Immigration and Integration 2018-2019

Report for Norway to the OECD

Norwegian Ministries

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With substantial contributions from and in close collaboration with colleagues from the following Norwegian ministries:

Ministry of Education and Research
Ministry of Justice and Public Security
Ministry of Labour and Social Affairs
Ministry of Children and Families
Ministry of Culture
Ministry of Foreign Affairs

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Statistics Norway: Statistics on population, employment, education etc.
The Norwegian Directorate of Immigration: Statistics on permits etc.

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1 Overview

Less immigration, more resident immigrants

In 2018, the number of registered new immigrants coming to Norway was 52 500, a decrease of 5 700 persons compared to the previous year. Some 87 per cent of the immigrants were foreigners, and of those 50 per cent were from EU/EFTA member countries. The largest inflow of foreign immigrants was from Poland (5 200), followed by those from Syria (3 800, down from 7 000 in 2017) and Lithuania (2 800). In 2018, 24 500 foreigners were registered as having emigrated from Norway. This was 2 100 fewer than in 2017, but still among the highest recorded levels of emigration in modern times. Overall, the net immigration of foreigners was 19 900, 3 300 fewer than in 2017. The highest net immigration surplus was registered for citizens of Syria (3 700), India (1 300) and Eritrea (1 000).

At the beginning of 2019, 765 100 immigrants and another 179 300 persons born in Norway to two immigrant parents were registered as residents, in all representing 17.7 per cent of the population. This was an increase of 0.4 percentage points in one year. Poland was the country of origin for the largest group of resident immigrants. The largest number of Norwegian-born with two immigrant parents had parents from Pakistan.

Low number of applications for asylum

In 2018, 13 per cent of the non-Nordic immigration was related to a need for protection or residence on humanitarian grounds. The previous year, that share was 18 per cent. In 2018, about 3 100 applications for asylum were filed, 400 fewer than in 2017. About 400 of the applications in 2018 were renewed applications from unaccompanied minors. The proportion of positive decisions by the *Norwegian Directorate of Immigration (UDI)* on asylum applications was 72 per cent in 2018, compared to 67 per cent the previous year. 1 750 applicants were granted refugee or humanitarian status in 2018, by UDI or through the appeal process, while almost 2 500 refugees were resettled in Norway. This was the first year that th group was larger than that of former asylum seekers. In 2019, the number of asylum applications has continued to be low compared with 2015 and earlier years.

Decline in labour migration from EU countries

The number of registered non-Nordic labour immigrants has declined every year since the top year 2011. These immigrants represented just over 40 per cent of the new non-Nordic immigrants in 2018, and most of them came from EU/EFTA member countries. Even though there has been a decline in labour immigrants, net migration of labour migrants to Norway is still positive. The number of new permits granted to citizens of countries outside EU/EFTA has been relatively stable for the last five years. New permits for skilled workers have varied between 2 500 and 4 000 per year, and the number of new permits for seasonal workers has varied around 2000 and 3 000 per year.

Decline in family immigration

Family related immigration represented 34 per cent of the non-Nordic immigration to Norway in 2018, a share that was four percentage points higher than in the previous year. The total number of new family-related residence permits granted to third-coun-

try nationals decreased from 14 400 in 2017 to 10 900 in 2018. The major third-countries of origin in 2018 were India, the Philippines and Syria. In addition, 6 100 non-Nordic citizens of EU/EFTA-member countries declared that family-ties were the basis for immigration when they registered their first move to Norway, 700 fewer than in 2017. Poland and Lithuania were the major non-Nordic EU/EFTA-member countries of origin for those registering family as the reason for immigration.

Fewer returns, both forced and assisted

In 2018, there was a significant decrease for all types of ordered returns, compared to the previous years. This was primarily a reflection of the reduced number of new asylum seekers during the last years. 240 persons without a legal residence returned to their country of origin with government assistance. In addition, 5 070 foreigners were returned by force. Of these, 470 were returned to another European country in accordance with the Dublin procedure, and about 550 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 a legal residence, were among the remaining 4 050 returnees.

Immigration and refugee policy

In response to the large number of asylum seekers who entered Norway during 2015, the Norwegian *Storting* adopted a number of legislative measures to ensure a more sustainable asylum and immigration policy and to strengthen the border controls. Most of these measures entered into force during 2016–2018, cf. the previous reports for Norway on immigration and integration. Last year, there were no significant new policies, legislation or measures.

Integration policy

The aim of the integration policy is to provide opportunities for refugees and other immigrants to participate in the Norwegian workforce and community life. This is important for the immigrants themselves as well as to maintain a robust and sustainable welfare system. Some important new measures are:

- From 2019, new criteria for requesting the municipalities to settle refugees have been implemented. Settlement should be seen in the context of the local labour market, results from the introduction program in each municipality and the municipality's competence and capacity to ensure good integration.
- To strengthen regional authorities, the Storting has decided to move the responsibility for some of the integration tasks, including the settlement of refugees, from the central to the regional government authorities. The change will be implemented from January 1, 2020.
- The main goal of *Integration through knowledge – the Government's integration strategy for 2019 –2022* is to increase the labour market participation and participation in society in general among immigrants. This will be done through a coordinated and comprehensive effort, including 57 actions points, covering different areas of society.
- As part of the integration strategy, nine additional measures to the *Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017–2020)* were launched, to prevent and combat harmful practices and so-called honour related violence.

- The national scheme that offers low income families 20 free core hours per week in a kindergarten, has been extended from children aged three to five to include children aged two.
- *The Directorate of Education and Training* has been commissioned to develop a tool for mapping the knowledge of Norwegian for pre-school children.
- The strategy *Integration through knowledge*, includes several measures to improve education for language-minority children.
- This strategy also contains measures to improve education for youth and adults with an immigrant background, such as facilitating ordinary secondary education to participants in the Introduction program.
- Training measures administrated by the *Norwegian Labour and Welfare Administration (NAV)* will be available for more user groups, including immigrants, who need further vocational education at the upper secondary level. In addition, the wage subsidy scheme is changed to make it easier to use.
- The Ministry of Labour and Social Affairs has proposed to amend the Social Services Act. The aim of the proposal is to help immigrants achieve a higher level of Norwegian language skills, by setting language training as a condition for receiving financial assistance.
- The revised strategy on work-related crime emphasises prevention, increased and more targeted information about work-related crime as a phenomenon to foreign workers and enterprises that carry out assignments in Norway.
- A *Competence Strategy for the Municipal Child Welfare Services (2018–2024)* is being implemented. The strategy includes new educational programs that aim to promote among the responsible officers a greater understanding and sensitivity in the follow-up of the welfare of children and families with minority backgrounds.
- New provisions in the *Equality and Anti-Discrimination Act* about effective equality efforts have been adopted and will be implemented from January 2020. These provisions strengthen the duty of public agencies and employers to promote equality and to prevent discrimination on (among others) the grounds of ethnicity.
- A new *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion* for 2020 – 2023 was launched in December 2019.
- Amendments to the *Nationality Act* to permit dual citizenship will take effect from 2020.
- As part of the integration strategy, it is proposed to raise the requirement for skills in oral Norwegian from level A2 to B1 to become naturalised.

2 Migration – general characteristics

2.1 Legislation and policy

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

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

As a rule, students etc. (including *au pairs*) are only granted a temporary residence permit. Students may work part time and may change their status upon having received a job offer following graduation. Depending on the circumstances, persons with permits on another basis may be granted a temporary residence permit that forms the basis for a permanent residence permit. The main immigration categories are discussed further in chapter three to six below.

For third-country citizens a residence permit includes the right to work if not otherwise stated. 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 or to provide services shall not exceed the length of the employment contract offered or the duration of the services contract.

A permanent residence permit is normally granted after three years of continuous residence, provided the foreign national has:

- completed compulsory Norwegian language training and has achieved a minimum level of spoken Norwegian in the final Norwegian language examination
- completed compulsory training in social studies and has passed the final examination in a language he or she understands
- been self-supporting for the past 12 months.

The complete immigration process involves several government agencies. Usually, an application for a residence permit has to be presented to a diplomatic mission representing Norway, and the case is to be considered in Norway by the *Norwegian Directorate of Immigration (UDI)*. For asylum applications, the procedure is that if the applicant already is present in Norway the local *Police* receives and makes a preliminary registration of the application, before the applicant is referred to the *Police Immigration Service (PU)* where s/he is registered in the register (DUF), which is used by all the involved agencies in Norway. The registration of an application for protection involves questioning and guiding the applicant, and registration of the identity and travel history. The local police will issue a residence permit when that has been granted.

UDI considers, as first instance, applications for asylum, residence permit and permanent residence status, as well as a question of expulsion or the recall of a permit or

citizenship granted. Decisions from UDI may be appealed to the *Immigration Appeals Board (UNE).*

2.2 Migration

With the exception of 1989, Norway has had a positive *net immigration*[1] each year since the late 1960s, cf. table A10. The annual average net inflow increased considerably after the EU enlargement in 2004 and reached a top in 2012, with an average of 40 500 for the period 2011–2015, cf. table A6. In 2018, net immigration continued to drop, and was around 18 100. This was the lowest annual figure since 2004, cf. table A10. As a percentage of the total population, the immigration rate of 0.99 was 0.11 percentage points lower than in 2017, while the emigration rate of 0.65 was slightly lower than in 2017, cf. table A2, resulting in a net immigration rate for 2018 of 0.34.

In 2018, the *total immigration* to Norway was 52 500 persons – composed of 44 400 foreigners (87 per cent) and 8 100 Norwegians. Thus total immigration was 5 700 lower than in 2017, cf. table A10 and table 2.1 below.

The *total immigration of foreigners* to Norway, decreased by 5 300 persons in 2018 compared to 2017. Of 44 400 foreign immigrants, 49 per cent were women, cf. tables A7 and A7f.

In 2018, 50 per cent of foreign immigrants came from EU/EFTA member-countries. This was six percentage points higher than in 2017, cf. table A7. The share of immigrants from the EU-member countries in Central and Eastern Europe increased again, from 24 to 26 per cent of the total foreign immigration. For the second year, the registered inflow of foreigners from Syria dropped significantly, to 3 800. This was more than 3 000 fewer than in 2017, reflecting the low number of new asylum seekers the previous two years. The largest inflow was again from Poland with almost 5 000 immigrants, only slightly lower than in 2017. After Poland and Syria, the highest inflows of foreigners were from Lithuania (2 800), Sweden (2 100), India (2 000), the Philippines (1 800) and Germany (1 300), cf. table A7.

It would seem that emigration is mostly determined by the economic cycles in Norway, as seen in the relatively high numbers during the economic downturn in 1989–1990, or by exceptional events, such as the return migration of many Kosovars during 2000–2001, cf. table A10. The higher emigration rates of the last few years, mainly reflect a considerable degree of mobility and circular migration among labour immigrants from EU-member countries, cf. table A2.

In 2018, there was a registered *total emigration* of 34 400 persons, 24 500 foreigners and 9 900 Norwegians; cf. table A5 and A10 and table 2.1 below. This was 2 500 fewer foreigners and almost 400 fewer Norwegians than in 2017. Women represented

[1] 'Immigration' is defined to include persons who have legally moved to Norway with the intention of staying 6 months or more, and who have been registered as such in the *Central Population Register*. Former asylum seekers are registered as immigrants only on settlement in a Norwegian municipality with 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. His/her presence in Norway is registered in the *Foreigner Data Base (UDB*) administered by the *Norwegian Directorate of Immigration (UDI)*, as are asylum seekers who have not yet received a decision on their application.

45 per cent of the emigrants, cf. table A5f. In 2018, the largest destination countries for emigration were Sweden (4 300), Denmark (3 000), Poland (2 500) and the UK (1 900), cf. table A5. Norwegians were the largest group registered emigrants (9 900), followed by Poles (4 900), Lithuanians (2 200) and Swedes (2 200), cf. table A8.

The registered *return-immigration of Norwegian citizens* has been quite stable for the last twenty years, hovering between eight and eleven thousand each year. In 2018, the number was 8 100, 300 fewer than in 2017, cf. table A10. There was again a *net emigration* of 1 800 Norwegian citizens.

In 2018, the *net immigration of foreigners* was 19 900, 3 300 fewer than in 2017, cf. table A10 and table 2.1 below. The net immigration surplus was particularly significant for citizens of Syria (3 700), but this was almost half of that in 2017. Others with a significant net immigration surplus in 2018 were citizens of India (1 300), Eritrea (1 000) and the Philippines (900). The net immigration of Polish citizens was only 28 persons, which was the lowest number in many decades, cf. table A9. The share of the net immigration from countries outside Europe was 67 per cent in 2018, a reduction from 83 per cent the previous year. However, in 2018, the share of net immigration from all OECD member countries increased significantly to 21 per cent, from only 6 per cent in 2017.[2]

There are significant differences between various immigrant groups as to whether their stay in Norway is long-term or only temporary, cf. table A11. In 2018, 72 per cent of those who immigrated between 2003 and 2013 were still residing in Norway. Immigrants from countries in Africa had the highest proportion staying for five years or more (86 per cent on average) while persons from Oceania and from North and Central America had the lowest proportions staying that long, 43 and 45 per cent respectively. The highest retention rates after five years were 94 per cent for immigrants from Somalia, 93 per cent from Syria and 91 per cent from Iraq. It is also worth noticing that the retention rate in 2018 for immigrants from Poland arriving between 2003 and 2013 was 81 per cent, despite significant return migration. Immigrants from Finland (37), USA (37) and Canada (39) had the lowest retention rates among immigrants from the main countries of origin.

During 2018, 14 600 persons were granted a permanent residence permit in Norway. This was 2 500 fewer than in 2017. Both years, around 80 per cent altogether of those granted permanent residence had received their first permit based on either protection or family links.

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

[2] This is mainly a result of Lithuania becoming a member country of the OECD.

Table 2.1-Registered migration of foreigners and Norwegians. 2009–2018

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Immigration	65 200	73 900	79 500	78 600	75 800	70 000	67 300	66 800	58 200	52 500
- foreigners	56 700	65 100	70 800	70 000	66 900	61 400	59 100	58 500	49 800	44 400
- Norwegians	8 500	8 800	8 700	8 600	8 900	8 600	8 200	8 300	8 400	8 100
Emigration:	26 600	31 500	32 500	31 200	35 700	31 900	37 500	40 700	36 800	34 400
- foreigners	18 400	22 500	22 900	21 300	25 000	23 300	27 400	30 700	26 600	24 500
- Norwegians	8 200	9 000	9 600	9 900	10 700	8 600	10 100	10 000	10 200	9 900
Net migration	38 600	42 350	47 000	47 350	40 100	38 150	29 800	26 100	21 350	18 100
- foreigners	38 300	42 550	47 900	48 700	41 900	38 100	31 700	27 800	23 150	19 900
- Norwegians	300	- 200	- 900	-1 350	- 1 800	50	-1 900	-1 700	- 1 800	- 1 800

Source: Statistics Norway

For the first half of 2019, the registered net immigration of 11 400 foreign citizens was 900 higher than during the same period in 2018. The main origin countries with registered net immigration were Poland (1 100), Syria (850) and India (800). There was net emigration of 1 000 Norwegians.

In 2019, 19 200 foreigners had been granted a permanent residence permit by the end of November. This was almost 6 000 more than during the same period in 2018.

2.3 Immigration according to entry categories

In the statistics on immigration, four main entry categories immigration are distinguished: *family*, *labour*, *protection* and *education/training/exchange*.[3] The identification of these categories is based on information from the *Norwegian Directorate of Immigration (UDI)* on:

(i) the type of first-time residence permit granted to citizens of third countries who are registered as immigrants in the Norwegian population register; and

(ii) the self-declared reason for immigration to Norway stated by non-Nordic citizens of EU/EFTA-member countries, who since 2010 should register their presence the first time their stay in Norway lasts for three months or more.[4]

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, and because they are not asked for the reason for moving to Norway when they register their presence with the *Central Population Register*. However, their very high labour market participation rates indicate that immigration of citizens from Nordic countries is mainly for work.

During the period 1990-2018, 868 600 non-Nordic foreigners immigrated to Norway, cf. table A23. As many as 312 700 persons or 36 per cent were admitted as family members of residents. 291 900 or 34 per cent, came as labour immigrants. 169 200 or 20 per cent, had been granted protection or residence on humanitarian grounds, while 89 200 or 10 per cent, arrived for education, including as *au pairs*. For ten years, from 2006 until 2015, labour immigration was the main immigration category, cf. chart

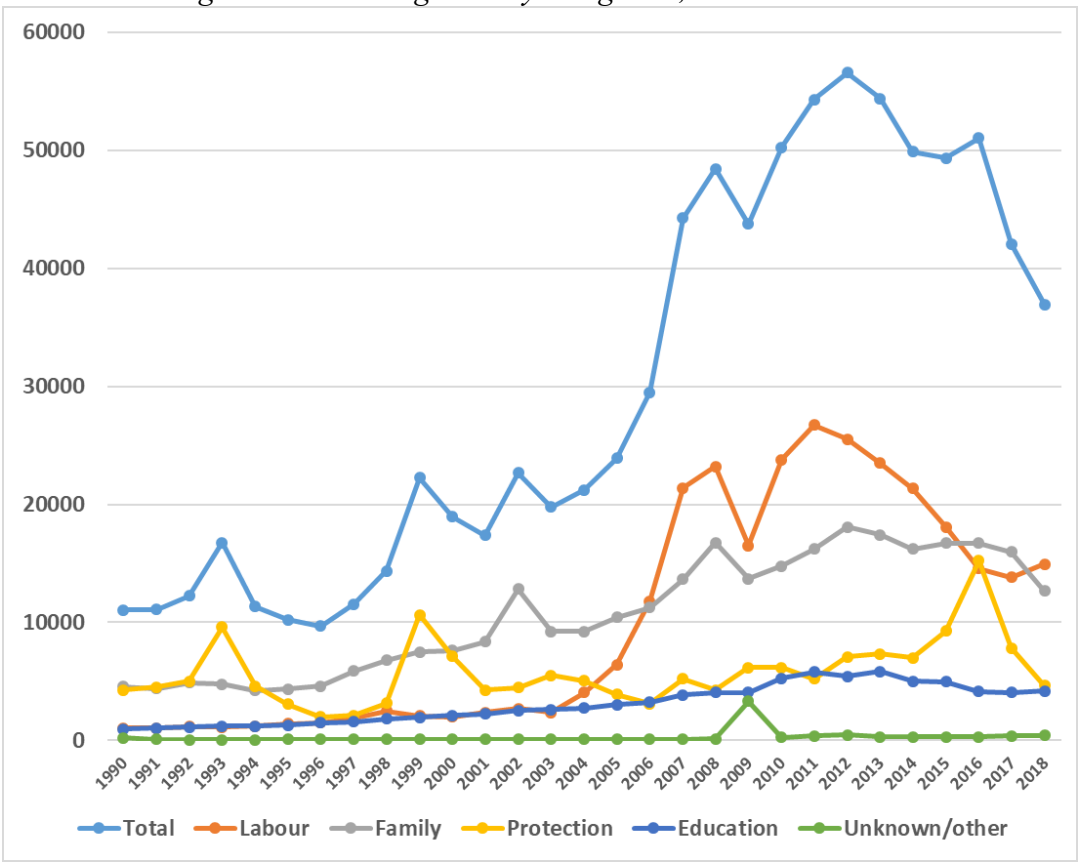
[3] Cf. https://www.ssb.no/en/befolkning/statistikker/innvgrunn for details.

[4] Switzerland is a member country of EFTA, but is not part of the EEA. Therefore, the designation EU/EFTA is used.

2.1.[5] The relative share of labour immigration decreased thereafter, but there was an increase in this share in 2018. The share of immigration based on a need for international protection increased sharply in 2016, but has since been reduced, cf. chart 2.1.

For the period 1990-2018, the largest number of non-Nordic immigrants were citizens of Poland (129 500), Lithuania (52 500), Germany (38 000), Somalia (33 600), the Philippines (30 700) and Syria (30 000), cf. table A23-1.

Chart 2.1 Immigration according to entry categories, and total. 1990–2018



Source: Statistics Norway

During 2018, 36 900 new non-Nordic immigrants were registered, almost 4 000 fewer than in 2017. Once again, the largest number were labour immigrants, with 41 per cent of the total, cf. chart 2.2 below.

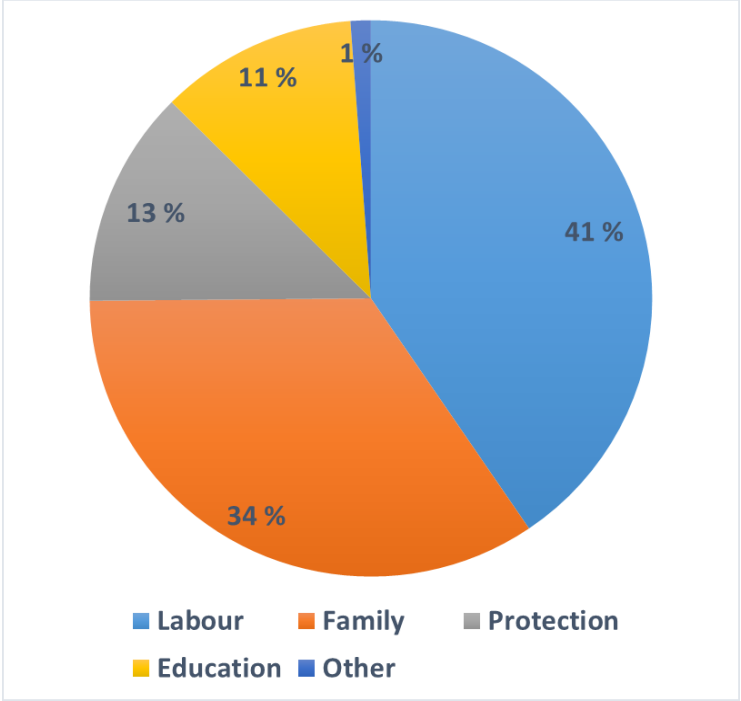
In 2018, 33 per cent of all the non-Nordic immigrants came from countries in Asia, including Turkey. This share was seven percentage points lower than in 2017. Fifty-two per cent came from Europe, a share which was eight percentage points higher than the previous year. Of the remaining, nine per cent came from Africa, six per cent from North and South America or Oceania and half a per cent were stateless. Cf. table A23-2.

[5] The rise in the category "unknown" in 2009 was a consequence of the removal of the requirement for a work or residence permit for citizens from non-Nordic EU/EFTA-member countries, effective from September that year, while the EU/EFTA registration requirement was established from 2010 only, and carries no sanctions for non-compliance.

Approximately 13 per cent of the registered immigrants in 2018, had been granted a permit following an asylum application, or they arrived on the annual quota for resettlement of refugees. This share was lower than the 18 percent in 2017. In 2018, 59 per cent of such immigrants were from Syria, cf. table A23-2.

Labour immigration accounted for 41 per cent of the total non-Nordic immigration in 2018, eight percentage points higher than in 2017. Eighty-four per cent of all labour immigrants were from European countries, and 28 per cent of these came from Poland, cf. table A23-2. The share of immigrants arriving for education, training and cultural exchange, including *au pairs*, was 11 per cent in 2018.

Chart 2.2 Immigration of non-Nordic citizens, according to entry categories, per cent.2018



Source: Statistics Norway

From 2017 to 2018, there was a significant reduction, by 3 300, of family immigrants from countries outside the Nordic area, and there was a reduction of four percentage points in their share of total immigration, to 34 per cent. The main countries of origin of family immigrants were Syria, Poland and Thailand.

Of 12 700 non-Nordic persons who arrived in Norway as family immigrants in 2018 9 200, or 72 per cent, came through family *reunification*. Among them, the largest numbers were from Syria (960), Poland (760) and India (670). 3 500 of the family immigrants came to *establish a family*, mostly through marriage, cf. table A23. Among them, the largest numbers were from Thailand (530), the Philippines (320) and Pakistan (155). Around 1 600 came to live with a person in Norway who did not have an immigrant background. Of these, 570 were from Thailand, 240 from the Philippines and 110 from USA or Brazil. Only 167 family immigrants came to live with a Norwegian born person with two immigrant parents. Forty-three per cent of these came from Pakistan. Of the total family immigration in 2018, 20 per cent was linked to refugees living in Norway, cf. table A23-2.

For the whole period 1990–2018, 208 300 persons – or 67 per cent of all family immigrants – came for family reunification, while 104 400 came to establish a new family, mostly through marriage, cf. table A23. Of the latter, 54 per cent involved a reference person without an immigrant background, while less than four per cent involved a Norwegian-born person with two immigrant parents.[6]

By the end of 2018, 71 per cent (almost 620 000) of the non-Nordic immigrants who had immigrated since 1990, still lived in Norway. The remaining 250 000 had either emigrated or died during this period.[7] Among refugees and persons granted residence on humanitarian grounds, 86 per cent remained, while this was 38 per cent 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 may be somewhat misleading as an indicator of the longer term retention rate. For non-Nordic family migrants, the average retention rate was 78 per cent while it was 66 per cent for labour-related migrants. For the latter category, the rate was two percentage points lower than when observed in 2017, reflecting a relatively high emigration of European labour immigrants during 2018.

[6] For information in English on patterns of family migration to Norway during the period 1990-2015, cf. http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/family-immigration-and-marriage-patterns-1990-2015 and https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/how-many-refugees-families-come-to-norway

[7] Cf. Statbank of Statistics Norway, table 06318 https://www.ssb.no/statistikkbanken/selecttable/hovedtabellHjem.asp?KortNavnWeb=innvgrunn&CMSSubjectArea=befolkning&PLanguage=1&checked=true

3 Family immigration

3.1 Legislation and policy

The *Immigration Act* stipulates that close family members of Norwegian and Nordic citizens and of foreigners who have a residence permit without restrictions, also have the right to residence. The most important categories of close family members defined in the *Immigration Act* are:

- Spouse – both parties must be over the age of 18, and they will have to live together in Norway
- 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 September 2019 the income should be at least NOK 264 264 (about Euro 27 000) a year (88 percent of civil service pay grade 19).

The subsistence requirement includes three elements:

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

The requirement is general and applies to all reference persons, with some exemptions, for example when the reference person 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, when certain conditions are met, exemptions are made when the reference person has refugee status.

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 a residence permit based on 1) international protection, 2) humanitarian grounds, or 3) 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.*

With the purpose of combating forced marriages, in cases of family *establishment* both spouses/parties must be at least 24 years of age. Exemptions are possible if the relationship obviously is voluntary for both parties.

Applications for a family immigration permit may be rejected in cases where the sponsor has been granted protection in Norway, but not a permanent residence permit,

and the family may exercise their family life in a safe country to which their overall ties are stronger than to Norway.

3.2 Permits and EU/EFTA-registrations – family migrants

The total number of new family related permits decreased from 14 400 granted in 2017 to 10 900 in 2018. In addition, there were close to 6 100 EU/EFTA-registrations for first-time immigration based on family-ties. This was 700 fewer than in 2017, cf. table 3.1.

In 2018, the major third-countries of origin for family related permits were India, the Philippines and Syria. The main EU-countries of origin were Poland and Lithuania, cf. table 3.1.

Table 3.1 Non-Nordic family immigration – major countries of origin. New permits and EU/EFTA-registrations. 2009–2018

Countries of origin	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Total, of which:	**18 112**	**21 530**	**25 750**	**24 333**	**24 136**	**22 238**	**21 962**	**22 761**	**21 227**	**17 021**
Poland	2 773	4 670	4 376	4 556	4 687	4 291	3 655	2 775	2 387	2 040
Lithuania	655	2 154	2 356	2 411	2 228	1 780	1 294	1 118	1 267	1 205
India	431	361	632	641	766	909	875	937	974	975
Philippines	703	766	1203	1 007	972	992	1 157	1 171	867	923
Syria	47	40	51	33	109	209	647	2 059	2 810	902
Eritrea	237	430	874	728	880	664	916	1 534	1 506	874
Thailand	1 248	989	1 256	1 227	1 027	517	973	1 342	931	874
Somalia	1 027	685	1 331	1 210	1 305	1 847	1 386	956	618	471
USA	459	410	471	584	494	379	470	417	424	467
Serbia	181	109	191	247	303	339	384	401	422	378
Romania	333	610	691	757	873	893	806	461	408	336
Pakistan	500	344	490	492	386	313	326	356	403	311
Afghanistan	391	358	382	337	257	233	280	332	350	231
Ethiopia	238	220	265	163	234	300	266	302	327	219
Stateless	539	317	245	146	127	152	307	446	318	94
Other countries	7 524	7 976	9 745	8 726	8 592	7 975	7 908	8 034	7 215	6 721

Source: UDI

By November 2019, 11 100 new family permits were granted. This was around 700 more than during the same period in 2018. By November 2019, there were about 5 100 new registrations of family members from EU/EFTA-countries, 600 fewer than during the same period in 2018.

4 Labour migration

4.1 Legislation and policy

Labour immigration from EU/EFTA-countries

The common Nordic labour market, established in 1954, allows free mobility between the member countries and thereby exempts citizens of the Nordic countries from the general rules on residence permits and registration. Citizens from other EU/EFTA member countries do not need a permit to stay or work in Norway, but they are supposed to register with the police when their stay in Norway exceeds three months. Non-Nordic EU/EFTA-citizens acquire the right to permanent residence after five years of registered legal residence.

Labour immigration from countries outside EU/EFTA

Third country nationals who want to work or operate their own business in Norway must hold a valid residence permit, cf. chapter 2.1. A general requirement for all work-related residence permits is that wage and working conditions for the job in question correspond to those for Norwegian workers in similar jobs.

Main categories of work-related permits for immigrants from outside the EU/EFTA member countries are:

i. *Skilled worker:* Persons who have completed higher education or have education or qualifications corresponding to vocational training at the level of Norwegian upper secondary education. The skills that form the basis for the residence permit must be relevant for the job in question. Up to an annual quota, new permits of this type may be granted without a test of labour market needs. The annual quota for new permits for skilled third country workers has been fixed at 5 000 since 2002 and the number of such permits has yet to reach this ceiling. If the quota is reached, further applications from third-country skilled workers will be subject to a labour market test. Skilled workers may sponsor applications for family reunification and can qualify for permanent residence after three years. The worker can change employer without applying for a new permit as long as the tasks and duties in the new job correspond with the qualifications that served as basis for the permit.
ii. *Skilled service supplier, seconded employee or independent contractor*: A *service supplier* is an employee in a foreign enterprise who have entered a contract with a Norwegian establishment to provide services of a limited duration. *Self-employed* is a person who have established a business abroad and has entered a contract with a Norwegian establishment to provide services of a limited duration. Under certain circumstances, they are entitled to sponsor applications for family reunification, but do not qualify for permanent residence. When formally employed and paid by an employer registered in Norway, such workers are treated as skilled workers, cf. category i.
iii. *Skilled self-employed person*: Self-employed persons who intend to engage in a permanent business activity are entitled to a residence permit if the presence of the self-employed person in Norway and active participation in running the business is necessary for the establishment or continued operation of the business. Such workers are entitled to sponsor applications for family reunification and can qualify for permanent residence.

iv. *Seasonal employee*: A residence permit can be granted for up to six months for seasonal work, with no right to sponsor applications for family reunification or to obtain a permanent residence permit. This type of residence permit is linked to a specific job and employer in Norway.

v. *Job-search permit for researchers and recent graduates from a Norwegian university or college:* A work permit may be granted for a limited period (12 months) to apply for a relevant job. The immigrant is allowed to work in any type of employment during the period of the job-search permit. The immigrant must satisfy a subsistence (income) requirement before a permit is granted.

vi. *Students with study permit* can have a part-time job for up to 20 hours a week

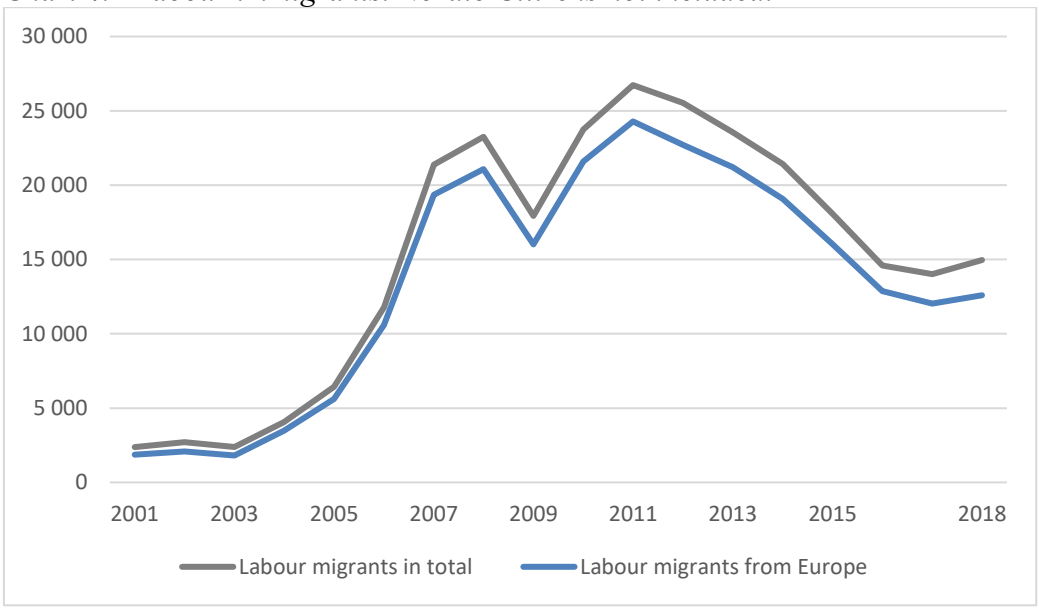
vii. *Worker from the Barents region of Russia:* A worker from the Barents region of Russia can be granted a residence permit for work in the northern part of Norway independent of skill level. Workers who live in the Barents region and are to commute across the border for part-time work in northern Norway can also be granted a work permit.

There is neither a labour market test nor quota restrictions for skilled workers coming from a WTO member state and who are working in Norway as an employee of an international company, for skilled intra-corporate transferees or skilled workers posted as service providers.[8]

4.2 Labour immigrants

As chart 4.1 indicates, the total number of non-Nordic labour immigrants reached a top in 2011. In the following years the labour migration to Norway has declined, primarily due to lower immigration from Europe in that period. Since 2016 the labour migration has been relatively stable, but it seems that the number of non-Nordic labour immigrants is starting to increase again.

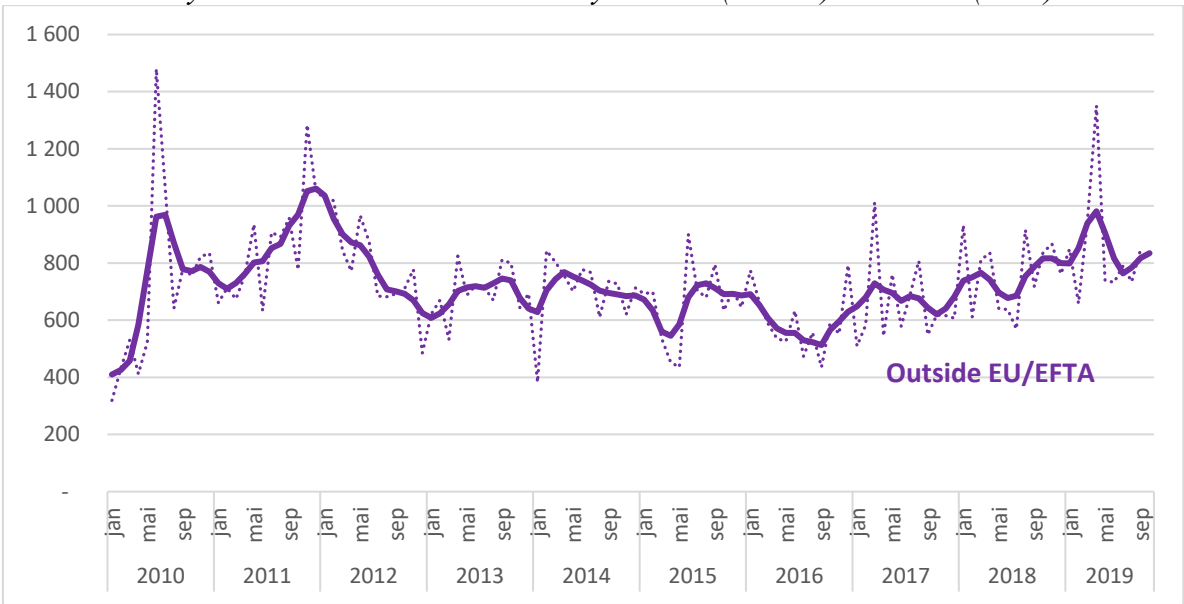
Chart 4.1 Labour immigrants. Nordic Citizens not included.



Source: Statistics Norway

[8] Consistent with Norway's GATS mode 4 commitments.

Chart 4.2 New work-related permits for persons from outside the EU/EFTA per month. January 2010 – October 2019. Monthly number (dashed) and trend (solid)



Source: UDI and Ministry of Labour and Social Affairs

As chart 4.2 indicates, new work-related residence permits for persons from outside EU/EFTA member countries has fluctuated between 600 and 800 per month in the period 2013-2016. Since then it seems to have been a small increase in such labour immigrants, but a decline in the first half of 2019.

Table 4.1 shows both work-related residence permits and EU/EFTA-registrations with work as reason for immigration, per year since 2010. The number of seasonal work permits and skilled work permits given to third country citizens[9] went up from 2017 to 2018.

The two largest countries of origin among the EU/EFTA-registrations for work continued to be Poland (33 per cent of registrations in 2019, as of October) and Lithuania (14 per cent of registrations). Altogether, EU-countries in Central and Eastern Europe accounted for roughly 73 per cent of labour-related EU/EFTA-registrations in 2019 (through October).

In 2019 (through November), India was the largest country of origin for new skilled workers from outside of the EU/EFTA area, and accounted for roughly 20 per cent of the permits given to skilled workers. Vietnam and Ukraine were the two largest source countries for seasonal workers in 2019 (as of November) and accounted, respectively, for 40 and 25 per cent of seasonal work permits.

[9] As measured by number of new work-related permits granted.

Table 4.1 Work related residence permits granted and EU/EFTA-registrations, by type. 2010–2019

	New permits				Renewals of permits	Total permits issued	EU/EFTA-registrations
	Skilled work	Seasonal work	EU/EFTA-residents	Other			
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	4 859	13 189	39 021
2014	3 737	2 531	na	2 245	4 982	13 495	34 244
2015	2 875	2 290	na	2 553	5 117	12 835	26 593
2016	2 488	2 401	na	2 187	5 246	12 322	23 496
2017	2 815	2 647	na	2 584	5 010	13 056	22 995
2018	3 771	2 905	na	2 428	5 331	14 435	21 195
2019 (November)	4 099	3 319	na	2 289	4 824	14 579	17 864

Source: UDI

The number of EU/EFTA-registrations for work through November 2019 was somewhat lower than for the same period in 2018. On the other hand, first permits to skilled workers from outside EU/EFTA as of November 2019 were 15 per cent higher than during the same period in 2018. For seasonal work permits, the increase was roughly 16 per cent from 2018 to 2019 (November).

Immigration from Nordic countries

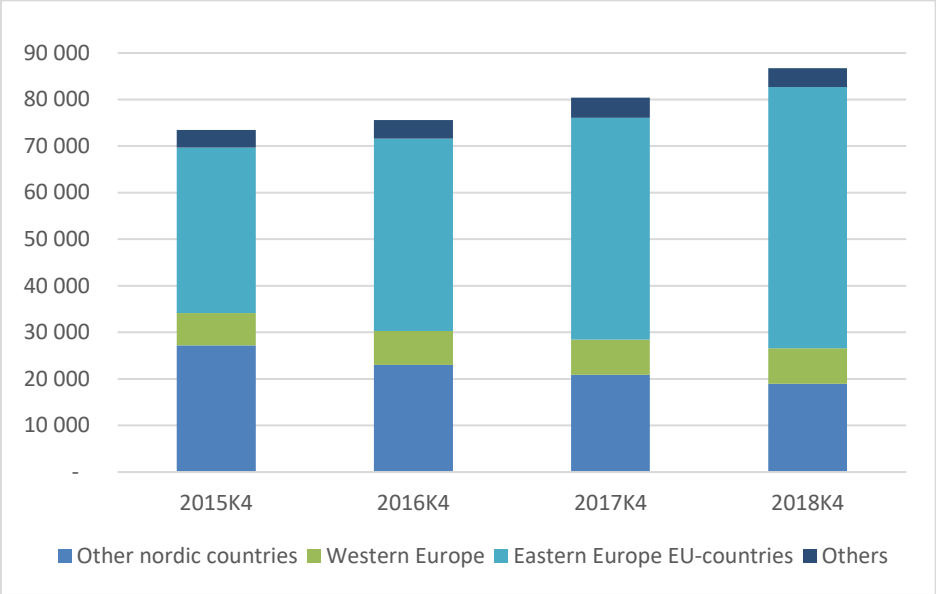
Because citizens from the Nordic countries are exempt from the rules on residence permits and registration, no statistics exist on the number of labour immigrants from these countries. However, like immigrants from other EU/EFTA-countries, the vast majority come to work. Net migration of Nordic citizens averaged over 3 000 persons per year in the period 2006–2014, but then declined dramatically and became negative in 2016. In 2018, the net migration from the Nordic countries changed from negative to barely positive.

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 or weekly) basis are registered as "non-residents" and are not included in the regular register-based statistics on employment. However, *Statistics Norway* constructs statistics on employment for persons on short-term assignments in Norway from several different sources, including registrations with the tax authorities.

As chart 4.3 indicates, the number of foreigners in short-term or non-resident employment in Norway has increased every year since 2015. Based on new statistics provided from *Statistics Norway* it also seems like this trend will continue in 2019.

Chart 4.3 Short term and non-resident foreign workers. Fourth quarter 2015–2018



Source: Statistics Norway

5 Migration for education and training

5.1 Legislation and policy

A student from an EU/EFTA member state has a right of residence in Norway for more than three months provided the person in question has been admitted to an accredited educational institution or an upper secondary school. This condition applies when the primary purpose of the stay is education, and the person is able to support him/herself and any accompanying family members. The student must hold a private medical insurance or a European Health Insurance Card. As indicated, the student may bring spouse, cohabitant or children to Norway.

The student should register with the police in Norway. The registration is only needed when s/he first arrives in Norway regardless of how long s/he plans to live in Norway and whether her/his stay here is interrupted. The student can work and may go from being a student to being employed. After five years in Norway, s/he may be granted a permanent residence permit.

A third country citizen who has been admitted to an approved educational institution, for example a university, may be granted 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 stay in Norway and that s/he will have suitable housing arrangements. A third country international student who has been granted a residence permit for education, has the right to work part-time in Norway.[10] A concrete offer of employment is not required for this right.

After completing the studies, a third country international graduate may apply for work as a skilled worker in Norway, cf. chapter 4.1. S/he may be granted a residence permit for up to one year in order to seek employment.

A third country 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 requirements.

Third country citizens 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 Norwegian requirements needed for an authorization to work in a regulated job.

5.2 Permits and EU/EFTA-registrations – education

In 2018, 5 600 first time permits for students from outside the EU/EFTA area were granted for education and training purposes, compared to 5 900 in 2017. Almost 4 200 of the new permits were granted for education, and 900 permits concerned *au pairs*. In addition, 270 permits were granted to *trainees*, and 260 to *post doctorates*.

[10] Work is permitted for a maximum of 20 hours a week during study periods, whilst full-time work is allowed during the academic breaks.

There were almost 6 200 new EU/EFTA-registrations for education purposes.[11] Altogether, this indicates almost 11 900 new non-Nordic foreign students, au pairs etc. in 2018, a small increase from 2017.

The major source countries for non-Nordic international students in 2018 were Germany, France and Italy. Almost 90 per cent of the new *au pair* permits were granted to citizens of the Philippines.

Table 5.1 Permits granted and registrations (from 2010) for education and training – Major categories. 2009–2018

Migration category[12]	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Total, of which:	**8 074**	**9 681**	**10 813**	**11 556**	**11 144**	**11 804**	**11 381**	**11 164**	**11 664**	**11 880**
Student (EU/EFTA)	2 656	4 293	4 149	4 210	4 401	4 694	5 062	5 662	5 765	6 235
Student (not EU/EFTA)	3 036	3 260	3 452	3 377	3 399	3 691	3 706	3 218	3 758	3 613
Post doctorate	97	118	169	194	159	162	202	218	240	262
Folk high school or denominational school[13]	208	110	121	78	103	86	664	549	546	500
Norwegian language studies[14]	.	122	633	1 572	854	927	126	2	-	
Au pair	1 710	1 509	1 829	1 585	1 667	1 481	1 336	1 182	963	888
Trainee	347	147	345	164	180	264	250	275	303	271
Other	20	122	115	376	381	499	35	58	89	111

Source: UDI

In 2019, 5 200 first time education permits, including au pair permits, had been granted by the end of November, the same as number as in 2018. By November 2019, the number of EU/EFTA-registrations for education (6 200) were also almost unchanged, compared to November 2018.

In 2018, 900 international students (including *au pairs*) from third countries changed their status.[15] This was almost 100 more than in 2017, cf. table 5.2 below. Of these, 38 per cent received a permanent or temporary permit as skilled worker, while 19 per cent were granted a permit based on new family ties. The rest, 43 per cent, were granted a 12-month permit to search for and start in an appropriate, skilled job.

[11] Some of the new EU/EFTA-registrations could be by persons who had an expired permit granted before the registration system was in place at the start of 2010.
[12] Citizens of the other Nordic countries are excluded from these statistics, as they do not need any form of permit to study or work in Norway.
[13] This is a new, combined category from 2015. For earlier years, students in denominational schools are listed under "Other".
[14] A permit to study the Norwegian language, if the purpose of the stay was to obtain skilled work in Norway, could be granted until May 2014, cf. chapter 5.1 of the IMO-report for 2013-2014 for Norway.
[15] The general rule for a permit 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 the new and the old permit must be valid for at least three months. Changes to or from the reason stated in an EU/EFTA-registration is not included.

Table 5.2 Status change for non-EU/EFTA international students. 2009–2018

New status	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Work	163	120	298	458	475	410	357	245	301	338
Family	54	38	134	185	190	162	229	198	187	175
Job search	6	16	71	127	161	271	255	308	319	385
Total	**223**	**176**	**503**	**770**	**826**	**843**	**841**	**751**	**807**	**898**

Source: UDI

The main third countries of origin for international students (including *au pairs*), who changed their residence status, were Nepal, the Philippines, Russia, China, Pakistan and the United States.

6 Asylum seekers and refugees

6.1 Legislation and policy

Protection

The *Norwegian Directorate of Immigration (UDI)* processes asylum applications in accordance with the *Immigration Act* and the *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 being granted asylum, is to be considered for a residence permit on humanitarian grounds.

UNHCR gives recommendations on protection issues. The Norwegian authorities take these into account when 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 normally will be referred to a seven-member "Grand Board" at the *Immigration Appeals Board (UNE)*, unless the decision has been made in accordance with general instructions given by the *Ministry of Justice and Public Security*. Norwegian authorities have regular bilateral meetings on protection issues with representatives of the UNHCR.

Reception facilities

Temporary accommodation in a reception centre is offered to all asylum seekers arriving in Norway. UDI finances and supervises these centres. Municipalities, NGOs, and private companies operate them. Some of the centres are given extra resources to provide suitable living conditions for asylum seekers with special 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 such minors. The child welfare authorities are responsible for accommodating unaccompanied minors younger than 15 years in centres financed by and run under the supervision of the *Ministry of Children and Families*. By the end of November 2019, there were 2 700 residents in such centres, around 1 100 less than a year earlier.

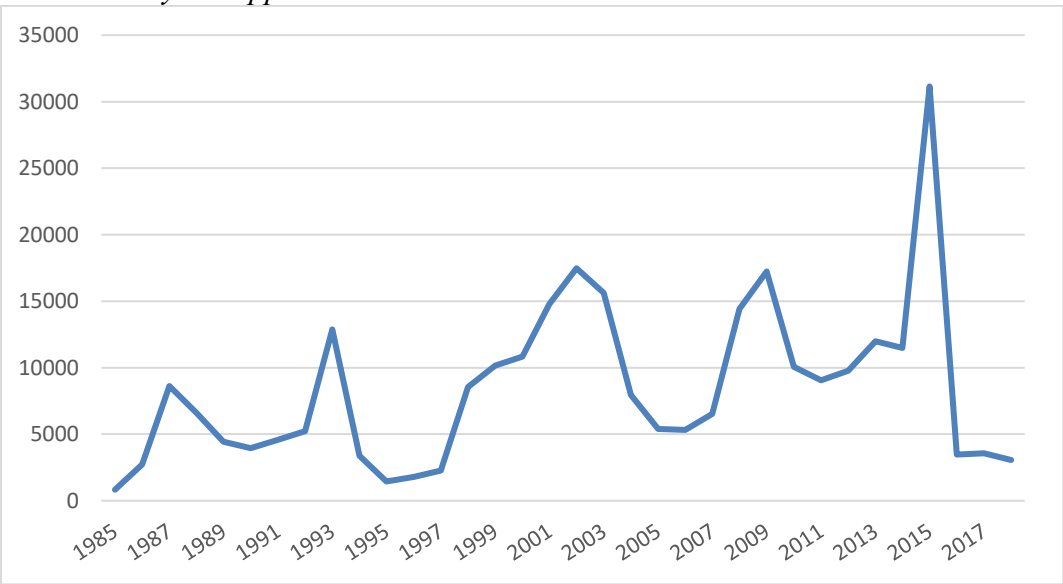
Residing in a reception centre is voluntary, but it is a requirement for receiving subsistence support and 'pocket money'. Persons with a positive decision can stay in a reception centre until settled in a municipality. Persons with a final, negative decision are offered accommodation in an ordinary reception centre until they leave Norway. There is a strong focus on motivating them to apply for assisted return.

A new type of centre, the *Arrival Centre,* was introduced as a temporary measure in 2015 to meet the challenge of housing the extraordinary large number of asylum seekers who arrived during a very short period. Towards the end of 2017, the Government decided to establish the *Arrival Centre* more permanently to provide faster case processing during the initial phase. The aim is to accommodate all asylum seekers (possibly except unaccompanied minors) in one centre after arrival in Norway. The ambition is to decide 70 per cent of the applications here within three weeks of arrival. It is expected that the arrival centre will be fully operational by the end of 2020.

6.2 Asylum applications

Since 1985, there have been several peaks in the number of applications for asylum in Norway, followed by sharp decreases. The major peaks were in 1987 (8 600), 1993 (12 900), 2002 (17 500), 2009 (17 200) and in 2015, when there was an all-time high of more than 31 100 asylum applications. This was followed by a drop to 3 500 in 2016. For the last couple of years, the number of applications has been relatively stable at this low level.

Chart 6.1 Asylum applications. 1985–2018



Source: UDI

In 2018, the number of new asylum seekers was 3 054, a reduction compared to 2017 and 2016. Almost 400 were applications for reconsideration of a rejected claim for protection, mostly from (claimed) unaccompanied minors, cf. explanation after table 6.2

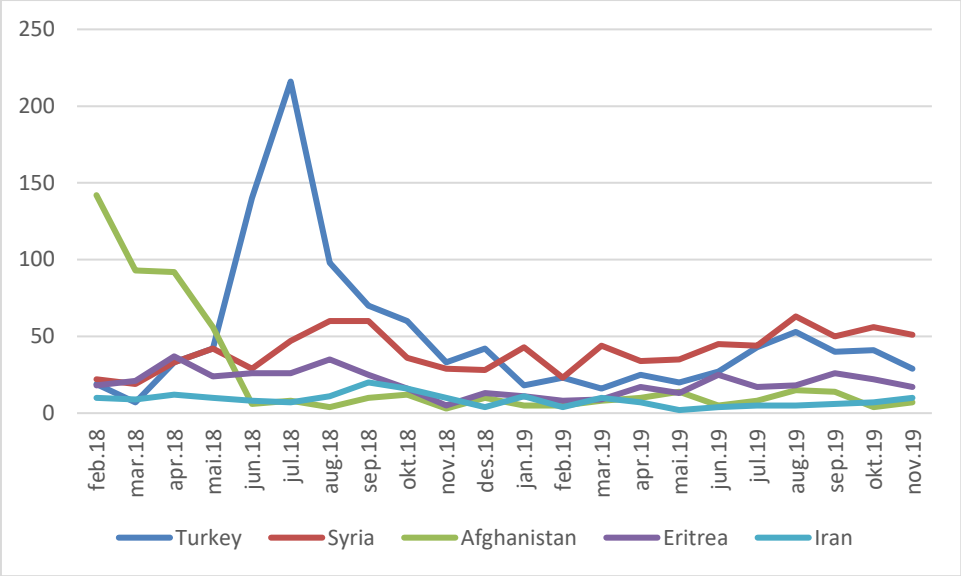
Table 6.1 Asylum applications, by major countries of origin. 2009–2018

Country of origin	2009	2010	2011	2012	2013	2014		2015	2016	2017	2018
Total, of which:	**17 226**	**10 064**	**9 053**	**9 785**	**11 983**	**11 480**		**31 145**	**3 460**	**3 560**	**3 054**
Turkey	82	74	42	42	66	52		96	89	164	765
Afghanistan	3 871	979	979	986	726	579		7 000	373	133	442
Syria	278	119	198	327	856	1999		10448	529	1017	424
Eritrea	2 667	1 711	1256	1183	3258	2882		2942	586	869	262
Iran	574	429	355	441	266	100		1346	132	89	123
Iraq	1 214	460	357	221	191	186		3001	215	148	105
Stateless	1280	448	262	263	550	800		1204	158	139	81
Albania	29	24	43	169	185	204		431	130	87	65
Russia	867	628	365	370	376	227		126	76	58	61
Ethiopia	706	505	293	185	291	375		686	158	91	56
Somalia	1 901	1 397	2216	2 181	1 694	837		563	154	51	48
Other countries	3 757	3 290	2 687	3 417	3 524	3 239		3 307	860	714	622

Source: UDI

The influx of asylum applications from Afghanistan in early 2018 were to a large extent unaccompanied minors who were given the opportunity to have their cases reconsidered, provided that they sent an application before May 2, 2018. The increase in applications from Turkey during the summer of 2018 were applicants claiming to have ties to the Gülen movement. Cf. chart 6.2 below.

Chart 6.2 Asylum applications, top five countries. January 2018 –November 2019



Source: UDI

The number of asylum applications continued to be low in 2019. By the end of November, only 2 100 asylum applications had been registered, 700 fewer than by November 2018.

The number of asylum seekers claiming to be unaccompanied minors has varied in recent years, cf. table 6.2. In 2018, 159 (claimed) unaccompanied minors applied for asylum in Norway. This was a decrease of 17 per cent from 2017. Most applicants were from Syria, Afghanistan and Eritrea. Twenty-five per cent of the (claimed) unaccompanied minor asylum seekers were girls.

Table 6.2 Asylum applications, first time – (claimed) unaccompanied minors. 2009–2018

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Applications	2 500	892	858	964	1 070	1 204	5 480	320	191	159

Source: UDI

During the first eleven months of 2019, 126 (claimed) unaccompanied minors applied for asylum in Norway. During the same period in 2018, the number was 143 (first time) applicants.

6.3 Asylum decisions

During 2018, 75 per cent of the decisions made by the immigration authorities in the first instance were made on the merits of the case. The majority of these cases con-

cerned citizens of Syria and Eritrea. Fifteen per cent of the applications were transferred to another country in accordance with the Dublin procedure, while five per cent were closed without a decision on the merits because the applicant disappeared before the basis for judging his/her application had been fully established. During the first eleven months of 2019, the share of Dublin decisions was around 10 per cent. In the same period, Norway sent 550 Dublin-requests abroad and received almost 900 such requests.

In addition to 1 300 applicants, who were granted convention refugee status in 2018, more than 50 applicants were granted refugee status on other protection grounds, and almost 70 were granted in the first instance a permit on humanitarian grounds. Furthermore, following an appeal the *Immigration Appeals Board* granted 300 permits, more than half of them on humanitarian grounds. Cf. table 6.3 below.

Table 6.3 Permits to persons granted refugee or humanitarian status by the UDI or UNE. 2009-2018

Instance	Status	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
UDI	Convention	1 753	2 974	2 811	3 667	4 523	3 588	5 411	11 560	3 833	1 333
	Other refugee		1 565	766	1 184	1 003	1 140	673	399	149	52
	Humanitarian	2 755	751	444	328	292	180	168	492	404	68
UNE (appeals)	Convention	44	167	287	281	347	240	199	132	145	113
	Other refugee	.	71	91	293	175	110	90	61	79	27
	Humanitarian concerns	392	173	336	369	485	620	594	227	275	158
Total	All categories	4 944	5 701	4 735	6 122	6 825	5 878	7 135	12 871	4 885	1 751

Source: UDI

From 2003 until the present *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.). Under the present act, however, persons who are eligible for subsidiary protection status under the *EU Qualification Directive* are granted refugee status as well. Therefore, as of 2010, the share of applicants granted a permit on humanitarian grounds does not include the category "subsidiary protection", cf. table 6.4 below.

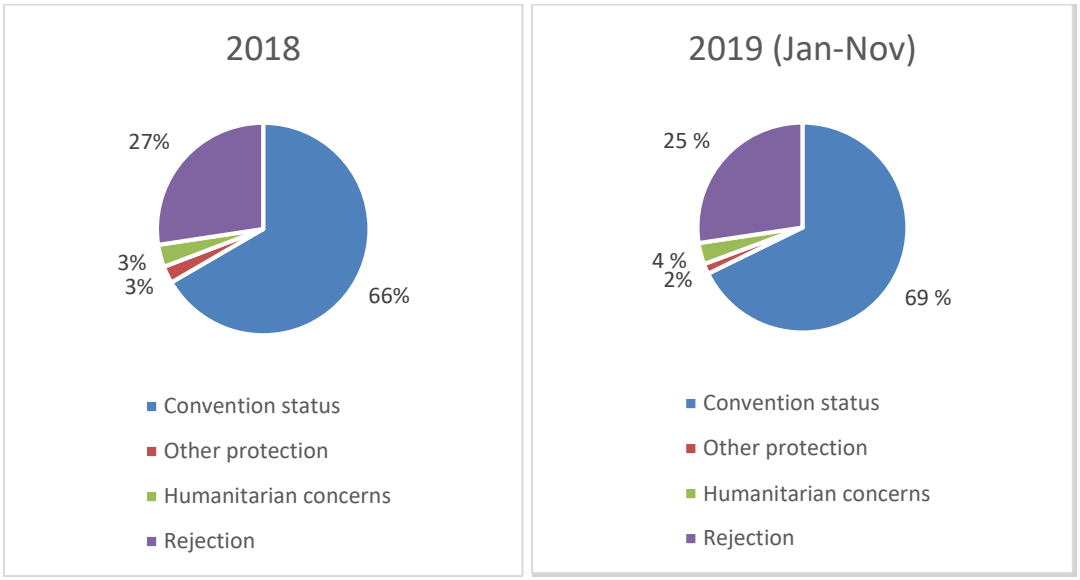
Table 6.4 Outcome of asylum claims considered by UDI. 2009–2018. Per cent

Result	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Convention status	17	23	36	41	51	49	65	62	58	66
Other refugee status	-	12	10	13	11	16	8	2	2	3
Subsidiary protection	15	0	0	0	0	0	0	0	0	0
Humanitarian concerns	10	6	6	4	3	2	2	3	6	3
Rejections	58	59	48	42	35	32	25	34	33	28

Source: UDI

In 2018, the proportion of first instance decisions by UDI resulting in refugee status was 66 per cent, an increase from 58 per cent the previous year; cf. table 6.4 and chart 6.3. During the first eleven months of 2019, the proportion of decisions by UDI resulting in refugee status increased to 69 per cent. In 2018, 27 per cent of the applications that were examined on their merits were rejected in the first instance. By November 2019, this proportion was the about the same as in 2018. These numbers mainly reflect that the applications considered represented different nationalities, and not policy changes.

Chart 6.3 Outcome of asylum claims examined by UDI. 2018, 2019 (Jan-Nov). Per cent



Source: UDI

In 2017, there was an increase in the number of (recognized) unaccompanied minors, who are granted a temporary residence permit. Such permits are granted to minors who do not have grounds for protection. They can stay in Norway until they become 18 years old according to the age assessment of UDI: most cannot document their age. Such permits were only given to a limited extent before 2016. In 2017, 40 per cent of recognised unaccompanied minors received temporary permits. The proportion decreased to 5 per cent in 2018 and 3 per cent in the first eight months of 2019. This sharp decrease has followed policy changes implemented in 2018.[16]

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 provides funding to UNHCR for staff and activities to enhance the capacity to identify and refer resettlement cases.

[16] Cf. chapter 6.1 in the report for 2017-2018 for details: https://www.regjeringen.no/en/dokumenter/immigration-and-integration-20172018/id2624233/

Table 6.5 Offers of resettlement and arrivals of resettled refugees. 2009–2018

Year	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Offers of resettlement	1 389	1 097	1 289	1 231	1 148	1 662	2 544	3 191	3 165	2 124
Arrivals	1 112	1 130	1 378	1 076	992	1 286	2 383	3 292	2 814	2 481

Source: UDI

In 2018, the resettlement quota was 2 120, with 1 000 places for Congolese (DRC) refugees in Uganda, 700 Syrian refugees in Lebanon, 300 refugees of various nationalities evacuated from Libya and 120 places for others. Included in the overall quota were also 40 medical cases. In 2018, 2 124 refugees were offered resettlement, i.e. had their cases accepted by Norwegian authorities, and 2 481 arrived, cf. table 6.5. Some of those arriving had been accepted the previous year.

Of the refugees accepted for resettlement in 2018, more than 1 000 were Congolese (DRC) living in Uganda, and more than 900 were Syrian refugees, mostly living in Lebanon.

Table 6.6 Resettlement of refugees – major nationalities. 2018

Countries of origin	Accepted	Arrived
Democratic Republic of Congo	1 038	706
Syria	904	1 640
Sudan	80	42
Eritrea	32	20

Source: UDI

The difference between the number of acceptances and arrivals in a particular year, cf. table 6.5 and 6.6, is mainly explained by a waiting period of four months or more between the dates of a decision and the actual departure for Norway. The time gap gives the refugee and UNHCR time to plan the departure and it provides the receiving Norwegian municipalities some time for preparation. Delays could also be a result of temporary security problems or administrative problems related to the departure.

For 2019, the quota was increased to 3 000 places, and included more nationalities: 900 places were earmarked for Congolese (DRC) refugees in Uganda, 750 for Syrian refugees in Lebanon, 250 in Jordan, 500 South Sudanese in Ethiopia and 450 for refugees of various nationalities to be evacuated from Libya via Romania. 150 places were unallocated, including cases adjudicated in emergency procedures. There were 60 places for medical cases, to be counted against any of the other categories.

6.5 Settlement of refugees in municipalities

A foreigner, who has been granted a residence permit as a refugee or with humanitarian status, enjoys full freedom of movement in Norway. In principle, s/he may choose to settle wherever s/he wants. However, initially the majority will depend on public assistance, and they have to settle in an assigned municipality to receive housing and financial support.

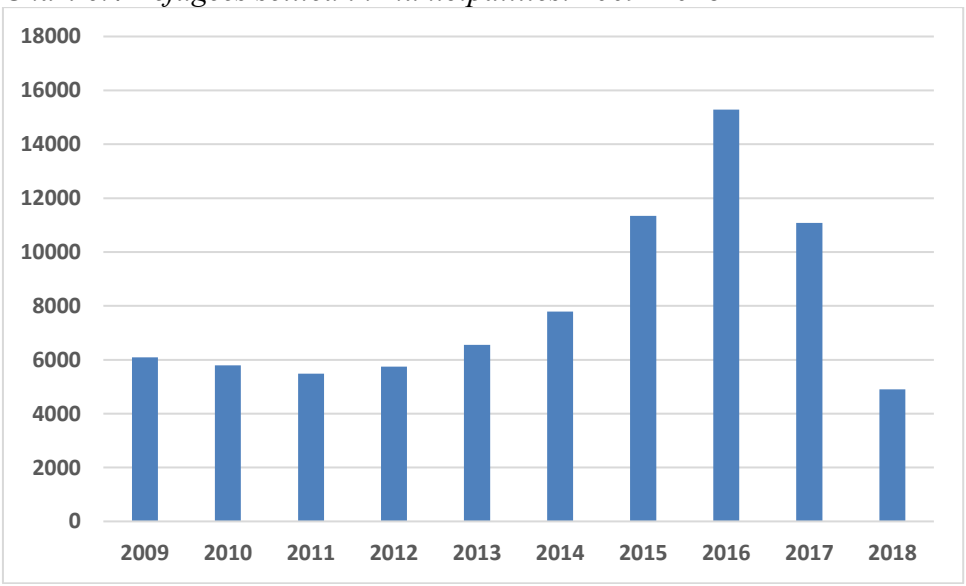
Settling refugees in Norwegian municipalities is the joint responsibility of central and local governments. There is a formal cooperation agreement between the central gov-

ernment and the *Norwegian association of local and regional authorities (KS),* outlining roles and responsibilities. It is up to each municipality to decide if, and how many refugees, to settle. The increase in the number of people to be settled during 2016 placed strains on the capacity of the municipal services. Thus, the central government provided economic incentives, for example through extra grants to municipalities for settlement of refugees and increased public housing allowances for inhabitants of cooperative housing, including some refugees. The number of refugees to settle has decreased since 2017.

In 2018, 4 900 refugees were settled and provided with initial housing and integration support by the municipalities, a decrease from 11 000 in 2017, cf. chart 6.4. Of those settled in 2018, close to 200 were unaccompanied minors, compared to 750 the previous year. Refugees arriving on the resettlement quota are included in these numbers. Family members, who are reunited with refugees, are not included.

The Norwegian municipalities are sovereign to decide the number of refugees who may settle there in any year, if the refugees require public assistance. In 2018, altogether 224 municipalities settled refugees, a decrease from 386 municipalities in 2017. Through a government grant of a fixed sum per refugee over a five-year period, the municipalities are compensated for the extra expenses. In 2019, the grant for the five-year period is NOK 808 100 (about € 80 000) for single adults, NOK 761 600 (about € 76 000) for other adults and for children under 18 years. The grant for unaccompanied minors for the five-year period is NOK 758 100. There are additional grants for unaccompanied minors, elderly and disabled persons. Furthermore, there are grants to municipalities for renting housing for refugees, as there is for other residents in need of such support.

Chart 6.4 Refugees settled in municipalities. 2009–2018



Source: IMDi

By the end of November 2019, 4 100 persons had been settled since the beginning of the year. Resettlement refugees accounted for 2 300 of them and 117 were unaccompanied minors. 515 persons were waiting in the reception centres to be settled, 31 of them were unaccompanied minors. The median waiting period in reception centres –

from a permit was granted until settlement in a municipality took place – was 2.8 months for all refugees. For unaccompanied minors, the median waiting period was 2.4 months. 232 municipalities have offered to settle 5 259 refugees in 2019.

New policies and measures – settlement of refugees
From 2019, new criteria for requesting a municipality to settle refugees have been implemented. Settlement should be seen in the context of the local labour market, results from the introduction program in each municipality and the municipality's competence and capacity to ensure good integration.

To strengthen regional authorities, the Storting has decided to move some of the tasks regarding integration, including settlement of refugees, from central to regional government authorities. The decision will be implemented from January 1, 2020.

In 2018, the Storting decided that families (with children) not able to document their identity should be settled, pending necessary documents to verify their identity.

7 Irregular migration and return

7.1 Legislation and policy

A person found guilty of helping a foreigner to illegal entry or stay in Norway may be sentenced to up to three years of imprisonment. A person found guilty of, for the purpose of profit, organising assistance to foreigners to enter the country illegally, faces a maximum penalty of six years of imprisonment. 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 September 2019, Norway had re-admission agreements or similar agreements on return with 32 countries. In addition, Norwegian authorities have raised the issue of re-admission agreements with a number of other governments.

Norway currently has 14 *Immigration Liaison Officers (ILOs*) with a return focused mandate. They are stationed at 12 embassies in relevant countries. This investment in diplomatic and interpersonal relations has high priority for Norwegian authorities. Relationships and networking built through the presence of long term ILO-positions are particularly important in countries with inadequate administrative traditions and systems. The success of this practice was highlighted in a recent report from two Dutch researchers. They noted that «If not complemented with diplomacy, readmission agreements can also arguably have less practical and more symbolic value …"[17]

The *Ministry of Foreign Affairs* and the *Ministry of Justice and Public Security* have established common and country specific strategies for return to particularly challenging countries of origin. Because of such strategies, it has been possible to integrate return issues in bilateral relations with some important countries of origin.

There are three main categories of government grants for promoting the return to their countries of origin of individuals found to be illegally present in Norway:

- Return benefits (cash) to individuals, both for persons without a residence permit opting for assisted return, and for persons holding a residence permit choosing repatriation to their country of origin. In addition, there are special assisted return programs for a few countries. Such programs include both in-cash and in-kind benefits.
- Grants for schemes informing and motivating the target group in Norway for return.
- Grants for projects in important countries of transit or origin. Such projects could be linked to readmission agreements, co-operation on return issues, improvement of the capacity for migration management, participation in migration partnerships etc.

The identification of new support methods and incentives to increase the number of persons applying for assisted return is an on-going process.

[17] http://www.arjenleerkes.nl/Van%20Houte%20and%20Leerkes%20Dealing%20with%20(non)deportability.pdf

Since July 2017, Norway has implemented a new scheme for the return of unaccompanied minors. This removes the distinction between 'assisted voluntary' and 'forced' return – and facilitate return through a joint procedure between the *Directorate of Immigration* and the *National Police Immigration Service*.[18]

7.2 Facts and figures

No precise estimates of the extent of irregular immigration or the number of irregular immigrants present in Norway are available.[19] However, the problem that they represent exists, particularly in the main cities with a relatively large population of immigrants and less social transparency than in towns and smaller communities.

Foreigners in Norway without a recognized identity from the country of origin pose a challenge that affects all the stages of migration management. When applying for asylum in 2018, only around 15 per cent of the applicants presented a travel document supporting a claimed identity. This number also included those presenting a false identity document.

Those subject to forced return can be divided into three categories. The category A*sylum - rejected* consists of persons whose application for asylum in Norway has been rejected on its merits following an appeal. *Dublin procedure* consists of foreigners who are to be escorted to another country party to the Dublin-III regulation. *Expulsions and rejections* consist of persons without legal residence and with a duty to leave Norway for other reasons (e.g. over-stayers, convicted criminals).

Table 7.1 Return – persons by main categories. 2009–2018

Year	Asylum - rejected	Dublin-procedure	Expulsion/ rejection	Total – forced	Assisted return (IOM)	Total
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	1 503	1 759	4 744	1 813	**6 557**
2012	1 397	1 114	2 390	4 901	1 753	**6 654**
2013	1 275	1 408	3 283	5 966	1 889	**7 855**
2014	1 804	1 680	3 775	7 259	1 622	**8 881**
2015	1 559	1 144	5 122	7 825	1 167	**8 992**
2016	1 385	1 346	5 347	8 078	1 456	**9 534**
2017	918	461	4 055	5 434	569	**6 003**
2018	552	471	4 054	5 077	240	**5 317**

Source: UDI, the Police Immigration Service (PU)

The police returned almost 5 100 foreigners without legal residence in 2018, almost 400 fewer than in 2017, a decline of seven per cent. Twenty per cent of those returned were asylum seekers in the Dublin-procedure or former asylum seekers whose applications had been rejected. Of the total number of forced returns, 2 100 were convicted offenders. Of those persons the police returned 242 were minors.

[18] Cf. chapter 7.1 in the report for 2017-2018 for details: https://www.regjeringen.no/en/dokumenter/immigration-and-integration-20172018/id2624233/

[19] Cf. the 2013-2014 report from Norway on immigration and integration.

During the first eleven months of 2019, the police returned more than 3 800 foreigners without a legal residence in Norway. This was nineteen per cent fewer than in the first eleven months of 2018.

Procedure for assisted return

The priority policy objective is that a foreigner known to be without a legal basis for residence in Norway should leave the country within the deadline set, either on his/her own initiative or through a program for assisted return and reintegration in the country of origin. 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 for protection has been rejected.

The number of. former asylum seekers living in reception centres with an obligation to leave Norway, has decreased as has the share of irregular immigrants in reception centres from countries to which forced return is very challenging. As a group, the irregular immigrants in reception centres are considered difficult to motivate for assisted return. Norwegian authorities are also increasing the efforts to reach irregular immigrants living outside reception centres to motivate them for assisted return, with information and counselling.

Since 2002, the *International Organization for Migration (IOM)* has operated a program for assisted return on behalf of the Norwegian authorities. 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 final destination and limited follow-up.[20]

Foreigners, who are without a permit for legal residence, may benefit from reintegration support in the country of origin 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 the obligation to leave Norway.

The most comprehensive reintegration packages are available for Afghan 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 2018, the number who returned with assistance was reduced to 240 persons. This was 320 fewer than in 2017. Most returned to Ethiopia, Iraq or Somalia. The reduction was due to the significantly fewer asylum seekers the last couple of years and the high number of persons opting for assisted return in 2014 – 2016.

During the first eleven months of 2019, 184 persons had returned with IOM, representing a decline of 20 persons from the same period in 2018. The number of persons with a duty to return among those living in reception centres, declined from 1 100 in November 2018 to approximately 800 in November 2019.

[20] Cf. http://www.iom.no/index.php/en/varp/voluntary-return

8 Foreigners, immigrants and Norwegian-born with immigrant parents

8.1 Population growth

During 2018, the total population of Norway increased by 36 600 persons, from a birth surplus of 14 300 and net immigration of 18 100. This represented a growth rate of 0.6 per cent, 0.1 percentage points lower than in 2017. By the start of 2019, the total registered resident population in Norway was 5.328 million, cf. table A1 and A3.

In 2018, the total fertility rate in Norway was 1.56. This was 0.06 points lower than in 2017 and 0.42 points lower than the peak in 2009, cf. table A19. The difference in the fertility rates of immigrant women and the rest of the female population was 0.37 points in 2018, the same as in 2017, ending at 1.87 for the former and 1.50 for the latter. At its peak in 2000, the difference was 0.76 points. In 2018, the highest rate, 2.55, was registered for women from Africa and the second highest, 1.86, for women from Asia, including Turkey. The lowest rate for immigrant women was 1.55 for women from South and Central America. Since 2000, the fertility rate for immigrant women with a background from Asian countries has declined by more than 1 percentage point and for women from African countries by 0.8 percentage points.

In 2018, 11 900 children born in Norway had two foreign-born parents, while 7 450 had one foreign-born parent, cf. table A20. 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, Denmark, Pakistan and Thailand were the main countries of origin for this parent. There were clear differences in transnational marriage patterns, as 322 children were born here with one parent born in Pakistan and the other in Norway, reflecting that some young Norwegians with Pakistani-born parents find the spouse in Pakistan. The number of children with such parents has been relatively stable for several years.

8.2 Foreign citizens

By January 2018, the total number of foreign citizens registered as residents of Norway was 584 000, an increase of only 16 500 from the previous year. They constituted 11 per cent of the total registered resident population. Approximately 365 000 or 63 per cent of them were citizens of an OECD-country. Cf. table A15. This is a sharp increase of more than 61 000 compared to 2017, but only because Lithuania and Latvia have become members of the OECD.

Europeans still constitute the majority of foreign citizens; almost 400 000 or 68 per cent of all, cf. table A15. During the last fifteen years, there has been an increase in this share, mainly due to labour immigration from EU-member countries. By January 2019, the major countries of origin were Poland (105 200), Lithuania (45 100) and Sweden (44 000).

The share of registered resident foreign citizens from *Asian* countries has decreased gradually for several years, but increased again in 2016 and 2017. In 2018, it was stable at 18-19 per cent (108 500 persons) of the total foreign population. This was a much lower share than the average of 22 per cent for the peak years 2006-2010. The increase in 2018 was 7 500 persons. The largest groups of Asian foreign citizens were from Syria (30 200), the Philippines (12 300), Thailand (11 900) and, Afghanistan (8 700). The strongest increase was in the number of citizens of Syria, which increased

by more than 4 000 persons, but this increase was lower than during the previous three years.

During 2018, the number of resident citizens of countries in *Africa* increased slightly by 164 persons to 51 000 or 9 per cent of all foreign citizens in Norway. The average share during the period 2011-2015 was 8.7 per cent. For the fifth year, Eritrean citizens outnumbered Somalis (19 100 vs. 14 500).

The total number of resident foreign citizens from countries in *North, Central and South America* in 2018 increased slightly to 21 100 persons. Their share of all foreign citizens remained at 3.6 per cent, down from an average share during the period 2006-2010 of 6 per cent Almost half of them were from USA (9 500), with citizens of Chile as the second largest group (1 800).

In 2018, there were only 1 900 citizens from countries in *Oceania*, even fewer than the number of *stateless* persons or those with *unknown* citizenship (2 800).

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 a Norwegian citizenship, cf. chapter 16.2. Immigrants from EU/EFTA member countries and from North America show little interest in changing citizenship, compared to most other foreign citizens.

Table 8.1 Resident foreign citizens - major countries on 1 January. 2011–2019

Citizenship	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total, of which	**369 228**	**407 262**	**448 765**	**483 177**	**512 154**	**538 223**	**559 227**	**567 783**	**584 243**
Poland	55 172	66 639	77 095	85 591	93 615	99 626	102 017	103 799	105 192
Lithuania	16 396	24 074	30 738	35 770	39 506	41 727	42 538	43 680	45 067
Sweden	39 174	41 984	43 075	44 233	45 100	45 104	44 393	43 964	43 965
Syria	434	431	728	1 526	3 632	7 583	18 860	25 988	30 222
Germany	22 417	23 687	24 401	24 630	25 030	25 186	24 922	24 659	24 835
Denmark	20 940	21 354	21 937	22 570	23 499	23 257	23 020	22 806	22 838
Eritrea	5 681	7 598	9 997	12 666	15 201	17 734	18 983	18 586	19 107
UK	13 995	14 744	15 459	15 787	16 250	16 341	16 260	16 189	16 453
Romania	4 541	5 687	7 485	9 950	12 007	13 794	14 503	14 997	15 564
Somalia	11 117	10 820	12 999	14 353	15 099	16 828	16 832	15 869	14 535
Philippines	7 750	8 901	10 067	11 387	11 653	11 799	12 100	11 709	12 327

Source: Statistics Norway

8.3 Immigrants and Norwegian-born with immigrant parents

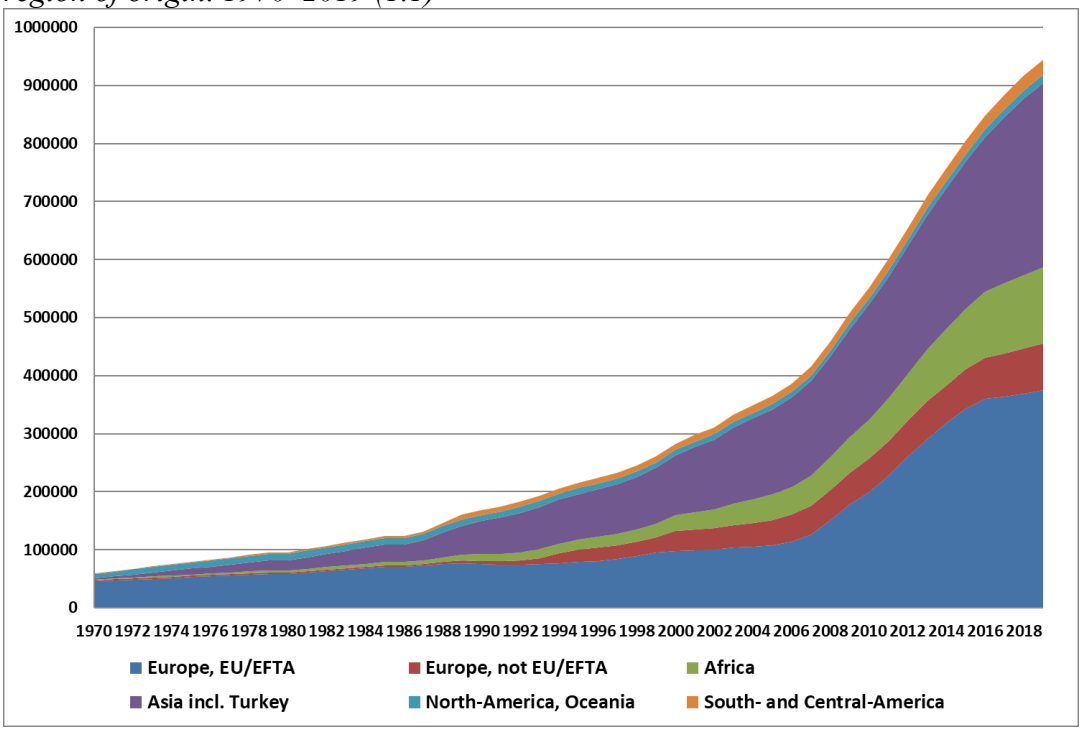
In 2018, 57 per cent of the population growth consisted of an increase in the number of resident immigrants. This was a slightly lower share than in 2017, because of lower net immigration, cf. table A3. The net population increase of Norwegian born children with two immigrant parents represented 29 per cent of the total population growth that year, while there was a net reduction of 3 200 persons in the number of persons with two Norwegian-born parents. Twenty-four per cent of the population growth consisted of persons with one foreign-born parent.

By January 2019, the total number of registered resident immigrants had reached 765 100. They represented 14.3 per cent of the total population, an increase from 14.1 per cent at the start of the previous year. Immigrants from OECD-countries represented 45 per cent of all immigrants, cf. table A17.1.

At the same time, 213 600, or 28 per cent of all immigrants, had resided in Norway for less than five years, cf. tab. A24. This share is decreasing, reflecting that the high immigration from the new EU member states peaked in 2011-2012, cf. chapter 2.2. For example, the share of Lithuanian immigrants with less than five years of residence was reduced from 63 per cent by January 2016, to 33 per cent three years later. At that time, the share with less than ten years of residence was still as high as 85 per cent. Among immigrants from Poland, the numbers for less than five and ten years of residence were 29 and 67 per cent respectively. This difference between the two immigrant groups reflects that the strong increase in immigration from Poland following the EU enlargement in 2004 started earlier than immigration from Lithuania.

The number of Norwegian-born residents with immigrant parents was 179 300 at the start of 2019. Their share of the total population was 3.4 per cent, a small increase from 3.2 per cent one year earlier. At the start of 2019, 26 per cent in this group 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. 1970–2019 (1.1)



Source: Statistics Norway

The composition of immigrants in Norway and Norwegian-born with immigrant parents[21] has changed considerably over the years. In 1970, the share originating from Asia, Africa and Latin America among all immigrants was six per cent. In 1980, the same group represented 23.5 per cent of all resident immigrants, increasing to 45.6

[21] The combination of these two groups is often designated "persons with an immigrant background"

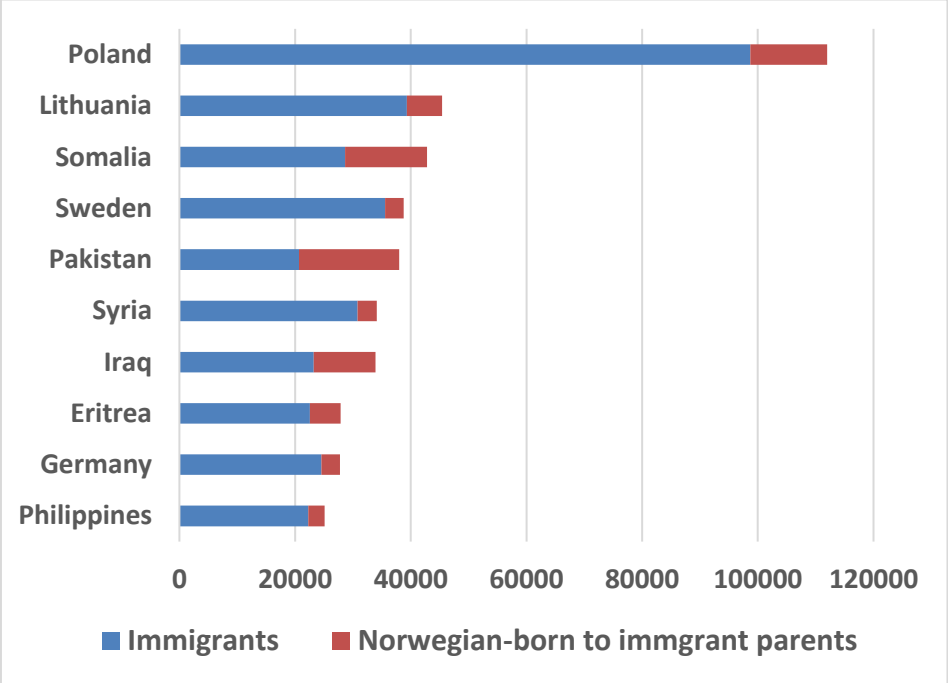
per cent in 1990, 49.7 per cent in 2000 and 55.5 in the peak year, 2006. By the beginning of 2018, the share was 50 percent, the same as one year earlier. Cf. table A17.

For many years, Pakistan was on the top of the list of countries of origin for the combined category of immigrants and Norwegian-born with two immigrant parents. However, since 2007 Poland has been the main country of origin in this statistical category, reaching 112 000 registered residents at the start of 2019. Lithuania (45 400), Somalia (42 800) and Sweden (38 800) have also passed Pakistan (38 000) as origin countries for residents with an immigrant background, cf. table A17.

If we consider immigrants residing in Norway on January 1, 2019, the major groups came from Poland (98 700), Lithuania (39 300), Sweden (35 600), Syria (30 800) and Somalia (28 600), cf. table A17.1.

As many as 46 per cent of those with Pakistani background were born in Norway, while this was the case for only 13 per cent of those with Lithuanian background. For those with background from Syria, 10 per cent were born in Norway. Cf. chart 8.2 and tables A17 and A17.2.

Chart 8.2 Main background countries for resident immigrants and Norwegian-born with two immigrant parents. 2019 (1.1)



Source: Statistics Norway

The statistics show that there are persons with an immigrant background in all Norwegian municipalities. The capital, Oslo, had the largest population of immigrants and Norwegian-born with two immigrant parents, both in absolute numbers and relative terms. In Oslo, there were 161 900 were immigrants and 55 400 Norwegian-born with two immigrant parents. Together these two groups constituted 33 per cent of the capital's population. In the city of Drammen and in the Lørenskog municipality, bordering Oslo, the proportion of their population having an immigrant background were 30 and 29 per cent respectively. In all 15 districts of Oslo, the share of inhabitants

with an immigrant background was above the national average of 17.7 per cent. In five districts, the share of immigrants and Norwegian-born with two immigrant parents was above 50 per cent.[22]

8.4 Marriage and divorce

Most existing *transnational marriages* in Norway involve a man born in another European country than Norway, with a spouse from a European country, a Norwegian-born person married to someone born in another European country, or a Norwegian-born man married to a woman from a country in Asia, cf. table A12.1.

Among the 21 800 *marriages* contracted in Norway during 2018, 3 500 involved a Norwegian and a foreign citizen. During 2018, there were 1 300 marriages between a Norwegian man and a woman from an Asian country and 1 100 marriages involved a Norwegian man marrying a woman from another European country. Cf. table A13.1.

The large majority of the almost 9 500 *divorces* that took place in Norway in 2018 involved two Norwegian citizens, cf. table A14.1. Among the transnational marriages ending in a divorce, most happened with:

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

[22] https://www.ssb.no/en/befolkning/statistikker/innvbef

9 Integration policy

9.1 General policy principles

The aim of the Norwegian integration policy is to provide incentives and opportunities for immigrants' participation in the workforce and in community life. The aim is that everyone who is living in Norway finds work or undertakes studies, and becomes a taxpayer and contributing member of the Norwegian society. This is important for Norway's long-term development, not least in order to maintain a robust and economically sustainable welfare system. In principle, every resident shall provide for themselves and their dependants.

Integration calls for efforts to be made by many parties. The individual immigrant shall be met with the expectation and requirement that s/he is to contribute and participate, and considerable effort is expected of the individual. At the same time, society must take steps to ensure that everyone can be given an opportunity to make use of their capacities in the labour market and community life.

Immigrants to Norway will have the opportunity to make use of free or subsidised public services, such as kindergartens, schools and health services. The available services influence the opportunities for every individual, and thereby the conditions for participation in society. Public services shall provide equal opportunities for all.

The principle of *mainstreaming* in the public sector requires that each authority have a responsibility for adapting their services to the diverse needs of the users. This means that all sectors must take responsibility for contributing to the overarching goal of the integration policy, which is to ensure that immigrants and their children contribute to and participate in their communities.

Even though the integration policy in Norway is based on mainstreaming, the *Ministry of Education and Research* is responsible for coordinating the integration policies for immigrants and their children. The *Directorate of Integration and Diversity (IMDi)* has a central role in coordinating the efforts to ensure that people with an immigrant background obtain equitable public services. *Skills Norway (Kompetanse Norge)* is the directorate responsible for lifelong learning. This includes adult learning, and adult education programs in general for all adults, and Norwegian language training and tests for the adult immigrant population.

9.2 Strategies and Action Plans

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

New Integration Strategy

In December 2018, the Government launched a new integration strategy for 2019 – 2022 – *Integration through knowledge*.[23] The strategy's main goal is to increase labour market participation and participation in society in general among immigrants.

[23] https://www.regjeringen.no/en/dokumenter/integration-through-knowledge/id2617092/

This will be done through a coordinated and comprehensive effort, including 57 action points. The strategy focuses on four main areas:

1. *Education and qualifications* – to give people with an immigrant background good Norwegian language proficiency, basic competences and professional skills. Equal schooling opportunities for children/youth, from kindergarten to secondary education. Better qualifications and education for adult immigrants to increase their labour market opportunities and participation.
2. *Work* – to provide more immigrants with a strong and stable foothold in working life.
3. *Everyday integration* – to increase immigrants' sense of belonging and their participation in society.
4. *The right to live a free life* – to prevent negative social control and to break down barriers to the freedom of the individual.

The Government will ensure a more effective use of public grants to achieve these goals. This includes simplifying procedures for obtaining the grants and considering an increased use of financial incentives in the settlement and integration work to be carried out by the municipalities.

The strategy defines the main challenges as: low employment rates among immigrants, skills gaps and exclusion along economic, social and cultural dividing lines. The integration policy is important in order to ensure economic and social sustainability, opportunities for all and a welfare society with trust, cohesion and only minor disparities. The reinforced integration effort is one of the Government's six main areas of commitment.

This integration strategy is based on solid knowledge, from experience and research. This includes statistical indicators that are monitored over time, recent committee reports and a number of studies on selected topics.

Action Plans

The acts of terrorism on July 22 in 2011 were the most dramatic violent acts in Norway since the Second World War. Terrorism is the most extreme manifestation of radicalization and violent extremism. Norway's *Action Plan against Radicalisation and Violent Extremism* highlights comprehensive and early preventive measures. The plan covers all kinds of extremism, including right-wing extremism. It originally contained 30 measures, but the plan is dynamic, in the sense that the need for new measures are continuously being assessed according to developments and changes in the perceived threats. Several new measures have been added to the plan since it was launched in 2014. The possible return of foreign fighters and their children from Syria, and a heightened threat from right-wing extremism, will cause new measures to be added in the coming year.[24]

[24] Cf. Immigration and Integration 2016–2017. Report for Norway. https://www.regjeringen.no/en/dokumenter/immigration-and-integration-20162017/id2584177/

Furthermore, *The Norwegian Action Plan against Antisemitism 2016–2020* addresses how to reduce prejudice against and harassment of Jews. The measures seek to combat antisemitism in Norway as well as discrimination and hatred against Muslims. Following the first terror attack against a Mosque in Norway in August 2019, the Government decided to launch a new Action plan against such discrimination and hatred. This is an addition to the coming Action plan against discrimination based on ethnicity and religion and to *The Government's Strategy against Hate Speech 2016–2020,* cf. chapter 15.

As part of the Integration Strategy, an additional nine measures to the *Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017–2020)* [25] were launched to prevent and combat harmful practices and so-called honour related violence. The Government has thus strengthened the plan with improved legal protection and preventive measures, such as doubling the number of *minority counsellors in schools,* developing a new website devoted to combatting negative social control, more campaigns and strengthening routines for cooperation between public authorities. In addition, the grants to civil society organisations' work to prevent negative social control, forced marriages and female genital mutilation have been doubled, from NOK 10 to 20 million (approximately € 1 to 2 million) per year.

9.3 Voluntary activities

Voluntary organisations and volunteer work are important in Norway. Traditionally, people have come together to pursue common interests and deal with common problems. Immigrants in Norway also participate in such voluntary activities to a relatively high degree, but often in other areas of civil society than do members of the majority population. Generally, immigrants and their children, especially women and girls, are underrepresented as members of the traditional Norwegian organisations for voluntary work and other non-governmental organisations. As for the majority population, age and education are the factors that mainly affect immigrants' participation in voluntary work. Young or middle-aged minority men with a high level of education who know the language well are those who have the highest network participation.[26]

Several immigrant organisations have established themselves as an integral part of the organised voluntary sector in Norway. The *Ministry of Education and Research* provides grants to immigrant organisations and other NGOs: both local and nation-wide organisations. The aim of such grants is to strengthen the participation by immigrants and their children in local activities, and to facilitate access to social networks. These grants are also available for NGOs that provide information and guidance to new immigrants, especially to labour immigrants and other immigrants not covered by the *Introduction Act*. There are grants also for national resource centres focusing on integration issues, as well as for Norwegian sport's clubs and leagues that have activities dedicated to increase the participation and integration of minorities in sport.

[25] https://www.regjeringen.no/en/dokumenter/the-right-to-decide-about-ones-own-life/id2542163/
[26] https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/bitstream/handle/11250/2557785/Organisasjonsengasjement%2bblant%2binnvandrarar.pdf?sequence=1&isAllowed=y (Only in Norwegian)

Dialogue and contacts between the Government and the civil society are important elements of the processes for making and implementing policy. Among the measures to promote such dialogue is an annual *integration conference*. The sixth such conference took place in September 2019.

9.4 The role of cultural policy

The White Paper *The Power of Culture – Meld. St. 8 (2018–2019)*[27] was adopted by the Storting in May 2019. It gives a new direction for the future cultural policy based on certain cultural objectives and priorities.

The White Paper emphasizes that art and culture are expressions that build society, and cultural policy must be based on freedom of speech and tolerance. A rich and varied cultural sector is one of the prerequisites for freedom of speech, a functioning democracy and human rights. There is a vision in the Government's cultural policy that everyone has the right to culture and all citizens must have the opportunity to participate in cultural activities and also have easy access to cultural heritage. Culture must be available to all, regardless of their social and cultural background, age, gender and functional ability. In this sense, the cultural policy makes an important contribution to guaranteeing equality, combat discrimination and strengthen unity and inclusion in society.

The White Paper will be followed up by reports and strategies within the different cultural and artistic sectors and fields. Among them is cultural diversity, which is an important priority for the Government's cultural policy. Norway has international commitments to both rights and obligations in terms for maintaining and developing variation and a breadth of forms of expression as part of the global cultural diversity.

The concept of diversity covers social and cultural background, gender, functional ability, religion, sexual orientation and age. The concept is relevant both for the majority population and for immigrants. Cultural institutions focus on diversity and the role of culture to obtain access, relevance and inclusion for diverse groups in society. An example is *the Arts Council Norway*[28] – the main governmental agency for the implementation of Norwegian cultural policy**.** The Arts Council has been given financial mechanisms and grants for artists and cultural organisations which serve to secure diverse and innovative arts activities throughout Norway.

9.5 Living conditions and health

In 2019, the *Norwegian Institute of Public Health* published a report on immigrants' health situation commissioned by the *Norwegian Directorate of Health*.[29] The report is based on a survey on living conditions of immigrants in Norway in 2016 conducted by Statistics Norway. The results show that there are large variations between immigrant groups in their health situation, and that the relationship between immigration and health is complex.

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[27] The Power of Culture — Meld. St. 8 (2018–2019) Report to the Storting https://www.regjeringen.no/en/dokumenter/meld.-st.-8-20182019/id2620206/sec4#KAP5

[28] https://www.kulturradet.no/english

[29] Kjøllesdal, Marte (red.) (2019), *Helse blant innvandrere i Norge. Levekårsundersøkelsen blant innvandrere 2016.* Rapport 2019, Folkehelseinstituttet. Oslo, cf. chapter 19.2. https://www.fhi.no/globalassets/dokumenterfiler/rapporter/2019/levekarsundersokelsen-blant-innvandrere-i-norge-2016-rapport-2019-v2.pdf

Migration may influence health both positively and negatively. How the total load of previous experiences, and all the changes from migration, influence health vary from person to person. This report shows that both the physical and social circumstances of the immigrants are related to their health situation, and thus that both socioeconomic and migration-related factors must be taken into account in further research into immigrant health.

Health varies more between different immigrant groups than between all immigrants seen as one group and the rest of the population. There are large group differences according to country of origin, and also according to gender. The association between health and age was found to be stronger among immigrants than in the rest of the population, in that older immigrants as a group reported more health problems at younger age than others in Norway in the same age groups.

Previous research has shown that many immigrants have good health at arrival, but that for many their health deteriorate with the length of residence in a new country. In this survey, the length of the residence was associated with most, but not all, negative health situations. Among women, the proportion who smoked or were drinking alcohol was highest among those who had lived in Norway for a long time, and also among those who immigrated as a child. Among men, however, the proportion being physically active was highest among those with a long duration of residence.

The proportion of smokers was higher among immigrant men than among other men, but lower among immigrant women than among other women. The frequency of smoking varied according to country of origin. Among men from Vietnam, Turkey, Poland and Kosovo, the proportion of smokers was two times as high as among men in the general population. In immigrant groups with a high proportion of smokers, the proportion of daily smokers was also higher than among other smokers. Immigrant men who lacked a social network and who had a low command of the Norwegian language had a higher proportion of smokers than other immigrant men.

The proportion who were drinking alcohol was lower in most of the immigrant groups than in the rest of the population. However, in most groups, a considerable proportion was drinking alcohol. Among women, a higher proportion of the women who had strong social relations and were engaged in the society smoked than other immigrant women.

Further, a lower proportion of immigrants than others was physically active. Among immigrant men, to be physically active was associated with better scores on most health outcomes. Among immigrant women, to be physically active was only positively associated with better mental health.

Mental health problems were more commonly reported among immigrants than among others, and especially among women from Turkey and Iran and among men from Iraq and Iran. It is also noteworthy that the proportion with mental health problems was two times higher among Polish immigrants than in the general population. A low proportion of Somalis and Eritreans had mental health problems. To have an experience of discrimination was associated with mental health problems in most groups. Among immigrants from Somalia and Eritrea, however, a high proportion had experiences of discrimination, but a low proportion had mental health problems. Not

having a sense of belonging, neither to Norway nor to the country of origin, was associated with mental health problems, while having a sense of belonging to both Norway and the country of origin was associated with fewer mental health problems.

Level of education completed was not as strongly associated with health among immigrants as in the general population. One explanation may be that education completed in the country of origin often does not correspond well with the type of work, salary or honour in Norway. There may also be a difference between immigrants and the general population in other factors which influence both education and health. Income and work were positively associated with health, and to have a physically demanding job was related to having physical health problems.

10 Training and skills

10.1 Basic qualifications

The qualifications of that immigrants bring with them to Norway differ in many respects. Some have completed higher education, have substantial relevant work experience and are fluent in many languages. Others have little or no formal education and some are illiterate. Some have a job and start working from day one after arrival, for others it is difficult to find employment. Programs that may help immigrants to acquire basic qualifications are designed to strengthen their chances of finding a job and participate in society. The main schemes are *Norwegian Language Training and Social Studies,* the *Introduction Program* and the *Job Opportunity*. The *Introduction Act* regulates the first two schemes.

Norwegian Language Training and Social Studies

The goal of the scheme for Norwegian language training and social studies is that an adult immigrant after his/her first years in Norway should sufficiently master Norwegian well enough to be able to find employment and participate in society.

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. The right and obligation to participate in *free* Norwegian language training and social studies applies to foreign nationals between the ages of 16 and 67, who have been granted a residence permit under the Immigration Act.

The municipalities are responsible for offering such training. The program should consist of 600 hours tuition, of which 50 hours are social studies in a language the participant understands. Someone who needs further training may receive up to 2 400 additional hours, depending on individual needs. The municipalities receive government grants for this purpose.

Third country labour immigrants, if eligible for permanent residence, are obliged to participate in language training and social studies, but only for 300 hours. They have to pay a fee to the provider of the course. Citizens from EEA/EFTA-countries, using their right to free mobility, have no right nor duty to participate in such training.

Having completed language training or demonstrated corresponding language skills is a requirement for a permanent residence permit and for Norwegian citizenship, irrespective of country of origin.

Statistics Norway produces statistics on the participation in *Norwegian Language Training and Social Studies*. During 2018, 40 000 persons participated in the training, compared to 44 150 in 2017. Forty-six per cent of the participants were women.

Annual reviews of the effects of the language training are partly based on the number of candidates sitting for examinations and on the proportion that passed or failed. From March 2014, a new digital test in Norwegian replaced the earlier Norwegian tests 2 and 3. The new test measures the Norwegian skills at four different levels, level A1, A2, B1 and B 2. Level A1 is the lowest level and B2 is the highest. Since the testing has been changed, it is not possible to compare directly the results from before and after 2014.

The policy aim for 2017 was that 90 per cent should achieve A2 or higher on the oral test and 70 per cent should achieve A2 or higher on the written one. This policy aim was reached on the written test in 2018, when 83 per cent of all candidates got A2 or higher on the test in listening, 73 per cent in reading and 81 per cent in writing. Compared to 2017, there has been a slight decrease in the score for both listening, writing and reading skills. In 2018, 85 per cent of all the candidates got A2 or higher on the oral test, compared to 86 per cent in 2017.

From 2014, it has been mandatory for the participants to take a *test in social studies* after completing 50 hours of training in a language they understand. The test is available in 27 languages, in addition to two of the official Norwegian written languages. In 2018, 17 629 candidates took the test, compared to 22 100 in 2017. The policy aim for 2018 was that 90 per cent should pass the test in social studies. 84,4 per cent of all the candidates passed that year, compared to 79 per cent in 2017.

To improve the quality of the teaching and the capacity of the municipalities to provide individually adapted language training, the funding of projects in the municipalities, introduced in 2013, continues. The funds may also be used to improve the quality of the *Introduction Program*.

Asylum seekers residing in a reception centre are offered 175 hours of Norwegian language training by the municipality, free of charge. In 2018, 1 081 asylum seekers received such language training (of in total 3 061), compared to 2 300 in 2017. In 2018 36 per cent of the asylum seekers residing in reception centres received such training, compared to 31 per cent in 2017. The number of asylum seekers to Norway was reduced and many reception centres were shut down in 2018. This explains the low number of municipalities providing language training to residents in reception centres.

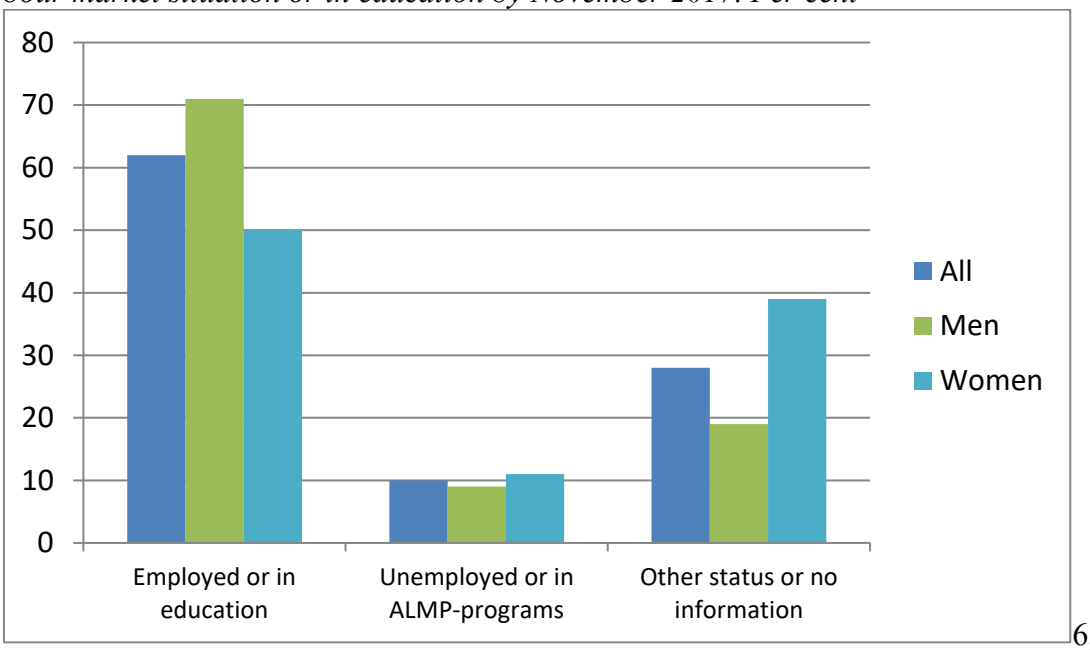
The Introduction Program

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/her for employment or further education as well as participation in the Norwegian society. 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 only apply to those between the ages 18 and 55 who need to acquire basic qualifications in order to find employment or to participate in further education.

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* annually (about € 20 000 in 2019). Participants under 25 receive two thirds of the benefit. The benefit is taxable.

Effects of the *Introduction Program* are monitored. During 2018, 27 100 persons participated in the program, compared to 29 000 in 2017. Forty-one per cent of the participants were women. [30] Of the participants who finished the program in 2016, 62 per cent were employed or participated in education by November 2017. This is one percentage point higher than for the cohort of the participants the previous year. As before, a larger proportion of the men (71 per cent) than of the women (50 per cent) had found work or were attending education, cf. chart 10.1.

Chart 10.1 Persons completing the Introduction Program in 2016 by gender and labour market situation or in education by November 2017. Per cent



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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 or who are in need of individualised training. The *Directorate of Integration and Diversity* administers the scheme.

Starting from 2017, the program is divided into three different schemes with three different target groups:

- One scheme (Part A) is for women outside the labour market who are not receiving supplementary public benefits, nor attending any form of language or labour market training.
- The second scheme (Part B) subsidises school owners (municipalities, counties) that offer additional primary and secondary education for young people.
- The third scheme (Part C) gives the municipalities an opportunity to pilot a fourth year in the *Introduction Program* for those who need it.

Seventy per cent of the participants, who completed the Part A-scheme in 2018, were employed or participated in education after completing the program. The Part B-

[30] http://www.ssb.no/en/utdanning/statistikker/introinnv/aar-deltakere

scheme that subsidises schools owners had 1 222 participants/students in 2018. The Part C scheme received twice as many applications in 2018 than in 2017.

New policies and measures – Basic qualifications
The Government has proposed a new *Integration Act*, replacing the current *Introduction Act*. The proposal is a follow-up of the *Integration Strategy*, which emphasises that the introduction program should give participants the types of formal skills required by Norwegian employers or needed to qualify for further education. The proposal defines the responsibilities of the counties regarding integration, and proposes mandatory mapping of skills and career guidance before the *Introduction Program* starts.

For the Introduction Program it is proposed that:

- The length of the program can vary between three months and four years depending on the participant's previous education and the goals for the introduction program
- The program shall contain Norwegian language training, social studies and measures that prepare for work or further education.
- There should be mandatory courses in empowerment for all
- There should be mandatory courses providing parental guidance for participants with children
- Participants under 25 without an upper secondary education should primarily have upper secondary education as their introduction program.

For the Norwegian language training and social studies it is proposed to:

- Replace the requirement for a specific number of hours of Norwegian training by a requirement to achieve a certain level in Norwegian. Which level the participant shall reach is decided on the basis of the participant's educational background.
- Introduce a skills requirement for teachers providing Norwegian language training for immigrants.

10.2 Recognition of the skills of immigrants

The socio-economic gains from immigration depend largely on the degree to which immigrants can use their previously and newly acquired skills. Many immigrants who settle in Norway have skills from education and work experience in their previous countries of residence. Many of them have obtained additional education and work experience in Norway as well. Efforts to recognize and mobilise these skills in the labour market are important for them as well as for the supply of labour needed in Norway and the integration of the immigrants into the Norwegian society.

The Norwegian Agency for Quality Assurance in Education (NOKUT) is a national resource centre for assessing foreign education and offers information and advice related to the recognition of foreign education. NOKUT has the authority to make decisions on the formal recognition of foreign education qualifications obtained from higher education institutions abroad, as well as from secondary and post-secondary vocational education obtained abroad.

NOKUT's general recognition of foreign higher education concerns primarily academic recognition for the unregulated labour market, where NOKUT's decisions help employers understand and trust the value of foreign qualifications.

Recognition of formal qualifications is not a general requirement to work in Norway. However, some 160 professions are regulated by law, which means that professional recognition is needed in order for an individual to practice the profession. Examples of such professions are nurses, teachers, welders and electricians. For these professions, professional recognition/authorization is given by 16 recognition authorities for professional qualifications. In its role as the Norwegian assistance centre for the EU Professional Qualifications Directive, NOKUT provides guidance to professionals about the directive, Norwegian legislation and regulated professions.

NOKUT also offers a fast track assessment service to help employers and recruitment agencies understand foreign education qualifications when they are in a process of recruiting new staff members. NOKUT makes such free-of-charge assessments within five working days.

NOKUT has developed recognition schemes for some types of secondary vocational qualifications. Procedures have been implemented for 15 vocational training programs from Poland, Germany, Estonia, Latvia and Lithuania. The scheme for skills recognition of vocational education are to be expanded to new programs and countries over time. Starting from January 2019, NOKUT also accepts applications for general recognition of foreign post-secondary vocational education.

Specifically targeting the recognition of qualifications held by refugees, displaced persons or persons in a refugee-like situation, NOKUT has established an interview-based recognition procedure for people with insufficient or unverifiable documentation of their qualifications (the UVD-procedure).

In 2015, NOKUT and UK NARIC launched the idea of *a European Qualifications Passport for Refugees (EQPR)*, bearing in mind the legacy of the *Nansen passport*. Since 2016, this procedure has become a part of NOKUT's recognition schemes, with an aim of facilitating the integration of newly arrived refugees in the Norwegian society. The method has proved to be easily adoptable in other countries as well, and has been tested on a European scale in projects financed by the EU and *Council of Europe.*

For professions requiring authorisation, it may be difficult to find appropriate bridging courses. In 2017, the first cohort of nurses and teachers started at such courses at the *OsloMet – Oslo Metropolitan University*. The intention is to enable and certify these professionals to work as teachers and nurses in Norway.

New policies and measures – Recognition of skills

In 2019, the EQPR-method will be pre-piloted in Zambia as the *UNESCO Qualifications Passport.* The assessment method helps facilitate the integration of newly arrived refugees by providing a qualified evaluation of their education background, providing qualified advice on the road ahead and presenting the collected information in a standardized manner.

11 Education

11.1 Early Childhood Education and Care (ECEC)

Following a period with strong increase in the number of kindergarten places, introduction of a maximum fee for parents and a legal entitlement for all children to a place in a kindergarten, the present Government is focusing on developing the quality and the content of kindergartens. The *Kindergarten Act* and regulations to that act apply to this sector.

Children who reach the age of one by the end of August in the year of the application for a place in kindergarten, are entitled to a place from that August. Children who reach the age of one in September, October or November in the year of the application for a place in kindergarten, are entitled to a place by the end of the month they reach the age of one. The age of compulsory schooling is six years. Participation in a kindergarten is voluntary, but 91.8 per cent of children aged 1-5 and 97.6 per cent of all 5-year olds attended in 2018.

Regulations limiting the kindergarten fee to be paid by parents entered into force in 2004. In 2018, the maximum was NOK 2 910 (about € 290) per month and NOK 32 010 (about € 3 200) per year. Municipalities are to provide discounts for siblings, regardless of the family's income, and free core hours (20 hours per week) for children aged 2-5 from families with the lowest incomes. In addition, there is a national subsidy scheme for low-income families so that these families will pay a maximum of six per cent of their income for a full-time place in kindergarten, limited upwards by the maximum price. In addition, municipalities have to offer a discount for younger siblings.

The Framework Plan for the Content and Tasks of Kindergartens is a regulation to the *Kindergarten Act*.[31] 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 identified as being important to the learning environment provided by the kindergartens. A new *Framework plan* came into force from August 2017.

Early childhood is the fundamental period for the development of language skills. Several Norwegian studies show that measures to increase the participation of minority language children in ECEC have positive effects on the children's later competencies in the Norwegian language.

Open kindergartens, where a parent accompanies the child to pedagogical sessions one or several times per week, give a good opportunity to show immigrant parents what a Norwegian kindergarten is like.

The subsidy scheme consisting of free core hours in a kindergarten for children in deprived neighbourhoods and/or children from low-income families seems to have a

[31] https://www.udir.no/globalassets/filer/barnehage/rammeplan/framework-plan-for-kindergartens2-2017.pdf

positive effect on the children's school tests results later on. *Statistics Norway* is doing a longitudinal study for the *Directorate for Education and Training* on the effects of free core hours in kindergarten on four cohorts of children in Oslo. The latest report from October 2018 shows that a positive effect of kindergarten is still present in fifth grade in elementary school.[32]

Many immigrant children do not have Norwegian as their mother tongue, and learn Norwegian as a second language in a kindergarten. Statistics from the *Directorate for Education and Training* show that 18 per cent of children in a kindergarten in 2018 were defined as minority language children. It is important that their situation is well understood and that they get an opportunity to express themselves in Norwegian or Sami. According to the new *Framework Plan*, the kindergarten must help to ensure that linguistic diversity becomes an enrichment for the entire group of children and encourage multilingual children to use their mother tongue while also actively promoting and developing the children's language skills in Norwegian or Sami.

The municipalities receive an earmarked government grant aimed at enhancing the minority language children's development in a Norwegian language in kindergarten. The *Ministry of Education and Research* as well as the *Directorate for Education and Training* and the *National Centre for Multicultural Education* have prepared and disseminated support material for kindergarten staff about language and cultural diversity.

The health clinics in each municipality are to assess the child's language skills at the age of two and four. The assessment is to be based on national guidelines that include the checking of eyesight and hearing capacity in addition to language skills.

The main policy goal regarding children with an immigrant background and kindergartens has been to increase the attendance of a kindergarten, especially among the younger children. In 2016, the general public grant for the municipal sector was increased by NOK 10 million (about € 1 million – not earmarked) in order to enable the municipalities to give ECEC information and recruit minority children to kindergarten. In 2018, the Government introduced an earmarked grant of NOK 20 million (about € 2 million) for active information and recruitment of minority language children in municipalities with low participation in kindergarten. For the year 2019 there was an extra temporary grant of NOK 9 million (about € 900 000) for the task of active information and recruitment to kindergarten in deprived neighbourhoods.

The *Directorate for Education and Training* have translated information material about kindergartens into several minority languages, and the municipalities may use the material free of charge. The difference in the use of kindergartens by minority and majority children aged 1-2 and 3-5 has been reduced year-by-year, cf. table 11.1.

Locally there are different schemes/programs for free core hours in a kindergarten. Some municipalities have programs in designated geographic areas with many residents with immigrant backgrounds. A national scheme offers 20 free core hours per

[32] Drange, Nina (2018): Statistics Norway Reports 2018/34, https://www.ssb.no/utdanning/artikler-og-publikasjoner/_attachment/365791?_ts=16ac030c1f0

week in a kindergarten for all two, three, four and five year olds from low-income families, regardless of mother tongue.

Children from asylum seeking families do not have a right to a kindergarten place until their asylum application has been accepted and the family has a permanent address in a municipality. However, children staying in asylum centres may enter a kindergarten if places are available in the municipality where the centre is located. A government grant has for several years financed full time places for all children in asylum centres aged four and five regardless of the status of their asylum application. From 2018 the government has financed free core hours in kindergarten for children aged two and three in asylum centres, regardless of the status of the family's asylum application. One-year olds in asylum centres are included in the financing of free core hours from August 2019.

Goals for integration – Kindergarten

The reporting system *Goals for integration* is a tool to help ensure that all immigrants receive the services to which they are entitled. The educational attainment indicators should reflect how immigrants and their Norwegian-born children perform in the education system.

Indicator:

The share of language minority children who attended a kindergarten, compared to the share of other children attending a kindergarten.[33]

Status:

Over the last years, an increasing share of all entitled language minority children attended kindergarten. By the end of 2018, 83 per cent of all one- to five-year-old language minority children attended kindergarten, compared to 94 per cent for other children in Norway. In 2011, the numbers were 73 per cent vs. 92 per cent, and in the year 2000, they were 44 per cent vs. 62 per cent. The difference is larger for the younger children. By the end of 2018, the attendance rate for minority language children aged 1-2 was 66 per cent versus 88 per cent for other children, and for children aged 3-5 the rates were 94 per cent versus 98 per cent.

Table 11.1 Share of language minority children in kindergarten, by age group. 2011–2018. Per cent

Age	2011	2012	2013	2014	2015	2016	2017	2018
1-5 year, total	73	75	77	79	78	79	80	83
1	37	36	40	40	40	42	45	50
2	59	68	72	77	75	78	80	82
3	84	85	86	90	88	90	90	92
4	94	92	94	93	92	94	94	94
5	96	97	95	96	93	95	95	97

Source: Statistics Norway

[33] 'Language minority children' is defined as children whose both parents have another mother tongue than Norwegian, Sami, Swedish, Danish or English.

New policies and measures – Early Childhood Education and Care
From August 2019 the national scheme that offers 20 free core hours per week in a kindergarten for low income families, was extended to include children aged 2.

From August 2019 one-year old children in asylum centres were included in the financing of free core time in kindergarten.

The Directorate of Education and Training has been commissioned to develop a tool for mapping Norwegian knowledge of children under school age. *The Directorate of Health* and *the Directorate for Education and Training* will be commissioned to develop a free, quality-assured tool for general language mapping with guidance material.

The Government highlights the importance of children's Norwegian knowledge and proposes measures to ensure that children can speak and understand Norwegian when they start school in a report to the Storting which was presented this autumn.

11.2 Primary and secondary education

Policy and legislation
In 2018, about 18 per cent of the students in Norwegian primary and lower secondary education schools, and about 19 per cent of the students in upper secondary education schools, were immigrants themselves or children of immigrants, originating from many countries, cultures and languages. Immigrant students, especially those who arrived in Norway as teenagers, face tougher challenges than other students in achieving good results from their education.

In Norway, a comprehensive school system that benefits all students is a central aim for the education policy. The objective is to provide good learning opportunities for all students, 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 for this area is the *Education Act*, the *Act Relating to Universities and University Colleges* and the *Introduction Act*. The *Education Act* covers education for adults in need of primary and secondary education. The statutes have supplementary regulations on many issues that are important for language minorities and migrants' 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 child is entitled to such education as soon as possible after arrival in Norway and no later than within one month. The obligation to attend primary and lower secondary education commences as soon as the presence has lasted for three months. These rules apply to every child, including children of asylum seekers, unaccompanied minors seeking asylum and irregular immigrants.

According to the *Education Act* section 2-8, a pupil attending the primary and lower secondary education and who has a mother tongue other than Norwegian or Sami, has

the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the regular instruction offered. If necessary, such pupils are also entitled to mother tongue instruction, bilingual subject teaching, or both. In 2018-2019, 39 per cent of the pupils in primary and lower secondary schools, who were immigrants or born in Norway with immigrant parents, received adapted education in Norwegian.

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. Persons who are above the age of compulsory schooling – but under 18 – and who apply for a residence permit, also have the right to primary, lower secondary or upper secondary education while they are in Norway.

According to the *Education Act* section 4A-1, students that have the right to upper secondary education can be given more primary/ lower secondary education before or in combination with upper secondary education. This will help students that need more preparatory education in order to benefit from upper secondary education. It is especially relevant for students arriving in Norway late in their school age, and have a short time before they enter upper secondary school. There is also a government scheme to support school owners who want to organise such education.

According to the *Education Act* section 3-12, students attending upper secondary education and training who have a mother tongue other than Norwegian or Sami have the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the normal instruction offered. 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 reaching the pupil's individual educational objectives. Before the county authority makes the decision to provide such additional education, an assessment shall be made of the needs of the pupil.

The municipality or the county authority[34] shall map the skills that the pupils have in Norwegian before deciding to provide adapted language education. Such mapping shall also be conducted during the education period for pupils who receive adapted language education, in order to assess whether the pupil has become sufficiently skilled in Norwegian to follow the normal education offered.

For pupils who have recently arrived in Norway, the local authority may organise their education in separate groups, classes or schools. This applies to both primary, lower and upper secondary schools. If some or all of the education is to take place in such an introductory group-, class- or school, this must be stipulated in the decision to provide adapted language education for the pupil. The 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 de-

[34] The municipalities are responsible for primary and lower secondary education, the county authorities for upper secondary education.

cision 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.

The *Directorate of Education and Training* has prepared a guide to the regulations of introductory classes and schools, and a guide with advice on good practices regarding content and organisation of such schools and classes.

Learners with the right to adapted education in Norwegian are eligible for training based on the *Basic Norwegian for language minorities' subject curriculum*. This curriculum should be used until the learner has sufficient Norwegian skills to attend regular classes. Students in upper secondary school with the right to adapted language education, and a shorter time of residence than six years by graduation, can under certain conditions follow the *Subject curriculum in Norwegian for language minorities with short time of residence in Norway – upper secondary school*, and have their Norwegian exams from this curriculum. It is mandatory for all upper secondary schools to provide this curriculum for their students. Adults and external candidates can also follow the curriculum.

Since 2018, there is a ban against the use of garments that cover all or part of the face, in all kindergartens and educational institutions.[35]

Newly arrived students and teacher competences
In recent years, two policy areas concerning language-minority children have been given priority: (i) enhancing multicultural and second language competences among teachers and other staff, and (ii) improving education for newly arrived students.

Multicultural competence and multilingualism are topics included in the national regulations for teacher education. For several years, teaching Norwegian as a second language has been a part of the strategy for further education for teachers. Six teacher-training institutions provide relevant courses.

Schools are important arenas for social and cultural inclusion. Teaching resources to counter group-focused enmity are developed for use in the various teacher education programmes

As a support for schools and newly arrived children, the website *Skolekassa.no* ("The School Box") with teaching aids in seven languages provides relevant bilingual tools for learning Norwegian, English, Mathematics, Science and Social Studies at the primary and secondary level. There are also available online bilingual resources like *LEXIN* (a dictionary) and *Bildetema* (dictionary with pictures). The project *Flexible education* is organized by the *National Centre of Multicultural Education* (NAFO). *Flexible education* offers bilingual teaching online within mathematics and science for the languages Arabic, Somali and Tigrinja. The project started in January 2017, and will be tested until June 2020. The project is being evaluated.

[35] https://www.regjeringen.no/no/aktuelt/til-hosten-blir-det-forbudt-med-ansiktsdekkende-plagg-i-all-undervisning/id2603581/ (Only in Norwegian)

A *Nordic network on newly arrived students in compulsory and upper secondary education* has been established. The network consists of experts on a national, administrative level from relevant ministries and other relevant authorities in Norway, Sweden, Denmark, Finland and Iceland.

New policies and measures – Primary and secondary education
Better tools for mapping the language proficiency of pupils are being developed, and will be piloted in 2019.

A renewal of all curriculums for primary and secondary education, including curriculums in Norwegian for language minorities and in minority languages, is underway. The new curriculums will be implemented from August 2020.

The strategy *Integration through knowledge*, cf. chapter 9.2, includes several measures to improve education for language-minority children. These measures will be implemented between 2019 and 2022.

To *Increase the multicultural learning environment and tolerance in school,* is one of the measures. Specific measures for a better learning environment and against bullying will be scrutinised to see if the multicultural perspective is sufficiently included in general measures.

The Ministry of Education and Research is in the process of implementing a project of recruiting *Specialist Teachers* in different subjects and areas of specialisation in schools. From the autumn of 2019, there will be specialists in teaching minority languages. These teachers are also to be responsible for contributing to improving the competence of their colleagues.

Another important measure is *to Increase our knowledge about what works for newly arrived students,* particularly as regards their learning and well-being. A report written for the *Ministry of Education and Research* concludes that there is limited evidence on the effects of educational programs and measures targeting newly arrived students. The ministry is exploring the possibility of funding research that involves systematic testing of educational models for newly arrived students. For 2019-2020, there are plans to fund a feasibility study that will allow researchers to describe educational programs and interventions for newly arrived students, and discuss the challenges and opportunities of investigating the effects of such programs. If feasible, such models will be implemented and evaluated on a larger scale in the following years.

The integration strategy also contains measures to improve education for youth and adults with an immigrant background. This includes facilitating ordinary secondary education to participants in the Introduction program, and to others who need this. This might be vocational training combined with language training and primary education, modulated training that is being tested in several municipalities, or ordinary secondary education.

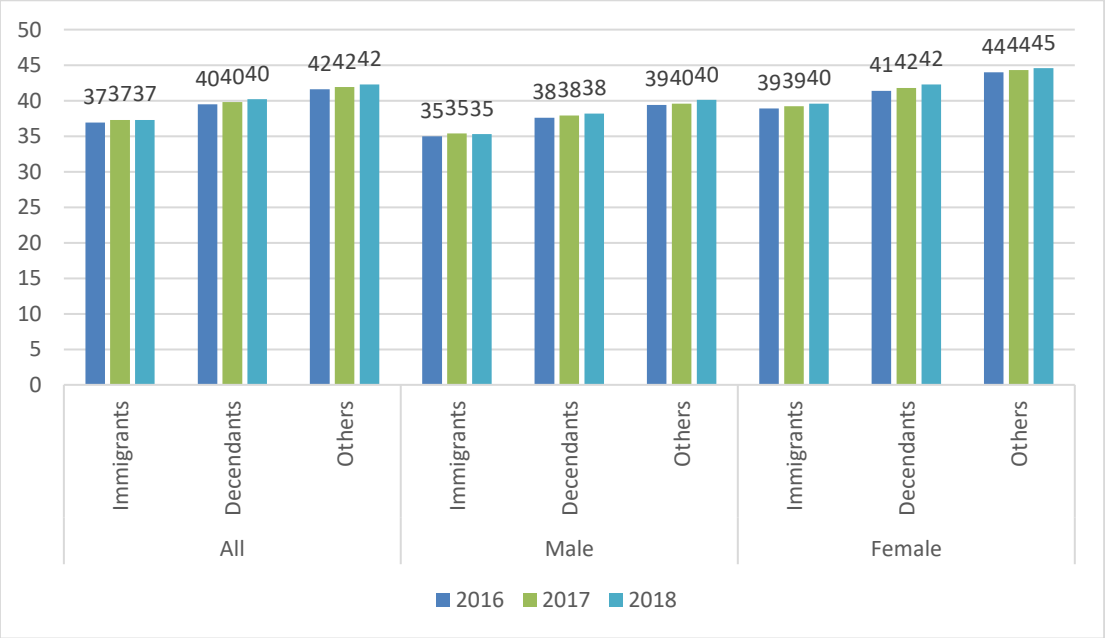
Goals for integration – Primary and secondary education
The pupil's grade points from lower secondary school are used to determine admission to upper secondary education. The highest possible score is 60 points. In 2018

only 2.1 average grade points separated descendants of immigrants born in Norway from other students. The average difference between immigrants and other students was larger, and there was a 5 points difference in the averages for these groups that year.

Sixteen per cent of immigrant pupils had not obtained lower secondary school grade points in 2018, as these are not determined for pupils who have achieved final marks in less than half of the subjects. For these students, admittance to upper secondary education has to be based on an individual assessment. Among those who immigrated 0-2 years prior to completing lower secondary education, 48 per cent did not obtain school grade points. The share was 16 per cent for all immigrants, for descendants and other graduates 4 per cent.

Girls, on average, achieved 4.6 more school grade points than boys did, cf. chart 11.1.

Chart 11.1 Students' average lower secondary school grade points, by immigration background and gender. 2016–2018



Source: Statistics Norway

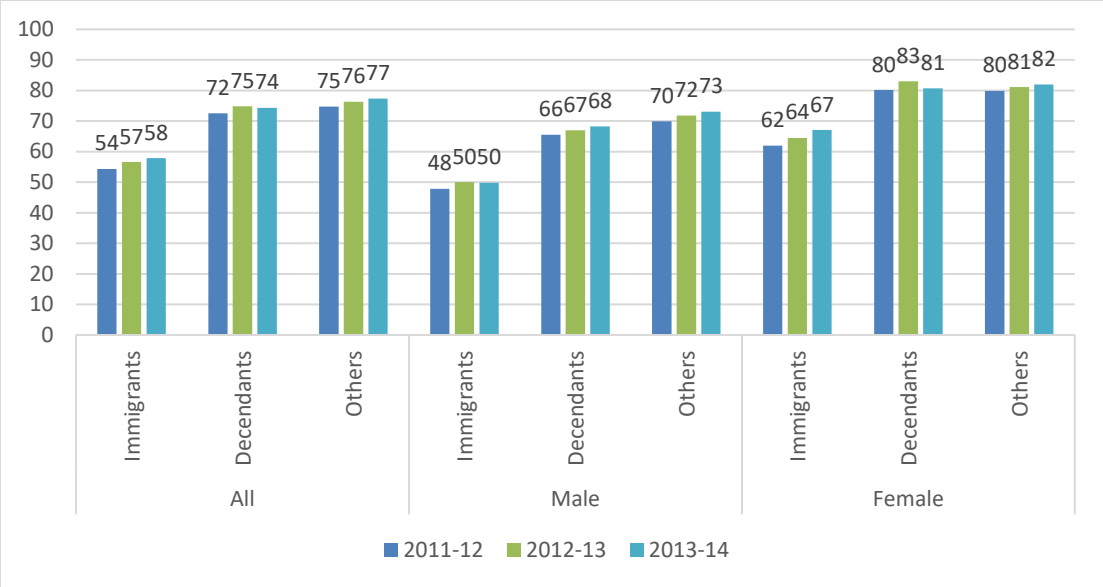
Indicator: The share of immigrants and descendants attaining general or vocational qualifications within five years after enrolling in an upper secondary school:
Only 84 per cent of immigrants, who had completed lower secondary education in 2018, started in upper secondary education the same year. The proportion for descendants and others was 98 per cent.

Descendants are somewhat closer than immigrants to students without an immigrant background in terms of completing secondary education within five years.

Only 58 per cent of immigrant students who started upper secondary education in 2013/2014 attained full general or vocational qualifications within five years, cf. chart 11.2. The corresponding numbers for descendants and other students were significantly higher. The proportion that attained full qualifications after five years was correlated with the length of time since immigration. Of those who immigrated five to

six years before they started in upper secondary education, 58 per cent qualified within five years. Of those who immigrated more than ten years before they started in upper secondary education, 70 per cent attained general or vocational secondary qualifications within five years.

Chart 11.2 Proportion of students attaining general or vocational qualifications within five years after starting upper secondary education, by immigration background and gender. 2011–12, 2012–2013, 2013–14. Per cent

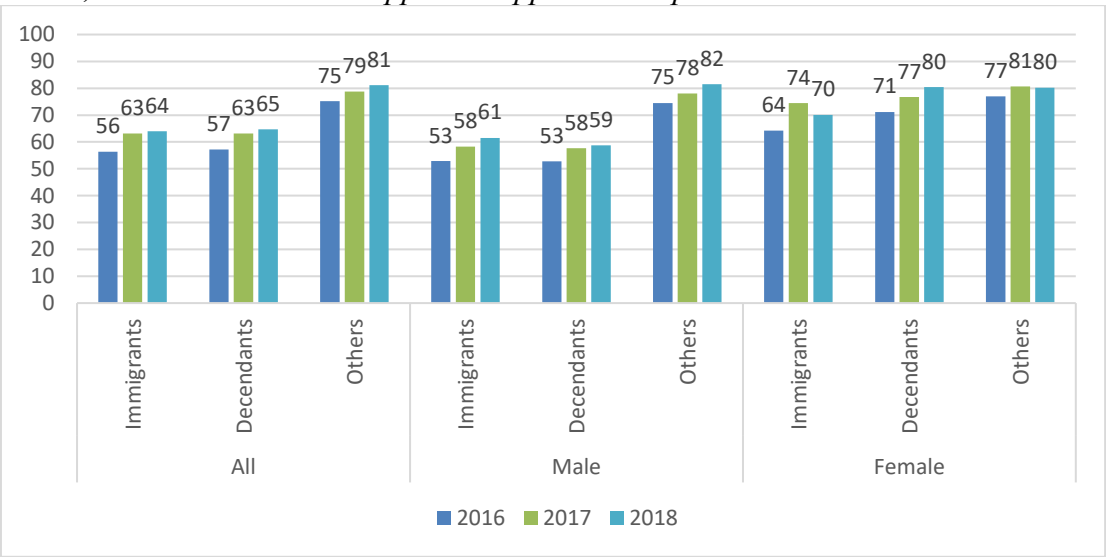


Source: Statistics Norway

Indicator: The share of immigrants and descendants with apprenticeship as their first choice who have received an apprenticeship contract.

In 2018, 20 600 applicants had apprenticeship as their first choice for upper secondary education. Seventy-nine per cent of them had received an approved apprenticeship or trainee contract before December 31st that year. In 2018, the share of immigrants and descendants having an apprenticeship contract was lower than for other pupils, cf. chart 11.3. It was almost the same for descendants and for immigrants. There are large differences between boys with an immigrant background and other boys. The difference between immigrants and others was smaller amongst girls. There is no observable difference between female descendants and other females. Most groups have had an increase in the apprenticeship rates compared to 2017. There has been a slight decrease in the rate of apprenticeships among female immigrants, as well as among other females.

Chart 11.3. Share of immigrants and descendants with apprenticeship as their first choice, who had attained an approved apprenticeship contract. 2016–2018. Per cent

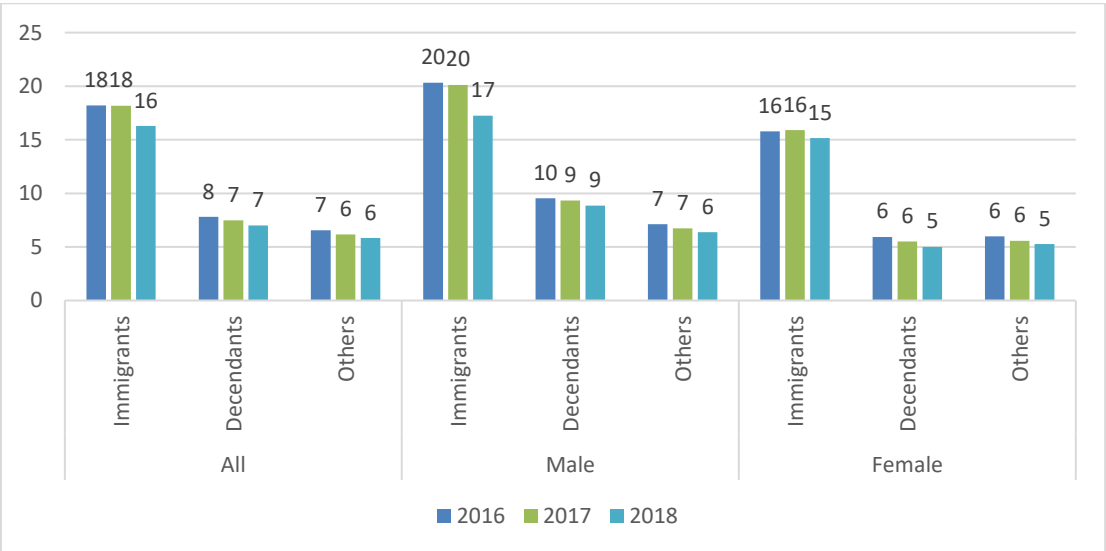


Source: Statistics Norway

Indicator: The share of immigrants and descendants aged 16 to 25, who neither are employed, nor in education or having successfully completed upper secondary education:

In 2018, 16 per cent of immigrants, aged 16 to 25, were neither employed, in education, or had successfully completed upper secondary education, cf. chart 11.4. Seven per cent of descendants and six per cent of others 16 to 25 years old were in this situation. Males with immigrant backgrounds were over-represented. The share of male immigrants aged 16 to 25 who were not employed, in education and had not successfully completed upper secondary education, has gone down 3 per cent since 2016.

Chart 11.4 Share of immigrants and descendants, aged 16 to 25, not employed, in education nor having successfully completed upper secondary education. 2016–2018. Per cent

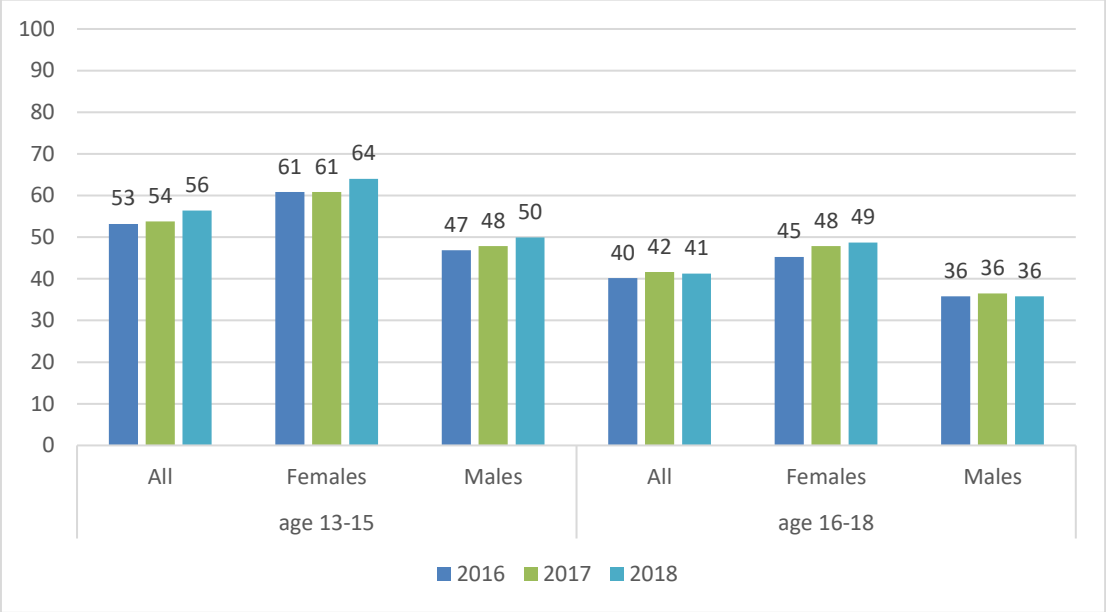


Source: Statistics Norway

Indicator: The share of immigrants aged 13 to 18 when arriving in Norway who have completed and passed upper secondary school at the age of 25-30.

Gender and age on arrival had a significant effect on the likelihood of successfully completing upper secondary education. Being female increased the chance of having completed such education successfully, while the chance declined with the age on arrival.

Chart 11.5 Share of immigrants aged 13 to 18 when arriving in Norway who had completed and passed upper secondary school at the age of 25–30, by age group and gender. 2016–2018. Per cent

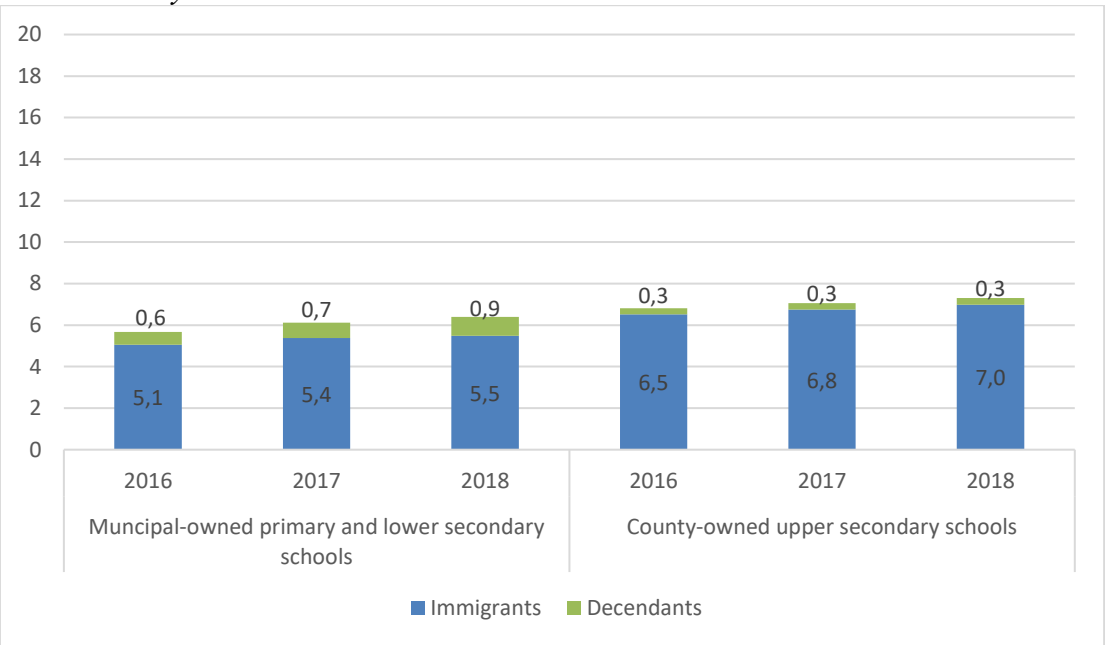


Source: Statistics Norway

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

In 2016 to 2018, the proportion of teaching staff with an immigrant background was slightly higher in upper secondary schools than in primary and lower secondary schools, cf. chart 11.6. The proportion of teaching staff with an immigrant background in primary or lower and upper secondary schools has increased marginally over the last three years.

Chart 11.6 Share of immigrants and descendants among teaching staff in primary and secondary school. 2016–2018. Per cent



Source: Statistics Norway

11.3 Adult education

Pursuant to Section 4 A-1 of the *Education Act,* persons above compulsory schooling 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. Students with a right to upper secondary school can be given more primary / lower secondary education if needed, see chapter 11.2. Legal residence in Norway is a prerequisite for the right for adults to primary, lower and upper secondary education and training 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.

Ongoing pilot schemes are trying out a flexible primary and secondary education possibilities for adults. By splitting the education into modules, the students more easily can combine primary and secondary education, and secondary vocational training, with work or other activities.

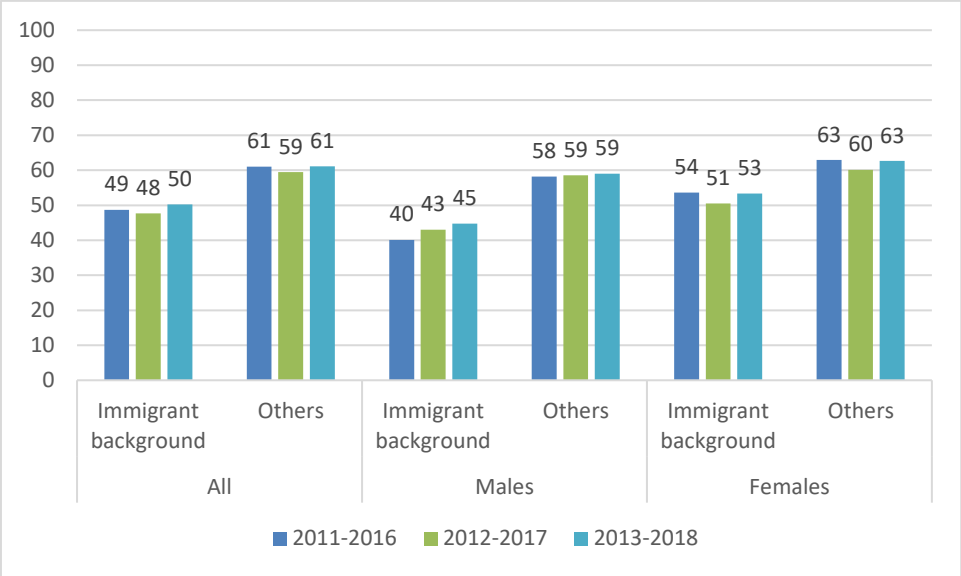
Pursuant to Section 4A-3 of the *Education Act*, adults above 24 years of age, who have completed primary and lower secondary school, but not upper secondary education and training or the equivalent, have the right to free upper secondary education and training. Persons with completed upper secondary education from abroad not recognised in Norway, have the right to a free upper secondary education, 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 showing the level of competence.

Goals for integration – Adult education

Indicator: The share of adults with an immigrant background, aged 25 and older, who have successfully completed upper secondary education within five years of enrolling.

In 2013-2014, 7 755 adults aged 25 and older, enrolled in upper secondary education. Of these, only 58 per cent had graduated successfully within five years. Compared to other adults, a significantly lower proportion of the adults with an immigrant background successfully graduated from upper secondary education, cf. chart 11.7. The share of women, who complete upper secondary education within five years, was higher than that of men.

Chart 11.7 Share of adults with an immigrant background, aged 25 and older who completing upper secondary education within five years of enrolling. 2011–2016, 2012–2017 and 2013–2018. Per cent



Source: Statistics Norway

11.4 Higher education

The proportion of immigrants and persons with immigrant background in higher education is generally seen as a quite reliable indicator for integration in society.[36] Norwegian-born persons with immigrant parents are more inclined to enroll in higher education than others (see table 11.2). This is a positive indication of integration. It is a political goal that the proportion of teachers and nurses with immigrant backgrounds should reflect the proportion of persons with immigrant background in the Norwegian society.

The level of Norwegian language skills required to enter higher education is hard to achieve for many refugees. For this reason, the pilot teacher course for refugees has an integrated module on Norwegian language. The students, who enter a teacher course with lower Norwegian skills than normally required, must have achieved the minimum level of skills in Norwegian to finish the course.

[36] See OECD (2016): Indicators of Immigrant Integration 2015. Settling in. OECD Publishing.

Goals for integration – Higher education

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

A larger proportion of descendants is enrolled in higher education than both immigrants and the majority population. This has been a stable situation for several years. In 2018, 35.3 per cent of the *total population* of 19-24-year olds were enrolled in higher education. For *immigrants* the ratio was 20.1 per cent and for *descendants* was 44.5 per cent, while it was 37.2 per cent for others.

The high proportion of descendants entering and completing higher education seems to indicate a high degree of integration. The lower rate of immigrants taking higher education can be attributed both to more limited mastering of the language skills required for studying, and to the fact that some members of this group already had some higher education from their country of origin. A majority of the immigrants and descendants enrolled in higher education are women, as is the case for the rest of the population.

Table 11.2 Proportion of immigrants and descendants of immigrants enrolled in higher education, by age group. 2016–2018. Per cent

	All			Immigrants			Descendants			Others		
Students[37]/ year	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**	**2016**	**2017**	**2018**
19-24 years	35.1	35,4	35,3	17.9	18,2	20,1	44.2	45,3	44,5	37.2	37,5	37,2
25-29 years	15.9	15,9	15,9	9.0	8,9	9,7	20.1	19,5	19,9	17.7	17,7	17,4

Source: Statistics Norway

Indicator: The proportion of immigrants and descendants among all students enrolled in teacher educations qualifying for primary and secondary school.

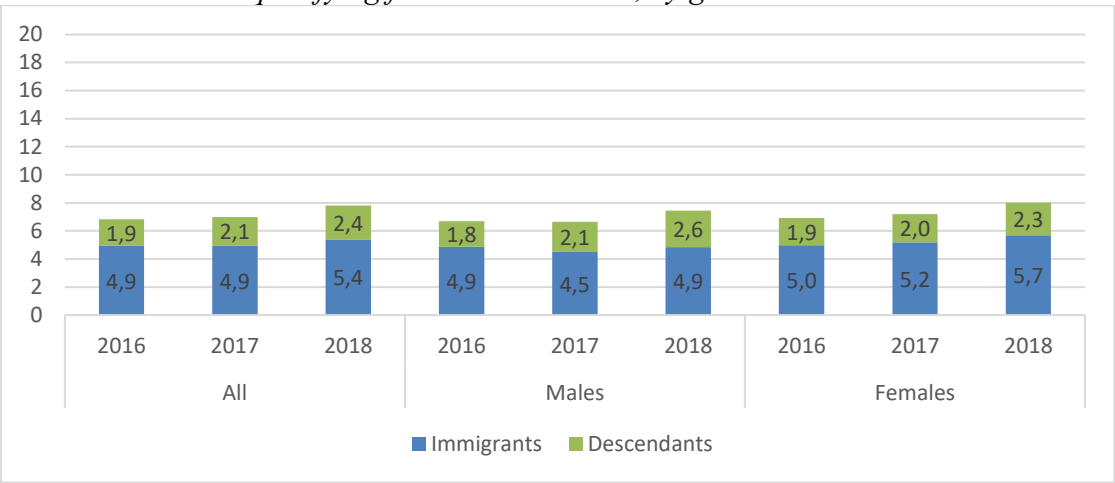
In 2018, almost 22 000 students were enrolled in teacher education programs qualifying for teaching at primary and secondary education and training institutions. Eight per cent had an immigrant background, cf. chart 11.8. The proportion of immigrants and descendants enrolled in teacher education has increased somewhat over the last three years. Note that the number of descendants in the relevant age groups is relatively small.

The education programs included in chart 11.8 are:

- Differentiated Teacher Education for Primary through Lower Secondary School
- Subject Teacher and Vocational Teacher Education
- Integrated Teacher Education Master's Programs
- Postgraduate Programs in Educational Theory and Practice for Subject Teachers.

[37] Registered as residents in Norway on October 1 each year.

Chart 11.8 Proportion of immigrants and descendants of all students enrolled in teacher educations qualifying for work in schools, by gender. 2016–2018. Per cent



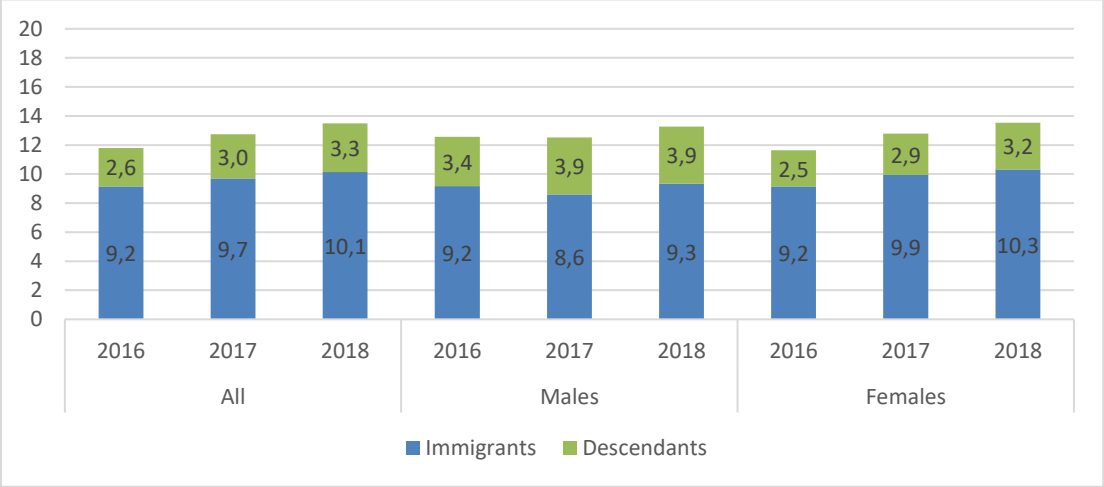
Source: Statistics Norway

Indicator: The proportion of immigrants and descendants among all students enrolled in kindergarten-teacher education programs.

The proportion of immigrants and descendants enrolled in kindergarten-teacher education programs has increased slightly over the last three years, cf. chart 11.9.

In 2018, almost 8 500 students were enrolled in such programs. Of these, 13 per cent had immigrant background. There is little difference in the proportion of males and females among immigrants and descendants who are students enrolled in these programs.

Chart 11.9. Proportion of immigrants and descendants of all students enrolled in education programs for kindergarten teachers. 2016–2018. Per cent



Source: Statistics Norway

12 The labour market

12.1 Labour Market and Social Policies

The viability of the Norwegian welfare state depends on high rates of employment for both men and women. The inclusion of immigrants in the labour market is important for the individual immigrant as well as for the Norwegian economy and society as a whole. This is reflected in Norwegian labour market and social policies.

The responsibility for labour market and social policies rests with the *Ministry of Labour and Social Affairs*. The *Norwegian Labour and Welfare Administration* (NAV) is the agency mainly responsible for the implementation of these policies. The NAV-office in each municipality provides most of the main social security benefits and services available to residents in Norway, including not only unemployment-related benefits and job-search services, but also social assistance, disability insurance, various forms of health-related benefits, public old-age pensions and benefits for families. The ambition of NAV is to strengthen employment-oriented activities and follow-up tailored individual needs.

NAV offers services for immigrants as part of the services offered to all registered job seekers and the vocationally disabled. Immigrants from outside the EU/EFTA member countries are given priority for access to active labour market programs (ALMP), along lines similar to those given to members of other potentially disadvantaged groups.

12.2 Working-life and wages

There is no statutory minimum wage in Norway, but collective wage agreements normally contain a minimum pay rate. Collective bargains cover approximately 70 per cent of all employees, with a 53 per cent coverage in the private sector and 100 per cent in the public sector. Many firms that are not party to an agreement will follow the negotiated wage level in their sector. In addition, general application of parts of the wage agreements in certain sectors, primarily the minimum wage levels, affects all employees who work within the scope of the relevant agreement. It has been estimated that about ten per cent of employees in the private sector, or approximately 200 000 employees, work in companies without a collective agreement that are encompassed by the decision on general application of collective agreements.[38]

Regulations that require the general application of a collective agreement for an entire occupation or industry is one instrument that aims to combat social dumping in Norway. This entails that at least some minimum wages, benefits or working conditions in the relevant collective agreement are made legally binding for all employers and their employees in the industry and/or for the occupations covered, without regard to whether they are members of an employers' organisation or a trade union. The regulations may be applied in the entire country or in defined regions. The regulations also apply to foreign workers sent to work in Norway by a foreign employer.

[38] Nergaard, Kristine, Organisasjonsgrader, tariffavtaledekning og arbeidskonflikter 2016/2017. Fafo-notat 2018:20 (in Norwegian only) https://www.fafo.no/index.php/zoo-publikasjoner/fafo-notater/item/organisasjonsgrader-tariffavtaledekning-og-arbeidskonflikter-2016-2017

The legislation on the general application of collective agreements is meant to guarantee that foreign workers receive wages and working conditions equivalent to those of Norwegian workers and to prevent competition based on foreign workers being given wages or working conditions that are unacceptable in the Norwegian labour market.

The decision to invoke these regulations requires documentation that foreign workers are, or can be, subjected to wages or working conditions that are inferior than those stipulated in relevant national wage agreements or which otherwise prevail in a given region for the relevant occupation or industry.

General application of the relevant parts of collective agreements has been introduced in the following industries: construction, shipbuilding, agriculture, cleaning, hotel and restaurant, seafood industries, electrical work, trucking and passenger transport by tour bus.[39]

New policies and measures

The labour market

Important reasons for lower employment rates in some immigrant groups is a lack of knowledge of the Norwegian language, inadequate basic skills and lack of education. In July 2019, the Government introduced changes in the labour market regulation which should improve the opportunities for obtaining formal qualifications and strengthen the individual's possibility for obtaining or retaining a job:

- A new scheme providing vocational education at the upper secondary level was implemented in NAV by the second half of 2019. This is a three-year program targeting job-seekers with poor skills and low formal education. Skilled workers will be in demand in the years to come, so it is important to make available more opportunities for vocational education and training to achieve a stable labour market attachment. There will also be available a three-years program of ordinary education targeting persons with reduced working capacity in NAV. This program will cover all kinds of education including college and university studies. The duration of the training will be adapted to the participant's individual requirements based on his or her opportunities in the labour market. Furthermore, training is provided in the form of shorter labour market courses, both language training courses and courses in basic skills.
- A new wage subsidy scheme is also being implemented in 2019, in order to increase the use of the scheme. Specifically, fixed refund rates of wages paid to employers have been introduced to make the scheme easier to use and to avoid unnecessary time and resources spent in negotiations between employers and NAV.

Social assistance and language training

NAV-offices provide social services, but each municipality are responsible for these services and assessing the need for social assistance, which most commonly is provided in the form of financial assistance. Such assistance is intended to be temporary

[39]About the *General application of collective agreements* see more from the web-site of The Norwegian Labour Inspection Authority: https://www.arbeidstilsynet.no/en/working-conditions/pay-and-minimum-rates-of-pay/minimum-wage/

and to secure a person's income to cover his or her basic subsistence costs. The aim of this type of benefit is to help persons to become financially independent as soon as possible. Many non-labour immigrants, who have poor Norwegian language skills, have great difficulties finding a job. Compared to the rest of the population, there is a higher ratio of immigrants who receive some form of social assistance, mainly among those with a refugee background.

In September 2019, the *Ministry of Labour and Social Affairs* introduced a proposal to amend the *Social Services Act*. The aim of the proposal is to help immigrants achieve a higher level of Norwegian language skills, by setting language training as a condition for receiving financial assistance.

Work-related crime
The Government's *Strategy to combat work-related crime* was revised and updated in February 2019. The revised strategy emphasises prevention, increased knowledge about work-related crime as a phenomenon, and more targeted information to migrant workers and to foreign enterprises that are contracted to work in Norway. Norway will follow up efforts to strengthen cross-border cooperation on labour related issues through participation in the new *European Labour Authority*.[40]

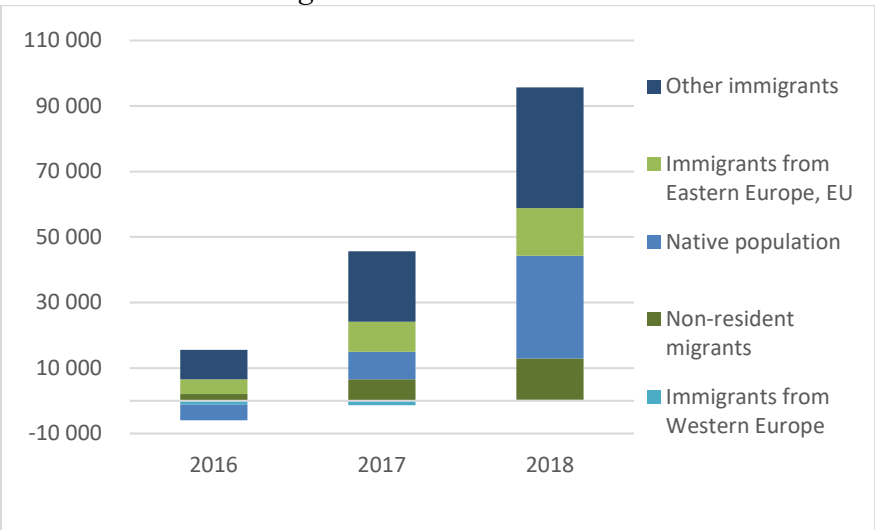
12.3 Employment

Labour migration has had a significant impact on the Norwegian labour market during the past 15 years, in large part due to the enlargement of the EU combined with a long period of strong demand for labour in Norway. The economic slowdowns in 2008/2009 and in 2014 did lead to lower labour migration to Norway and to higher unemployment among immigrants than in the years before and after.

Chart 12.1 shows the importance of immigrants for employment growth the last three years. The number of native workers declined from 2015 to 2016, but increased again in 2017 and especially in 2018. Nevertheless, since 2015, immigrants, particularly from "third countries" and non-resident workers, accounted for much of the employment growth in Norway.

[40] https://www.regjeringen.no/contentassets/7f4788717a724ef79921004f211350b5/a-0049-e_revised-strategy-for-combating-work-related-crime.pdf

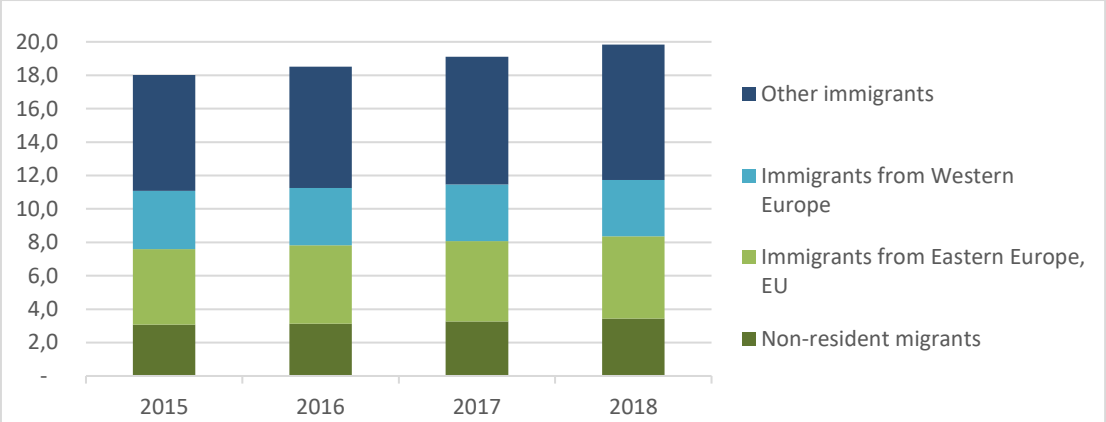
Chart 12.1 Accumulated employment growth by population group, fourth quarter. 2016–2018. Persons. Age 20–66



Source: Statistics Norway[41]

The share of immigrants and persons on short-term stay in total employment did increase from roughly 13 per cent in the fourth quarter of 2009 to nearly 20 per cent in 2018. The growth in immigrants' share of total employment has been mainly due to immigration from EU-member countries in Central- and Eastern Europe. There has also been a noticeable rise in the share of persons from outside the EU in the Norwegian labour force.

Chart 12.2 Share of immigrants and non-resident migrants employed in Norway, by population group. Fourth quarter 2015–2018. Age 20–66



Source: Statistics Norway

Table 12.1 shows that the employment rate in 2018 for immigrants as a whole (66.6 per cent) was lower than for the non-immigrant population (78.5 per cent), with important differences between immigrants from different parts of the world. Except immigrants from the Nordic countries, all the regional categories of immigrants listed in table 12.1 had a lower employment rate than the native population in 2018. Especially immigrants from Africa and Asia had a lower employment rate, partly because there

[41] Registered employment. Due to a break in the registry-based statistics from Statistics Norway for employed people, between 2014 and 2015, the figure shows only the growth after 2015.

are few labour migrants among them. The difference between immigrants and the native population, measured in percentage points, is also larger for women than men, especially for women from Africa. Table 12.1 shows only the average employment rate for different population groups and the numbers have not been adjusted for important factors such as different rates of educational attainment, age and language skills in Norwegian.

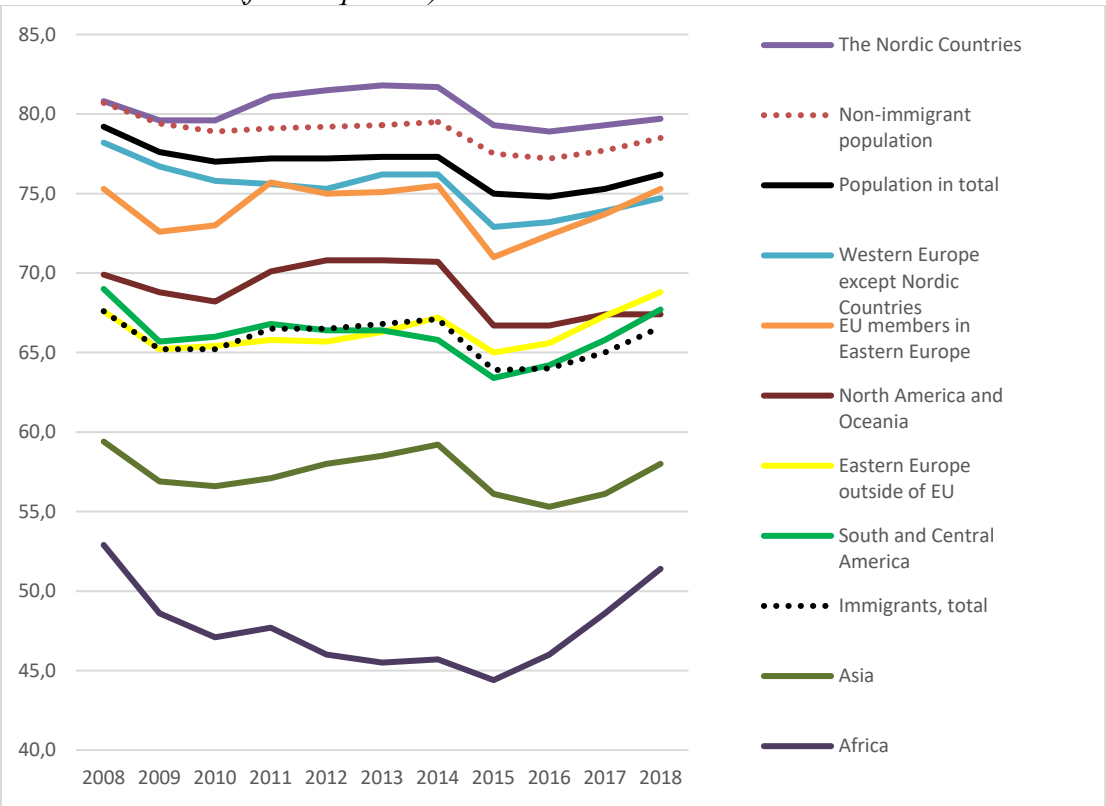
Table 12.1 Rates of registered employment, in groups defined by region of birth and gender, age 20–66. 2018 (fourth quarter)

Region of origin	Total	Men	Women
Region of origin	Total	Men	Women
Total population	76,2	78,3	74,0
Population excluding immigrants	78,5	80,2	76,7
Immigrants, total	66,6	70,4	62,3
Immigrants by region:			
Nordic countries	79,7	80,3	79,2
Rest of Western Europe	74,7	76,9	71,6
EU members in Eastern Europe	75,3	77,2	72,2
Eastern Europe outside the EU	68,8	71,6	66,7
North America, Oceania	67,4	71,7	62,8
Asia	58,0	62,6	54,1
Africa	51,4	56,7	45,1
South and Central America	67,7	72,7	64,3

Source: Statistics Norway

The employment rate was relatively high for all groups in 2008. Since then the rate has declined, mostly due to business cycle developments in the Norwegian economy. In the recent three years we have seen a moderate upward trend again, both among immigrants and among natives. The employment rate among immigrants from Africa has shown a particularly strong increase.

Chart 12.3 Rates of registered employment, in groups defined by region of birth, age 20-66. 2008-2018 (fourth quarter).



Source: Statistics Norway

Immigrants from European and American countries are largely labour migrants, some with families, while refugees and their families mainly are from Africa and Asia. Many refugees participate in the *Introduction Program* during their first years in the country, cf. chapter 10.1. Education level, relevant language skills and age composition also differ between groups defined by region of origin. These differences, which are not adjusted for in table 12.1 and chart 12.3, explain some of the differences in employment rates among the groups.

Norwegian-born persons to immigrant parents

The population of persons born in Norway by two immigrant parents is still relatively small, and most of them are young. Most of them have not yet completed post-secondary or higher education.

In total, and divided in different age groups, the employment rate for Norwegian born persons to immigrant parents is higher than for the immigrants, but still lower than for the native population in the same age group. The employment rate for Norwegian born children of immigrant parents was 70.5 per cent in the fourth quarter of 2018.

Studies show that Norwegian born children of immigrants use more time to complete post-secondary education and that the share who participate in education is higher than among natives. Both factors reduce their employment rate level.[42]

[42] Statistics Norway. https://www.ssb.no/en/statbank/list/vgogjen/ and Olsen (2018), *Young people with immigrant background in employment and education 2016*, cf. chapter 19.

Table 12.2 Employment rates for all adults 20 – 66 years, for natives, for Norwegian-born persons with immigrant parents and for immigrants. By age group and region of origin (for immigrants). Fourth quarter 2018. Per cent

	20-66 years	20-24 years	25-29 years	30-39 years	40-66 years
Population in total	76.2	57.4	76.9	81.3	76.3
No immigrant background	78.6	65.7	80.8	85.9	78.2
Norwegian-born to immigrant parents	70.5	61.6	74.2	77.8	75.3
Immigrants, total	66.6	36.4	62.8	70.8	66.9
Immigrants by region or origin					
The Nordic countries	79.7	62.4	76.1	84.4	80.0
Western Europe else	74.7	60.4	69.0	80.0	78.4
EU countries in Eastern Europe	75.3	42.9	70.9	76.9	76.6
Eastern Europe else	68.8	51.5	70.5	76.1	64.6
North-America and Oceania	67.4	30.1	58.5	72.0	70.5
Asia	58.0	52.7	56.1	63.1	56.2
Africa	51.4	42.9	46.9	55.2	52.3
South- and Central-America	67.7	18.8	60.1	72.8	67.0

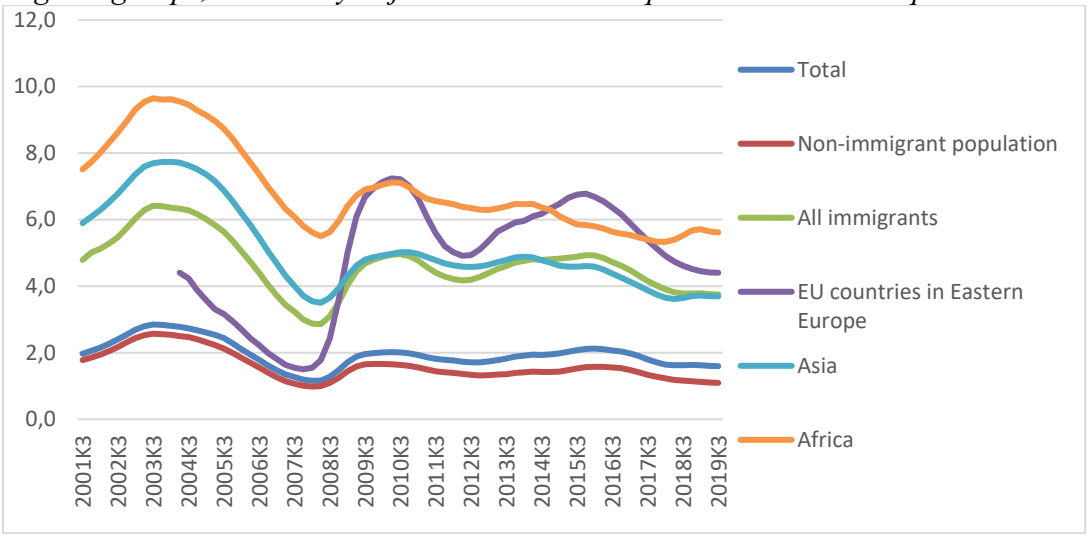
Source: Statistics Norway

12.4 Unemployment

During the last year, the registered unemployment rate as a percentage of the population has decreased both among resident immigrants and among the native population. The decrease has been slightly larger among immigrants, but the unemployment rate is still higher for immigrants than for the native population, see table 12.3 and chart 12.4.

In the last few years, immigrants have had a larger drop in the unemployment rate than natives. As chart 12.4 indicates, immigrants from EU-member states in Eastern Europe were particularly affected by the economic slowdown in 2008/2009 and the oil price shock in 2014, as many were employed in sectors particularly affected by economic slowdowns.

Chart 12.4 Registered unemployment rates (in per cent of population) for selected immigrant groups, seasonally adjusted trend. Third quarter 2001 - third quarter 2019.



Source: Statistics Norway, register-based statistics and Ministry of Labour and Social Affairs

In 2019 (third quarter), immigrants participated in labour market programs at a higher rate than the rest of the population, see table 12.3. More than 11 000 persons participated in active labour market programs (ALMP) in the third quarter of 2019 in Norway, 45 per cent of whom were immigrants. Immigrants in active labour market programs were 0.7 per cent of the resident population in the third quarter of 2019 which was higher than the 0.3 per cent of the population of non-immigrants.

Table 12.3 Registered unemployment and participation in ALMP-programs, by region of origin. Third quarter 2019 and change from third quarter 2018

	Number of persons third quarter 2019		In percent of resident population		Change (%) 2018-2019	
	Unemployment	ALMP	Unemployment rate	ALMP	Unemployment	ALMP
Total	65 057	11 261	1.6	0.3	-3.0	-8.8
Non-immigrant population	38 952	6 224	1.2	0.2	-2.8	-9.4
All immigrants	26 105	5 037	3.7	0.7	-3.3	-8.2
The Nordic countries	1 062	114	1.7	0.2	-3.6	-2.6
Western Europe else	1 376	189	2.1	0.3	-0.1	-11.3
EU countries in Eastern Europe	7 467	627	4.2	0.3	-5.6	-8.1
Eastern Europe else	2 121	403	3.6	0.7	-2.6	-12.6
North-America and Oceania	190	22	1.6	0.2	-7.3	-33.3
Asia	8 117	2 182	3.7	1.0	-2.2	-4.5
Africa	4 961	1 344	5.7	1.5	-1.6	-8.6
South- and Central-America	811	156	3.6	0.7	-8.2	-31.0

Source: Statistics Norway

13 Political participation in elections

13.1 Legislation and policy

Norwegian citizenship is a precondition for voting in *national elections*. To be eligible to vote in *local elections* a foreigner has to have lived in Norway continuously for at least three years. Citizens from the Nordic countries need only to have been registered as a resident in Norway since June 30th in 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.

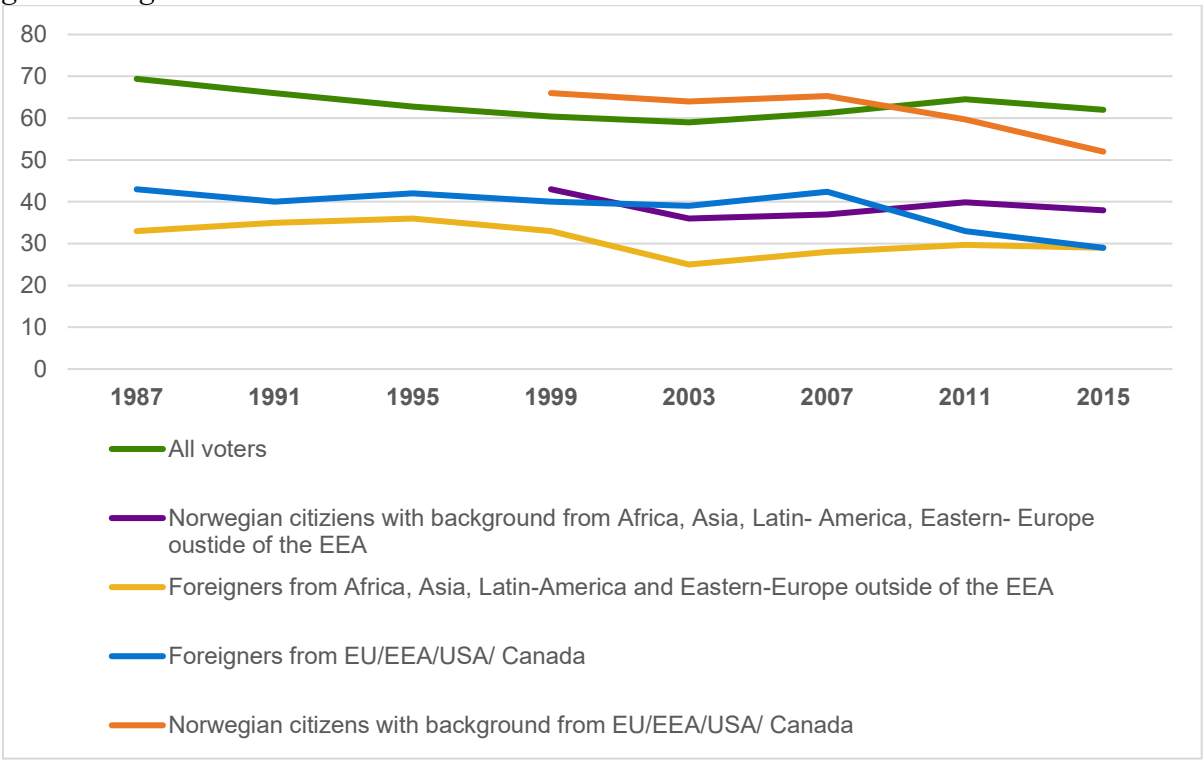
High electoral turnout is important in a representative democracy. Traditionally, the turnout among persons with an immigrant background has been significantly lower than for others, particularly in local elections for immigrant voters without Norwegian citizenship. The electoral turnout has been somewhat higher for naturalised Norwegians with an immigrant background. Over the years, there have been several publicly funded campaigns to increase the turnout.

13.2 Local elections

As chart 13.1 shows, the participation among different immigrant groups has changed over time. For immigrants from Africa, Asia, and Latin America and from countries in Eastern Europe outside the EU, there has been an increase in the participation rate since 2003. For naturalised citizens and for foreigners from EU/EFTA-member countries and North America, the participation rate declined sharply from 2007. The main reason is probably the very low participation rates among labour immigrants from the new EU member states.[43] Only around seven per cent of Polish and Lithuanian citizens with voting rights used this right in 2015, which was roughly the same as four years earlier. Turnout among Swedish citizens was 38 per cent. Among the Somalis, another large group of foreign citizens with voting rights, 48 per cent voted in 2015.[44]

[43] http://ssb.no/en/valg/artikler-og-publikasjoner/innvandrere-og-kommunestyrevalget-i-2011
[44] http://www.ssb.no/en/valg/statistikker/kommvalg/hvert-4-aar-detaljerte/2015-12-07#content

Chart 13.1 Participation in local elections – all voters and voters with different immigrant backgrounds. 1987–2015. Per cent



Source: Statistics Norway

During the local elections for municipal and county councils in 2015 only 60 per cent of all electors voted, which was four percentage points lower than in the previous local elections.[45] The participation rate for naturalised immigrants was 40 per cent and it was only 29 per cent for all foreigners with the right to vote. Among Norwegian nationals who are children of immigrants, the turnout was about 38 per cent. Young persons with parents from Somalia had the highest turnout, 48 per cent. Among Norwegians without immigrant background, the participation rate was 64 per cent. [46]

The results from a survey of those voting showed that nearly six out of ten voters with a background from Africa, Asia and Latin America voted for the *Labour Party*.[47] Among immigrants with a European background, the level of support for the *Labour Party* was about the same as for the electorate as a whole and the support for the governing *Conservative Party* and the *Progress Party* was slightly higher than for *Labour*. The support for the *Progress Party* was higher among foreign nationals from EU member countries in Central- and Eastern Europe than in the electorate as a whole. Immigrants from Western Europe had a higher share of voters supporting the *Green Party* than voters from other parts of the world.

In connection with the local elections in 2019, the *Directorate of Integration and Diversity* was commissioned to promote increased voter turnout among persons with an immigrant background. This task was undertaken in cooperation with the *Norwegian*

[45] http://ssb.no/en/valg/statistikker/kommvalg/hvert-4-aar-hovedtall/2015-11-09
[46] http://www.ssb.no/en/valg/statistikker/kommvalg/hvert-4-aar-detaljerte/2015-12-07#content
[47] http://ssb.no/en/valg/artikler-og-publikasjoner/immigrants-and-the-2015-municipal-and-county-council-elections

Directorate of Elections, which has the operational responsibility for the election execution and information about elections.

As of August 2019, there were almost 390 000 eligible foreign nationals and 293 500 eligible Norwegian citizens with an immigrant background who had the right to vote in the local elections. The increase in the number of voters with an immigrant background was almost 26 per cent from the election in 2015, while the increase in the number of eligible foreign voters was 25 per cent.

Five per cent of the candidates for the municipal elections were immigrants. Compared to the local elections in 2015, there is an increase of only 0.8 percentage points. The number of Norwegian-born with immigrant parents among the candidates increased from 133 candidates in 2015 to 203 in 2019. That was an increase of 53 per cent. The candidates with an immigrant background come from many different countries, mostly in Europe, Africa or Asia. The largest number came from Sweden.[48]

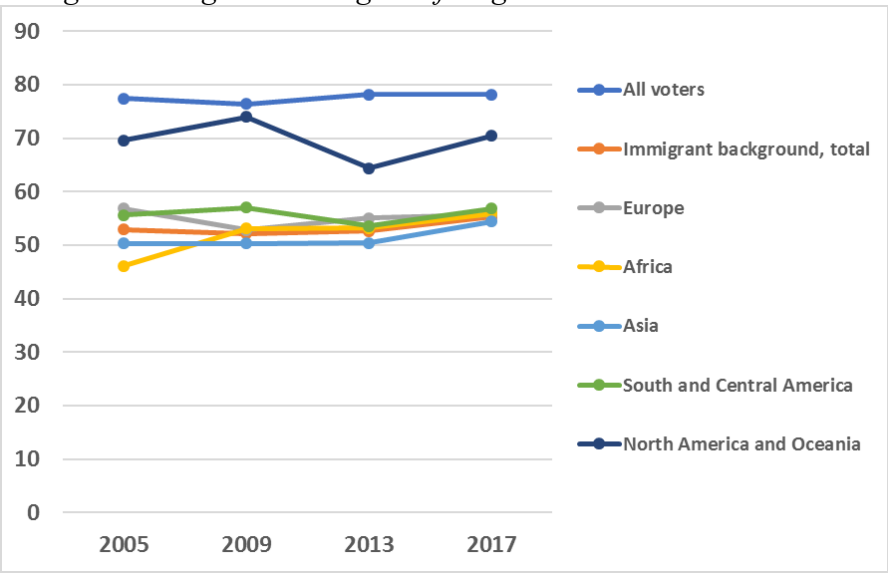
13.3 National elections

The most recent national election was held in September 2017. In this election, 274 600 of the voters (seven per cent) had an immigrant background. 233 300 were immigrants (six per cent) and the remaining 41 300 were Norwegian born with immigrant parents.

As chart 13.2 below shows, the participation rate of voters with an immigrant background has been around 53 per cent during the previous three national elections, approximately 25 percentage points lower than for all voters. However, in the most recent election in 2017, the participation rate of voters with an immigrant background increased to 55 per cent while the higher rate for all citizens was stable. For voters with a background from Asian countries the rate was stable until a small increase in 2017. The participation rate has also increased for voters with a background from Africa, and it has fluctuated for voters from other parts of the world. Throughout these elections, the rate for voters from North America and Oceania has been much higher than for those with a background from other parts of the world.

[48] https://www.ssb.no/valg/artikler-og-publikasjoner/4-av-10-kandidater-til-kommunevalget-er-kvinner

Chart 13.2 Participation in national elections – all voters and voters with different immigrant backgrounds. Region of origin. 2005–2017. Per cent



Source: Statistics Norway

In 2017, turnout varied widely by the country of origin for immigrants and for Norwegian-born to immigrant parents.[49] Both the highest and lowest turnouts were among persons from European countries. Generally, turnout was high among those with a background from North-Western Europe and low among those from Central and Eastern Europe. For those with a background from outside Europe, North America and Oceania, the highest turnout was among voters with backgrounds from Sri Lanka, Pakistan, India and Somalia, all with between 60 and 63 per cent turnout. For all women with an immigrant background the turnout was 56 per cent, two per cent higher than for men. The turnout rate increased with the level of educational attainment.

Norwegian-born voters with two immigrant parents constituted about one per cent of all voters, and the group has been growing in numbers. The electoral turnout among those with parents from Africa, Asia etc. increased from 49 per cent in 2013 to 54 per cent in 2017. Norwegian-born voters with two immigrant parents have a higher turnout rate than immigrants of the same age. Compared to their peers with the same educational attainment level and gender, the latter category of voters had a lower election turnout. Female voters and voters with higher educational level were more likely to vote, both among Norwegian-born with two immigrant parents and among other voters.[50]

Following the 2017 election, there are five permanent members of the Storting with an immigrant background, all from Asia (three from Pakistan, one from Iran and one from India). In addition, there is one permanent representative with a background from a European country. Both in the current and in earlier Storting periods, there have been several deputy representatives with an immigrant background, mainly from Asia or Africa.

[49] http://www.ssb.no/valg/artikler-og-publikasjoner/valgdeltakelsen-blant-innvandrerne-okte-svakt (In Norwegian only)
[50] https://www.ssb.no/valg/artikler-og-publikasjoner/valgdeltakelsen-blant-innvandrerne-okte-svakt

14 Child Welfare Services

14.1 Legislation and policy

The primary purpose of the *Norwegian Child Welfare Act* is to ensure help, care and protection to children that are living in conditions that may be harmful to their health and development, and that they are raised in a safe and secure environment.

Norway ratified the *UN Convention on the Rights of the Child* in 1991. In 2003, the convention was incorporated into Norwegian law. The convention underlines that the State has a duty to protect all children within its jurisdiction, without discrimination. The best interest of the child shall be a primary consideration in all actions concerning children.

All children in Norway, regardless of their background, resident status or citizenship, are entitled to the necessary help and protection in accordance with the Child Welfare Act. The best interest of the child is the primary concern when considering and applying child welfare measures.

The child welfare system emphasises family ties and continuity in the child's upbringing. The underlying assumption is that children should grow up with their parents. The vast majority of measures offered by the child welfare services are voluntary assistive measures within the home. Often assistance is provided in the form of advice and guidance to parents on parental practices, counselling, economic aid, kindergarten etc.

Placing a child in alternative care without the consent of the parents is always a measure of last resort. However, in cases when adequate care for a child cannot be guaranteed at the child's home, it may be necessary to place a child in foster care or in an institution. It is only a *County Social Welfare Board* or a court that can issue a care order, not the local child welfare service. The Boards are impartial and independent decision-making authorities. The Boards' decisions can be appealed to the courts.

The legal threshold for issuing a care order is that a child must suffer serious neglect, maltreatment, abuse or other serious deficiencies in the everyday care. Before issuing a care order, the child welfare services must conduct a comprehensive assessment of all the relevant aspects of a case, and voluntary steps by the parents or other responsible adults must be deemed insufficient. Furthermore, a care order must be considered to be necessary and in the best interest of the child.

Most children who cannot live with their parents are placed in a foster home. The child welfare services will choose a foster home based on the child's distinctive characteristics and individual needs. Due account shall be taken to ensure continuity in the child's upbringing and of the child's religious, cultural and linguistic background. The Norwegian child welfare services recognise the importance of family ties, and are obliged to consider whether someone in the child's family or close network can be a foster parent.

Since 2016, Norway is part of the *Hague Convention 1996 on Parental Responsibility and Measures for the Protection of Children*. *The Norwegian Directorate for Children, Youth and Family Affairs* is designated as Norway's central authority and assists the municipal child welfare services in their dialogue with foreign authorities.

New policies and measures – Child welfare

Amendments to the current *Child Welfare Act* entered into force on July 1, 2018. The amendments strengthened the legal safeguards of children and parents in child welfare cases and improved the legal protection of children and their parents. Children have a right to obtain necessary measures from the child welfare services and a right to be heard in child welfare cases. Amendments were made to facilitate the finding of foster homes from within the child's family and close network, and to improve the follow-up of both children and parents who are subject to child welfare measures.

The Ministry of Children and Families is in the process of further revising the *Child Welfare Act*. The purpose is to make the law more adapted to today's society and strengthen children's rights. There will be a technical, linguistic and structural review, in addition to substantive legislative changes. A draft legislation for a new act has been subject to public consultation. The draft includes amendments to strengthen the consideration of the child's religious, cultural and linguistic background by the child welfare services. The draft also proposes amendments to visitation rights that will strengthen the child's right to have contact with its family. The Ministry will review the draft based on comments received through the consultation.

A *Competence Strategy for the Municipal Child Welfare Services (2018–2024)* has been implemented. A key purpose is to strengthen the employees' knowledge of how to safeguard and facilitate the participation of children and parents. The strategy includes new educational programs that aim to promote greater understanding and sensitivity in the follow-up of children and families with minority backgrounds.

14.2 Facts and figures

During 2018, more than 55 600 children received some support from the child welfare services in Norway. Eighty-two per cent of these children received assistance measures, while 18 per cent received care measures.[51]

Statistics Norway has reported on how measures provided by the child welfare services differ for families according to immigrant background. They compared three groups of children and young adults (aged 0-22 years): i) children/young adults without an immigrant background, ii) immigrants, and iii) Norwegian-born to immigrant parents. Children and young adults with an immigrant background (group ii and iii) constituted 18 per cent of the total population in this age group in 2018, while 28 per cent of the children and young adults who received help from the child welfare services in 2018 had an immigrant background.[52]

[51] https://www.ssb.no/en/sosiale-forhold-og-kriminalitet/statistikker/barneverng
[52] https://www.ssb.no/en/statbank/table/11298/

15 Equality and Discrimination

Discrimination violates human rights, harming not only individuals but also the whole society. Norwegian 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 in important decisions concerning their own lives. Legal and political measures should contribute to an equal society and the absence of discrimination.

Studies show that in Norway people with a minority background often are victims of discrimination. Different forms of discrimination occur in different segments of society, most often in relation to employment, access to goods and services, and to services from public administrations.

The *Equality and Anti-Discrimination Act* of 2018 prohibits direct and indirect discrimination on the grounds of ethnicity, religion and belief. National origin, descent, skin colour and language are all aspects of ethnicity, according to the act. Furthermore, participation in discrimination based on ethnicity is prohibited by law. This covers harassment. It is prohibited to instruct any person to discriminate, harass or retaliate. Retaliating against a person who files or intends to file a complaint about discrimination on the grounds of ethnicity, is prohibited. The act prohibits explicitly discrimination by association. This applies if a person is discriminated against on the basis of his/her connection with another, and this discrimination is based on the other person's ethnicity or other personal characteristics.

The *Equality and Anti-Discrimination Act* states that all employers have a duty to make active efforts to promote equality and to prevent discrimination on the grounds of ethnicity, religion and belief. This duty covers different aspects of working life, such as recruitment, pay and working conditions, development opportunities, as well as a duty to prevent harassment. Public authorities, and labour unions or employer associations, are obliged to promote equality and prevent discrimination on the grounds of ethnicity, religion and belief. The aim is to promote equal status, equal opportunities and equal rights in all sectors of society.

Public agencies have a special responsibility to promote equality and prevent discrimination. The *Instructions for Official Studies of Central Government Measures* is a tool for strengthening the efforts to promote equality in all official public studies and reports. According to the Instructions, all state agencies must study and report the consequences that their proposals will have for gender equality and human rights, whenever this is relevant.

The Equality and Anti-Discrimination Ombud (LDO) acts as a proactive agent for equal opportunities. LDO has a consultative and advisory service for individuals as well as private and public employers. This service is free of charge. Disseminating good examples and methods, and improving the understanding of the issues in question, are important aspects of LDOs work.

The Anti-Discrimination Tribunal handles individual complaints about discrimination, and complaints about incomplete/lack of statement of equality work by employers. The enforcement system consists of only one body. Appeals for the Tribunal’s

decisions shall be referred to the court system. The Tribunal can award compensation in discrimination cases.

New policies and measures – Equality and discrimination

In June 2019, the Storting adopted new provisions to the *Equality and Anti-Discrimination Act* about effective equality efforts. The new provisions strengthen the duty of public agencies and employers to promote equality and to prevent discrimination on (among others) the grounds of ethnicity. All employers shall make active efforts to prevent intersectional discrimination and document this work. According to the act, public enterprises regardless of size, and private enterprises with more than 50 employees, shall apply a specified and systematic work method with four steps, when working proactive for equal opportunities in the enterprise. This duty has now been broadened to cover private enterprises between 20 and 50 employees, provided it is requested by labour unions or employer associations. Thus, medium-sized private enterprises shall, to a greater extent than before, systematically investigate and analyse risks and causes of discrimination on the grounds of ethnicity. Furthermore, the new provisions state that these private employers, in addition to public authorities, shall report on their equality work. The new provisions will enter into force from January 2020. The provisions entail that LDO also shall follow up the equality work by public and private enterprises.

The Government is following up the *Strategy against Hate Speech 2016–2020*. A new *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion* for 2020 – 2023 was launched in December 2019.[53] In addition to this plan, the Government has also decided to initiate a national action plan specifically aimed at preventing discrimination and hatred against Muslims.

[53] So far, the plan is only available in Norwegian: https://www.regjeringen.no/contentassets/589aa9f4e14540b5a5a6144aaea7b518/handlingsplan-mot-rasisme_uu_des-2019.pdf

16 Citizenship and Naturalisation

16.1 Policy and legislation

Nationality (citizenship) provides legal and social bonds between the state and the individual. A person's acquisition of citizenship provides him/her with equal rights and duties to those who already are citizens, and is a prerequisite for full participation in society.

One legal consequence of being a Norwegian citizen is the unconditional right to legal residence in Norway. Citizens also have the right to vote in all political elections, as well as the right to hold a position in our three branches of government as, respectively, a member of the Norwegian *Storting*, a cabinet minister or a *Supreme Court* judge. Being a citizen also is a requirement for holding some other positions. Compulsory military service is the most prominent of the legal obligations for Norwegian citizens.

The current *Nationality Act* entered into force in 2006. The Act is based on the principle of *Ius sanguinis*, which means that citizenship is not determined by place of birth, but by having at least one parent who is a citizen of Norway.

Other ways of becoming a Norwegian citizen are by application or notification. According to the Act, an applicant has the right to acquire Norwegian citizenship if all the conditions listed in the *Nationality Act* are satisfied. The main requirements imply that the applicant must:

- provide documentary evidence of his/her identity or otherwise clearly establish it.
- have reached the age of 12, if s/he is to be granted Norwegian citizenship irrespective of the citizenship of the parents.
- reside in the realm and intend to remain so.
- fulfil the conditions for a permanent residence permit laid down in the *Immigration Act.*
- renounce his/her current citizenship before acquiring the Norwegian citizenship.[54]
- have lived in Norway for a total of seven years during the last ten years.
- have completed the required Norwegian language training and social studies course, documented a basic command of spoken Norwegian and have passed a test in social studies.
- not have been sentenced to prison or special criminal sanctions. A sentenced applicant has to wait for a deferred period, depending on the length of the sentence, before citizenship can be granted.

According to the current legislation, Norwegian nationality may be repealed in the event of acquisition of another nationality, in the event of prolonged absence from the realm, upon application, and by revocation in case of it having been obtained by fraud. Dual citizens who have been convicted of an offence seriously prejudicial to the vital interests of the Norwegian state, can be deprived of their Norwegian citizenship. This decision is made by the court as part of the criminal case.

[54] This requirement is in the process of being removed, see below.

The policy of the Government is that a Norwegian citizenship should not be easily obtained, and that the conditions for its acquisition shall contribute to ensuring that new citizens are active participants in the Norwegian society.

New policies and measures – Citizenship
In December 2018 the Storting passed amendments to the Nationality Act to allow dual citizenship. The amendments will take effect from 2020.

The Government will raise the requirement for skills in oral Norwegian from level A2 to B1. This is included in the proposals for a new *Integration Act*, cf. chapter 10.1.

The Ministry of Education and Research will amend the regulations on the acquisition and loss of Norwegian citizenship in order to lengthen the disqualification period when an applicant has been convicted or fined.

16.2 Naturalisations

In 2018, 10 300 persons were naturalised. This was a sharp drop from almost 21 700 naturalisations the previous year and it was the lowest number in a decade. This indicates that the peak in 2017 was influenced by the implementation of stricter conditions for obtaining citizenship from 2018, at least partly. Among the naturalisations in 2018, the largest groups had Somalia, Eritrea and Iraq as countries of origin, cf. table 16.1 below.

The gender difference was small among those who were granted Norwegian citizenship in 2018. Fifty-one per cent were women. However, the gender distribution varies greatly between countries of origin. Thirty-four per cent of all new citizens were children. Among former Somali citizens, 47 per cent were under the age of 18.[55]

Table 16.1 Naturalisations by the former citizenship. Major countries of origin. 2009–2018

Country of origin	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Total, of which:	**11 442**	**11 903**	**14 286**	**12 384**	**13 223**	**15 336**	**12 432**	**13 712**	**21 648**	**10 241**
Somalia	1 737	1 528	2 092	1 571	1 667	1 138	451	1 200	1 746	1 879
Eritrea	63	248	248	199	323	563	1 114	1 879	2 971	1 089
Iraq	1 267	1 338	945	1 642	1 663	1 418	817	824	1 175	602
Afghanistan	857	1 054	1 280	1 013	1 005	1 371	1 088	999	1 264	448
Pakistan	469	430	523	478	424	503	714	475	592	437
Philippines	445	322	410	341	479	851	704	567	1 389	410
Iran	785	554	538	297	307	336	353	414	626	365
Russia	622	673	644	629	418	401	444	457	464	351
Thailand	483	267	363	265	346	547	683	677	1 666	300
Turkey	145	214	280	154	297	224	176	132	318	300

Source: Statistics Norway

By the end of November 2019, approximately12 500 persons had been granted Norwegian citizenship. During the same period in 2018, the number was 9 600.

[55] https://www.ssb.no/en/befolkning/statistikker/statsborger

The share of naturalised Norwegian citizens varies considerably with country of origin among immigrants in Norway. For some countries of origin, between 75 and 90 per cent of immigrants have acquired Norwegian citizenship (Palestine, Vietnam, Sri Lanka, Myanmar, Kosovo, Burundi, Iraq and Morocco). On the other side, the total share of naturalised Norwegian citizens among immigrants from EU/EFTA member countries is only 8.5 per cent. Cf. table A25.

16.3 Naturalisation ceremonies

Since 2006, every person granted Norwegian citizenship has been invited to take part in a ceremony that includes giving an oath of loyalty to Norway. The *County Governor* has the responsibility to invite all new citizens over the age of 12 to take part in a citizenship ceremony.

The aim of these ceremonies is to ensure a solemn and dignified transition to Norwegian citizenship. Participation in the ceremony also marks that the new citizen endorses 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 to Norway, and receive the book *Welcome as a new citizen*. In 2018, 27 ceremonies were held. The number of naturalised Norwegian citizens participating varied between the counties. More than 3 800 new citizens participated nationwide.

17 Public debate and opinion

17.1 Public debate

There are no regular statistics or analysis available on the extent and nature of the current public debate on issues concerning immigration and integration.[56] Therefore, the following considerations are based primarily on personal observations.

The low number of asylum seekers since the peak in 2015, cf. chapter 6.2, has resulted in less public debate regarding asylum seekers and immigration policy during the last years. However, there are frequent debates and an expressed interest in questions concerning immigrants and integration.

There were local elections in September 2019, cf. chapter 13.2. Migration issues are sometimes prominent in election campaigns, but less so this year. Nevertheless, issues like the influence of Islam in Norway, the possibilities for being accepted as Norwegian when you are a Muslim, or belong to another non-Christian religious minority, were debated throughout the year, also towards the end of the election campaign. Shortly after the elections, there was a heated debate on aspects of the rhetoric used by prominent politicians when discussing migration, Islam etc.

Social media seem to play an important role in the formation of public opinion, including opinions concerning immigration and integration. The role of social media as arenas for hate crime and racism was one of the hot topics also during 2019.

Debates on the effects of negative social control among some groups with an immigrant background, and how to limit such control, continue. Several young people born in Norway with an immigrant background actively participate and contribute to the discussions. Some of them make such contributions through much acclaimed literature, music, film or theatre.

The major research project on *Immigration as an Issue in Scandinavian Public Spheres 1970 – 2015* is continuing.[57] Some of the preliminary findings have been published in a special issue of *Javnost – The Public, Journal of the European Institute for Communication and Culture*.[58]

17.2 Public opinion

The annual survey by Statistics Norway

For many years, Statistics Norway has published statistics on attitudes to different issues concerning immigrants and immigration based on an annual survey. The latest survey was conducted in the summer of 2019.[59]

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[56] A systematic analysis of the coverage of immigration and integration issues in printed and electronic media was published in 2012. A similar, more comprehensive analysis, available in English, was also prepared in 2009. The major findings of these two reports are described in the Norwegian IMO-report for 2011-2012.
http://www.regjeringen.no/upload/AD/publikasjoner/rapporter/2013/IMO_report_2011_2012_final.pdf

[57] https://scanpub.w.uib.no/

[58] https://www.tandfonline.com/toc/rjav20/26/2, cf. also ch. 19.2 for reference.

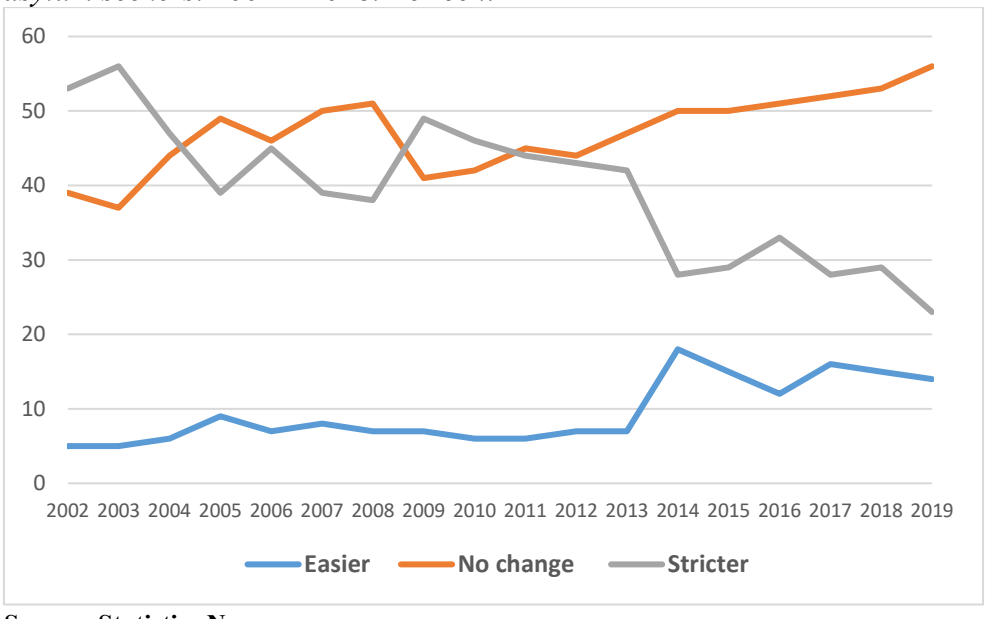
[59] The following summary is based on the English abstract of the report: https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/attitudes-towards-immigrants-and-immigration-2019

There have been only minor changes from 2018 to 2019, but the long-term trend indicates that Norwegians are becoming increasingly more receptive toward having immigrants in close relationships and toward agreeing that most immigrants provide a positive contribution in the labour market and in the cultural life. Fewer agree that immigrants are a source of insecurity in society or that they take advantage of welfare benefits. At the same time as attitudes are becoming more liberal, we also see increasing contact with immigrants living in Norway across different arenas, like the workplace, the neighbourhood, among friends and acquaintances, in close family or other arenas.

There are some differences in attitudes according to the background characteristics of the respondents. Women tend to display more positive attitudes toward immigrants than men, and younger respondents are more liberal than older respondents. Respondents that are studying or in school hold more positive attitudes toward immigrants than respondents receiving welfare benefits or pensions. Those engaging with immigrants in different arenas also display more positive attitudes than those having no contact with immigrants. There are also differences between city and countryside. Respondents living in densely populated areas are more positive than those living in sparsely populated areas. There are more positive attitudes toward immigrants and immigration in and around Oslo than in other parts of the country.

The survey shows that a growing number of respondents support the present immigration policies concerning access to permanent residence, cf. Chart 17.1 below. The downward trend for the number wanting stricter policies continues. There was a small increase in 2016, reflecting the high number of asylum seekers the previous year.

Chart 17.1 Attitudes to access to permanent residence in Norway for refugees and asylum seekers. 2002 – 2018. Per cent



Source: Statistics Norway

18 Migration and development

In the future, the majority of people living in extreme poverty will reside in countries and regions affected by conflict and fragility. War and conflict, climate change, degradation of the environment and pandemics have consequences that extend far beyond national and regional borders, and influence global migration patterns.

The movements of people within countries and between countries and continents are likely to increase. It is expected that every year, millions of young people in Africa and the Middle East will be ready to enter labour markets unable to absorb them. Technological developments, such as new means of communication and digitalization, have made the world "smaller".

The Norwegian Government will increase its efforts to improve international coordination on migration issues. The root causes of conflict and fragility must be addressed. It is recognised, however, that stabilisation and peacebuilding are long-term processes, and the experience shows that social development in a country can only come from within. The experience also has shown that decades of positive development can be reversed or destroyed quickly, and that violent extremism and organized crime together may undermine peaceful solutions.

In a White Paper on the Norwegian development policy, *Partnerland i utviklingspolitikken. Meld. St. 17 (2017–2018)*[60], selected countries affected by fragility and conflict were included in a new category of partner countries with a need for conflict prevention and stabilization efforts.

The Strategic Framework for Norway's engagement in Conflict Prevention, Stabilization and Building Resilience[61] strengthens Norway's overall engagement in vulnerable states. It provides guidance for development assistance as well as other means of support to and engagement with countries in fragile situations, and underlines the need for an integrated and holistic approach.

To strengthen the complementarity between humanitarian aid and long-term development assistance is one of the priority areas in Norway's humanitarian strategy.[62] The aim is to reduce humanitarian challenges and increase the response capacity of the communities affected. In line with humanitarian principles, The Government will support actions aimed at reducing the vulnerability of individuals and local communities. Norway will also seek to increase the flexibility and tolerance for risks in long-term development efforts in states and regions affected by conflict and fragility, and give priority to supporting relevant development assistance in such areas. Strengthening long-term and regional efforts to address the situation of refugees and migrants may reduce the drive for irregular secondary migration.

In addition to the contributions to humanitarian efforts to protect people who have fled their homes, the Government will also help to strengthen the capacity of host and

[60] Only available in Norwegian: https://www.regjeringen.no/no/dokumenter/meld.-st.-17-20172018/id2604526/
[61] Only available in Norwegian: https://www.regjeringen.no/no/dokumenter/saarbare_stater/id2563780/
[62] https://www.regjeringen.no/en/dokumenter/strategi-for-norsk-humanitar-politikk/id2608151/

transit countries to deal with mass migration, as called for in the *Global Compact for Migration* and the *Global Compact for Refugees*. This is in line with the 2030 Agenda, in particular SDG 10, which includes a target on facilitating orderly, safe, regular and responsible migration.

The strategic framework notes that Norway supports the development of a global compact for safe, legal and orderly migration, based on global sharing of responsibility and of burdens. Norway will strengthen the bilateral and multilateral dialogues on migration management with key countries of origin and transit, including on return and readmission. At the same time, support to efforts aiming to increase the capacity and competence in host countries for receiving and integrating refugees and migrants will be considered. Relevant measures may include competence and capacity building in the public sector and support to reintegration of migrants into local communities. Aid provided will adhere to the criteria for official development assistance as defined by the OECD.

New policies and measures – Migration and development
In October 2018, the Government launched the *Digital strategy for Norwegian development policy*.[63] The strategy includes support for digital ID systems and population registers, cf. SDG target 16.1. These are systems that may facilitate improved regional labour mobility and reduce irregular migration.

The White Paper, *Norway's role and interests in multilateral cooperation (Meld. St. 27 (2018-2019)*[64] underlines the need for better coordination between the more than 20 specialized organisations, funds, programs and units in the UN system working on different aspects of migration. The paper also addresses internally displaced people as a notable obstacle to social and economic development, and to achieving the Sustainable Development Goals. Together with other countries, Norway has asked the *UN Secretary General* to appoint a high level panel on internally displaced persons. The purpose is to identify more effective and long term strategies to help the internally displaced and affected populations, and to mobilize more support for this work.

The integration strategy, *Integration through knowledge* (cf. chapter 9.2), includes the financing of a study on how cooperation between civil society and immigrants in Norway, the private sector and the authorities may foster the role of immigrants in providing assistance and long-term development in countries of origin.

In June 2019, the Government launched a new action plan – *Food, People and the Environment* – to promote sustainable food systems in the context of Norwegian foreign and development policy in the period 2019-2023.[65] The plan stresses how increasing insecurity in regard of access to food may trigger or reinforce conflict and migration. As the majority of hunger crises are predictable, much can be done through prevention and early action. Norway will work to ensure a holistic perspective and better interaction between humanitarian efforts and long-term development work in the food systems.

[63] https://www.regjeringen.no/en/dokumenter/digital-strategy/id2608197/
[64] https://www.regjeringen.no/en/dokumenter/meld.-st.-27-20182019/id2654250/
[65] https://www.regjeringen.no/en/aktuelt/combat_hunger/id2661244/. The plan itself is only available in Norwegian: https://www.regjeringen.no/no/dokumenter/matsystemer/id2661208/

19 Information and publications

19.1 Background information

Recent statistics and publications by *Statistics Norway* on migration related issues with many sub-topics (all with at least a summary in English):
http://ssb.no/en/innvandring-og-innvandrere

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/

Recent studies commissioned by UDI and the *Ministry of Justice and Public Security*:
http://www.udi.no/en/statistics-and-analysis/research-and-development-reports/

Facts concerning integration policy published by the *Directorate of Integration and Diversity (IMDi)*:
http://www.imdi.no/en/

Overview of studies and ad-hoc queries on issues concerning migration in the *European Migration Network (EMN)*:
http://www.udi.no/en/statistics-and-analysis/european-migration-network---norway/

19.2 Some recent publications

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Sustainable Migration in Europe
EMN Norway Occasional papers
https://www.udi.no/en/statistics-and-analysis/european-migration-network---norway/emn-norway-papers/sustainable-migration-in-europe-2018/

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Sustainable Migration Framework
EMN Norway Occasional papers,
https://www.udi.no/en/statistics-and-analysis/european-migration-network---norway/emn-norway-papers/sustainable-migration-framework/

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Do terrorist Attacks Affect Ethnic Discrimination in the Labour Market? Evidence from Two Randomised Field Experiments.
British Journal of Sociology. 70(1), 241- 260
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Social Insurance Design and the Economic Integration of Immigrants,
in Calmfors, Lars and Sánchez Gassen, Nora (eds.) *Integrating Immigrants into the Nordic Labour Markets*
Nord 2019:024, Nordic Council
https://www.nordregio.org/publications/integrating-immigrants-into-the-nordic-labour-markets/

Erdal, Marta Bivand (2019)
Negotiation dynamics and their limits: Young people in Norway deal with diversity in the nation
Political Geography 79
https://www.prio.org/utility/DownloadFile.ashx?id=1828&type=publicationfile

Brekke, Jan-Paul & Beyer, Audun (2019)
"Everyone wants to leave": Transit migration from Khartoum — The role of information and social media campaigns.
Report 2019:11 – Institute for Social Research
https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/bitstream/handle/11250/2601444/Rapport_11_19_web.pdf?sequence=1&isAllowed=y

Brekke, Jan-Paul; Beyer, Audun & Enjolras, Bernard (2019)
Anti-Semitism online and in social media in Norway. Characteristics, Sources and Countering (Antisemittisme på nett og i sosiale medier i Norge: Kjennetegn, avsendere og motvirkning)
Report 2019:5 – Institute for Social Research
https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/bitstream/handle/11250/2589085/Antisemittisme%2bp%25C3%25A5%2bnett%2bog%2bi%2bsosiale%2bmedier%2bi%2bNorge.pdf?sequence=1&isAllowed=y

Brekke, Jan-Paul; Birkvad, Simon R. & Erdal, Marta B. (2019)
Losing the Right to Stay: Revocation of immigrant residence permits and citizenship in Norway — Experiences and effects.
Report 2019:9 – Institute for Social Research (English summary)
https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/bitstream/handle/11250/2599967/Rapport_9_19_Losing_the_right_to_stay_Web.pdf?sequence=1&isAllowed=y

Brochmann, Grete & Dølvik, Jon Erik (2018)
The welfares state and international migration. The European challenge.
In Greve, Bent (ed.), *Routledge Handbook of the Welfare State.* (Second Edition)
Routledge. ISBN 978-1-138-63164-9, ch. 44, pp 508 – 521
https://www.routledge.com/Routledge-Handbook-of-the-Welfare-State-2nd-edition/Greve/p/book/9781138631649

Brochmann, Grete & Grødem, Anne Skevik (2019)
Absorption Capacity as Means for Assessing Sustainable Immigration
EMN Norway Occasional Paper
https://www.udi.no/globalassets/global/european-migration-network_i/emn-norway-papers/absorption-capacity.pdf

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EMN Occasional Papers
https://www.udi.no/en/statistics-and-analysis/european-migration-network---norway/emn-norway-papers/defining-sustainable-migration/

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The transition from education to work among highly educated descendants of immigrants (Overgang fra utdanning til arbeid blant høyt utdannede etterkommere av innvandrere)

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Nordic Journal of Migration Research, Vol. 4, 4 (forthcoming)

Eggen, Fernanda et al. (2019)
Automation/Robotisation – Demography – Immigration. Possibilities for low-skilled immigrants in the labour market of tomorrow
Report 7-2019. Economics Norway
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