

International Migration

2005-2006

SOPEMI report for Norway



**NORWEGIAN MINISTRY
OF LABOUR AND SOCIAL INCLUSION**

SOPEMI-report for Norway

International Migration 2005-2006

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Table of contents:

1 OVERVIEW	4
2 MIGRATION REGULATION AND FLOWS – GENERAL CHARACTERISTICS.....	6
2.1 <i>Legislation</i>	6
2.2 <i>Migration flows</i>	7
2.3 <i>Immigration according to entry categories</i>	9
3 REFUGEES AND ASYLUM SEEKERS	10
3.1 <i>Legislation and policy</i>	10
3.2 <i>Flows and permits</i>	10
3.3 <i>Resettlement of refugees</i>	12
3.4 <i>Placement in municipalities</i>	13
3.5 <i>Voluntary repatriation</i>	14
4 FAMILY-RELATED IMMIGRATION	15
4.1 <i>Legislation and policy</i>	15
4.2 <i>Flows and permits</i>	15
5 LABOUR MIGRATION	17
5.1 <i>Legislation and policy</i>	17
5.2 <i>Flows and permits</i>	18
6 MIGRATION FOR EDUCATION AND TRAINING	21
6.1 <i>Legislation and policy</i>	21
6.2 <i>Flows and permits</i>	21
7 IRREGULAR MIGRATION AND RETURN	23
7.1 <i>Legislation and policy</i>	23
7.2 <i>Illegal entry and residence</i>	23
7.3 <i>Return</i>	24
8 FOREIGN NATIONALS AND THE IMMIGRANT POPULATION	25
8.1 <i>Population growth and fertility rates</i>	25
8.2 <i>Foreign nationals</i>	25
8.3 <i>Immigrant population</i>	26
8.4 <i>Refugee population</i>	28
9. NATIONALITY AND NATURALIZATION	29
9.1 <i>New Nationality Act</i>	29
9.2 <i>Naturalizations</i>	29
10 INTEGRATION AND SOCIAL INCLUSION	31
10.1 <i>Policy goals and guidelines</i>	31
10.2 <i>Plan of action for integration and social inclusion</i>	32
10.3 <i>Introduction programme</i>	32
11 EDUCATION	34
11.1 <i>Schooling of language minority pupils</i>	34
11.2 <i>Children sent abroad for education</i>	35
11.3 <i>Adult education</i>	35
12 THE LABOUR MARKET	37
12.1 <i>Labour market policy</i>	37
12.2 <i>Immigrants and rate of employment</i>	38
12.3 <i>Unemployment among immigrants</i>	39
12.4 <i>Labour market schemes</i>	41
13 PARTICIPATION IN ELECTIONS	43
13.1 <i>Local elections</i>	43
13.2 <i>National elections</i>	43
14 RACISM AND DISCRIMINATION	45
14.1 <i>Plan of action to combat racism and discrimination</i>	45
14.2 <i>Legal protection against ethnic discrimination</i>	45
15 INFORMATION AND RECENT REPORTS IN ENGLISH	46

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Tables:

Table 2.1 Migration flows 2000-2005	8
Table 3.1 Asylum applications, major countries of origin. 2000 – 2005	11
Table 3.2 Asylum seekers granted refugee status – 1. and 2. instance. 2000 - 2005	12
Table 3.3 Asylum seekers granted humanitarian status – 1. and 2. instance. 2000 - 2005	12
Table 3.4 Resettlement of refugees, major countries of origin, 2005.....	13
Table 4.1 Permits for family-immigration, major countries of origin. 2001 – 2005 ...	16
Table 5.1 Permits granted for skilled work. 2001 – 2006*	19
Table 6.1 Permits for education and training. Major categories. 2001-2005	22
Table 7.1 Rejections and expulsions. 2001-2005	24
Table 8.1 Foreigners, major nationalities. 1.1.2001 – 1.1.2006	26
Table 8.2 Immigrants with two foreign born parents. Region of birth. 2001-2006	27
Table 8.3 Immigrant population by major countries of origin. 1.1.2001 - 1.1.2006 ...	28
Table 9.1 Naturalizations. Major countries of origin. 2001-2005	30
Table 11.1 Language minority pupils. Receiving adapted instruction in primary and lower secondary school. Percentage of all. 2000-2006.....	35
Table 11.2 Norwegian language and social studies for adult immigrants – lessons and participants. 2001-2005	36
Table 12.1 Employment rate, total population and first generation immigrants. Per cent of total number aged 16-74 in each group. 2000 - 2005.....	38
Table 12.2 Unemployment rate - region of origin. Per cent of the labour force. Second quarter 2000 - 2006	40
Table 12.3 Participation in labour market schemes - region of origin. Per cent of total number aged 16-74. Second quarter 2000 – 2006.....	41
Table 13.1 Participation in local elections - region of origin. Per cent of the electorate. 1999 and 2003	43

Diagrams

Diagram 2.1 Immigration according to entry categories, 1990 - 2005.....	9
Diagram 3.1 Asylum seekers - 1990-2005	11
Diagram 3.2 Number of resettled refugees 2000 - 2005	13
Diagram 5.1 Permits for seasonal work. 1993-2006*	18
Diagram 5.2 Currently valid work-related permits. Nationals from the new EEA member states. Start of each month 2003, 2004, 2005, 2006*	19
Diagram 5.3 Valid work-related permits, all categories. Non-Nordic countries. Monthly from 1.1.2003 to 1.10.2006.....	20
Diagram 8.2 Major immigrant groups, foreign and Norwegian-born. 1.1.2006	27

1 Overview

- New statistics on immigration to Norway from non-Nordic countries according to entry categories show that during the period 1990 - 2005, altogether 254 000 immigrants from non-Nordic countries have entered. 7 out of 10 still live in Norway. 43 per cent of all immigrants in this period have been admitted as family members of residents. 31 per cent have been granted a permit after arriving as refugees and asylum-seekers. 14 per cent have come as labour immigrants, while 11 per cent have arrived for educational purposes.
- In 2005 the share of family-related immigration was 43 per cent, just as averagely for the period. Similarly, the share of immigration for education and training was 12 per cent. However, the share of labour immigration had risen to 26 per cent and immigration related to flight had fallen to 17 per cent. Most probably these tendencies continued in 2006.
- Net-immigration of foreigners in 2005 was almost 19 000 persons, an increase by more than 5 000 compared to 2004. This was the second highest level ever recorded. The increase was first of all a result of the rising number of labour migrants, especially from Poland. Regarding Norwegian nationals, net emigration was only 300 persons in 2005, lower than the previous years.
- Family ties were the most important source of long-term immigration from non-Nordic countries. The number of permits increased only slightly in 2005, with about 13 000 permits. Major countries were Thailand, Iraq, Somalia and Poland. Also for this category the biggest change was the increase in family-immigration from Poland. More than half of the family permits involved husbands, wives or partners, while 44 per cent concerned children reunited or entering with (one of) the parents. Some new measures have been implemented during 2006 to prevent negative effects of family-based immigration. These are first of all aimed at preventing forced or pro forma marriages as well as marriages with abusive men.
- The number of new employment-related permits issued decreased in 2005, compared to 2004, but there was a significant increase in the number of renewals. Combining new permits and renewals there was an increase of more than 10 000 permits, mainly due to the high number of permits granted to nationals from Poland and Lithuania. The number of work permits issued for skilled work almost doubled. 1 200 permits are still far below the limit of 5 000, for which no labour market needs test is required. In February 2006 new regulations intended to prevent employers from hiring labour migrants at substandard conditions were implemented. It was decided to prolong the transitional rules without amendments for labour migrants from the eight relevant EU countries from May 1 2006.
- The number of asylum seekers in 2005 dropped further to 5 400. During this year about 10 per cent (600) of the applications processed in the asylum procedure, resulted in asylum. An additional 35 per cent (2 400) were granted a

permit on humanitarian grounds. 45 per cent of these permits were based on the need for protection. 55 per cent were based on humanitarian concerns such as health problems. In addition to these permits close to 1 000 refugees were accepted for resettlement in Norway in 2005. In February 2006 the Immigration Act was amended, regulating the right of asylum seekers to accommodation in reception centres. Persons with a final negative decision in their asylum case are, with some exceptions, barred from residing in the regular reception centres. They are offered housing in a special centre until they leave Norway.

- Together with the state budget for 2007 two action plans were presented. One is the *Plan of action for integration and social inclusion of the immigrant population*, containing 28 measures worth a total of 400 million NOK (approx. 50 million Euro) The objectives of the plan are to prevent lower participation and poorer living conditions among immigrants compared to the population in general; to ensure that immigrants as quickly as possible can contribute to the Norwegian labour market and society; and to ensure equal opportunities for migrants and their descendants. More labour market schemes and targeted assistance for immigrants are central proposals in the plan. The second plan of action is aimed at poverty reduction. This plan also points at increased participation in the labour market as a key factor.
- More comprehensive anti-discrimination legislation was implemented on January 1, 2006. The *Anti Discrimination Act* applies to all areas of society except family life and personal relationships, and prohibits discrimination based on ethnicity, national origin, descent, colour, language, religion or belief. The Act protects against both direct and indirect discrimination. At the same time the Equality and Anti-Discrimination Ombud and the Equality and Anti-Discrimination Tribunal was established to enforce and monitor the law.

2 Migration regulation and flows – general characteristics

2.1 Legislation

The Immigration Act of 24 June 1988 regulates the entry of foreign nationals into Norway and their right to residence and work. In simplified terms, four categories are admitted:

- labour migrants, i.e. persons with a concrete job offer
- refugees and others in need of protection or residence on humanitarian grounds
- persons with close family links to persons residing in Norway
- students, trainees and au pairs.

As a general rule, students etc. are only granted temporary residence, but they may work part time and transform their status after receiving a job offer on completion of their studies. (Cf. a study on such a change of status presented in ch. 6) The other categories may, dependent on certain criteria, be granted either permanent or temporary residence.

Two kinds of permits may be issued: residence permits or work permits. Residence permits only confer the right of residence. The holder may not take up gainful employment. Work permits confer both the right to reside and to take up gainful employment. Thus, foreign nationals who have a work permit do not need and are not granted, a separate residence permit. A third kind of permit - the settlement permit - confers permanent rights. It is normally issued after three years of residence, providing all other conditions are met.

In addition to foreign nationals meeting the general immigration regulatory conditions for a work permit, residence and work permits are mainly granted to persons in need of international protection, on humanitarian grounds, to family members of Norwegians or legal immigrants and to students. The major legal migration categories are discussed in chapters 3 to 6.

The Directorate of Immigration (UDI) handles as first instance applications for asylum, as well as for residence permit, work permit, settlement permit and the question of expulsion. Applicants, whose applications are rejected, may appeal to the second instance, the Immigration Appeals Board (UNE), which is an independent appeal body.

The Government will during the first half of 2007 submit its proposal for a new immigration act to the Storting. There is a lively debate on which regulations the new act should contain. Among the most controversial issues are whether the act should attempt to prevent forced marriages by increasing the minimum age for immigration through marriage and by introducing conditions concerning established links to Norway prior to the marriage.

EU regulations regarding free movement of persons apply to nationals of a state party to the Agreement on the European Economic Area (EEA), with the exception out-

lined below. The same applies to members of the EFTA Convention, in practice Switzerland.

When the EEA was enlarged to include ten new EU member countries from May 2004, the Norwegian government decided to apply transitional rules in the initial two-year period when national rules may apply for workers from the new member states (with the exception of Cyprus and Malta). The transitional rules stipulate that migrant workers from the relevant states are required to obtain an EEA-permit before they start working. Such permits are issued for full-time employment at normal rates of pay and under normal working conditions.

These regulations were extended from May 1 2006, and will be reviewed regularly. Whether the same regulations will be implemented for employees from Bulgaria and Romania from January 1st 2007 is presently being considered.

Norway implemented the Schengen agreement by 25 March 2001 and the rules of the Dublin II regulation by 1 September 2003.

2.2 Migration flows

With the exception of 1989, Norway has had net immigration¹ since the late 1960s, cf. table A10. The annual average has almost doubled from 6 300 yearly for the period 1986-1990 to 11800 for the period 1996-2000, and increased further to 13 600 for the period 2001-2005, cf. table A6.

From 2004 to 2005 there was an increase of more than 5 000 persons. The net-immigration of 18 400 persons in 2005 was the second highest ever recorded, only surpassed by the year of 1999 when many Kosovars were granted temporary protection. The level of immigration may vary quite a lot from one year to another due to international migration dynamics and migration policies, as well as changing needs for labour and shifting flows of refugees and asylum seekers. Furthermore, it might be influenced by the handling capacity of the immigration authorities. The emigration level has also increased, but at a slower pace than immigration. It is mostly determined by the economic cycles in Norway, or exceptional events as the return of many Kosovars during 2000-2001, in addition to the size and composition of the immigration the previous years.

During 2005 the *immigration* of foreign nationals to Norway increased by 3 500, cf. table A7. Almost 31 500 *foreign nationals*, slightly less than half of them women, were registered as immigrants by the Central Population Register. This means that they arrived with the intention to stay for more than 6 months, and had the legal right for this. Asylum seekers are normally registered only after having been settled in a Norwegian municipality after a positive outcome of their application. Normally, an asylum seeker whose application has been dismissed will not be registered as an 'immigrant', even if the application process has taken a long time.

There was an increase in inflow from all parts of the world from 2004 to 2005, but most of it was from other industrialized countries, particularly from new EU-countries, first of all Poland (3 300). After Poland, with 3 300 immigrants in 2005,

¹ Immigration covers persons who have moved to Norway with the intention of staying 6 months or more, and who are registered as such in the Central Population Register

the highest inflow of foreigners came from Sweden (2 700), Germany (1 700), Denmark (1 500), Iraq (1 400) and Russia (1 400). From Thailand, the Philippines and some other countries a substantial proportion are women marrying Norwegian men.

The *return-migration of Norwegians* from other countries has been quite stable over the years, mostly between nine and ten thousand. In 2005 the number increased only slightly to 8 800, compared to approximately 8 600 in 2004, cf. table A10.

The *gross inflow* to Norway in 2005 was approximately 40 200 persons; 31 400 foreigners and 8 800 Norwegians, cf. table A4 and A10. For most nationalities the immigrants were relatively evenly divided between the genders, but from some countries in Eastern Europe and from Thailand and the Philippines, a large majority were women, cf. table A4f and A4m.

2005 saw a *gross outflow* of almost 21 700 persons, 12 600 foreign nationals and 9 100 Norwegians; cf. table A5 and A10. This represents a small decrease from 2004. Of the total outflow 10 600 were women and 11 100 were men, cf. A5f and A5m. The largest outflow from Norway in 2005 were to Sweden (4 300) and Denmark (2 900).

The *net immigration of foreign nationals* in 2005 was 18 700, 4 700 more than the year before, cf. table A10. Net immigration was particularly noticeable in relation to Poland (2 900), Iraq (1 200) and Russia (1 200). Regarding Norwegian nationals, there was net emigration of 300 in 2005, comparatively few, and down from 800 in 2004, cf. tab. A10.

There are significant differences between various immigrant groups considering whether they come to stay in Norway permanently, or whether their visit is of a temporary nature, cf. table A11. On average 50 per cent of those immigrating between 1970 and 2000 were still in Norway after five years. Countries in Asia had the highest proportion staying (80 per cent on average), while persons from Oceania had the lowest proportion staying (25 per cent on average).

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

Table 2.1 Migration flows 2000-2005

	2000	2001	2002	2003	2004	2005
Inflow:	36 500	34 300	40 100	35 900	36 500	40 200
- foreigners	27 800	25 400	30 800	26 800	27 900	31 400
- nationals	8 800	8 900	9 300	9 200	8 600	8 800
Outflow:	26 900	26 300	22 900	24 700	23 300	21 700
- foreigners	14 900	15 200	12 300	14 300	13 800	12 600
- nationals	11 900	11 100	10 700	10 300	9 400	9 100
Net migration:	9 700	8 000	17 200	11 300	13 200	18 400
- foreigners	12 900	10 200	18 500	12 400	14 000	18 700
- nationals	- 3 200	- 2 200	- 1 300	- 1 200	- 800	- 300

Source: SSB

Considering migration between Norway and other OECD countries the inflow during 2005 was 14 700, and the outflow was 8 400. This gives a net inflow of 6 300. The

net-inflow was mainly from Poland, Germany, Sweden and the Netherlands. Annex B provides detailed information on the OECD-related migration.

2.3 Immigration according to entry categories

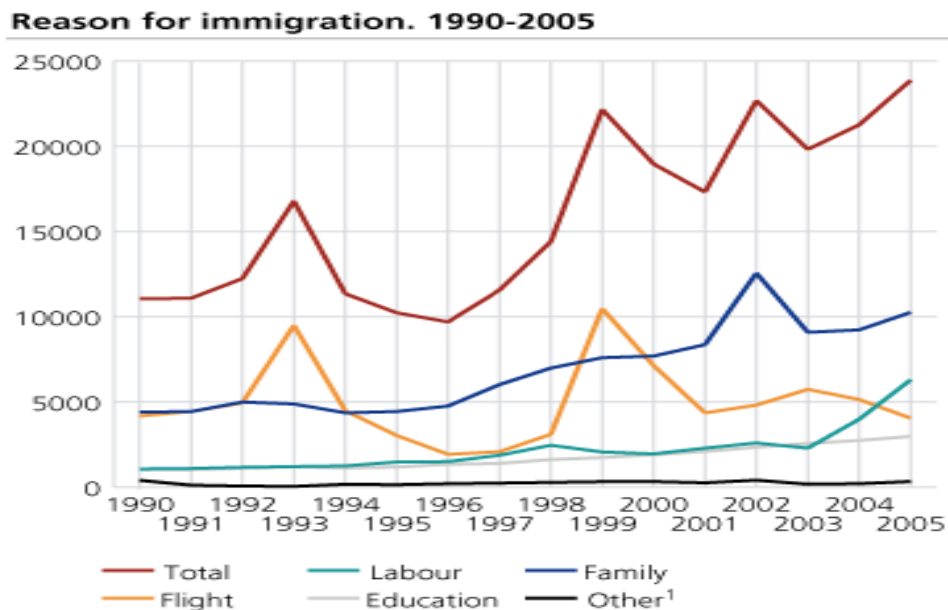
New figures on immigration from non-Nordic countries according to different entry categories (family, protection, labour, education/training) were recently published by Statistics Norway. The general picture is that since 1990, 43 per cent of all registered immigrants have been admitted as family members of a resident. 31 per cent have arrived as refugees and asylum-seekers. 14 per cent have come as labour migrants, while 11 per cent have arrived for educational purposes. Altogether 254 000 immigrants from other than Nordic countries have entered. 7 out of 10 still live in Norway.

Some important aspects:

- More women than men have immigrated, due to the high proportion of women who have come as family immigrants.
- Since 1999 the number of immigrants have been above 17 000 yearly, reaching almost 24 000 in 2005.
- The proportion arriving as family members was only 34 per cent in 1999, reached a high point of 55 per cent during 2002, and was reduced to 43 per cent in 2005.
- The proportion of immigrants granted some form of protection has decreased, from 57 per cent in 1993 down to 17 per cent in 2005.
- The proportion of labour immigrants was only 7 per cent in 1993. In 2005 the share reached 26 per cent.
- There has been a relatively small increase in the share of persons immigrating for educational purposes, passing 12 per cent during 2005.

The main developments are reflected in the diagram below.

Diagram 2.1 Immigration according to entry categories, 1990 – 2005



¹Other also includes unknown.

3 Refugees and Asylum Seekers

3.1 Legislation and policy

The Directorate of Immigration processes asylum applications in pursuance of the Immigration Act of 1988. A refugee has on application a right to asylum. A refugee within the definition of the act is a foreign national who falls under Article 1A of the 1951 UN Refugee Convention relating to the Status of Refugees. An asylum seeker, who is deemed not to meet the criteria for asylum, may be granted subsidiary protection in the form of a residence permit on humanitarian grounds.

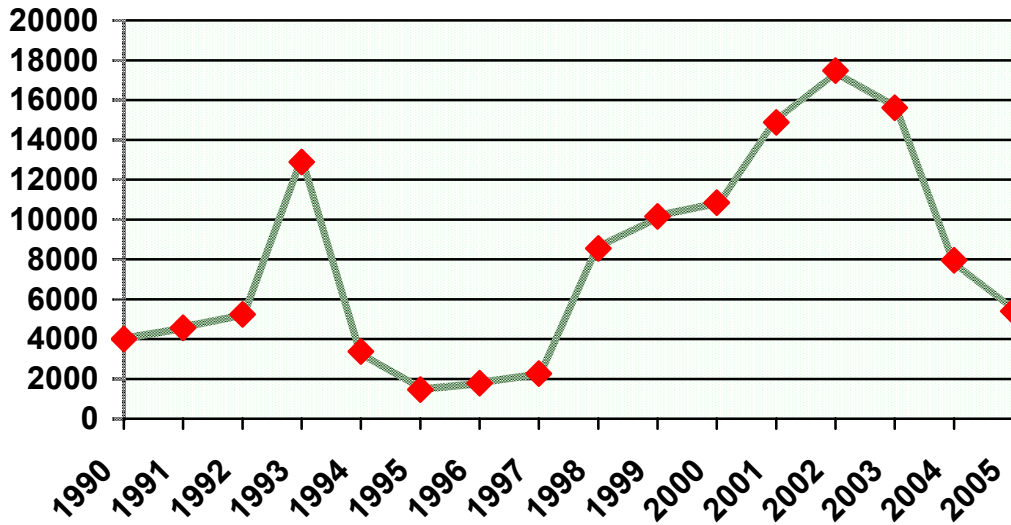
All asylum seekers are offered temporary accommodation in reception centres. By June 2006 there were 8 000 inhabitants in such centres. Four of the centres are provided with extra resources in order to give asylum seekers with particular needs, such as psychological problems, better living conditions. Unaccompanied minor asylum seekers, below 18 years, are given accommodation either in special sections of reception centres mentioned above, or in a separate reception centre for minors. Minors younger than 15 years are accommodated separately.

In February 2006 the Immigration Act was amended, regulating the right of asylum seekers to accommodation in reception centres. Normally, the offer to live in a reception centre is given until the asylum seekers are given a final negative decision, or in case of a positive decision until they are settled in a local municipality. Persons with a final negative decision in their asylum case are offered to stay in a special centre until they leave Norway. Some persons within this categories are excepted from this general rule - unaccompanied minors, families with children and persons having applied for the return programme by IOM, cf. chapter 7.2 , and people with various medical problems. They are allowed accommodation in ordinary reception centres until they leave Norway.

3.2 Flows and permits

Asylum seekers granted residence and resettled refugees constitute an important category of immigrants. Until the last couple of years variations in the number of asylum seekers have probably accounted for more of the fluctuations in net migration than variations in job opportunities. During the five-year period 1998-2002 the number of asylum seekers to Norway increased considerably, 2002 being a peak year with 17 500 arrivals from a variety of countries, cf. diagram 3.1. Historically, this is the highest number ever, cf. table A12. In 2005 the downward trend in the number of applicants continued, ending at 5 400. The largest groups came from Iraq, Somalia and Russia, cf. table 3.1 below. There were applications from 102 countries.

Diagram 3.1 Asylum seekers - 1990-2005



Source: UDI

During 2006 the number has stabilised, and it is predicted that the total number of applicants will be the same as the previous year. Approximately 3 400 persons applied during the first nine months. During these nine months of 2006 half of the applicants have come from five countries; Serbia and Eritrea in addition to the three mentioned above.

Table 3.1 Asylum applications, major countries of origin. 2000 – 2005

Country of origin	2000	2001	2002	2003	2004	2005
Total, of which:	10 842	14 872	17 480	15 613	7 950	5 402
Iraq	766	1 056	1 624	938	413	671
Somalia	910	1 080	1 534	1 601	957	667
Russia	471	1 318	1 718	1 893	938	545
Serbia and Montenegro*	4 188	928	2 460	2 180	860	468
Afghanistan	326	603	786	2 032	1 059	466
Iran	327	412	450	608	393	279
Stateless	120	194	391	366	298	209
Eritrea	51	132	269	198	110	177
Ethiopia	96	173	325	287	148	100
Bosnia-Herzegovina	272	907	810	657	119	52
Other	3 315	8 069	7 123	4 853	2 655	1 768

* Ex-Yugoslavia until 2003

Source: UDI

The total number of applicants granted asylum increased in 2005 cf. table 3.2. However, since fewer applications were processed this was 10 per cent of the applications, twice as many as the previous year. During the first nine months of 2006 the proportion has increased slightly to 12 per cent.

Table 3.2 Asylum seekers granted refugee status – 1. and 2. instance. 2000 - 2005

Level	2000	2001	2002	2003	2004	2005
1. instance	97	292	332	588	457	567
2. instance	4	4	10	21	75	62
Total	101	296	342	609	532	629

Source: UDI

The low acceptance rate does not give the full picture of the number of asylum seekers who are given leave to remain in Norway. In 2005 2 400 asylum seekers were granted a resident permit on humanitarian grounds, down from 3 600 in 2004, cf. table 3.3.

Table 3.3 Asylum seekers granted humanitarian status – 1. and 2. instance. 2000 - 2005

Level	2000	2001	2002	2003	2004	2005
1. instance	2 856	4 036	2 958	2 961	3 023	1 913
2. instance	343	265	326	219	613	513
Total	3 199	4 301	3 284	3 180	3 636	2 426

Source: UDI

Furthermore, since 2003 it has been possible to distinguish between two categories of humanitarian status:

- a) Need for protection, without satisfying the criteria for convention refugee status
- b) Strong humanitarian concerns (health problems etc.)

In 2004 43 per cent belonged to category a) and 57 per cent to category b). During 2005, the figures changed slightly to 45 per cent and 55 per cent. During the first nine months of 2006 the ratio was approximately the same.

In 2005 55 per cent of the applications that had been examined on their merits were rejected in the first instance, down from 60 per cent in 2004. During the first nine months of 2006, this downward trend has continued, decreasing to 46 per cent rejections. This tendency is interpreted as a consequence of the successful implementation of measures to deter asylum seekers with unfounded claims.

In 2005 21 per cent of the applications were transferred to another country for consideration of their merits there, in accordance with the Dublin procedure. This was a decrease from 26 per cent in 2004. During the first six months of 2006, the share of Dublin cases has declined further, to 15 percent of all asylum applications received.

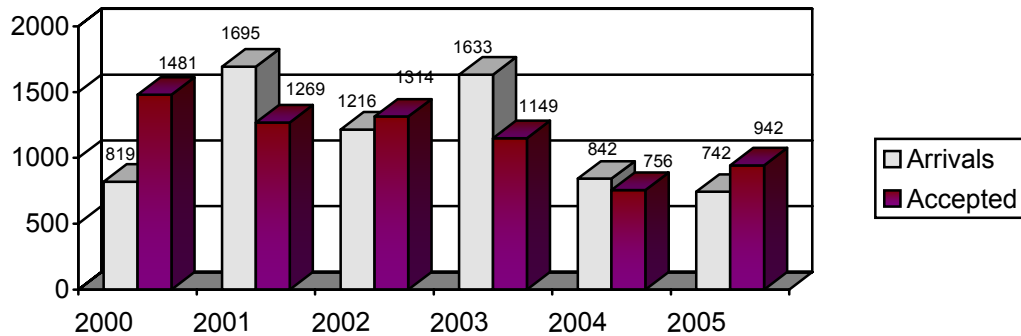
3.3 Resettlement of refugees

In addition to asylum seekers, Norway admits a given number of refugees as part of an annual resettlement quota. A three-year perspective is applied, which means that

the actual number of refugees resettled in Norway may vary from year to year within this period. Unused quota places may be carried over to following years. In addition, should UNHCR make an appeal for international burden sharing in a specific refugee situation, the quota may be expanded. The Storting has set the quota for 2006 to 1 000 places, the same as in 2005. The government has in its budget for 2007 proposed an increase to 1 200.

In 2005 more than 940 refugees were accepted for resettlement, and almost 750 arrived this year, cf. diagram 3.2. Some of those arriving had been accepted the previous year.

Diagram 3.2 Number of resettled refugees 2000 - 2005



Source: UDI

In 2005 80 per cent of those offered resettlement and of those actually arriving came from three countries, Myanmar, the Democratic republic of Congo and Burundi..

Table 3.4 Resettlement of refugees, major countries of origin, 2005

Countries of origin	Resettled refugees
Myanmar	274
Dem. Rep. of Congo	259
Burundi	59
Etiopia	27
Sudan	22
Other	101

Source: UDI

The 2006 resettlement quota has been pre-allocated to 280 refugees from Africa and 280 from South East Asia. Special missions have selected Congolese refugees from Zambia and Malawi, and Burmese refugees from Thailand and Malaysia. The other places have not been pre-allocated to particular refugee groups, but priority is as earlier years given to "women-at-risk". Norway has a fast track procedure for refugees in urgent need of resettlement (80 places).

3.4 Placement in municipalities

Foreign nationals with refugee or humanitarian status enjoy full freedom of movement. They may in principle choose to settle wherever they want. In reality, most depend on public assistance to find suitable housing. Those who depend on assis-

tance, have to settle in the municipality where they are placed. The Norwegian municipalities are sovereign when it comes to deciding on the number of refugees to accept. They are compensated financially by the central government for expenses they may have through the grant of a fixed sum per refugee over a five year period. For 2006 this sum was NOK 450 000 (appr. Euro 55 000) for adults and NOK 430 000 for children under 18 for the whole period. In addition there were additional grants for placement of unaccompanied minors, elderly and handicapped persons.

4 400 foreign nationals with refugee or humanitarian status were provided housing and integration measures by the municipalities in 2005. In addition 430 family members reunited with such nationals were covered by this system.

3.5 Voluntary repatriation

Voluntary repatriation is seen as the best durable solution to a refugee problem, when conditions are safe. A government programme for voluntary repatriation for refugees has been in place since 1992. The programme consists of two main elements: individual benefits and support for return motivating projects. The individual pre-departure assistance is set at NOK 15 000 plus travel expenses. In addition, return-related projects are funded, including projects aiming at:

- improving the information about conditions in the home country
- training refugees for the needs of reconstruction
- reconciliation and tolerance
- reception and reintegration in the country of origin
- establishment of income generating activity in the country of origin

Refugees have, with few exceptions, to a very limited extent chosen to repatriate from Norway. In 2005 only 58 persons repatriated, down from 77 in 2004. This is substantially lower than a few years ago, when many Kosovars with temporary, collective protection benefited from the programme. Every year some persons who have received the individual grant return to Norway. The support must then be repaid. In 2005 the number of such returnees was 61, i.e. exceeding the number repatriating the same year.

4 Family-related immigration

4.1 Legislation and policy

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

- Spouse - both parties must be over 18. It is a condition that the spouses shall live together. The rules in the Immigration Regulations concerning spouses apply similarly to partners of the same sex when the partnership is registered.
- Cohabitant - both parties must be over the age of 18, have lived together for at least two years and intend to continue their cohabitation.
- Unmarried child under 18 when both parents have or have been granted residence in Norway. Certain other groups of children are also included.
- Specified groups of parents of an unmarried child under 18.

A wider range of family members may be granted residence permit on the ground of family links, but they may not invoke a right to such a permit.

In general, the family member(s) living in Norway must meet an income support requirement. This is met when a person can maintain himself/herself and the applicant, on his/her own or together with the applicant, or when the applicant is self-sufficient. The principal must meet this requirement on his/her own when the applicant and/or the principal is under the age of 23. As a general rule, the income support requirement does not apply when the principal in Norway is a Norwegian citizen (and both principal and applicant are over 23), a child or Nordic citizen, has refugee status or a permanent residence permit.

Some new measures have been implemented during 2006 to prevent negative effects of family-based immigration. These are first of all aimed at preventing forced or pro forma marriages as well as marriages with abusive men. The government has declared that more legal measures will be introduced in the new immigration act, due early 2007.

4.2 Flows and permits

Family links have for several years been the most significant background for long-term immigration to Norway. The total number of family-related immigration increased slightly in 2005 to 13 000, compared to 12 750 in 2004. Numbers by the end of September indicate a further increase in 2006.

Major countries were Thailand, Iraq, Somalia and Poland, cf. Table 4.1 below. The biggest change was the increase in family-immigration from Poland. This tendency has been reinforced in 2006. More than half of the cases involved husbands, wives or partners, while 44 per cent were children reunited with parents or entering with (one of) the parents. From countries like The Philippines, Russia and Thailand, a large majority of the permits concerned women married to Norwegians. The largest group of children (700) were from Somalia. Concerning persons over 18, 74 per cent of the permits were granted to women. For as many as 40 per cent of the family immigration

permits, the reference person living in Norway was a Norwegian citizen (or from another Nordic country).

Out of close to 23 900 marriages contracted in 2005, 4 900 involved a Norwegian and a spouse who was a foreign national. Most existing and new trans-national marriages involved Norwegians and nationals from other European countries and from North America, but there is also a sizable and growing number of Norwegian men who marry women from Asian countries, cf. table A13 and A14.

Table 4.1 Permits for family-immigration, major countries of origin. 2001 – 2005

Countries of origin	2001	2002	2003	2004	2005
Total, of which:	12 142	14 607	10 469	12 750	13 035
Thailand	650	918	780	1 099	1014
Iraq	1 696	1 737	940	909	933
Somalia	645	1 707	652	689	929
Poland	232	289	247	390	748
Russia	637	905	797	742	653
Germany	382	426	401	563	558
Afghanistan	382	510	387	318	507
Pakistan	566	545	518	496	461
Philippines	366	457	396	437	433
UK	394	420	330	453	420
Turkey	490	465	445	418	369
Other	5 934	6 517	4 823	6 236	6 010

Source: UDI

5 Labour migration

5.1 Legislation and policy

The general rule is that all foreign nationals who intend to work or who want to run their own business in Norway must hold a work permit, cf. chapter 2.1. Nationals from Nordic countries are exempted from this rule. EEA nationals need a residence permit and only when their stay in Norway exceeds three months.

General immigration regulatory conditions apply for the issue of job-related work permits. First, there must be a concrete offer of employment. Second, pay and working conditions must not be less favourable than those provided by relevant industrial agreements. Third, as a general rule the employment offered must be of full time.

Work permits for skilled persons may be the basis for permanent residence in Norway. Such permits are granted to skilled workers, professionals and others with special qualifications. It is a condition that their competence is deemed necessary for the type of job being offered. Until a quota has been filled (5000 yearly since 2002) there is no requirement that the job for a certain period with no success has been offered labour in Norway and in the European Economic Area (labour market needs test).

1 May 2004 transitional rules pertaining to the access of nationals of the new EEA member states in Central and Eastern Europe to the Norwegian labour market came into force. Norway decided to prolong the transitional rules without amendments from May 1 2006. The main argument was that the transitional arrangement contributes to maintaining orderly conditions in the labour market, and that a set of strengthened regulations and provisions with a view to preventing social dumping must be in place before the arrangement is phased out.

In the context of the prolongation of the transitional arrangements the Government launched a series of measures aimed at preventing social dumping and thus protecting wage levels and work-life standards in Norway. The measures introduced comprise a reinforcement of the monitoring functions in terms of resources and increased cooperation between public agencies. In 2004, the Labour Inspection Authority and the Petroleum Safety Authority were authorised to carry out necessary inspections in the companies to ensure compliance with the terms of the work permits and collective agreements declared universally applicable by The Norwegian Tariff Board. As of today, any inconformity is to be investigated and sanctioned by the police.

A proposal giving The Labour Inspection Authority and the Petroleum Safety Authority expanded authority to impose sanctions in the event of non-compliance with generally applied collective agreements or the transitional arrangements is currently being considered by the Storting. Furthermore, preparations are being undertaken for the introduction of ID cards for construction workers, implementation of ILO's 94 Convention in the municipal sector, and assurance of more orderly conditions for the hiring and posting of workers.

In February 2006 new regulations intended to prevent employers from hiring labour migrants at substandard conditions were implemented.

Although the demand for labour fluctuates significantly, the demographic trends in Norway indicate that in the years to come there will be a need for labour migration. This is mainly due to a reduced growth of the Norwegian labour force and a growth in the number of old age pensioners and elderly in need of care. The government has recently indicated that a more active labour migration policy, mainly to attract more skilled labour, must be developed.

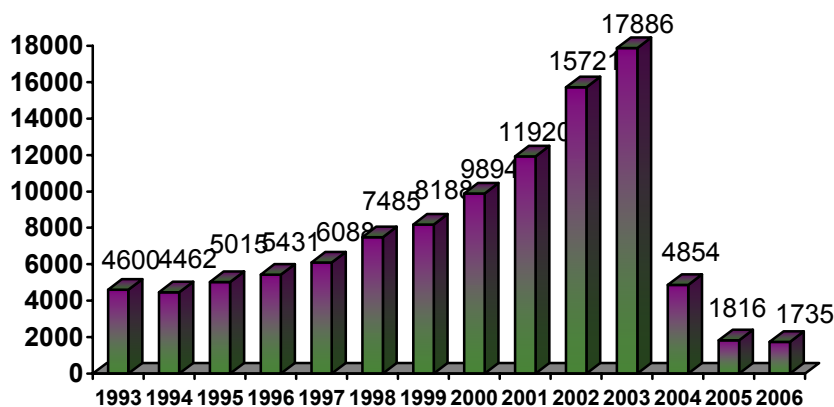
5.2 Flows and permits

It is difficult to obtain an accurate picture of the total labour-migration to Norway. Since Nordic nationals do not need any permit, immigration authorities do not register them. However, there are registrations by other authorities indicating that at least 50 000 persons from Nordic countries, both residents and non-residents, are employed in Norway.

In 2005 28 500 new work-related permits were granted in relation to employment, down from 33 000 in 2004. 19 300 of these permits were granted to persons from the new EEA countries, and 3 400 to persons from the other EEA countries. The number of renewals increased significantly in 2005, reaching 22 000. Close to 18 000 concerned nationals from the new member states. In 2004 there were only 7 000 renewals, 3 000 of these concerned the above mentioned nationalities. Combining new permits and renewals, there was an increase of more than 10 000 permits from 2004 to 2005.

In 2005 as earlier years the major category of work permits granted to nationals from countries outside the EEA was seasonal work. However, the difference between this category and skilled work is much smaller than before the EEA enlargement. The figure dropped from 4 850 in 2004 to merely 1 816 in 2005. The largest groups came from Rumania, Ukraine and Belarus.

*Diagram 5.1 Permits for seasonal work. 1993-2006**



* By September 30, 2006

Source: UDI

In 2005 there was a significant increase in the number of skilled persons, and the figures for the first nine months of 2006 indicate a further increase. Still, the figure is much lower than the annually fixed level of maximum 5 000 permits that may be granted without any labour market needs test. All in all, approx. 5 700 new work per-

mits for third country nationals were issued in 2005, a decrease from 8 800 in 2004. This is as mentioned a result of the EEA enlargement.

Table 5.1 Permits granted for skilled work. 2001 – 2006*

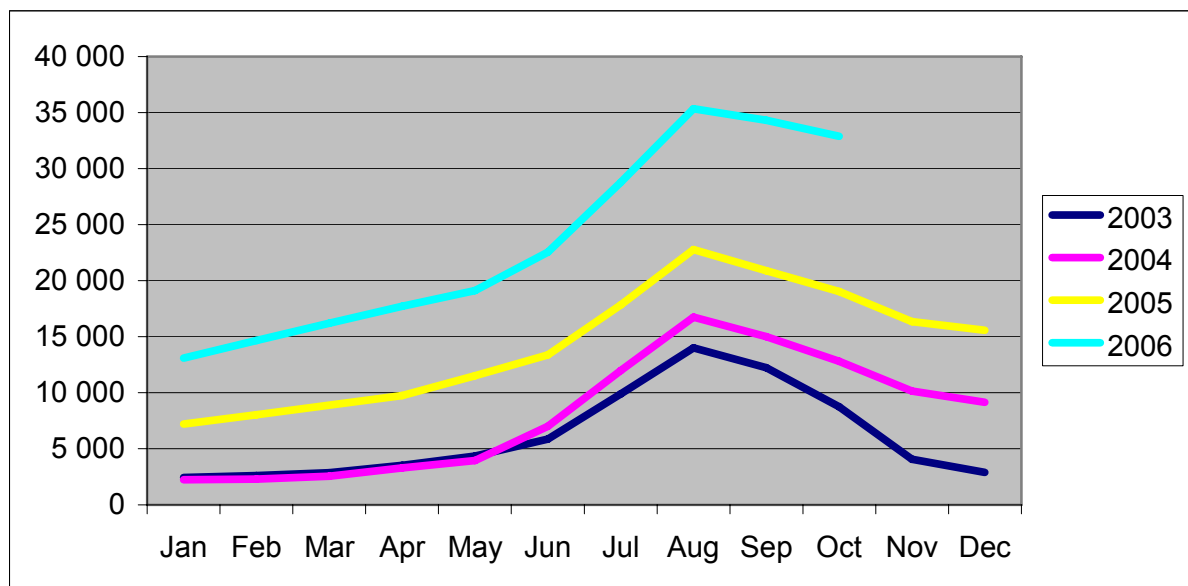
Permits	2001	2002	2003	2004	2005	2006*
Total,	777	1676	1127	747	1 223	1382
of which:						
India	52	53	47	36	100	223
USA	64	129	100	97	160	144
Russia	43	81	58	68	145	140
China	21	39	29	22	99	76
Poland	183	516	330	91	25	10
Other	414	858	563	433	744	809

* By September 30, 2006

Source: UDI

The EEA-enlargement from 1 May 2004 has had a substantial impact on labour migration to Norway. Despite transitional restrictions on the free flow of labour from eight countries the increase has been significant. In 2005 37 000 permits were issued, almost half of them renewals, indicating that more migrants are staying for a longer period.

*Diagram 5.2 Currently valid work-related permits. Nationals from the new EEA member states. Start of each month 2003, 2004, 2005, 2006**



* By September 30

Source: UDI

The diagram illustrates this increase. It also shows that the pattern indicating a peak period in the summer, mainly due to seasonal work in agriculture, continues after the enlargement. However, an increasing number come for more long-term work, mainly in building and construction. This is also indicated by an increasing proportion of one-year permits in 2006, compared to 2005 (27,5 vs. 17 per cent) and a lower proportion of permits up to three months (45 vs. 58 per cent)

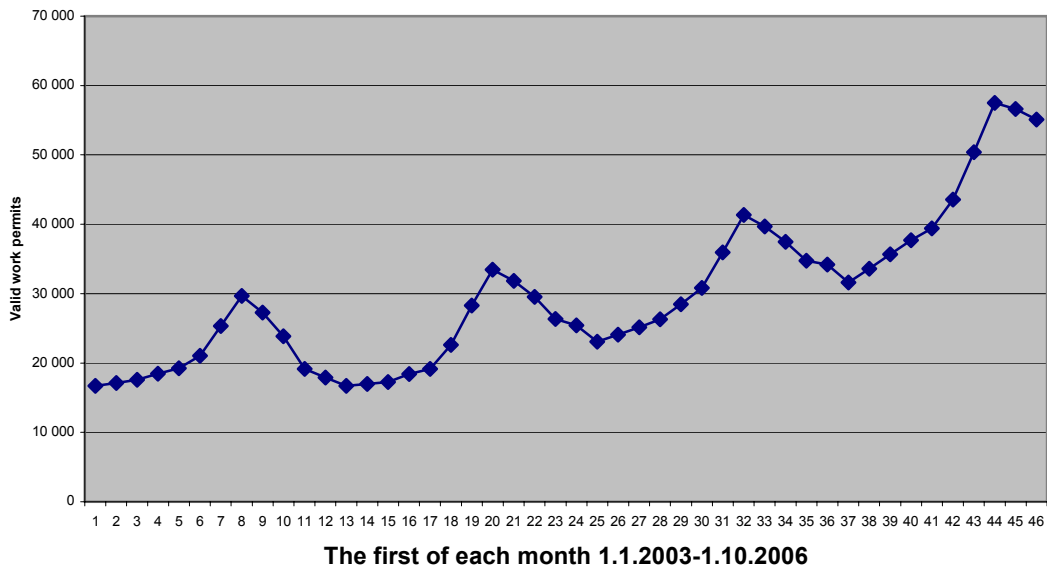
By the end of September 2006 44 000 EEA-permits had been granted to persons from the eight new member countries, compared to almost 32 000 during the same period in 2005. This is an increase of 37,5 per cent. 23 500 were new permits and 20 500 renewals, compared to 19 000 and 18 000 during the whole of 2005.

As in 2004 almost two thirds of the permits in 2005 were granted to nationals of Poland. By September 2006 this proportion had increased to over 70 per cent. Another 20 per cent come from Lithuania.

During the first nine months of 2005, 27 per cent of the work-related permits to citizens of the new EEA-states were women. For the same period of 2006 this proportion had decreased to 22 per cent. This might be an indication of a larger proportion working in building and construction, a sectors which recruits a very male-dominated work force.

By the first of October 2006 there were 55 000 valid work permits in Norway. As much as 60 per cent of these permits were held by persons from the new member countries, up from 51 per cent at the same time the previous year. The increase in the total number of work-related permits and the seasonal fluctuations (peak in August every year) are illustrated by diagram 5.3 below.

Diagram 5.3 Valid work-related permits, all categories. Non-Nordic countries. Monthly from 1.1.2003 to 1.10.2006



Source: UDI

6 Migration for education and training

6.1 Legislation and policy

A foreign national who has been admitted to an approved educational institution, generally a university or college, may be granted a residence permit to study in Norway. The applicant must be able to finance his/her studies and must have a place to live.

A study permit does not confer the right to take employment in Norway. However, students may apply for a part-time work permit or a permit to work during vacations when employment would not hamper their schooling. Full-time employment for a restricted period of time may also be applied for. Before foreign students may apply for a work permit, they must have received an offer of employment.

International students must leave Norway after completing their studies if they do not fulfil the criteria for another type of permit. The option to apply for a work permit as a skilled person after completion of studies was introduced in 2001. There were no significant changes in legislation or policy concerning international students during 2005-2006

A research project on international students and immigration to Norway since 1991 was published in 2006, cf. chapter 15 for reference. The report contains some important findings, which might be input to the ongoing revision of immigration laws and policies.:

- Few students in the period from 1991 to 2005 have remained in Norway after graduation. In total ten per cent of these students remained, half of them with a permit based on a job-offer, the other half with a family-related permit.
- For the last couple of years the proportion staying because of work has increased. Since 1991 less than 1000 students have stayed on with a permit based on employment.
- Persons coming from countries outside the EEA are more likely to stay than those from EEA-countries. Most prone to stay were students from Russia (23 per cent), India (23), Sri Lanka (20), Ghana (17), China (15).
- The government policy towards international students and immigration has been ambivalent. The requirement of return after studies is still emphasized, leading to the rejection of some applications. On the other side the policy is liberal in relation to applications for a work permit based on an offer of skilled employment.
- Many students are motivated to stay and work, but see it as unrealistic, partly because they have the impression of not being welcome as immigrants, partly because of limited opportunities in the labour-market, and partly due to lack of information on the possibilities to stay on.

6.2 Flows and permits

Table 6.1 below shows that the number of permits granted for educational and training purposes in 2005 increased to 6 100. 4 600 were permits granted for education,

1 200 for au-pairs and 300 for trainees. In addition there were more than 3 300 renewals of such permits.

Major source countries for international students in 2005 were Germany, China, France, Spain, USA, Italy, Russia, Poland, Netherlands and Turkey. For au-pair and trainee permits the major source countries were the Philippines, Ukraine, Russia, Romania, Poland, Lithuania, Peru, Sri Lanka, Thailand and Latvia.

Students etc. from the other Nordic countries are not included as they do not need any form of residence or work permit.

Table 6.1 Permits for education and training. Major categories. 2001-2005

Migration category	2001	2002	2003	2004	2005
Total, of which:	4289	4704	5468	5 440	6 108
Student (EEA, non-Nordic)	936	1186	1328	1 713	2 286
Student (non-EEA)	1413	1578	2097	1 828	1 922
Post doctorate	32	23	43	48	50
Folk high school	310	403	345	185	200
Au pair	666	743	948	1 019	1 208
Trainee	726	601	543	496	322
Other	189	161	164	131	120

Source: UDI

7 Irregular migration and return

7.1 Legislation and policy

The maximum penalty for a person who, for the purpose of profit, conducts organised activity to assist foreign nationals to enter the country illegally is 6 years of imprisonment. Furthermore, it is considered a criminal act to abandon to another person a passport or travel document, when the person concerned knows or ought to understand that a foreign national may use it to enter Norway or another state. The maximum penalty is two years imprisonment.

There are no special programmes for regularisation of status for illegal migrants. However, several countries refuse to take back their own nationals who do not return voluntarily. A person, whose application has been rejected, some times remains in Norway if his or her identity has not been established or the country of origin refuses to receive a national returned by force. As long as they do not obstruct their return, such persons have the opportunity to apply for a temporary work permit. The permit expires as soon as it is possible to return the foreign national to his or her country of origin.

Persons whose application for asylum has been rejected, can also call the Immigration Appeals Board's attention to the fact that his or her country of origin refuses to receive them. The Board then has the opportunity to reconsider their decision, and grant legal residence due to this new information. Furthermore, a person who has his or hers application for asylum rejected, will lose the right to accommodation in a reception centre, cf. chapter 3.1.

The new "Plan of action against human trafficking (2006-2009)" includes measures against other kinds of trafficking than in relation to prostitution, for instance organized begging, forced labour and illegal donation of organs. In the new plan the so called reflection period (a temporary residence permit) for victims of trafficking is prolonged to six months. It includes access to health care and social assistance for the victims and it puts more focus on children as victims of trafficking. There are also measures in the plan concerning witness protection for victims of human trafficking and increased penalties for traffickers.

7.2 Illegal entry and residence

Facts and figures concerning the extent of irregular migration in Norway, both entry and residence, are lacking. However, we know that the problem exists, particularly in the major cities with a relatively high proportion of immigrants and less social transparency. A research project on irregular migration has been initiated.

In 2005 only 7 per cent of asylum seekers in Norway had legal travel documents when they applied. In addition approximately 90% of the applicants apply at a police station inside the country, not at the border.

Each year a significant number of asylum seekers, many of them having their application rejected, leave the reception centres without providing a forwarding address. In 2005 there were 2 000 such persons who had not returned to a centre by October 2006. Some may have returned to their home country, some may have moved to

other countries and some may have stayed in Norway illegally to make a living through work, criminal acts or supported by friends or relatives. The number of persons who left in 2005 was less than half the number in 2004. One reason is that the number of persons in reception centres was lower in 2005 than the year before, but this can not explain the entire difference as there was also a drop in the frequency of departure without a forwarding address.

The police has apprehended a number of migrants working illegally during co-ordinated controls of various businesses, especially on construction sites and in shops and restaurants. Some of these illegal workers are former asylum seekers, while others have come directly to work, neither applying for asylum nor for a work permit. Those apprehended are expelled if there are no legal obstacles.

During 2005 700 persons were rejected at the border or after entry, a reduction from 1 150 the previous year. There were almost 1 300 expulsions, the same level as in 2004, cf. table 7.1 below.

Table 7.1 Rejections and expulsions. 2001-2005

Sanction	2001	2002	2003	2004	2005
Rejections – at entry	1 619	1 907	1 712	1 041	637
Rejections – later	219	102	137	108	70
Expulsions	(unav.)	(unav.)	1 141	1 260	1 274

Source: UDI

During 2005 the police transported 3 000 foreigners out of Norway, a reduction from 5 000 in 2004. 80 per cent of them were asylum seekers, who had their applications turned down, but also criminals and other categories are included. Halfway in 2006 the figure had reached 1 400. This downward trend mainly reflects the significant decrease in the number of asylum seekers, cf. 3.2.

7.3 Return

Return measures are important elements in a comprehensive migration policy. The aim is to facilitate return and provide motivation, so that persons who have had their asylum claim rejected, may return in dignity to the country of origin.

Since 2002 the Norwegian government is cooperating with the International Organization for Migration (IOM) on a programme for “Assisted Voluntary Return”. It aims at facilitating the voluntary and dignified return of rejected asylum seekers and irregular migrants residing or stranded in Norway. The services offered in the framework of the programme include: information and counselling to potential returnees, assistance in getting travel documents, travel arrangements, post-arrival reception, onward travel to the local destination and limited follow-up. In 2005 approximately 550 persons returned with IOM, compared to 1 000 in 2004. During the first half of 2006 the number was 200. Again fewer asylum seekers is the main explanation to the reduction.

Norway has by the end of 2006 readmission agreements or similar agreements on return with 15 countries. There are negotiations going on with 13 other countries.

8 Foreign nationals and the immigrant population

8.1 Population growth and fertility rates

The total population of Norway grew by almost 34 000 persons in 2005, which gives a growth rate of 0.7 per cent, slightly higher than in 2004. This growth rate is among the highest in Europe, due to a birth surplus of 15 500 as well as net immigration of 18 400. By January 1, 2005 the total population was 4,64 million. Cf. table A1 and A3.

The total fertility rate for the whole population in Norway was 1.82 in 2004-2005, down from 1.87 ten years earlier. The rate varies between women with Norwegian background and first generation immigrants. In 2004-2005 it was 1.75 for the former and 2.26 for the latter. For both categories the trend was downward compared to the situation in 1994-95, from 1.83 and 2.57 respectively. The highest rate in 2004-2005 was among women from Asia, Africa and Latin America, 2.53, down from 2.63 the previous year and from 2.93 in 1994-95. As there was a small increase in the fertility-rate for native women, the difference between the two categories decreased. Cf. table A20.

In 2005 the highest number of children born in Norway with two foreign-born parents had - as the previous year - their parents born in Somalia, Iraq, Pakistan or Vietnam. The highest number with only one parent born abroad had this parent born in Sweden, Denmark, Thailand, UK or USA, cf. table A21. This also reflects obvious differences in inter-marriage patterns. However, there is also an increasing number of children with one parent born in Pakistan. This might reflect the tendency among young Norwegians with Pakistani-born parents to find their spouse in Pakistan.

8.2 Foreign nationals

By 2005 the total number of foreign nationals was 222 300, up 9 000 (4.2 per cent) from the previous year, cf. table A1. This is 4.8 per cent of the total population, cf. table A16.

The number of European nationals still constitutes the majority of foreign nationals: 126 500 or approx. 57 per cent of all foreigners, cf. table A16. This share has gradually been reduced over the years, down from 65 per cent in 2000, but in 2005 there was a small increase. Around 6 000, or two thirds of the increase of foreigners in 2005, came from European countries. This was mainly due to an increase of nationals from Poland (almost half of the increase from Europe), Germany, Sweden, and Russia. Other countries with a significant increase were Somalia, Afghanistan and Thailand. There was a reduction in the number of nationals from several countries, mostly due to high rates of naturalization. Among such countries were Bosnia-Herzegovina, Iran, Serbia and Montenegro and Pakistan.

The number of nationals from Asian countries has increased gradually since 2000. By January 2006 they accounted for 25 per cent of the total foreign population, up from 19 per cent by January 2000, but slightly less than by the beginning of 2005. The largest group of foreign nationals from Asia were Iraqis, numbering 13 100 persons.

Nationals from African countries increased by 1 400 during 2005. 10.5 per cent of foreign nationals in Norway are from Africa, while the percentage was 6.5 per cent five years earlier. Somali nationals constitute the largest group of foreigners from Africa, numbering 10 600 persons.

The total number of nationals from countries in North, Central or South America increased slightly from 2004 to 2005 (from 14 500 to 14 900). The relative size decreased a bit (from 6.8 to 6.7 per cent). Half of this category of foreign nationals come from USA, while the second largest group is from Chile (2 000).

These patterns and changes only partly reflect shifts in migration flows (cf. chapter 2). More important is the significant differences in the inclination to apply for Norwegian citizenship (cf. chapter 9.2). Immigrants from countries in Western Europe and North America show little interest in changing nationality, compared to most other groups of foreign nationals. For example, the number of nationals from Bosnia-Herzegovina is less than half of what it was in 2000; from over 12,000 to 4 600. This change is mostly due to naturalizations, not return-migration. In this respect the number of Vietnamese nationals, 1 600, is strikingly low. In the immigrant population there are 18 300 persons of Vietnamese origin, in other words, more than 11 times the number of nationals. Cf. Table A16 and A17.

Table 8.1 Foreigners, major nationalities. 1.1.2001 – 1.1.2006

Nationalities	1.1.2001	1.1.2002	1.1.2003	1.1.2004	1.1.2005	1.1.2006
Total, of which	184 337	185 863	197 668	204 731	213 303	222 277
Sweden	25 170	25 140	25 241	25 432	25 773	26 640
Denmark	19 405	19 653	20 008	20 006	20 060	20 192
Iraq	9 891	10 778	13 038	13 373	13 677	13 136
UK	11 074	10 966	11 188	11 018	11 202	11 204
Somalia	6 152	6 588	8 377	9 861	10 541	10 623
Germany	7 055	7 538	8 233	8 839	9 587	10 623
Russia	3 288	3 882	4 829	6 565	7 383	8 185
USA	8 037	7 915	7 976	7 703	7 614	7 597
Pakistan	6 731	6 867	6 676	6 572	6 378	6 095
Afghanistan	953	1 816	2 950	4 346	5 085	5 933
Serbia and Montenegro*	8 849	6 497	6 004	5 565	5 802	5 436
Bosnia and Herzegovina	11 611	8 826	7 850	5 952	5 203	4 584

* Ex-Yugoslavia until 2003

Source: SSB

8.3 Immigrant population

Almost two thirds of the population growth in 2005 was due to the growth of the immigrant population. Immigrant population is here defined as persons born in a foreign country of parents with no Norwegian family background and persons born in Norway of parents who are not born in Norway, cf. table A17. It increased with 21 900 persons or 6 per cent, reaching a level of 387 000 persons, 8.3 per cent of the total population, cf. table A18. The increase was partly due to net immigration of 18 200 for this group and partly a birth surplus of 3 700. The immigrant population was responsible for one quarter of the total birth surplus and almost all the net immigration.

The number of immigrants with two foreign born parents reached 318 500 by the end of 2005. The number increased by 17 500 from 2004. The number of persons born in Norway with two foreign-born parents reached almost 68 200, an increase of 4 200.

The composition of the immigrant population has changed considerably over the years. A growing proportion originates from Asia, Africa and to some extent Latin America. In 1970 the share was 6 per cent, in 1980, 23.5 per cent, in 1990 45.6 per cent and at the beginning of 2006, 56 per cent. There has also been an increase from South-Eastern and Central Europe, from 7.5 per cent in 1980 to 17.5 per cent in 2006. If we only look at foreign born immigrants with two foreign-born parents, slightly more than 50 per cent come from Asia, Africa and Latin America and slightly less come from Europe, North America and Oceania, cf. table 8.2 below and table A17.

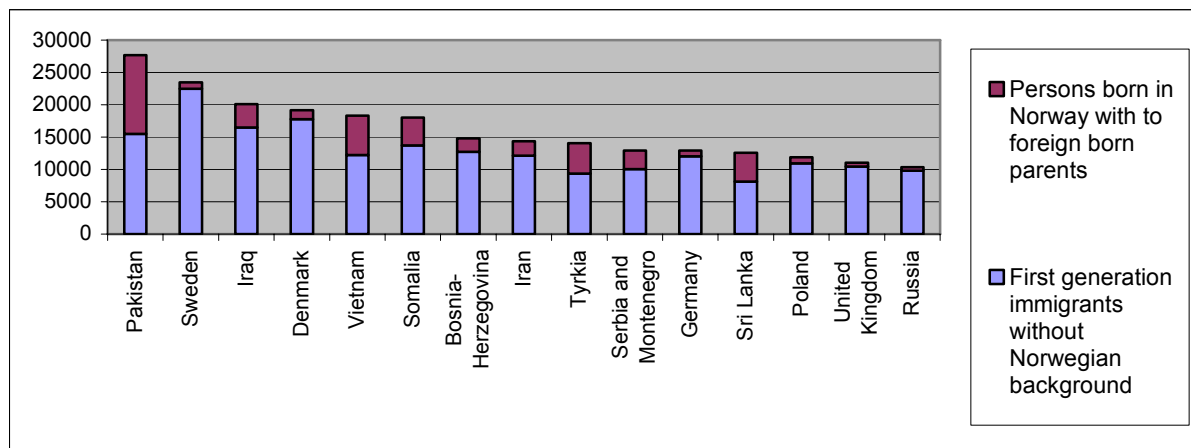
Table 8.2 Immigrants with two foreign born parents. Region of birth. 2001-2006

Regions	1.1.2001	1.1.2002	1.1.2003	1.1.2004	1.1.2005	1.1.2006
Total, of which:	249 904	259 221	277 262	289 104	301 045	318 514
Nordic countries	50 526	50 470	51 135	50 701	49 937	50 287
Rest of Europe	73 857	75 375	79 528	82 552	87 817	95 479
North America, Oceania	9 715	9 682	10 076	9 116	8 862	8 907
Asia (incl. Turkey) Africa, Latin America	114 939	122 795	136 523	146 735	154 429	163 841

Source: SSB

The major countries of origin are listed in table 8.3. Since 2001 Pakistan has been on the top of the list if both immigrants and children of two immigrants are included. However, if children born in Norway are not included, there are more of Swedish and Danish origin. As much as 45 per cent of the immigrant population of Pakistani origin is born in Norway, while only 4 per cent of Swedes are born here, cf. diagram 8.2.

Diagram 8.2 Major immigrant groups, foreign and Norwegian-born. 1.1.2006



Source: SSB

Table 8.3 Immigrant population by major countries of origin. 1.1.2001 - 1.1.2006

Countries of origin	1.1.2001	1.1.2002	1.1.2003	1.1.2004	1.1.2005	1.1.2006
Total, of which:	297 731	310 704	332 793	348 940	364 981	386 669
Pakistan	23 581	24 565	25 546	26 286	26 950	27 675
Sweden	23 010	22 772	22 870	22 871	22 859	23 489
Iraq	12 357	13 630	16 437	17 295	18 369	20 076
Denmark	19 049	19 169	19 401	19 318	19 197	19 179
Vietnam	15 880	16 386	16 944	17 414	17 864	18 333
Somalia	10 107	11 269	13 689	15 586	16 765	18 015
Bosnia and Herzegovina	12 944	13 159	15 498	15 216	14 641	14 822
Iran	11 016	11 908	12 733	13 506	13 983	14 362
Turkey	10 990	11 550	12 343	12 971	13 504	14 084
Serbia and Montenegro*	15 469	14 466	9 941 ²	11 070	12 455	12 905
Germany	9 448	10 019	10 670	11 232	11 879	12 900
Sri Lanka	10 335	10 925	11 475	11 918	12 288	12 560
Poland	6 432	6 760	7 303	7 590	8 933	11 864
United Kingdom	10 925	10 820	11 087	10 945	11 069	11 031
Russia	3 749	4 551	5 888	7 457	8 993	10 351

* Ex-Yugoslavia until 2003

Source: SSB

The growth is strongest for Poland, Iraq and Somalia. During 2005 Iraq passed Denmark on the list. During 2006 Poland is likely to pass several countries on the list.

43 per cent of the immigrant population had Norwegian nationality. 23 per cent of the population in Oslo belong to the immigrant population, and one third of the immigrant population live in Oslo.

8.4 Refugee population

The term "refugee population" refers to persons residing in Norway, who have come here because of flight, including reunited family members. Children born in Norway with refugee parents are not included.

By January 2006, the refugee population in Norway counted over 117 000 people, or 2.5 per cent of the total population. 89 000 or 76 per cent of the refugee population were registered as principals while 28 000 or 24 per cent came to Norway as dependants. 60 per cent of the principals were initially registered as asylum seekers, 21 per cent as transfer refugees and 12 per cent as refugees granted protection on collective grounds. 7 per cent are in the category "unspecified". Persons from Iraq, Somalia, Bosnia-Herzegovina, Iran and Vietnam make up the largest groups of refugees.

² The marked decrease in immigrants originating from Yugoslavia is caused by a reassessment of both the national origin of people from Yugoslavia arriving prior to the division of the country and of the different national categories. Thus, this change also affects the data regarding the other countries originating in Ex-Yugoslavia (Croatia, Serbia and Montenegro, Bosnia-Herzegovina, Slovenia and FYR Macedonia).

9 Nationality and naturalization

9.1 New Nationality Act

A new Nationality Act came into force in September 2006. The new act contains an exhaustive list of conditions for Norwegian nationality (citizenship). According to the new act an applicant has the right to acquire Norwegian nationality if all the conditions listed in the act are fulfilled.

Compared to the former legislation, the most important changes implemented by the new act are:

- Documentation of language skills in Norwegian, or Sami as a condition to obtain Norwegian nationality.
- A child is by birth automatically given the nationality of both parents.
- A child at the age of 12 years can apply for and be granted a Norwegian nationality irrespective of the consent of the parents.
- Children, who cannot renounce their other nationality before a certain age, when applying for Norwegian nationality, can nevertheless acquire Norwegian nationality.
- If a person does not give up his or her former nationality, the Norwegian nationality will be withdrawn.

The new act is a continuance of the current legislation in the following sense:

- The applicant still has to give up his or her present nationality to be able to acquire Norwegian nationality.
- The applicant still has to have lived in Norway for seven years to be able to acquire Norwegian nationality, but with the new act it is acceptable that these seven years are within a period of ten years.

The new act is in accordance with the European Convention on Nationality of 1997.

9.2 Naturalizations

During the first half of the 1990s the number of naturalizations reached an average of 7 300 per year, while it was considerable higher during the second half of the decade (10 200). During the first five years of the second millennium the average has been more than 9700 per year, cf. table A22. In 2005 12 655 persons were naturalized. By January 2006 there were more than 180 000 naturalized Norwegians who were considered to be part of the immigrant population.

In 2005 almost 32 per cent of the naturalized citizens originated from Europe, down from 33 per cent in 2004. Almost 47 per cent originated in Asia (including Turkey), up from 44 per cent. Almost 17 per cent originated in Africa, an increase from 16 per cent. Iraqis were the largest group of foreign citizens naturalized in 2005, more than 2 100 persons. Somalis were the second largest group with 1 250 naturalizations.

Table 9.1 Naturalizations. Major countries of origin. 2001-2005

Country of origin	2001	2002	2003	2004	2005
Total,	10 838	9 041	7 867	8 154	12 655
of which:					
Iraq	331	497	403	619	2141
Somalia	676	546	392	526	1 251
Serbia and Montenegro*	1 199	614	310	303	852
Iran	361	324	228	508	834
Bosnia-Herzegovina	2 999	1 229	1 965	827	707
Pakistan	409	829	497	568	694
Russia	192	308	280	365	548
Turkey	356	412	398	393	385

* Until 2003 Ex-Yugoslavia

Source: SSB

The percentage of the eligible foreign nationals who prefer to change nationality, varies between different groups, cf. table A23. In 2005 only 1-4 per cent of nationals from countries in Western Europe and North America who were eligible for Norwegian nationality, applied. This has been the usual pattern for many years.

On the other side, for countries like Iraq, Somalia, Ethiopia, Iran, Russia, Serbia and Montenegro, Ukraine and the Philippines the percentage was very high. For Iraq, Somalia, Ethiopia Iran, Russia, Serbia and Montenegro and Ukraine there were more naturalized persons than the number of persons having stayed in the country for more than 7 years. The reason is that in these groups there were many minor children and persons marrying Norwegians. An exception from the required length of residence in Norway applies to these categories

10 Integration and social inclusion

10.1 Policy goals and guidelines

Government's clearly articulated goal is that Norway should be an inclusive society in the sense that everyone living in Norway, regardless of their background, should have equal opportunities to contribute to and participate actively in society. Immigrants and their descendants should be able to achieve equal living conditions compared to the rest of the population.

To this end governmental policy and measures are arranged with the aim that immigrants and refugees can contribute to and use their resources in the labour market and society at large. Government aims to prevent the evolution of a divided society where persons of immigrant background have poorer living conditions and lower social and political participation than the rest of the population. Participation in the labour market is regarded the most important tool to fight poverty and exclusion.

The welfare society is based on the principle of solidarity which means that every one should contribute to society according to their abilities and possibilities in order for society to give in return. Racism and discrimination are contrary to the fundamental value of individual equality and the goal of equal opportunities and must be combated actively.

The principal rule is mainstreaming and the needs of immigrants, refugees and their descendants are provided for within broad general programmes or policies at the various administrative levels (state, regional, and local). Public administration must recognise and respect diversity by ensuring that different needs in the population are reflected in the design of public services and general social systems. Offering equal services that take account of the fact that the inhabitants may have new and different needs constitutes recognition, in practice, of the new diversity in Norwegian society.

A coherent policy is sought by giving one ministry coordination responsibility for the policy of social inclusion and integration of immigrants, refugees and their descendants as well as the policy concerning the indigenous population and national minorities. Dialogue and contact with civil society are important in developing policy.

To promote mainstreaming, concrete and measurable objectives on integration and inclusion of immigrants and their descendants have been developed. The annual fiscal budget includes concrete and measurable objectives for what the different ministries are expected to achieve within their own areas of responsibility vis-à-vis immigrants and their descendants. The objectives focus on outcome indicators, describing the situation of the immigrant population, usually compared to that of the population as a whole. The objectives will be subject to regular reporting through indicators in the fiscal budgets for the coming years, so that progress may be measured.

Some special measures of newly arrived immigrants are deemed necessary to ensure that immigrants have equal opportunities (cf. 10.3. for the Introduction Program which is the most important). Strengthened language and job training are of utmost importance in this respect. Through such efforts the intention is to counteract tendencies towards increased social and economic differences between persons with immi-

grant background and the rest of the population. Both with regard to objectives and means, a distinction is made between first-generation immigrants and their descendants. An important objective is to secure that descendants of immigrants have the same opportunities as others when they reach adulthood, first of all in the labour market.

10.2 Plan of action for integration and social inclusion

The Norwegian Government presented 6 October 2006 a major plan of action on the integration and social inclusion of the immigrant population as part of the 2007 State budget proposal. Pending Parliamentary approval the plan of action will be implemented in 2007 and contains 28 measures worth a total of 400 million NOK (approx 50 million EURO).

The Plan of Action is the Government's response to the challenges in the area of labour, welfare and social inclusion linked to some sections of the immigrant population. The objectives of the plan are to prevent immigrants from having poorer living conditions and a lower degree of participation in society than the population as a whole, to ensure that the migrant population as early as possible may contribute in the Norwegian labour market and society as a whole, and, finally, to ensure equal opportunities for migrants and their descendants.

The proposals of the Plan of Action are divided into four areas: Labour, Childhood, Education and Language; Gender Equality and Participation. Combating racism and discrimination will be an integral perspective of all proposed measures. Offering more labour market measures and targeted assistance for immigrants is a key proposal of the Plan of Action. Another major proposal involves increasing the funding for the municipalities for costs related to the integration of refugees and their families. The government is reintroducing Norwegian language training for asylum seekers. Several measures are aimed at children of immigrants, ensuring that they are fluent in Norwegian language by the time their schooling starts. Furthermore, the plan contains measures directed against forced marriages and gender mutilation. The plan also contains increased funding for NGOs, a project aimed at reducing the occurrence of lifestyle-related illnesses among immigrants and the establishment of a permanent higher education in interpreting.

10.3 Introduction programme

The introduction programme (the Introductory Act) for newly arrived immigrants includes refugees and family members reunited with them, in addition to persons granted residence on humanitarian grounds and family members reunited with them. The individual right and obligation only apply to immigrants who require basic qualifications. Women participate on an equal footing with men. The scheme combines an introduction programme with an economic benefit which participants are eligible for. The aim of the programme, which will be adapted to individual needs and abilities, is to provide basic skills in the Norwegian language, insight into the Norwegian society and to prepare for participation in working life and/or further education. The duration of the programmes are to be adjusted to the individual, and may run for up to two years with additional periods for approved leaves of absence. The municipalities shall provide programmes for newly arrived immigrants who are resident in the municipality as soon as possible and within three months after a person is placed in the municipality, cf. chapter 3.4. The programme is both a right and an obligation for persons

between 18 and 55 years within the target groups. Municipalities receive an integration grant from the central government authorities. An effective transition to working life is dependent on close, binding cooperation between individual municipalities and the local Labour and Welfare Service (LWS), cf. chapter 12.1. A special circular has been issued which describes the minimum elements that such cooperation comprises. Effects of the Introduction Programme will be monitored. So far there are indications of positive effects.

As of September 2005 the introductory law also includes regulations regarding the right and obligation to participate in Norwegian language training and social studies, cf. chapter 11.3.

11 Education

11.1 Schooling of language minority pupils

In Norway, every pupil has the right to receive teaching adapted to individual abilities and aptitudes (the Norwegian Education Act, section 1-2). With regard to language minority children, including children seeking asylum and refugees, the child has the right and the obligation to undergo primary and lower secondary education “when it is probable that a child will reside in Norway for a period of more than three months”.

Presently a more systematic approach to provide pre-school children with adequate language skills is in practice developed in the strategic plan on equal education.

Pupils in primary and lower secondary education, whose mother tongue is neither Norwegian nor Sami, are entitled to adapted education in Norwegian until they can attend mainstream classes. When necessary, the same pupils are entitled to mother tongue tuition, content and language integrated teaching or both. This applies to pupils who are new in Norway, as well as others who have not reached an appropriate level in Norwegian.

Language minority pupils, who need tuition in the Norwegian language to make satisfactory use of upper secondary education, have the right to such instruction pursuant to the rules concerning special education.

The number of pupils with immigrant background has increased significantly since the beginning of the 1970s. In 2005 8.3 per cent (35 522 children) of the total amount of children in the age of primary school (6-12 years), and 7.8 per cent (14 672 children) of the children in the age of lower secondary school (13-15 years) had immigrant background. Furthermore, 19 261 youth between 16-19 years had immigrant background.

Among children with immigrant background in the age of primary school, 57 per cent are born in Norway with parents born abroad. For children in lower secondary education it is 42 per cent, while it is 28 per cent in the age of upper secondary education.

The percentage of language minority pupils varies between different schools, parts of cities, municipalities and counties. The highest percentage is in Oslo where one third of the pupils have immigrant background. In several schools in Oslo the percentage is around 80 per cent. In other municipalities/counties it varies between 1 and 7 per cent.

Throughout Norway more than 115 different languages are taught in schools. In the autumn of 2005 in total 37 548 pupils, or 6 per cent of all pupils in primary and lower secondary education, received special tuition in Norwegian. More than 20 700 pupils or 3.3 per cent received either mother tongue education, content and language integrated learning or both. Cf. table 11.1 below.

Table 11.1 Language minority pupils. Receiving adapted instruction in primary and lower secondary school. Percentage of all. 2000-2006

School-year	In Norwegian	In minority language
2000-2001	5.3	3.0
2001-2002	5.5	3.1
2002-2003	5.6	3.1
2003-2004	5.8	3.2
2004-2005	5.8	3.2
2005-2006	6.0	3.3

Source: SSB

Both national and international surveys show significant differences in the extent to which minority and majority pupils benefit from instruction in primary and lower secondary school. They also show that fewer young people from language minorities begin and complete upper secondary education and higher education than majority pupils. Girls complete their upper secondary education to a higher degree than boys. On the other side, among male descendants with two foreign born parents a larger share take higher education than among other men in Norway. Among women there is no difference in such rates.

11.2 Children sent abroad for education

Some children with immigrant background, particularly those with parents of Pakistani origin, are sent to their parent's native country to go to school for a shorter or longer period. For some children, this practice may lead to difficulties in participating in the Norwegian society when they return to Norway.

In 2005 the Ministry of Local Government and Regional Development made public a report on children with immigrant background going to school abroad. A research project was initiated by the Ministry in 2005 and a final report was submitted by Oslo University College in May 2006. (See chapter 15 for reference to the report which contains a summary in English).

The aim of the project was to chart the reasons why, and the effects of, the fact that some Norwegian-Pakistani children are sent to their parents' land of origin for schooling. The report concludes that there are many different reasons for parents' choice to return or to send their children to their country of origin for a shorter or longer period of time. There is a complexity present in the sense that more motives are often combined. Four main categories were identified: 1. Education, 2. Care and Network, 3. Language, Culture, Religion and Family Ideology, and 4. Security.

11.3 Adult education

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

The right and obligation to participate in training free of charge applies to foreign nationals between 16 and 55 years of age who have been granted a residence or work

permit that constitutes grounds for a settlement permit or collective protection in a situation of mass outflow. The right and obligation only applies to persons who have received their residence permit after September 2005.

Completion of the 300 hours class is from the same date a condition for receiving a settlement permit and Norwegian citizenship. The training must be completed within the first three years in Norway. Immigrants between 55 and 67 have a right, but no obligation to participate. Labour migrants from countries outside EEA/EFTA have an obligation, but no right, which means they have to pay for the course themselves. Persons from the EEA/EFTA have neither an obligation nor a right to take part in language courses.

Those who have been given a residence permit before September 2005 will still be offered non-mandatory classes free of charge in a transitional period of five years. They will be offered a Norwegian language course up to 850 lessons if they have completed primary education and up to a total of 3 000 lessons if they are illiterate or have not completed primary education. The government compensates the municipalities financially for giving such classes.

Table 11.2 Norwegian language and social studies for adult immigrants – lessons and participants. 2001-2005

	2001	2002	2003	2004	2005
Lessons	1 134 254	1 525 433	1 453 474	1 631 503	1 533 152
Participants - total	26 013	30 433	29 320	25 733	24 106
- in reception centres	7 165	7 826	1 843	1 094	902

The reduction in the number of participants in 2004 is a result of language training not being offered to asylum seekers, labour migrants and persons from the EEA/EFTA. The increase in the number of lessons indicates that the training is more intensive.

From 2003 language training in asylum reception centres was limited to persons with a residence permit, waiting for placement in a municipality. The present government has declared that training in Norwegian for asylum seekers will be reintroduced. In the Fiscal Budget for 2007 it is proposed that asylum seekers are given 250 lessons of training in Norwegian language from autumn 2007.

12 The labour market

12.1 Labour market policy

The responsibility for labour market policy lies with the Ministry of Labour and Social Inclusion. The Public Employment Service (PES) has been responsible for implementing labour market policy in practice. From the 1st of July 2006 an organisational reform was implemented. The services previously provided by PES are now provided by a new Labour and Welfare Service (LWS). The new organisation is created by merging the Public Employment Service and the National Insurance Service. This new organisation will work closely with the municipal social assistance service, and there will be 'one stop shop' services in each municipality to provide for coordinated services for the public.

The main objectives of the reform are:

- To include more people in gainful employment or other activity and less on benefits as their main source of income
- To adapt the services to the needs of the users
- To get a unified and efficient employment and welfare service

To achieve these goals, an active approach towards the users, focusing on job oriented activities and an individual adjusted follow-up system is required. It is also necessary for the municipal and state organisations to find an adequate way to interact locally. From the second half of 2006 and throughout the year 20 local LWS-offices will be set up. The rest will be established in the period 2007 - 2009 to cover every municipality. The municipalities will continue to have the responsibility for the social welfare services. The LWS will have a regional office in each county as well as specialised services.

The labour market policy aims to achieve greater inclusion of immigrants in the labour market. Efforts to mobilise immigrant labour are important for the utilisation of resources needed by the Norwegian economy. Moreover, diversity can raise competence levels and stimulate the development of enterprises. In principle the LWS applies methods and measures that are part of the activities of the service vis-à-vis ordinary jobseekers and the vocationally disabled. Recently greater emphasis has been given to user-orientation and to tailoring efforts and measures to the individual job seeker. This is significant in terms of meeting particular needs of immigrants. The special unit "Intro Service" provides extended assistance to jobseekers with an immigrant background in some larger towns and also assists other local offices in spreading competence.

Reports on employers' attitudes towards hiring immigrants, both in public and private sector, show that even under circumstances where the immigrants' international experience would be of value, there is scepticism to recruit them. The Government is very much concerned by discrimination on the labour market, and has implemented several important tools to combat racism and discrimination, cf. chapter 14.

The Government also puts emphasis on encouraging employers to appoint qualified immigrants. A number of measures have been implemented to counteract exclusion on the basis of ethnic origin in the labour market for central government jobs. All

central government agencies are required to encourage persons with an immigrant background to apply when they advertise job vacancies. Agencies and Public enterprises are also required to interview at least one applicant with immigrant background when making new appointments, provided that the applicant is qualified. So far, this measure seems to give positive results regarding employment.

12.2 Immigrants and rate of employment

The register based employment rate among first generation immigrants (i.e. people born abroad by foreign-born parents registered as settled in Norway for at least six months) increased from 56.6 per cent in the 4th quarter of 2004 to 57.5 per cent in the 4th quarter of 2005. In the entire population the employment rate only increased by 0.1 percentage points, from 69.3 to 69.4 per cent. Male immigrants had an employment rate at 62.5 per cent, while it was 52.6 per cent for female immigrants. In the population as a whole the rates were 72.6 and 66.0 per cent respectively. The increase in employment came mainly among male immigrants at 1.5 percentage points. Among females the increase was only 0.4 points.

Table 12.1 Employment rate, total population and first generation immigrants. Per cent of total number aged 16-74 in each group. 2000 - 2005

	2000	2001	2002	2003	2004	2005
Population	61.1	60.8	70.1	69.4	69.3	69.4
Immigrants	50.9	51.3	57.5	56.6	56.6	57.5

Source: SSB

The employment rates up until 2001 included only the number of registered employees. However, from 2002, also short term hired employment³ and self-employment was taken into consideration. The rates from 2002 are therefore much higher than those reported previously. Cf. table A24 and A25 for more details.

There are significant variations in employment among immigrants from different regions of origin. Whereas immigrants from Nordic countries had an employment rate of 72.4 per cent in 2005, the rate among immigrants from African countries was 41.8, from Asia 50.6, from Eastern Europe (non-EEA-members) 56.2 and from Latin America 60.0 per cent. The employment rate for immigrants from the new EU countries was on the same level as that for immigrants from Western Europe, with 68.6 and 68.5 per cent respectively.

There are both structural and cultural factors causing such variations. For example, differences in age structure and educational background might explain some of it. Attitudes towards the participation of women in the labour market might be another factor. When taking the differences in age structure between the total population and most immigrant groups into account, the "underemployment" of immigrants is even

³ Persons staying in Norway for a period of less than six months, and persons commuting across the border for work on a daily basis, are registered as "non-resident" and are not included in the statistics for employed immigrants. About 38 000 non-resident workers (self-employed excluded) were registered as employed in the fourth quarter of 2005. The largest group of employed persons not registered as resident came from the Nordic countries (41.3 per cent), while 24 per cent came from the new EEA countries, first of all from Poland

more significant. There is a higher proportion of immigrants in working age than among the total population.

However, employment rates increase with length of residence, first of all among immigrants from Non-western countries. Among immigrants who have lived in Norway four years or less, the employment rate was 47.6 per cent, while those with four to six years of residence had a rate which is more than 10 percentage points higher. Among immigrants with seven years of residence or more, the employment rate was only two percentage points higher, but within the non-western groups of immigrants there was a stronger increase. Among western immigrants with seven years of residence or more the employment rate decreased due to the relative higher portions of elderly in the population.

Immigrants from Somalia and Afghanistan had the lowest employment rates with 28.2, and 34 per cent respectively. This low level must be seen in relation to the relative high shares of refugees with short time of residence in Norway within these two groups. On the other hand, some non-western groups had a relative high level of employment. For instance, immigrants from Chile, Philippines, Ghana, Sri Lanka, Romania and Croatia all had an employment rate above 60 per cent, which place them close to immigrants from many western countries. These groups have relatively large groups of long time residents in Norway.

Despite these tendencies, we also find a relatively low employment rate among some immigrant groups with a long duration of residence in Norway. Immigrants from Pakistan had a rate at 44.6 per cent. This rate is a result of a very low employment rate among the Pakistani women. Their employment rate was 28 per cent versus 60 per cent among the men. Also among the well-established immigrants from Turkey we found a low rate, at 49 per cent, also due to a considerable gender difference, 37 versus 57 per cent for women and men.

Persons born in Norway by immigrant parents had a total employment rate of 55.9 per cent, which was 1.6 percentage points below the level of the first generation. The low employment rate for this group can be explained by their age distribution. 60 per cent of this group are between 16 and 25 years old and many of them are likely to be students/ pupils not included in the labour force. In absolute numbers the employed Norwegian born counted 8 600 persons in the fourth quarter of 2005. Those aged 25 to 39 years (3 100 persons) had an employment rate of 72.8 per cent, which is 10 percentage points higher than the level in the same age group among the foreign born.

12.3 Unemployment among immigrants

Unemployment among immigrants is considerably higher than in the population at large. In general immigrants residing in Norway have more problems in finding and keeping jobs than native Norwegians. Inadequate knowledge of the Norwegian language, insufficient or unrecognised education, lack of work experience from - and knowledge about - Norwegian working life, and last but not least discrimination in the labour market are all factors with large impact on this situation.

Table 12.2 Unemployment rate - region of origin. Per cent of the labour force. Second quarter 2000 - 2006

	May 2000	May 2001	May 2002	May 2003	May 2004	May 2005	May 2006
Population, total	2.6	2.3	2.9	3.7	3.7	3.3	2.5
Immigrants, total	7.3	6.6	7.8	9.6	9.8	9.0	7.3
Nordic countries	2.6	2.4	3.1	4.4	4.1	3.6	2.8
Western Europe	3.2	2.9	3.6	4.4	4.4	3.9	2.5
New EEA–countries						4.6	3.4
Eastern Europe	9.9	8.2	9.2	10.5	10.3	10.6*	8.9*
North America, Oceania	3.4	2.8	4.4	5.7	5.3	4.5	3.6
Latin America	8.7	7.5	7.7	11.2	10.8	10.1	8.0
Asia	10.4	9.2	10.6	13.0	13.1	12.3	10.0
Africa	14.2	12.6	14.6	17.8	18.2	17.5	14.9

* EEA –countries in Central and Eastern Europe not included

Source: SSB

The register based unemployment rate among immigrants fell from 9 per cent in May 2005 to 7.3 per cent in May 2006. The unemployment for the total labour force decreased from 3.3 per cent to 2.5 per cent during the same period of time.

There are significant variations in unemployment rates among immigrants from different regions. Whereas the rate for immigrants from Western Europe is at about the same level as Norwegian nationals, unemployment among immigrants from Asian and African countries is considerably higher. Immigrants from Africa had the highest unemployment rate at 14.9 per cent in May 2006, followed by 10 per cent for immigrants from Asia. The high rate among Africans, with Somalia as a major country of origin, is to some extent possible to explain with reference to the composition of the group. Compared to other groups there are many refugees with short time of residence among Africans.

Unemployment among immigrants from South and Central America and Eastern Europe (non-EEA-members) was 8.0 and 8.9 per cent respectively. Persons from Western Europe had the lowest unemployment rate at 2.5 per cent, followed by immigrants from other Nordic countries at 2.8 per cent. Unemployment among immigrants from North America and Oceania was 3.6 per cent. However, this is the smallest immigrant group, with only 151 registered unemployed. Immigrants from Eastern Europe had the highest decline, at 1.3 percentage points from May 2005 to May 2006. In the same period the rate fell between 0.4 and 0.8 among the other groups

The unemployment among immigrants from the new EEA-countries in Eastern and Central Europe was 3.4 per cent at the end of May 2006. This is much lower than the rate among immigrants from other Eastern European countries.

The unemployment rate among both men and women was 2.5 per cent for all persons in the labour force by the second quarter of 2006. The corresponding rates for immigrants were 7.2 per cent for men and 7.5 per cent for women. Unemployment among women decreased by 0.6 percentage points in the entire population and 1.0 percentage points in the immigrant population from the second quarter of 2005. Unemployment

fell by 2.2 percentage points among immigrant men and by 0.9 percentage points for men in the population as a whole.

The register based unemployment rate only reflects the number of persons who are actively seeking employment; that is, the number of persons who are registered as such with the labour and welfare service. Therefore, it does not reflect the total number of persons without gainful employment.

12.4 Labour market schemes

The emphasis of the LWS is primarily on job seeking and self-activation early in the period of unemployment. In this phase LWS offers information, advice and closer follow-up for those who need it. If this is not enough to get jobseekers into employment, consideration is given to using labour market schemes. Schemes in which job practice and language tuition go hand in hand are often seen as useful for immigrants.

Immigrants, along with other vulnerable groups such as vocationally disabled, youth and long-term unemployed, are considered as target groups within the labour market policy, and are given priority when it comes to labour market measures. Immigrants participate to a much greater extent in labour market measures than natives do.

The labour market schemes of the LWS can be separated into several categories - recruitment/ job-placement measures, job training and labour market training measures. For immigrants, who are in need of special assistance to enter or re-enter the labour market, training aimed at raising the skills of the unemployed and job-training measures are most commonly used, separately or in combination. The LWS has also developed courses and training, which are specially designed for immigrants, consisting of qualification courses with practice positions. They involve labour market training and vocational training in combination with language training.

Table 12.3 Participation in labour market schemes - region of origin. Per cent of total number aged 16-74. Second quarter 2000 – 2006

Region of origin	May 2000	May 2001	May 2002	May 2003	May 2004	May 2005	May 2006
Total population	0.4	0.4	0.4	0.5	0.6	0.5	0.4
Immigrants, total	1.7	2.0	1.7	2.0	2.3	1.8	1.3
Nordic countries	0.3	0.3	0.2	0.3	0.4	0.4	0.2
Western Europe	0.4	0.3	0.3	0.4	0.6	0.4	0.3
Eastern Europe	3.4	2.9	2.2	2.4	2.8	2.1	1.4
North America	0.3	0.4	0.3	0.5	0.9	0.6	0.3
Latin America	2.0	2.2	1.7	1.9	2.0	1.9	1.3
Asia	2.3	3.0	2.3	2.8	3.1	2.4	1.7
Africa	2.7	3.7	3.3	3.9	4.1	3.5	2.5

Source: SSB

The number of persons participating in ordinary labour market schemes (job programmes) decreased from 17 185 in May 2005 to 11 820 in May 2006. The figure decreased from approximately 5 000 to 3 700 for immigrants. Immigrants accounted

in 2006 for 32 per cent of all participants on such schemes. Most of them came from non-western countries. At the same time, 22 per cent of all registered unemployed were immigrants.

For the entire population, participation in labour market schemes decreased from 0.5 per cent to 0.4 per cent. Among immigrants this figure increased from 1.8 in May 2005 to 1.3 per cent in May 2006. Immigrants from Africa and Asia had the highest participation rates in May 2006 at 2.5 and 1.7 per cent respectively. Certain groups of newly arrived immigrants are covered by the introduction programme, cf. chapter 10.3.

More labour market schemes and targeted assistance for immigrants are key proposals in the plan of action on Integration and Social Inclusion of the Immigrant Population presented as part of the 2007 budget proposal, cf. chapter 10.2. Additional efforts will be made to integrate the new immigrants in the labour market and to give special assistance to the immigrants who have resided in Norway for a long period but still face difficulties finding stable employment.

13 Participation in elections

13.1 Local elections

After residing continuously in Norway for more than 3 years, all foreign nationals have the right to vote in Municipal and County Council Elections. From 1999 onwards nationals from the Nordic countries have such voting rights if they have moved to Norway by 31 March in the year of the election. Participation in the two latest local elections are summarized in table 13.1 below.

Table 13.1 Participation in local elections - region of origin. Per cent of the electorate. 1999 and 2003

Categories	1999	2003
Total population	62	59
Foreign qualified voters	38	34
- western/non-western*	40/33	39/25
- women/men	41/34	35/33
Naturalized voters	50	43
- western/non-western*	66/43	64/36
- women/men	52/49	41/41

* From countries in Asia, Africa, Latin-America and Eastern Europe Source: SSB

13.2 National elections

In order to be eligible to vote in parliamentary elections at the national level, for the Parliament (the Storting), Norwegian nationality is a precondition.

At the parliamentary election in 2005, 123 700 Norwegian citizens with immigrant background were entitled to vote. This was an increase of 24 000 since the parliamentary election in 2001, cf. Table A26. In Oslo, approximately 12 per cent of the electors were Norwegian nationals with immigrant background compared to 3.6 for the country as a whole. There was a decrease in the number of immigrants from western countries entitled to vote. The largest groups entitled to vote were of Pakistani (12 700), Vietnamese (11 000) and Bosnian (7 900) origin. There were 6 600 more persons with a background from Bosnia-Herzegovina who were entitled to vote at the parliamentary election in 2005 compared to the election in 2001, due to a high rate of naturalization, cf. chapter 9.2.

In the parliamentary election in 2005 the participation of Norwegian nationals with immigrant background was 53 per cent compared to 52 per cent in 2001 and 63 per cent in 1997. Compared to the population as a whole, their participation in 2005 was 24 percentage points lower than for the rest of the electors. A reduction of electors from western countries, a predominance of young electors and a shorter period of residence in Norway are some explanations of the reduction in election turnout among Norwegians with immigrant background.

55 per cent of the women and 51 per cent of the men with immigrant background used their right to vote in 2005. Nordic women had the highest participation rate (78 per cent) whereas women with background from Central- and Eastern Europe had the lowest (51 per cent). Among women from Non-western countries women of Sri

Lankan origin had a participation rate of almost 70 per cent, more than women from many Western countries. Only 42 per cent of the men with background from Central- and Eastern Europe used their right to vote.

The participation rate of the youngest voters (18-21) was in general lower than for other categories, with an interesting exception for the youngest voters with Somali parents. Their participation rate was higher, almost at the same level as among young people with no immigrant background.

14 Racism and discrimination

14.1 Plan of action to combat racism and discrimination

Combating racism and discrimination must be based on long-term, continuous, focused attention. The measures set out in the Plan of action to combat racism and discrimination (2002-2006) cover the following areas: The labour market, public services, school/education, the police/public prosecutors/courts, documentation/surveillance, the Internet, local communities, strengthening of judicial protection against ethnic discrimination and racist expressions, and general measures. An evaluation and status report by 1 June 2006 shows that most of the measures under these target areas were implemented, for example several measures against discrimination in the labour market, cf. chapter 12.1.

14.2 Legal protection against ethnic discrimination

The Act on prohibition against discrimination based on ethnicity, religion, etc. (the Anti-Discrimination Act) was adopted by the Storting in June 2005 and entered into force 1 January 2006. The act applies to all areas of society, except for family life and personal relationships. It prohibits discrimination based on ethnicity, national origin, descent, colour, language, religion or belief. The act protects against both direct and indirect discrimination. It also covers harassment on the same grounds and instructions to discriminate or harass. The act has also a ban on reprisals against a person who files or intends to file a complaint about violation of the act. This protection also covers witnesses. It is also forbidden to participate in discrimination.

The Act on the Equality and Anti-Discrimination Ombud and the Equality and Anti-Discrimination Tribunal was adopted by the Storting in June 2005 and entered into force 1 January 2006. The new Equality and Anti-Discrimination Ombud was established by the end of January 2006. The Ombud has both proactive and supervisory functions in relation to the new Anti-Discrimination Act, and other civil legislation in the fields of anti-discrimination, such as the Gender Equality Act, the anti-discrimination regulations in the Working Environment Act and in housing legislation. The new mechanisms (Ombud and Tribunal) will make decisions on individual complaints concerning discrimination. The former Gender Equality Ombud, the Gender Equality Centre and the Centre for Combating Ethnic Discrimination (SMED) are parts of the new mechanism. In this way, a simple, easily accessible system for complaints has been established, to which persons who consider themselves discriminated against pursuant to the Anti-Discrimination Act may submit their cases. The Ombud also has the task of monitoring the Anti-Discrimination Act.

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

15 Information and recent reports in English

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

http://www.ssb.no/english/subjects/00/00/10/innvandring_en/

Statistics Norway has produced a special summary of updated information on Women in the immigrant population and on Marriage patterns among immigrants in Norway. See:

<http://www.ssb.no/english/magazine/>

New figures from Statistics Norway on Immigration according to entry categories are available, cf. chapter 2.3 in the report:

http://www.ssb.no/english/subjects/02/01/10/innvgrunn_en/

Updated statistics and information on applications, permits, rules and regulations etc. are available from the Norwegian Directorate of Immigration at:

<http://www.udi.no/templates/Page.aspx?id=4412>

In addition the Directorate of Immigration produces annually:

Facts and Figures

The most recent edition (2005) is found here:

<http://www.udi.no/upload/17592/factsandfigures.pdf>

Some recent publications in English in the field of migration:

Bratsberg, Bernt; Barth, Erling and Raaum, Oddbjørn

Local Unemployment and the Relative Wages of Immigrants: Evidence from the Current Population Surveys,

The Review of Economics and Statistics, 88 (2) May 2006, 243-263

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Bratsberg, Bernt; Raaum, Oddbjørn and Røed, Knut

The Rise and Fall of Immigrant Employment: A Lifecycle Study of Labour Migrants to Norway.

Frisch Centre, June 2006. (Submitted for publication)

<http://www.frisch.uio.no/pdf/riseandfall.pdf>

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Canadian Diversity, Vol 5, No. 1 2006 (forthcoming)
For information: <http://www.acs-aec.ca/English/diversity.htm>

Østberg, Sissel et. al.
*Schooling in Pakistan. Children with Immigrant Background Attending School in
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