total population the decline was of 2.1 percentage points. For immigrant women, the employment rate declined with 1.6 percentage points, and for women in the total population with 1.5 percentage points.

Chart 12.1 Employment of immigrants - employment rate (y-axis) and difference in employment rate of total population and employment rate of immigrants (x-axis). 2001-2009 (fourth quarter)



Source: Statistics Norway

There are significant differences in the employment rates among immigrants with the origin in different parts of the world. Immigrants from the Nordic countries had an employment rate of 74.6 per cent in 2009, and from other Western European countries the employment rate was 71.7 per cent. For the other immigration groups, the employment rate for different regions of origin were: EU-countries in Eastern Europe 70.6 per cent; North America and Oceania 64.7 per cent; Latin America 62.8 per cent; Eastern Europe (not EEA-members) 61 per cent; Asia 53.9 per cent; Africa 45.3 per cent. These differences in employment rate between immigrants from different countries of origin have been relatively stable irrespective of the economic cycle.

Immigrants from Africa had the largest decline in employment from fourth quarter of 2008 to the fourth quarter of 2009 by 4.4 percentage points. The decline in employment rate was about three percentage points for immigrants from the EU-countries in Eastern Europe, Asia and Latin America. For the other groups of immigrants, the declines in employment rate were between one and two percentage points. However, despite the decline in employment rate, all groups of immigrants had an increased number of people in employment, which reflects the high growth of immigration over the past year.

The differences in employment rate of immigrants can be attributed to a number of factors. For immigrants from Africa, and to some degree from Asia, there are a relative high number of refugees or family reunited with only a short period of residence in Norway. These are often occupied with the introductory programmes the first years after arrival. Moreover, the employment rate for women coming from these regions is low, lowering the overall employment rate. Differences in the age structure and educational background are other explanatory factors. When taking the differences in age structure between the total population and most immigrant groups into account, the

degree of “underemployment” among immigrants is even more pronounced than without such adjustments, as there is a higher proportion of immigrants in working age than among the total population.

Employment rates increase with the length of residence, primarily among immigrants from outside the EEA. Among immigrants from EEA-countries with seven years of residence or more, the employment rate is lower due to the relative higher share of elderly persons in this population. This may partly also explain the development for immigrants from other countries of origin with long length of residence in Norway.

Table 12.3 Employment rate, region of origin and number of years of residence. Per cent of persons aged 15-74. Fourth quarter 2009

	1-2 years	3-4 years	7-10 years
Immigrants, total	58.9	65.5	62.6
Nordic countries	81.4	81.0	79.2
Rest of Western Europe	70.0	77.4	80.1
EEA–countries in Eastern Europe	66.9	74.5	77.4
Rest of Eastern Europe	50.7	59.9	66.0
North America, Oceania	55.6	68.1	69.0
Asia	39.0	51.5	57.7
Africa	35.0	44.2	46.6
Latin America	52.2	63.4	66.8

Source: Statistics Norway

Immigrants from Somalia had the lowest employment rates with 31.5 per cent in the fourth quarter of 2009. This must be seen in relation to the relatively high shares of refugees from Somalia with short time of residence in Norway. Immigrants from other countries with a high share of recent refugees, such as Iraq and Afghanistan, had an employment rate of 42.5 and 45.7 per cent. However, the employment rate of some immigrant groups with a longer tradition of residence in Norway, such as among immigrants from Morocco and Pakistan, was also less than 50 per cent (46.9 and 46.6 per cent respectively).

The low overall employment rate of immigrants from all these countries can partly be accounted for by low female employment rates. The female employment rate is particularly low for immigrants from Somalia (22.3 per cent), Pakistan (30.7 per cent) and Afghanistan (32.4 per cent). Pakistan has the largest gender difference in employment rate, where the male employment rate is twice as high as the female employment rate (employment rate for men of 61.1 per cent vs. 30.7 per cent for women). Also for other countries of origin, the male employment rate is significantly higher than for women (Somalia 77.1 per cent; Afghanistan 65.4 per cent; Iraq 49.1 per cent; Turkey 48.8 per cent). Overall, immigrant men had an employment rate 15.4 per cent higher than for women (8.8 percentage points), whereas in the total population the corresponding figure was 8.1 per cent (5.4 percentage points).

Family immigration is the most common reason for female immigrants to come to Norway, cf. chapter 2.2. Many join an immigrant spouse residing in Norway. Since

the 1990s, there has been an increasing trend that men without an immigrant background marry women from non-Nordic countries. During the period 1990 to 2006, four out of ten refugees were women. More women than men come to Norway to study, but few women immigrate primarily for work. Still many immigrant women enter the labour market in Norway.

Immigrants from a few countries of destination had a higher female employment rate than for men. For immigrants from Thailand, the female employment rate was 18.5 per cent higher than for men (employment rates of 50.2 per cent and 61.6 per cent). Immigrants from Finland and Russia also had rates of employment that was higher for women than for men. There is no single explanation to explain this pattern, but what makes immigration from these countries distinct from most other countries is that the number of female immigrants quite significantly outnumbers the number of male immigrants. This is also evident looking at the number of employed men and women from these origin countries. Among immigrants from Thailand, there were 574 men and 5 663 women in employment in Norway in the fourth quarter of 2009. For immigrants from Russia the corresponding figures were 2009 men and 4 778 women, and for Finland 1 480 men and 2 438 women.

Employment among Norwegian-born persons with immigrant parents

In February 2011, Statistics Norway will present a report on the participation in employment and education of immigrant children and Norwegian-born persons with immigrant parents. This report will also present a more detailed picture of the employment situation of Norwegian-born persons with immigrant parents.²⁰

The Norwegian-born of immigrant parents (children of immigrants) represent a young section of the population, where nearly half of those within the age bracket 15-74 years were under 21 years of age. Many of these are therefore in education and do not take part in the labour market. The Norwegian-born of immigrant parents in the age group 20-24 years had an employment rate of about 65 per cent in the fourth quarter of 2009. This is 9 percentage points higher than the employment rate of the same age group of immigrants and about 5 percentage points under the employment rate of the total population in this age group. The difference in employment rate between these groups of the population is similar for the age group 25-29 years. Norwegian-born children of immigrant parents are not a large group in the labour market, accounting only for 0.5 per cent of the total employed population in the fourth quarter of 2009 (14 100 employed persons).

12.4 Unemployment among immigrants

The register based unemployment rate (as per cent of all members in the group, not as per cent of the labour force) among immigrants increased from 6.7 per cent in May 2009 to 7.3 in May 2010. In May 2008, the unemployment rate among immigrants was 4 per cent, and thus the growth in unemployment has started to slow down. In the rest of the population, the registered unemployment rate increased from 2.1 per cent to 2.2 per cent from May 2009 to May 2010. In May 2008, the unemployment rate for the rest of the population stood at 1.2 per cent.

²⁰ This will be an updated version of Olsen, Bjørn (2010): *Employment and education among youth with immigrant background*, SSB Reports 9/2010 (English abstract)
http://www.ssb.no/emner/06/01/rapp_ung_innv/rapp_201009/rapp_201009.pdf

The strong increase in the unemployment rate of immigrants from the EEA countries in Eastern Europe of 6.3 percentage points from May 2008 to May 2009 has levelled out with an increase of 0.9 percentage point from May 2009 to May 2010. Immigrants from Africa have had the strongest growth in unemployment over this period with 1.7 percentage points. Immigrants from Latin America had an increase in the unemployment rate of 0.8 percentage points whereas among the other immigrant groups, the increase was 0.5 percentage points or less.

Following the strong increase in unemployment rate among immigrants from the EEA-countries in Eastern Europe in 2008 and partly in 2009, the registered unemployment rate for this immigrant group stood at 9.3 per cent in May 2010. This can mainly be explained by their strong representation in the building and construction sector, which was severely affected by the economic downturn.

Immigrants from Africa were the immigrant group with the highest unemployment rate in the second quarter of 2010 of 13.5 per cent, cf. table 12.4. The unemployment rate of immigrants from Asia was 8.2 per cent, whilst for immigrants from the countries in Eastern Europe (non-EU members) and from Latin America the unemployment rate was around 7 per cent.

The increase in the unemployment rate among immigrants should be seen in relation to the development over the past years, where the unemployment rate for immigrants dropped significantly until year 2008. The level of unemployment among immigrants is now back at the level from 2006, but remains significantly lower than in the years preceding 2006.

The level of unemployment among immigrants largely follows the same pattern as for the total population. Cf. chart 12.2.

Table 12.4 Unemployment rate - region of origin and per cent of the labour force. Second quarter 2004 – 2010

	May 2004	May 2005	May 2006	May 2007	May 2008	May 2009	May 2010
Population, total	3.7	3.3	2.5	1.7	1.5	2.6	2.7
Immigrants, total	9.8	9.0	7.3	5.0	4.0	6.8	7.3
Nordic countries	4.1	3.6	2.8	1.9	1.6	3.0	3.2
Rest of Western Europe	4.4	3.9	2.5	1.8	1.6	3.5	3.5
EEA-countries in Eastern Europe		4.6	3.4	2.1	2.1	8.4	9.3
Rest of Eastern Europe*	10.3	10.6	8.9	5.8	4.8	7.2	7.2
North America, Oceania	5.3	4.5	3.6	2.2	1.8	2.4	2.7
South and Central America	10.8	10.1	8.0	5.0	3.9	6.4	8.2
Asia	13.1	12.3	10.0	7.1	5.6	7.8	13.5
Africa	18.2	17.5	14.9	11.2	9.5	12.1	7.0

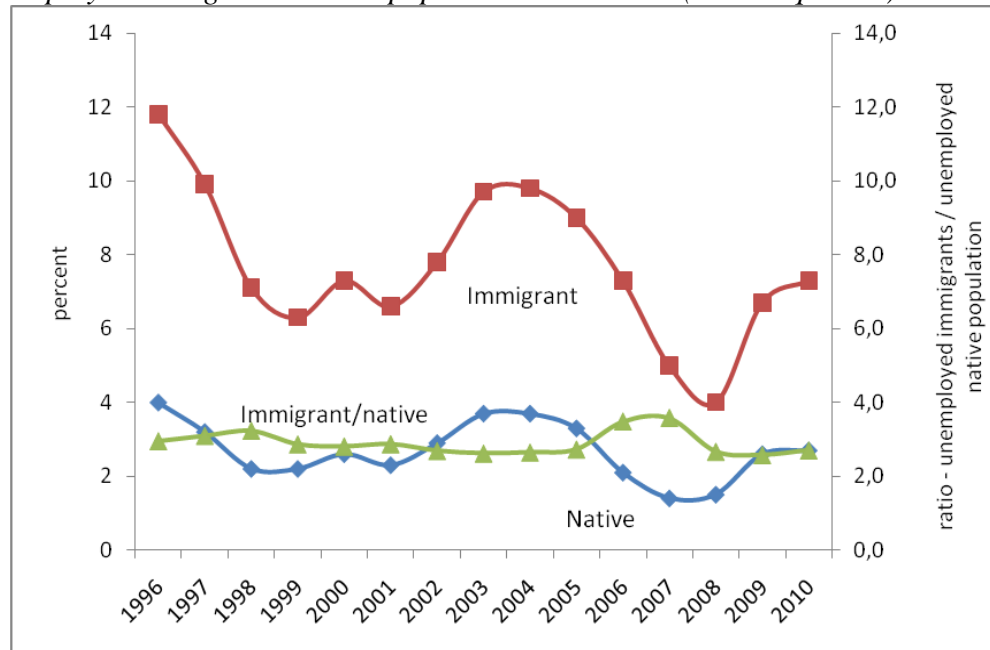
* EEA –countries in Central and Eastern Europe not included

Source: SSB

Although the unemployment rate for immigrants has had a very favourable development over the past years, the unemployment rate is still, as it has been for two decades, nearly three times higher than for the population as a whole, cf. chart 12.2. The

inflow and composition of new mi-grants is one factor contributing to this difference. One reason is that they more than other workers have tended to be employed in industries particularly affected by the economic downturn. Another reason is that they often have an inadequate command of the Norwegian language, insufficient or unrecognised educational qualifications and lack of work experience from - and knowledge about - Norwegian working life. Last, but not least, discrimination in the labour market also contributes to explaining this situation.

Chart 12.2 Unemployment among immigrant and native population and ratio of unemployed immigrants /native population 1996-2010 (second quarter)



Source: Statistics Norway

Whilst the male unemployment rate among immigrants grew more than the unemployment rate for women from May 2008 to May 2009, the female unemployment grew by 0.7 percentage points from May 2009 to May 2010 compared to 0.5 percentage points for men. The level of unemployment is still the highest among men with 8.1 per cent compared to 6.1 per cent among women in the second quarter of 2010. In the rest of the population, the unemployment rates were 2.7 per cent for men and 1.6 per cent for women.

The register based unemployment rate only reflects the number of persons who are actively seeking employment through the employment services; that is, the number of persons who register as such with the labour and welfare service, NAV.

12.5 Entrepreneurship and employment creation by immigrants

In 2008, immigrants owned ten per cent of the enterprises with sole proprietorship or personal ownership. Immigrants from countries outside EEA, North America and Oceania owned 5.1 per cent, whereas immigrants from these regions owned the remaining 4.9 per cent.

Enterprises owned by Norwegians had in general a better survival rate than enterprises owned by immigrants. Of enterprises owned by immigrants, the survival rate is higher for those established by immigrants from Asia, Africa, Latin America and

Europe outside EEA than for those owned by immigrants from the EEA countries, USA, Canada, Australia and New Zealand.

Statistics Norway will in the first half of 2011 publish an article on entrepreneurship and business participation by immigrants.

Table: 12.5 Sole proprietorship enterprises established in 2002 - national background and survival rate. 2005, 2006, 2007

Country background	Survived by 2005	Survived by 2006	Survived by 2007
Norway	35.0	29.2	25,4
EEA, USA , Canada, Australia, New Zealand	28.5	23.1	19,2
Asia, Africa, Latin-America, Oceania outside Australia and New Zealand, Europe, not EEA	31.8	26.1	24,0

Source: Statistics Norway

NAV has some general measures to promote entrepreneurship. They include the possibility for jobseekers to keep the unemployment benefits during the planning and establishment of their own enterprise. These measures are not specifically directed towards immigrants, but immigrants are included in the target group.

Unemployment benefits during the establishment of an enterprise may be granted for a development phase of up to six months and a start-up phase of up to three months, a total of up to nine months.

Results from a project to facilitate entrepreneurship, which ended in December 2006, showed that many highly educated immigrants have the skills needed to establish enterprises and create additional employment. For many there is a strong motivation for creating their own enterprise to support themselves and their family. Experiences also showed that immigrants from outside EEA, North America and Oceania have particular challenges in establishing their own enterprise due to difficulties with financing and lack of knowledge of Norwegian administrative processes.

There are few guidance services for entrepreneurs, qualified to address the special challenges for these immigrants. In 2007, the Government therefore initiated a new pilot project to gain more knowledge about the facilitation of entrepreneurship by immigrants. In 2008, two centres for ethnic entrepreneurship were given support to offer training, guidance and network building for potential entrepreneurs.

An evaluation of these two initiatives that facilitate ethnic entrepreneurship was presented in January 2009. Based on the experiences with the pilot projects, The Ministry of Children, Equality and Social Inclusion initiated in 2010 a study, led by The Directorate of Integration and Diversity, to look into the need for further measures, including a possible permanent arrangement for facilitating a higher degree of entrepreneurship among immigrants. In the fiscal budget for 2011, it is proposed to facilitate ethnic entrepreneurship through additional measures.

13 Participation in elections

13.1 National elections

Citizenship is a precondition for voting in the Norwegian parliamentary election. The most recent national election was in September 2009, and 163 000 persons of immigrant origin were entitled to vote. This was an increase of 40 000 since the election in 2005. The largest groups of naturalized Norwegians eligible to vote had a background from Pakistan (17 000), Vietnam (13 000), Iran (9 000) and Bosnia and Herzegovina (9 000).

The overall election turnout at the Norwegian parliamentary elections in 2009 was 76 per cent. The total turnout among those with immigrant background eligible to vote was 52 per cent. Compared to the total population, the voter participation among persons of immigrant origin has been 24-25 per cent lower at the last three parliamentary elections. Their participation in 2009 was relatively similar to the two previous parliamentary elections.²¹

The election turnout varies considerably between different immigrant groups. As in previous elections, immigrants from the USA, India and Sri Lanka had the highest turnout among those from non-European countries. Immigrants from the Balkans had, as before, a very low turnout between 25 per cent (Kosovo) and 43 per cent (Croatia). These groups rank relatively high on other integration indicators, such as participation in the labour market and income, which proves that voter participation, is not necessarily linked directly to such background variables.

Immigrant women have previously had a higher voter turnout than men at parliamentary elections, which has also been the case for the total population since the 1980s. At the 2009 election, there was however no difference between women and men of immigrant origin.

Voter turnout increases with period of residence and age, but the turnout among persons of immigrant origin is still low, compared to the total population, even among the most elderly and those with the longest period of residence. This is the first election where it is possible to single out the participation of the Norwegian-born with immigrant parents. Their turnout was 51 per cent. This is lower than among young people in the total population (in 2005), but higher than persons with immigrant background aged 18-25 years (40 per cent). The participation among Norwegian-born women with immigrant parents (47 per cent) is lower than among Norwegian-born men with immigrant parents (54 per cent).

Only one permanent member with two immigrant parents was elected to the present Storting (2009-2013), out of 165 representatives. Another representative, who himself is an immigrant, meets on a permanent basis substituting for a representative who holds office in the present government. He holds the post as fourth vice president of the assembly.

²¹ See http://www.ssb.no/vundinnv_en/

13.2 Local and regional elections

The most recent local and regional elections were in September 2007. To be eligible to vote in municipal and county council elections voters have to have lived in Norway for at least three years. Citizens from the Nordic countries need only to have lived in Norway since June 30th the year of the election. The right to vote for foreigners with three years of residence was first introduced in 1983.

The number of potential voters with immigrant background has increased markedly over the last years, mostly because of past high immigration, but also because of a younger age distribution among immigrants. In total, 280 000 persons with immigrant background had the right to vote in the local election in 2007, constituting 7.7 per cent of the eligible population. Compared to the election in 2003, this is an increase of more than 50 000 persons.

This growth has been most significant among immigrants from Asia, Africa and South-America. The number of such immigrants entitled to vote increased by 45 per cent from 1999 to 2003, and by another 45 per cent from 2003 to 2007. Close to a 100 000 of the immigrants entitled to vote were of Asian origin, 60 000 of Western European origin, and 40 000 of Eastern European origin. Of single countries, we find the largest groups from Sweden and Denmark, followed by Pakistan, Vietnam and Bosnia and Herzegovina. A majority of the electorate with background from Pakistan, Vietnam and Bosnia and Herzegovina are Norwegian citizens, whereas most of the Swedish and Danish voters have maintained their citizenship.

The overall electoral participation in local elections in Norway has stabilized on a level around 60 per cent in the last elections. In 2007, 61 per cent of the total population voted in the local elections. The electoral turnout among the immigrant population has traditionally been significantly lower, particularly among immigrants without Norwegian citizenship. The electoral turnout has been somewhat higher amongst naturalized Norwegians. In 2007, 40 per cent in this group voted, compared to 36 per cent of the foreign qualified voters. There are also electoral turnout differences between different immigrant groups. Among Norwegian citizens of Sri Lankan origin 51 per cent voted, whereas among citizens of Serbian origin only 16 per cent voted. Rates of participation in the three latest local elections are presented in table 13.1 below. The low turnout makes their potential influence on the final election outcome less significant than it might have been. In Oslo for instance, immigrants from Asia, Africa etc. constituted 15 per cent of the electorate in 2007, but their share of those actual voting was only 9 per cent.

Table 13.1 Participation in local elections - country background, gender and citizenship. Per cent of the electorate, 1999, 2003 and 2007

Categories	1999	2003	2007
Total population	62	59	61
Foreign qualified voters	38	34	36
- A/B*	40/33	39/25	42/28
- women/men	41/34	35/33	39/34
Naturalized voters	50	43	40
- A/B*	66/43	64/36	64/37
- women/men	52/49	41/41	42/39

* A: Western Europe, North America and Oceania

B: Asia, Africa, Central- and South America and Eastern Europe

Source: Statistics Norway

13.3 Representation in municipal councils

Out of the 62 500 candidates standing for election for the Norwegian municipal councils in 2007, close to 1 800 were of immigrant origin, constituting 2.8 percent of the total. 1 026 of these candidates had their origin in Asia, Africa, Eastern Europe or South America. Nearly half of them were women, a higher share of women than among the candidates in general. Almost half of the candidates were of Asian origin, a quarter of East European origin, a share closely resembling the composition of immigrants in Norway. Of single countries, most had background from Iran, followed by Bosnia and Herzegovina and Pakistan.

223 candidates of immigrant origin were elected to the municipal councils. 140 of the candidates originated from Asia, Africa etc. This was an increase of 48 representatives compared to the 2003-election. The share of women was high (46 per cent), higher than the number of women elected among all candidates (37 per cent). The highest numbers of elected representatives were from Iran, Pakistan and India. 14 per cent of all listed candidates from these countries were elected. Among candidates of Indian and Pakistani origin, one out of three was elected, while only six per cent of the candidates originating from Bosnia and Herzegovina were elected.

At first glance, immigrants from Asia, Africa etc. seem to be underrepresented considering that, they constituted five per cent of the eligible voting population, but only had 1.3 per cent of the elected representatives. However, such a comparison must also take into account the underlying regional distribution of the immigrant population. Norway consists of 430 municipalities and municipal councils. In 200 of these municipalities, the share of immigrants from these regions is below 1 per cent. Only 21 municipalities had a share of such immigrants higher than the national average of five per cent. Hence, an analysis of representation must take into account where immigrants actually live. We then find not only that immigrants are overrepresented in 50 of the municipalities, but also that as many as 60 per cent of the immigrants from Asia, Africa etc. live in a municipality where they are overrepresented in their local municipal council

14 Discrimination

14.1 Legislation

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

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

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

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

Out of 303 cases in 2009, the Ombud received 52 complaints on discrimination based on ethnicity, language and religion. Most of these cases were related to employment or public administration.

A commission submitted its final report on a more comprehensive anti-discrimination legislation in June 2009. A partial recommendation on exceptions for religious communities was submitted in January 2008. Different acts prohibit discrimination based on gender, ethnic origin, national origin, descent, colour, language, religion, ethical and cultural orientation, political views, membership of a trade union, sexual orientation, disability or age, as well as discrimination of employees who work part time or on a temporary basis. The protection against discrimination varies depending on the basis for discrimination. The commission proposes one single anti-discrimination act. The commission also proposes an anti-discrimination provision in the Constitution and to consider the question of ratification and implementation of The Human Rights Convention Protocol no. 12 on discrimination.

An extensive consultation has been carried out on the law commission's proposal. In light of this, the Government will be working to prepare a legislative proposal to the parliament in 2012/2013.

14.2 Progress

Norway takes part in the EUs multi-year framework programme PROGRESS 2007 – 2013 and have used the opportunity actively to apply for projects in order better to implement new legislation and in order to develop our non-discrimination policy beyond legislation.

The Ministry of Children, Equality and Social Inclusion has on several occasions given the Equality and Anti-Discrimination Ombud (LDO) the mandate to apply on calls within the PROGRESS framework program.

LDO received support through the PROGRESS program for the undertaking of a campaign in 2009 and 2010, entitled "Fostering good practices in the workplace". Both projects are of great importance to Norway when it comes to better implementing new legislation (in particular the new duty to make active efforts and to report in our Anti-discrimination law and in the Anti-discrimination and Accessibility law) and to identify best practices.

There was an overwhelming interest in the 2009 campaign among the target groups, demonstrating a concrete demand for accessible information about anti-discrimination legislation and the positive duties on employers to promote equality.

LDO has noted an increased demand for guidance among employers and social partners as a direct result of the campaign. Many employers need help in identifying effective and relevant measures ("good practices") in order to carry out their obligation to promote equality. Awareness-raising activities also increase the likelihood of inquiries and complaints directed to the national quality body.

14.3 Plan of action to promote equality and prevent ethnic discrimination (2009-2012)²²

The Government has intensified efforts to combat ethnic discrimination and presented a Plan of action to promote equality and prevent ethnic discrimination in April 2009. The plan intends to combat and prevent both direct and indirect discrimination and covers a period of four years.

The plan of action mainly concerns measures to combat discrimination of persons with some form of minority background, including immigrants and their children, national minorities and the indigenous Sami people. The plan incorporates a gender perspective on implementation of the measures.

In general, the measures outlined in the plan target areas where people from minority backgrounds are particularly vulnerable to discrimination. This applies particularly to working life, but public administration is also an important priority area. The plan also focuses on discrimination affecting children and youth in schools/education, on

²² <http://www.regjeringen.no/upload/BLD/etnisk%20disk/HPL/4043-materie-engelsk-trykk.pdf>

the housing market and in clubs/bars/restaurants. The plan includes 66 new measures. Nine ministries are responsible for measures in the plan. One of the main objectives of the action plan is to ensure proper implementation of the new duty to make active effort and report.

The Ministry of Children, Equality and Social Inclusion entered in 2009 into collaboration with social partners and the Equality and Anti-Discrimination Ombud (LDO) on the production of a guidebook for employers of the positive duties to promote equality. The guidebook was distributed to all municipalities, and to all private employers with more than 50 employees.

When it comes to promote equality in working life the action plan includes measures such as programme for diversity management, mentor programme for women with minority backgrounds and pilot projects for actors who are bound by the duty to make active efforts and report.

A second main objective of the action plan is to increase our knowledge of the nature, scope and causes of discrimination, particularly in working life, with a view to develop better- targeted measures.

Among the measures, initiated until now are:

- An attitude and experience study of employer and employee representatives
- A situation testing in the labour market
- A survey of the number of immigrants employed in state, municipal and private sector.

The Ministry of Children, Equality and Social Inclusion collaborates with the social partners in working life on the implementation of the measures of the plan. A status report of January 2010 on the follow-up of the plan has been published.

14.4 Active recruitment

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

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

Moderate affirmative action for immigrants applying for public administration positions has been tested in a two-year pilot project, starting in 2008. This implies that if candidates have equal or approximately equal qualifications, a candidate with an immigrant background is to be preferred. The ex-post evaluation shows that the use of the measure has been limited. However, managers of the enterprises taking part in the project say that they have become more aware of the issue of diversity due to the training that was part of the project.

Efforts to achieve better inclusion of immigrants in the labour market continue. A goal is that the number of immigrant employees should increase in public administration. As of October 2009, the percentage of employees from Asia, Africa and South America in such administration was 3.6 per cent, compared to 2.4 per cent in 2006.

Since 2006, the minister in charge - at present the Minister for Children, Equality and Social Inclusion - has arranged annual meetings with the heads of the state-owned enterprises to discuss, how the number of employees with immigrant background could be increased. The Directorate of Integration and Diversity (IMDi) provides guidance. Evaluation shows that the number of immigrant employees is increasing. In the fourth quarter of 2009, 8.4 per cent of employees in state owned enterprises were immigrants, increasing from 6.2 per cent. The percentage of employees from Asia, Africa and South America has also increased slightly to 5.7 (4.8 per cent in 2006). In 2009, 50 per cent of the enterprises had immigrants employed in executive positions. 16 out of 25 enterprises have implemented the practice on calling in qualified immigrants for interview. Since 2006, there has been a steady increase in the number of enterprises formalising this practice.

14.5 Public opinion

The annual opinion poll for 2010 by Statistics Norway shows that the proportion of respondents wanting to make it more difficult for refugees and asylum seekers to obtain a residence permit is on the same level as for 2009.²³ Then it increased by 11 percentage points compared to 2008. The significant shift in public opinion that year probably reflects reactions to the high number of asylum seekers for the last two years.

The present survey of attitudes towards immigrants and immigration also demonstrates that the proportion that strongly agrees or agrees “on the whole” that immigrants make an important contribution to Norwegian working life, increased by 6 percentage points compared to 2009. The reason behind this change, where 77 per cent agrees and only 13 per cent disagrees, could be that many are relieved that the country probably will overcome the financial crisis without strong repercussions, cf, chapter 4.1. There is also an increase in the proportion who strongly or on the whole agree that “Labour immigration from non-Nordic countries makes a mainly positive contribution to the Norwegian economy”. 70 per cent agrees in this, whereas 15 per cent disagrees.

During the last two years the assertion that “Immigrants in Norway should endeavor to become as similar to Norwegians as possible” has gained support. 51 per cent agrees to this in 2010, compared to 46 per cent in 2008. This may convey a popular reaction to attitudes and practices among some immigrants which could be interpreted as a challenge to values like gender equality and freedom of speech.

Of other results, it is worth mentioning that 88 per cent think that immigrants in Norway should have the same job opportunities as Norwegians.

²³ See http://www.ssb.no/innvhold_en/

Attitudes in the population vary according to the same general patterns as in earlier polls. Women appear to be somewhat more tolerant than men. The eldest, the least educated, welfare benefit recipients and people in rural areas are the most skeptical to immigrants and immigration. Three out of four report to be in contact with immigrants. Persons with much contact are more positive than persons with little or no contact.

15 Information and reports

Updated statistics on immigration and immigrants from Statistics Norway available in English here:

http://www.ssb.no/innvandring_en/

Updated statistics and information on applications, permits, rules and regulations from the Norwegian Directorate of Immigration (UDI) available in English here:

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

Statistics Norway publishes bi-annually *Immigration and Immigrants*, a report which covers a broad set of migration statistics. In March 2011, the English version of report for 2010 will be published here:

http://www.ssb.no/english/subjects/02/sa_innvand_en/

UDI publishes an Annual Report that includes permit data. The most recent edition is available here:

<http://www.udi.no/Norwegian-Directorate-of-Immigration/Oversiktsider/Publications/Annual-Report/Annual-Report-2009/>

Recent reports:

Aalandslid, Vebjørn and Tronstad, Kristian Rose (2010):

Family immigration, gender and employment

SSB Reports 23/2010 (English abstract)

http://www.ssb.no/emner/02/02/20/rapp_201023/rapp_201023.pdf

Bhuller, Manudeep and Aaberge, Rolf (2010):

Long term economic poverty among immigrants 1993-2007

SSB Reports 32/2010 (English abstract)

<http://www.ssb.no/forskning/artikler/2010/6/1276779336.16.html>

Blom, Svein (2010):

Attitudes towards immigrants and immigration, 2010

SSB Web publication, December 13, 2010

http://www.ssb.no/innvhold_en/

Bratsberg, Bernt, Oddbjørn Raaum and Knut Røed, (2010):

When Minority Labor Migrants Meet the Welfare State

Journal of Labor Economics, vol 28(3), 633-676

<http://www.journals.uchicago.edu/doi/abs/10.1086/650546>

Brekke, Jan-Paul and Five Aarset, Monica (2009):

Why Norway? Understanding asylum destinations

Institute for Social Research 2009:12

<http://www.samfunnsforskning.no/nor/Publikasjoner/Rapporter/2009/2009-012>

Henriksen, Kristin (2010):

Living conditions and gender differences among 10 immigrant groups

SSB Reports 6/2010 (English abstract)

http://www.ssb.no/emner/00/02/rapp_201006/rapp_201006.pdf

- Henriksen, Kristin (2010):
Monitor for the introduction programme
 SSB Reports 7/2010 (English abstract)
http://www.ssb.no/emner/04/02/50/rapp_monitor_introduksjon/rapp_201007/rapp_201007.pdf
- Henriksen, Kristin (2010):
Family immigration and marriage patterns 1990-2008
 SSB Reports 10/2010 (English abstract)
http://www.ssb.no/emner/02/02/20/rapp_201010/rapp_201010.pdf
- Henriksen, Kristin (2010):
Valgdeltakelsen blant innvandrere ved Stortingsvalget 2009 ("Immigrant participation in the national election 2009")
 SSB Reports 19/2010 (English abstract)
http://www.ssb.no/emner/00/01/10/rapp_201019/rapp_201019.pdf
 SSB Web-publication January 14, 2010
http://www.ssb.no/vundinnv_en/
- Hirsch, Agnes Aaby (2010):
Social assistance among immigrants 1999-2002, 2005-2008.
 SSB Reports 35/2010 (English abstract)
http://www.ssb.no/03/04/rapp_201035/rapp_201035.pdf
- Horst, Cindy; Jørgen Carling & Rojan Ezzati (2010)
Immigration to Norway from Bangladesh, Brazil, Egypt, India, Morocco and Ukraine
 PRIO Paper
<http://www.prio.no/Research-and-Publications/Publication/?oid=60287220>
- Horst, Cindy et al. (2010):
Participation of Diasporas in Peacebuilding and Development. A Handbook for Practitioners and Policymakers
 PRIO Report 02/2010
<http://www.prio.no/Research-and-Publications/Publication/?oid=61886751>
- Løwe, Torkil (2010):
Youth with immigrant background and the labour market
 SSB Reports 21/2010 (English abstract)
http://www.ssb.no/emner/00/02/rapp_201021/rapp_201021.pdf
- Olsen, Bjørn (2010):
Employment and education among youth with immigrant background
 SSB Reports 9/2010 (English abstract)
http://www.ssb.no/emner/06/01/rapp_ung_innv/rapp_201009/rapp_201009.pdf
- Øien, Cecilie (2010):
On the way. A study of unaccompanied minor asylum seekers
 Fafo-report 2010:20 (English abstract)
<http://www.fafo.no/pub/rapp/20164/index.html>