

International Migration 2013–2014

IMO Report for Norway



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

Prepared by the correspondent to OECD's reporting system on migration:

Espen Thorud

Department of Integration
Ministry of Children, Equality and Social Inclusion

In close co-operation with

Linn Stabbetorp

Department of Migration
Ministry of Justice and Public Security

Taryn Galloway

Department of Labour Market Affairs
Ministry of Labour and Social Affairs

Karin Hårstad Fonn

Department of Education and Training
Ministry of Education and Research

Statistics Norway: Statistics on migration, employment, education etc.
The Norwegian Directorate of Immigration: Permit statistics

Acknowledgement

We are grateful for valuable assistance provided by Statistics Norway, the Norwegian Directorate of Immigration, the Norwegian Directorate of Education, and the Norwegian Directorate of Integration and Diversity and for contributions from many colleagues in four ministries.

Table of contents

1 OVERVIEW	7
2 MIGRATION – GENERAL CHARACTERISTICS	9
2.1 <i>Legislation and policy</i>	9
2.2 <i>Migration movements</i>	10
2.3 <i>Immigration according to entry categories</i>	12
3 FAMILY-RELATED IMMIGRATION	15
3.1 <i>Legislation and policy</i>	15
3.2 <i>Family-related permits and EEA-registrations</i>	16
4 LABOUR MIGRATION	17
4.1 <i>Legislation and policy</i>	17
4.2 <i>Labour immigration</i>	18
4.3 <i>Labour migrants and service providers on short term stay</i>	20
5 MIGRATION FOR EDUCATION AND TRAINING	22
5.1 <i>Legislation and policy</i>	22
5.2 <i>Permits and EEA-registrations</i>	22
6 ASYLUM SEEKERS AND REFUGEES	24
6.1 <i>Legislation and policy</i>	24
6.2 <i>Asylum applications</i>	25
6.3 <i>Asylum decisions</i>	27
6.4 <i>Resettlement of refugees</i>	29
6.5 <i>Settlement of refugees in municipalities</i>	30
7 IRREGULAR MIGRATION AND RETURN	32
7.1 <i>Legislation and policy</i>	32
7.2 <i>Facts and figures</i>	32
8 FOREIGNERS, IMMIGRANTS AND NORWEGIAN-BORN WITH IMMIGRANT PARENTS	35
8.1 <i>Population growth</i>	35
8.2 <i>Foreign citizens</i>	35
8.3 <i>Immigrants and Norwegian-born with immigrant parents</i>	37
8.4 <i>Marriage and divorce</i>	39
9 INTEGRATION POLICY – SOME ASPECTS	40
9.1 <i>General policy principles</i>	40
9.2 <i>Equitable Public Services</i>	40
9.3 <i>Living conditions</i>	41
9.4 <i>Action Plans</i>	44
10 TRAINING AND SKILLS	46
10.1 <i>Basic qualifications</i>	46
10.2 <i>Better use of the skills of immigrants</i>	49
11 EDUCATION	51
11.1 <i>Early Childhood Education and Care (ECEC)</i>	51
11.2 <i>Primary and secondary education</i>	52
11.3 <i>Adult education</i>	58
11.4 <i>Higher education</i>	61
12 THE LABOUR MARKET	62
12.1 <i>Policy</i>	62
12.2 <i>Employment</i>	62
12.3 <i>Unemployment</i>	66
13 POLITICAL PARTICIPATION	69
13.1 <i>Elections</i>	69
13.2 <i>Voluntary activities</i>	71
14 DISCRIMINATION	72
14.1 <i>Legislation and policy</i>	72
14.2 <i>PROGRESS</i>	73
15 CITIZENSHIP AND NATURALIZATION	75
15.1 <i>Legislation</i>	75
15.2 <i>Naturalisations</i>	75
15.3 <i>Naturalisation ceremonies</i>	76
16 PUBLIC DEBATE AND OPINION	77

16.1 Public debate.....	77
16.2 Public opinion.....	78
17 INFORMATION AND PUBLICATIONS	80

Tables

TABLE 2.1 REGISTERED MIGRATION MOVEMENTS OF FOREIGNERS AND NATIONALS. 2004-2013.....	12
TABLE 3.1 NON-NORDIC FAMILY IMMIGRATION - MAJOR COUNTRIES. NEW PERMITS AND EEA-REGISTRATIONS. 2004-2013	16
TABLE 4.1 WORK RELATED RESIDENCE PERMITS GRANTED AND EEA-REGISTRATIONS, BY TYPE. 2004-2013.....	20
TABLE 5.1 PERMITS AND REGISTRATIONS (FROM 2010) FOR EDUCATION AND TRAINING – MAJOR CATEGORIES. 2004-2013	23
TABLE 5.2 STATUS CHANGE FOR NON-EEA INTERNATIONAL STUDENTS. 2004-2013.....	23
TABLE 6.1 ASYLUM APPLICATIONS, BY MAJOR COUNTRIES OF ORIGIN. 2005-2013.....	26
TABLE 6.2 ASYLUM APPLICATIONS – (CLAIMED) UNACCOMPANIED MINORS. 2005-2013	27
TABLE 6.3 PERMITS TO PERSONS GRANTED REFUGEE OR HUMANITARIAN STATUS BY UDI OR UNE. 2005-2013.....	27
TABLE 6.4 EXAMINED ASYLUM CLAIMS CONSIDERED BY UDI, BY OUTCOME – PERCENT. 2005-2013.....	28
TABLE 6.5 ACCEPTANCES AND ARRIVALS OF QUOTA REFUGEES. 2005 – 2013.....	29
TABLE 6.6 RESETTLEMENT OF REFUGEES - MAJOR COUNTRIES OF ORIGIN. 2013.....	29
TABLE 7.1 RETURNS – BY MAIN CATEGORIES. 2005-2013.....	33
TABLE 8.1 FOREIGN RESIDENT CITIZENS - MAJOR COUNTRIES. 2007-2014 (1.1).....	36
TABLE 11.1 SHARE OF LANGUAGE MINORITY CHILDREN IN KINDERGARTEN, BY AGE. PERCENT. 2007-2013.....	52
TABLE 12.1 REGISTERED EMPLOYED RESIDENTS BY REGION OF BIRTH IN FOURTH QUARTER 2013 AND CHANGE IN FOURTH QUARTER EMPLOYMENT 2008-2013.....	64
TABLE 12.2 REGISTERED EMPLOYMENT RATES, BY REGION OF BIRTH AND GENDER, AGE 15-74. 2013 (FOURTH QUARTER).....	64
TABLE 12.3 REGISTERED EMPLOYMENT BY OCCUPATIONAL GROUP, PERCENT. 2013 (FOURTH QUARTER).....	65
TABLE 12.4 REGISTERED UNEMPLOYMENT AND PARTICIPATION IN ALMP-PROGRAMS, BY REGION OF BIRTH. 2014 (SECOND QUARTER) AND CHANGE IN UNEMPLOYMENT FROM 2013 (SECOND QUARTER).....	68
TABLE 15.1 NATURALISATIONS, BY MAJOR FORMER CITIZENSHIPS. 2004-2013.....	76

Charts

CHART 2.1 IMMIGRATION ACCORDING TO ENTRY CATEGORIES. 1990-2013.....	13
CHART 2.2 IMMIGRATION ACCORDING TO ENTRY CATEGORIES. 2013.....	14
CHART 4.1 LABOUR IMMIGRATION AND MACROECONOMIC DEVELOPMENT. 2003-2013	19
CHART 6.1 ASYLUM SEEKERS. 1985-2013	25
CHART 6.2 ASYLUM APPLICATIONS, TOP FIVE COUNTRIES, MONTHLY. 2013-2014 (LAST 14 MONTHS).....	26
CHART 6.3 OUTCOME OF ASYLUM CLAIMS EXAMINED BY UDI. 2013 AND 2014 (TO 31.7) PERCENT.....	28
CHART 6.4 REFUGEES SETTLED IN MUNICIPALITIES. 2003-2013	30
CHART 8.1 RESIDENT IMMIGRANTS AND NORWEGIAN-BORN WITH TWO IMMIGRANT PARENTS BY REGION OF ORIGIN. 1970-2014	37
CHART 8.2 MAIN COUNTRIES OF ORIGIN FOR RESIDENT IMMIGRANTS AND NORWEGIAN-BORN WITH IMMIGRANT PARENTS. 1.1.2014.....	38
CHART 9.1 IMMIGRANTS WITH PERSISTENT LOW INCOME BY DURATION OF RESIDENCE. 2005-2012.....	42
CHART 9.2 IMMIGRANTS WITH PERSISTENT LOW INCOME BY COUNTRY OF ORIGIN. 2005-2012	42
CHART 10.1 PERSONS COMPLETING THE INTRODUCTION PROGRAM IN 2011, BY GENDER AND LABOUR MARKET SITUATION OR EDUCATION IN NOVEMBER 2012. PERCENT	48
CHART 11.1 LOWER SECONDARY SCHOOL GRADE POINTS, BY IMMIGRATION STATUS AND GENDER, 2011-2013.....	56
CHART 11.2 PROPORTION OF STUDENTS ATTAINING GENERAL OR VOCATIONAL COMPETENCE WITHIN FIVE YEARS AFTER COMPLETING LOWER SECONDARY, BY YEAR OF IMMIGRATION, TYPE OF STATUS AND GENDER, 2005-2008. PERCENT.	56
CHART 11.3 SHARE OF IMMIGRANTS AND DESCENDANTS, AGED 16 TO 25, NOT EMPLOYED, IN EDUCATION OR SUCCESSFULLY COMPLETED UPPER SECONDARY EDUCATION. 2011-2013. PERCENT.	57

CHART 11.4 SHARE OF IMMIGRANTS AGED 13 TO 18 WHEN ARRIVING IN NORWAY WHO HAD COMPLETED AND PASSED UPPER SECONDARY SCHOOL BEFORE THE AGE OF 30, BY AGE GROUP AND GENDER. 2011-2013. PERCENT.	58
CHART 11.5 SHARE OF IMMIGRANTS AND DESCENDANTS AMONG TEACHING STAFF IN PRIMARY AND SECONDARY SCHOOL, 2011-2013. PERCENT.	58
CHART 11.6 SHARE OF ADULT IMMIGRANTS WHO HAVE COMPLETED LOWER SECONDARY EDUCATION, 2011-2013. PERCENT.	60
CHART 11.7 SHARE OF ADULTS WITH AN IMMIGRANT BACKGROUND, AGED 25 AND OLDER COMPLETING UPPER SECONDARY EDUCATION WITHIN FIVE YEARS. 2005-2008. PERCENT.	60
CHART 11.8 SHARE OF IMMIGRANTS AND DESCENDANTS ENROLLED IN TEACHER EDUCATIONS, BY GENDER. 2011-2013. PERCENT.	61
CHART 12.1 ACCUMULATED EMPLOYMENT GROWTH, FOURTH QUARTER 2004-2013. PERSONS.	63
CHART 12.2 RESIDENT EMPLOYMENT BY SECTOR AND IMMIGRANT BACKGROUND. PERCENT OF IMMIGRANT GROUP. 2013 (FOURTH QUARTER)	66
CHART 12.3 REGISTERED QUARTERLY UNEMPLOYMENT IN PERCENT OF LABOUR FORCE BY IMMIGRANT GROUP. FIRST QUARTER 2001 TO FOURTH QUARTER 2014	67
CHART 13.1 PARTICIPATION IN LOCAL ELECTIONS – ALL VOTERS AND VOTERS WITH DIFFERENT IMMIGRANT BACKGROUNDS. 1987-2011	69
CHART 13.2 PARTICIPATION IN NATIONAL ELECTIONS – ALL VOTERS AND VOTERS WITH DIFFERENT IMMIGRANT BACKGROUNDS. REGION OF ORIGIN. 2005-2013	70

Statistical annexes

Tables A1-A29 (all countries) and B1-B6 (OECD)

1 Overview

Record levels of immigration and emigration

From 2012 to 2013, *total immigration* of persons to Norway decreased by 2 800 to 75 800. In 2013, this represented an immigration rate of almost 15 immigrants per thousand inhabitants, slightly lower than in 2012. Of the immigrants 88 percent were foreigners – the majority from EU countries, whose share increased slightly to 59 percent – and 45 percent were women. Poland continued to be the largest country of origin (10 500 new immigrants), followed by Lithuania (5 600) and Sweden (5 300). For the Philippines (2 800), Eritrea (2 700) and Romania (2 500) there was an increase in immigration. In 2013, *emigration* of foreigners from Norway was 25 000, an increase of 3 700 compared to 2012. The largest registered emigration flows in 2013 were citizens of Sweden (4 200), Poland (3 100) and Germany (1 500). Net immigration of foreigners fell to 41 900, which was 6 800 fewer than the previous year.

At the beginning of 2014, 633 100 immigrants and 126 100 persons born in Norway to immigrant parents were registered as residents. Altogether, this represented 14.9 percent of the population, an increase of 0.9 percentage points from 2013. The largest country of origin for resident immigrants was Poland (84 000). The largest number of Norwegian-born with immigrant parents had parents from Pakistan (15 600). 254 000 resident immigrants, or 40 percent of all, had lived in Norway for less than five years.

Continued high labour migration

While labour migration has declined slightly from its peak in 2011, it remains very high in historical comparison. More than 23 000 non-Nordic labour migrants settled in Norway in 2013. Labour migrants therefore made up 43 percent of new non-Nordic immigrants to the country that year. Close to 90 percent of the labour migrants came from Europe. Citizens of EU-countries in Central- and Eastern Europe continued to be the largest group of labour immigrants. Labour immigrants from Poland, Lithuania and Romania made up 30, 16 and 7 percent of all labour immigrants in 2013.

Stable family immigration

Family related immigration represented 32 percent of the non-Nordic immigration to Norway in 2013. This is the same level as the previous year. The total number of new family related *permits* given to third-country nationals decreased slightly from 12 500 in 2012 to 11 900 in 2013. In addition, 12 200 non-Nordic citizens of EU-countries declared that family-ties were the basis for immigration when they registered their move to Norway. In 2013, the major third-countries of origin for family related permits were Somalia, Thailand and the Philippines. Major non-Nordic EU-countries of origin were Poland, Lithuania and Romania.

More refugees

In 2013, 13 percent of the non-Nordic immigrants were granted a residence permit based on a need for protection or on humanitarian grounds. This was the same share as in 2012. Almost 12 000 applications for asylum were filed, 22 percent higher than the previous year. A considerable, but brief, surge in the number of applicants from Eritrea started in July 2013, and the numbers were significantly lower towards the end of the year. In 2013, the proportion of the decisions by the *Norwegian Directorate of Immigration (UDI)* in asylum cases that resulted in refugee status was 62 percent, an increase from 54 percent the previous year. In addition, almost 1 100 refugees were

offered resettlement in Norway that year. In 2014, the number of applications for asylum is expected to reach approximately 11 500.

Focus on return

In 2013, 1 900 foreigners without legal residence returned to their country of origin with public assistance. In addition, almost 6 000 foreigners were returned by force either to another European country or to their country of origin. Of these, 1 400 were returned according to the Dublin-procedure and 1 300 were returned after the application for asylum in Norway had been rejected on its merits. Persons who had been convicted of a crime and other foreigners without legal residence were among the remaining 3 300 returnees. Preliminary figures for 2014, suggest that more persons will be returned by force this year.

Immigration policy

The political agreement between the two parties forming a new minority government in October 2013 and two other political parties represented in Stortinget suggests several changes to the Immigration Act and the Immigration Regulation. These are some important policy initiatives in 2013-2014:

- A temporary change in the Immigration Regulation giving children and their families, who previously have applied for asylum and who have stayed in the country without a resident permit for at least three years as of September 30th 2013, the chance to gain residency if they fulfil certain requirements
- An increase of the penalty limit from six months to one year for violating a re-entry ban for expelled foreigners
- Exemption of employees at reception centres from professional confidentiality
- A stronger focus on returning persons without legal residence

In addition, the scheme allowing foreign skilled workers to apply for a one-year permit to learn Norwegian has been repealed.

Integration policy

Mainstreaming is an overall principle for the implementation of the integration policy. This means that each public sector agency must ensure that their services reach all groups of the population, including immigrants. These are some important initiatives in 2013-2014:

- A new *Action Plan against Radicalisation and Violent Extremism* has been launched to improve efforts to combat radicalisation and violent extremism.
- A new *Ethnicity Anti-discrimination Act* prohibits discrimination on the grounds of ethnicity, religion and belief. National origin, descent, skin colour and language are to be considered as aspects of ethnicity.
- An annual dialogue conference is being organized by the government as an additional way to obtain input from immigrants and Norwegian-born to immigrant parents.
- A new Green Paper, *Interpreting in the public sector – a question relating to the right to due process of law and equal treatment*, contains several proposals regarding interpreting in the public sector. The Green Paper will be submitted for public consultation.

2 Migration – general characteristics

2.1 Legislation and policy

The Immigration Act of 15 May 2008 regulates the entry of foreigners into Norway and their right to residence and work. The Immigration Act and the corresponding Immigration Regulation entered into force on 1 January 2010. According to the regulations and following an individual assessment, citizens of third countries may qualify for one of four main categories:

- Labour immigrants, i.e. persons who have received a concrete job offer
- Persons with close family ties to somebody residing in Norway
- Students, trainees, au pairs and participants in an exchange program
- Refugees and persons who qualify for a residence permit on humanitarian grounds

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

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

An important change with the 2008 *Immigration Act* was that the term ‘refugee’ is now used to include both persons who meet the criteria of article 1A of the 1951 Refugee Convention and persons covered by the non-refoulement provisions of any inter-national convention to which Norway is a party. The most important of these is the *European Convention for the Protection of Human Rights and Fundamental Freedoms*. In other words, persons who are eligible for Subsidiary Protection Status under the *EU Qualification Directive* will be granted refugee status under the Norwegian *Immigration Act*.

The extension of the refugee concept strengthened the right to family reunification for those who were previously granted subsidiary protection. Previously these people had to satisfy a subsistence requirement to be granted family reunification. This is no longer a requirement, as every person granted refugee status is exempted from the income/subsistence requirements under the current act.

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

The complete immigration process involves several government agencies. Usually, an application for a residence permit is presented to a diplomatic mission abroad and the case is considered by UDI in Norway. Except for asylum applications, if the applicant is already present in Norway the local Police receive and registers the application. Asylum applications are presented to and registered by the *Police Immigration Service (PU)*. The registration of an application involves answering questions and guiding applicants, registration of identity and travel history for asylum seekers, and conducting interviews. The diplomatic mission or the local police will issue the permits that have been granted.

There were no significant changes to the immigration act or the regulations in 2013. In 2014, however, there have been some changes and some proposals for changes that are mentioned in the following chapters.

2.2 Migration movements

With the exception of 1989, Norway has had *net immigration*¹ each year since the late 1960s, cf. table A10. The annual average net flow almost doubled from 6 300 for the period 1986-1990 to 11 800 for the period 1996-2000. For the period 2001-2005, it increased further to 13 600 and reached an average of 37 500 for the period 2006-2010, cf. table A6. In 2013, net immigration dropped from the record level of 47 000 in 2011 and 2012 to 40 000. Nevertheless, this was the fifth highest annual figure ever, cf. table A10. As percentage of the total population, the immigration rate of 1.48 was somewhat lower in 2013 than in 2012, while the emigration rate of 0.7 was higher, cf. table A2.²

In 2013, the *gross immigration* to Norway was 75 800 persons – composed of 66 900 foreigners (88 percent) and 8 900 Norwegians. This was 2 800 persons fewer than in 2012, cf. table A4 and A10.

The *gross immigration of foreigners* to Norway, decreased by 3 100 persons in 2013 compared to the record level in 2012. Of 66 900 foreign immigrants, 45 percent were women, cf. table A7.

In 2013, 59 percent of foreign immigrants came from EU-countries, slightly more than in 2012, cf. Table A7, but the share of immigrants from the new EU-countries decreased slightly, from 36 to 35 percent. The largest inflow was from Poland with 10 500 immigrants. After Poland, the highest registered inflows of foreigners were from Lithuania (5 600), Sweden (5 300), the Philippines (2 800), Somalia (2 750), Eritrea (2 700) and Romania (2 500), cf. Table A7. From Romania, Eritrea and the Philippines there was an increase in registered immigration compared to 2012.

¹ Immigration is defined to include persons who have legally moved to Norway with the intention of staying 6 months or more, and who are registered as such in the *Central Population Register*. Asylum seekers are registered as immigrants only on settlement in a Norwegian municipality after having received a residence permit. 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.

² The higher number of emigrations is partly because the Tax Administration during this year registered as ‘emigrated’ several persons who were assumed to have emigrated several years earlier without reporting that they emigrated. <https://www.ssb.no/en/befolkning/statistikker/flytting>

In 2013, the *net immigration of foreigners* was 41 900, 6 800 lower than the record number in 2012, cf. table A10 and table 2.1 below. The net immigration surplus was particularly noticeable for citizens of Poland (7 400), although this was 2 000 fewer persons than in 2012. Other countries with significant net immigration in 2013 were Lithuania (4 400), Eritrea (2 600) and Somalia (2 600), cf. Table A9.

For most nationalities, the gender ratio was relatively balanced. However, from Poland and Lithuania 61 and 55 percent of the net migration consisted of men, with this share decreasing for some years. From the Philippines and Thailand, a large majority (74 and 86 percent) were women, cf. tables A9f and A9m

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

In 2013, we saw a registered *gross emigration* of 35 700 persons, 25 000 foreigners and 10 700 Norwegians; cf. table A5 and A10 and table 2.1 below. This is an increase of 3 700 foreigners³ and 800 Norwegians, compared to 2012. Of the total emigration 45 percent were women, cf. A5. The largest registered emigration flows from Norway in 2013 were to Sweden (6 200), Denmark (3 100), the UK (1 600) and Poland (1 500), cf. table A5. 4 200 of the foreign registered emigrants were Swedes, the largest emigrant group this year. 3 100 emigrants were Poles, cf. table A8.⁴

The registered *return-migration of Norwegians* from other countries has been quite stable for the last twenty years, hovering between eight and ten thousand. In 2013, the number was 8 850, only 300 more than in 2012, cf. table A10. In 2013, there was a *net emigration* of 1 800 Norwegians. This was an increase of 400 persons from 2012 and the highest recorded number since 2001.

There are significant differences between various immigrant groups as to whether their stay in Norway is long-term or temporary, cf. table A11. Five years later, only 68 percent of those who immigrated between 1998 and 2008 were still residing in Norway. Immigrants from countries in Asia had the highest proportion of persons staying for five years or more (80 percent on average) while persons from Oceania had the lowest proportion staying that long, 41 percent. The highest retention rates after five years were the 91 percent of immigrants from Iraq, 90 percent of those from Somalia and 87 percent from Iran and Morocco. The destination country is not known for the emigrants, except for those emigrating to a Nordic country.

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

³ Cf. <https://www.ssb.no/en/befolkning/statistikker/flytting>.

⁴ The discrepancies between the figures in tab. A5 and A8 indicate that some of the emigrants from Norway to Sweden are Norwegians or other nationalities. It also indicates that half of the Polish emigrants from Norway must have migrated to other countries than Poland.

Table 2.1 Registered migration movements of foreigners and nationals. 2004-2013

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Immigration	36 500	40 200	45 800	61 800	66 900	65 200	73 900	79 500	78 600	75 800
- foreigners	27 900	31 400	37 400	53 500	58 800	56 700	65 100	70 800	70 000	66 900
- nationals	8 600	8 800	8 400	8 300	8 100	8 500	8 800	8 700	8 600	8 900
Emigration:	23 300	21 700	22 100	22 100	23 600	26 600	31 500	32 500	31 200	35 700
- foreigners	13 800	12 600	12 500	13 300	15 200	18 400	22 500	22 900	21 300	25 000
- nationals	9 400	9 100	9 600	8 800	8 400	8 200	9 000	9 600	9 900	10 700
Net migration	13 200	18 400	23 700	39 700	43 300	38 600	42 350	47 000	47 350	40 100
- foreigners	14 000	18 700	24 900	40 200	43 600	38 300	42 550	47 900	48 700	41 900
- nationals	- 800	- 300	- 1 200	- 500	- 300	300	- 200	- 900	- 1 350	- 1 800

Source: Statistics Norway

For the first half of 2014, the registered net immigration figure of 18 600 was 800 higher than during the same period in 2013. During these six months, major countries of origin with high registered net immigration were Poland (3 700), Lithuania (1 800), Eritrea (1 600) and Romania (950).

2.3 Immigration according to entry categories

Four main categories are used in the statistics on immigration according to entry categories: *family, labour, protection and education/training/exchange*.⁵ The distribution between these categories is based on:

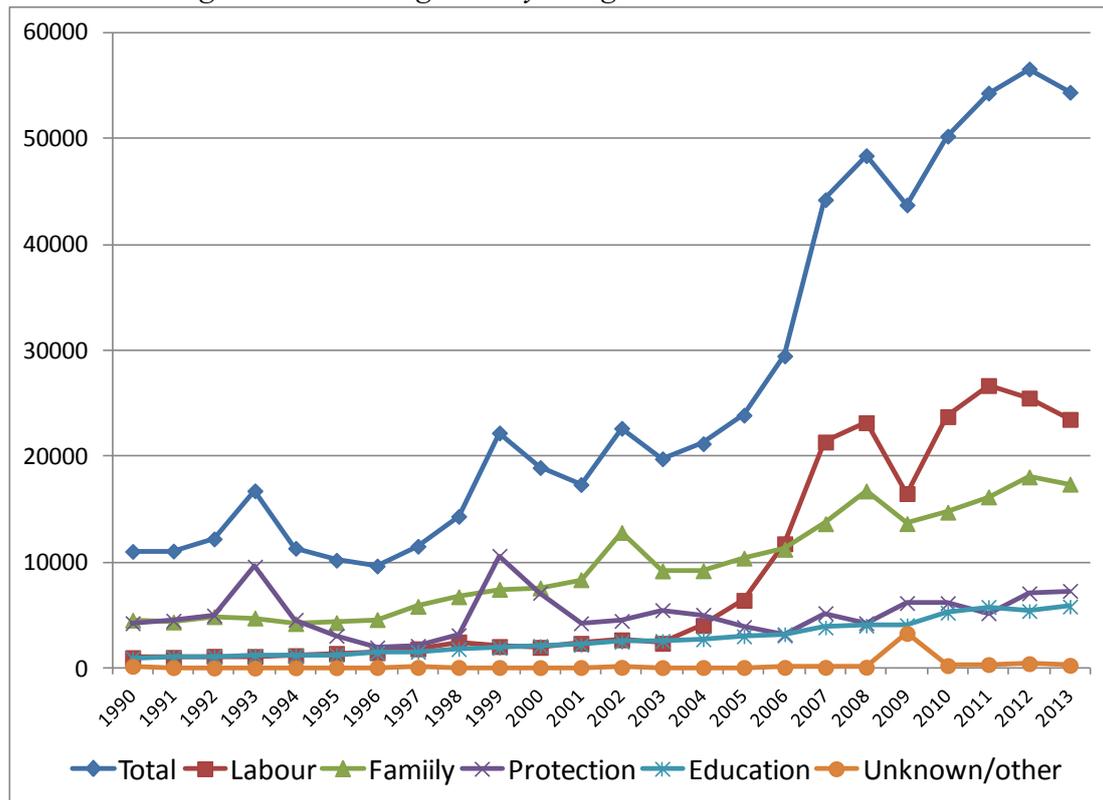
- (i) the type of first time permit granted to citizens of non-Nordic countries who are registered as immigrants in the Norwegian population register; and
- (ii) the self-declared reason stated by non-Nordic citizens of EU/EFTA-countries, who since 2010 should register their presence the first time their stay in Norway lasts for three months or more.

Nordic immigrants are not covered by these sources, as they do not need any type of residence permit to live and work in Norway and are not subject to the EU/EFTA-registration requirement. However, the very high labour market participation rates indicate that immigration of citizens from Nordic countries is mainly due to work.

During the period from 1990-2013, 636 000 non-Nordic foreigners immigrated to Norway, cf. Table A23. As many as 231 800 persons or 36 percent of all such registered immigrants, were admitted as family members of residents. 207 000 or 33 percent, came as labour immigrants. 124 000 or 20 percent, had been granted protection or residence on humanitarian grounds, while 66 600 or 10 percent, arrived for education, including as *au pairs*. Since 2006, labour immigration has been the main category, overtaking family immigration, cf. chart 2.1. The rise in the category “unknown” in 2009 was due to the removal of the requirement for a work or residence permit for citizens from most EU/EFTA-countries, effective from September that year while EU/EFTA registrations were only effective from 2010.

⁵ Cf. <https://www.ssb.no/en/befolkning/statistikker/innvgrunn> for details.

Chart 2.1 Immigration according to entry categories. 1990-2013



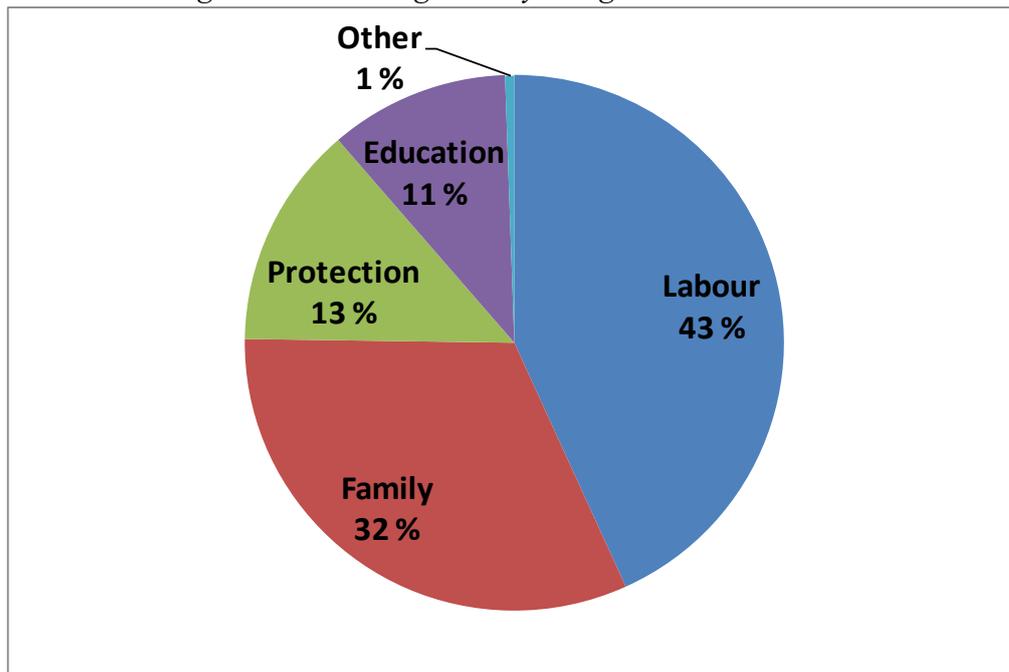
Source: Statistics Norway

For the period 1990-2013, the largest non-Nordic groups were from Poland (97 000 immigrants) followed by Lithuania (37 400), Germany (32 100), Somalia (28 700) and Iraq (23 300).

During 2013, 54 400 new non-Nordic immigrants were registered, 3.9 percent lower than in 2012. Labour immigration was the largest category, with 43 percent of the total, two percentage points lower than the share in 2012. More than two thirds of the non-Nordic labour immigrants were from EU-countries in Central and Eastern Europe, and almost half of this group came from Poland.

In 2013, as in 2012, the share of non-Nordic family-based immigration was 32 percent, cf. chart 2.2 below. Approximately 13 percent of the immigrants were granted a permit following an asylum application or arriving on the annual quota for resettlement of refugees. This was the same share as in 2012. The share of immigration for education, training and cultural exchange, including au pairs, was 11 percent in 2013. This relative share has been quite stable over the years while the number of permits and registrations has increased gradually.

Chart 2.2 Immigration according to entry categories.2013



Source: Statistics Norway

In 2013, as in 2012, 60 percent of the non-Nordic immigrants came from Europe, 21 percent from Asia, including Turkey, 14 percent from Africa and 5 percent from North-and South America or Oceania.

From 2012 to 2013, family immigration from countries outside the Nordic area decreased slightly, but the share was the same. The major groups of family immigrants were from Poland, Lithuania, Somalia, Thailand and the Philippines. Of 17 400 non-Nordic persons who arrived in Norway as family immigrants 13 200, or 76 percent, came through family *reunification*. 4 200 of the family immigrants came to *establish a family*, mostly through marriage, and the largest groups in this category were from Thailand, the Philippines, Poland, Pakistan, Russia and Brazil. 1 900 persons of this sub-group of family immigrants, came to live with a person in Norway who did not have immigrant background. Of these 580 persons were from Thailand, 220 from the Philippines and 120 from Brazil.

For the whole period 1990-2013, 147 700 persons – or 64 percent of all family related immigrants – came for family reunification, while 84 000 came to establish a new family, mostly through marriage. Of the latter, 56 percent involved a reference person without any immigrant background.

By the end of 2013, three out of four of the non-Nordic immigrants, who had immigrated since 1990, still lived in Norway. For refugees and persons granted residence on humanitarian grounds, the figure was 85 percent, while it was 42 percent for international students, au pairs and trainees. Since a large share of the recent arrivals in the latter category was still studying, the total or average figure for the whole period is somewhat misleading. For non-Nordic family migrants, the average retention rate was 81 percent while it was 75 percent for labour-related migration.

3 Family-related immigration

3.1 Legislation and policy

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

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

In general, the family member living in Norway (the reference person) must satisfy a subsistence (income) requirement. As of May 1st 2014 it is required that the income should at least correspond to 88 percent of civil service pay grade 19 (i.e. NOK 286 200).

The subsistence requirement includes three elements:

1. The reference person must render it probable that he or she will meet the income requirement for the period for which the application applies (usually for one year)
2. The reference person must provide documentation from the latest tax assessment showing that he or she satisfied the income requirement during the previous year
3. The reference person cannot have received financial support or qualification benefit from the social services during the last 12 months

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

In addition to the subsistence requirement, the *Immigration Act* stipulates that the reference person in certain cases must satisfy the requirement of having had four years of education or work in Norway. The four-year requirement applies when the reference person has 1) asylum, 2) residence on humanitarian grounds, or 3) has residence on grounds of family ties. Furthermore, it only applies in cases of family *establishment* (i.e. family formation/intended family life), and not in cases of family *reunification*.

Changes in policies and measures – family immigration

The Government has proposed a change in the *Immigration Regulations*, increasing the income requirement to 88 percent of civil service grade 24 (i.e. NOK 304 500 as of May 1st 2014). At the same time, it has proposed a change allowing for an exception from the income requirement based on an assessment of the earning capacity of the reference person as well as that of the immigrant. The proposed changes were

submitted for public consultation and is currently under consideration by the Ministry of Justice and Public Security.

The Government has also proposed a change in the *Immigration Act*, requiring the reference person and his/her spouse to be at least 24 years old, before the spouse may join him/her in cases of family establishment/formation. The proposed change was submitted for public consultation and is currently under consideration by the Ministry of Justice and Public Security.

3.2 Family-related permits and registrations

For several years, family ties were the most important basis for long-term immigration to Norway, cf. chapter 2.3. The total number of new family related permits decreased slightly from 12 500 in 2012 to 11 900 in 2013. In addition, there were more than 12 200 EU/EFTA-registrations⁶ for first-time immigration based on family-ties.

In 2013, the major third-countries, of origin for family related permits were, Somalia, Thailand the Philippines, and Eritrea. Major EU-countries of origin were Poland and Lithuania, cf. table 3.1

Table 3.1 Non-Nordic family immigration – major countries. New permits and EU/EFTA-registrations. 2004-2013

Countries of origin	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total, of which:	12 750	13 035	13 981	17 913	20 766	18 112	21 526	24 577	24 333	24 136
Poland	390	748	1 702	3 292	4 423	2 773	4 612	4 376	4 516	4 687
Lithuania	162	238	382	643	749	655	2 132	2 356	2 384	2 228
Somalia	689	929	913	1 003	1 179	1 027	685	1 331	1 210	1 305
Thailand	1 099	1 014	943	1 073	1 214	1 248	989	1 176	1 227	1 027
Philippines	437	433	412	618	580	703	766	975	1 007	972
Germany	563	558	768	1 456	1 630	835	1 140	1 166	913	881
Eritrea	42	34	49	78	142	237	430	869	728	880
India	162	176	246	496	478	431	361	533	641	766
Russia	742	653	595	658	607	620	506	610	627	506
USA	423	355	410	453	528	459	410	465	584	494
Pakistan	496	461	392	431	438	500	344	412	492	386
Afghanistan	318	507	471	362	445	391	358	382	337	257
Iraq	909	933	626	436	654	762	554	554	271	256
Stateless	109	88	131	205	534	539	317	242	146	127

Source: UDI

During the first ten months of 2014, close to 9 200 family permits were issued. This is about 700 fewer than during the same period in 2013. During this period, about 5 800 new registrations of family members were from EU/EFTA-countries, eight percent fewer than the previous year.

⁶ Switzerland is the only member country of EFTA that is not part of the EEA. Therefore, the term EU/EFTA is used.

4 Labour migration

4.1 Legislation and policy

Labour immigration from EU/EFTA-countries

Citizens from EU/EFTA-countries do not need a permit to stay or work in Norway. However, the non-Nordic citizens must register with the police when their stay in Norway exceeds three months. They acquire the right to permanent residence after five consecutive years of legal residence. The common Nordic labour market, established in 1957, exempts citizens of the other Nordic countries from the general rules on residence permits and registration.

Temporary, transitional restrictions on free access for citizens from the countries that entered the EU/EEA in the 2004 and 2008 enlargements were lifted in 2009 and 2012, respectively. Norway chose not to introduce any transitional provisions upon the accession of Croatia to the EU/EEA in 2014.

Labour immigration from third countries⁷

Third country nationals who intend to work or operate their own business in Norway must hold a valid residence permit, cf. chapter 2.1. The type of residence permit granted specifically based on of work is linked to a specific job and employer in Norway, except for skilled workers.

The Immigration Act lists five main categories of labour immigrants:

- i. *Skilled workers*: Those with an education level corresponding to at least vocational training at the level of Norwegian upper secondary education, or with corresponding vocational education. They are entitled to family reunification and can qualify for permanent residence.
- ii. *Skilled Service suppliers, seconded employees or independent contractors*: They are entitled to family reunification, but do not qualify for permanent residence. When formally employed and paid in Norway they are treated as skilled workers, cf. category i.
- iii. *Skilled self-employed persons*: They are entitled to family reunification and can qualify for permanent residence.
- iv. *Seasonal employees*: residence permit granted for up to six months for seasonal work, with no right to family reunification or permanent residence.
- v. *Recent graduates from Norwegian universities or university colleges*: Those from outside the EU/EFTA can be given a work permit for six months whilst applying for relevant work under category i

A temporary permit for residents from the Barents region in Russia to work in the northern part of Norway also exists and is independent of skill level.

A general requirement for all residence permits for work is that wage and working conditions are the same as for Norwegian workers in the same labour market in comparable positions.

⁷ Countries outside EU/EFTA.

For a permit as a skilled worker, category i., the skills that form the basis for the residence permit must be relevant for the type of job being offered. Within an annual maximum, new permits for this category of workers may be granted without any labour market needs test. The annual maximum for new permits for skilled workers has been fixed at 5 000 since 2002. So far, this level has not been a constraint, mostly because of new regulations for citizens of the new EU/EEA member states from 2004 and 2007. There is neither a labour market test nor any quota restrictions for skilled workers coming from a WTO member state and working in Norway with an international company, for skilled intra-corporate transferees or skilled workers posted as service suppliers.

Among work-related residence permits, only those granted to skilled workers qualify the holder for a permanent residence permit after three years of residence.

Changes in policies and measures – labour migration

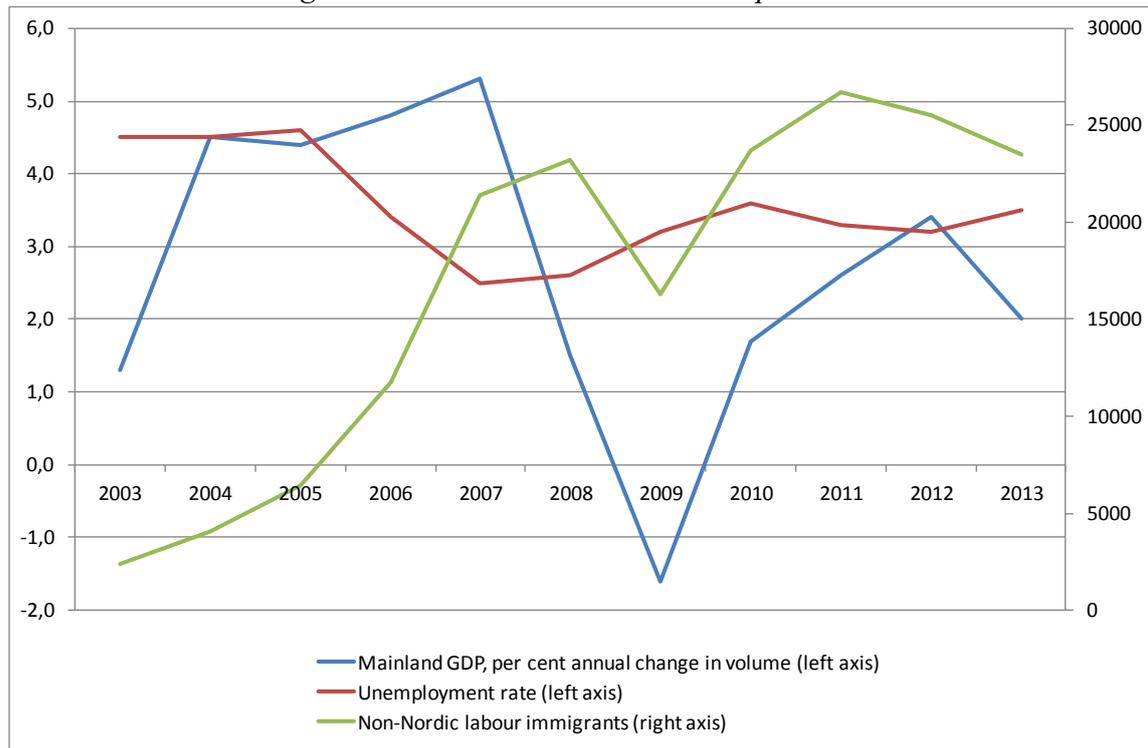
The Political Platform for the Government calls for establishing more service centres for labour migrants and for simplifying the rules and regulations pertaining to highly qualified labour immigrants. So far, aside from a proposal to open a new service centre for foreign workers in Bergen, further specific changes or measures pertaining to labour migration has not yet been introduced.

4.2 Labour immigration

As Chart 4.1 indicates, labour immigration to Norway increased a lot following the EU/EEA enlargement in 2004 and it has remained high since. There was a noticeable decrease in labour immigration around the start of the financial crisis, but both the Norwegian economy and labour immigration picked up quickly. There has been a slight decline in labour immigration from the peak in 2011, but current levels of labour migration remain high and above levels prior to the financial crisis.

Of the registered labour immigrants in 2013, close to 90 percent were from Europe. Poland was, by far, the largest country of origin for registered labour immigrants. The three largest countries of origin for new labour immigrants were Poland (30 percent of labour migrants), Lithuania (16 percent) and Romania (7 percent).

Chart 4.1 Labour immigration and macroeconomic development. 2003-2013



Source: Statistics Norway

Table 4.1 below shows both work-related residence permits and EU/EFTA-registrations for work. The statistics for skilled labour permits issued to third country nationals roughly follows the trend for aggregate non-Nordic labour immigrants described above. Slightly fewer skilled labour permits were issued in 2013 compared to 2012, but 2013 was nonetheless the year with the second highest number of skilled labour permits issued. Among countries outside the EU/EFTA, India is, by far, the largest single country of origin for skilled workers. Other large countries of origin for skilled immigrants are Russia, the Philippines, Serbia, China, and USA. Vietnamese immigrants make up roughly 35 percent of permits issued to seasonal workers and are, by far, the largest single group of seasonal workers.

Table 4.1 Work related residence permits granted and EU/EFTA-registrations, by type. 2004-2013

	New permits				Renewals of permits	Total permits issued	EU/EFTA-registrations
	Skilled work	Seasonal work	EU/EFTA-residents	Other			
2004	747	4 854	24 180	3 230	6 966	39 977	na
2005	1 223	1 816	22 711	2 672	22 047	50 469	na
2006	2 011	1 909	34 237	2 371	30 297	70 825	na
2007	2 913	2 552	46 778	2 670	42 955	97 868	na
2008	3 384	2 245	45 080	1 862	48 495	101 066	na
2009	2 577	2 218	16 775	1 632	32 849	56 051	na
2010	2 808	2 335	1 793	1 362	5 158	13 456	42 646
2011	3 495	2 504	2 209	1 713	5 539	15 460	36 915
2012	4 082	2 319	1 341	1 840	5 274	14 856	39 756
2013	3 845	2 495	na	1 990	4859	13 189	39 021
2014 (31.10)	3 345	2 364	na	1 895	4 231	11 835	29 770

Source: UDI

The statistics on permits/registrations for residents from EU/EFTA-countries reflect changes in rules and regulations.⁸ The number of EU/EFTA-registrations did not change much from 2012 to 2013, with roughly 39 000 citizens of non-Nordic EU/EFTA-countries registered as labour migrants in both years. The two largest countries of origin among EU/EFTA-registrations are Poland (38 percent of registrations) and Lithuania (17 percent of registrations). Altogether, EU-countries in Eastern Europe account for nearly 80 percent of labour related EU/EFTA-registrations.

Labour immigration from Nordic countries

Because citizens from the Nordic countries are exempt from the general rules on residence permits and registration, no statistics exist on the number of labour immigrants from these countries. However, like immigrants from other EU/EFTA-countries, the vast majority come to work. The registered gross immigration of Nordic nationals increased steadily from around 5 000 in 2005 to a peak of 12 100 in 2011, and then declined to roughly 8 900 in 2013. Net immigration increased from 600 in 2005 to a peak of roughly 4 800 in 2010 and then declined to roughly 2 400 in both 2012 and 2013.

4.3 Labour migrants and service providers on short term stay

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

⁸ From October 2009, citizens from non-Nordic EEA-countries (except Bulgaria and Romania) did not need a residence permit to stay in Norway. From October 2009, permits for EEA-residents were only the permits issued to residents of Bulgaria and Romania, who were required to apply for a resident permit until June 2012. Some of the registrations after October 2009 (and June 2012) may have followed the end of a residence (work) permit granted before these dates, and thus not signal a new (labour) immigrant.

Accurate statistics for the staff of service providers on short-term assignments in Norway cannot be produced directly from administrative registers. Third country staffs of service providers who qualify for a residence permit as a skilled worker are in most cases given this type of permit. Hence, estimates of the number of staff of service providers and labour migrants on short-term stay in Norway have to be constructed from several sources. The number of workers on short-term stay in Norway have been estimated by combining registrations with the tax authorities of non-resident wage earners employed in Norwegian firms, and of posted workers and hired workers on short-term stay. Those who reside abroad, but commute to their job in Norway, are also included in these statistics, as well as some other small groups. Self-employed persons are not included.

Whereas the total number of employed resident immigrants continued to increase through the economic downturn, the number of workers on short-term stay decreased from 75 800 in 2008 (fourth quarter) to below 70 000 in the period 2009-2011, and then increased to over 85 000 in 2013. Geographic proximity appears to be an important factor influencing short-term labour migration. The Nordic countries (35 600 persons), together with migrants from the EU-countries in Central and Eastern Europe (34 250 persons) dominate this group of workers.

5 Migration for education and training

5.1 Legislation and policy

A foreigner, who has been admitted to an approved educational institution, for example a university, must have a residence permit to study in Norway. To obtain this, the applicant must be able to prove to that s/he is able to finance the studies and will have suitable housing. Since 2007, international students are granted a permit to work part-time⁹ together with their first residence permit for education. A concrete offer of employment is not required.

The general rule is that international students should leave Norway after completing their studies if they do not fulfil the criteria for having another type of residence permit. The possibility for graduates to apply for a work permit as a skilled person has existed since 2001. Since 2010, it has been possible for graduates to apply for a six months residence permit while searching for a job that correspond to his or her acquired qualifications. This is to facilitate the transition to work. Family members of students are allowed to work full time.

A foreign national, between 18 and 30 years old, may be granted a residence permit as an *au pair* for up to two years provided that the purpose of the stay is cultural exchange and that the contract with the host family satisfies certain conditions.

Foreigners who are qualified skilled workers, but who need additional education or practical training in order to obtain the necessary recognition of their qualifications in Norway, may be granted a residence permit for a total period of two years in order to fulfil the requirements for an authorization to work in Norway.

Changes in policies and measures – migration for education and training

Until May 2014, a qualified skilled worker could apply for a permit for a period of one year to study the Norwegian language. The limited success of this scheme to attract skilled labour and evidence of misuse caused the scheme to be repealed.

5.2 Permits and EU/EFTA-registrations

In 2013, 6 750 first time permits were granted for education and training purposes, compared to 7 350 in 2012. 3 900 of the new permits were granted for education. In addition almost 1 700 permits concerned *au pairs*, 180 trainees, and 160 post doctorates, and 850 were given permits to study the Norwegian language, cf. the special provisions for some skilled workers mentioned in chapter 5.1. There were 3 200 renewals of permits granted for education. In addition, there were 4 400 new EU/EFTA-registrations for education purposes.¹⁰ Altogether, this indicates 11 150 new non-Nordic students, a decrease of 450 from 2012.

The major source countries for non-Nordic international students in 2013 were Germany, France, China and Spain. 85 percent of the *au pair* permits were granted to

⁹ Work is permitted for a maximum of 20 hours a week during study periods, with full-time work being permitted during the academic holiday periods.

¹⁰ Some of the EU/EFTA-registrations could represent renewals of a permit granted before the registration system was in place at the start of 2010.

citizens of the Philippines. Other important countries were Vietnam and Ukraine.. Citizens of Ukraine and Belarus received most of the trainee permits.

Table 5.1 Permits and registrations (from 2010) for education and training – major categories. 2004-2013¹¹

Migration category	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total, of which:	5 440	6 108	6 767	7 663	8 090	8 074	9 681	10 813	11 556	11 144
Student (EU/EFTA)	1 713	2 286	2 634	2 739	3 059	2 656	4 293	4 149	4 210	4 401
Student (not EU/EFTA)	1 828	1 922	2 157	2 455	2 719	3 036	3 260	3 452	3 831	3 883
Post doctor-ate	48	50	68	52	91	97	118	169	194	159
Folk high school	185	200	198	216	212	208	110	121	78	103
Norwegian language studies ¹²							122	633	1 572	854
Au pair	1 019	1 208	1 243	1 760	1 628	1 710	1 509	1 829	1 585	1 667
Trainee	496	322	361	377	347	347	147	345	164	180
Other	131	120	106	64	34	20	122	115	192	211

Source: UDI

By the end of October 2014, the number of first time education permits that had been granted was almost 6 100.

During 2013, more than 800 international students from third countries changed their status.¹³ This was an increase by seven percent from 2012, cf. table 5.2 below. Of these, 58 percent received a permanent or temporary permit as skilled labour while 23 percent were granted a permit based on new family ties. The rest, 19 percent, were granted a permit to search for appropriate, skilled work. Major countries of origin for students changing status were the Philippines, China, Russia, USA, Iran and Pakistan.

Table 5.2 Status change for non-EU/EFTA international students. 2004-2013

New status	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Work	98	195	209	279	289	163	120	298	458	475
Family	42	61	89	78	76	54	38	134	185	190
Job search	3	1	2	4	3	6	16	71	127	161
Total	143	257	300	361	368	223	176	503	770	826

Source: UDI

¹¹ Citizens of the other Nordic countries are not included in these statistics, as they do not need any form of permit to study or work in Norway.

¹² Permit to study Norwegian language if the purpose of their stay is to obtain skilled work in Norway. This scheme was repealed in May 2014, see 5.1.

¹³ The general rule for permits to be classified as 'status change' is that the period between the expiry of the old permit and the validation of the new permit should be less than six months. Both new and old permits must be valid for at least three months. Changes to or from EU/EFTA-registrations are not included.

6 Asylum seekers and refugees

6.1 Legislation and policy

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

UNHCR gives recommendations on protection issues. The Norwegian authorities take these into account, in addition to making an independent assessment of the situation in the country of origin. If an administrative decision is inconsistent with UNHCR's guidelines or recommendations, the case will be referred to a seven-member "Grand Board" of the *Immigration Appeals Board (UNE)*, as the main rule, unless the administrative practice is in accordance with instructions given by the *Ministry of Justice and Public Security*. Norwegian authorities have regular bilateral meetings on protection issues with representatives of the UNHCR.

Temporary accommodation in reception centres are offered to all asylum seekers arriving in Norway. These centres are financed by and under the supervision of UDI. By the end of October 2014, there were approximately 15 000 residents in such centres. Some of the centres are given extra resources to provide suitable living conditions for asylum seekers with particular needs. Unaccompanied minor asylum seekers, 15 to 18 years old, are accommodated either in special sections of a regular reception centre or in a separate reception centre for minors. The child welfare authorities are responsible for accommodating unaccompanied minors younger than 15 years. These children are accommodated separately in centres financed by and run under the supervision of the *Ministry of Children, Equality and Social Inclusion*. Staying in a reception centre is voluntary, but a requirement for receiving subsistence support and pocket money.

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

Changes in policies and measures – asylum seekers

In June 2014, the Government decided to adopt a temporary change in the *Immigration Regulation* giving children and their families, who previously have applied for asylum and had stayed in the country without a residence permit for at least three years as of September 30th 2013, the chance to gain residency if they fulfil certain requirements.

A proposal for changing the *Immigration Regulation* to clarify when to give a child and their family legal residence, based on the child's ties to the Norwegian society has been circulated for public consultation.

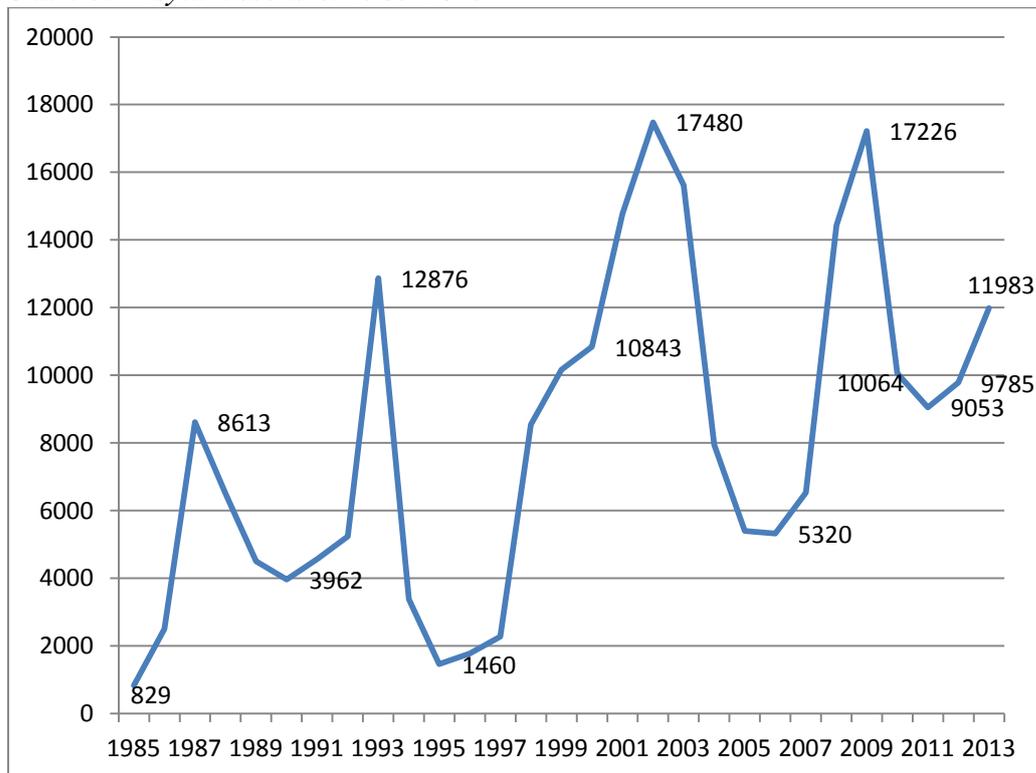
Stortinget has passed a change in the *Immigration Act*, exempting employees at reception centres from professional confidentiality

Stortinget has passed a change in the *Immigration Act*, exempting employees at reception centres from professional confidentiality.

6.2 Asylum applications

During the five-year period 1997-2002, the number of asylum seekers to Norway increased considerably. The peak year was 2002 with almost 17 500 arrivals from many countries. This is still the highest number recorded. In 2009, there was another peak with more than 17 200 applicants.

Chart 6.1 Asylum seekers. 1985-2013



Source: UDI

In 2013, the number of asylum applicants was almost 12 000, 22 percent higher than the previous year. The major countries of origin were Eritrea (27 percent) and Somalia (18 percent.), cf. table 6.1 below.

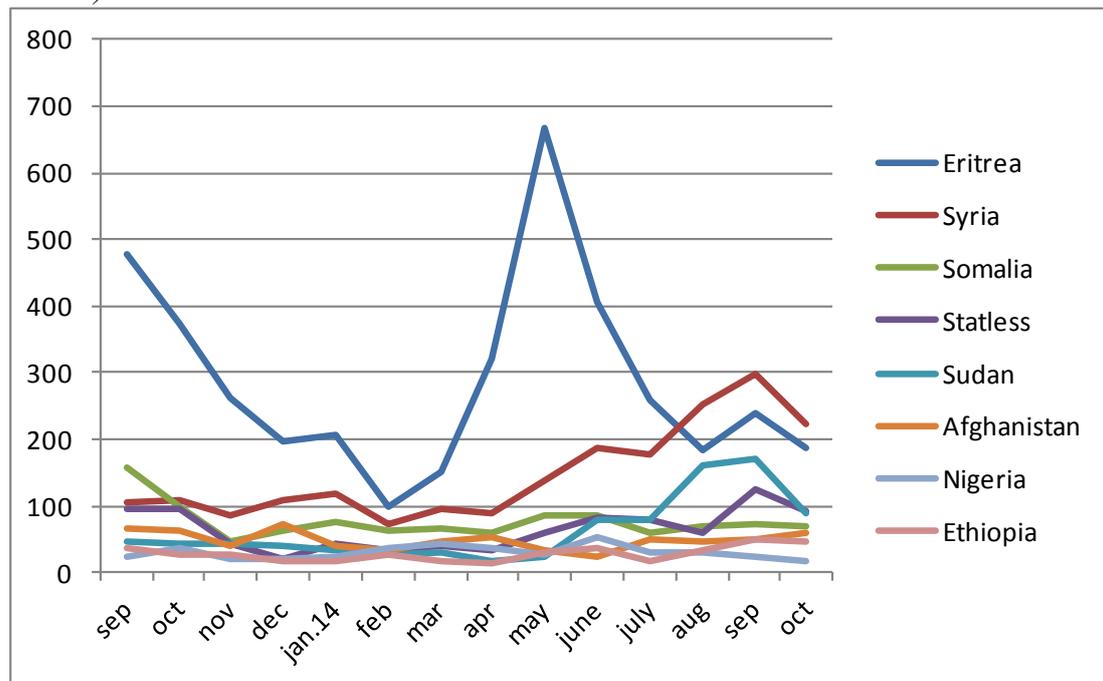
Table 6.1 Asylum applications, by major countries of origin. 2005-2013

Country of origin	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total, of which:	5 402	5 320	6 528	14 431	17 226	10 064	9 053	9 785	11 983
Eritrea	177	316	789	1 806	2 667	1 711	1 256	1183	3 258
Somalia	667	632	187	1 293	1 901	1 397	2 216	2 181	1 694
Syria	79	49	49	115	278	119	198	327	856
Afghanistan	466	224	234	1 371	3 871	979	979	986	726
Sudan	45	30	37	118	251	181	209	472	598
Stateless	209	237	515	940	1 280	448	262	264	550
Nigeria	94	54	108	438	582	354	240	355	522
Russia	545	548	863	1 085	867	628	365	370	376
Ethiopia	100	143	241	360	706	505	293	185	291
Iran	279	218	222	720	574	429	355	441	266
Iraq	671	1 002	1 227	3 138	1 214	460	357	221	191
Other	2 070	1 867	2 056	3 047	3 035	5 961	3 579	2 800	2 655

Source: UDI

During the first ten months of 2014, 9 800 applications for asylum were filed. This is 500 fewer than during the same period in 2013. A significant increase of applicants from Eritrea started in July 2013, and the number continued to be high during the following months before declining and rising again in May 2014, cf. chart 6.2. The major countries of origin by October 31st 2014 were Eritrea, Syria and Somalia. Chart 6.2 illustrates the shifts in the number of asylum applications for the top five countries of origin over the period from September 2013 until October 2014. The number of asylum applications from Syria has risen steadily during this period, while the number for Somalia has decreased and stabilised at a lower level.

Chart 6.2 Asylum applications, top five countries, monthly. 2013-2014 (last 14 months)



Source: UDI

The number of asylum seekers claiming to be unaccompanied minors has varied in recent years. In the peak year of 2009, there were 2 500 such asylum seekers. Of these, many were without a need for protection. Therefore, various measures were instituted. The number of (claimed) unaccompanied minor asylum seekers to Norway has since declined. In 2013, 73 percent came from Eritrea, Somalia or Afghanistan.

Table 6.2 Asylum applications – (claimed) unaccompanied minors. 2005-2013

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013
Applications	322	349	403	1 374	2 500	892	858	964	1 070

Source: UDI

During the first ten months of 2014, almost 1 000 (claimed) unaccompanied minors filed an asylum application. This was an increase of 13 percent compared to the same period in 2013.

6.3 Asylum decisions

During 2013, 71 percent of the decisions made by the immigration authorities were made on the merits of the case, while 21 percent of the cases were transferred to another country in accordance with the Dublin procedure, and eight percent were closed because the applicant disappeared before the basis for his/her application had been fully established. During the first ten months of 2014, the share of Dublin decisions was 25 percent. In 2013, major countries of origin for the finalized cases were for citizens of Eritrea and Somalia.

The 4 500 applicants granted convention refugee status in 2013 does not give the full picture of how many applications result in a residence permit in Norway. In 2013, 1 000 applications resulted in refugee status on other protection grounds while almost 300 resident permits were granted on humanitarian grounds by the UDI in the first instance, cf. table 6.3 below.

Table 6.3 Permits to persons granted refugee or humanitarian status by UDI or UNE. 2005-2013

Instance	Status	2005	2006	2007	2008	2009	2010	2011	2012	2013
UDI	Conven- tion	567	461	1 013	1070	1 753	2 974	2 810	3667	4 522
	Other refugee	-	-	-	-	-	1 565	766	1184	1 003
	Humani- tarian	1 913	1 221	1 922	1 975	2 755	751	444	328	290
UNE	Conven- tion	62	60	38	32	44	167	287	281	347
	Other refugee	-	-	-	-	-	71	91	293	175
	Humani- tarian	513	464	1 523	630	392	173	336	377	485
Total	All cate- gories	3 055	2 206	4 496	3 707	4 944	5 701	4 335	6130	6 822

Source: UDI

From 2003 until the new immigration act was implemented in 2010, there was a distinction between two categories of humanitarian status, “subsidiary protection status” and “humanitarian concerns” (health problems etc.). As mentioned in chapter 2.1, persons who are eligible for subsidiary protection status under the EU Qualification Directive, are granted refugee status under the new Immigration Act. Therefore, as of 2010, the share of applicants granted a permit on humanitarian grounds no longer includes the category "subsidiary protection", cf. table 6.4 below.

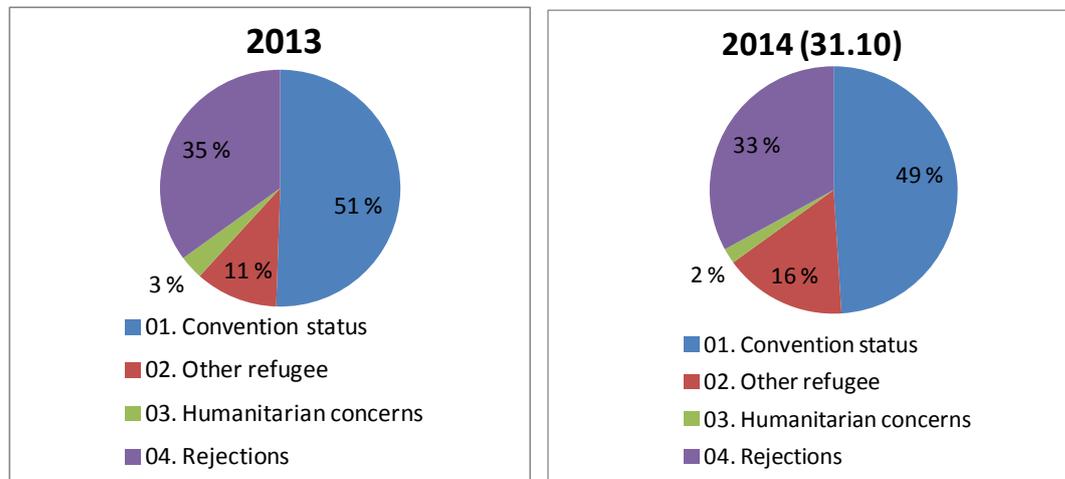
Table 6.4 Examined asylum claims considered by UDI, by outcome – percent. 2005-2013

Result - percentage	2005	2006	2007	2008	2009	2010	2011	2012	2013
Convention status	10	16	20	14	17	23	36	41	51
Other refugee status	-	-	-	-	-	12	10	13	11
Subsidiary protection	16	20	17	16	15	-	-	-	-
Humanitarian concerns	20	21	21	11	10	6	6	4	3
Rejections	54	43	42	59	58	59	48	42	35

Source: UDI

In 2013, the proportion of decisions by UDI granting convention refugee status was 51 percent, an increase from 41 percent the previous year; cf. table 6.4 and chart 6.3. During the first ten months of 2014, the proportion granted convention refugee status by UDI decreased to 49 percent. In 2013, 35 percent of the applications that were examined on their merits were rejected in the first instance. By October 2014, the proportion had decreased to 33 percent. These changes mainly reflect changes in the composition in the countries of origin of the cases that were considered, as there were no major policy changes.

Chart 6.3 Outcome of asylum claims examined by UDI. 2013 and 2014 (to 31.7) Percent



Source: UDI

Some foreigners fulfilling the requirements for residence on humanitarian grounds, but not presenting proof of identity, are granted a *limited residence permit*. This limited permit does not constitute grounds for permanent residence and/or family-unification. In 2013, 168 people received such a permit in anticipation of their documentation of identity.

6.4 Resettlement of refugees

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

Table 6.5 Acceptances and arrivals of quota refugees. 2005 – 2013

Year	2005	2006	2007	2008	2009	2010	2011	2012	2013
Arrivals	942	924	1 350	910	1 112	1 130	1 378	1 076	992
Offers of resettlement	742	996	1 106	741	1 389	1 097	1 289	1 231	1 148

Source: UDI

In 2013, 1 150 refugees were offered resettlement, i.e. had their cases accepted by Norwegian authorities, and close to 1 000 arrived that year, cf. table 6.5. Some of those arriving had been accepted the previous year.

The resettlement quota for 2013 was allocated to 201 Eritreans in Sudan, 116 Somalis in Kenya, 166 Iranians and other nationalities in Turkey, 196 Afghan refugees in Iran and 174 Congolese (DRC) refugees in Uganda. In addition, there were 202 unallocated places, 74 persons were given emergency places for a fast track procedure and 19 was given medical places. Women and girls were given priority within the overall quota, and the target was that at least 60 percent of total number of resettled refugees should be females.

Table 6.6 Resettlement of refugees - major countries of origin. 2013

Countries of origin	Accepted	Arrived
Eritrea	201	37
Afghanistan	196	247
Somalia	116	212
Iran	117	122
DRC	174	200

Source: UDI

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

In 2014, Norway has given priority to the following groups for the resettlement program: 500 Syrian refugees in Lebanon, Jordan and Turkey, 150 Congolese refugees in Uganda and 200 Afghan female refugees in Iran. In addition, there are 175 unallocated places, 75 emergency places for a fast track procedure and 20 medical places.

In addition, the quota for resettlement has been increased by 500, allowing for 1 620 refugees to be offered resettlement in Norway. The additional quota is offered to Syrian refugees in Lebanon, Jordan and Turkey, resulting in 1 000 places for this group.

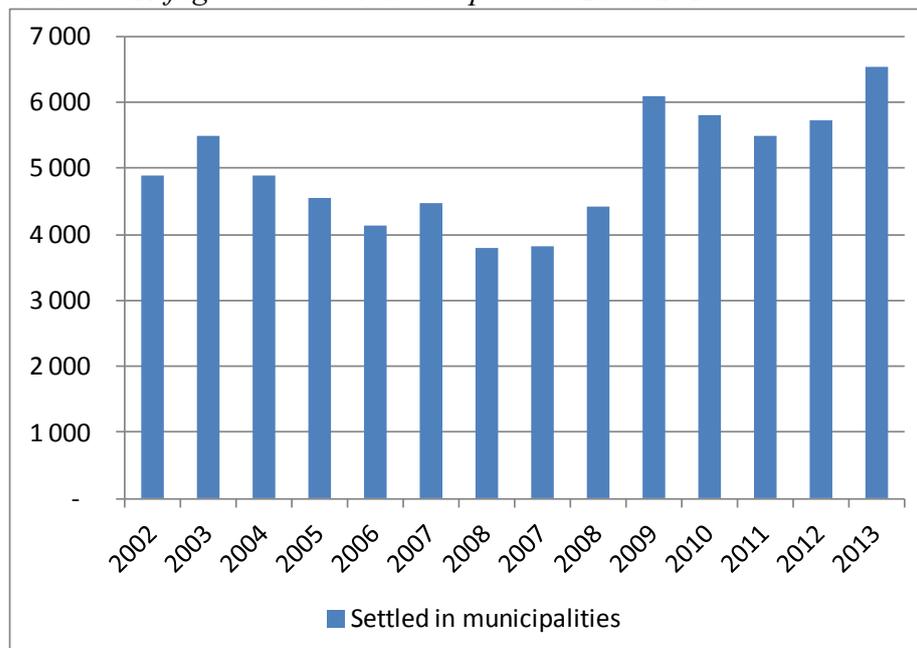
6.5 Settlement of refugees in municipalities

Foreigners, who have been granted a residence permit as a refugee or with humanitarian status, enjoy full freedom of movement. In principle, they may choose to settle wherever they want. However, initially most of them will depend on public assistance to find suitable housing and to ensure their subsistence needs. Those who depend on assistance, have to settle in the municipality that accepts them.

The 428 Norwegian municipalities are sovereign when deciding on the number of refugees to accept if the person will require assistance. Through a government grant of a fixed sum per refugee over a five-year period, the municipalities are compensated financially for the extra expenses that they may incur. In 2014, the sum for the whole five year period is NOK 717 600 for single adults, NOK 669 600 for other adults, for unaccompanied minors and for other children under 18 years. There are additional grants for some unaccompanied minors, and for elderly and handicapped persons.

6 550 foreign nationals with refugee or humanitarian status were provided initial housing and integration support by the municipalities in 2013, an increase from 2012, cf. chart 6.4. Of this group, 420 were unaccompanied minors. In 2014, the number of persons to be settled is estimated to be 7 700.

Chart 6.4 Refugees settled in municipalities. 2003-2013



Source: IMDi

In recent years, there has been a severe lack of settlement places in the municipalities. As of October 2014, 5 200 were waiting in the reception centres for settlement. In both 2014 and 2015, approximately 10 000 refugees were to be settled in a municipality. Family members who are reunited with refugees come in addition to these numbers. The municipalities refusing to settle the requested number of refugees argue that they cannot offer adequate housing, and that neither the capacity of the services refugees need nor the government grants are sufficient.

In 2014, the median waiting period in reception centres – from a permit has been granted until settlement in a municipality takes place – has been more than nine months for adults without children, six months for families with children and two and a half months for unaccompanied minors. Except for unaccompanied minors, the waiting period is longer than the aim agreed between the Government and the Norwegian Association of Local and Regional Authorities (KS).

Changes in policies and measures – settlement of refugees

In April 2014, the Government and KS concluded a new agreement on the settlement of refugees in municipalities. The agreement is valid to the end of 2015. The aim of the agreement is to strengthen the commitment of the municipalities to settle within the agreed deadline all the refugees that have been given a residence permit in Norway.

In the Political Platform of the Government, one policy measure is to “Strengthen efforts to settle immigrants in the municipalities and examine the structure of the grant schemes”¹⁴. The Ministry of Children, Equality and Social Inclusion is pursuing this issue in close cooperation with other relevant ministries. For 2015, the budget proposal from the Government suggests an increase in the government grant for settling refugees, in order to increase the number and reduce the waiting period in a reception centre.

¹⁴ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

7 Irregular migration and return

7.1 Legislation and policy

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

By August 2014, Norway had re-admission agreements or similar agreements on return with 29 countries. Norwegian authorities have raised the issue of re-admission agreements with the governments of some additional 20 countries.

Changes in policies and measures related to return

In 2014, the penalty limit for violating a re-entry ban for expelled foreigners has been increased from six months to one year.

In the revised national budget for 2014, more funds were allocated to increase the number of forced returns.

7.2 Facts and figures

Few sound estimates of the extent of irregular immigration or the number of irregular immigrants are available in Norway. However, the problem exists, particularly in the major cities with a relatively large population of immigrants and less social transparency than in towns and smaller communities.

The *Norwegian Directorate of Immigration (UDI)* commissioned a report by *Oxford Research* on the contribution that asylum seekers and foreigners without legal residence in Norway make to the crime level.¹⁵ In this report, estimates of the number of people without legal residence in Norway were made for the period 2008-2010. The estimations were made by UDI with a method developed by Statistics Norway. The estimates are imprecise and ranging between 18 100 and 56 000 persons. After consultations with the Police and selected NGOs, the lowest estimate of 18 100 was considered likely to be closest to the correct number.

Foreigners in Norway without an accepted identity pose a challenge that affects all the stages of migration management. In 2013, only around five percent of the asylum applicants presented a travel document to the police when registering an application for asylum. However, a number of applicants are able to present documents supporting a claimed identity during the application process.

Forced returns are divided into three categories. The category *Asylum rejected* consists of people whose application for asylum in Norway has been rejected on its merits. *Dublin procedure* consists of foreigners who are escorted to another country party

¹⁵ http://www.udi.no/globalassets/global/forskning-fou_i/beskyttelse/et-marginalt-problem---endelig.pdf. See also ch. 17 below for the reference.

to the Dublin-II regulation. *Expulsions and rejections* consist of persons without legal residence and with a duty to leave Norway.

Table 7.1 Returns – by main categories. 2005-2013

Year	Asylum - rejected	Dublin-procedure	Expulsion/rejection	Total - forced	Assisted return (IOM)	Total
2005	1 088	867	999	2 954	558	3 512
2006	836	461	1 058	2 355	434	2 789
2007	552	561	1 074	2 187	443	2 630
2008	437	805	1 084	2 326	568	2 894
2009	651	1 463	1 226	3 343	1 019	4 359
2010	1 226	1 979	1 410	4 615	1 446	6 061
2011	1 482	1503	1 759	4 744	1 813	6 557
2012	1397	1114	2390	4901	1 753	6 654
2013	1 275	1 408	3 283	5 966	1 889	7 855

Source: UDI, the Police

The police returned almost 6 000 foreigners without legal residence in 2013. 45 percent of them were asylum seekers in the Dublin-procedure or former asylum seekers whose applications had been rejected. Other categories of foreigners without legal residence are included among the rest, including those expelled due to criminal activity. In 2013, approximately 2 200 criminals were returned, an increase of 63 percent from 2012. This number includes citizens of EU member countries.

In 2013, the police returned 457 minors, including 56 unaccompanied minors. This was a decrease by three percent compared with 2012. According to current guidelines, the return of unaccompanied minors shall be carried out as gently as possible and with escorts.

During the first ten months of 2014, almost 5 900 foreigners without legal residence were returned by the police. This is an increase of 19.5 percent compared to the ten first months of 2013.

Assisted return

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

Since 2002, the *International Organization for Migration (IOM)* has operated a program for assisted return. The services offered by the program include information and counselling to potential returnees, assistance to obtain valid travel documents, travel arrangements, post-arrival reception, onward travel to the local destination and limited follow-up.¹⁶

¹⁶ Cf. <http://www.iom.no/index.php/en/varp/voluntary-return>

Foreigners from various countries, who are without a permit for legal residence, may benefit from reintegration support if they opt for assisted return. The amount of reintegration support offered depends on the timing of the application relative to the date set for their obligation to leave Norway.

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

In 2013, the number who returned with assistance was 1 900, cf. table 7.1. The largest group returned to Russia, followed by Iraq, Afghanistan and Kosovo.

In the period from January to October 2014, about 1 400 persons had returned with IOM, approximately 160 fewer assisted returns compared to the same period in 2013.

8 Foreigners, immigrants and Norwegian-born with immigrant parents

8.1 Population growth

During 2013, the total population of Norway increased by 57 800 persons due to a birth surplus of 17 700 and net immigration of 40 100. This represents a growth rate of 1.1 percent, 0.2 percent lower than in 2012, but still among the higher population growth rates in Europe. On 1st January 2014, the total registered resident population in Norway was 5.1 million, cf. table A1 and A3.

In 2013, the fertility rate in Norway was 1.78, 0.07 points lower than in 2012 and 0.2 points lower than the peak in 2009. The fertility rate differs between immigrant women and the rest of the female population. In 2013, it was 1.98 for the former and 1.75 for the latter. The reduction by 0.15 points in only one year for immigrant women was considerable. The highest rate, 2.78, was registered for women from Africa and the second highest, 2.25, for women from Central- and South-America. The lowest rate for immigrant women in 2013 was 1.82 for women from EEA-countries. Since 2000, the fertility rate for immigrant women from Asian countries has declined by almost 1.0 points and for women from African countries by 0.6 points. Cf. table A19.

In 2013, 10 700 (18 percent) of children born in Norway had two foreign-born parents, while 8 400 (14 percent) had one foreign-born parent. The main groups of children born in Norway with two foreign-born parents had parents from Poland, Somalia, Iraq, Pakistan or Sweden. Among those with only one parent born abroad Sweden, the Philippines, Thailand, Denmark and the UK were the main countries of origin for this parent, cf. table A20. This reflects clear differences in transnational marriage patterns. There were 325 children with one parent born in Pakistan and the other in Norway, reflecting that some young Norwegians with Pakistani-born parents find their spouses in Pakistan.

8.2 Foreign citizens

By January 2014, the total number of foreign citizens registered as residents of Norway was 483 200, an increase of 34 400 (or 7.7 percent) from the previous year. They constituted 9.5 percent of the total registered resident population. 273 700 or 56.6 percent was a citizen of an OECD-country. Cf. table A15.

Europeans still constitute the majority of foreigners; 339 000 or 70 percent of all foreigners, cf. table A15. For a long period, this share gradually declined, but during the latest years, there has been an increase. In 2013, 80 percent of the increase in European immigrants was due to foreigners from EU-countries, mainly from Poland, Lithuania and Romania.

The share of registered resident foreigners from *Asian* countries has decreased gradually for several years. By January 2014, they were 77 700 persons, or 16 percent of the total foreign population, down from 22 percent as an average for the period 2006-2010. The largest group of foreigners from Asia were from the Philippines and Thailand, both groups numbering 11 400. As in the previous year, the strongest increases concerned foreigners from the Philippines, India and Thailand.

During 2013, the number of resident citizens of countries in *Africa* increased by 4 700 persons and reached 42 500 or 8.8 percent of all foreign citizens in Norway. The average share during the period 2006-2010 was 9.5 percent. Somali citizens constituted the largest group of foreigners from Africa, numbering 14 400 persons, but the growth was stronger for Eritreans, and they numbered 12 700 persons by the end of the year.

The total number of resident foreigners from countries in *North, Central and South America* increased by 500 persons during 2013 and reached 20 300. Their share of all foreigners declined further to 4.2 percent from an average share during the period 2006-2010 of 6 percent. Almost half of this group was from USA (9 350), and the second largest group was from Chile (1 950).

The patterns and changes described above only partly reflect shifts in migration movements, cf. chapter 2. Another important factor is the significant differences in the inclination to apply for Norwegian citizenship, cf. chapter 15.2. Immigrants from EU-countries and from North America show little interest in changing citizenship, compared to most other groups of foreigners. For a few of these countries, there was a small reduction in the number of foreign residents in 2013, mostly due to high rates of naturalization. Among these countries were Kosovo and Bosnia-Herzegovina. The number of Vietnamese citizens, 1 700, is strikingly low as there are 13 600 immigrants from Vietnam in Norway. Cf. table A15 and A16.

Table 8.1 Foreign resident citizens - major countries. 2007-2014 (1.1)

Citizenship	2007	2008	2009	2010	2011	2012	2013	2014
Total, of which	238 305	266 260	302 977	333 873	369 228	407 262	448 765	483 177
Poland	13 630	26 801	39 168	46 707	55 172	66 639	77 095	85 591
Sweden	27 867	29 886	32 804	35 786	39 174	41 984	43 075	44 233
Lithuania	3 013	5 094	7 578	10 377	16 396	24 074	30 738	35 770
Germany	12 214	15 313	18 892	20 826	22 417	23 687	24 401	24 630
Denmark	20 252	20 461	20 587	20 658	20 940	21 354	21 937	22 570
UK	11 562	12 024	12 644	13 274	13 995	14 744	15 459	15 787
Somalia	10 845	10 589	10 893	10 804	11 117	10 820	12 999	14 353
Eritrea	1 003	1 357	2 106	3 806	5 681	7 598	9 997	12 666
Russia	8 750	9 710	10 362	10 631	10 818	10 894	11 158	11 443
Philippines	3 921	4 844	6 070	6 768	7 750	8 901	10 067	11 387
Thailand	6 355	6 938	7 884	8 583	9 295	9 956	10 819	11 377
Romania	947	1 415	2 427	3 438	4 541	5 687	7 485	9 950
Latvia	852	1 192	1 734	2 771	4 910	6 937	8 480	9 435
USA	7 732	7 916	8 268	8 516	8 636	8 769	9 172	9 340
Netherlands	5 104	5 811	6 404	6 800	7 113	7 459	7 768	7 985
Afghanistan	6 470	6 502	6 572	7 247	7 730	7 623	7 893	7 900
Iraq	12 139	10 682	10 951	10 927	10 555	10 290	9 092	7 679
India	2 206	2 794	3 479	3 652	3 779	4 257	5 174	5 936

Source: Statistics Norway

8.3 Immigrants and Norwegian-born with immigrant parents

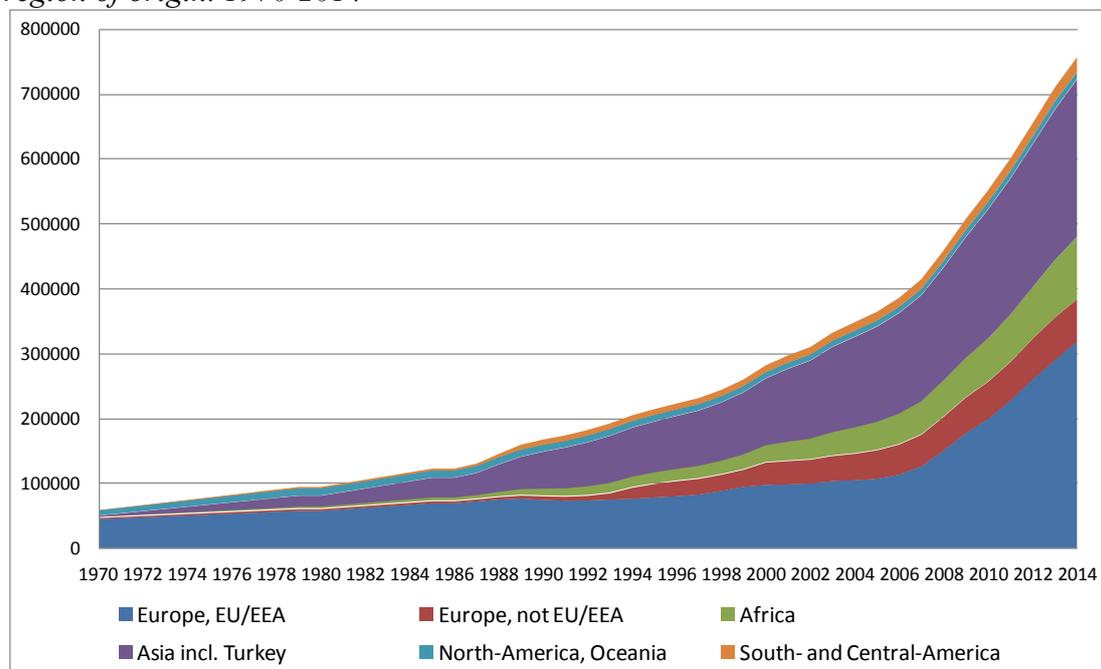
In 2013, 69.4 percent of the population growth (57 800) was due to the net growth in the number of immigrants (40 100), cf. table A3. In addition, Norwegian born children with two immigrant parents represented 15.5 percent of the total population growth. Growth in the number of persons without any form of immigrant background represented only 1.5 percent of the net population growth in 2013.

By January 2014, the total number of registered resident immigrants had reached 633 100. This was 12.4 percent of the population, an increase from 11.7 percent at the start of the previous year. Immigrants from OECD-countries represented 42 percent of all immigrants, cf. table A17.1.

At the same time 254 000, or 40 percent of all immigrants, had resided in Norway for less than five years, cf. tab. A24. This reflects the high immigration numbers in recent years, especially from some of the new EU member states, cf. chapter 2.2. For example, the share of Polish immigrant citizens with less than five years of residence was 57 percent, down from 66 percent the previous year. As many as 93 percent had less than ten years of residence, reflecting the strong increase in immigration from Poland as well as other new EU member countries since 2004.

The number of Norwegian-born with immigrant parents was 126 100. Their share of the total population was 2.5 percent, a small increase from 2.3 percent the previous year. In this group, almost 22 percent had parents from other OECD-countries. Cf. table A17.2.

Chart 8.1 Resident immigrants and Norwegian-born with two immigrant parents by region of origin. 1970-2014



Source: Statistics Norway

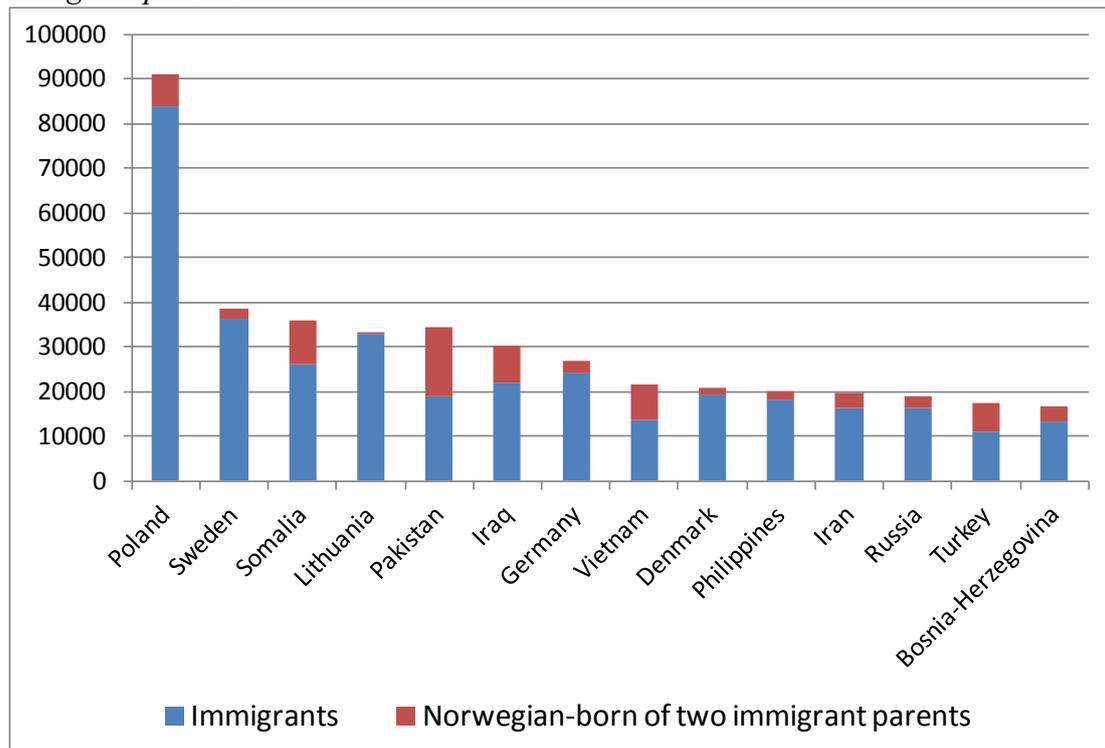
The composition of immigrants and Norwegian-born with immigrant parents in Norway has changed considerably over the years. In 1970, the share originating from

Asia, Africa and Latin America among all immigrants was 6 percent. In 1980, the same group represented 23.5 percent of all, increasing to 45.6 percent in 1990, 49.7 percent in 2000 and 55.5 in the peak year, 2006. By the beginning of 2014, this share had declined to 47.8 percent, due to the strong increase in immigration from some of the new member states of the EU. Cf. table A17.

For many years, Pakistan was on the top of the list of immigrants and Norwegian-born with immigrant parents. However, since 2007 Poland has been the major country of origin, reaching as many as 91 200 persons registered at the start of 2014. Sweden (38 400), Somalia (35 900) and Lithuania (35 500) have also passed Pakistan (34 400), cf. table A17.

Excluding Norwegian-born children, the major groups of immigrants residing in Norway came from Poland (84 000), Sweden (36 400), Lithuania (32 900), Somalia (26 200) and Germany (24 300). As much as 45.3 percent of those with Pakistani background have been born in Norway, while this was the case for only 1.5 percent of those with Lithuanian background. Cf. chart 8.2 and tables A17.1 and A17.2.

Chart 8.2 Main countries of origin for resident immigrants and Norwegian-born with immigrant parents. 1.1.2014



Source: Statistics Norway

At the start of 2014, 31 percent of the residents of Oslo were immigrants or Norwegian-born with immigrant parents, divided between 24 percent who were immigrants and 7 percent who were Norwegian-born with immigrant parents. The combined share of the population differs between 16 and 50 percent in the 15 different boroughs of the city. Those living in Oslo represented 26 percent of all such residents in Norway.

8.4 Marriage and divorce

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

Among the 23 200 *marriages* contracted in Norway during 2013, almost 6 700 involved a Norwegian and a foreign citizen. During 2013, there were 1 600 marriages between Norwegian men and women from Asian countries and 1 300 involving Norwegian men marrying women from countries in Europe. Cf. table A13.1.

The large majority of the 9 700 *divorces* that took place in 2013 involved two Norwegian citizens, cf. table A14.1. Among the transnational marriages ending in a divorce, most happened in the following categories:

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

A recent report on family immigration and marriage patterns during the period 1990-2012, presents detailed information on marriages and divorces.¹⁷ The following points summarise important findings:

- The number of immigrants who came to establish a family with a Norwegian born with immigrant parents is low; less than 200 annually after the turn of the century. About half of marriages involved a Norwegian-born with immigrant parents from Pakistan. The number of such family establishments has not increased even though, compared to 1990, the number of young unmarried Norwegian-born persons with immigrant parents from Pakistan have increased.
- The fact that family establishments among young Norwegian-born to immigrant parents do not increase, is partly because it has become less common to marry at a young age among those in this group, and that those who marry often find a spouse in Norway. In 1998, 28 percent of Norwegian-born with immigrant parents from Pakistan aged 21-23 years were married. In 2013, the percentage had dropped to 8 percent.
- Many immigrants from Asian and African countries find a spouse from the same country of origin, and they marry someone living abroad. This also applies to Norwegian-born children of immigrants who have already married, i.e. they find a spouse from their parent's country of origin.
- Compared to the whole population, immigrant couples with both spouses originating from the same region, have a lower divorce rate, except for those originating from Africa. The divorce rate is higher among couples where only one spouse is an immigrant, particularly if only the husband is an immigrant.
- Not much is known about divorce rates among Norwegian-born to immigrant parents because many are still young and have not been married long. Among those who had married, around 80 percent had been married for less than seven years in the analysed period (2008-2012). Of those who had married, two percent were divorced.

¹⁷ Cf. <https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/familieinnvandring-og-ekteskapsmonster-1990-2012>

9 Integration policy – some aspects

9.1 General policy principles

Diversity is part of everyday life in Norway. Universal human rights and the principles of democracy are fundamental to the rule of law. All residents are expected to contribute and participate in the Norwegian society, locally and nationally.

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

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

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

Since 2006, the reporting system *Goals for Social Inclusion of the Immigrant Population* has been part of government's efforts to ensure that all inhabitants receive the services to which they are entitled, and to hold relevant public authorities accountable if they fail to provide this. Annually, a comprehensive report is presented together with the proposal for the government's budget for the next year. The report presents the development of a series of integration indicators, based on contributions from several ministries. The importance of this tool has been recognised and the system has been revised and improved as *Goals for Integration*.

The Political Platform of the new Government contains principles and measures concerning integration policy.¹⁸ Some of the initiatives signalled in the platform are in the process of being implemented and are mentioned in the following chapters.

9.2 Equitable Public Services

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

The *Directorate of Integration and Diversity (IMDi)* has a central role in coordinating efforts to ensure that people with an immigrant background obtain equitable public services. Where there are language barriers, adequate interpretation services are needed, but such services are not always available. Legal measures have been drafted and will be implemented to ensure that public agencies do not use children as interpreters for family members.

¹⁸ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf, especially chapter three and four.

In September 2014, the *Interpreting Services Review Committee* presented to the Government a Green Paper, *NOU 2014:8 Interpreting in the public sector – a question relating to the right to due process of law and equal treatment* with proposals regarding interpreting in the public sector.¹⁹ The mandate of the Committee was based on the fact that while public authorities spend substantial resources on interpreting services, the current use of these resources does not necessarily ensure an adequate quality of the interpretation.

The committee's findings show that interpreters often are under-used, qualification requirements are lacking and booking procedures for interpreters are inadequate. There are significant differences between different public agencies when it comes to the general conditions for interpretation assignments. The committee has proposed that a legal public sector obligation to use qualified interpreters should be in place by January 2019. Furthermore, the committee proposes an escalation plan for interpreting capacities from 2015 to 2018. The plan is intended to contribute to establishing a sufficient increase in the number of qualified interpreters to make possible the proposed obligation to use qualified interpreters by 2019.

The Green Paper on interpreting in the public sector will be submitted for public consultation before the Government decides whether and how to implement the proposals.

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

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

9.3 Living conditions

Norway is a country with relatively small social and economic differences, but as a group, immigrants have a higher risk of poverty than the rest of the population. However, this situation has been stable since the beginning of the millennium, despite the increasing number of immigrant households resulting from the high level of immigration, cf. chapter 2.2.

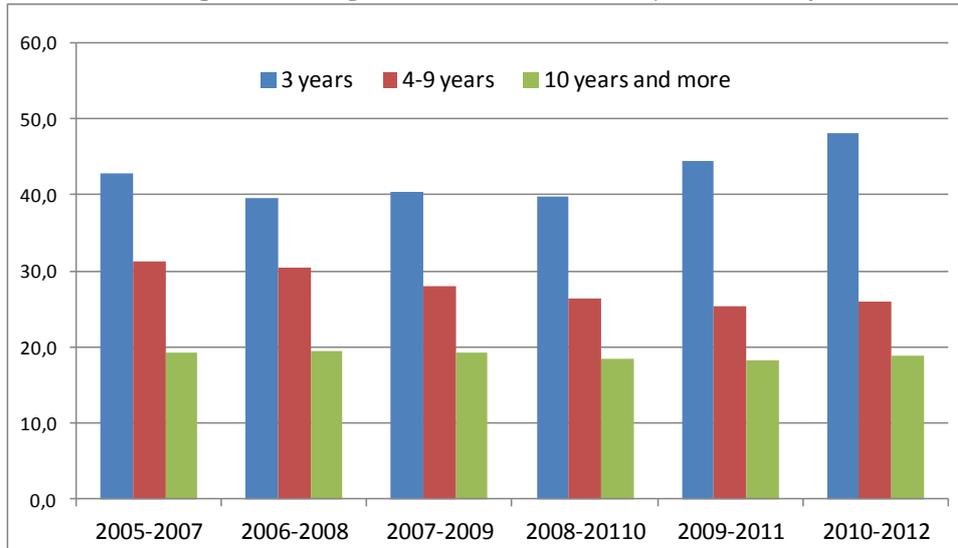
Low income

A recent study shows that immigrants are clearly overrepresented among those with persistent low income. While, in the whole population, nine percent of the women and seven percent of the men have persistent low income, the figures are much higher for immigrants: 24.5 percent for women and 25.5 percent for men. The main reasons for these large differences are higher rates of unemployment and of persons not participating in the labour force in immigrant households.

¹⁹ Cf. http://www.regjeringen.no/pages/38817781/NOU_2014_8_Sammendrag_engelsk.pdf

One explanation is that new immigrants need time to establish themselves in the labour market. There is a strong, positive correlation between the duration of residence, labour market integration and low income. For immigrants with three years of residence or less, 48 percent had low income during 2010-2012, while the share was only 26 percent for those who had been resident between four and nine years, cf. chart 9.1. However, also immigrants with a long period of residence are more likely to have low income than the majority population. The increasing share since 2009 of recent immigrants with low income could be explained both by changes in the country of origin and qualification levels of the immigrants and by shifts in the demand for labour.

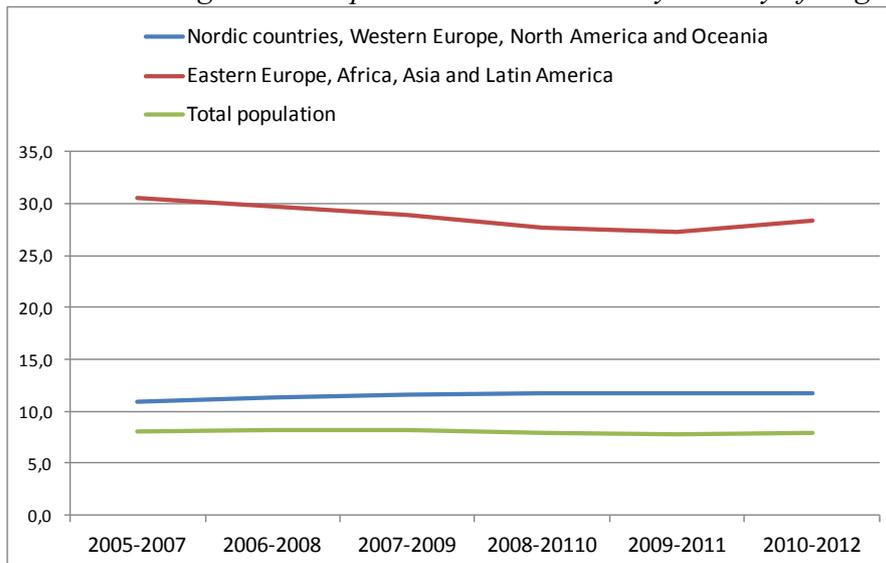
Chart 9.1 Immigrants with persistent low income by duration of residence. 2005-2012



Source: Statistics Norway

Immigrants from Eastern Europe, Africa, Asia and Latin America had a higher risk of having a persistent low income than immigrant from Nordic countries, Western Europe, North America and Oceania, chart 9.2.

Chart 9.2 Immigrants with persistent low income by country of origin. 2005-2012



Source: Statistics Norway

Children and youth with an immigrant background are overrepresented among children at risk of living in low income families. Four out of ten children with persistent risk of poverty have immigrant backgrounds. This is related to the activity rates of the parents and the fact that many of the children belong to relatively large households.

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

In order to reduce the prevalence of low income among immigrants and their children, it is essential to promote labour market participation, cf. chapter 12.

Housing

Good and stable housing is important in order to keep a steady job, for educational achievement, for maintaining a social network and for achieving good health. The level of home ownership in the Norwegian population is approximately 77 percent, which is higher than in most European countries. Among immigrants, the level is about 60 percent, also higher than for in most European countries. There are substantial differences between immigrant groups, however, depending on country of origin and the average length of residence in Norway.²⁰ Due to low income and/or discrimination, immigrants are overrepresented among those who find it difficult to obtain good housing. An expert committee²¹ found that immigrants generally pay a higher rent than other renters do and that they have less stable housing arrangements.

In 2013, a White Paper on housing policy announced among other measures a new national strategy on social housing.²² In 2014, a strategy for the period 2014-2020 was launched.²³

Schemes targeting specific geographic areas

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

There are programs for *free core time in kindergarten* in six districts of Oslo, and in some areas of the cities of Bergen and Drammen. The assumption is that by attending kindergarten children will achieve improved language and social skills in preparation for primary school. The program entails that *all* children at a certain age in these city districts and areas receive 20 free hours per week in a kindergarten. The program has

²⁰ Søholt (2013), cf. chapter 17 for full reference.

²¹ NOU 2011: 15 Rom for alle – En sosial boligpolitikk for framtiden. (Room for all – A social housing policy for the future. Only in Norwegian)

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

²² Meld. St. 17 (2012-2013) Byggje – bu – leve (Build – reside – live. Only in Norwegian)

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

²³ http://www.regjeringen.no/nb/dep/kmd/dok/rapporter_planer/planer/20141/Bolig-for-velferd.html?id=753950 (only in Norwegian)

five aims: (1) to reimburse city districts for low parental payment, (2) increase recruitment of minority-language children to kindergarten, (3) systematic language stimulation (4) increase competence among kindergarten staff, and (5) implement measures to increase skills in Norwegian among parents, particularly mothers.

This has resulted in an increase in the number of children of immigrants participating in kindergarten, cf. chapter 11.1. Immigrant parents have demonstrated a more positive attitude to sending their children to kindergarten, and schools in Oslo report that the language skills of the children have improved. In addition, there are services for parents, such as parental guidance programs and low-threshold programs for learning Norwegian through practical tasks. There are indications that taking part in such programs often results in participation in other relevant courses. An evaluation of the free core time scheme shows that attendance has increased 15 percent in the project districts for four and five year old children with an immigrant background. Furthermore, there are significantly better results in reading and calculus in grade 1 and 2 for children with an immigrant background who have attended kindergarten. There are no significant effects for other children in the same areas.²⁴

From August 2014, targeted pilot projects are carried out within the program in Bergen, Drammen and in one district in Oslo. The target group is children in families with low income. In order to receive free core time for their children, parents must participate in one form of organized activity, such as labour market measures, studies or Norwegian language training.

9.4 Action Plans

Action plans have become increasingly important as tools for formulating and implementing government policies in many fields, including integration and diversity. Often, several ministries are involved in the design, implementation and evaluation of such plans.

Radicalization and violent extremism is a growing concern also in Norway, cf. chapter 16.1. The Government launched a new *Action Plan against Radicalisation and Violent Extremism* in June 2014.²⁵ The plan aims to improve the efforts to combat radicalisation and violent extremism. Terrorism is seen as the extreme consequence of such extremism. The plan is a framework for targeted, strategic efforts in this field. One goal is to reach persons who are at risk as early as possible and to meet them with effective measures. There is need for more information, more cooperation between different actors and better coordination of the work.

The measures in the action plan are divided into: 1) Knowledge and expertise, 2) Cooperation and coordination, 3) Prevention of the growth of extremist groups and promotion of reintegration, 4) Prevention of radicalisation and recruitment through the Internet and 5) International cooperation. The action plan is dynamic and will be updated in response to changes of context and new challenges.

²⁴ See <http://www.fafo.no/pub/rapp/20391/20391.pdf> (Summary in English)

²⁵ <http://www.regjeringen.no/en/dep/jd/documents-and-publications/Reports/Plans/20141/Action-plan-against-Radicalisation-and-Violent-Extremism.html?id=>

The Action Plan for Combating Forced Marriage, Female Genital Mutilation and Severe Restrictions on Young People's Freedom 2013 – 2016 was launched in 2013. The plan includes 22 measures. cf. Norway's IMO-report for 2012-2013.²⁶

The Ministry of Children, Equality and Social Inclusion is responsible for the coordination between the involved Ministries. The Government has given priority to following up the various measures in the plan and has allocated increased resources to a research program on how to raise the awareness and increase the competence about these issues among health-and childcare workers, teachers and other relevant professionals.

²⁶ See ch. 9.4

http://www.regjeringen.no/upload/BLD/Rapporter/2014/IMO_Rapport_2012_2013/Norway_IMO_report_2012_2013.pdf

10 Training and skills

10.1 Basic qualifications

Immigrants to Norway differ in many respects. Some have higher education, substantial relevant work experience and are fluent in many languages. Others have little or no formal education. Some start working from day one after arrival, for others it is more difficult to find employment. The programs for acquiring basic qualifications are designed to strengthen the chances of new immigrants to find a job and participate in society. These schemes are the *Introduction Program* and *Norwegian Language Training and Social Studies*. The *Introduction Act* regulates both schemes. In addition, a new permanent scheme, the *Job Opportunity*, was established in 2013. The aim is to increase the employment rate among immigrants not participating in the labour market, who need basic skills and who are not covered by other schemes.

Norwegian Language Training and Social Studies

The goal of the scheme for Norwegian language training and social studies is that adult immigrants should sufficiently master Norwegian in the course of their first years in Norway to be able to find employment and participate in society. From September 2005, it has been compulsory for new adult immigrants between the ages of 16 and 55 to participate in the scheme if they have a residence permit that constitutes the basis for permanent residence. This also applies to foreign family members of foreign immigrants in Norway and of Norwegian and Nordic nationals. However, persons residing in Norway based on the EEA/EFTA-agreements are not covered by the Introduction Act, and are not entitled to free tuition in Norwegian language and social studies, nor are they obliged to participate in such training.

The municipalities are responsible for providing tuition in Norwegian language and social studies. The program should consist of 600 hours tuition, of which 50 hours are social studies in a language the participant understands. Persons who need further training may receive up to 2 400 additional hours, depending on individual needs. The municipalities receive government grants to provide the tuition.

Immigrants over 55 years of age, who belong to one of the target groups, have the right – but no obligation – to attend Norwegian language training and social studies. Third country labour immigrants are obliged to participate in the scheme, but have to pay a tuition fee. Completion of language training or a demonstration of corresponding language skills is a requirement for a permanent residence permit and for Norwegian citizenship.

From 2013, *Statistics Norway* produces statistics on the participation in *Norwegian Language Training and Social Studies*. During 2013, 38 700 persons participated in the training, compared to 37 000 in 2012. Over 56 percent of the participants were women. As in 2012, 25 percent of the participants were from Eritrea and Somalia. There were also many participants from Afghanistan and Thailand.²⁷

Annual reviews of the educational results and of the effects of the language training are partly based on the number of candidates attending examinations and on the proportion that passed or failed. In 2013, 84 percent of the candidates passed the oral

²⁷ Cf. <http://www.ssb.no/en/utdanning/statistikker/nopplinnv/aar/2014-09-24>

test.²⁸ This is nearly the same as in 2012, when 83.4 percent passed. The proportion that passed the written test was 56.5 percent in 2013. The policy aim is that 90 percent should pass the oral test and 65 percent the written one.

As soon as possible after settling in a municipality, eligible immigrants are expected to enrol in language training. They should complete the compulsory training within three years. In 2012, almost 11 500 persons were recognized as having the right and obligation to participate in language training. Within 18 months, 85 percent of the qualified women and 91 percent of the men had started such training. Among almost 8 500 persons, who were granted a residence permit in 2010, and who still had a right and obligation to language training, 86 percent of the women and 91 percent of the men had within three years completed the compulsory training.

After September 1, 2013, all immigrants, who are granted a residence permit that gives them the right and obligation to participate in Norwegian language training and social studies, are obliged to conclude the education with mandatory tests both in the Norwegian language and in social studies. The aim is to achieve better documentation of the Norwegian skills of the participants, and that a larger share of the participants successfully completes their studies. In this connection, new tests have been designed. The municipalities are responsible for organising the testing.

To improve the quality of the tuition and the capacity of the municipalities to provide individually adapted language training, the funding of projects in the municipalities, introduced in 2013, will continue in 2015. The funding can also be used to improve the quality of the *Introduction Program*.

Statistics Norway is in the process of developing a new monitor for the entry to the labour market or education for participants in the Norwegian language training courses. The first report will be published by the end of 2014.

Asylum seekers residing in a reception centre may receive up to 250 lessons of Norwegian language training free of charge from the municipalities. In the second half of 2013, 4 700 asylum seekers attended such training. Among the asylum seekers arriving Norway in 2012, 45 percent of the women and 56 percent of the men had started the training by the end of the next 6 months.

The Introduction Program

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

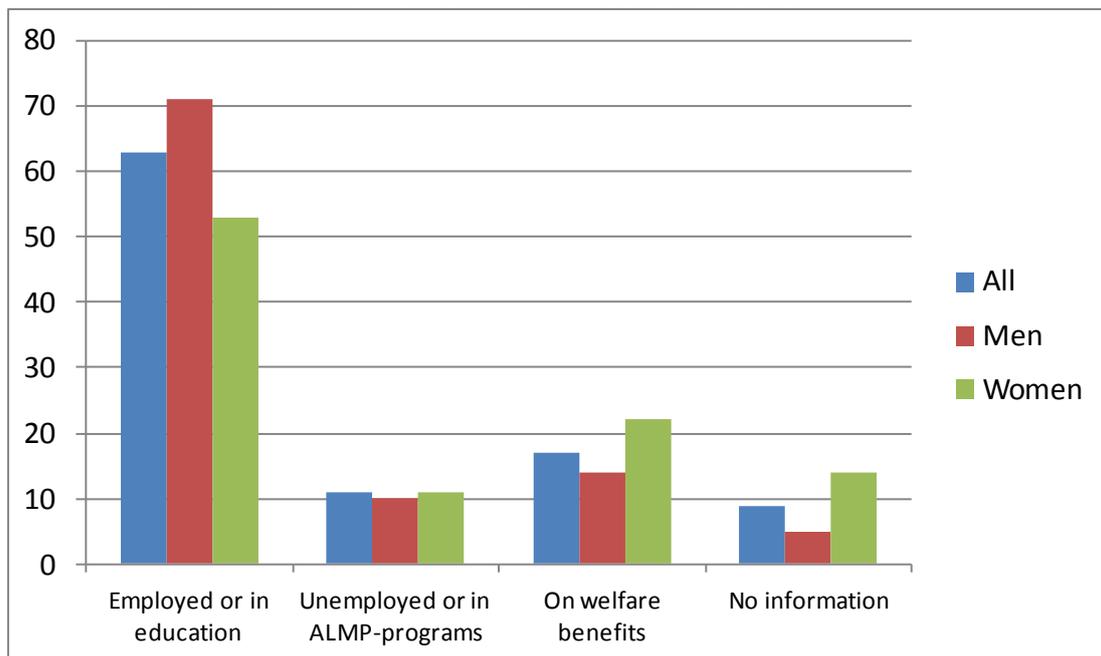
The *Introduction Program* is an individually adapted full-time program to acquire basic qualifications. Participants in the program are entitled to an *Introduction Benefit*. The benefit amounts to twice the basic amount of the *National Insurance Scheme*

²⁸ <http://status.vox.no/webview/?language=en>

on an annual basis (NOK 176 740 in 2014). Participants under 25 receive two thirds of the benefit. The benefit is taxable.

Effects of the *Introduction Program* are monitored. During 2013, 13 700 persons participated in the program, compared to 13 200 in 2012.²⁹ Almost half of the participants were women. In November 2012, 63 percent of the participants who had finished the program in 2011, were employed or participated in education.³⁰ This compares to 61 percent of the cohort of the participants the previous year, after the same number of years following completion of the program. As before, more men than women had found work or an educational opportunity, cf. chart 10.1.

Chart 10.1 Persons completing the Introduction Program in 2011, by gender and labour market situation or education in November 2012. Percent



Source: Statistics Norway

The Job Opportunity Program

The aim of the *Job Opportunity Program* is to increase the employment rate among immigrants, who need basic skills and who are not covered by other schemes. The main target group is women outside the labour market who are not receiving supplementary public benefits, nor attending any form of language or labour market training. IMDi administers the scheme. The program is based upon the experiences from the *Second Chance* project; cf. Norway's IMO-report for 2011-2012.

In 2014, 53 municipalities/city districts have received project funds for 54 projects. Altogether, these projects plan to have approximately 1 350 participants in the program by the end of 2014. Of 261 participants who completed the program in 2013, 60 percent were employed or participated in education by the end of the program.

Changes in policies and measures – basic qualifications

²⁹ <http://www.ssb.no/utdanning/statistikker/introinnv>

³⁰ <http://www.ssb.no/utdanning/artikler-og-publikasjoner/tidligere-deltakere-i-introduksjonsprogrammet-2007-2011>

In the Political Platform of the Government, some policy initiatives concerning basic qualification for immigrants are outlined.³¹ These include promoting employment among women with immigrant background by strengthening and targeting the *New Chance/Job Opportunity Program* and the program for *Norwegian Language Training and Social Studies*.

Three proposals for amendments to the Introductory Act to improve the quality of Norwegian language training and the Introduction Program have been submitted for public consultation:

- The municipalities will be responsible for initiating courses in language training and social studies.
- Participants have to document skills in Norwegian civics to be exempted from the social studies course.
- Participants in the Introduction Program can be granted leave of absence for up to one year if they are offered a job or school admittance.

10.2 Better use of the skills of immigrants

Many immigrants who settle in Norway have skills in the form of education and work experience from their country of origin. Many of them also have additional education and work experience from Norway. The socio-economic gains from immigration depend largely on to what degree immigrants can use their skills. Efforts to mobilise the skills of immigrants in the labour market are important for the supply of labour resources that are needed in Norway.

A new report from Statistics Norway on the competence and responsibilities of employees with an immigrant background contains findings in line with earlier reports about over-qualification, in particular for immigrants from countries in Asia and Africa.³² Using data from administrative registrations, over-qualification is formally defined as having completed a higher education and being employed in an occupation that does not require such education.³³ Some of the major findings are:

- By this definition there were 94 000 over-qualified employees in 2012, of which 28 000 were immigrants. Among employed immigrants from the EU and North America, the proportion was 34 percent, among employed immigrants from Africa and Asia it was 43 percent, compared to 11 percent in the rest of the employed population³⁴.
- A panel of employees who were all over-qualified in 2007 was studied. Five years later the proportion in the same situation was still 85 percent among immigrants from Africa and Asia, and 75 percent for immigrants from the EU and North America, compared to 58 percent for the rest of the population.
- A narrower panel was also analysed: People between 22 and 32 years old that had completed a Norwegian higher education in 2000. Generally, immigrants in this panel had a lower employment rate than the total. Among those em-

³¹ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

³² <https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/overkvalifisering-blant-innvandrere-2007-2012>

³³ Note that this definition does not include a reference to the need for proficiency in the Norwegian language.

³⁴ Note that for most immigrants the level of education has been stated by the immigrant, while for most Norwegians it has been reported from an educational institution.

ployed, 25 percent of immigrants from Africa and Asia were over-qualified in 2007, compared to 18 percent in 2012. The corresponding figures for the rest of the population were 11 and 8 percent.

- Different explanations for over-qualification are indicated: In the recruitment process, employers may emphasise relevant work experience, social skills, language competence, and level of formal education. Furthermore, some persons may themselves choose a job that they are over-qualified for because of preferences, for example regarding the place of residence. In addition, some forms of higher education may have limited relevance in the Norwegian labour market or be difficult to use outside the country where it was obtained, for example a law degree.

The action plan for making better use of the competence of immigrants in the labour market – *We need the competence of immigrants*³⁵ – is in the process of being implemented. One of the measures that started in 2014 is a grant scheme to initiate and support company-based mentor and trainee programs for persons with an immigrant background. The purpose of the scheme is to encourage more companies to initiate and systematise such programs. Another action plan measure that has been initiated is a grant scheme intended to strengthen and develop regional and local entrepreneurship counselling, making such services more relevant for and adapted to the needs of immigrants.

Changes in policies and measures – better use of skills

According to the Political Platform of the Government, more policy measures concerning the recognition of prior competence are indicated. These include faster approval schemes, better assessment of non-formal learning and possibilities for updating the education and experience immigrants already possess to be more relevant for use in Norway.³⁶ These issues will be considered further in the coming White Paper on lifelong learning and exclusion, cf. chapter 11.3 below.

³⁵ An English summary of the plan is available at:
<http://www.regjeringen.no/en/dep/bld/documents/Reports-and-plans/Plans/2013/summary-of-the-action-plan-2013-2016-we-.html?id=735937>

³⁶ http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

11 Education

11.1 Early Childhood Education and Care (ECEC)

Policy and legislation

In Norway, kindergartens are for children under the compulsory school age, i.e. less than six years old.³⁷ Participation is voluntary, but 97.5 percent of all five year olds participated in 2013. The ECEC-sector is regulated by the *Kindergarten Act* and regulations anchored in the act. An individual, legal right to a place in kindergarten entered into effect in 2009 for children from the age of one. Regulations limiting the fees for parents entered into force in 2004. In 2014 the maximum fee is NOK 2 405 per month. Municipalities are to provide discounts for siblings and discounts or free kindergarten for children from the families with the lowest incomes.

The Framework Plan for the Content and Tasks of Kindergartens is a regulation to the Kindergarten Act. The plan provides guidelines on the values, contents and tasks of kindergartens and describes their societal role. Kindergarten programs shall build on a holistic educational philosophy, with care, play and learning being at the core of activities. Social and language skills, as well as seven learning areas, are also important to the learning environment provided by the kindergartens.

Developing the quality and the content of kindergartens is a focus following a period with strong increase in the number of kindergarten places, introduction of maximum fees and a legal entitlement to a place in kindergarten..

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

There is an earmarked national budget allocation that the municipalities may use to enhance integration and language development for language minority children. The Ministry of Education and Research has prepared and disseminated support material for kindergarten staff about language and cultural diversity.

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

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

³⁷ Kindergartens are pedagogical institutions that provide early childhood education and care for children under school-age (0-5 years).

The program of four free core hours per day in kindergarten continues.³⁸ From August 2014, pilot projects targeting children in low-income families were carried out within the program in Bergen, Drammen and in one district in Oslo. An evaluation of the program has been published, cf. chapter 9.3.

The reporting system *Goals for integration* is a tool to help insure that all immigrants receive the services to which they are entitled, cf. chapter 9.1. The indicators for education should reflect how immigrants and their Norwegian-born children perform in the education system, and if they are proportionally represented as employees in the school system and in teacher educations.

Goal for integration

Indicator:

The share of language minority children who attended kindergartens, compared to the share of all children attending kindergartens.³⁹

Status:

A higher share of all language minority children attends kindergarten. By the end of 2013, 77 percent of all one- to five-year old language minority children attended kindergarten, compared to 90 percent for all children. In 2007 the numbers were 63 percent vs. 84 percent, and in 2000 44 percent vs. 62 percent.

Table 11.1 Share of language minority children in kindergarten, by age. Percent. 2007-2013

Age	2007	2008	2009	2010	2011	2012	2013
1- 5 year, total	63	68	71	72	73	75	77
1	26	30	33	34	37	36	40
2	43	49	56	57	59	68	72
3	72	76	82	84	84	85	86
4	86	91	92	93	94	92	94
5	91	93	95	95	96	97	95

Source: Statistics Norway

11.2 Primary and secondary education

Policy and legislation

About 13 percent of students in Norwegian schools are immigrants themselves or children of immigrants, representing many countries, cultures and languages. Immigrant students, especially those who arrive in Norway at as teenagers, face tougher challenges than other students do in achieving good outcomes of their education.

³⁸ The program has covered all four- and five-year olds in some city districts of Oslo and Bergen and three-, four- and five-year olds in some areas of the municipality of Drammen, where there is a high proportion of language minority children. The aim is to improve the language and social skills of children prior to starting school by increased participation in kindergarten. The program includes raising parents' awareness of the importance of learning Norwegian as well as participating in social activities. The program also aims to ensure that kindergarten staff has adequate expertise on multicultural education and language stimulation.

³⁹ Language minority children are defined as children whose parents have another mother tongue than Norwegian, Sami, Swedish, Danish or English.

In Norway, a comprehensive school system that benefits all learners is a central aim for the education policy. The goal is to provide good learning opportunities for all learners, with special consideration of the needs of specific groups of children, such as those from language minorities or children who need special educational support.

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

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

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

According to the *Education Act* section 3-1, young persons 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.

According to the *Education Act* section 3-12, students attending upper secondary education and training who have a mother tongue other than Norwegian and Sami have the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the normal instruction of the school. If necessary, such students are also entitled to mother tongue instruction, bilingual subject teaching, or both. A student, who has the right to adapted language education, has the right to a maximum of two years' additional upper secondary education and training if this is necessary for the pupil's individual educational objectives. Before the county authority makes a decision, an expert assessment shall be made of the special needs of the pupil.

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

Learners with the right to adapted education in Norwegian are eligible for tuition based on the *Basic Norwegian for language minorities'* subject curriculum. This cur-

riculum should be used until the learner has sufficient Norwegian skills to attend regular tuition.

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

In recent years, two policy areas concerning language-minority children have been given priority: enhancing multicultural competence among teachers and other staff, and improving education for newly arrived immigrants.

Staff competence: The teacher educations have recently been revised to ensure that among other topics, multicultural competence and multilingualism is covered. Second language competence has been a priority within the strategy for further education for teachers for several years. To involve a larger number of schools and teachers in measures to enhance competence, the Government has implemented a five-year strategy for in service training to enhance multicultural competences among employees in ECEC, primary, lower and upper secondary school and those who teach adults. So far, 160 schools and ECECs from seven counties have taken part in the program, and seven universities and university colleges are involved in implementing the strategy. While enhancing competences among staff in schools and ECECs, the institutions also strengthen competences among their own employees, especially in the teacher educations, through research and development projects. Continued education programs for preschool teachers and those who teach adults will be developed as part of the strategy.

Newly arrived immigrants: From the autumn of 2014, a bill has come into effect that is granting the right to secondary or primary education to persons who are over the compulsory school age – but under 18 – and who apply for a residence permit. Organizing education for newly arrived immigrants in introductory classes became statutory in 2012. The Directorate of Education and Training has made a guide to the regulations. The directorate is in the process of supplementing the guide with advice on good practices regarding content and organisation of such schools and classes. The directorate is also conducting an evaluation of existing programs. It will look further into whether there is a need for more targeted measures, or for more regulations, to meet the needs of the newly arrived learners, especially those with a limited educational background.

The Government has granted NOK 7 million to swimming lessons for newly arrived children, youth and adults in primary and lower secondary education. Many newly arrived language minority children and their parents cannot swim, and as families with an immigrant background often are overrepresented among low-income families,

they may not be able to pay for swimming lessons. The aim for this grant is to reduce the number of drowning accidents.

The *National Centre for Multicultural Education (NAFO)* has a special responsibility for the implementation of measures aimed to improving the education for language minorities in Norway, including kindergartens, adult education institutions and universities and university colleges. NAFO runs competence-building programs for work within, and leadership of, institutions concerned with the education of linguistic minorities and for the development of inclusive multicultural learning communities in Norway. In 2014, the centre has implemented a project designed to improve education for learners who arrive late in their period of education (secondary school) in several counties. The centre has also for several years developed different types of mapping tools and educational resources.

Goals for integration

This set of indicators, developed to ensure that language minority learners benefit from the education system, indicates the extent to which there is a discrepancy in school performance between both descendants and immigrants and other learners.

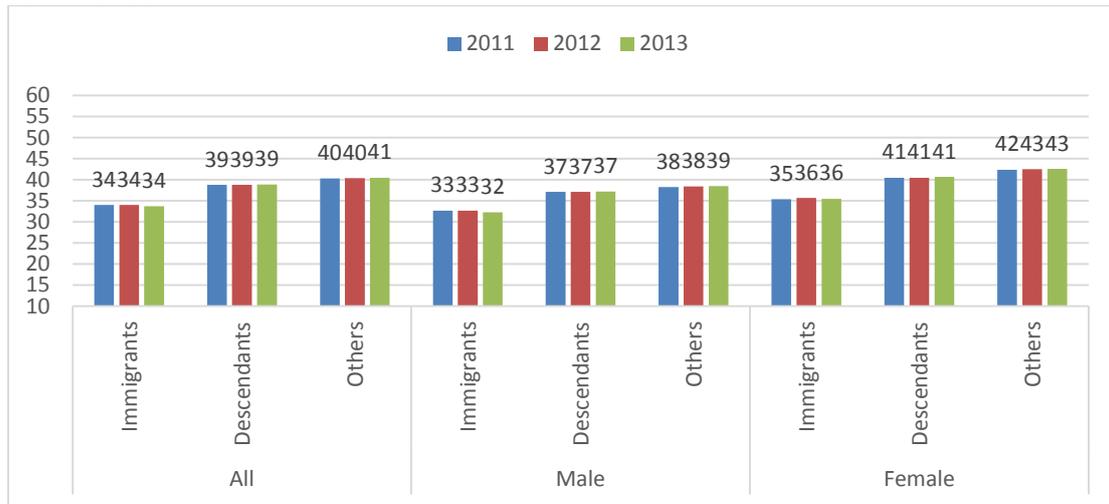
Indicator: Lower secondary school grade points for immigrants and descendants:

The pupil's school grade points from lower secondary school are used for admission to higher secondary education. The highest possible score is 60 points. Only 1.6 grade points separate descendants and other students. The discrepancy between immigrants and other students is larger. Almost seven points separate these groups.

Slightly more than 25 percent of immigrant pupils have not obtained lower secondary school grade points, as they are not calculated for pupils who have achieved final marks in less than half of the subjects. In such cases, admittance to upper secondary education has to be based on individual assessments. Among those that immigrated 0-2 years prior to completing lower secondary education, 45 percent did not obtain school grade points.

Girls, on average, get four school grade points more than boys do, cf. chart 11.1. The gap between immigrants, descendants and others has changed only marginally the last three years.

Chart 11.1 Lower secondary school grade points, by immigration status and gender, 2011-2013.

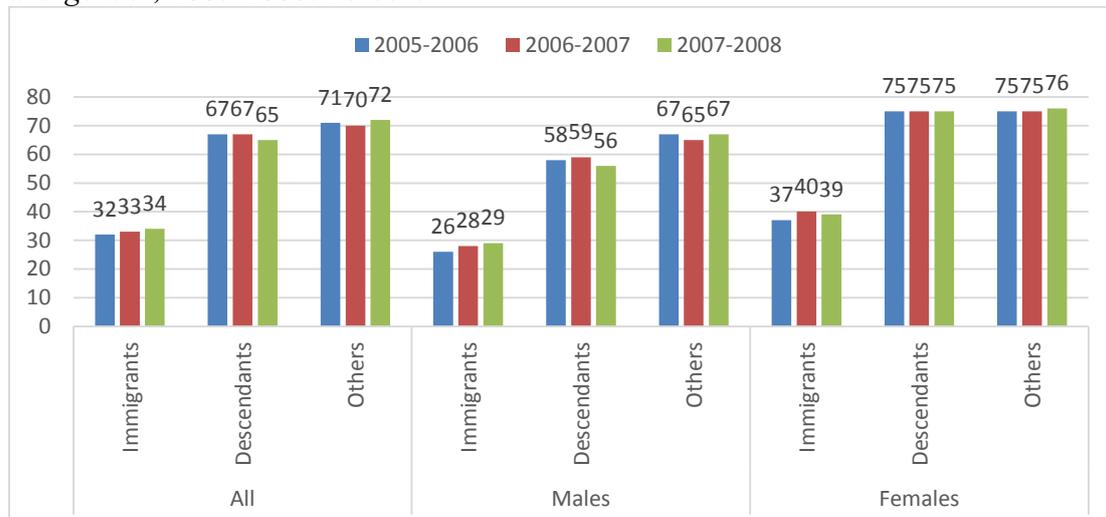


Source: Statistics Norway

Indicator: The share of immigrants and descendants attaining general or vocational competence within five years after enrolling in upper secondary school:

Only one out of three immigrants who started upper secondary education in 2007/2008 attained full general or vocational competence within five years, cf. chart 11.2. The corresponding numbers for descendants and other students are significantly higher. For the last three years, the development has been positive for both male and female immigrants. For descendant males, the development has been negative. The proportion that attains full competence after five years is highly influenced by the length of time since immigration. Of those who immigrated more than six years ago, 51 percent attained full competence within five years. Of those who immigrated more than eleven years ago, 62 percent attained general or vocational competence within five years.

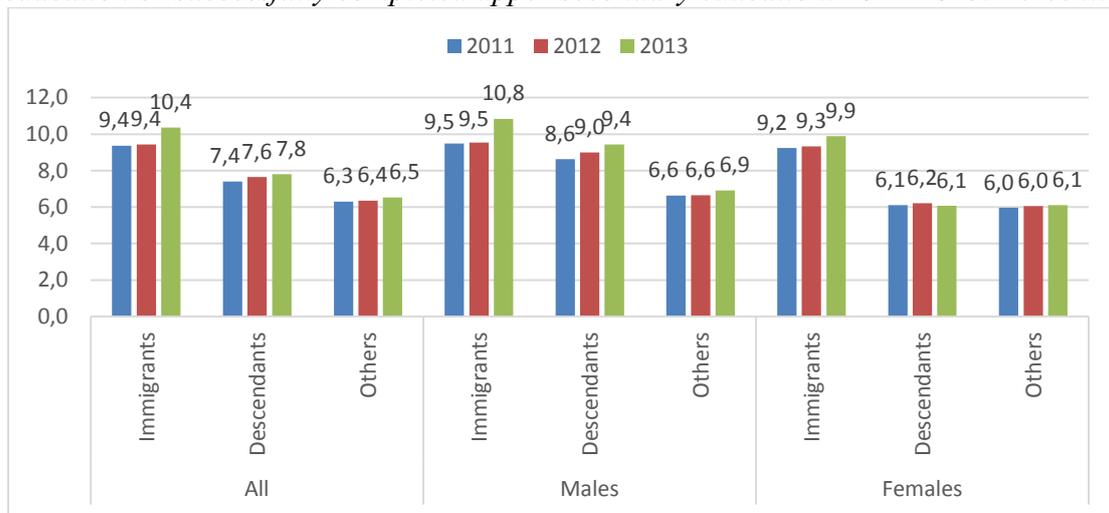
Chart 11.2 Proportion of students attaining general or vocational competence within five years after completing lower secondary, by year of immigration, type of status and gender, 2005-2008. Percent.



Source: Statistics Norway

Indicator: The share of immigrants and descendants, aged 16 to 25, who are not employed, in education or have successfully completed upper secondary education:
 In 2013, 10 percent of immigrants, aged 16 to 25, were not employed, in education or have successfully completed upper secondary education (figure 6). Males with immigrant backgrounds were over-represented in this group. The gender difference was most profound among descendants. In comparison, 7.8 percent of descendants and 6.5 percent of others 16 to 25 year old were in the same situation. The percent of immigrants, aged 16 to 25, who were not employed, in education or had successfully completed upper secondary education, increased slightly the last year.

Chart 11.3 Share of immigrants and descendants, aged 16 to 25, not employed, in education or successfully completed upper secondary education. 2011-2013. Percent.

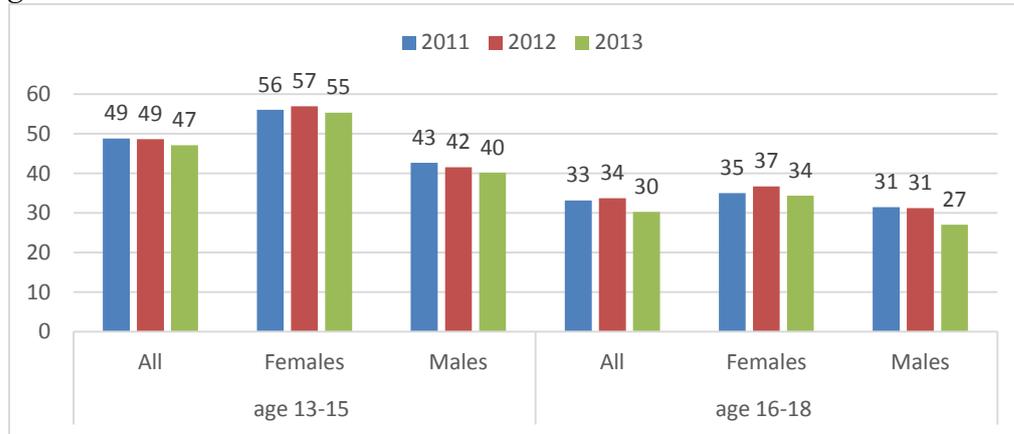


Source: Statistics Norway

Indicator: The share of immigrants aged 13 to 16 when arriving in Norway who have completed and passed upper secondary school before the age of 30.

Age on arrival and gender, have a significant effect on the likelihood of successfully completing upper secondary education before the age of 30. Being female increased the chance of having completed upper secondary education successfully, while the chance decreased with age on arrival. The proportion of late arriving immigrants who completed and passed upper secondary education stagnated or decreased over the last three years. The decrease was strongest for males starting their Norwegian education in upper secondary education.

Chart 11.4 Share of immigrants aged 13 to 18 when arriving in Norway who had completed and passed upper secondary school before the age of 30, by age group and gender. 2011-2013. Percent.

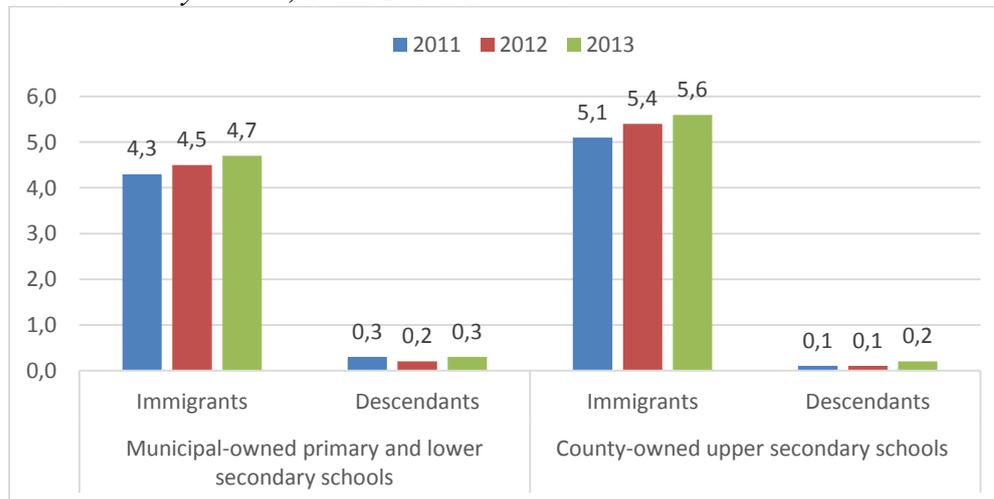


Source: Statistics Norway

Indicator: The share of immigrants and descendants among teaching staff in primary and secondary school.

The proportion of teaching staff with an immigrant background is slightly higher in upper secondary schools than in primary and lower secondary schools (cf. chart 11.5). Descendants constituted a very small proportion among the staff. The proportion of teaching staff with an immigrant background in both primary and secondary schools has increased marginally the last three years.

Chart 11.5 Share of immigrants and descendants among teaching staff in primary and secondary school, 2011-2013. Percent.



Source: Statistics Norway

11.3 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 teaching shall be adapted to individual needs.

Pursuant to Section 4A-3 of the Education Act, adults above 24 years of age, who have completed primary and lower secondary school, but not upper secondary education and training or the equivalent, have the right to free upper secondary education and training. The teaching and training shall be adapted to individual needs. Adults who have the right to upper secondary education and training have the right to an assessment of their formal, informal and non-formal competence and to a certificate of the level of competence.

In 2015, the *Ministry of Education and Research*, in cooperation with the *Ministry for Labour and Social Affairs* and the *Ministry for Children, Equality and Social Inclusion*, will present a White Paper on lifelong learning and exclusion. The white paper will be concerned with individuals who are excluded or in danger of being excluded from employment due to lack of skills or skills mismatch. Adult immigrants constitute a substantial part of this group. The *OECD Skills Strategy Diagnostic Report* and the *Action Report* from the joint project between OECD and Norway are important input into the formulation of the coming white paper.⁴⁰

Goals for integration

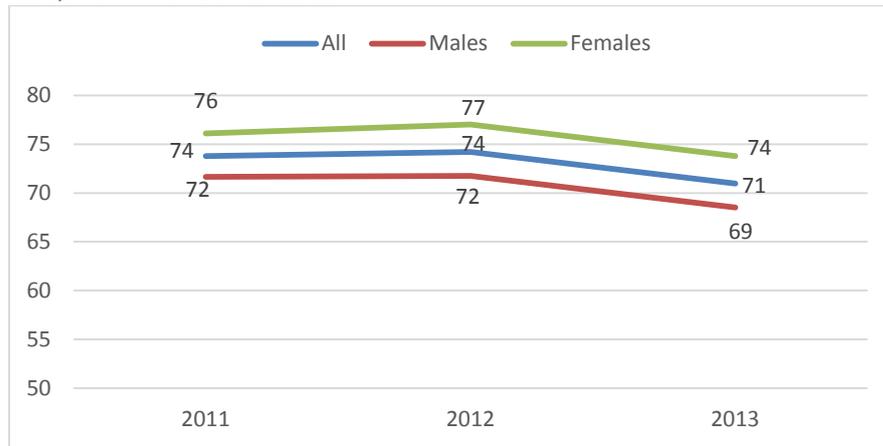
Indicator: The share of adult immigrants who have completed lower secondary education.

71 percent of all immigrants between 16 and 60 years old were in 2013 registered to have completed lower secondary education (cf. chart 11.6). A higher proportion of females than males were registered to have completed lower secondary education. About 26 percent of all immigrants were registered with an unknown educational background. From 2012 to 2013, the proportion of immigrants with an unknown educational background increased by three percentage points. This probably explains the decrease in the proportion that has completed lower secondary education, as seen in chart 11.6. For those who immigrated to Norway more than twelve years ago, more than 90 percent were registered to have completed lower secondary education, whereas only 6.4 percent had an unknown educational background.⁴¹

⁴⁰ Cf. <http://skills.oecd.org/informationbycountry/norway.html>

⁴¹ Note that the completed education is registered for all graduates from a Norwegian educational institution as well as all Norwegian citizens who completed a study abroad with financial support from the Norwegian State Educational Loan Fund. Others may be registered with the educational attainment stated in the Statistics Norway survey of educational attainment of immigrants, see e.g. <http://www.ssb.no/en/utdanning/statistikker/utinnv>

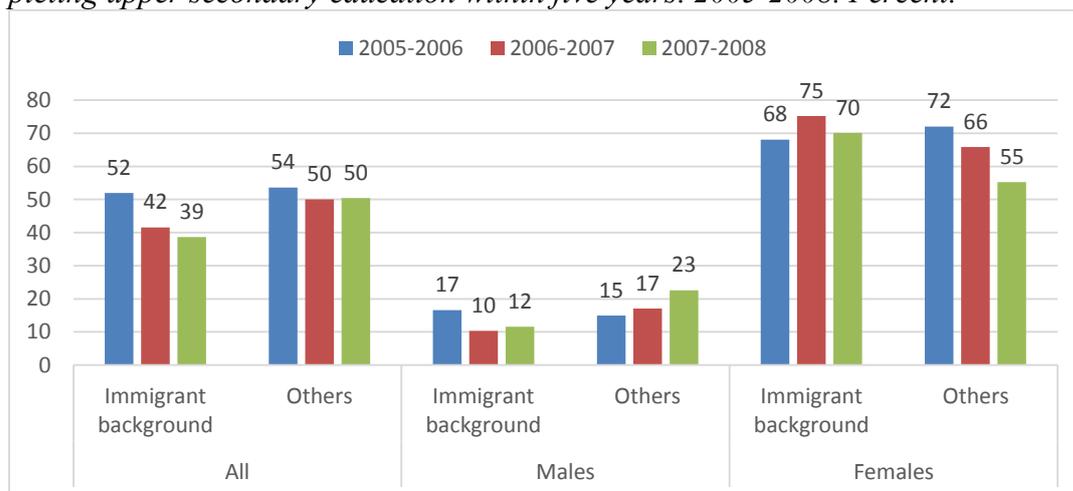
Chart 11.6 Share of adult immigrants who have completed lower secondary education, 2011-2013. Percent.



Source: Statistics Norway

Indicator: The share of adults with an immigrant background, aged 25 and older, who successfully complete upper secondary education within five years after enrolling. A total of 8 500 adults aged 25 and older, enrolled in upper secondary education for the first time in 2007-2008. Of these, only 48 percent successfully had graduated within five years. Compared to other adults, a significantly lower proportion of adults with an immigrant background successfully graduated from upper secondary education (cf. chart 11.7). The gender difference is strong among adults with an immigrant background. For the past two years, the proportion that successfully completed upper secondary education was higher for females with an immigrant background than for other females. Males with an immigrant background performed poorer than other males. Overall, the share of adults with an immigrant background that successfully completed this level within five years has decreased significantly during the last three years.

Chart 11.7 Share of adults with an immigrant background, aged 25 and older completing upper secondary education within five years. 2005-2008. Percent.

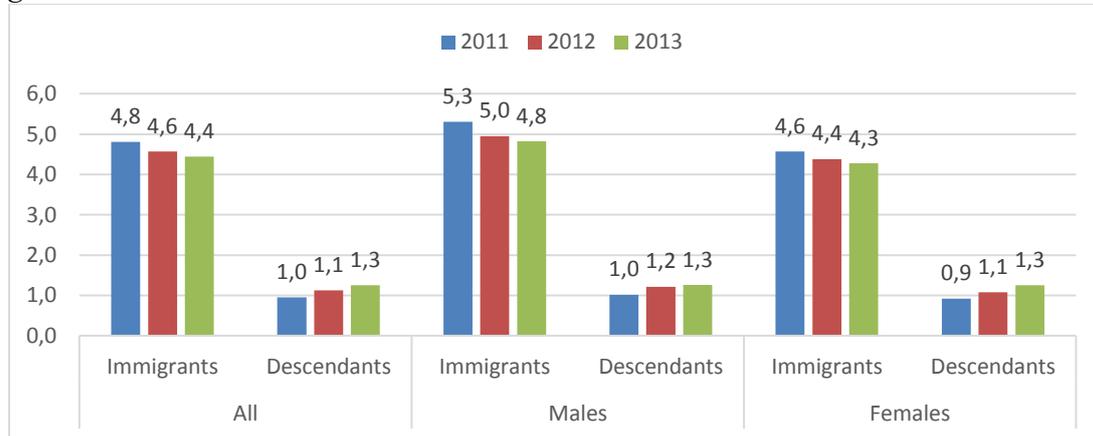


Source: Statistics Norway

Indicator: The proportion of immigrants and descendants enrolled in teacher education.

In 2013, out of almost 17 000 students enrolled in teacher educations, only six percent had an immigrant background, cf. chart 11.8. In the total population, the total share of immigrants and descendants is 15 percent. The proportion of immigrants training to become a schoolteacher decreased slightly from 2011, whereas the proportion of descendants increased equivalently.

Chart 11.8 Share of immigrants and descendants enrolled in teacher educations, by gender. 2011-2013. Percent.



Source: Statistics Norway

In 2013, 41 percent of the 19-24 year-olds born in Norway to two immigrant parents were university or college students. The corresponding figure for immigrants was 16 percent, and for all 19-24 year-olds as a whole the figure was 36 percent. The relatively low share among immigrants is largely because many immigrants in this age group come to Norway to work – not to study.

11.4 Higher education

Indicator: The proportion of immigrants and descendants enrolled in higher education.

A larger proportion of descendants are enrolled in higher education than both immigrants and the majority population. This ratio has been stable for several years. In 2013, 34 percent of the total population of 19-24 year olds were enrolled in higher education. The share of descendants was 41 percent, while it was 36 percent for the majority. Sixteen percent of immigrants were enrolled in higher education.

12 The labour market

12.1 Policy

The inclusion of immigrants in the Norwegian labour market receives great weight in policy and political debate in Norway. Generally low wage inequality in the country and relatively high wages at the lower end of the wage distribution means that full-time employment, even in low wage jobs, usually entails a decent standard of living in Norway. Furthermore, generous social security benefits – such as those granted to the unemployed, for illness, in need of medical rehabilitation or of re-training, and for parental leave – require previous attachment to the labour market or are calculated based on previous employment earnings. Employment is thus the key to obtaining access to the generous social safety net in Norway.

Increasing labour market participation among immigrants is also considered a way in which to better utilize their labour resources in the Norwegian economy. Moreover, diversity of the labour force can raise overall competence levels and stimulate the creation of new businesses.

The responsibility for labour market policies rests with the *Ministry of Labour and Social Affairs*. The *Norwegian Labour and Welfare Administration (NAV)* is responsible for the implementation of policies. The NAV-office in each municipality provides service and assistance on most of the main welfare and social security benefits available to residents, including not only unemployment-related benefits and services, but also social assistance, disability insurance, medical leave benefits, public old-age pensions, and benefits for families. The ambition of NAV is to foster an active approach towards users by focusing on employment-oriented activities and a follow-up system tailored to individual needs.

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

NAV emphasises job seeking and self-activation early in a period of unemployment, i.e. following registration with NAV as a job seeker. At that point, NAV offers information, advice and close follow-up for those who need it. NAV offers participation in active labour market policy (ALMP) programs based on an individual assessment of needs. In addition, immigrants are given priority for participation in labour market measures, along similar lines as other potentially vulnerable groups, such as vocationally disabled youths and the long-term unemployed.

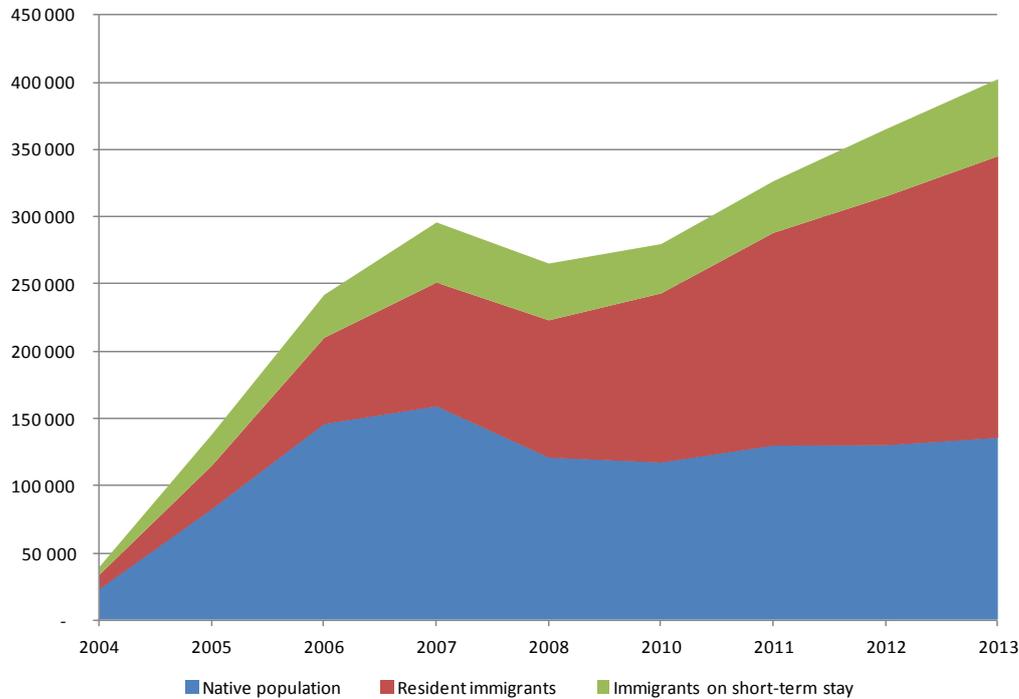
NAV programs include recruitment/ job-placement measures, job training and labour market training measures. NAV has developed programs designed for immigrants that involve labour market training and vocational training in combination with language instruction.

12.2 Employment

The enlargement of the EEA combined with a long period of economic growth has had a significant impact on the Norwegian labour market. Chart 12.1 shows the im-

portance of immigrants and migrant workers on short-term stay⁴² for employment growth in Norway over the past decade. Immigrants have accounted for almost 70 percent of the employment growth since 2004 and almost all employment growth since 2009. Most of this recent growth in employment has been due to labour immigration from the new member states of the EU.

Chart 12.1 Accumulated employment growth, fourth quarter 2004-2013. Persons⁴³



Source: Statistics Norway and Ministry of Finance

In the fourth quarter of 2013, roughly 360 000 resident immigrants were employed in Norway, see also table 12.1, and immigrants thus constituted 13.7 percent of total employment among residents of Norway in 2013. During the past five years, since 2008, the number of employed immigrants has increased by almost 50 percent, whereas employment in the non-immigrant population has actually decreased by one percent. The share of resident immigrants in total employment has more than doubled since 2004.

⁴² Workers on short-term stay are not counted as immigrants, cf. chapter 4.4.

⁴³ Registered employment as measured in the fourth quarter each year.

Table 12.1 Registered employed residents by region of birth in fourth quarter 2013 and change in fourth quarter employment 2008-2013

Region of origin	2013	Change 2008-2013	
		Persons	Percent
Total population	2 619 000	94 000	3,7
Population excluding immigrants	2 260 579	-23 379	-1,0
Immigrants, total	358 421	117 385	48,7
Of these:			
Nordic countries	47 824	10 235	27,2
Rest of Western Europe	41 390	10 082	32,2
EU– member states in Eastern Europe	100 987	59 509	143,5
Eastern Europe outside the EU	31 938	6 275	24,5
North America, Oceania	6 621	1 132	20,6
South and Central America	91 173	20 434	28,9
Asia	26 794	7 326	37,6
Africa	11 694	2 392	25,7

Source: Statistics Norway

Table 12.2 shows that immigrants as a whole had somewhat lower employment rate (63.1 percent) in 2013 than the non-immigrant population (69.5 percent), with important differences between immigrant groups from different parts of the world. Immigrants from the Nordic countries, Western Europe and EU countries in Eastern Europe all had employment rates above the level for the native population. The gap, measured in percentage points, between immigrants and the native population is more than twice as large for women than men, and this is largely the result of very low employment rates among female immigrants from Asia and Africa.

Table 12.2 Registered employment rates, by region of birth and gender, age 15-74. 2013 (fourth quarter)

Region of origin	Total	Men	Women
Total population	68,6	71,4	65,6
Population excluding immigrants	69,5	72,1	66,9
Immigrants, total	63,1	67,9	57,7
Of these:			
Nordic countries	76,3	78,1	74,4
Rest of Western Europe	70,7	74,8	64,9
EU–countries in Eastern Europe	72,9	76,4	66,9
Eastern Europe outside the EU	62,8	65,3	61,0
North America, Oceania	66,0	72,4	59,2
Asia	55,2	60,9	50,4
Africa	41,9	45,9	37,1
South and Central America	63,1	68,7	59,1

Source: Statistics Norway

Immigrants from European countries are largely labour migrants, while refugees and family migrants with a short period of residence in Norway make up a relatively large share of immigrants from Africa and to some degree from Asia. Refugees and persons granted asylum participate in the *Introduction Program* and, therefore, they are often

not employed the first years in the country; cf. chapter 10.1. Education level and age composition also differ between groups defined by region of origin. These compositional differences, which are not adjusted for in table 12.2, explain some of the differences in aggregate employment rates.

Employment by occupation and industry

Table 12.3 together with Chart 12.2 offers an overview of where immigrants worked in the Norwegian economy in 2013, in terms of both occupation and industry/sector. As Table 12.3 documents, immigrants as a whole were overrepresented among craftsmen, as plant and machine operators, assemblers and among elementary (low-skilled) occupations. They were underrepresented in managerial positions and among technicians and other professions requiring a degree from tertiary education. Thus immigrants were to a large extent working in medium- or low-skilled jobs. However, there were important differences in occupational groups by country of origin. The overrepresentation of immigrants among craftsmen was largely the situation for labour migrants from EU member countries in Eastern Europe, included in country group 1 in table 12.3 below. Overrepresentation in lower skilled occupations appeared to be more pronounced in the group of immigrants from country group 2.⁴⁴

Table 12.3 Registered employment by occupational group, percent. 2013 (fourth quarter)

	Majority population	Immigrants	Of these:	
			Country group 1	Country group 2
All	100,0	100,0	100,0	100,0
Managers	7,9	3,9	4,6	3,0
Professionals	21,0	15,5	17,3	13,2
Technicians and associate professionals, military occupations	18,0	12,2	12,1	12,4
Clerical support workers	7,2	6,2	5,6	6,9
Service and sales workers	22,3	23,4	15,7	33,0
Skilled agricultural, forestry and fishery workers	2,3	1,3	2,0	0,5
Craft and related trades workers	9,4	14,1	21,2	5,3
Plant and machine operators, and assemblers	6,9	9,2	9,0	9,4
Elementary occupations	5,0	14,2	12,5	16,3

Source: Statistics Norway

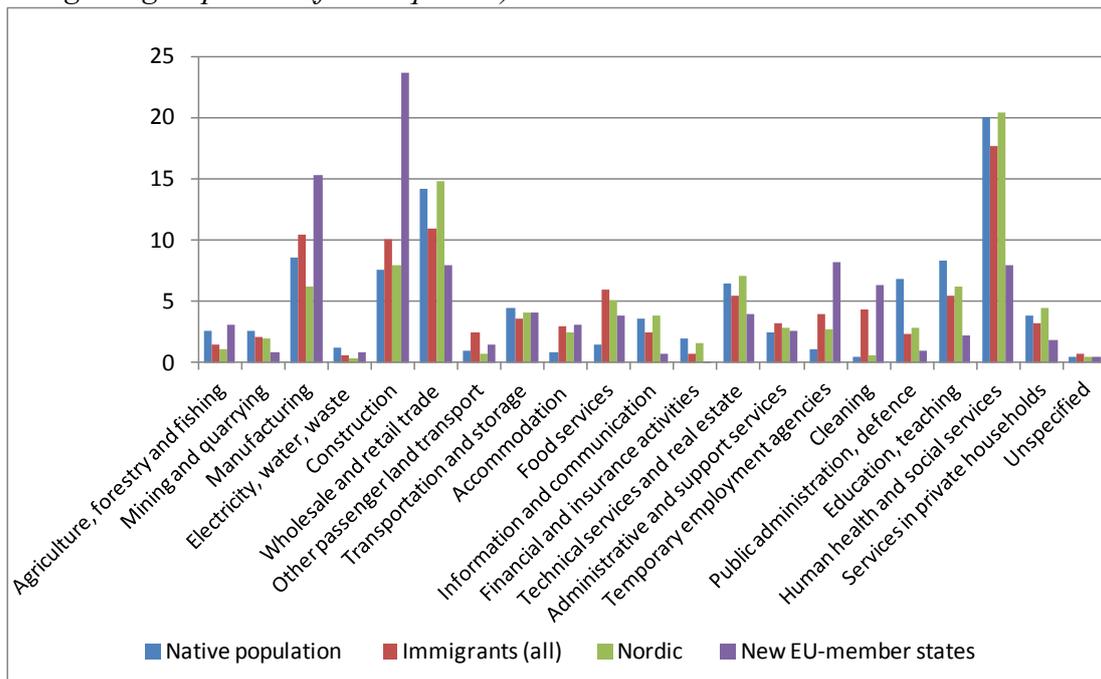
Table 12.3 indicates the industries and sectors in which immigrants were working in 2013, with additional details provided for two of the major groups of labour migrants in Norway. Here we can see that immigrants were generally spread across many different sectors of the economy. The distribution of immigrants as in the major sectors of the economy was roughly similar to the distribution for the native population. It was only in some small sectors, such as cleaning or temporary employment agen-

⁴⁴ Country group 1: EU/EFTA, Nord-America, Australia and New Zealand.

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

cies⁴⁵, that immigrants as a whole were overrepresented. Immigrants from the new EU-member states in Central- and Eastern Europe were significantly overrepresented in two major sectors of the economy, manufacturing and construction. They were also overrepresented in cleaning and temporary employment agencies but clearly underrepresented in the health sector and in sales. The distribution of Nordic immigrants across sectors was broadly similar to that of the native population with the exception of overrepresentation in the accommodation and food services sector, cleaning services and in temporary employment services. Immigrants were underrepresented in public administration.

Chart 12.2 Resident employment by sector and immigrant background. Percent of immigrant group. 2013 (fourth quarter)



Source: Statistics Norway

Among workers on short-term stays, which are not included in the statistics in Table 12.3 and chart 12.2, nearly a quarter (23 percent) were registered as employed in the construction sector, almost one-fifth (19,3 percent) were employed by temporary labour agencies and almost 11 percent worked in industry. Many of those registered as employed by temporary labour agencies were actually working in the construction sector or in manufacturing.

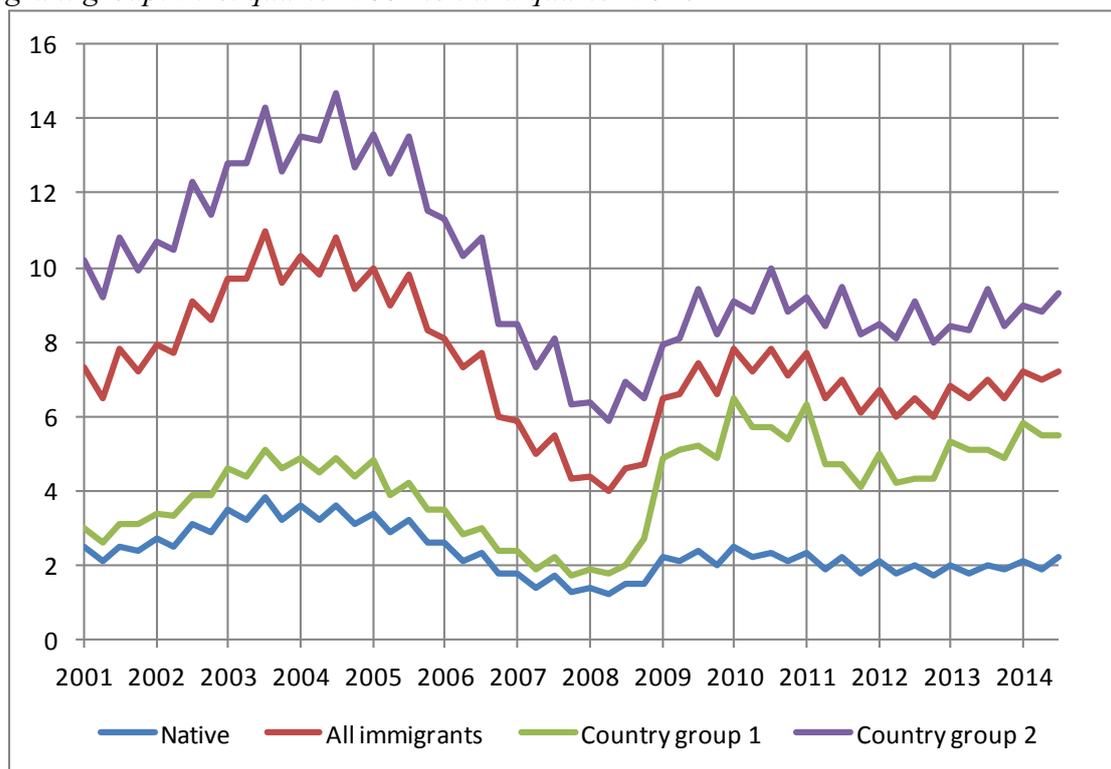
12.3 Unemployment

The registered unemployment rate among immigrants was more than three times higher than for the native population in 2013, cf. chart 12.3. While unemployment rates for the native population have remained largely unchanged over the past couple of years, unemployment among immigrants has risen slightly. Chart 12.3 also shows that immigrants were somewhat more affected by seasonal economic fluctuations than the native population.

⁴⁵ Note that most of those employed by temporary employment agencies would actually be working in establishments classified to other industries/sectors.

Immigrants were more severely affected by the economic situation in late 2008 and early 2009, as chart 12.3 clearly documents. This was particularly the case for immigrants from the new EU-member states in Central and Eastern Europe (which is included in country group 1⁴⁶), due to their overrepresentation in the construction sector. We see that immigrants in country group 1 seem to have been most affected by rising unemployment the past few quarters. Immigrants from country group 2 were also hit hard by the economic situation around 2008/2009 and have since exhibited unemployment rates over eight percent, more than four times higher than rates for the native population.

Chart 12.3 Registered quarterly unemployment in percent of labour force by immigrant group. First quarter 2001 to third quarter 2014



Source: Statistics Norway

Immigrants participate in labour market programs to a larger extent than others. Roughly 15 000 persons participated in active labour market programs (ALMP) in the second quarter of 2014, 43 percent of whom were immigrants. In the age group 15-74 years, 1.1 percent of the immigrants were in active labour market programs in the second quarter of 2014, compared with 0.3 percent of the native population. Since the unemployment level is also higher among immigrants than others, program intensity, measured as the ratio of ALMP-participants to gross unemployment (unemployed plus ALMP-participants), was, at 18.5 percent for immigrants, only slightly higher than for the native population (16.3 percent).

Most of the immigrants participating in labour market programs originated from countries outside EU/EFTA, cf. table 12.4. The share of participants was particularly

⁴⁶ Country group 1: EU/EFTA, Nord-America, Australia and New Zealand.

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

high among immigrants from countries in Africa and Asia. The Introduction program managed by municipalities covers certain groups of newly arrived immigrants, cf. chapter 10.1. Participation in ALMP has changed little the past year.

Table 12.4 Registered unemployment and participation in ALMP-programs, by region of birth. 2014 (second quarter) and change in unemployment from 2013 (second quarter)

Region of origin	Registered unemployed, not in ALMP programs			Participants in ALMP programs
	Persons	Percent of labour force		
		2014	2014	Change, percentage points
	Majority population	44 546	1,9	0,1
Immigrants, total	27 947	7	0,5	6 354
Of these:				
Nordic countries	1 384	2,7	0	158
Rest of Western Europe	1 462	3,3	0,2	242
EU-countries in Eastern Europe	9 123	7,7	0,5	1 020
Eastern Europe outside the EU	2 348	6,9	0,4	605
North America, Oceania	206	3,1	0,6	26
Asia	8 224	8,3	0,5	2 444
Africa	4 322	13,5	1,1	1 591
South and Central America	878	6,9	0,6	268

Source: Statistics Norway

Norwegian-born persons with immigrant parents

Statistics Norway publishes statistics on employment and unemployment of Norwegian-born persons with immigrant parents. The members of this group are still very young, and nearly half of those in the age group 15-74 years are below 21 years. Many have not yet completed their education and entered the labour force, and employment rates for this group therefore cannot be taken as an indication of future labour market performance for the group.

In the fourth quarter of 2013, there were roughly 20 000 employed persons age 15-74 years who had been born in Norway with two immigrant parents. This corresponds to an employment rate of 53 percent, compared to almost 70 percent in the total population and 63 percent among immigrants.

13 Political participation

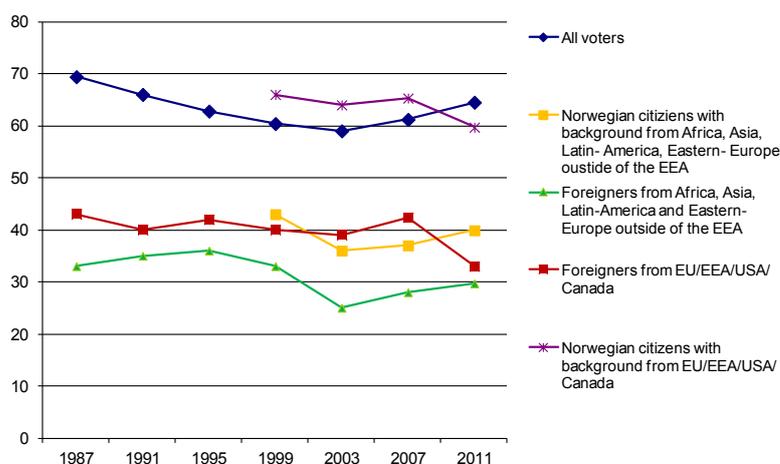
13.1 Elections

Norwegian citizenship is a precondition for voting in *national elections*. To be eligible to vote in *municipal and county council/local elections* you have to have lived in Norway for at least three years. Citizens from the Nordic countries need only to have been registered as a resident in Norway since June 30th the year of the election, which always takes place in September. The right for foreigners with three years of residence to vote in local elections was introduced in 1983. It is a policy aim that the rate of participation in elections among voters with an immigrant background should be the same as for the rest of the population.

Traditionally, the electoral turnout among persons with an immigrant background has been significantly lower than for others, particularly in local elections among immigrant voters without Norwegian citizenship. The electoral turnout has been somewhat higher for naturalised Norwegians. One reason for the consistent low electoral turnout is that with each election, new groups of immigrants attain the right to vote, and there is a positive correlation between electoral participation and length of residence. This may also partly explain differences in the electoral turnout by country of origin.

In the most recent *local* elections in 2011, 65 percent of the total population voted, which was an increase from the previous local elections. The participation rate for naturalised immigrants was 43 percent and it was only 32 percent for all foreigners with the right to vote.⁴⁷ As chart 13.1 shows, the turnout among different immigrant groups changes over time. For immigrants from Africa, Asia, Latin America and from countries in Eastern Europe outside the EU, there has been an increase in turnout since 2003. For naturalized citizens and for foreigners from EU-countries and North America, the turnout declined sharply from 2007. This may be due to low participation rates among recent labour immigrants.⁴⁸

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



Source: Statistics Norway

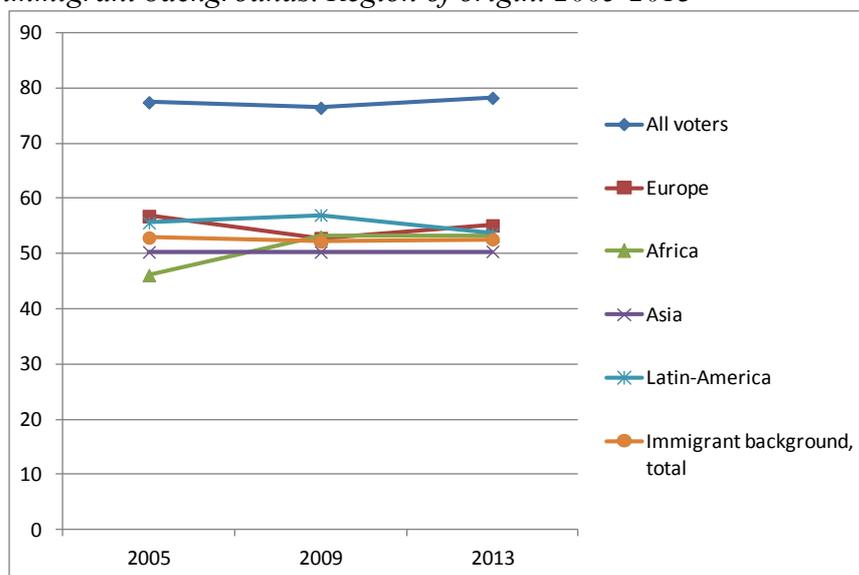
⁴⁷ <https://www.ssb.no/en/valg/statistikker/vundkinny>

⁴⁸ <http://www.ssb.no/en/valg/artikler-og-publikasjoner/innvandrere-og-kommunestyrevalget-i-2011>

In the most recent *national* election (2013), the number of voters with an immigrant background had increased by 50 000 persons compared to the election in 2009. Altogether 213 000 persons with an immigrant background were entitled to vote, which corresponds to six percent of all eligible voters.

IMDi initiated measures to encourage a higher voter turnout among naturalized Norwegians at this election. In 2013, the total electoral turnout was 78 percent, an increase of 1.8 percentage points from the last national election.⁴⁹ However, only 53 percent of Norwegian citizens with an immigrant background voted. Immigrant women had a higher turnout than men did, and participation in the youngest age group was higher than in the 2009 election.⁵⁰

Chart 13.2 Participation in national elections – all voters and voters with different immigrant backgrounds. Region of origin. 2005-2013



Source: Statistics Norway

As chart 13.2 shows, the voting rate has been around 53 percent during the last three national elections, approximately 25 percentage points lower than for all voters. For voters with a background from Asian countries the rate has been quite stable, while it has increased for voters with a background from Africa and fluctuated slightly considering voters with a background from Latin America and Europe. There is convergence over time, meaning that the difference between voting rates for voters with backgrounds from different parts of the world was smaller in 2013 than in the two previous elections.

An analysis of the participation of voters with an immigrant background in the 2013 national election shows that voters with a background from countries in Africa, Asia and Latin America still had a strong tendency to vote for parties on the left, primarily the *Labour Party*. On the other side, compared to the local elections in 2011 the support for parties to the right – primarily the *Conservative Party* – more than doubled among voters in this group. Voters with an immigrant background from Europe or North America had a voting pattern that was more similar to other Norwegian voters,

⁴⁹ <http://www.ssb.no/en/valg/statistikker/stortingsvalg>

⁵⁰ <https://www.ssb.no/en/valg/statistikker/vundinnv/hvert-4-aar/2014-01-16#content>

even though the *Labour Party* received a larger proportion of the votes from in this group than from all voters.

An analysis of the political attitudes of voters with an immigrant background showed that the most left-leaning voters are the most conservative in many of their political attitudes. The analysis therefore concluded that the main explanation for the left-leaning voting behaviour cannot be found in the attitudes, but in a collective perception of the parties on the left as the major defenders of the interests and rights of immigrants.⁵¹

13.2 Voluntary activities

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

Several immigrant organizations have established themselves as an integral part of the voluntary sector in Norway. The *Ministry of Children, Equality and Social Inclusion* provides grants to immigrant organizations and other NGOs, both local and nation-wide organizations, to contribute to participation, dialogue and interaction. The aim of such grants is to strengthen the participation locally of immigrants and their children and to facilitate access to social networks. Grants are awarded to national resource centres focusing on integration issues. Furthermore, grants are available for NGOs that provide information and guidance to new immigrants, especially to labour migrants and other immigrants that are not covered by the *Introduction Act*.

Dialogue and contact between the Government and the civil society are important elements of the policy-making and policy-implementation processes. For many years, The *Contact Committee for Immigrants and the Authorities (KIM)* was an advisory body for the Government and played an important role as a forum for formulating and expressing the views of persons with an immigrant background on relevant issues. When the mandate period ran out in 2013, KIM was discontinued. Instead, the government will renew the dialogue and find other ways to collect input from immigrants and Norwegian-born to immigrant parents. Among the new measures is an annual dialogue conference. The first conference was held in October 2014.

⁵¹ <http://www.ssb.no/valg/artikler-og-publikasjoner/hoyrebolge-blant-innvandrere-men-flertallet-velger-arbeiderpartiet>. In Norwegian only, but English translation is forthcoming.

14 Discrimination

14.1 Legislation and policy

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

Studies show that people with a minority background frequently are victims of discrimination. Different forms of discrimination may occur in various areas of society, most often in relation to employment, services from public administrations and the access to goods and services.

The Ethnicity Anti-discrimination Act

A new *Ethnicity Anti-discrimination Act* entered into force from January 2014. The act prohibits discrimination on the grounds of ethnicity, religion and belief. The act states that national origin, descent, skin colour and language are to be considered aspects of ethnicity.

The act applies to all areas of society, except family life and personal relationships. The act protects against both direct and indirect discrimination. It covers harassment on the same grounds as well as instructions to discriminate or harass. The act bans reprisals against a person who files or intends to file a complaint about violation of the act. This protection also covers witnesses. Furthermore, it is illegal to participate in discrimination.

According to the act, both private and public employers have a legal duty to make active, targeted and systematic efforts to promote in their undertakings equality irrespective of ethnicity, religion and belief. This duty applies to matters such as recruitment, pay and working conditions, promotion, development opportunities and protection against harassment. The obligation to make active efforts and to report on them does not outline specific measures but calls upon the employer to design measures that address the challenges faced by the enterprise. Employers must include an account of measures to promote equality in their annual report or in their annual budget presentation.

Public authorities and social partners in working life also have an obligation to promote equality and prevent discrimination. The aim of these obligations is to create awareness about equality and ultimately prevent discriminatory practices.

Public agencies have a special responsibility to promote equality and prevent discrimination. *The Directive for Official Studies and Reports* is an important tool for strengthening the efforts to promote equality in all state official studies and reports. According to the directive, all state agencies must study and report on the consequences for gender equality of their proposals and the relation to human rights where this is particularly relevant.

The Equality and Anti-Discrimination Ombud (LDO)

LDO has both proactive and supervisory functions with respect to the *Ethnicity Anti-Discrimination Act* and other civil legislation in the fields of anti-discrimination, such as the *Gender Equality Act*, the anti-discrimination regulations in the *Working Environment Act* and in housing legislation. The LDO as well as an *Equality and Anti-Discrimination Tribunal* make decisions on individual complaints concerning discrimination. The LDO also has the task of monitoring the functioning of the *Ethnicity Anti-Discrimination Act*.

The role of the LDO is to investigate incidents where breaches of the laws are alleged. Following the investigation of a complaint, the LDO may make a recommendation. The LDO encourages employers to prevent ethnic discrimination and promote equality in their enterprises. The LDO has a consultancy and advisory service for individual private and public employers that is free of charge. An important task is to disseminate good examples and methods and furthermore, to improve understanding of the issues.

From 2007 to 2013, the LDO processed 324 complaints based on ethnicity, religion and belief. Many of these cases concerned employment and public administration services. The cases that dealt with ethnicity, religion and belief made up 21 percent of the total number of cases that the LDO dealt with in this period.

Changes in policies and measures – discrimination

In May 2014, the Norwegian Storting adopted several changes in the *Norwegian Constitution* to strengthen the constitutional protection of human rights. A new section in the Constitution states that no person shall be subject to unfair or disproportionate discrimination.

From 2014, the *Directorate for Children, Youth and Family Affairs* has been given the task to develop its competence in matters concerning equality and anti-discrimination related to ethnicity, religion and belief. This includes improved knowledge about immigrants, indigenous peoples and national minorities. In addition, the Directorate should use all tools available to promote equality and prevent all types of discrimination.

In 2014, the *Ministry of Children, Equality and Social Inclusion* funds the Norwegian campaign *Young people combating hate speech online*. This campaign is part of the *European No Hate Speech Movement*. The Norwegian campaign aims at combating discrimination, harassment and hate speech on the Internet, as well as supporting young people and groups in society that in particular may be subjected to this. The campaign also aims at combating discrimination on the grounds of gender, ethnicity and religion, sexual orientation and disability. It is organised by a campaign committee with representatives of a large number of non-governmental youth organisations.

14.2 PROGRESS

Norway has participated in the EUs multi-year framework program PROGRESS 2007-2013. PROGRESS is an abbreviation for *Program for Employment and Social Security* and covers five areas: employment, social inclusion and integration, working

conditions, non-discrimination and gender equality.⁵² Through projects funded within the framework of PROGRESS 2007-2013, Norway has implemented new legislation and developed non-discrimination policies. Non-commercial NGOs in Norway have been invited to participate in PROGRESS by applying for projects and project funding.

LDO received funds from the program since 2009. In 2013, the LDO developed the project *Promoting Equality in Public School Services*. The goal of this project was to promote equality and anti-discrimination in public schools by raising awareness among public authorities about discrimination; their legal duty to actively promote equality and prevent discrimination and how to achieve this. The LDO also worked with raising awareness among students about discrimination; their rights as students and how to seek help. The project included all grounds of discrimination that are illegal in Norwegian law, as well as an intersectional perspective as different grounds for discrimination may interact.

A sub-project was designed to summarise existing knowledge about the reasons why equality in education is still such a great challenge for resident Roma children in Norway. The sub-project aimed at increased awareness among relevant public agencies on rights that the Roma population has as a national minority in connection with travelling and education. Results from the sub-project show the need to address the issue with a holistic view of the situation of Roma families.

⁵² <http://ec.europa.eu/social/main.jsp?langId=en&catId=327>

15 Citizenship and naturalization

15.1 Legislation

Citizenship is used as an active instrument for strengthening the sense of belonging and ties to Norway among immigrants. The acquisition of citizenship provides equal rights and duties with those who already are citizens, and is a prerequisite for full participation in society.

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

Some important elements in the act are:

- The applicant has to provide documentary evidence of his/her identity or otherwise clearly establish it.
- The applicant must have reached the age of 12 to be granted Norwegian citizenship irrespective of the citizenship of the parents.
- The applicant must reside and intend to remain a resident of the realm.
- The applicant has to fulfil the conditions for a permanent residence permit laid down in the Immigration Act
- The applicant has to renounce his or her current citizenship to acquire the Norwegian citizenship.
- To applicant must have lived in Norway for a total of seven years during the last ten years.
- The applicant must have completed the required Norwegian language training and social studies course, or document language skills in Norwegian or Sami.
- It is a requirement that the applicant has not been sentenced to prison or special criminal sanctions. A sentenced applicant has to sustain a deferred period, depending on the length of the sentence, before citizenship can be acquired.

Changes in policies and measures – citizenship

According to its Political Platform, the Government intends to ensure that persons granted Norwegian citizenship have a minimum command of spoken Norwegian and have passed a civics test.⁵³ It has proposed that a test in spoken Norwegian and a test in civics must be passed, but with reasonable provisions for exemption. The proposal has been submitted for public consultation.

The Government aims to combat radicalisation and violent extremism, cf. chapter 9.4. As part of the efforts to achieve this, it is also looking into how the Nationality Act can be used. An official study has been initiated to consider the introduction of rules on loss of citizenship in cases concerning conduct seriously prejudicial to the vital interests of the state or the voluntary entry into a foreign military force.

15.2 Naturalisations

Altogether 13 200 persons were naturalised in 2013, 800 more than the year before. Former Somali and Iraqi citizens were the two largest groups, with similar numbers

⁵³ Cf. http://www.regjeringen.no/pages/38500565/Political_platform_ENGLISH.pdf

of naturalisations; 1 670 and 1 660 respectively. The third largest group was from Afghanistan, with 1 000 naturalisations, cf. table 15.1.

Table 15.1 Naturalisations, by major former citizenships. 2004-2013

Country of origin	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Total, of which	8 154	12 655	11 955	14 877	10 312	11 442	11 903	14 286	12 384	13 223
Somalia	526	1 251	1 281	2 196	1 315	1 737	1 528	2 092	1 571	1 667
Iraq	619	2 141	2 142	2 577	1 072	1 267	1 338	945	1 642	1 663
Afghanistan	23	75	194	674	877	857	1 054	1 280	1 013	1 005
Stateless	97	145	117	422	154	152	423	790	892	844
Myanmar	0	7	0	5	4	33	103	260	325	533
Philippines	249	322	246	421	233	445	322	410	341	479
Pakistan	568	694	590	544	773	469	430	523	478	424
Russia	365	548	458	436	515	622	673	630	629	418
Thailand	234	299	263	427	247	483	267	363	265	346
Eritrea	20	50	60	88	67	63	248	248	199	323

Source: Statistics Norway

In 2013, around 46 percent of all Norwegian citizenships were granted to former citizens of countries in Asia. The second largest group was citizens from countries in Africa, whose total number of naturalisations accounted for 26 percent of all. The share of former citizens of European countries was 18 percent.

Thirty-seven percent of all the new citizens were children. Among former Somali citizens, more than half were younger than 18 years old. Women accounted for about 54 percent of those who were granted Norwegian citizenship in 2013. The proportion of women was especially high among persons from the Philippines, Thailand and Brazil. Eight out of ten were women in these groups.

15.3 Naturalisation ceremonies

Since 2006, every person granted Norwegian citizenship has been invited to take part in a ceremony that includes an oath of loyalty. Through these ceremonies, the aim is to ensure a solemn and dignified transition to Norwegian citizenship. The ceremony also marks that the new citizens endorse the fundamental values on which the Norwegian society is based, including the principle of equal rights, obligations and opportunities for all Norwegians.

Participation in this ceremony is voluntary. Participants over the age of 18 take an oath of loyalty, and receive the book *Welcome as a new citizen*. In 2013, 24 percent of all eligible persons participated in such ceremonies, three percentage points lower than in the previous year.

16 Public debate and opinion

16.1 Public debate

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

A media analysis of the coverage of immigration and integration issues in printed and electronic media in 2010-2011, was published in 2012.⁵⁴ A similar, more comprehensive analysis, available in English, was also prepared in 2009.⁵⁵ The major findings of these two reports are described in the Norwegian IMO-report for 2011-2012.⁵⁶

A recurrent theme in the public debate has been the sustainability of the Norwegian welfare state. A Green Paper from 2011 on the future of the Norwegian welfare system in the light of migration processes still receives attention and spurs political debate.⁵⁷ Cf. also chapter 16.1 of the Norwegian IMO-report for 2012-2013.

Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to settle if the person needs public assistance, and the municipalities do not accept to settle as many as those who have been granted a resident permit following an asylum application, cf. chapter 6.5. Both in 2013 and 2014, there was some public debate on this lack of settlement places in the municipalities. Several thousand refugees were still in reception centres waiting for settlement in a municipality, although there was a slight reduction in this number in 2014. Local and regional media also covered this issue and the ensuing political debate.

The concentration of immigrants and Norwegian-born with immigrant parents in some parts of Oslo and in a few other cities or municipalities continued to be debated. Most prominent were concerns over the growing number and concentration of children of immigrants in some public schools. This issue covered, among other topics, how such processes influence the opportunities for learning and integration of both minority students and students from the majority population.

The debate on the plight of Roma migrants or visitors, mainly Romanian nationals, continued in 2014. Meanwhile, both the influx of such migrants and the intensity of the debate were lower than in recent years, cf. chapter 16.1 of the Norwegian IMO-report for 2012-2013. Nevertheless, the Government is in the process of studying the option of a national ban on begging in public places. Already, it has been made possible for each municipality to prohibit begging within its borders, but so far few municipalities have made use of this opportunity.

⁵⁴ <http://www.imdi.no/Documents/Rapporter/MedieanalyseBLD122011.pdf> (Norwegian only)

⁵⁵ http://www.imdi.no/Documents/Artikler/Eng_Immigrants_in_Media_2009.pdf

⁵⁶

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

⁵⁷ The Green Paper was mentioned in the Sopemi/IMO-report 2010-2011 for Norway. For an English summary of the report NOU 2011:7 *Welfare and Migration*, cf.

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

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

Another recurrent topic in the migration debate in the past years is the forced return of families who have stayed in Norway illegally after their application for asylum has been rejected. There has been much media attention related to particular families that were returned by force after living in the country for several years, in particular when children, who had lived all or most of their lives in Norway, were involved.

In 2013-2014, there were also debates regarding young people with an immigrant background, some of them born in Norway, holding extreme Islamist views. There is fear that some of them could be willing to use violence to achieve political or religious goals. A number of persons are known to have travelled to countries like Syria, Yemen, Somalia, Pakistan and Afghanistan to fight alongside groups linked to Al Qaida, Al-Shabaab or ISIL. There is considerable concern about how such persons could act if and when they return to Norway. Prevention of all forms of radicalization and violent extremism is a priority for the Government. Cf. chapter 9.4, where a new *Action Plan against Radicalisation and Violent Extremism* is described.⁵⁸

16.2 Public opinion

The annual survey on attitudes towards immigrants and immigration,⁵⁹ conducted by Statistics Norway in July and August 2014, shows that the share of people who think it should be easier for refugees and asylum seekers to obtain a residence permit has increased by eleven percentage points since last year. Eighteen percent of people now think that it should be easier for refugees and asylum seekers to get a residence permit in Norway. This is the highest share since the question was first posed in 2002. The discussion on the issue of accepting refugees from Syria may have provoked the change. Fifty percent of people think that access to permits should remain the same as today, while 28 percent think it should be more difficult. Last year, the share who thought it should be more difficult was 42 percent.

Compared to last year, the number of people who recognise immigrants' contribution to the labour market has once again increased. The share agreeing strongly or overall that "*Most immigrants make an important contribution to Norwegian working life*" increased by five percentage points, while the share disagreeing decreased by two points. Seventy-seven percent now agree with this statement and twelve percent disagree. There has also been a growth of four percentage points in the share agreeing that, "*Labour immigration from non-Nordic countries makes a mainly positive contribution to the Norwegian economy*". The support for this statement is now 70 percent, while the share disagreeing has decreased by one percent to 15 percent. The remainder of the answers were "either/or" or "don't know".

The number who strongly or overall disagree with the statement "*Most immigrants represent a source of insecurity in society*" also saw an increase in 2014. The share rejecting the statement is now 60 percent; eight percentage points higher than last year. Twenty-eight percent agree with the statement, while 10 percent answered "either/or". When the question was posed in the early 2000s, there was a weak dominance of people agreeing with the statement (45 compared to 41 percent). Despite

⁵⁸ <http://www.regjeringen.no/en/dep/jd/documents-and-publications/Reports/Plans/20141/Action-plan-against-Radicalisation-and-Violent-Extremism.html?id=>

⁵⁹ This chapter is taken directly from the survey by Statistics Norway, cf. <http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/holdninger-til-innvandrere-og-innvandring-2014>

some of the fieldwork being carried out in the days following an official terror warning issued in the summer of 2014, the answers do not appear to be affected.

The present survey also shows a fall of three percentage points in the share believing that “*Most immigrants abuse the social welfare system*”, while the share disagreeing has increased by four percentage points. Fifty-four percent of people now disagree with the statement, while 29 percent agree.

All changes mentioned above are statistically significant at a five percent level. The sample consisted of 2 000 persons, 1 082 of whom were interviewed.

The final part of the report shows how various indicators of attitudes towards immigrants and immigration vary according to background factors. In some questions, *women* are more liberal or benevolent than men. The *eldest* groups (67-79 years) are generally more sceptical towards immigrants and immigration than other age groups, while the 25-44 age groups are the most “immigrant friendly”. The youngest groups (16-24 years) are the most tolerant in some areas – such as acceptance of inter-ethnic marriage and rejection of demands for assimilation. Broken down by *education*, the most accepting attitudes towards immigrants and immigration are found among those with a higher education. The disparity in attitudes between education groups is generally greatest between persons whose highest level of education is upper secondary and those with a college or university education of less than five years.

As for the *urban/rural* dimension, the smallest degree of benevolence is often found in the most rural areas and the greatest in the urban areas with more than 100 000 inhabitants. By *geographic region*, Akershus and Oslo are generally the most liberal, but other regions can be equally or more liberal in a few specific areas. By *main economic activity*, persons in employment and pupils/students appear to be the most open minded towards immigrants and immigration, while people receiving social welfare or pensions are the most critical. Those who have *contact* with immigrants, often with many people in different areas of life, are also more accommodating than those with no contact are. Persons who have an *immigrant background* themselves, especially from Europe and North America, also tend to be more positive. This group only makes up five percent of the sample.

17 Information and publications

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

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

An updated list of studies commissioned by the *Norwegian Directorate of Immigration (UDI)*:
<http://www.udi.no/en/statistics-and-analysis/research-and-development-reports/>

Facts concerning immigration and integration published by the *Directorate of Integration and Diversity (IMDi)*:
<http://www.imdi.no/en/Sprak/English/iFacts/>

Other recent publications and texts in English:

Andrews, Therese et al. (2014):
While they wait – everyday life at an asylum reception center (English summary)
Nordland Research Institute, NF-rapport nr. 1/2014
http://evalueringsportalen.no/evaluering/mens-de-venter-hverdagsliv-i-asylmottak/Rapport_01_2014_asylmottak.pdf/@@inline

Blom, Svein (2014):
Sysselsetting og økonomiske overføringer blant sju ankomstkohorter av innvandrere observert i perioden 1993-2010 (Employment and economic transfers among seven arrival cohorts of immigrants observed through 1993-2010. English abstract)
Statistics Norway Reports 2014/38
<http://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/sysselsetting-og-%C3%B8konomiske-overf%C3%B8ringer-blant-sju-ankomstkohorter-av-innvandrere-observert-i-perioden-1993-2010>

Blom, Svein (2014):
Holdinger til innvandrere og innvandring 2014 (Attitudes to immigrants and immigration 2014. English abstract).
Statistics Norway Reports 2014/39
<http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/holdninger-til-innvandrere-og-innvandring-2014>

Bratsberg, Bernt et al. (2014):
“Immigration Wage Effects by Origin”
Scandinavian Journal of Economics. Published online 14 February 2014
<http://onlinelibrary.wiley.com/doi/10.1111/sjoe.12053/abstract>

Brekke, Idunn and Schöne, Pål (2014):
“Long Sickness Absence Differences between Natives and Immigrant Workers: The Role of Differences in Self-Reported Health”
Journal of International Migration and Integration, 15(2), 217-235
<http://link.springer.com/article/10.1007%2Fs12134-013-0276-6>

- Brekke, Jan-Paul (2014):
Evaluation of the voluntary repatriation program in Norway (English abstract)
 Institute for Social Research. Rapport 2014:2
<http://evalueringsportalen.no/evaluering/tilbakevending-fra-norge-historikk-omfang-og-videreutvikling-2002-2013/tilbakevending.pdf/@@inline>
- Bråten, Beret et al. (2014):
Gratis kjernetid i barnehager. Sluttrapport (Free core time in kindergarten. Final report. Summary in English)
 Fafo-rapport 2014:44
<http://www.fafo.no/pub/rapp/20391/20391.pdf>
- Carling, Jørgen; Erdal, Marta Bivand and Ezzati, Rojan (2013):
 “Beyond the insider–outsider divide in migration research”
Migration Studies (2014) 2 (1): 36-54
<http://migration.oxfordjournals.org/content/2/1/36>
- Christophersen, Mona; Thorleifsson, Cathrine Moe and Tiltnes, Åge A. (2013):
Ambivalent Hospitality. Coping Strategies and Local Responses to Syrian Refugees in Lebanon
 Fafo-report 2013:48
<http://www.fafo.no/pub/rapp/20338/index.html>
- Djuve, Anne Britt and Grødem, Anne S. (eds.)
Immigration and labour market integration in the Nordic countries (Summary in English)
 Nordmod2030. Delrapport 11
<http://www.fafo.no/pub/rapp/20374/20374.pdf>
- Dzamarija, Minja T. (2014):
Categories of immigration background in the Norwegian population
 (English abstract)
 Statistics Norway Reports 2014/16
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/oversikt-over-personer-med-ulik-grad-av-innvandringsbakgrunn>
- Eggebø, Helga (2012):
The Regulation of Marriage Migration to Norway
 PhD dissertation, University of Bergen
<https://bora.uib.no/handle/1956/6421>
- Enes, Anette W. (2014):
Former participants in the introduction programme for newly arrived immigrants 2007-2011. Employment, education and income (English abstract)
 Statistics Norway Reports 2014/15
<https://www.ssb.no/en/utdanning/artikler-og-publikasjoner/tidligere-deltakere-i-introduksjonsprogrammet-2007-2011>

Erdal, Marta Bivand (2013):
“Migrant Transnationalism and Multi-Layered Integration: Norwegian-Pakistani Migrants’ Own Reflections”

Journal of Ethnic and Migration Studies 39(6): 983–999

http://www.tandfonline.com/doi/abs/10.1080/1369183X.2013.765665#.VCUkAPI_vRw

Erdal, Marta Bivand and Ezzati, Rojan (2014):

“Where are you from' or 'when did you come'? Temporal dimensions in migrants' reflections about settlement and return”

Ethnic and Racial Studies (Published online: 31 October 2014)

<http://www.tandfonline.com/doi/pdf/10.1080/01419870.2014.971041>

Finseraas, Henning et al. (2014):

”When the Going Gets Tough: The Differential Impact of National Unemployment on the Perceived Threats of Immigration”

Political Studies (Published online: 24 September 2014)

<http://onlinelibrary.wiley.com/doi/10.1111/1467-9248.12162/pdf>

Friberg, Jon. H. et al. (2014):

“Nordic labour market institutions and new migrant workers: Polish migrants in Oslo, Copenhagen and Reykjavik”

European Journal of Industrial Relations 20(1):37-53

<http://ejd.sagepub.com/content/20/1/37?etoc>

Friberg, Jon H. and Eldring, Line (eds.) (2013):

Labour migrants from Central and Eastern Europe in the Nordic countries. Patterns of migration, working conditions and recruitment practices

TemaNord 2013:570

<http://norden.diva-portal.org/smash/record.jsf?pid=diva2:702572>

Gjefsen, Hege Marie et al. (2014):

Projections of population and labour force by education based on alternative assumptions about immigration (English abstract)

Statistics Norway Reports 2014/31

<http://statbank.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/framskrivinger-av-befolkning-og-arbeidsstyrke-etter-utdanning-med-alternative-forutsetninger-for-innvandring>

Haarberg, Karstein et al. (2014):

Evaluation of measures for return (English abstract)

Deloitte

http://www.udi.no/globalassets/global/forskning-fou_i/asylmottak/evaluering-av-returtiltak-i-ordinaere-mottak.pdf

Hardøy, Ines and Schøne, Pål (2014):

“Does the Impact of Plant Closure on Labour Market Attachment Differ between Immigrants and Native Workers Across the Business Cycle?”

Empirical Economics 46(1), 229-252

<http://link.springer.com/article/10.1007%2Fs00181-012-0676-z>

- Horgen, Erik H. (2014):
Immigrants with a weak connection with the labour market - who are they?
(English abstract)
Statistics Norway Reports 2014/22
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/innvandrere-med-svak-tilknytning-til-arbeidsmarkedet-hvem-er-de>
- Horst, Cindy et al. (2013):
Somalis in Oslo
Open Society Foundation
<http://www.opensocietyfoundations.org/reports/somalis-oslo>
- Horst, Cindy et al. (2014):
“Private money, public scrutiny? Contrasting perspectives on remittances”
Global Networks. Volume 14/ 4: 514–532
<http://onlinelibrary.wiley.com/doi/10.1111/glob.12048/abstract>
- Høydahl, Even (ed.) (2014):
Immigrants and Norwegian-born to immigrant parents in 13 municipalities
(English abstract)
Statistics Norway Reports 2014/23
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/immigrants-and-norwegian-born-to-immigrant-parents-in-13-municipalities>
- Midtbøen, Arnfinn H. (2014):
“The Invisible Second Generation? Statistical Discrimination and Immigrant Stereotypes in Employment Processes in Norway”
Journal of Ethnic and Migration Studies, Volume 40, Issue 10, 2014
http://www.tandfonline.com/doi/abs/10.1080/1369183X.2013.847784?journalCode=cjms20#.VCUajfl_vRw
- Mohn, Sigmund B. et al. (2014):
A marginal problem? Asylum seekers, illegal residence and crime
(Summary in English)
Oxford Research
http://www.udi.no/globalassets/global/forskning-fou_i/beskyttelse/et-marginalt-problem---endelig.pdf
- Norwegian Ministry of Justice and Public Security (2014):
Action Plan against Radicalisation and Violent Extremism
http://www.regjeringen.no/pages/38727244/Action-plan-against-Radicalisation-and-Violent-Extremism_2014.pdf
- OECD (2014):
OECD Skills Strategy – Diagnostic Report. Norway
<http://skills.oecd.org/informationbycountry/norway.html>
- OECD (2014):
OECD Skills Strategy – Action Report. Norway
<http://skills.oecd.org/informationbycountry/norway.html>

- Olsen, Bjørn (2014):
Employment and education among young people with immigrant background 2012 (English abstract)
 Statistics Norway Reports 2014/17
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/unge-med-innvandrerbakgrunn-i-arbeid-og-utdanning-2012>
- Oslo Economics (2014):
Evaluation of programs for assisted return of asylum seekers (English abstract)
http://www.udi.no/globalassets/global/forskning-fou_i/retur/evaluering-av-ordninger-for-frivillig-retur.pdf
- Rosholm, Michael et al. (2013):
 “Are new work practices and new technologies biased against immigrant workers?”
International Journal of Manpower 34 (8): 995 – 1014
<http://www.emeraldinsight.com/doi/abs/10.1108/IJM-07-2013-0178>
- Røed, Marianne and Schøne, Pål (2013):
 “Displacement and Immigrant Workers’ Responsiveness to Regional Labour Market Opportunities: Evidence from Norway”
Regional Studies, published online 21 June 2013.
<http://www.tandfonline.com/doi/abs/10.1080/00343404.2013.799771#.VCVLQ4k4VaQ>
- Sandnes, Toril and Henriksen, Kristin (2014):
Family immigration and marriage patterns 1990-2012 (English abstract)
 Statistics Norway Reports 2014/11
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/familieinnvandring-og-ekteskapsmonster-1990-2012>
- Sinatti, Giulia and Horst, Cindy (2014):
 “Migrants as agents of development: Diaspora engagement discourse and practice in Europe”
Ethnicities 14(2), published online 7 April 2014
<http://etn.sagepub.com/content/early/2014/08/18/1468796814530120.full.pdf+html>
- Skinnarland, Sol and Mühlbradt, Magnus (2014):
The good life at sea. Wages and working conditions on foreign ships in Norway
 Fafo-report 2014:28
<http://www.fafo.no/pub/rapp/20375/index.html>
- Slensvik, Julie M. (2014):
Shares of immigrants among employees in establishments 2012 (English abstract)
 Statistics Norway Reports 2014/25
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/innvanderandeler-blant-ansatte-i-virksomheter-2012>
- Stang, Elisabeth G. and Lidén, Hilde (2014):
Barn i asylsaker (Children in asylum cases, summary in English)
 NOVA/ Institute for Social Research. NOVA Rapport 1/2014
http://evalueringsportalen.no/evaluering/mens-de-venter-hverdagsliv-i-asylmottak/Rapport_01_2014_asylmottak.pdf/@@inline

Staver, Anne (2013):
“Free Movement for Workers or Citizens? Reverse Discrimination in European Family Reunification Policies” in
Maas, Willem (ed.): *Democratic Citizenship and the Free Movement of People*
Martinus Nijhoff Publishers
<http://booksandjournals.brillonline.com/content/books/b9789004243286s006>

Takle, Marianne (2014):
“Immigrant organisations as schools of bureaucracy”
Ethnicities (Published online 5 August 2014)
<http://etn.sagepub.com/content/early/2014/08/04/1468796814546575.abstract>

Thorsdalen, Bjørn (2014):
Monitor for secondary migration. Among people with refugee background domiciled in 2003-2012 (English abstract)
Statistics Norway Reports 2014/21
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/monitor-for-sekundarflytting>

Viblemo, Tor E. et al. (2013):
Comparative study of identity management in immigration regulation – Norway, Sweden, the Netherlands and United Kingdom
Oxford Research
<http://evalueringsportalen.no/evaluering/comparative-study-of-id-management-in-immigration-regulation-norway-sweden-the-netherlands-and-united-kingdom/ID%20rapport%20andre%20land.pdf/@@inline>

Viblemo, Tor E. et al. (2013):
Behov for felles innsats. (Issues of identity and assessment of immigrants’ identity, summary in English)
Oxford Research 2013
<http://evalueringsportalen.no/evaluering/behov-for-felles-innsats-identitetsproblematikk-og-identitetsvurderinger-knyttet-til-utlendingers-identitet/Sluttrapport%20ID%20NOR%202013.pdf/@@inline>

Villund, Ole (2014):
Overqualification among immigrants in Norway 2007 – 2012 (English abstract)
Statistics Norway Reports 2014/28
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/overkvalifisering-blant-innvandrere-2007-2012>

Wiggen, Kjersti S. (2014):
Unaccompanied minor refugees 2011. Employment, education and income
(English abstract)
Statistics Norway Reports 2014/9
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/enslige-mindreareige-flyktninger-2011>

Wiggen, Kjersti S. and Aalandslid, Vebjørn (2014):
Immigrants and the 2013 Storting Election (English abstract)
Statistics Norway Reports 2014/32
<http://www.ssb.no/en/valg/artikler-og-publikasjoner/valgdeltakelsen-blant-personer-med-innvandrerbakgrunn-ved-stortingsvalget-2013>