

Immigration and Integration 2019-2020

Report for Norway to the OECD



Norwegian Ministries

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

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Ministry of Justice and Public Security
Ministry of Labour and Social Affairs
Ministry of Children and Families
Ministry of Culture
Ministry of Foreign Affairs
Ministry of Health and Care Services

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Table of contents

1 OVERVIEW	6
2 MIGRATION – GENERAL CHARACTERISTICS	10
2.1 <i>Legislation and policy</i>	10
2.2 <i>Migration</i>	11
2.3 <i>Immigration according to entry categories</i>	14
3 FAMILY IMMIGRATION.....	18
3.1 <i>Legislation and policy</i>	18
3.2 <i>Permits and EU/EFTA-registrations – family migrants</i>	19
4 LABOUR MIGRATION	20
4.1 <i>Legislation and policy</i>	20
4.2 <i>Labour immigrants</i>	21
4.3 <i>Labour migrants and service providers on short-term stay</i>	24
5 IMMIGRATION FOR EDUCATION AND TRAINING.....	25
5.1 <i>Legislation and policy</i>	25
5.2 <i>Permits and EU/EFTA-registrations – education</i>	26
5.3 <i>Covid-19 and international students</i>	27
6 ASYLUM SEEKERS AND REFUGEES	28
6.1 <i>Legislation and policy</i>	28
6.2 <i>Asylum applications</i>	29
6.3 <i>Asylum decisions</i>	30
6.4 <i>Resettlement of refugees</i>	32
6.5 <i>Settlement of refugees in municipalities</i>	34
7 IRREGULAR MIGRATION AND RETURN	36
7.1 <i>Legislation and policy</i>	36
7.2 <i>Facts and figures</i>	38
8 FOREIGNERS, IMMIGRANTS AND NORWEGIAN-BORN WITH IMMIGRANT PARENTS	40
8.1 <i>Population growth</i>	40
8.2 <i>Foreign citizens</i>	41
8.3 <i>Immigrants and Norwegian-born with immigrant parents</i>	42
8.4 <i>Marriage and divorce</i>	44
9 INTEGRATION POLICY	46
9.1 <i>Legislation and general policy principles</i>	46
9.2 <i>Strategies and Action Plans</i>	48
9.3 <i>Voluntary activities</i>	49
9.4 <i>The role of cultural policy</i>	50
10 TRAINING AND SKILLS	52
10.1 <i>Basic qualifications</i>	52
10.2 <i>Recognition of the skills of immigrants</i>	55
11 EDUCATION	58
11.1 <i>Early Childhood Education and Care (ECEC)</i>	58
11.2 <i>Primary and secondary education</i>	61
11.3 <i>Adult education</i>	69
11.4 <i>Higher education</i>	71
12 THE LABOUR MARKET	75
12.1 <i>Labour Market and Social Policies</i>	75
12.2 <i>Working-life and wages</i>	76
12.3 <i>Employment</i>	77
12.4 <i>Unemployment</i>	81
13 POLITICAL PARTICIPATION IN ELECTIONS	84
13.1 <i>Legislation and policy</i>	84
13.2 <i>Local elections</i>	84
13.3 <i>National elections</i>	86
14 CHILD WELFARE SERVICES	89
14.1 <i>Legislation and policy</i>	89
14.2 <i>Facts and figures</i>	90
15 EQUALITY AND DISCRIMINATION.....	92
16 CITIZENSHIP AND NATURALISATION	95

16.1 Policy and legislation	95
16.2 Naturalisations	96
16.3 Naturalisation ceremonies.....	97
17 PUBLIC DEBATE AND OPINION	98
17.1 Public debate	98
17.2 Public opinion.....	99
18 MIGRATION AND DEVELOPMENT	101
19 COVID-19, IMMIGRANTS AND INFORMATION	104
19.1 Health effects	104
19.2 Information initiatives – Health authorities	106
19.3 Information initiatives – Integration authorities	107
20 INFORMATION AND PUBLICATIONS	109
20.1 Background information.....	109
20.2 Some recent publications.....	109

Tables

TABLE 2.1 REGISTERED MIGRATION OF FOREIGNERS AND NORWEGIANS. 2010–2019	13
TABLE 3.1 NON-NORDIC FAMILY IMMIGRATION – MAJOR COUNTRIES OF ORIGIN. NEW PERMITS GRANTED AND EU/EFTA-REGISTRATIONS. 2010–2019	19
TABLE 4.1 WORK RELATED RESIDENCE PERMITS GRANTED AND EU/EFTA-REGISTRATIONS, BY TYPE. 2010–2020	23
TABLE 5.1 PERMITS GRANTED AND REGISTRATIONS (FROM 2010) FOR EDUCATION AND TRAINING – MAJOR STUDENT CATEGORIES. 2010–2019	26
TABLE 5.2 STATUS CHANGE FOR NON-EU/EFTA INTERNATIONAL STUDENTS. 2010–2019	27
TABLE 6.1 ASYLUM APPLICATIONS, BY MAJOR COUNTRIES OF ORIGIN. 2010–2019	29
TABLE 6.2 ASYLUM APPLICATIONS, FIRST TIME – BY (CLAIMED) UNACCOMPANIED MINORS. 2010–2019	30
TABLE 6.3 PERMITS TO PERSONS GRANTED REFUGEE OR HUMANITARIAN STATUS BY THE UDI OR UNE. 2010-2019.....	31
TABLE 6.4 OUTCOME OF ASYLUM CLAIMS CONSIDERED BY UDI. 2010–2019. PER CENT	32
TABLE 6.5 OFFERS OF RESETTLEMENT AND ARRIVALS OF RESETTLED REFUGEES. 2010–2019.....	33
TABLE 6.6 RESETTLEMENT OF REFUGEES – MAJOR NATIONALITIES. 2019.....	33
TABLE 7.1 RETURN – PERSONS BY MAIN CATEGORIES. 2010–2019	38
TABLE 8.1 RESIDENT FOREIGN CITIZENS - MAJOR COUNTRIES ON 1 JANUARY. 2012–2020.....	42
TABLE 11.1 PARTICIPATION RATES OF LANGUAGE MINORITY CHILDREN IN KINDERGARTEN, BY AGE GROUP. 2011–2019. PER CENT	60
TABLE 11.2 NUMBER AND SHARE OF STUDENTS, AGE 19-34 ENROLLED IN HIGHER EDUCATION, BY IMMIGRANT BACKGROUND AND GENDER. 2019. PER CENT.....	72
TABLE 11.3 STUDENTS ENROLLED IN HIGHER EDUCATION, BY IMMIGRANT BACKGROUND, DISCIPLINE AND GENDER. 2019. PERCENTAGE OF ALL STUDENTS.	73
TABLE 12.1 RATES OF REGISTERED EMPLOYMENT, IN GROUPS DEFINED BY GENDER AND REGION OF BIRTH, AGE 20–66. 2019 (FOURTH QUARTER).....	79
TABLE 12.2 EMPLOYMENT RATES FOR ALL ADULTS 20 – 66 YEARS, FOR NATIVES, FOR NORWEGIAN-BORN PERSONS WITH IMMIGRANT PARENTS AND FOR IMMIGRANTS. BY AGE GROUP AND REGION OF ORIGIN (FOR IMMIGRANTS). FOURTH QUARTER 2019. PER CENT.....	81
TABLE 12.3 REGISTERED UNEMPLOYMENT AND PARTICIPATION IN ALMP-PROGRAMS, BY REGION OF ORIGIN. THIRD QUARTER 2020 AND CHANGE FROM THIRD QUARTER 2019	82
TABLE 16.1 NATURALISATIONS BY THE FORMER CITIZENSHIP. MAJOR COUNTRIES OF ORIGIN. 2010–2019	96

Charts

CHART 2.1 IMMIGRATION ACCORDING TO ENTRY CATEGORIES, AND TOTAL. 1990–2019	15
CHART 2.2 IMMIGRATION OF NON-NORDIC CITIZENS, ACCORDING TO ENTRY CATEGORY, PER CENT. 2019	16
CHART 4.1 LABOUR IMMIGRANTS 2001 - 2019. NORDIC CITIZENS NOT INCLUDED.	22
CHART 4.2 NEW WORK-RELATED PERMITS GRANTED TO PERSONS FROM OUTSIDE THE EU/EFTA PER MONTH. JANUARY 2010 – OCTOBER 2019. MONTHLY NUMBERS (DASHED) AND TREND (SOLID) ..	22
CHART 4.3 SHORT TERM AND NON-RESIDENT FOREIGN WORKERS. FOURTH QUARTER 2015–2019	24
CHART 6.1 ASYLUM APPLICATIONS. 1985–2019.....	29

CHART 6.2 ASYLUM APPLICATIONS, TOP FIVE COUNTRIES. JANUARY 2018 –OCTOBER 2020.....	30
CHART 6.3 OUTCOME OF ASYLUM CLAIMS EXAMINED BY UDI. 2019, 2020 (JAN-OCT). PER CENT	32
CHART 6.4 REFUGEES SETTLED IN MUNICIPALITIES. 2010–2019.....	35
CHART 8.1 RESIDENT IMMIGRANTS AND NORWEGIAN-BORN WITH TWO IMMIGRANT PARENTS BY REGION OF ORIGIN. 1970–2020 (1.1)	43
CHART 8.2 MAIN BACKGROUND COUNTRIES FOR RESIDENT IMMIGRANTS AND NORWEGIAN-BORN WITH TWO IMMIGRANT PARENTS. 2020 (JANUARY 1)	44
CHART 10.1 PERSONS COMPLETING THE INTRODUCTION PROGRAM IN 2017 BY GENDER AND LABOUR MARKET SITUATION OR IN EDUCATION BY NOVEMBER 2018. PER CENT	53
CHART 11.1 AVERAGE LOWER SECONDARY SCHOOL GRADE POINTS, BY IMMIGRATION BACKGROUND AND GENDER. 2017–2019.....	65
CHART 11.2 SHARE OF STUDENTS ATTAINING GENERAL OR VOCATIONAL QUALIFICATIONS WITHIN FIVE/SIX YEARS AFTER STARTING UPPER SECONDARY EDUCATION, BY IMMIGRATION BACKGROUND AND GENDER. 2011–12, 2012–2013, 2013–14. PER CENT	66
CHART 11.3 SHARE OF IMMIGRANTS AND DESCENDANTS WITH APPRENTICESHIP AS THEIR FIRST CHOICE, WHO HAD ATTAINED AN APPROVED APPRENTICESHIP CONTRACT. 2017–2019. PER CENT.....	67
CHART 11.4 SHARE OF IMMIGRANTS AND DESCENDANTS, AGED 16 TO 25, NOT EMPLOYED, IN EDUCATION NOR HAVING SUCCESSFULLY COMPLETED UPPER SECONDARY EDUCATION. 2017–2019. PER CENT	68
CHART 11.5 SHARE OF IMMIGRANTS AGED 13 TO 18 WHEN ARRIVING IN NORWAY WHO HAD COMPLETED AND PASSED UPPER SECONDARY SCHOOL AT THE AGE OF 25–30, BY AGE GROUP AND GENDER. 2017–2019. PER CENT.....	68
CHART 11.6 SHARE OF IMMIGRANTS AND DESCENDANTS AMONG TEACHING STAFF IN PRIMARY AND SECONDARY SCHOOL. 2017–2019. PER CENT	69
CHART 11.7 SHARE OF ADULTS WITH AN IMMIGRANT BACKGROUND, AGED 25 AND OLDER WHO COMPLETED UPPER SECONDARY EDUCATION WITHIN FIVE/SIX YEARS OF ENROLLING. 2011–2017, 2012–2018 AND 2013–2019. PER CENT	70
CHART 11.8 SHARE OF STUDENTS WITH IMMIGRANT BACKGROUND ENROLLED IN HIGHER EDUCATION, BY COUNTRY GROUP. FROM 2003 TO 2019. PER CENT.	71
CHART 11.9 SHARE OF STUDENTS WITH IMMIGRANT BACKGROUND, BY DISCIPLINE IN BACHELOR PROGRAMS. FROM 2011 TO 2019. PER CENT.....	74
CHART 12.1 ACCUMULATED EMPLOYMENT GROWTH 2016-2019 BY POPULATION GROUP, FOURTH QUARTER. PERSONS. AGE 20–66	78
CHART 12.2 SHARE OF IMMIGRANTS AND NON-RESIDENT MIGRANTS EMPLOYED IN NORWAY, BY POPULATION GROUP. FOURTH QUARTER 2015–2019. AGE 20–66.....	78
CHART 12.3 RATES OF REGISTERED EMPLOYMENT, IN GROUPS DEFINED BY REGION OF BIRTH, AGE 20-66. 2008-2019 (FOURTH QUARTER).....	80
CHART 12.4 REGISTERED UNEMPLOYMENT RATES (IN PER CENT OF POPULATION) FOR SELECTED IMMIGRANT GROUPS, SEASONALLY ADJUSTED TREND. THIRD QUARTER 2001 - THIRD QUARTER 2019.	82
CHART 13.1 PARTICIPATION IN LOCAL ELECTIONS – ALL VOTERS AND VOTERS WITH DIFFERENT IMMIGRANT BACKGROUNDS. 1987–2019. PER CENT.....	85
CHART 13.2 PARTICIPATION IN NATIONAL ELECTIONS – ALL VOTERS AND VOTERS WITH DIFFERENT IMMIGRANT BACKGROUNDS. REGION OF ORIGIN. 2005–2017. PER CENT.....	87
CHART 17.1 ATTITUDES TO ACCESS TO PERMANENT RESIDENCE IN NORWAY FOR REFUGEES AND ASYLUM SEEKERS. 2002 – 2020. PER CENT.....	100
CHART 19.1 NOTIFIED COVID-19 CASES PER WEEK IN NORWAY FOR THOSE BORN IN NORWAY AND BORN ABROAD. FEB 24 - NOV 13, 2020	104
CHART 19.2 COVID-19 RELATED HOSPITALIZATIONS PER WEEK IN NORWAY FOR THOSE BORN IN NORWAY AND BORN ABROAD. 24. FEB - NOV 13, 2020	105
CHART 19.3 NOTIFIED COVID-19 CASES PER 100 000 FOR THE TEN LARGEST IMMIGRANT GROUPS IN NORWAY ACCORDING TO COUNTRY OF BIRTH. FEB 24 - NOV 13, 2020	105

Statistical annexes

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

1 Overview

Increase in net immigration

In 2019, the number of registered new immigrants coming to Norway was 52 200, a small decline from the previous year. Some 85 per cent of the immigrants were foreigners, and of those almost 50 per cent from EU/EFTA member countries.¹ The largest number of foreign immigrants came from Poland (5 000), followed by Lithuania (2 500) and India (2 400). In 2019, 17 550 foreigners were registered as having emigrated from Norway. This was almost 7 000 fewer than in 2018.² Overall, the net immigration of foreigners was 27 000, 7 000 more than in 2018, due to the drop in emigration. The highest net immigration was registered for citizens of Poland (2 100), India (1 600) and Syria (1 400).

At the beginning of 2020, 790 500 immigrants and 188 800 persons born in Norway to two immigrant parents were registered as residents, in all representing 18.2 per cent of the resident population. This was 0.5 percentage points more than in 2018. Poland was the country of origin for the largest group of resident immigrants (101 500). The largest number of Norwegian-born with two immigrant parents had parents from Pakistan (17 600).

Minor increase in family immigration

Family related immigration represented 36 per cent of the non-Nordic immigration to Norway in 2019, a share that was around one percentage point lower than in 2018. The total number of new family-related residence permits granted to third-country nationals increased from 10 900 in 2018 to 11 800 in 2019. The major third countries of origin in 2019 were India, Syria and Eritrea. In addition, 5 500 non-Nordic citizens of EU/EFTA-member countries declared that family-ties were the basis for immigration when they registered their first move to Norway. This was 500 fewer than in 2018. Poland and Lithuania were the major non-Nordic EU/EFTA-member countries of origin for those registering family as the reason for immigration.

Small increase in labour migration

The number of registered non-Nordic labour immigrants has declined considerably since the top year 2011. However, there has been a slight increase in the two last years. These labour immigrants represented nearly 43 per cent of the new non-Nordic immigrants in 2019, and most of them were citizens of EU/EFTA member countries. Even though there has been a decline in labour immigration over the years, net migration of labour to Norway was still positive. The number of new permits for work granted to citizens of countries outside EU/EFTA also increased in 2018 and 2019. During the last five years, new permits for skilled workers have varied between 2 500 and 4 500 per year. The number of new permits for seasonal workers has varied between 2 000 and 3 500 per year.

¹ Switzerland is a member country of EFTA but not part of the EEA. Therefore, the designation EU/EFTA is used.

² The high level of emigration of foreign citizens in 2018, particularly of citizens from Poland, is partly explained by administrative measures used to update the information about emigration in the Norwegian Population Register.

Low number of applications for asylum

In 2019, 16 per cent of the non-Nordic immigration was on the basis of a need for protection or for residence on humanitarian grounds. The previous year, that share was 13 per cent. In 2019, about 2 300 applications for asylum were filed, 400 fewer than in 2018. The proportion of positive decisions by the *Norwegian Directorate of Immigration (UDI)* on asylum applications was 75 per cent in 2019, compared to 72 per cent the previous year. 1 750 applicants were granted refugee or humanitarian status in 2019, by UDI or through the appeal process, while almost 3 100 refugees were resettled in Norway. In 2020, the number of asylum applications continued to be low compared with 2015 and earlier years.

Fewer returns, both forced and assisted

In 2019, there was a sharp decrease in all types of ordered returns, compared to the previous years. This was primarily a reflection of the reduced number of new asylum seekers during the previous years, but also because of increasingly difficult prerequisites for return to certain countries. 213 persons without a legal residence returned to their country of origin with government assistance. In addition, 4 157 foreigners were returned by force. Of these, 343 were to another European country in accordance with the Dublin procedure, and 358 were returned after the application for asylum in Norway had been rejected on its merits. Persons who had been convicted of a crime, and other foreigners without a permit for legal residence, were among the remaining 3 456 returnees.

Immigration and refugee policy

In 2020, almost all policy changes concerning immigration and protection were in response to the Covid-19 pandemic.

- Norway introduced strict entry restrictions for foreign nationals from March 16, 2020 to minimise the effects of the pandemic. Since then, the borders have been re-opened gradually on several occasions.
- As of November 2020, the borders are open for residents in the *Schengen- and EEA area*, but persons from countries or regions with a high level of infections, are subject to a mandatory quarantine period. There has been no general lifting of travel restrictions for *third country nationals*, only for certain categories of visitors/immigrants.
- Travel restrictions and other infection control measures due to the pandemic led to access restrictions for seasonal workers. However, in order to reduce the negative impact on food production and the labour market the Government later introduced several temporary regulatory changes. The need for prolonging the measures or introducing new ones is continuously assessed.
- Since March 2020, there is a new regulation concerning assisted return assistance, and assistance linked to forced returns. The regulation defines who may be granted assistance and with which amount. The assistance is standardised for each country of origin, but the regulation leaves room for flexibility, based on individual needs.

Integration policy

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

- As a follow up of the integration strategy *Integration through knowledge, the Storting* has passed a new law on integration through training, education and work (the *Integration Act*). This act replaces the *Introduction Act* and will be implemented from January 2021. One of the objectives of the new act is that more refugees will be provided with formal education through the *Introduction Program*.
- From August 2020, one-year old children in asylum centres were included in the financing of free full time for children in kindergarten.
- From August 2020, a renewal of all curriculums for primary and secondary education, including the curriculums in *Norwegian for language minorities and in minority languages*, was gradually implemented.
- Training measures administered by the *Norwegian Labour and Welfare Administration (NAV)* are available for more user groups, including immigrants, who need further vocational education at the upper secondary level to find a suitable job. In addition, the wage subsidy scheme has been changed to make it easier to use.
- New provisions in the *Equality and Anti-Discrimination Act* about effective equality entered into force from January 2020. These provisions strengthen the duty of public authorities and employers to promote equality and to prevent discrimination on (among others) the grounds of ethnicity.
- A new *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion* for 2020 – 2023 was launched in December 2019.
- A new *Action Plan against Discrimination and Hatred towards Muslims* was launched in September 2020.
- The *Action Plan against Radicalisation and Violent Extremism* was revised in 2020 and new measures were added, including measures addressing right-wing extremism.
- The amendments to the *Nationality Act* to allow dual citizenship took effect from January 2020.
- The *Ministry of Education and Research* has amended the *regulations on the acquisition and loss of Norwegian citizenship* and lengthened the disqualification period when an applicant has been given a conviction or fine.

Covid-19 – some special measures

- During the Covid-19 pandemic, national authorities have implemented regulations and offered guidance to ensure as many open kindergartens and schools as possible. This is particularly important for vulnerable children and young people, including for many with an immigrant background. During the whole period in spring 2020, when kindergartens and schools in principle were closed, they were open for vulnerable children.
- Several initiatives to counteract the negative effects of the Covid-19 pandemic for adult education have been launched. New measures are designed for adults who need to complete upper secondary education, and a substantial increase in

the number of study places in higher vocational education and in higher education has been proposed.

- During spring 2020, the Government established a coordination group with a mandate to ensure political attention to and knowledge of vulnerable children and youth during the pandemic. The group has estimated that around 20 percent of children and youth in Norway are to be considered as particularly vulnerable. The Government has implemented several specific measures to improve the situation for these children and youths.
- In spring 2020, an interim law on changes to the *Introduction Act* was introduced and special funding was provided to counteract the negatives consequences of the pandemic mainly for immigrants covered by the Act who have had their training affected as well as are facing a more unpredictable labour market. The measures consist of e.g. an expanded and reinforced *Introduction Program* and extended Norwegian language training.
- In order to increase competence among the unemployed and the temporarily laid-off due to the pandemic, the Government introduced a temporary scheme to make it easier to combine studies or training with unemployment benefit. The temporary scheme will run until July 1, 2021. At the same time, the Government is working on new and permanent regulations that can take effect when the temporary scheme ends.
- Because of the severe and disproportional effects of the pandemic on some immigrant groups, a series of specific information initiatives and measures have been implemented by national authorities responsible for health, integration and other matters.
- The pandemic and the measures to limit it have different consequences for different segments of the population. The *Directorate for Children, Youth and Family Affairs* is following the situation closely and reports regularly on the effects on gender equality and non-discrimination.
- In December 2020, an expert group delivered a report to the *Ministry of Education and Research*. The mandate was to consider existing measures targeting the immigrant population and propose new measures. The report contains 29 such measures covering many areas. The Government has already decided to follow up most of the recommendations.

2 Migration – general characteristics

2.1 Legislation and policy

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

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

As a rule, students etc. (including *au pairs*) are only granted a temporary residence permit. Students may work part time and may change their status upon having received a job offer following graduation. Depending on the circumstances, persons with a permit that does not qualify the holder for a permanent residence permit may be granted a temporary residence permit that does. The main immigration categories are discussed further in chapters three to six below.

For third-country citizens a residence permit includes the right to work if not otherwise stated. Generally, a first-time residence permit must be granted prior to entry. As a main rule, it will be granted for at least one year, and may be granted for a period of up to three years. The duration of a permit based on a job offer or to provide services, e.g. consistent with GATS mode 4, shall not exceed the length of the employment contract offered or the duration of the services contract.

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

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

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

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

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

New policies and measures – Covid-19 restrictions

Due to the pandemic, Norway introduced strict entry restrictions on March 16, 2020 for foreign nationals who did not reside in Norway with a residence permit or right of residency under the *Immigration Act*. Certain exemptions were made, for instance for asylum seekers and foreign nationals whose presence in the realm is essential to maintain the proper operation of critical public functions or attend to fundamental needs of the population.

Since then, the borders have been re-opened gradually on several occasions. The most comprehensive openings were made on June 15 and July 15. Norway lifted restrictions for border crossing within the Nordic region from June 15, except from regions with a high level of infections. Restrictions on non-essential travels for residents in the Schengen- and EEA area were lifted from July 15. However, persons from countries or regions with a high level of infections, are subject to a mandatory quarantine period.

A general lifting of travel restrictions for third country nationals has not yet taken place. The restrictions have only been lifted for certain categories of travellers, for instance close family members, students, persons holding a work permit, and technical personnel. The quarantine requirements will, however, still apply for all these groups.

The travel restrictions are continuously assessed and balanced against important societal and business interests affected by the measures. The legislation is therefore subject to frequent amendments and adjustments. Updated legislation and information can be found on the UDI's [website](#).

2.2 Migration

Apart from in 1989, Norway has registered a positive *net immigration*³ each year since the late 1960s, cf. table A10. The annual average net inflow increased considerably after the EU enlargement in 2004 and reached a top in 2012, with an average of 40 500 for the period 2011–2015, cf. table A6. In 2019, *net immigration* increased, after dropping for several years, and was around 25 300. This was all due to lower registered emigration, cf. table A10. As a percentage of the total population, the immigration rate of 0.98 was 0.01 percentage points lower than in 2018, while the emigration rate of 0.50 was considerably lower than in 2018, cf. table A2, resulting in a *net immigration* rate for 2019 of 0.48.

³ 'Immigration' is defined to include persons who have legally moved to Norway with the intention of staying 6 months or more, and who have been registered as such in the *Central Population Register*. Former asylum seekers are registered as immigrants only on settlement in a Norwegian municipality with a residence permit. Normally, an asylum seeker whose application has been rejected will not be registered as an 'immigrant', even if the application process has taken a long time and the return to the home country is delayed for a significant period. His/her presence in Norway is registered in the *Foreigner Data Base (UDB)* administered by the *Norwegian Directorate of Immigration (UDI)*, as are asylum seekers who have not yet received a decision on their application.

In 2019, the *total immigration* to Norway was 52 200 persons – composed of 44 600 foreigners (85 per cent) and 7 600 Norwegians. Thus, total immigration was only slightly lower than in 2018, cf. table A10 and table 2.1 below.

The *total immigration of foreigners* to Norway, increased by less than 200 persons in 2019 compared to 2018. Of the 44 600 foreign immigrants, 48 per cent were women, cf. tables A7 and A7f.

In 2019, almost half of the foreign immigrants came from EU/EFTA member-countries, as in 2018, cf. table A7. The share of immigrants from the EU-member countries in Central and Eastern Europe was the same as the previous year, 26 per cent of the total foreign immigration. For the third year in a row, the registered inflow of foreigners from Syria dropped significantly, to 1 500. This was 2 300 fewer than in 2018, reflecting the low number of new asylum seekers the previous three years. The largest registered inflow was again from Poland with almost 5 000 immigrants, the same as in 2018. After Poland, the highest inflows of foreigners were from Lithuania (2 500), India (2 400), Sweden (2 000), and the Philippines (1 800), cf. table A7.

It would seem that emigration is mostly determined by the economic cycles in Norway, as seen in the relatively high numbers during the economic downturn in 1989–1990, or by exceptional events, such as the return migration of many Kosovars during 2000–2001, cf. table A10. The higher registered emigration rates of the last few years mainly reflect a considerable degree of mobility and circular migration among labour immigrants from EU-member countries. The drop last year to the normal level from the 1980's until around 2010 was an exception, cf. table A2.

In 2019, there was a registered *total emigration* of 26 900 persons, 17 550 foreigners and 9 250 Norwegians; cf. table A10 and table 2.1 below. This was 7 000 fewer foreigners and almost 600 fewer Norwegians than in 2018. Women represented 45 per cent of the registered emigrants, cf. table A5f. In 2019, the largest registered destination countries for emigration⁴ were Sweden (3 700), Denmark (900), Poland (2 600) and the UK (1 750), cf. table A5. Norwegians were the largest group registered emigrants (9 300), followed by Poles (2 900), Swedes (1 800) and Lithuanians (1 300) cf. table A8.

The registered *return-immigration of Norwegian citizens* has been quite stable for the last twenty years, hovering between eight and eleven thousand each year. In 2019, the number was 7 600, 500 fewer than in 2018, cf. table A10. There was a registered *net emigration* of 1 700 Norwegian citizens, just 100 fewer than in the previous year.

In 2019, the registered *net immigration of foreigners* was 27 000, an increase of 7 000 from 2018, cf. table A10 and table 2.1 below. The net registered immigration surplus was particularly significant for citizens of Poland (2 100), India (1 600), Syria (1 400), Lithuania (1 200). and the Philippines (1 100), cf. table A9. The share of the net immigration of citizens from countries outside Europe was 54 per cent in 2019, a re-

⁴ If the country of destination is unknown, the country of citizenship for the emigrant is registered as destination. For movements between Nordic countries, the populations registers exchange information on movements.

duction from 67 per cent the previous year. Furthermore, in 2019, the share of net immigration of citizens from all OECD member countries increased significantly to 38 per cent, from 21 per cent in 2018, cf. table A9.

There are significant differences between various immigrant groups as to whether their stay in Norway is long-term or only temporary, cf. table A11. In 2019, 72 per cent of those who immigrated between 2004 and 2014 were still residing in Norway. Immigrants from countries in Africa had the highest proportion staying for five years or more (86 per cent on average) while persons from Oceania and from North and Central America had the lowest proportions staying that long, 44 and 45 per cent respectively. The highest *retention rates* after five years were 95 per cent for immigrants from Syria, 94 per cent from Somalia, and 91 per cent from Iraq. It is also worth noticing that the retention rate in 2019 for immigrants from Poland arriving between 2004 and 2014 was 81 per cent, despite significant return migration. Immigrants from USA (38), Finland (39), and Canada (39) had the lowest retention rates among immigrants from the main countries of origin.

During 2019, 20 600 persons were granted a permanent residence permit in Norway. This was an increase of 6 000 from 2018. Around 86 per cent of those granted permanent residence, had received their first permit based on either protection or family links, an increase of six percentage points from 2018. This reflects the high number of refugees granted residence in 2015–2016.

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

Table 2.1 Registered migration of foreigners and Norwegians. 2010–2019

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Immigration	73 900	79 500	78 600	75 800	70 000	67 300	66 800	58 200	52 500	52 200
- foreigners	65 100	70 800	70 000	66 900	61 400	59 100	58 500	49 800	44 400	44 600
- Norwegians	8 800	8 700	8 600	8 900	8 600	8 200	8 300	8 400	8 100	7 600
Emigration:	31 500	32 500	31 200	35 700	31 900	37 500	40 700	36 800	34 400	26 800
- foreigners	22 500	22 900	21 300	25 000	23 300	27 400	30 700	26 600	24 500	17 550
- Norwegians	9 000	9 600	9 900	10 700	8 600	10 100	10 000	10 200	9 900	9 250
Net migration	42 350	47 000	47 350	40 100	38 150	29 800	26 100	21 350	18 100	25 300
- foreigners	42 550	47 900	48 700	41 900	38 100	31 700	27 800	23 150	19 900	27 000
- Norwegians	- 200	- 900	- 1 350	- 1 800	50	- 1 900	- 1 700	- 1 800	- 1 800	- 1 700

Source: Statistics Norway

During the first half of 2020, the registered net immigration of only 1 400 foreign citizens was extremely low due to the extraordinary situation, and 10 000 lower than during the same period in 2019. The main origin countries with registered net immigration were Eritrea (290), Syria (190) and Turkey (190). There was a registered net emigration of 450 Norwegians.

In 2020, 14 900 foreigners had been granted a permanent residence permit by the end of October. This was 2 400 fewer than during the same period in 2019.

2.3 Immigration according to entry categories

In the statistics on immigration, four main entry categories immigration are distinguished: *family, labour, protection and education/training/exchange*.⁵ The identification of these categories is based on information from the *Norwegian Directorate of Immigration (UDI)* on:

- (i) the type of first-time residence permit granted to citizens of third countries who are registered as immigrants in the Norwegian population register; and
- (ii) the self-declared reason for immigration to Norway stated by non-Nordic citizens of EU/EFTA-member countries, who since 2010 should register their presence the first time their stay in Norway lasts for three months or more.⁶

Nordic immigrants are not covered by these sources, as they do not need any type of residence permit to live and work in Norway and are not subject to the EU/EFTA-registration requirement, and because they are not asked for the reason for moving to Norway when they register their presence with the *Central Population Register*. However, their very high labour market participation rates indicate that immigration of citizens from Nordic countries is mainly for work.

During the period 1990-2019, 906 600 non-Nordic foreign citizens immigrated to Norway, cf. table A23. As many as 325 400 persons or 36 per cent were admitted as family members of residents. 308 200 or 34 per cent, came as labour immigrants. 173 500 or 19 per cent, had been granted protection or residence on humanitarian grounds, while 93 450 or 10 per cent, arrived for education, including as *au pairs*. For ten years, from 2006 until 2015, labour immigration was the main immigration category, cf. chart 2.1.⁷ The relative share of labour immigration decreased for a couple of years, but there was a slight increase in this share in 2019. The share of registered immigration based on a need for international protection increased sharply in 2016, but has since been reduced, cf. chart 2.1.

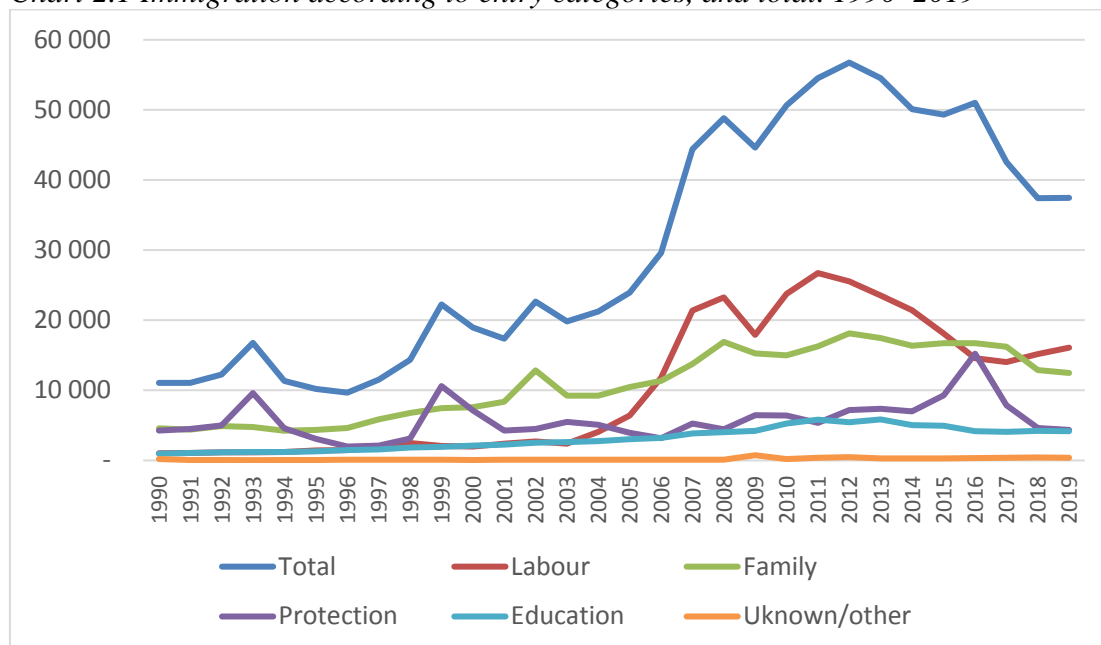
For the period 1990-2019, the largest number of non-Nordic immigrants were citizens of Poland (134 100), Lithuania (54 800), Germany (39 200), Somalia (33 800), the Philippines (32 200) and Syria (31 500), cf. table A23-1.

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

⁶ Switzerland is a member country of EFTA but not part of the EEA. Therefore, the designation EU/EFTA is used.

⁷ The rise in the category “unknown” in 2009 was a consequence of the removal of the requirement for a work or residence permit for citizens from non-Nordic EU/EFTA-member countries, effective from September that year, while the EU/EFTA registration requirement was established from 2010 only, and carries no sanctions for non-compliance.

Chart 2.1 Immigration according to entry categories, and total. 1990–2019



Source: Statistics Norway

During 2019, 37 500 new non-Nordic immigrants were registered, almost the same number as than in 2018. After a couple of years with higher family immigration, labour immigration was once again the largest entry category, cf. table A23 and chart 2.2 below.

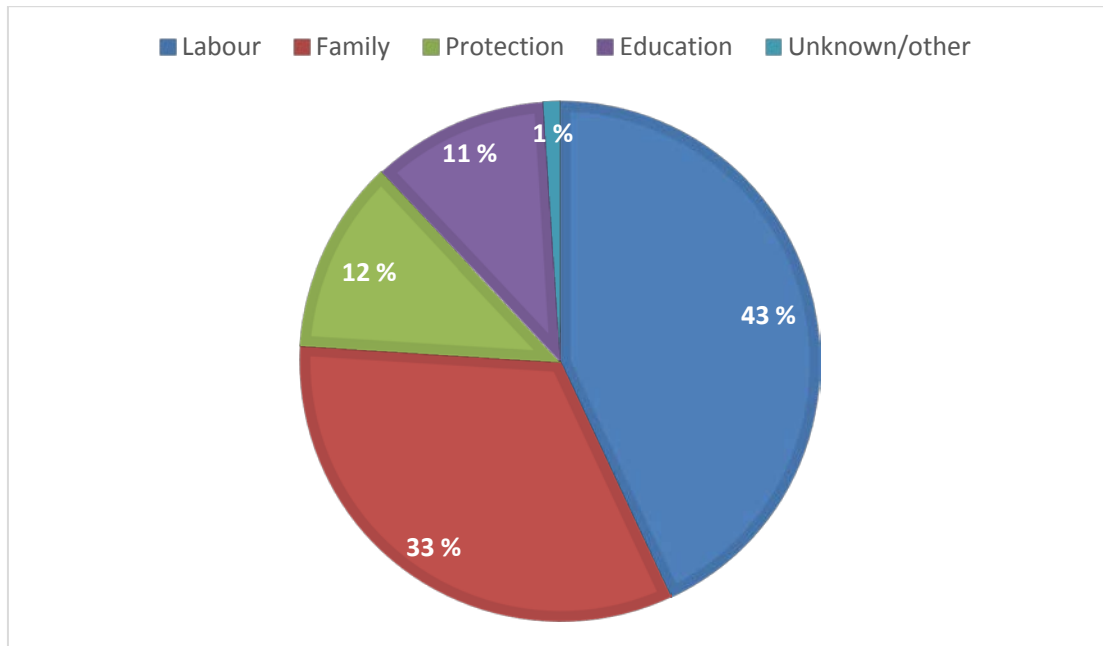
In 2019, 52 per cent came from Europe, the same share as the previous year. Twenty-nine per cent of all the non-Nordic immigrants came from countries in Asia, including Turkey. This share was four percentage points lower than in 2018. Of the remaining, eleven per cent came from Africa, eight per cent from North and South America or Oceania and half a per cent were stateless. Cf. table A23-2.

Approximately 12 per cent of the registered immigrants in 2019, had been granted a permit following an asylum application, or they arrived on the annual quota for resettlement of refugees. This share was only slightly lower than in 2018. In 2019, 30 per cent of immigrants in the *protection category* were citizens of DR Congo, while 18 per cent were from Syria, cf. table A23-2.

Labour immigration accounted for 43 per cent of the total non-Nordic immigration in 2019, two percentage points higher than in 2018. Eighty per cent of all labour immigrants were from European countries and 28 per cent of these came from Poland. The second and third largest groups of labour immigrants were from Lithuania and India, cf. table A23-2.

The share of immigrants arriving for *education, training and cultural exchange*, including au pairs, was stable, at 11 per cent in 2019, cf. table A23-2.

Chart 2.2 Immigration of non-Nordic citizens, according to entry category, per cent.2019



Source: Statistics Norway

From 2018 to 2019, there was only a small reduction in the number of *family immigrants* from countries outside the Nordic area. There was a reduction of one percentage point in their share of total immigration, to 33 per cent, cf. table A23. The main countries of origin of family immigrants were India, Poland and Thailand, cf. table A23.2.

Of 12 500 non-Nordic persons who arrived in Norway as registered family immigrants in 2019 8 900, or 72 per cent, came through family *reunification*. Among them, the largest numbers were from and India (820), Poland (670) and the Philippines (425). Of the family immigrants, 3 500 came to *establish a family*, mostly through marriage, cf. table A23. Among them, the largest numbers were from Thailand (440), the Philippines (310) and USA (180). Of these around 1 140 came to live with a person in Norway who did not have an immigrant background, and 400 were from Thailand, 310 from the Philippines and 150 from USA. Only 180 family immigrants came to live with a Norwegian born person with two immigrant parents. Thirty-six per cent of these came from Pakistan. Of the total family immigration in 2019, only 11 per cent were linked to refugees living in Norway, cf. table A23.

For the whole period 1990–2019, 217 400 persons – or 67 per cent of all family immigrants – came for family reunification, while 108 00 came to establish a new family, mostly through marriage, cf. table A23. Of the latter, 36 per cent involved a reference person without an immigrant background, while less than four per cent involved a Norwegian-born person with two immigrant parents.⁸

⁸ For information in English on patterns of family migration to Norway during the period 1990-2015, cf. <http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/family-immigration-and-marriage-patterns-1990-2015> and <https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/how-many-refugees-families-come-to-norway>

By the end of 2019, 71 per cent (almost 645 000) of the non-Nordic immigrants who had immigrated since 1990, still lived in Norway. The remaining 261 100 had either emigrated or died during this period.⁹ Among refugees and persons granted residence on humanitarian grounds, 86 per cent remained, while this was the situation for 38 per cent of the international students, au pairs and trainees. Since a large share of the recent arrivals in the latter category was still studying, for this group the total or average figure for the whole period may be somewhat misleading as an indicator of the long-term retention rate. For non-Nordic family immigrants, the average retention rate was 78 per cent while it was 66 per cent for labour-related immigrants.

⁹ Cf. Statbank of Statistics Norway, table 06318 <https://www.ssb.no/statistikkbanken/select-table/hovedtabellHjem.asp?KortNavnWeb=innvgrunn&CMSSubjectArea=befolkning&PLanguage=1&checked=true>

3 Family immigration

3.1 Legislation and policy

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

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

In general, the family member living in Norway (the reference person) must satisfy a subsistence (income) requirement. As of September 2020, the annual income should be at least NOK 264 264 (€26 000) (88 percent of civil service pay grade 19).

The subsistence requirement includes three elements:

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

The requirement is general and applies to all reference persons, with some exemptions, for example when the reference person is a child, or when the applicant is a child below the age of 15 without care persons in his/her country of origin. In addition, when certain conditions are met, exemptions are made when the reference person has refugee status.

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

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

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

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

3.2 Permits and EU/EFTA-registrations – family migrants

The total number of new family related permits increased from 10 900 granted in 2018 to 11 800 in 2019. In addition, there were 5 500 EU/EFTA-registrations for first-time immigration based on family-ties, 600 fewer than in 2018. Considering the combined category of permits and registrations, there was a small increase of 300, cf. table 3.1. Only 12 per cent of the permits to citizens of third countries were granted to persons with family ties to residents in Norway with a refugee background.¹⁰

In 2019, the major third countries of origin for family related permits were India, Syria and Eritrea. The main EU-countries of origin were Poland and Lithuania, cf. table 3.1.

Table 3.1 Non-Nordic family immigration – major countries of origin. New permits granted and EU/EFTA-registrations. 2010–2019

Countries of origin	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total,	21 530	25 750	24 333	24 136	22 238	21 962	22 761	21 227	17 021	17 327
of which:										
Poland	4 670	4 376	4 556	4 687	4 291	3 655	2 775	2 387	2 040	1 757
India	361	632	641	766	909	875	937	974	975	1436
Lithuania	2 154	2 356	2 411	2 228	1 780	1 294	1 118	1 267	1 205	990
Syria	40	51	33	109	209	647	2 059	2 810	902	945
Eritrea	430	874	728	880	664	916	1 534	1 506	874	913
Philippines	766	1203	1 007	972	992	1 157	1 171	867	923	884
Thailand	989	1 256	1 227	1 027	517	973	1 342	931	874	652
USA	410	471	584	494	379	470	417	424	467	518
Serbia	109	191	247	303	339	384	401	422	378	467
Somalia	685	1 331	1 210	1 305	1 847	1 386	956	618	471	427
Other countries	10 916	13 009	11 689	11 365	10 311	10 205	10 051	9 021	7 912	8 338

Source: UDI

By October 2020, 7 300 new family permits had been granted. This was around 3 800 fewer than during the same period in 2019. By October 2020, there had been about 3 200 new registrations of family members from EU/EFTA-countries, This was 1 200 fewer than during the same period in 2019.

¹⁰ <https://www.udi.no/en/statistics-and-analysis/statistics/familieinnvandringstillatelser-etter-sokerens-statsborgerskap-og-oppholdsgrunnlaget-til-personen-i-norge-2019/>

4 Labour migration

4.1 Legislation and policy

Labour immigration from EU/EFTA-countries

The common Nordic labour market, established in 1954, allows free mobility between the member countries and thereby exempts citizens of the Nordic countries from the general rules on residence permits and registration. Citizens from other EU/EFTA member countries do not need a permit to stay or work in Norway, but they should register with the police when their stay in Norway exceeds three months. There are no sanctions for non-registration. Non-Nordic EU/EFTA-citizens acquire the right to permanent residence after five years of registered legal residence.

Labour immigration from countries outside EU/EFTA

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

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

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

- iv. *Seasonal worker*: A residence permit can be granted for up to six months for seasonal work, with no right to sponsor applications for family reunification or to obtain a permanent residence permit. This type of residence permit is linked to a specific job and employer in Norway.
- v. *Job-search permit for researchers and recent graduates from a Norwegian university or college*: A work permit may be granted for a limited period (12 months) to search for a relevant job. The immigrant is allowed to work in any type of employment during the period of the job-search permit. The immigrant must satisfy a subsistence (income) requirement before a permit is granted.
- vi. *Students with study permit* may have a part-time job for up to 20 hours a week during the study period. S/he may work full time during study breaks.
- vii. *Worker from the Barents region of Russia*: A worker from the Barents region of Russia can be granted a residence permit for work in the northern part of Norway independent of skill level. Workers who live in the Barents region and are to commute across the border for part-time work in northern Norway can also be granted a work permit.

There is neither a labour market test nor quota restrictions for skilled workers coming from a *World Trade Organisation (WTO)* member state and who are working in Norway as an employee of an international company, for skilled intra-corporate transferees or skilled workers posted as service providers.¹¹

New policies and measures – labour migration

Travel restrictions and other infection control measures due to the pandemic led to limited access for seasonal workers. However, the Norwegian government adopted the following temporary regulatory changes in order to reduce negative impacts on food production and the labour markets:

- Seasonal workers in agriculture from countries outside EU/EFTA, who resided in Norway, may apply for a renewal of their temporary residence permit and continue their stay for more than six months. These changes entered into force on March 24, 2020 and are to be repealed on January 1, 2021.
- Skilled workers with temporary residence permits, who were temporarily laid off work between March 12 and October 31, 2020, may continue to stay in Norway until their permits expire. They may also apply for unemployment benefits and a renewal of their temporary residence permit. These changes entered into force on June 23, 2020 and was repealed on November 1, 2020.

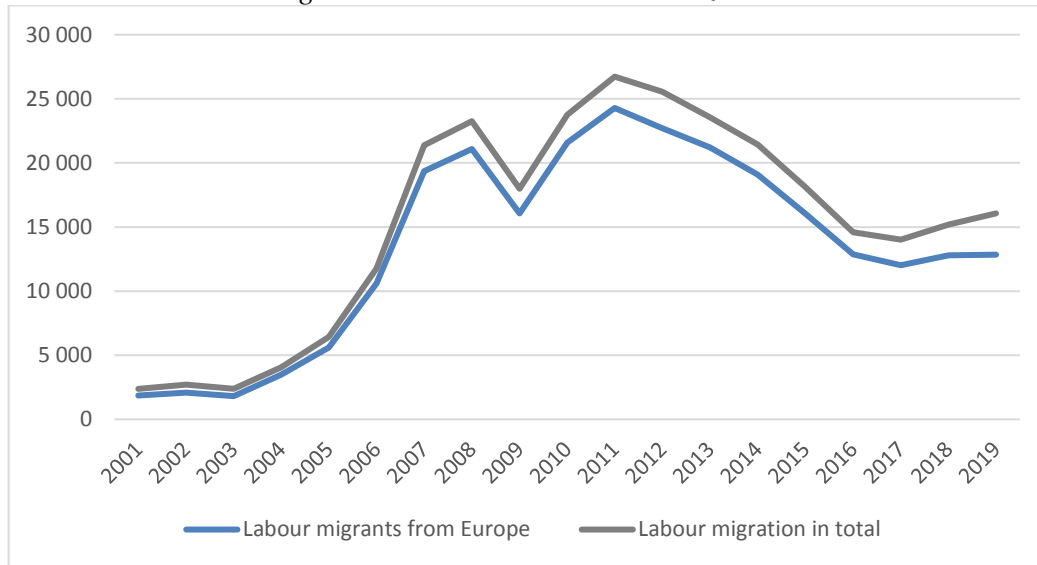
The Government continuously assesses the need for prolonging these measures or implementing new ones.

4.2 Labour immigrants

As chart 4.1 indicates, the total number of non-Nordic labour immigrants reached a top in 2011. In the following years the labour immigration to Norway has declined, primarily due to lower immigration from EU/EFTA member countries Europe in that period. There has been a slight increase in labour migration the two last years.

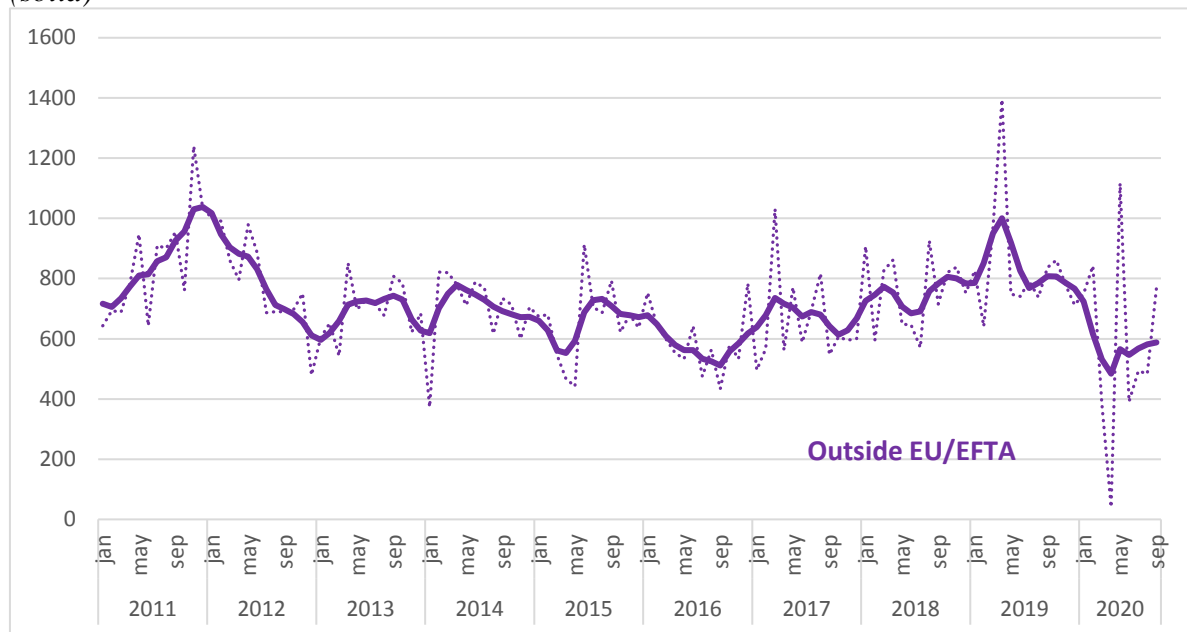
¹¹ Consistent with Norway's GATS mode 4 commitments.

Chart 4.1 Labour immigrants 2001 - 2019. Nordic Citizens not included.



Source: Statistics Norway

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



Source: UDI and Ministry of Labour and Social Affairs

As chart 4.2 indicates, the number of new work-related residence permits for persons from outside EU/EFTA member countries has fluctuated between 600 and 800 per month in the period 2013-2016. From 2017 to the first half of 2019 there was a small increase in such labour immigration. Since then there has been a large drop, in large part due to the pandemic.

Table 4.1 shows both work-related residence permits and EU/EFTA-registrations with work as the stated reason for immigration, per year since 2010. The number of

seasonal work permits and skilled work permits given to third country citizens¹² increased from 2018 to 2019.

The two largest countries of origin among the EU/EFTA-registrations for work continued to be Poland (28 per cent of registrations in 2020, as of October) and Lithuania (13 per cent of registrations). Altogether, EU member countries in Central and Eastern Europe accounted for roughly 68 per cent of labour-related EU/EFTA-registrations in 2020 (through October).

In 2020 (through October), India was the largest country of origin for new skilled workers from outside of the EU/EFTA area, and they accounted for roughly 19 per cent of the permits given to skilled workers. Vietnam and Ukraine were the two largest source countries for seasonal workers in 2020 (as of October) and accounted, respectively, for 48 and 22 per cent of seasonal work permits.

Table 4.1 Work related residence permits granted and EU/EFTA-registrations, by type. 2010–2020

	New permits				Renewals of permits	Total permits issued	EU/EFTA-registrations
	Skilled work	Seasonal work	EU/EFTA-residents	Other			
2010	2 808	2 335	1 793	1 362	5 158	13 456	42 646
2011	3 495	2 504	2 209	1 713	5 539	15 460	36 915
2012	4 082	2 319	1 341	1 840	5 274	14 856	39 756
2013	3 845	2 495	na	1 990	4 859	13 189	39 021
2014	3 737	2 531	na	2 245	4 982	13 495	34 244
2015	2 875	2 290	na	2 553	5 117	12 835	26 593
2016	2 488	2 401	na	2 187	5 246	12 322	23 496
2017	2 815	2 647	na	2 584	5 010	13 056	22 995
2018	3 771	2 905	na	2 428	5 331	14 435	21 195
2019	4 398	3 414	na	2 416	5 190	15 418	19 285

Source: UDI

Both the number of EU/EFTA-registrations for work and first permits to skilled workers from outside the EU/EFTA as of October 2020 was roughly 35 per cent lower than during the same period in 2019. For seasonal work permits, the decrease was roughly 30 per cent from 2019 to 2020 (October). Many workers were prevented from coming to Norway due to the measures designed to limit the Covid-19 pandemic.

Immigration from Nordic countries

Because citizens from the Nordic countries are exempt from the rules on residence permits and registration, no statistics exist on the number of labour immigrants from these countries. However, like immigrants from other EU/EFTA-countries, the vast majority come to work. Net immigration of Nordic citizens averaged over 3 000 persons per year in the period 2006–2014, but then declined dramatically and became negative in 2015. In 2019, the net immigration from the Nordic countries still was slightly negative.

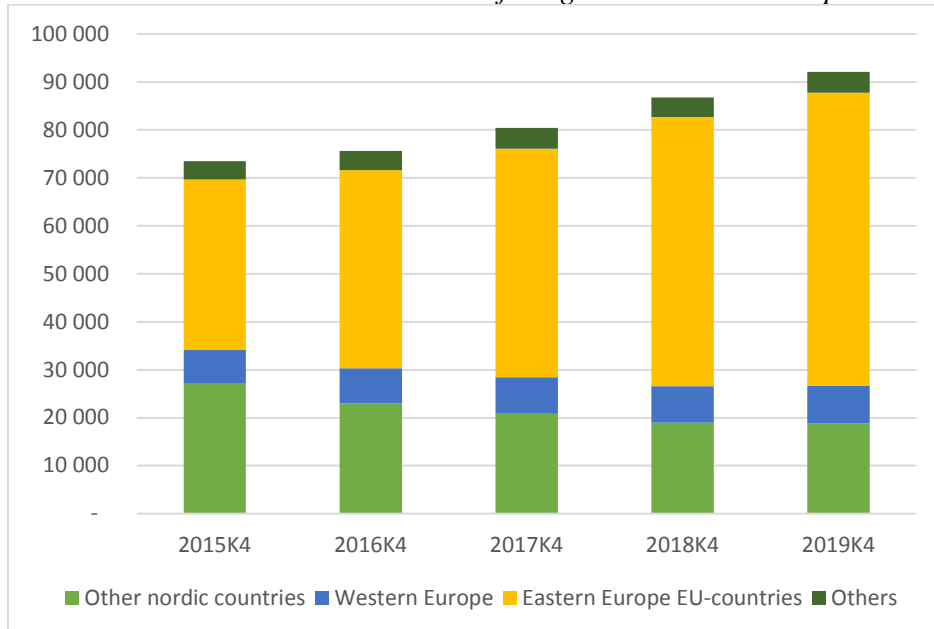
¹² As measured by number of new work-related permits granted.

4.3 Labour migrants and service providers on short-term stay

Persons staying in Norway for a period of less than six months as well as persons commuting across the border for work on a regular (daily or weekly) basis are registered as "non-residents" and are not included in the regular register-based statistics on employment. However, *Statistics Norway* constructs statistics on employment for persons on short-term assignments in Norway from several different sources, including registrations with NAV and the tax authorities.

As chart 4.3 indicates, the number of foreigners in short-term or non-resident employment in Norway has increased every year since 2015. Based on new statistics provided from *Statistics Norway* it seems like this trend has reversed in 2020. This is in large part due to the measures taken in Norway and other countries to limit the pandemic.

Chart 4.3 Short term and non-resident foreign workers. Fourth quarter 2015–2019



Source: Statistics Norway

5 Immigration for education and training

5.1 Legislation and policy

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

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

A third country citizen who has been admitted to an approved educational institution, for example a university, may be granted a residence permit to study in Norway. To obtain this, the applicant must document that s/he is able to finance the stay in Norway and that s/he will have suitable housing arrangements. A third country international student who has been granted a residence permit for education, has the right to work part-time in Norway.¹³ A concrete offer of employment is not required for this right.

After completing the studies, a third country international graduate may apply for a residence permit based on an offer of employment to do skilled work in Norway, cf. chapter 4.1. S/he may be granted a temporary residence permit for up to one year in order to seek such employment.

A third country national, between 18 and 30 years old, may be granted a residence permit as an *au pair* for up to two years provided that the purpose of the stay is cultural exchange and that the contract with the host family satisfies certain requirements. Some researchers compare the regulations and realities of the *au pair* scheme.¹⁴

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

¹³ Work is permitted for a maximum of 20 hours a week during study periods, whilst full-time work is allowed during the academic breaks.

¹⁴ For example in the Phd-dissertation *The Egalitarian Heart. Global Care Chains in the Filipino Au Pair Migration to Norway*. Bikova, M. 2017 <https://bora.uib.no/bora-xmlui/handle/1956/15616>

5.2 Permits and EU/EFTA-registrations – education

In 2019, 5 600 first time permits for students from outside the EU/EFTA area were granted for education and training purposes, this was at the same level as in 2018. Almost 3 800 of the new permits were granted to students, and an additional 700 permits concerned *au pairs*. In addition, 220 permits were granted to *trainees*, and 280 to *post doctorates*. There were 6 300 new EU/EFTA-registrations for education purposes.¹⁵ Altogether, this indicates that 11 900 new permits were granted to non-Nordic foreign students, *au pairs* etc. in 2019.

The major source countries for non-Nordic international students in 2019 were Germany, France and Italy. Almost 90 per cent of the new *au pair* permits were granted to citizens of the Philippines.

Table 5.1 Permits granted and registrations (from 2010) for education and training – Major student categories. 2010–2019

Migration category ¹⁶	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total, of which:	9 681	10 813	11 556	11 144	11 804	11 381	11 164	11 664	11 880	11 905
Student (EU/EFTA)	4 293	4 149	4 210	4 401	4 694	5 062	5 662	5 765	6 235	6 277
Student (not EU/EFTA)	3 260	3 452	3 377	3 399	3 691	3 706	3 218	3 758	3 613	3 835
Post doctorate	118	169	194	159	162	202	218	240	262	279
Folk high school or denominational school ¹⁷	110	121	78	103	86	664	549	546	500	431
Norwegian language studies ¹⁸	122	633	1 572	854	927	126	2	-		
<i>Au pair</i>	1 509	1 829	1 585	1 667	1 481	1 336	1 182	963	888	691
Trainee	147	345	164	180	264	250	275	303	271	221
Other	122	115	376	381	499	35	58	89	111	171

Source: UDI

By October 2020, the total number granted of new permits for education and training was only 2 300, compared to almost 4 800 in 2019 by October. This reduction was related to the outbreak of Covid-19.

In 2019, 880 international students (including *au pairs*) from third countries changed their status.¹⁹ This was almost as many as in 2018, cf. table 5.2 below. Of these, 46 per cent received a permanent or temporary permit as skilled worker, while 19 per

¹⁵ Some of the new EU/EFTA-registrations could be by persons who had an expired permit granted before the registration system was in place at the start of 2010.

¹⁶ Citizens of the other Nordic countries are excluded from these statistics, as they do not need any form of permit to study or work in Norway.

¹⁷ This combined category has been used since 2015. For earlier years, students in denominational schools are included in “Other”.

¹⁸ A permit to study the Norwegian language, if the purpose of the stay was to obtain skilled work in Norway, could be granted until May 2014, cf. chapter 5.1 of the IMO-report for 2013-2014 for Norway.

¹⁹ The general rule for a permit to be classified as ‘status change’ is that the period between the expiry of the old permit and the validation of the new permit should be less than six months. Both the new and the old permit must be valid for at least three months. Changes to or from the reason stated in an EU/EFTA-registration are not included.

cent were granted a permit based on new family ties. The rest, 35 per cent, were granted a 12-month permit to search for and start in an appropriate, skilled job.

Table 5.2 Status change for non-EU/EFTA international students, 2010–2019

New status	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Work	120	298	458	475	410	357	245	301	338	404
Family	38	134	185	190	162	229	198	187	175	167
Job search	16	71	127	161	271	255	308	319	385	312
Total	176	503	770	826	843	841	751	807	898	883

Source: UDI

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

5.3 Covid-19 and international students

In 2019-2020 there were approximately 17 500 international students in Norway. Approximately 50 per cent were full-degree students and 50 per cent were exchange students. Most of the full-degree students come from China, Denmark, Germany and Sweden.

Most of the international students found themselves in a difficult situation when the pandemic hit Norway in mid-March 2020. Some, especially among the exchange students, decided to return home and continue their studies online at their Norwegian institution. Most of the full-degree students decided to stay, but many experienced a difficult economic situation due to the temporary loss of their part-time job in Norway. The Government therefore decided to include international students in a scheme to expand financial compensation for all those who were temporarily laid off from a job. The *Student Welfare Organisations*, in charge of student housing, were instructed by the *Ministry of Education and Research*, to be as flexible as possible for international students regarding payment of rent during the pandemic. During spring 2020, efforts were also made to secure opportunities for international students to come to Norway for studies during the fall of 2020. Students who were admitted to a Norwegian institution were, for instance, not subject to the entry restrictions into Norway, cf. chapter 2.1.

6 Asylum seekers and refugees

6.1 Legislation and policy

Protection

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

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

Reception facilities

Temporary accommodation in a reception centre is offered to all asylum seekers arriving in Norway. UDI finances and supervises these centres. Municipalities, NGOs, and private companies operate them. Some of the centres are given extra resources to provide suitable living conditions for asylum seekers with special needs. Unaccompanied minor asylum seekers, 15 to 18 years old, are accommodated either in special sections of a regular reception centre or in a separate reception centre for such minors. The child welfare authorities are responsible for accommodating unaccompanied minors younger than 15 years in centres financed by and run under the supervision of the *Ministry of Children and Families*. By the end of October 2020, there were close to 2 100 residents in reception centres, about 750 less than a year earlier.

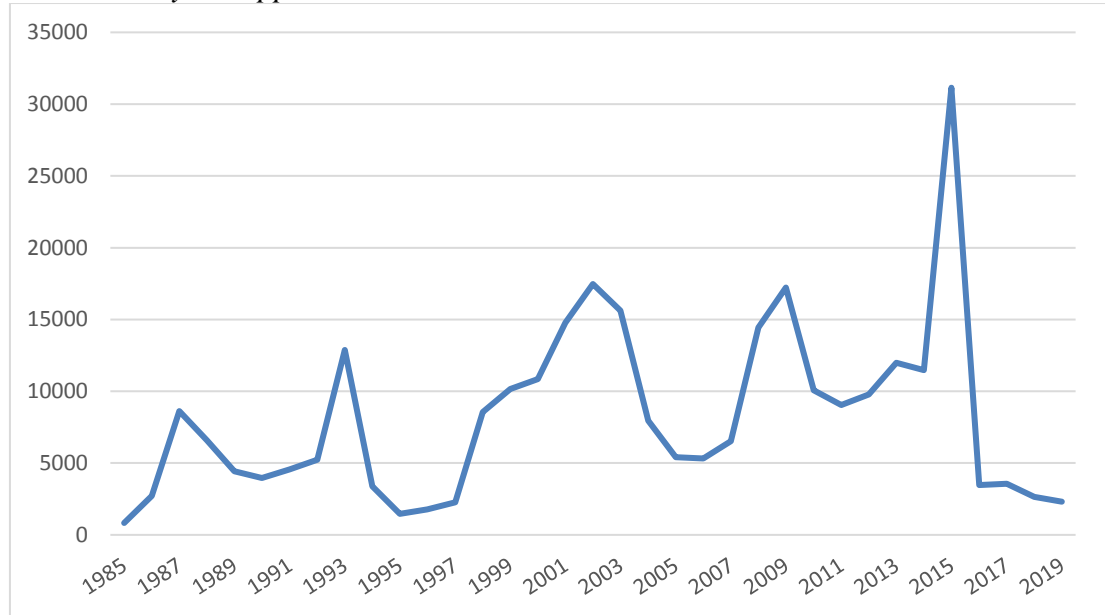
Residing in a reception centre is voluntary, but it is a requirement for receiving subsistence support and 'pocket money'. Persons with a positive decision on their application can stay in a reception centre until settled in a municipality. Persons with a final, negative decision are offered accommodation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

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

6.2 Asylum applications

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

Chart 6.1 Asylum applications. 1985–2019



Source: UDI

In 2019, the number of new asylum seekers was 2 305. This was a reduction by 13 per cent compared to 2018 and the lowest number of asylum-seekers since 1997.

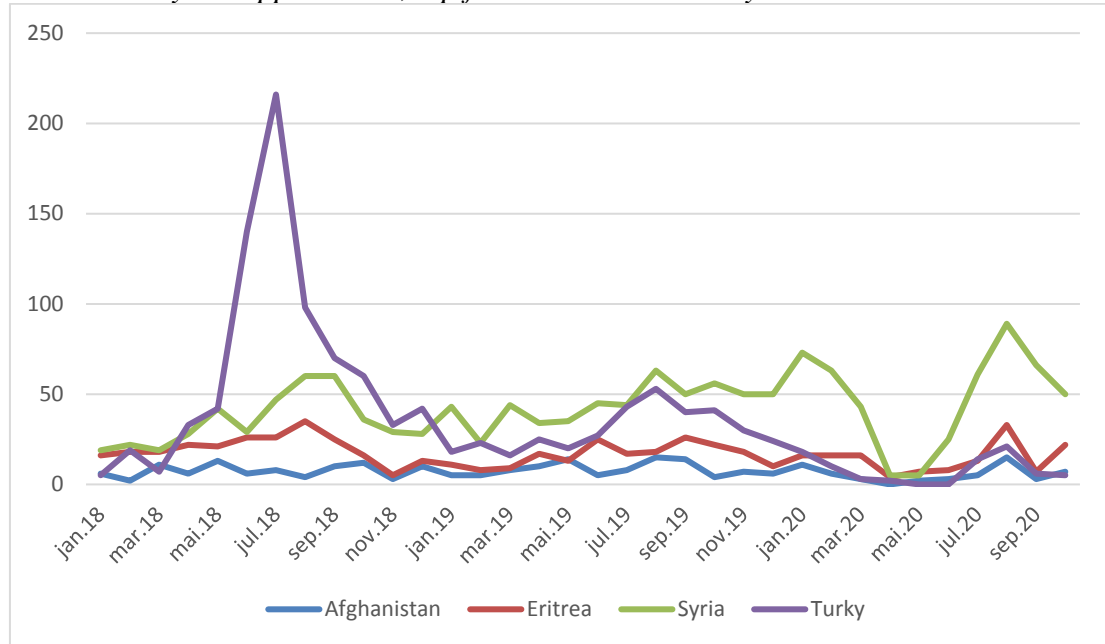
Table 6.1 Asylum applications, by major countries of origin. 2010–2019

Country of origin	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total, of which:	10 064	9 053	9 785	11 983	11 480	31 145	3 460	3 560	2 655	2 305
Turkey	74	42	42	66	52	96	89	164	765	360
Afghanistan	979	979	986	726	579	7 000	373	133	91	101
Syria	119	198	327	856	1999	10448	529	1017	419	537
Eritrea	1 711	1256	1183	3258	2882	2942	586	869	241	194
Iran	429	355	441	266	100	1346	132	89	119	78
Iraq	460	357	221	191	186	3001	215	148	104	65
Stateless	448	262	263	550	800	1204	158	139	80	129
Albania	24	43	169	185	204	431	130	87	65	63
Russia	628	365	370	376	227	126	76	58	60	40
Ethiopia	505	293	185	291	375	686	158	91	44	96
Somalia	1 397	2216	2 181	1 694	837	563	154	51	48	35
Other countries	3 290	2 687	3 417	3 524	3 239	3 307	860	714	619	607

Source: UDI

The most notable change in asylum applications from 2018 to 2019 was the reduction in the number of asylum seekers from Turkey.

Chart 6.2 Asylum applications, top five countries. January 2018 –October 2020



Source: UDI

The number of asylum applications continued to be low in 2020. There was a significant drop in the number of asylum seekers after travel restrictions were imposed as a reaction to the outbreak of Covid-19. By the end of October, there had been only about 1 250 asylum applications, compared to 1 900 at the same time in 2019.

The number of asylum seekers claiming to be unaccompanied minors has varied in recent years, cf. table 6.2. In 2019, 135 (claimed) unaccompanied minors applied for asylum in Norway. This was a decrease by 15 per cent from 2018. Most such applicants were from Afghanistan, Syria and Eritrea. Twenty-three per cent of the (claimed) unaccompanied minor asylum seekers were girls in 2019.

Table 6.2 Asylum applications, first time – by (claimed) unaccompanied minors. 2010–2019

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Applications	892	858	964	1 070	1 204	5 480	320	191	159	135

Source: UDI

During the first ten months of 2020, 80 (claimed) unaccompanied minors applied for asylum in Norway. During the same period in 2019, the number was 112.

6.3 Asylum decisions

During 2019, 81 per cent of the decisions made by the immigration authorities in the first instance were made on the merits of the case. The majority of these cases concerned citizens of Turkey, Syria and Eritrea. Nine per cent of the applications were transferred to another country in accordance with the Dublin procedure, while five

per cent were closed without a decision on the merits because the applicant disappeared before the basis for judging his/her application had been fully established. During the first nine months of 2020, the share of Dublin decisions was around 10 per cent. In the same period, Norway sent 280 Dublin-requests abroad and received almost 460 such requests.

In addition to the 790 applicants who were granted convention refugee status in 2019, 40 applicants were granted refugee status on other protection grounds, and almost 60 were granted a permit on humanitarian grounds. Furthermore, following an appeal the *Immigration Appeals Board* granted 230 permits, more than half of them on humanitarian grounds. Cf. table 6.3 below.

Table 6.3 Permits to persons granted refugee or humanitarian status by the UDI or UNE. 2010-2019

In-stance	Sta-tus	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
UDI	Con-vention	2 974	2 811	3 667	4 523	3 588	5 411	11 560	3 833	1 333	1 647
	Other refu-gee	1 565	766	1 184	1 003	1 140	673	399	149	52	47
	Hu-mani-tarian	751	444	328	292	180	168	492	404	68	95
UNE (ap-peals)	Con-vention	167	287	281	347	240	199	132	145	113	83
	Other refu-gee	71	91	293	175	110	90	61	79	27	25
	Hu-mani-tarian con-cerns	173	336	369	485	620	594	227	275	158	122
Total	All cate-gories	5 701	4 735	6 122	6 825	5 878	7 135	12 871	4 885	1 751	2 019

Source: UDI

From 2003 until the present *Immigration Act* was implemented in 2010, there was a distinction between two categories of humanitarian status, “subsidiary protection status” and “humanitarian concerns” (health problems etc.). Under the present act, however, persons who are eligible for subsidiary protection status under the *EU Qualification Directive* are granted (other) refugee status as well. Therefore, as of 2010, the share of applicants granted a permit on humanitarian grounds does not include the category "subsidiary protection", cf. table 6.4 below.

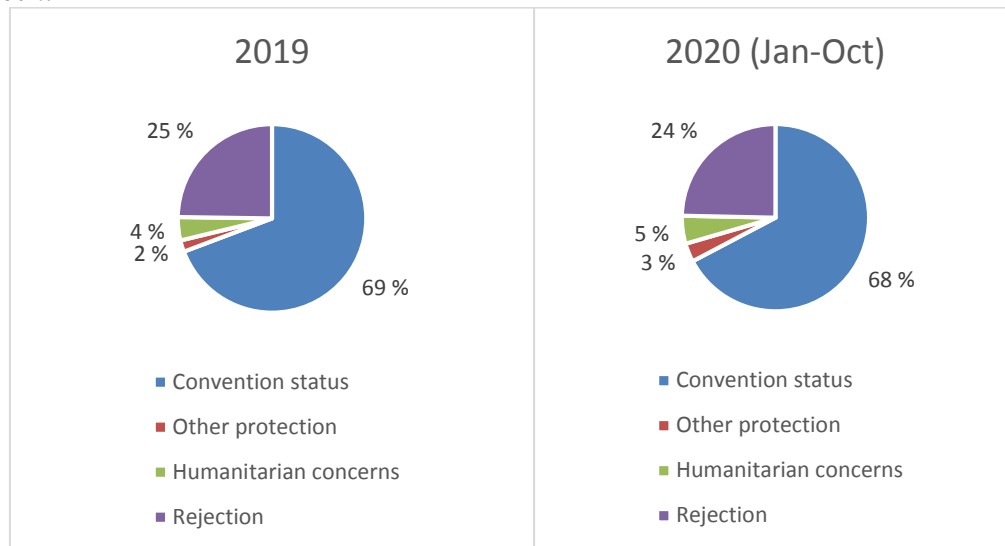
Table 6.4 Outcome of asylum claims considered by UDI, 2010–2019. Per cent

Result	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Con-vention status	23	36	41	51	49	65	62	58	66	69
Other refugee status	12	10	13	11	16	8	2	2	3	2
Human-itarian con-cerns	6	6	4	3	2	2	3	6	3	4
Rejec-tions	59	48	42	35	32	25	34	33	28	25

Source: UDI

In 2019, the proportion of first instance decisions by UDI resulting in refugee status was 69 per cent, an increase from 66 per cent the previous year; cf. table 6.4 and chart 6.3. During the first ten months of 2020, the proportion of decisions by UDI resulting in refugee status was 68 per cent. In 2019, 25 per cent of the applications that were examined on their merits were rejected in the first instance. By October 2020, this proportion was 24 per cent. These numbers mainly reflect that the applications considered represented different nationalities, and not policy changes.

Chart 6.3 Outcome of asylum claims examined by UDI, 2019, 2020 (Jan–Oct). Per cent



Source: UDI

6.4 Resettlement of refugees

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

Table 6.5 Offers of resettlement and arrivals of resettled refugees. 2010–2019

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Offers of resettlement	1 097	1 289	1 231	1 148	1 662	2 544	3 191	3 165	2 124	3 100
Arrivals	1 130	1 378	1 076	992	1 286	2 383	3 292	2 814	2 481	2 803

Source: UDI

For 2019, the resettlement quota was 3 000 places, including 750 Syrian refugees in Lebanon and 250 in Jordan, 900 places for Congolese (DRC) refugees in Uganda, 500 South Sudanese refugees in Ethiopia, 450 refugees of various nationalities evacuated from Libya and 150 places for others. Included in the overall quota were also 60 medical cases. Due to operational challenges it was necessary to redistribute around 50 places from Ethiopia to Lebanon/Jordan. In 2019, 3 100 refugees were offered resettlement, i.e. had their cases accepted by Norwegian authorities, including 115 places that had been carried over from 2018 due to the security situation in Libya, and 2 803 refugees arrived, cf. table 6.5. Some of those arriving had been accepted the previous year.

Of the refugees accepted for resettlement in 2019, more than 1 300 were Syrians, mostly in Lebanon and almost 1 000 were Congolese (DRC) living in Uganda.

Table 6.6 Resettlement of refugees – major nationalities. 2019

Countries of origin	Accepted	Arrived
Democratic Republic of Congo	981	1 280
Syria	1 306	820
South Sudan	462	425
Sudan	149	131

Source: UDI

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

For 2020, the quota continued with 3 015 places including 15 places that were carried over from 2019, and included more nationalities: 750 places were earmarked for Congolese (DRC) and South Sudanese refugees in Uganda, 800 for Syrian refugees in Lebanon and Jordan, 300 places for DRC refugees in Rwanda, 350 refugees of various nationalities in Ethiopia, 150 ditto in Kenya and 500 for refugees of various nationalities to be evacuated from Libya via Romania (200) and Rwanda (300). 150 places were unallocated, including cases adjudicated in emergency procedures. There were 60 places for medical cases, to be counted against any of the other categories.

Due to the Covid-19 pandemic, all selection missions after March 12 were cancelled. Arrivals of refugees had to be suspended temporarily at the same date and resumed in August. Those arriving in Norway were required to observe quarantine regulations. Due to the delays and challenges caused by the pandemic, it will not be possible to

fill all the quota places in 2020. By the end of October 2020, only 419 refugees selected as part of the quota had arrived.

6.5 Settlement of refugees in municipalities

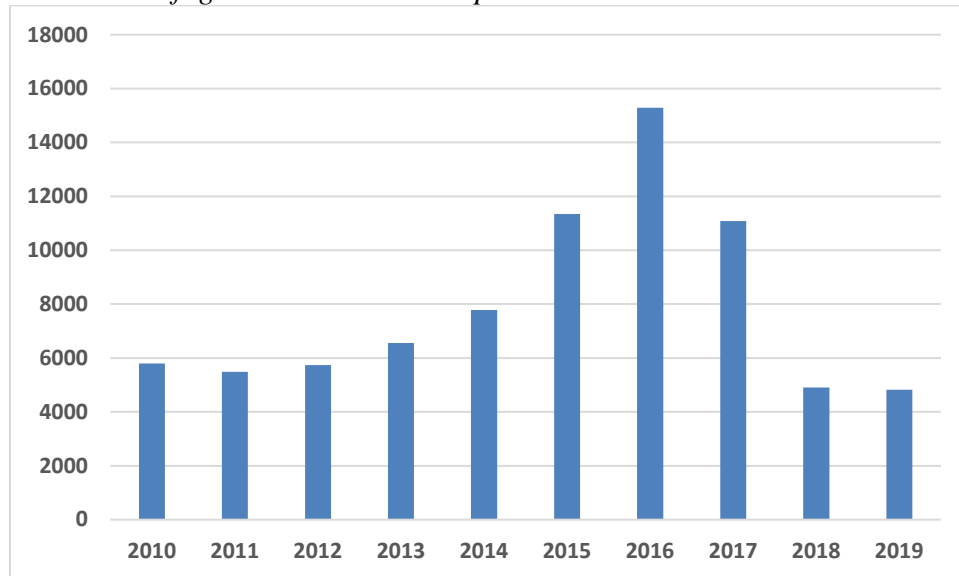
A foreigner, who has been granted a residence permit as a refugee or with humanitarian status, enjoys full freedom of movement in Norway. In principle, s/he may choose to settle wherever s/he wants. However, initially the majority will depend on public assistance, and they must settle in an assigned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

Settling refugees in Norwegian municipalities is the joint responsibility of central and local governments. There is a formal cooperation agreement between the central government and the *Norwegian association of local and regional authorities (KS)*, outlining roles and responsibilities. It is up to each municipality to decide whether, and how many refugees, the municipality wish to settle. The number of refugees to settle has decreased considerably since the peak 2016.

In 2019, 4 800 refugees were settled and provided with initial housing and integration support by the municipalities, only slightly fewer than in 2018, cf. chart 6.4. Of those settled in 2019, close to 140 were unaccompanied minors, compared to almost 200 in 2018. Refugees arriving on the resettlement quota are included in these numbers. In 2019 refugees on the resettlement quota constituted for the first time the majority of all resettled refugees in a year, near 60 per cent. Family members, who have been reunited with refugees, are not included.

In 2019, altogether 232 municipalities settled refugees, compared to 224 municipalities in 2018. Through a government grant of a fixed sum per refugee over a five-year period, the municipalities are compensated for the extra expenses. In 2019, the grant for the five-year period is NOK 808 100 (about €80 000) for single adults, NOK 761 600 (about €76 000) for other adults and for children under 18 years. The grant for unaccompanied minors for the five-year period is NOK 758 100 (about €76 000). There are additional grants for unaccompanied minors, elderly and disabled persons. Furthermore, there are grants to municipalities for renting housing for refugees, as there is for other residents in need of such support.

Chart 6.4 Refugees settled in municipalities. 2010–2019



Source: Directorate of Integration and Diversity (IMDi)

In 2020, 211 municipalities were originally requested to settle 5 120 refugees. 199 of them offered to settle 4 900 refugees. Due to the Covid-19 pandemic and the reduction in the number of asylum seekers and quota refugees, the request has later been reduced to 3 170 persons.

By the end of October 2020, 1 744 persons had been settled since the beginning of the year. Resettlement refugees accounted for 668 of them and 51 were unaccompanied minors. 359 persons were waiting in the reception centres and ready to be settled, only 13 of them were unaccompanied minors. The median waiting period in reception centres – from a permit was granted until settlement in a municipality took place – was three months for all refugees. For unaccompanied minors, the median waiting period was four months.

7 Irregular migration and return

7.1 Legislation and policy

A key priority for Norway in 2019 was to limit arrivals of asylum seekers not in need of protection, and to effectively return rejected asylum seekers and other people without legal residence.

A person found guilty of helping a foreigner to illegal entry or stay in Norway may be sentenced to up to three years of imprisonment. A person found guilty of, for the purpose of profit, organising assistance to foreigners to enter the country illegally, faces a maximum penalty of six years of imprisonment. Furthermore, it is considered a felony to provide another person with a passport or travel document when s/he knows or ought to understand that a foreigner may use it to enter Norway or another State illegally. The maximum penalty for this offence is two years imprisonment.

In a further bid to prevent irregular migration, Norway support *Assisted Voluntary Return and Reintegration* (AVRR) programs in transit and destination countries both bilaterally and multilaterally. As one tool to achieve this, Norway established the “Partnership for migration”, a training and capacity-building program where Norwegian immigration authorities participate in training colleagues in partner countries outside of Schengen. The first training program was implemented with the Somali immigration authorities.

By November 2020, Norway had re-admission agreements or similar agreements on return with 34 countries. In addition, Norwegian authorities have raised the issue of re-admission agreements with several other governments.

Norway’s foreign missions currently have 14 positions as *Immigration Liaison Officers (ILOs)* with a return focused mandate. They are stationed at embassies in relevant countries. This investment in diplomatic and interpersonal relations has high priority for Norwegian authorities. Relationships and networking built through the presence of long-term ILO-positions are particularly important in countries with inadequate administrative traditions and systems.

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

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

- Return benefits (cash) to individuals, both for persons without a residence permit opting for assisted return, and for persons holding a residence permit choosing repatriation to their country of origin. In addition, there are special assisted return programs for a few countries. Such programs include both in-cash and in-kind benefits.
- Grants for schemes informing and motivating the target group in Norway for return.

- Grants for projects in important countries of transit or origin. Such projects could be linked to readmission agreements, co-operation on return issues, improvement of the capacity for migration management, participation in migration partnerships etc.

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

Since July 2017, Norway has facilitated return through a joint procedure between the *Directorate of Immigration* and the *National Police Immigration Service*²⁰ for unaccompanied minors.

Procedure for assisted return

The priority policy objective is that a foreigner without a legal basis for residence in Norway should leave the country within a set deadline, either on his/her own initiative or through a program for assisted return and reintegration in the country of origin. Measures to motivate for assisted return are therefore important elements in a comprehensive asylum and migration policy. The majority of those who return with assistance are former asylum seekers whose application for protection has been rejected.

The number of former asylum seekers living in reception centres with an obligation to leave Norway, remains stable, despite the general decrease in the number of persons living in reception centres. This group is considered difficult to motivate for assisted return. Norwegian authorities continue its efforts to reach irregular immigrants living outside reception centres to motivate them for assisted return, with information and counselling. Norway enabled digital application for assisted voluntary return programs via an electronic application form at the udi.no website since 2019.

Since 2002, the *International Organization for Migration (IOM)* has been the main partner for the Norwegian authorities in implementing assisted return. IOM has, on behalf of the *Norwegian Directorate of Immigration (UDI)*, provided support with information and counselling to potential returnees, assistance to obtain valid travel documents, travel arrangements, post-arrival reception, onward travel to the final destination and limited follow-up after arrival.

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

The most comprehensive reintegration packages are available for Afghan and Somali citizens. These packages include financial support, temporary shelter following the return, counselling, vocational training and assistance to set up their own business.

²⁰ Cf. chapter 7.1 in the report for 2017-2018 for details: <https://www.regjeringen.no/en/dokumenter/immigration-and-integration-20172018/id2624233/>

New policies and measures – irregular migration and return

Since March 2020, there is a new regulation concerning assisted return support, and support for forced returns. The regulation defines who may be granted assistance and which amount. The assistance is standardised, but the regulation leaves room for flexibility, based on needs. Returnees with special medical needs, including people with needs that are considered to be particularly costly for society, may be provided with in-kind assistance up to €18 200.

7.2 Facts and figures

No precise estimates of the extent of irregular immigration or the number of irregular immigrants present in Norway are available.²¹ However, the challenges that they represent exist, particularly in the main cities with a relatively large population of immigrants and less social transparency than in towns and smaller communities.

Foreigners in Norway without an identity from the country of origin that is convincingly documented or otherwise made credible pose a challenge that affects all the stages of migration management. When applying for asylum in 2019, around 20 per cent of the applicants had been granted a visa to Norway (either by Norway or other Schengen-countries). This means that they at some point presented a travel document supporting a claimed identity to Norwegian authorities.

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

Table 7.1 Return – persons by main categories. 2010–2019

Year	Asylum application refused	Dublin-procedure	Expulsion/rejection	Total – forced	Assisted return (IOM)	Total
2010	1 226	1 979	1 410	4 615	1 446	6 061
2011	1 482	1 503	1 759	4 744	1 813	6 557
2012	1 397	1 114	2 390	4 901	1 753	6 654
2013	1 275	1 408	3 283	5 966	1 889	7 855
2014	1 804	1 680	3 775	7 259	1 622	8 881
2015	1 559	1 144	5 122	7 825	1 167	8 992
2016	1 385	1 346	5 347	8 078	1 456	9 534
2017	918	461	4 055	5 434	569	6 003
2018	552	471	4 054	5 077	240	5 317
2019	358	343	3 456	4 157	213	4 370

Source: UDI, the Police Immigration Service (PU)

²¹ Cf. the 2013-2014 report from Norway on immigration and integration.

The police returned more than 4 100 foreigners without legal residence in 2019, a sharp decline compared to 2018. The main reason for this is the fewer arrivals of asylum seekers earlier and increasing difficulties in implementing return. Of the total number of forced returns, 1 419 were convicted offenders. Of those persons the police returned, 161 were minors. Less than 17 per cent of those returned were asylum seekers in the Dublin-procedure or former asylum seekers whose applications had been rejected. There has been a steady decline in this proportion since 2014, when 48 per cent of the total number the police returned were either in the Asylum or Dublin-procedure categories.

In 2019, the number who returned with assistance was 213 persons. This was somewhat fewer than in 2018. Most returned to Ethiopia, Somalia or Iraq. The reduction was due both to fewer potential beneficiaries, significantly fewer asylum seekers the last couple of years and the high number of persons opting for assisted return in 2014 – 2016.

During the first ten months of 2020, 98 persons had returned, compared with 167 persons in the same period in 2019. The number of persons with a duty to return among those living in reception centres, remained on the same level; 799 in October 2020, 853 in October 2019.

During the first ten months of 2020, the police returned 6 700 foreigners without a legal residence in Norway. Included in this number are 5 000 persons rejected entry at the border because of the new regulations restricting entry into Norway to prevent the spread of Covid-19. The numbers of both assisted and forced returns are lower than in previous years. This is mainly due to Covid-19 and the travel restrictions due to this. Only 3 per cent of the total number that the police returned, were in the categories 'Asylum' and 'Dublin', cf. table 7.1.

8 Foreigners, immigrants and Norwegian-born with immigrant parents

8.1 Population growth

During 2019, the total population of Norway increased by 39 300 persons, with a birth surplus of 13 800 and net immigration of 25 300.²² This represented a growth rate of 0.7 per cent, 0.1 percentage points higher than in 2018. By the start of 2020, the total registered resident population in Norway was 5.367 million, cf. table A1 and A3.

In 2019, the total fertility rate in Norway was 1.53. This was 0.03 points lower than in 2018 and 0.45 points lower than the peak in 2009, cf. table A19. The difference in the fertility rates of immigrant women and the rest of the female population was 0.29 points in 2019, 0.08 points lower than in 2017. It was 1.77 for immigrant women and 1.48 for other women. At its peak in 2000, the difference was 0.76 points. In 2019, the highest rate, 2.40, was estimated for women from Africa and the second highest, 1.77, for women from countries in Europe outside EU/EFTA. The lowest rate for immigrant women was 1.48 for women from South and Central America. Since 2000, the fertility rate for immigrant women with a background from Asian countries has declined by more than 1.2 points and for women from African countries by 0.98 points.

In 2019, almost 11 800 children born in Norway had two foreign-born parents, while 8 000 had one foreign-born parent, cf. table A20. The main groups of children born in Norway with two foreign-born parents had parents from Poland, Somalia, Iraq, Sweden or Pakistan. Among those with only one parent born abroad Sweden, the Philippines, Denmark, Germany, United Kingdom and Pakistan were the main countries of origin for this parent.

The 2020 national population projections from *Statistics Norway* show lower expected population growth and stronger ageing than in the previous projection, produced in 2018.²³ Nevertheless, the main alternative suggests that Norway will experience population growth throughout this century, from around 5.4 million today to 6.1 million in 2060, and around 6.3 million in 2100. Immigration is expected to decline somewhat. In 2019, there were just over 50 000 immigrations to Norway. Due to travel restrictions and other circumstances related to the Covid-19 pandemic, *Statistics Norway* expects a particularly low immigration in 2020 and 2021. From 2022 onwards, it is projected that the annual immigration will decline from around 45 000 (between 39 000 and 52 000) to around 37 000 (18 000-84 000) in 2100. The projected emigration numbers depend partly on the immigration numbers. In the main alternative, annual net migration is expected to remain stable at around 10 000-12 000 up to 2100.

²² The difference in population growth during the year will as a rule deviate from the total of birth surplus and net migration. The difference in the population accounts is due to late reporting, annulments, corrections etc.

²³ The following description of the most recent population projection and immigration is found in a report from *Statistics Norway*: <https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/norways-2020-population-projections>

8.2 Foreign citizens

By January 1, 2020, the total number of foreign citizens registered as residents in Norway was 604 500, an increase of 20 000 from January 1, 2019. They constituted 11.3 per cent of the total registered resident population. Approximately 377 800 or 62.5 per cent of them were citizens of an OECD member country. Cf. table A15. This is an increase of 12 600 from 2019.

Europeans still constituted most of foreign citizens; 414 000 or 68.5 per cent of all, cf. table A15. During the last fifteen years, there has been an increase in this share, mainly due to labour immigration from EU-member countries. By January 2019, the major countries of citizenship were Poland (108 600), Lithuania (46 900) and Sweden (44 200).

The share of registered resident foreign citizens from *Asian* countries was stable at almost 19 per cent (113 600 persons) of the total foreign population. This was a lower share than the average of 22 per cent for the peak years 2006-2010. The increase in 2019 was 5 600 persons. The largest groups of foreign citizens from Asian countries were from Syria (32 000), the Philippines (12 800) and Thailand (12 000). The number of citizens of Syria increased by 1 800 persons, and this increase was much lower than during the previous four years, when a larger number of asylum seekers had been granted residence permit.

During 2019, the number of resident citizens of countries in *Africa* decreased by almost 1 000 persons to 50 100, or 8 per cent of all foreign citizens in Norway. The average share during the period 2011-2015 was 8.7 per cent. For the sixth year, Eritrean citizens outnumbered Somali citizens (18 900 vs. 12 000). This reflects that a high number of Somalis have become Norwegian citizens, cf. chapter 16.2.

The total number of resident foreign citizens from countries in *North, Central and South America* increased slightly in 2019, to 22 400 persons. Their share of all foreign citizens remained at 3.7 per cent, down from an average share during the period 2006-2010 of 6 per cent. The largest group were US citizens (9 900), followed by citizens of Chile (1 800).

In 2019, there were only 2 100 citizens from countries in *Oceania*, even fewer than the number of *stateless* persons or those with *unknown* citizenship (2 300 in total).

The patterns and changes described above only partly reflect shifts in migration movements, cf. chapter 2, as there is a significant difference in the inclination to apply for a Norwegian citizenship, cf. chapter 16.2. So far, immigrants from EU/EFTA member countries and from North America have shown little interest in changing citizenship, compared to most other resident foreigners.

Table 8.1 Resident foreign citizens - major countries on 1 January, 2012–2020

Citizen-ship	2012	2013	2014	2015	2016	2017	2018	2019	2020
Total, of which	407 262	448 765	483 177	512 154	538 223	559 227	567 783	584 243	604 525
Poland	66 639	77 095	85 591	93 615	99 626	102 017	103 799	105 192	108 565
Lithuania	24 074	30 738	35 770	39 506	41 727	42 538	43 680	45 067	46 868
Sweden	41 984	43 075	44 233	45 100	45 104	44 393	43 964	43 965	44 239
Syria	431	728	1 526	3 632	7 583	18 860	25 988	30 222	31 957
Germany	23 687	24 401	24 630	25 030	25 186	24 922	24 659	24 835	25 287
Denmark	21 354	21 937	22 570	23 499	23 257	23 020	22 806	22 838	22 851
Eritrea	7 598	9 997	12 666	15 201	17 734	18 983	18 586	19 107	
UK	14 744	15 459	15 787	16 250	16 341	16 260	16 189	16 453	17 208
Romania	5 687	7 485	9 950	12 007	13 794	14 503	14 997	15 564	16 604
Philippines	8 901	10 067	11 387	11 653	11 799	12 100	11 709	12 327	12 841

Source: Statistics Norway

8.3 Immigrants and Norwegian-born with immigrant parents

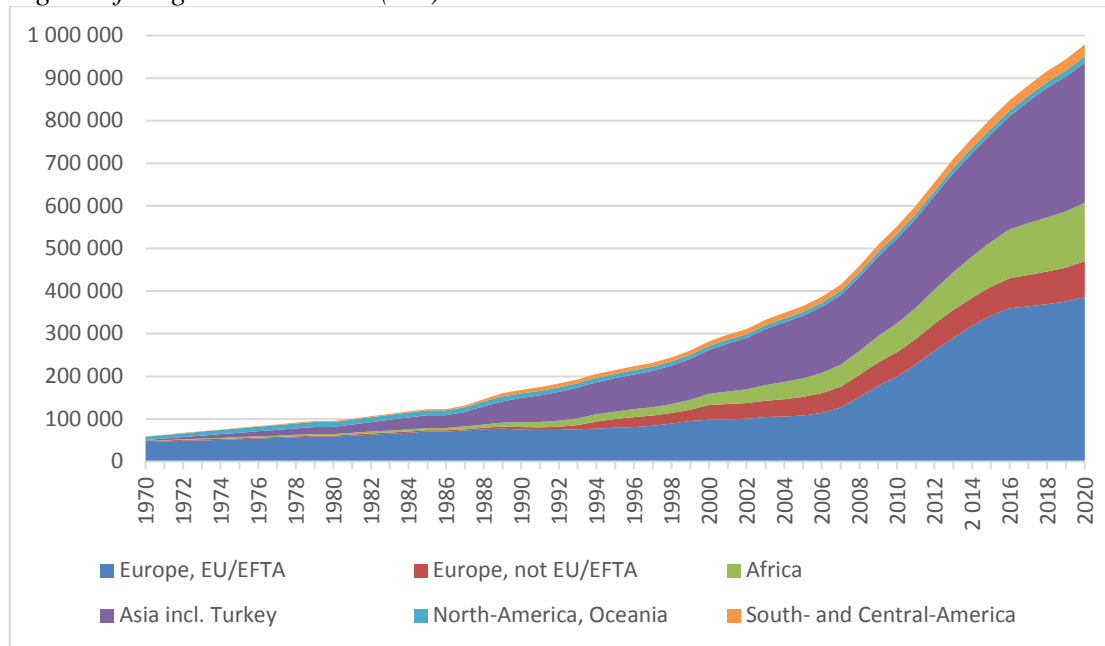
In 2019, 64 per cent of the population growth consisted of net immigration of foreign-born. This was a higher share than in 2018, because of higher net immigration, cf. table A3 and A10. The net increase of Norwegian born children with two immigrant parents represented 24 per cent of the total population growth that year, while there was a net reduction of 3 500 persons in the total number of persons with two Norwegian-born parents in the Norwegian population. Eighteen per cent of the population growth consisted of persons with one foreign-born parent.

By January 1 2020, the total number of registered resident immigrants had reached 790 500. They represented 14.7 per cent of the total population, an increase from 14.3 per cent at the start of 2019. Immigrants from OECD-countries represented 44.5 per cent of all immigrants, cf. table A17.1.

At the same time, 206 100, or 26 per cent of all immigrants, had resided in Norway for less than five years, cf. tab. A24. This share has been decreasing, reflecting that the high immigration from the new EU member states peaked in 2011–2012, cf. chapter 2.2. For example, the share of Lithuanian immigrants with less than five years of residence was reduced from 63 per cent by January 2016, to 29 per cent by January 2020. At that time, the share of Lithuanians with less than ten years of residence was still as high as 80 per cent. Among immigrants from Poland, the numbers with less than five and ten years of residence were 24 and 61.5 per cent respectively. This difference between the two immigrant groups reflects that the strong increase in immigration from Poland following the EU enlargement in 2004 started earlier than the increase in immigration from Lithuania.

The number of Norwegian-born residents with two immigrant parents was 188 800 at the start of 2020. Their share of the total population was 3.5 per cent, a small increase from 3.4 per cent one year earlier. At the start of 2020, 26 per cent in this group had parents from other OECD-countries. Cf. table A17.2.

Chart 8.1 Resident immigrants and Norwegian-born with two immigrant parents by region of origin. 1970–2020 (1.1)



Source: Statistics Norway

The origin composition of immigrants in Norway and Norwegian-born with immigrant parents²⁴ has changed considerably over the years. In 1970, the share originating from countries in Asia, Africa and Latin America among all immigrants was six per cent. In 1980, the same group represented 23.5 per cent of all resident immigrants, increasing to 45.6 per cent in 1990, 49.7 per cent in 2000 and 55.5 in the peak year, 2006. By the beginning of 2020, the share was 50 per cent, the same as one year earlier. Cf. table A17.

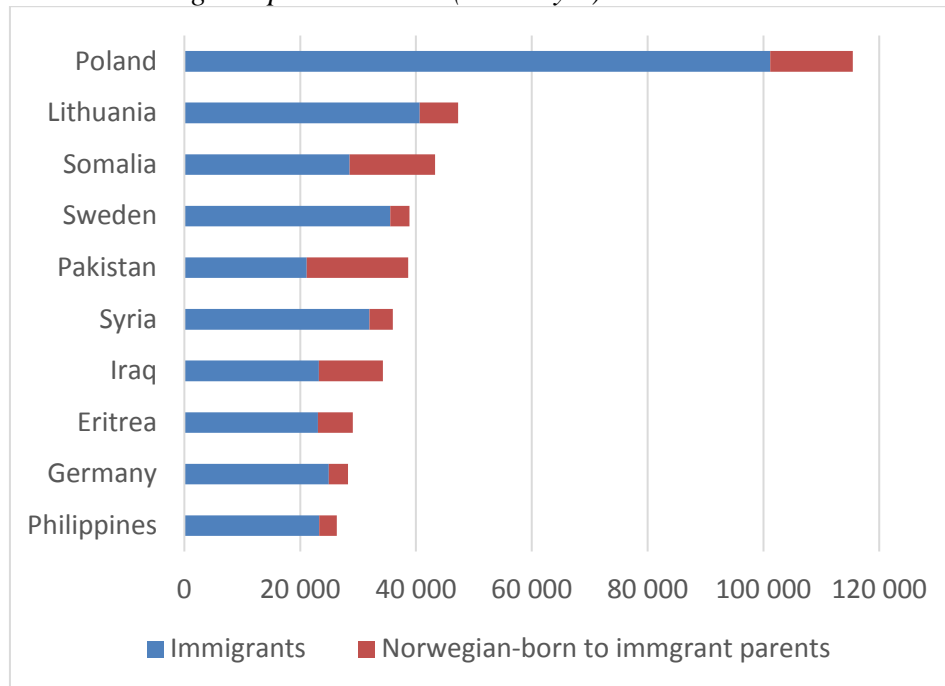
For many years, Pakistan was on the top of the list of countries of origin for the combined category of immigrants and Norwegian-born with two immigrant parents. However, since 2007 Poland has been the main country of origin in this category, reaching 115 400 registered residents at the start of 2020. Lithuania (47 300), Somalia (43 300) and Sweden (38 800) have also passed Pakistan (38 700) as origin countries for residents with an immigrant background, cf. table A17.

If we consider immigrants residing in Norway on January 1, 2020, the major groups came from Poland (101 500), Lithuania (40 600), Sweden (35 600), Syria (32 000) and Somalia (28 600), cf. table A17.1.

As many as 45 per cent of those with a Pakistani background were born in Norway (17 600). This was the case for only 14 per cent of those with a Lithuanian background. For those with background from Syria, 11 per cent were born in Norway. After Pakistan, the largest groups of Norwegian-born with two immigrant parents, had parents from Somalia (14 700) and from Poland (14 300). Cf. chart 8.2 and tables A17 and A17.2.

²⁴ The combination of these two groups is often designated “persons with an immigrant background”

Chart 8.2 Main background countries for resident immigrants and Norwegian-born with two immigrant parents. 2020 (January 1)



Source: Statistics Norway

At the end of 2019 there were persons with an immigrant background in all Norwegian municipalities. The capital, Oslo, had the largest population of immigrants and Norwegian-born with two immigrant parents, both in absolute numbers and relative terms. In Oslo, there were 177 450 were immigrants and 56 900 Norwegian-born with two immigrant parents. Together these two groups constituted 33.8 per cent of the capital's population. In 13 of 15 districts of Oslo, the share of inhabitants with an immigrant background was above the national average of 18.2 per cent. In four districts, the share of immigrants and Norwegian-born with two immigrant parents was above 50 per cent.²⁵

8.4 Marriage and divorce

In 2019, most existing *transnational marriages* in Norway involved a man born in another European country than Norway, with a spouse from a European country, a person born in a country in Asia with a spouse from an Asian country, or a Norwegian-born person married to someone born in another European country, cf. table A12.1.

Among the 19 500 *marriages* contracted in Norway during 2019, 2 200 involved a Norwegian and a foreign citizen. During 2019, there were almost 1 200 marriages between a Norwegian man and a woman from an Asian country and 1 100 marriages involved a Norwegian man marrying a woman from another European country. Cf. table A13.1.

²⁵ <https://www.ssb.no/en/befolkning/statistikker/innvbef>

Almost nine out ten of the 9 500 *divorces* that took place in Norway in 2019 involved two Norwegian citizens, cf. table A14.1. Among the transnational marriages ending in a divorce, most happened with:

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

9 Integration policy

9.1 Legislation and general policy principles

The integration policy aims to provide incentives and opportunities for immigrants' participation in the workforce and in community life. The goal is that everyone who is living in Norway finds work or undertakes studies and participates in society in general.

The main priority in the Government's integration strategy, *Integration through knowledge*, is to increase labour market participation by investing in formal education, skills and qualifications, cf. chapter 9.2 below.

Integration calls for efforts to be made by many parties. Considerable efforts are expected from each immigrant her-/himself to contribute and participate in society. At the same time, the government must take steps to ensure possibilities for the individual immigrant to take part in education and labour markets. Public services shall provide equal opportunities for all. The principle of mainstreaming in the public sector requires that authorities take responsibility for adapting their services to the diverse needs of the qualified users.

Civil society, immigrant organisations and other NGOs, as well as local and regional authorities are all essential actors for developing and implementing the integration policy. The Government supports various integration initiatives through grants.

The *Ministry of Education and Research* is responsible for coordinating the integration policies for immigrants and their children. The *Directorate of Integration and Diversity (IMDi)* has a central role in coordinating the efforts to ensure that persons with an immigrant background obtain equitable public services.

The *Introduction Act* was implemented in 2003 to strengthen the possibilities for specific groups of newly arrived immigrants to participate in the workforce and social life and gain economic independence. The act has regulated the *Introduction Program* (from 2003), the *Norwegian language training and social studies* (from 2005), and training for asylum seekers in reception centers in Norwegian language and in Norwegian culture and values (from 2018).

The target group for the *Introduction Program* is refugees and their family members, in addition to persons granted residence on humanitarian grounds and their family. The rights and obligations of individuals under the *Introduction Act* only apply to those between the ages 18 and 55 who are settled by an agreement between *IMDi* and the municipality.

The target group for the *Norwegian language training and social studies* is newly arrived adult immigrants between the ages of 16 and 67 with a residence permit that constitutes the basis for permanent residence. This also applies to foreign family members of foreign immigrants in Norway and of Norwegian and Nordic nationals. However, persons residing in Norway based on the EEA/EFTA-agreements are not covered by the *Introduction Act*, and they are not entitled to free tuition in Norwegian language and social studies, nor are they obliged to participate in such training.

The new Integration Act

As a follow up of the integration strategy *the Storting* has passed a new law on integration through training, education and work, the *Integration Act* that replaces the *Introduction Act*. The new act is part of a major integration reform.

The employment rate for refugees increases during the first few years after arriving in Norway, and then falls during five to ten years after arrival.²⁶ An important reason for low employment rates is that there is a gap between the competence demanded by the employers and the competence that many refugees bring with them and can document. To enhance employment rates, it is important that the measures to qualify refugees and immigrants for the Norwegian labour market become more targeted. Documented formal competence is increasingly important. One of the objectives of the new *Integration Act* is therefore that more refugees will gain formal education through the *Introduction Program*.

The *Integration Act* contains provisions concerning responsibilities of the municipality and the counties, early qualification, the *Introduction Program* and *Norwegian Language Training and Social Studies*.

The aim of the *Introduction Program* is to provide each participant with fundamental skills in the Norwegian language and to prepare him/her for employment or further education as well as participation in the Norwegian society. The target group for this program under the new act is the same as under the *Introduction Act*.

The scope and contents of the *Introduction Program* shall be more differentiated, so that the participants are offered a content and duration that is adapted to their background and individual *Program Goals*. The participants are obligated to undergo competence mapping and career guidance before starting the program. The *Introduction Program* may last from three months to four years, and the duration of the program will vary depending on the participants' educational background and competence, and the participants' individual *Program Goal*. For participants who have a Program Goal of completing upper secondary education, the program can be extended up to four years. The primary *Program Goal* for young people under the age of 25, who have not completed upper secondary education, is completion of upper secondary education. Participants with minimum upper secondary education from before shall have a short program period. For these, the program may last between three and six months and may be extended up to a year. The minimum requirements for the program are the same as in the *Introduction Act: Norwegian Language Training, Social Studies* and *work- or education-oriented measures*. In addition, every participant is obliged to participate in an *empowerment course*, and parents are obliged to participate in a *parental guidance course*.

Participants in the program are entitled to an *Introduction Benefit*. The benefit is taxable. The benefit is the same as it was in the *Introduction Act*, except for participants under the age of 25 who are living with one or both parents. They will now receive

²⁶ This situation has been documented in several studies, especially by researchers attached to the Frisch Centre for Economic Research. For example as discussed by Bratsberg, Raaum and Røed here: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2911451

one third of the benefit. Participants under the age of 25, who are not living with parents, will still get two thirds of the benefit. The full benefit is twice the basic amount (G) in the *National Insurance Scheme*. In 2020, 2 G is approximately €1 530 per month or €18 400 per year.

For the Norwegian language training and social studies, the requirement of having completed a certain number of hours of training is in the new Integration Act replaced with a requirement that the individual shall achieve a minimum level in mastering Norwegian. This level is the participant's *Norwegian Goal*. The indicative minimum level is B1 according to the *Common European Framework of Reference for Languages (CEFR)*²⁷ in all language skills (oral, listening, writing and reading).

The target group is the same as in the *Introduction Act*, except for the age that has been raised to 18 years. The same has been done for the target group for Norwegian language and social studies for asylum seekers in reception centres. Persons teaching Norwegian under the *Integration Act* must have relevant academic and educational competence. Relevant academic competence means 30 credits in the Norwegian as a second language.

9.2 Strategies and Action Plans

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

Integration Strategy

The main goal of the Government's integration strategy for 2019 –2022 – *Integration through knowledge*²⁸ is to increase labour market participation and participation in society in general among immigrants. This is done through a coordinated and comprehensive effort, with 57 action points. The strategy has four main areas: *Education and Qualifications, Work, Everyday Integration* and *The Right to Live a Free Life*. The strategy is in the process of being implemented.

Action Plans

Norway's *Action Plan against Radicalisation and Violent Extremism* highlights comprehensive and early preventive measures. The plan covers all kinds of extremism. It originally contained 30 measures, but the plan is dynamic, in the sense that existing and the need for new measures are continuously being assessed according to developments and changes in the perceived threats. The plan was revised in 2020 and new measures were added, including measures addressing right-wing extremism.²⁹ The *Ministry of Justice and Public Security* coordinates this work.

²⁷ <https://www.coe.int/en/web/common-european-framework-reference-languages/level-descriptions>

²⁸ <https://www.regjeringen.no/en/dokumenter/integration-through-knowledge/id2617092/>

²⁹ <https://www.regjeringen.no/no/dokumenter/handlingsplan-mot-radikalisering-og-voldelig-ekstremisme/id2711314/> (The revised plan is only available in Norwegian)

Furthermore, *The Norwegian Action Plan against Antisemitism 2016–2020* addresses how to reduce prejudice against and harassment of Jews. Following the first terror attack against a Mosque in Norway in August 2019, the Government has launched two action plans, the *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion*, and the *Action Plan against Discrimination and Hatred towards Muslims*, cf. chapter 15 for details.

The ongoing *Action Plan to Combat Negative Social Control, Forced Marriage and Female Genital Mutilation (2017–2020)*³⁰ was strengthened with nine additional measures in the *Integration Strategy (2019–2022)*, and in 2019 and 2020 more funds were allocated to several ongoing measures: i.e. for improved legal protection, increased support to information work and campaigns, as well as funding to civil society organization projects. This funding also enabled an increase from 38 to 49 in minority councillors in schools, ensuring their availability in each of the 11 county municipalities. Their mandate was also revised to include building competencies in services for newly arrived refugees and immigrants, as part of strengthening early prevention efforts. Furthermore, a team of five nationally based advisors has been set up, in order to service schools that do not have a minority advisor. The housing- and support scheme for youth above 18 years, who have severed ties with their family and network, was expanded and a mentoring service for this group was established.

In 2019, Norway also initiated the *Nordic Network on Work against Negative Social Control and Honour-Related Violence*, a platform for sharing information and exchanging experiences, as well as exploring opportunities for cooperation. The *Nordic Council of Ministries (NCM)* is also a member and has funded a report mapping of key strategies and measures against negative social control and honour-related violence in the Nordic countries, launched at a Nordic conference co-hosted by NCM and Norway in June 2020.³¹

Thus, there are several action plans and strategies which cover areas that are closely related, such as extremism and radicalisation, racism and discrimination, antisemitism, discrimination and hatred towards Muslims and hate speech. These are processes that are relevant to each other and are interconnected. A *State Secretary's Committee* has been established to ensure that the Government's efforts in these areas are well coordinated and provide effective synergies.

9.3 Voluntary activities

Voluntary organisations and volunteer work are important in Norway. Traditionally, people have come together to pursue common interests and deal with common problems. Immigrants in Norway also participate in such voluntary activities to a relatively high degree, but often in other areas of civil society than do members of the majority population. Generally, immigrants and their children, especially women and girls, are underrepresented as members of the traditional Norwegian organisations for voluntary work and other non-governmental organisations. As for the majority population, age and education mainly affect immigrants' participation in voluntary work.

³⁰ <https://www.regjeringen.no/en/dokumenter/the-right-to-decide-about-ones-own-life/id2542163/>

³¹ <http://norden.diva-portal.org/smash/get/diva2:1445284/FULLTEXT01.pdf> (Only available in Danish)

Young or middle-aged minority men with a high level of education who know the language well are those who have the highest network participation.³²

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

Dialogue and contacts between the Government and the civil society are important elements of the processes for making and implementing policy. Among the measures to promote such dialogue is an annual *integration conference*. The seventh such conference took place in September 2020, this time digitally.

9.4 The role of cultural policy

The vision in the Government's cultural policy is that everyone has the right to culture and all citizens must have the opportunity to participate in cultural activities and have easy access to cultural heritage. Culture must be available to all, regardless of their social cultural and financial background, age, gender and functional ability.

The White Paper *The power of culture Meld. St. 8 (2018-2019)* is followed up by reports and strategies within the different cultural and artistic sectors and fields. Among them is cultural diversity.

In this sense, the cultural policy makes an important contribution to guaranteeing equality, combat discrimination and strengthen unity and inclusion in society. Diversity is a main priority for the *Ministry of Culture*, which also is reflected in the Government's budget proposal for 2021.

Norway's goal in cultural policy is an inclusive and diverse art and cultural life of high quality, which reflects our time and reflects who we are today; a cultural life that builds identity, education and competence, and which opens up for a variety of expressions of opinion and reflection. Cultural institutions play an important role when it comes to diversity; to obtain access, relevance and inclusion for diverse groups in society. The Government wants the entire sector to contribute to long-term and systematic work to achieve a greater diversity of users and participants, of practitioners and of expressions and offers. It is important that the sector itself contributes to the changes that are necessary to achieve a more equal, diverse and representative cultural life.

³² <https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/bitstream/handle/11250/2557785/Organisasjonsengasjement%2bblant%2binnvandrarar.pdf?sequence=1&isAllowed=y> (Only available in Norwegian)

Gender equality and diversity requires long-term and systematic work. Therefore, the main governmental agency for the implementation of Norwegian cultural policy, the *Norwegian Arts Council*, continues its task as a national coordinator for diversity in art and cultural life also in 2021.

10 Training and skills

10.1 Basic qualifications

The qualifications that immigrants bring with them to Norway differ in many respects. Some have completed higher education, have substantial relevant work experience and are fluent in many languages. Others have little or no formal education, little or no relevant work experience and some are illiterate in their mother tongue. Some start working from day one after arrival, for others it is difficult to find employment. Programs that may help immigrants to acquire basic and relevant qualifications are designed to strengthen their chances of finding a job and participate in society. The main schemes are *Norwegian Language Training and Social Studies*, the *Introduction Program* and the *Job Opportunity*. The *Introduction Act* regulates the first two schemes. From 2021, the scheme will be regulated by the *Integration Act*, cf. chapter 9.1.

Norwegian Language Training and Social Studies

The goal of the scheme for Norwegian language training and social studies is that an adult immigrant after his/her first years in Norway should sufficiently master Norwegian to be able to find employment and participate in society. As soon as possible after settling in a municipality, eligible immigrants, are expected to enrol in language training. They should complete the compulsory training within three years. See chapter 9.1 for further details about language training and the new Integration Act.

Third country labour immigrants, if eligible for permanent residence, are obliged to participate in language training and social studies, but only for 300 hours. They must pay a fee to the provider of the course. Citizens from EEA/EFTA-countries, using their right to free mobility, have neither the right nor a duty to participate in such training.

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

Statistics Norway produces statistics on the participation in *Norwegian Language Training and Social Studies*. During 2019, 33 846 persons participated in the training, compared to 40 000 in 2018. Almost 60 per cent of the participants were women, a significant increase from 46 per cent in 2018. This change might be due to a decrease of immigrants arriving first as asylum seekers, and an increase in immigrants arriving as resettlement refugees or through family reunification.

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

The policy target for 2019 was that 90 per cent should achieve A2 or higher on the oral test and 70 per cent should achieve A2 or higher on the written one (consisting of

a listening test, writing test and reading test). This policy aim was reached on the written test in 2019, when 84,2 per cent of all candidates got A2 or higher on the test in listening, 73,3 per cent in reading and 82,4 per cent in writing. Compared to 2018, there has been a slight increase in the score for both listening, writing and reading skills. In 2019, 87,7 per cent of all the candidates got A2 or higher on the oral test, compared to 85 per cent in 2018. From 2020, the policy target for the Norwegian language training is increased to an expectation of 90 per cent achieving B1 or higher on the oral test and 70 per cent achieving B1 or higher on the written test.

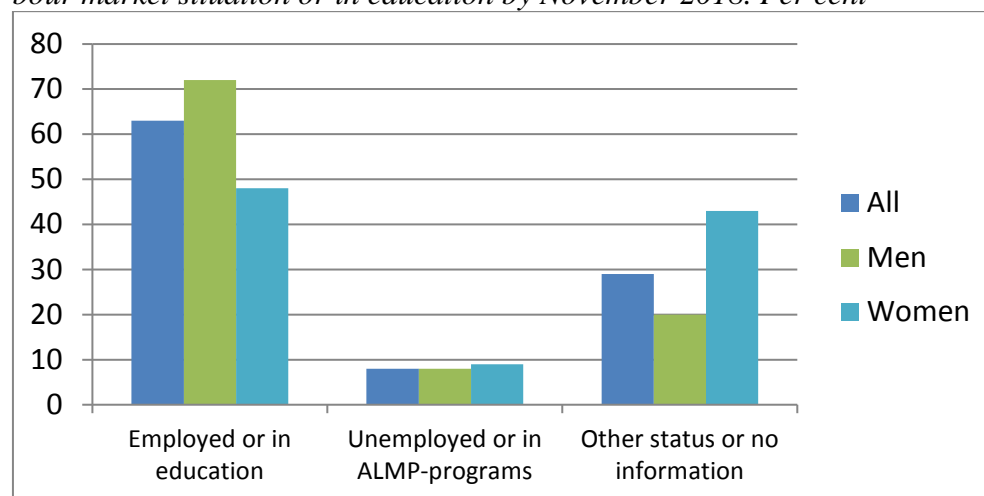
From 2014, it has been mandatory for the participants to take a *test in Social Studies* after completing 50 hours of training in a language they understand. The test is available in 27 languages, in addition to two of the official Norwegian written languages. In 2019, 16 032 candidates took the test, compared to 17 629 in 2018. The policy target for 2019 was that 90 per cent should pass the test in social studies. 84 per cent of all the candidates passed that year, compared to 84.4 per cent in 2018.

Asylum seekers residing in a reception centre are offered 175 hours of Norwegian language training by the municipality, free of charge. In 2019, 49 per cent of the asylum seekers residing in reception centres received such training, compared to 36 per cent in 2018.

The Introduction Program

The *Introduction Program* is an individually adapted full-time program to acquire basic qualifications. The effects of the program are monitored. During 2019, 20 900 persons participated in the program, compared to 27 100 in 2018. Forty-seven per cent of the participants were women.³³ Of the participants who finished the program in 2017, 63 per cent were employed or participated in education by November 2018. This was one percentage point higher than for the cohort of the participants the previous year. As before, a larger proportion of the men (72 per cent) than of the women (48 per cent) had found work or were attending education, cf. chart 10.1.

Chart 10.1 Persons completing the Introduction Program in 2017 by gender and labour market situation or in education by November 2018. Per cent



Source: Statistics Norway

³³ <http://www.ssb.no/en/utdanning/statistikker/introinnv/aar-deltakere>

The Job Opportunity Program

The aim of the *Job Opportunity Program* is to increase the employment rate among immigrants who need to acquire basic skills and who are not covered by other schemes or who need individualised training. The *Directorate of Integration and Diversity* administers the scheme.

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

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

From 2019, part C was transferred to a new *Grant Scheme for the Development of municipal integration measures*. The means for Part B was from 2020 transferred to the County Municipalities, and *The Job Opportunity Program* consist again of just one measure (Part A).

Seventy-five per cent of the participants, who completed the Part A-scheme in 2019, were employed or participated in education after completing the program. The Part B-scheme that subsidises schools owners had 1 201 participants/students in 2019.

New policies and measures – Basic qualifications

The outbreak of Covid-19 and the implementation of infection control measures have had negative consequences for participants in the *Introduction Program* and in *Norwegian Language Training and Social Studies*. This includes reduced offers of training and reduced opportunities to carry out tests in Norwegian. Participants who are approaching completion of the *Introduction Program* and Norwegian training may get lower learning outcomes than in a normal situation. The pandemic has also led to high rates of unemployment, and it will be challenging for immigrants with low formal skills and little professional experience to get into the labour market.

Due to this situation, an interim law on adaptations to the *Introduction Act* was introduced during the spring 2020 to counteract the consequences of the pandemic. Furthermore, *the Storting* approved a package of 456 million NOK (about €45 million) to strengthen the basic qualification measures for newly arrived immigrants. Measures to remedy some of the negative consequences of the pandemic have primarily been offered to persons already participating in the schemes under the *Introduction Act*, who have both had their training affected and are facing a more difficult labour market than before.

The measures in the package consist of an expanded and reinforced *Introduction Program* and extended Norwegian language training. This includes the possibility to extend the Program by up to six months, the right to extend Norwegian training up to six months and means-tested career guidance.

These measures required legislative changes, and this has been done through the interim law. NOK 10 million (€1 million) has also been allocated to a grant scheme to increase the use of online Norwegian education, and NOK 25 million (€2.5 million) is allocated to strengthen the *Job Opportunity Program*.

10.2 Recognition of the skills of immigrants

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

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

The scheme for general recognition of foreign higher education is system-based, includes verification, and is primarily aimed at the unregulated labour market.³⁴ NOKUT's decisions on general recognition should help employers understand and trust the value of foreign higher education qualifications. NOKUT also offers a fast-track assessment service to help employers and recruitment agencies understand foreign higher education qualifications when they are in a process of recruiting new staff. NOKUT makes such assessments free-of-charge and within five working days.

Immigrants with higher education from abroad can also apply for academic recognition of their qualifications from these higher education institutions. Such recognition concerns both parts of and full study programs and degrees. Such academic recognition is most relevant for immigrants interested in further studies in Norway. Relevant legal instruments in this regard are the *Lisbon Convention*³⁵ and the *Global Convention*³⁶, both regulating the recognition of qualifications concerning higher education.

The *Global Convention* provides international students across regions with increased security and foreseeability. This entails that the main rule is recognition, and that non-recognition represents the exception. In addition, this regulation places the duty of producing evidence on the host-country authorities and not the individual.

For most professions or trades, no specific official recognition is required before a person can start to work in Norway. However, for around 160 professions the qualifications required are regulated by law and means that the recognition of professional

³⁴ See <https://www.nokut.no/en/application-services--foreign-education/> for more information.

³⁵ <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/165>

³⁶ <https://en.unesco.org/themes/higher-education/recognition-qualifications/global-convention>

qualifications for individuals is required for them to be able to practice the professions in Norway. Examples of such professions are nurses, teachers and electricians. For these professions, professional recognition/authorization may be given by 15 recognition authorities for professional qualifications. NOKUT is the assistance centre for the *EU Professional Qualifications Directive* in Norway, and provides information to professionals about the directive, Norwegian legislation and regulated professions. From January 1, 2020, NOKUT is responsible for professional recognition of teachers, as well as kindergarten heads and teachers with foreign qualifications.

NOKUT is also responsible for recognition schemes for some types of secondary vocational qualifications. Procedures have been implemented for 19 vocational training programs from Poland, Germany, Estonia, Latvia and Lithuania. The scheme for skills recognition of vocational education is to be expanded to new programmes and countries over time. Furthermore, NOKUT is responsible for assessing applications for general recognition of foreign post-secondary vocational education.

Specifically targeting the recognition of qualifications held by refugees, displaced persons or persons in a refugee-like situation, *NOKUT* has established an interview-based recognition procedure for people with insufficient or unverifiable documentation of their higher education qualifications (the *UVD-procedure*). This implements Article VII of the *Lisbon Recognition Convention*.

Since 2016, the *European Qualifications Passport for Refugees (EQPR)* is part of NOKUT's recognition schemes. The aim is to facilitate the integration of newly arrived refugees in Norwegian society. The method has proved to be easily adaptable to non-EU/EFTA countries as well and has been tested on a European scale in projects financed by the EU and *the Council of Europe*.

Building on the initiative by *Council of Europe*, UNESCO has initiated a similar project called the *UNESCO Qualification Passport for Refugees and Vulnerable Migrants*. The initiative is supported by Norway, and it is covered in the *Global Convention* (see below). For Norway, to give refugees and displaced persons the right to have their qualifications assessed, also in cases where documentary evidence is missing, has been important.

For professions requiring authorisation, it may be difficult to find appropriate bridging courses. Since 2016, therefore, the Government has financed the development and establishment of bridging courses for nurses and teachers. They started in 2017, at *OsloMet – Oslo Metropolitan University*. Later, courses for engineers have also been established at *OsloMet* and the *Norwegian University of Science and Technology (NTNU)*. The intention is to enable and certify these professionals to work as teachers, nurses, and engineers in Norway. Persons with refugee background are prioritised for admission to the bridging courses. The courses were originally one-year courses. Due to the need to improve the teacher candidates' proficiency in Norwegian language, the teacher courses are now expanded to two years. The public's interest in the courses, and the number of applications, have increased over the years, as the courses have become better known. From January 2021, *OsloMet* is offering a bridging course for nurses in *Nordland County*, the first course of this kind outside of Oslo.

New policies and measures – Recognition of higher education

Norway ratified UNESCO's *Global Convention on the Recognition of Qualifications concerning Higher Education* in spring 2020, thereby becoming the first State party to the *Global Convention* worldwide.

11 Education

11.1 Early Childhood Education and Care (ECEC)

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

Children who reach the age of one by the end of August in the year of the application for a place in a kindergarten, are entitled to a place from that August. Children who reach the age of one in September, October or November in the year of the application for a place in kindergarten, are entitled to a place by the end of the month they reach the age of one. Participation in a kindergarten is voluntary, but 92,2 per cent of children aged 1–5 and 97.5 per cent of all 5-year olds attended in 2019. The age of compulsory schooling is six years.

Regulations limiting the kindergarten fee to be paid by parents entered into force in 2004. In 2020, the maximum fee is NOK 3 135 (about €300) per month and NOK 34 485 (about €3 300) per year. Municipalities are to provide discounts for siblings, regardless of the family's income, and free core hours (20 hours per week) for children aged 2–5 from families with the lowest incomes. This is regardless of their mother tongue. There is also a national subsidy scheme for low-income families so that these families will pay a maximum of six per cent of their income for a full-time place in kindergarten, limited upwards by the maximum price.

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

Children from asylum seeking families do not have a right to a kindergarten place until their asylum application has been accepted and the family has a permanent address in a municipality. However, children staying in an asylum centre may enter a kindergarten if places are available in the municipality where the centre is located. A government grant finances full time places for all children in asylum centres aged one to five regardless of the status of their asylum application.

The Framework Plan for the Content and Tasks of Kindergartens is a regulation to the *Kindergarten Act*.³⁷ The plan provides guidelines on the values, contents and tasks of kindergartens and describes their societal role. Kindergarten programs shall build on a holistic educational philosophy, with care, play and learning being at the core of activities. Social and language skills, as well as seven learning areas, are identified as being important to the learning environment provided by the kindergartens. The current *Framework plan* came into force from August 2017.

³⁷ <https://www.udir.no/globalassets/filer/barnehage/rammeplan/framework-plan-for-kindergartens2-2017.pdf>

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

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

The subsidy scheme consisting of free core hours in a kindergarten for children in deprived neighbourhoods and/or children from low-income families seems to have a positive effect on the children's school tests results later. *Statistics Norway* is doing a longitudinal study for the *Directorate for Education and Training* on the effects of free core hours in kindergarten on four cohorts of children in Oslo. The latest report, from October 2018, shows that a positive effect of kindergarten is still present in the fifth grade in elementary school.³⁸

Many immigrant children do not have Norwegian as their mother tongue and learn Norwegian as a second language in a kindergarten. Statistics from the *Directorate for Education and Training* show that 19 per cent of children in a kindergarten in 2019 were defined as minority language children. It is important that their situation is well understood and that they get an opportunity to express themselves in Norwegian or Sami. According to the new *Framework Plan*, the kindergarten must help to ensure that linguistic diversity becomes an enrichment for the entire group of children and encourage multilingual children to use their mother tongue while also actively promoting and developing the children's language skills in Norwegian or Sami.

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

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

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

³⁸ Drange, Nina (2018): Statistics Norway Reports 2018/34, <https://www.ssb.no/utdanning/artikler-og-publikasjoner/attachment/365791?ts=16ac030c1f0>

was an extra temporary grant of NOK 9 million (about €900 000) for the task of active information and recruitment to kindergarten in deprived neighbourhoods.

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

In a White Paper submitted in late 2019, *Meld. St. 6 (2019–2020) Early intervention and inclusive education in kindergartens, schools and out-of-school-hours care*, the Government highlights the importance of children's mastery of Norwegian and proposes measures to ensure that children can speak and understand Norwegian when they start primary school.³⁹

Goals for integration – Kindergarten

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

Indicator:

The share of language minority children who attended a kindergarten, compared to the share of other children attending a kindergarten.⁴⁰

Status:

Over the last years, an increasing share of all entitled language minority children attended kindergarten. By the end of 2019, 84 per cent of all one- to five-year-old language minority children attended kindergarten, compared to 94 per cent for other children in Norway. In 2011, the numbers were 73 per cent vs. 92 per cent, and in the year 2000, they were 44 per cent vs. 62 per cent. The difference is larger for the younger children. By the end of 2019, the attendance rate for minority language children aged 1-2 was 69 per cent versus 89 per cent for other children, and for children aged 3-5 the rates were 94 per cent versus 98 per cent.

Table 11.1 Participation rates of language minority children in kindergarten, by age group. 2011–2019. Per cent

Age	2011	2012	2013	2014	2015	2016	2017	2018	2019
1-5 total	73	75	77	79	78	79	80	83	84
1	37	36	40	40	40	42	45	50	53
2	59	68	72	77	75	78	80	82	84
3	84	85	86	90	88	90	90	92	93
4	94	92	94	93	92	94	94	94	94
5	96	97	95	96	93	95	95	97	95

Source: Statistics Norway

³⁹ <https://www.regjeringen.no/en/dokumenter/meld.-st.-6-20192020/id2677025/> (Summary in English)

⁴⁰ 'Language minority children' is defined as children whose both parents have another mother tongue than Norwegian, Sami, Swedish, Danish or English.

New policies and measures – Early Childhood Education and Care

From August 2020, one-year old children in asylum centres were included in the financing of free full time in kindergarten.

Covid-19 – Special measures

National authorities have prepared regulations and guidance to ensure as many kindergartens as possible remain open, and this is particularly important for vulnerable children and young people, including children of some immigrant groups. During the whole period of closed kindergartens in the spring of 2020 due to the pandemic, the kindergartens and schools were open for vulnerable children.

11.2 Primary and secondary education

Policy and legislation

In 2019, about 18 per cent of the students in Norwegian primary and lower secondary education schools, and about 20 per cent of the students in upper secondary education schools, were immigrants themselves or children of immigrants. They had links to many countries, cultures and languages. Immigrant students, especially those who arrived in Norway as teenagers, face tougher challenges than other students in achieving good results from their education.

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

The main legislation for this area is the *Education Act*, the *Act Relating to Universities and University Colleges* and the *Introduction Act*. The *Education Act* covers education for adults in need of primary and secondary education. The statutes have supplementary regulations on many issues that are important for language minorities and migrants' education.

According to the *Education Act* section 2-1, children and young persons are *obliged* to attend primary and lower secondary education and have the *right* to a public primary and lower secondary education. The right to primary and lower secondary education applies when it is probable that the child will reside in Norway for a period of more than three months. The child is entitled to such education as soon as possible after arrival in Norway and no later than within one month. The obligation to attend primary and lower secondary education commences as soon as the presence has lasted for three months. These rules apply to every child, including children of asylum seekers, unaccompanied minors seeking asylum and irregular immigrants.

According to the *Education Act* section 2-8, a pupil attending the primary and lower secondary education and who has a mother tongue other than Norwegian or Sami, has the right to adapted education in Norwegian until they are sufficiently proficient in Norwegian to attend the regular instruction offered. If necessary, such pupils are also entitled to mother tongue instruction, bilingual subject teaching, or both. In 2018-2019, 39 per cent of the pupils in primary and lower secondary schools, who were immigrants or born in Norway with immigrant parents, received adapted education in Norwegian.

According to the *Education Act* section 3-1, young persons who have completed primary and lower secondary education or the equivalent, have, on application, the right to three years` full-time upper secondary education and training. Persons who are above the age of compulsory schooling – but under 18 – and who apply for a residence permit, also have the right to primary, lower secondary or upper secondary education while they are in Norway.

According to the *Education Act* section 4A-1, students that have the right to upper secondary education can be given more primary/ lower secondary education before or in combination with upper secondary education. This will help students that need more preparatory education in order to benefit from upper secondary education. This is especially relevant for students arriving in Norway late in their school age and have a short time before they enter upper secondary school. From 2020, the funds for the government scheme (The Job Opportunity Program Part B) to support school owners who organise such education were transferred to the county municipality, cf. chapter 10.1.

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

The municipality or the county authority⁴¹ should map the skills that the pupils have in Norwegian before deciding to provide adapted language education. Such mapping shall also be conducted during the education period for pupils who receive adapted language education, in order to assess whether the pupil has become sufficiently skilled in Norwegian to follow the normal education offered.

For pupils who have recently arrived in Norway, the local authority may organise their education in separate groups, classes or schools. This applies to both primary, lower and upper secondary schools. If some or all the education is to take place in such an introductory group-, class- or school, this must be stipulated in the decision to provide adapted language education for the pupil. This decision may only be made if it is considered in the pupil`s best interest. Education in a specially organised facility may last for up to two years. A decision may only be made for one year at a time. For this period, the teaching may deviate from the curriculum defined for the pupil in question to the extent it is required to provide for the needs of the pupil. Decisions pursuant to this section require the consent of the pupil or his/her parents or guardians.

⁴¹ The municipalities are responsible for primary and lower secondary education, the county authorities for upper secondary education.

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

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

The Ministry of Education and Research is implementing a project of recruiting *Specialist Teachers* in different subjects and areas of specialisation in schools. Specialists in teaching minority languages is part of this project. These teachers are also to be responsible for contributing to improving the competence of colleagues.

Newly arrived students and teachers' competences

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

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

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

To support schools and newly arrived children, the website *Skolekassa.no* (“The School Box”), with teaching aids in seven languages, provides relevant bilingual tools for learning Norwegian, English, Mathematics, Science and Social Studies at the primary and secondary level. Also available online are bilingual resources like *LEXIN* (a dictionary) and *Bildetema* (dictionary with pictures). The project *Flexible education* is organized by the *National Centre of Multicultural Education* (NAFO). *Flexible education* offers bilingual teaching online within mathematics, science and English for these languages: Arabic, Somali and Tigrinya.

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

New policies and measures – Primary and secondary education

A renewal of all curriculums for primary and secondary education, including curriculums in Norwegian for language minorities and in minority languages has been gradually implemented from August 2020.

From the autumn term of 2020, the project *Flexible education* has become permanent. It was a continuation of the scheme with beginner training in the subject English.

In the White Paper *Early intervention and inclusive education in kindergartens, schools and out-of-school-hours care*,⁴² there is a stated goal of increasing competence in Norwegian as a second language in order to ensure the care of children and pupils with special language education. The *Ministry of Education and Research* has asked the *Directorate of Education and training* to consider various alternatives of how all kindergartens and schools can have sufficient access to competence in Norwegian as a second language.

The *Ministry of Education and Research* has explored the possibility of funding research on systematic testing of educational models for newly arrived students. A recent report from a feasibility study describes educational programs and interventions for newly arrived students and discusses the challenges and opportunities of investigating the effects of such programs.⁴³

Covid-19 – Special measures

During the Covid-19 pandemic, national authorities have implemented regulations and offered guidance to ensure as many open schools as possible. This is particularly important for vulnerable children and young people, including many with an immigrant background. During the whole period in spring 2020, when schools in principle were closed, they were open for vulnerable children.

In spring 2020, a government grant of approximately €40 mill. was provided to support vulnerable children. €17 mill. of the grant were for measures to ensure that students could catch up with lost schooling, for example through summer school, intensive training/acceleration education, more teachers, homework assistance. Immigrant children qualify for these measures.

Goals for integration – Primary and secondary education

The pupil's grade points from lower secondary school are used to determine admission to upper secondary education. The highest possible score is 60 points. In 2019 only 2.3 average grade points separated descendants of immigrants born in Norway from non-immigrant students (other students). The average difference between immigrants and other students was larger, and there was a 5.2 points difference in the averages for these groups that year.

Fourteen per cent of immigrant pupils had not obtained lower secondary school grade points in 2019, as these are not determined for pupils who have achieved final marks in less than half of the subjects. For these students, admittance to upper secondary education may be based on an individual assessment. Among those who immigrated 0-2

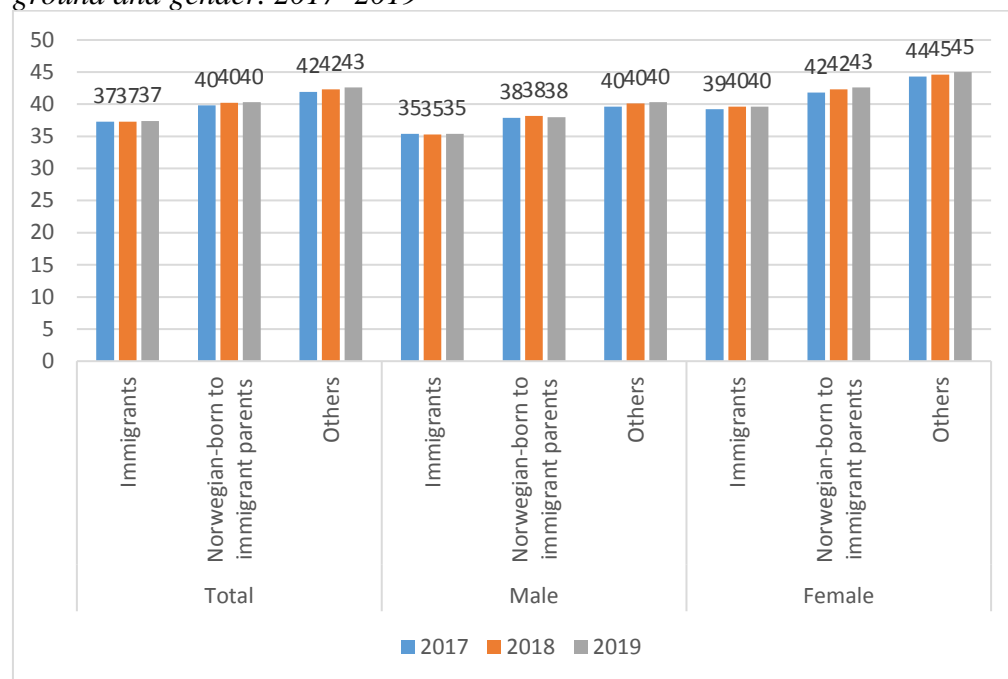
⁴² Cf. chapter 11.1 for reference.

⁴³ <https://nifu.brage.unit.no/nifu-xmlui/handle/11250/2681661> (Only available in Norwegian)

years prior to completing lower secondary education, 36 per cent did not obtain school grade points. The share was 14 per cent for all immigrants, for descendants 5 per cent and other lower secondary school graduates 4 per cent.

Girls, on average, achieved 4,6 more school grade points than boys did, cf. chart 11.1. Norwegian-born girls with immigrant parents achieve more points from compulsory education than did boys without an immigrant background.

Chart 11.1 Average lower secondary school grade points, by immigration background and gender. 2017–2019



Source: Statistics Norway

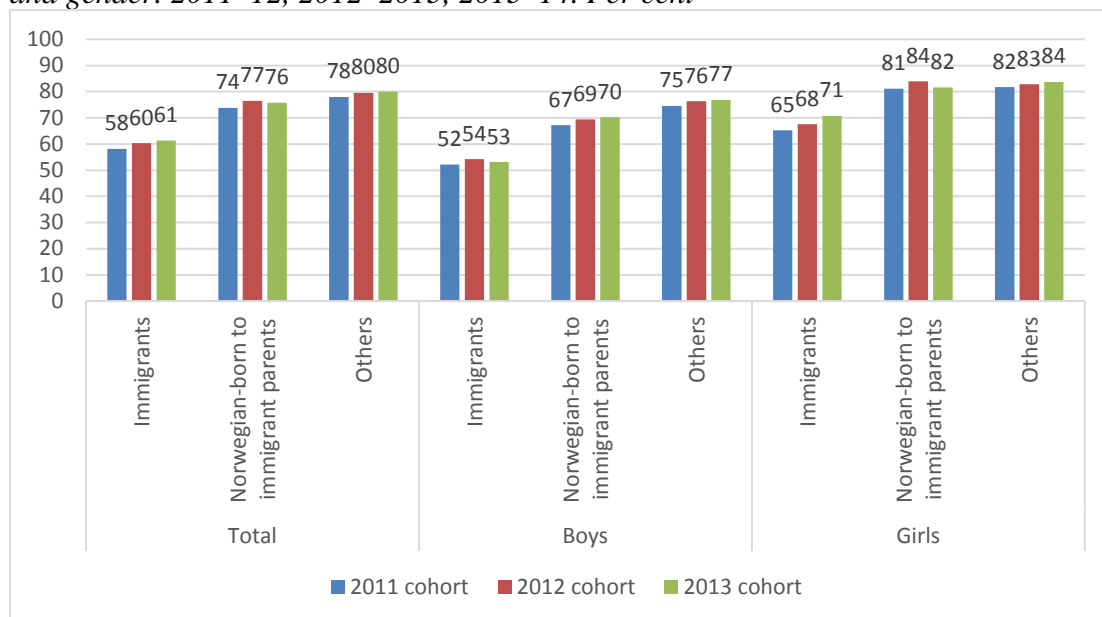
Indicator: The share of immigrants and descendants attaining general or vocational qualifications within five years after enrolling in an upper secondary school:

88 per cent of immigrants, who had completed lower secondary education in 2019, started in upper secondary education the same year. The proportion for descendants and others was 98 per cent.

Descendants do have results somewhat closer than immigrants to students without an immigrant background in terms of completing secondary education within five (general programmes/six (vocational programmes) years.

Only 61 per cent of immigrant students who started upper secondary education in 2013–2014 attained full general or vocational qualifications within five/six years, cf. chart 11.2. The corresponding numbers for descendants and other students were significantly higher. The proportion that attained full qualifications after five/six years was positively correlated with the length of time since immigration.

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

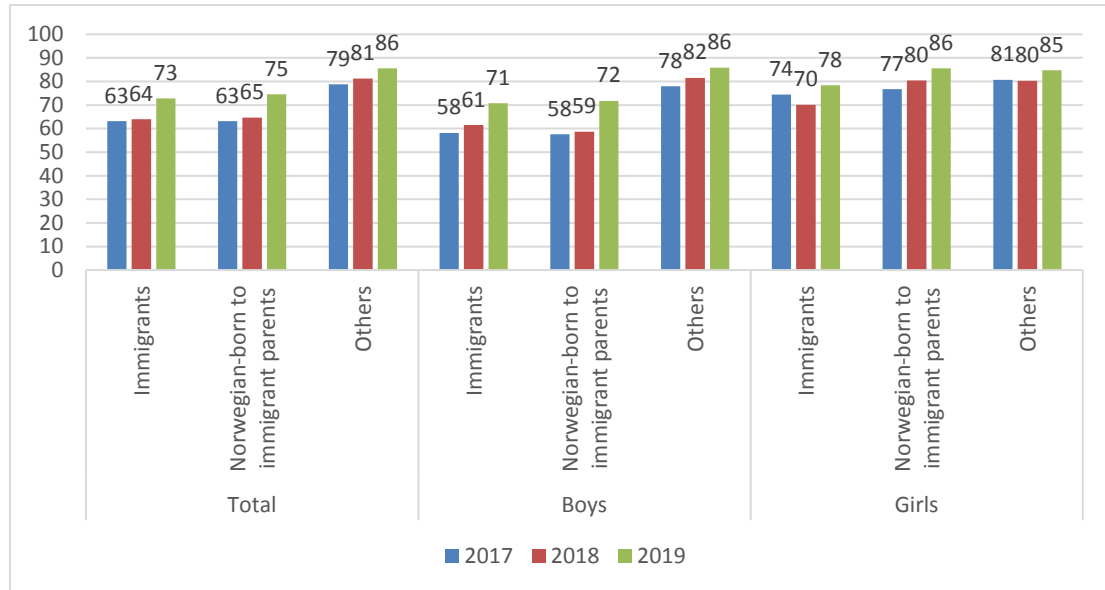


Source: Statistics Norway

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

In 2019, 19 500 applicants had apprenticeship as their first choice for upper secondary education. 15 500 of them had received an approved apprenticeship or trainee contract before December 31st that year. This year the share of immigrants and descendants having an apprenticeship contract was lower than for other pupils, cf. chart 11.3. The differences were small between descendants and for immigrants. There are large differences between boys with an immigrant background and other boys. The difference between immigrants and others was smaller amongst girls.

Chart 11.3 Share of immigrants and descendants with apprenticeship as their first choice, who had attained an approved apprenticeship contract. 2017–2019. Per cent⁴⁴



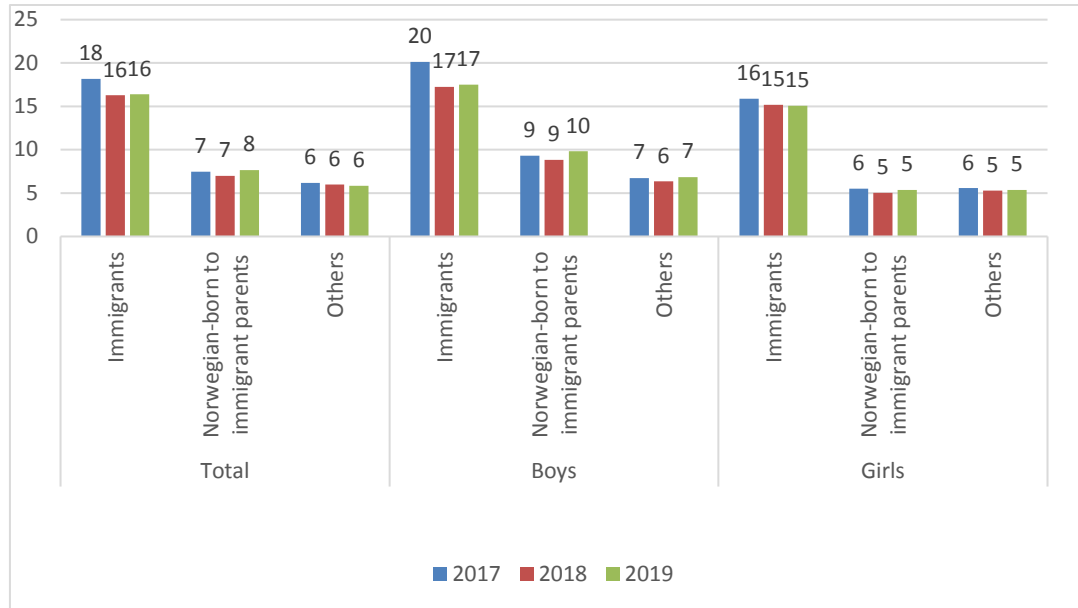
Source: Statistics Norway

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

In 2019, 16 per cent of immigrants, aged 16 to 25, were not employed, in education, or had successfully completed upper secondary education, cf. chart 11.4. Eight per cent of descendants and six per cent of others 16 to 25 years old were in this situation. Males with immigrant backgrounds had the highest proportion. The share of male immigrants aged 16 to 25 who were not employed, in education and had not successfully completed upper secondary education, has gone down 3 percentage point since 2017.

⁴⁴ Figures from 2019 are not comparable to those for earlier years. This is because of changes in the calculation of both applicant figures and contract figures. Applicants who have withdrawn their application or who did not respond to repeated requests from the counties are not included in the applicant figure. Previously all applicants with an apprenticeship place as their first priority were included.

Chart 11.4 Share of immigrants and descendants, aged 16 to 25, not employed, in education nor having successfully completed upper secondary education. 2017–2019. Per cent

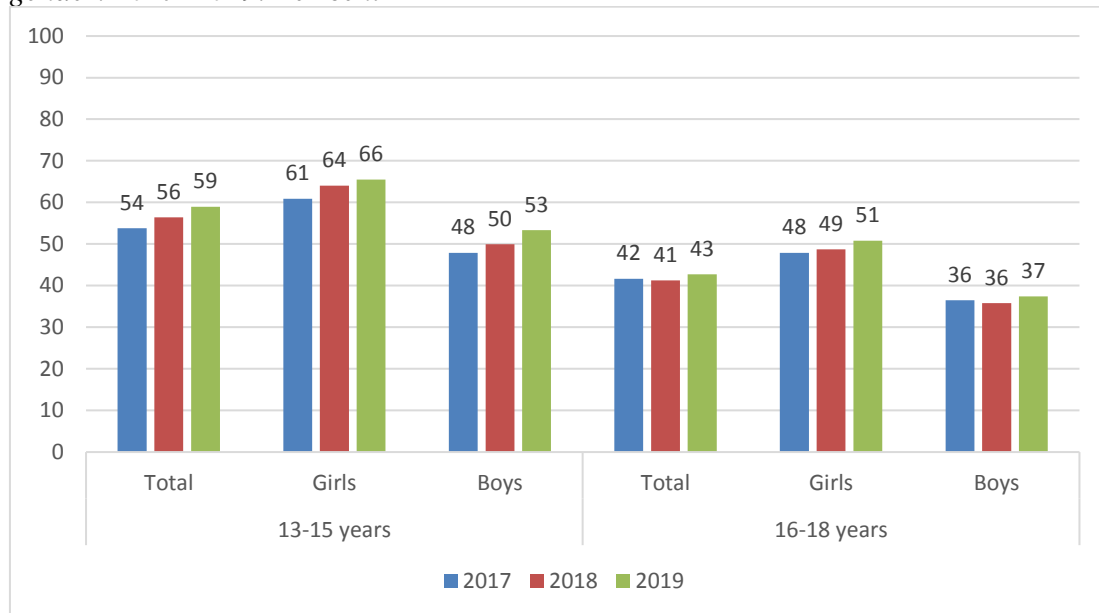


Source: Statistics Norway

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

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

Chart 11.5 Share of immigrants aged 13 to 18 when arriving in Norway who had completed and passed upper secondary school at the age of 25–30, by age group and gender. 2017–2019. Per cent

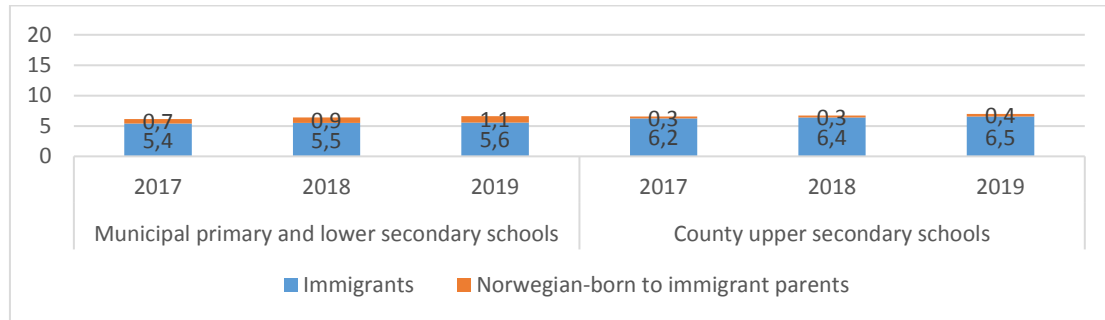


Source: Statistics Norway

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

In 2017 to 2019, the proportion of teaching staff with an immigrant background was slightly higher in upper secondary schools than in primary and lower secondary schools, cf. chart 11.6. The proportion of teaching staff with an immigrant background in primary or lower and upper secondary schools has increased only marginally over the last three years.

Chart 11.6 Share of immigrants and descendants among teaching staff in primary and secondary school. 2017–2019. Per cent



Source: Statistics Norway

11.3 Adult education

Pursuant to Section 4A-1 of the *Education Act*, persons above compulsory schooling age who require primary and lower secondary education have the right to such education unless they have the right to upper secondary education and training pursuant to section 3-1. Students with a right to upper secondary school can be given more primary / lower secondary education if needed, see chapter 11.2. Legal residence in Norway is a prerequisite for the right for adults to primary, lower and upper secondary education and training in Norway.

The right to education normally includes the subjects required for the certificate of completed primary and lower secondary education for adults. The teaching shall be adapted to individual needs.

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

Pursuant to Section 4A-3 of the *Education Act*, adults above 24 years of age, who have completed primary and lower secondary school, but not upper secondary education and training or the equivalent, have the right to free upper secondary education and training. Persons with completed upper secondary education from abroad which is not recognised in Norway, have the right to a free upper secondary education, adapted to individual needs. Adults who have the right to upper secondary education and training have the right to an assessment of their formal, informal and non-formal competence and to a certificate showing the level of competence.

New policies and measures – Adult education

In April 2020, the Government presented a White Paper on a skills reform to *the Storting*.⁴⁵ The stated goal is to promote learning throughout life and to provide workers with updated skills.

Covid-19 – Special measures

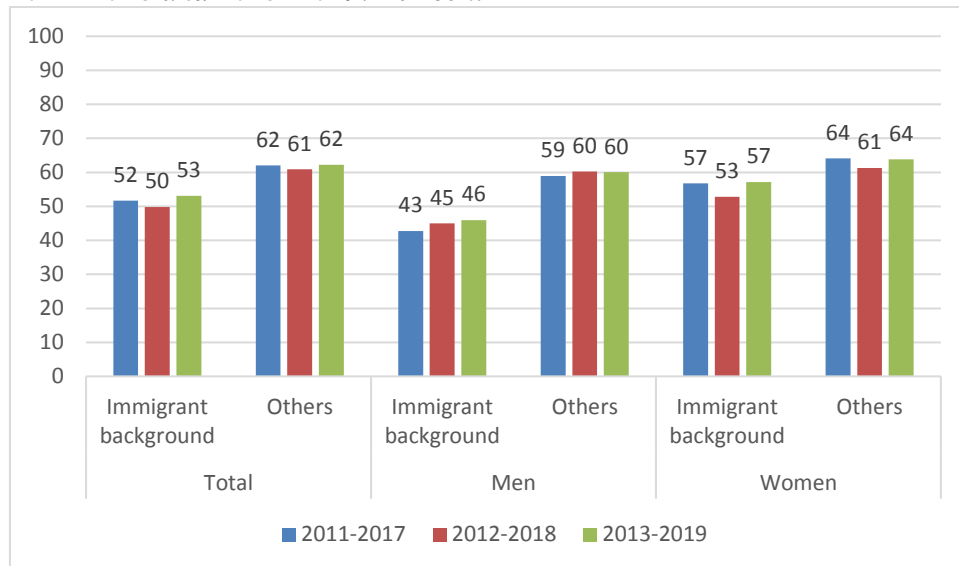
At the same time, the Government launched several initiatives to counteract the negative effects of the economic crisis due to the Covid-19 pandemic. New measures are targeted towards adults who need to complete upper secondary education. The Government also proposed a substantial increase in the number of study places in higher vocational education and in higher education. Measures have also been introduced to increase the participation in training and education among unemployed and temporarily laid off workers, such as funding for digital training and programs in the most affected sectors of the labour market.

Goals for integration – Adult education

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

In 2013-2014, 7 700 adults aged 25 and older, enrolled in upper secondary education. Of these, only 59 per cent had graduated successfully within five/six years. Compared to other adults, a significantly lower proportion of the adults with an immigrant background successfully graduated from upper secondary education, cf. chart 11.7. The share of women, who complete upper secondary education within five years, was higher than that of men.

Chart 11.7 Share of adults with an immigrant background, aged 25 and older who completed upper secondary education within five/six years of enrolling. 2011–2017, 2012–2018 and 2013–2019. Per cent



Source: Statistics Norway

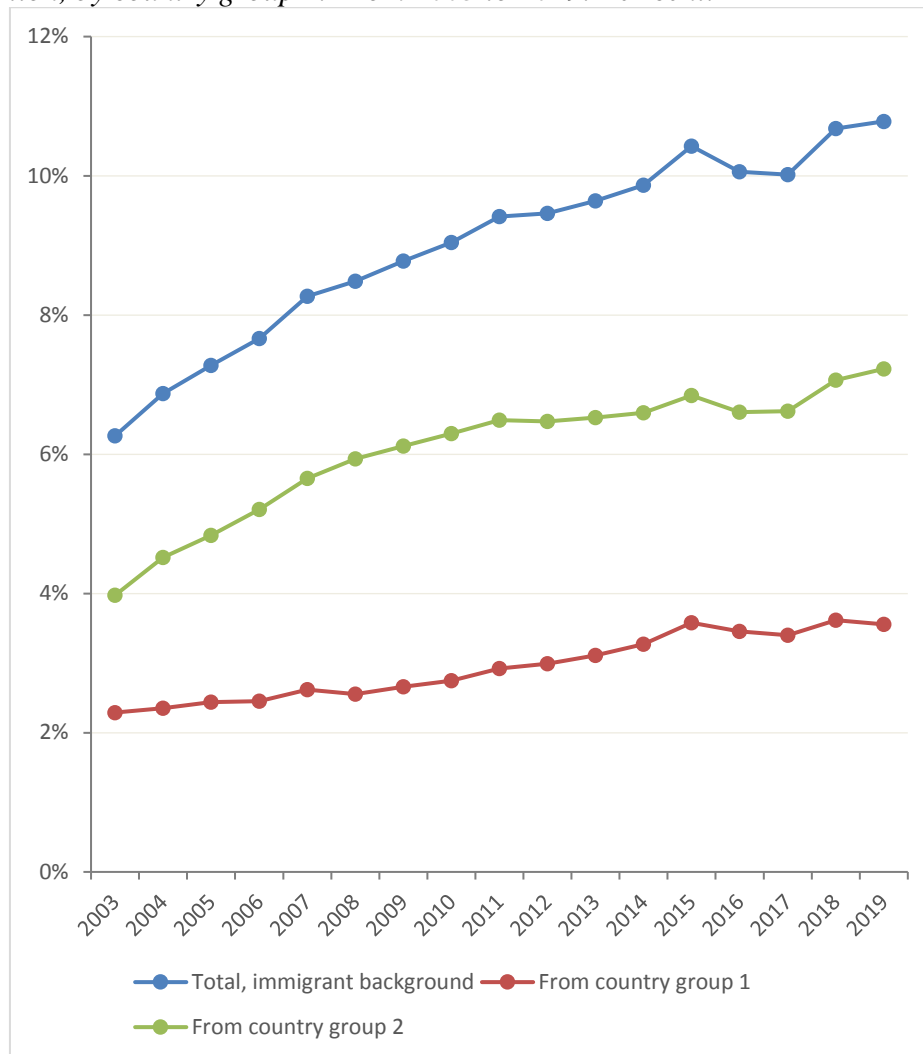
⁴⁵ <https://www.regjeringen.no/no/dokumenter/meld.-st.-14-20192020/id2698284/> (Only available in Norwegian)

11.4 Higher education

The participation of immigrants and their descendants in higher education is generally seen as a quite reliable indicator for integration in society⁴⁶.

The proportion of immigrants in the general population was 14.7 percent by the end of 2019, cf. chapter 8.3. Descendants of immigrants were approximately 3.5 percent of the total population. Among students with an immigrant background, the descendants participated in higher education to a larger extent than the general population, while immigrants participated to a lesser degree than the general population⁴⁷.

Chart 11.8 Share of students with immigrant background enrolled in higher education, by country group⁴⁸. From 2003 to 2019. Per cent.



Source: Norwegian Agency for International Cooperation and Quality Enhancement in Higher Education

⁴⁶ See OECD (2016): *Indicators of Immigrant Integration 2015. Settling in*. OECD Publishing.

⁴⁷ Norwegian Agency for International Cooperation and Quality Enhancement in Higher Education: *Tilstandsrapport for høyere utdanning 2020* <https://diku.no/rapporter/diku-rapportserie-03-2020-tilstandsrapport-for-hoyere-utdanning-2020> (in Norwegian only)

⁴⁸ Country group 1: EU/EFTA member countries, USA, Australia, New Zealand. Country group 2: Australia, Latin America, Oceania without Australia and New Zealand, and Europe except EU/EFTA member countries.

During the period from 2003 to 2019, there was a significant increase in the total share of students with immigrant background,⁴⁹ from 6 percent to 11 per cent, cf. chart 11.8. The increase and share were highest among those with their background from countries in Asia, Africa, Latin America, Europe outside EU/EEA and Oceania except Australia and New Zealand (Group 2).

In 2011, one out of five immigrants or descendants of immigrants aged 19–24 were enrolled in higher education, while the comparative number for the general population was one out of three. In 2019, the share of students had increased both among persons with an immigrant background and in the general student population and it was 27 per cent among those with immigrant background, and 38 per cent in the general population⁵⁰.

Table 11.2 Number and share of students, age 19-34 enrolled in higher education, by immigrant background and gender. 2019. Per cent.

	Total		Immigrants		Descendants of immigrants		No immigrant background	
	Male	Female	Male	Female	Male	Female	Male	Female
Number	96 316	132 544	9 853	13 357	4 973	6 093	81 490	113 094
Share	16.3	23.7	8.4	11.8	26.7	35.1	18.0	26.4

Source: [Statistics Norway](#)

The high proportion of descendants entering and completing higher education seems to indicate a high degree of integration. The lower rate of immigrants taking higher education may be attributed to more limited mastering of the language skills required for studying, to mature age at the time of arrival, as well as to the fact that some in this category already have higher education from their country of origin.

The majority of immigrants and descendants enrolled in higher education are women, as is the case for the rest of the population. Descendants of immigrants tend to enter higher education earlier than the general student population, resulting in a lower average age for students with an immigrant background⁵¹.

⁴⁹ Immigrants are defined as persons born abroad with two foreign-born parents and four foreign-born grandparents staying in Norway for 6 months or more, and descendants of immigrants were born in Norway, with two foreign-born parents and four foreign-born grandparents.

⁵⁰ *Indikatorrapporten Innvandrere og utdanning 2020*, Norges Forskningsråd <https://www.forskningssradet.no/indikatorrapporten/les-mer/innvandrere-og-utdanning/> (available in Norwegian only)

⁵¹ Salvanes, K.V., J.B. Grøgaard, P.O. Aamodt, B. Lødding, E. Hovdhaugen (2015): *Overganger og gjennomføring i de studieforbereende programmene*, NIFU rapport 13/2015. Oslo: NIFU <https://nifu.brage.unit.no/nifu-xmlui/handle/11250/284658> (available in Norwegian only)

Table 11.3 Students enrolled in higher education, by immigrant background, discipline and gender. 2019. Percentage of all students.

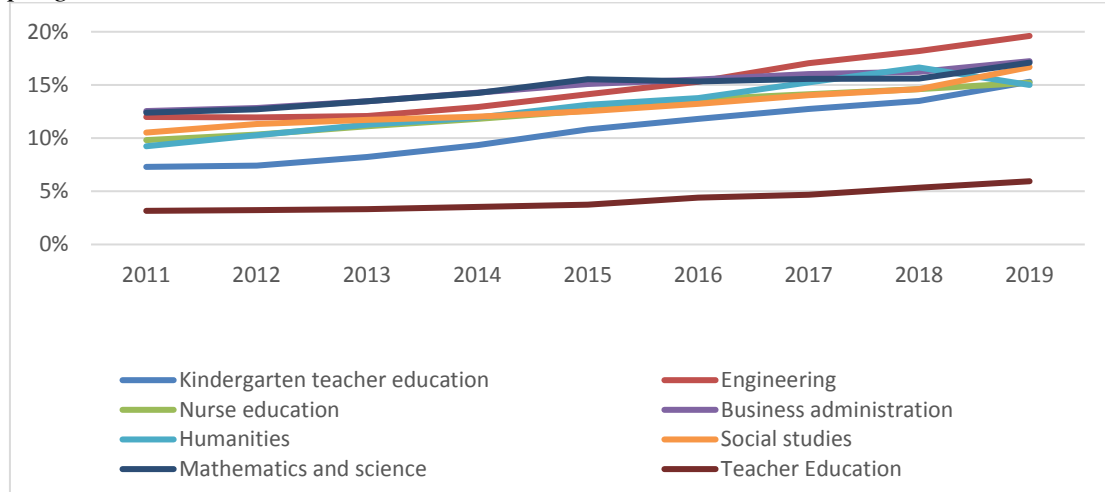
	In total	Immigrants	Descendants of immigrants	No immigrant background
	Number	Per cent		
Men				
3-year bachelor programs:	55 254	10.8	5.3	83.9
Kindergarten teacher education	1 532	11.3	4.7	84.0
Vocational teacher education	757	3.6	2.4	94.1
Engineering	8 991	12.9	5.7	81.4
Nurse education	2 117	21.4	2.9	75.7
5-year master programs:	30 862	11.8	3.7	84.6
Master's in law	1832	2.9	5.2	91.9
Master's in pharmacy	140	43.6	17.1	39.3
Master in dentistry	179	21.2	14.0	64.8
Master's in technology/engineering	7 938	9.5	4.5	86.0
Master's in primary and lower secondary school teacher education	2 606	2.7	3.4	93.9
6-years programs of professional studies:	1 759	8.0	6.0	86.0
Medicine	1 148	9.6	8.0	82.4
Psychology	451	4.7	2.9	92.5
Women				
3-year bachelor programs:	73 772	11.7	4.5	83.8
Kindergarten teacher education	6 934	11.6	3.5	84.9
Vocational teacher education	645	7.1	2.8	90.1
Engineering	2 224	17.6	6.3	76.1
Nurse education	13 048	11.1	2.6	86.3
5-year master programs:	42 161	10.9	3.2	86.0
Master's in law	3 488	4.7	4.6	90.7
Master's in pharmacy	428	30.4	22.2	47.4
Master's in dentistry	531	19.4	14.7	65.9
Master's in technology/engineering	3 924	8.3	4.3	87.5
Master, primary school teacher education	5 773	3.4	2.5	94.0
6-year programs of professional studies:	4 715	6.6	5.6	87.9
Medicine	2 699	7.0	7.5	85.5
Psychology	1 563	5.1	3.6	91.3

Source: Statistics Norway,

Immigrants and descendants of immigrants are unevenly represented among disciplines and fields of study in higher education, though a general trend is that both groups are inclined to choose long courses of study which lead to prestigious professions. Students with immigrant background are highly represented in pharmacy, medicine and dentistry. This is true for both male and female students. Students with immigrant background represent half of the student body in pharmacy, and this has been the situation since 2013. In dentistry, the share of students with immigrant background has increased significantly over the last few years, from approximately 20 per cent in 2011, to over 30 per cent since 2016. In medicine and business administration, the share of students with an immigrant background is comparable to the general stu-

dent population. Relatively few students in law and psychology have immigrant background, though the share did increase from five and seven per cent respectively in 2011, to eight and nine per cent in 2018⁵².

Chart 11.9 Share of students with immigrant background, by discipline in bachelor programs. From 2011 to 2019. Per cent



Source: Statistics Norway and [Hovdhaugen](#)

Students with immigrant background are underrepresented in all types of teacher education. It is a political goal that the teacher profession should mirror the general population with respect to the proportion with immigrant background. The teacher education institutions have targeted efforts to recruit persons with an immigrant background. Although the proportion of immigrants and descendants enrolled in teacher education has increased somewhat over the past years, it is still below ten per cent. A striking feature is that immigrants constitute a larger share of teacher students than descendants of immigrants do, as opposed to what is the case for higher education in general. As outlined above, descendants of immigrants that are academically successful, are more inclined to choose education programs in pharmacy, odontology, law, engineering and medicine over teacher education.

Higher education courses conducted in English may be seen as an enabler for participation in higher education for immigrants with low or uncertain mastery of the Norwegian language. In Norwegian higher education, the offer of courses taught in English can be characterised as substantial and varied. During the last ten years, there has been a significant increase in the number of courses taught through English in higher education institutions (HEIs). The share of courses taught in a foreign language at the state HEIs was 25.8 per cent in 2019, as compared to 13.6 percent in 2009.⁵³

⁵² *Indikatorrapporten Innvandrere og utdanning 2020*, Norges Forskningsråd <https://www.forskningsradet.no/indikatorrapporten/les-mer/innvandrere-og-utdanning/> (available in Norwegian only)

⁵³ Norwegian Agency for International Cooperation and Quality Enhancement in Higher Education: *Tilstandsrapport for høyere utdanning 2020* <https://diku.no/rapporter/diku-rapportserie-03-2020-tilstandsrapport-for-hoyere-utdanning-2020> (available in Norwegian only)

12 The labour market

12.1 Labour Market and Social Policies

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

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

NAV-offices provide social services, but each municipality is responsible for assessing the need for social assistance, which usually is provided in the form of financial assistance. Such assistance is intended to secure a person's income to cover his or her basic subsistence costs temporarily. The aim is to help persons to become financially independent as soon as possible. Many non-labour immigrants, who have poor Norwegian language skills, have great difficulties finding a job. Compared to the rest of the population, there is a higher proportion of immigrants who receive some form of social assistance, in particular among those with a refugee background.

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

New policies and measures – Labour market and social policy

In 2020, the Government strengthened the opportunity for adults to complete upper secondary school and the County Municipalities were given extra resources to adjust and expand the support for attending upper secondary education. In addition, the possibility to combine training and education with unemployment benefits has been eased. This combination has earlier been strictly regulated. The new temporary scheme will be running until July 2021 and will then be replaced by a permanent set of rules.

The *Ministry of Labour and Social Affairs* has proposed to amend the *Social Services Act*. The aim of the proposal is to help immigrants achieve a higher level of Norwegian language skills, by setting completed language training as a condition for receiving financial assistance. The Ministry emphasizes that language skills is essential to become a part of the Norwegian society and working life, and that municipalities therefore should have an obligation to address this problem. The bill is considered by the *Labour and Social Affairs Committee* of the *Storting* (as of December 2020).

The new *Integration Act* from 2021, cf. chapter 9.1, is expected to have a significant impact on NAV and the cooperation between NAV and other actors in the field of integration.

Covid-19 – Special measures

The Covid-19 pandemic has caused severe disruptions in the labour market. The need for workers has declined in several industries and occupations, and many persons have either been furloughed or lost their jobs. The situation calls for more resources to establishments that have had to limit or stop operations because of the measures to limit the spread of Covid-19 as well as labour market measures, in order to find jobs for more people. Youth, immigrants and long terms unemployed are given priority. Many participants in labour market measures have impaired work capacity. In 2021, the Government has suggested to increase the amount of labour market measures by 7 000 places.

12.2 Working-life and wages

There is no statutory minimum wage in Norway, but collective wage agreements normally include a minimum pay rate. Collective bargains cover approximately 70 per cent of all employees, with a 52 per cent coverage in the private sector and 100 per cent in the public sector. Many firms that are not party to an agreement will follow the negotiated wages for their sector. In addition, general application of parts of the wage agreements in certain sectors, primarily the minimum wage levels, affects all employees who work within the scope of the relevant agreement. It has been estimated that about ten per cent of employees in the private sector, or approximately 200 000 employees, work in companies without a collective agreement that are covered by the decision on general application of collective agreements.⁵⁴

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

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

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

⁵⁴ Nergaard, Kristine, Organisasjonsgrader, tariffavtaledekning og arbeidskonflikter 2016/2017. Fafo-notat 2018:20 (available in Norwegian only) <https://www.fafo.no/index.php/zoo-publikasjoner/fafo-notater/item/organisasjonsgrader-tariffavtaledekning-og-arbeidskonflikter-2016-2017>

General application of the relevant parts of collective agreements has been introduced in the following industries: construction, shipbuilding, agriculture, cleaning, hotel and restaurant, seafood processing industries, electrical work, trucking and passenger transport by tour bus.⁵⁵

New policies and measures – Working life and wages

The Government's *Strategy to combat work-related crime* was revised and updated in February 2019. An updated strategy will be presented again in 2021. The measures will be worked out through dialogue with the social partners.

The *Norwegian Labour Inspection Authority* has launched a campaign, "Know your rights", targeting migrant workers. The campaign has been implemented in cooperation with labour inspection authorities in Estonia, Lithuania, Bulgaria and Romania, and supported by grants from EEA and Norway.⁵⁶ Norway will follow up efforts to strengthen cross-border cooperation on labour related issues through participation in the new *European Labour Authority*.⁵⁷

12.3 Employment

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

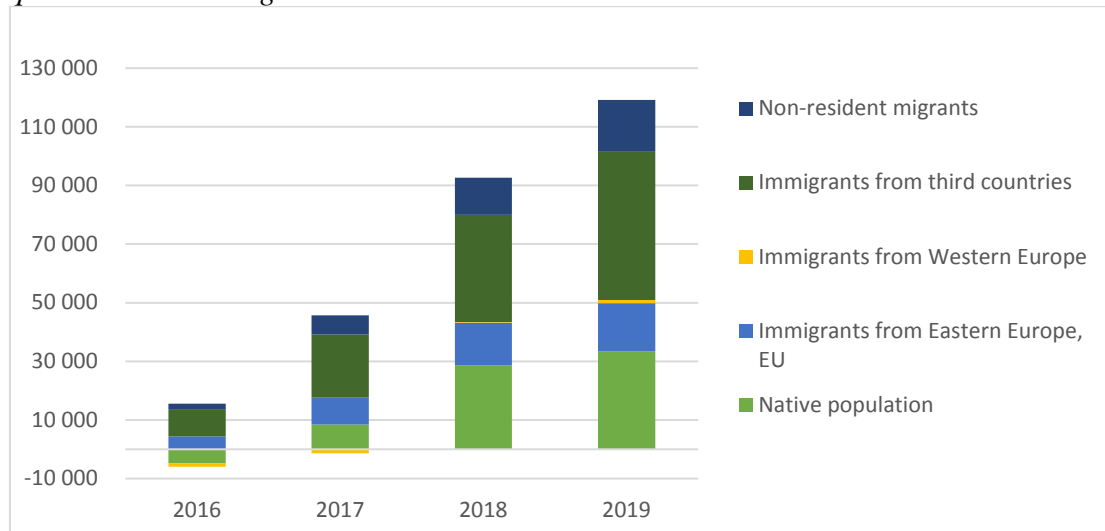
Chart 12.1 shows the importance of immigrants for employment growth during the economic upturn from late 2016 until last year. The number of native workers declined from 2015 to 2016, but increased again, especially in 2018 and 2019. Nevertheless, since 2015, immigrants, particularly from "third countries" and non-resident workers, accounted for much of the employment growth in Norway.

⁵⁵About the *General application of collective agreements* see more from the web-site of *The Norwegian Labour Inspection Authority*: <https://www.arbeidstilsynet.no/en/working-conditions/pay-and-minimum-rates-of-pay/minimum-wage/>

⁵⁶ <https://www.arbeidstilsynet.no/en/knowyourrights/>

⁵⁷ https://www.regjeringen.no/contentassets/7f4788717a724ef79921004f211350b5/a-0049-e_revised-strategy-for-combating-work-related-crime.pdf

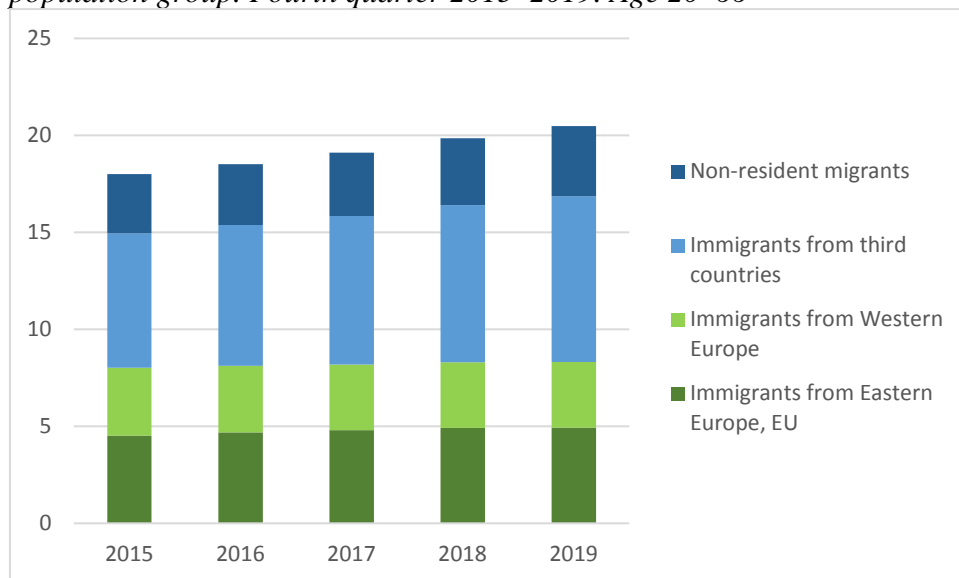
Chart 12.1 Accumulated employment growth 2016-2019 by population group, fourth quarter. Persons. Age 20–66



Source: Statistics Norway⁵⁸

The share of immigrants and persons on short-term stay in total employment did increase from roughly 13 per cent in the fourth quarter of 2009 to over 20 per cent in 2019. The growth in immigrants' share of total employment has been mainly due to immigration from EU-member countries in Central- and Eastern Europe. There has also been a noticeable rise in the share of persons from outside the EU in the Norwegian labour force.

Chart 12.2 Share of immigrants and non-resident migrants employed in Norway, by population group. Fourth quarter 2015–2019. Age 20–66



Source: Statistics Norway

⁵⁸ Registered employment. Due to a break in the registry-based statistics from Statistics Norway on employment, between 2014 and 2015, the figure shows only the change after 2015.

Table 12.1 shows that the employment rate in 2019 for immigrants as a whole (67.1 per cent) was lower than for the non-immigrant population (78.6 per cent), with important differences between immigrants from different parts of the world. Except immigrants from the Nordic countries, all the categories of immigrants listed in table 12.1 by region had a lower employment rate in 2019 than the native population. Especially immigrants from Africa and Asia had a lower employment rate, partly because there are few labour migrants among them. The difference between immigrants and the native population, measured in percentage points, is also larger for women than men, especially for women from Africa. Table 12.1 shows only the employment rates for different broad population groups and the numbers have not been adjusted for important factors such as different rates by country of birth, educational attainment, age and language skills in Norwegian.

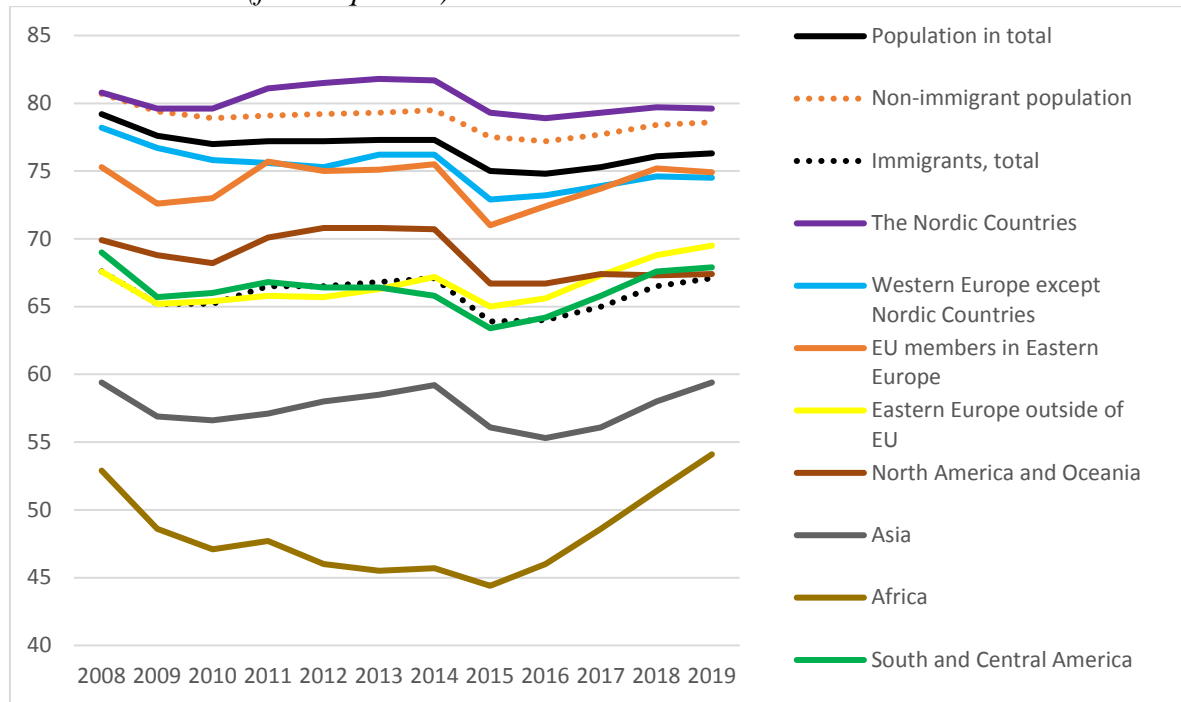
Table 12.1 Rates of registered employment, in groups defined by gender and region of birth, age 20–66. 2019 (fourth quarter)

Region of origin	Total	Men	Women
Total population	76.3	78.4	74.0
Population excluding immigrants	78.6	80.4	76.7
Immigrants, total	67.1	70.9	63.0
Immigrants by region:			
Nordic countries	79.5	80.4	78.7
Rest of Western Europe	74.5	76.9	71.2
EU member states in Eastern Europe	74.9	76.2	72.8
Eastern Europe outside the EU	69.5	72.4	67.2
North America, Oceania	67.4	71.9	62.5
Asia	59.4	64.2	55.3
Africa	54.1	60.1	46.8
South and Central America	67.9	73.1	64.3

Source: Statistics Norway

The employment rate was relatively high for all groups in 2008. In the following years the employment rate dropped, mostly due to business cycle developments in the Norwegian economy. The economic upswing from late 2016 led to a growth in the employment rate, both among immigrants and among natives. The employment rate among immigrants from Africa has shown a particularly strong increase. As in other countries, the pandemic has had a major impact on the Norwegian economy and labour market. This has led to a considerable fall in employment. Some occupations and industries have been strongly affected. Immigrants are overrepresented in these industries and has therefore been particularly exposed to loss of work.

Chart 12.3 Rates of registered employment, in groups defined by region of birth, age 20-66. 2008-2019 (fourth quarter).



Source: Statistics Norway

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

Norwegian-born to immigrant parents

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

In total, and divided in different age groups, the employment rate for persons born in Norway with immigrant parents is higher than for the immigrants, but still lower than for the native population in the same age group. The employment rate for Norwegian born children of immigrant parents was 71 per cent in the fourth quarter of 2019.

Studies show that Norwegian born children of immigrants use more time to complete post-secondary education and that the share who participate in education is higher than among natives. Both factors reduce their employment rate level.⁵⁹

⁵⁹ Statistics Norway. <https://www.ssb.no/en/statbank/list/vgogjen/> and Olsen (2018), *Young people with immigrant background in employment and education 2016*, cf. chapter 19.

Table 12.2 Employment rates for all adults 20 – 66 years, for natives, for Norwegian-born persons with immigrant parents and for immigrants. By age group and region of origin (for immigrants). Fourth quarter 2019. Per cent

	20-66 years	20-24 years	25-29 years	30-39 years	40-66 years
Population in total	76.3	64.0	77.5	81.4	76.3
No immigrant background	78.7	66.0	81.2	86.0	78.1
Norwegian-born to immigrant parents	71.0	62.0	74.4	78.3	75.7
Immigrants, total	67.1	52.7	63.6	70.9	67.4
Immigrants by region or origin					
The Nordic countries	79.5	57.0	74.0	83.5	80.2
Western Europe else	74.5	36.4	68.9	79.7	78.4
EU member countries in Eastern Europe	74.9	62.2	70.2	76.1	76.4
Eastern Europe else	69.4	61.2	71.5	76.3	65.3
North America and Oceania	67.1	31.7	56.7	71.3	70.2
Asia	59.4	53.3	58.5	64.3	57.4
Africa	54.0	48.7	51.3	57.1	53.9
South- and Central America	67.9	50.9	60.9	72.7	67.5

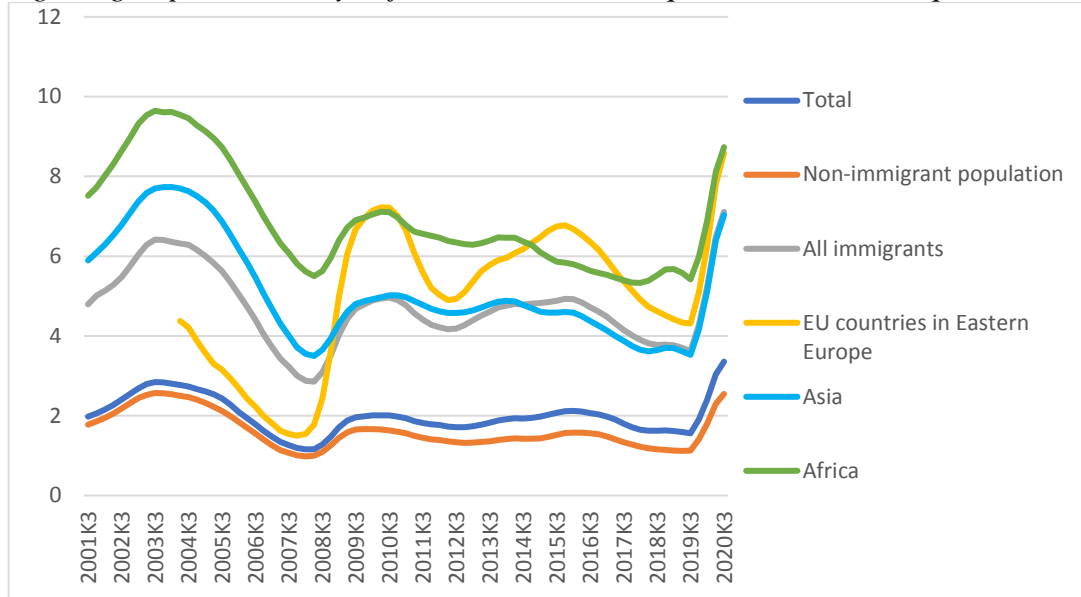
Source: Statistics Norway

12.4 Unemployment

The Covid-19 pandemic, and the following restrictions, led to a dramatic increase in the registered unemployment rate of the population, both among resident immigrants and among the native population. Much of the increased unemployment was caused by temporary layoffs. The increase, in percentage points, has been larger among immigrants, but the relative change has been larger among natives. The unemployment rate is still (fall 2020) approximately three times higher for immigrants than for the native population, see table 12.3 and chart 12.4.

During the economic upswing from 2016, immigrants experienced a larger drop in the unemployment rate than natives. As chart 12.4 indicates, immigrants from EU-member states in Eastern Europe were particularly affected by the economic slowdown in 2008/2009 and the oil price shock in 2014, as many were employed in sectors particularly affected by economic slowdowns.

Chart 12.4 Registered unemployment rates (in per cent of population) for selected immigrant groups, seasonally adjusted trend.⁶⁰ Third quarter 2001 - third quarter 2019.



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

In 2020 (third quarter), immigrants participated in labour market programs at a higher rate than the rest of the population, see table 12.3. More than 10 000 persons participated in active labour market programs (ALMP) in the third quarter of 2020 in Norway, 45 per cent of whom were immigrants. Immigrants in active labour market programs represented 0.7 per cent of the resident population in the third quarter of 2020. This was higher than the 0.3 per cent of the population of non-immigrants.

Table 12.3 Registered unemployment and participation in ALMP-programs, by region of origin. Third quarter 2020 and change from third quarter 2019

	Number of persons third quarter 2019		In percent of resident population		Change (%) 2018- 2019	
	Unem- p- loy- ment	ALMP	Unem- p- loy- ment rate	ALMP	Unem- p- loy- ment	ALMP
Total	122 224	10 605	3.0	0.3	87.9	-5.8
Non-immigrant population	75 329	5 804	2.3	0.2	93.4	-6.7
All immigrants	46 895	4 801	6.5	0.7	79.6	-4.7
The Nordic countries	2 236	118	3.7	0.2	112.3	5.4
Western Europe else	3 004	182	4.4	0.3	120.7	-2.2
EU member countries in Eastern Europe	13 920	618	7.6	0.3	86.5	-1.4
Eastern Europe else	3 504	415	5.8	0.7	64.3	2.7
North America and Oceania	402	27	3.3	0.2	111.6	22.7

⁶⁰ The pandemic has led to a major effect for 2020 on the time series. This results in a greater uncertainty when determining the seasonal pattern.

Asia	14 574	2 099	6.6	0.9	79.3	-3.8
Africa	7 728	1 143	8.6	1.3	55.6	-15.1
South- and Central America	1 527	199	6.6	0.9	86.7	27.6

Source: Statistics Norway

13 Political participation in elections

13.1 Legislation and policy

Norwegian citizenship is a precondition for voting in *national* elections. To be eligible to vote in *local* elections a foreigner must have lived in Norway continuously for at least three years. Citizens from the Nordic countries need only to have been registered as a resident in Norway since June 30 in the year of the election, which always takes place in September every fourth year. The right for foreigners with three years of residence to vote in local elections was introduced in 1983.

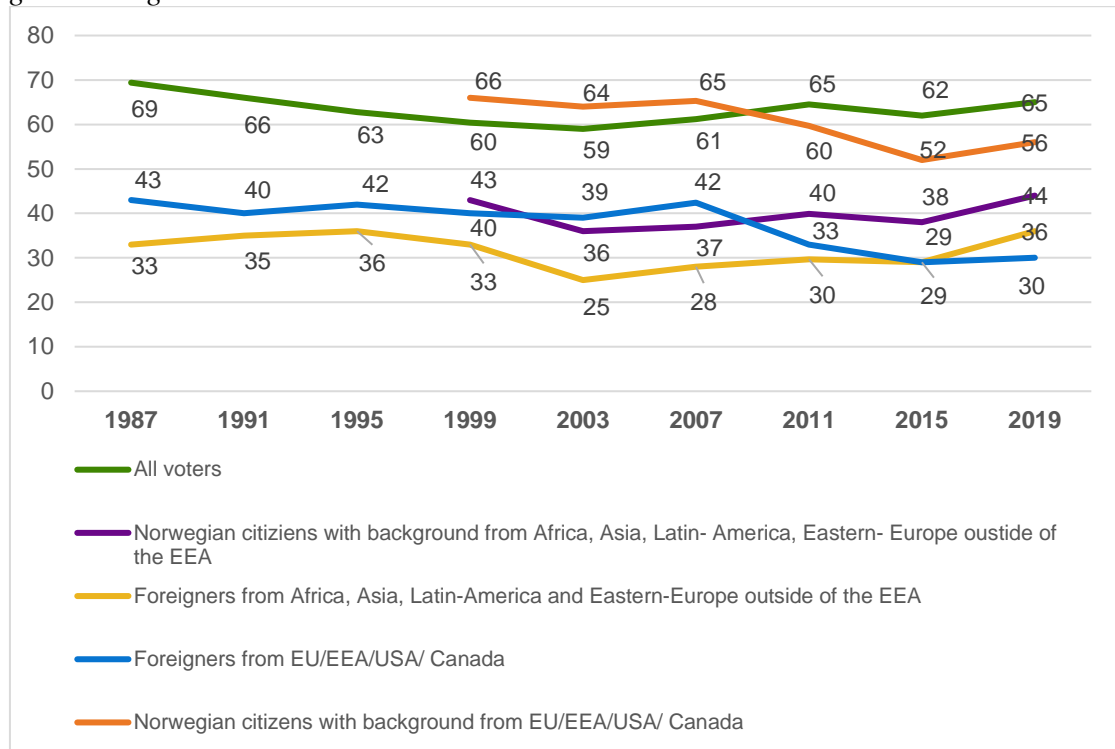
High electoral turnout is important in a representative democracy. Traditionally, the turnout among persons with an immigrant background has been significantly lower than for others, particularly in local elections among immigrant voters without Norwegian citizenship. The electoral turnout has been somewhat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

13.2 Local elections

As chart 13.1 shows, the participation rates among different immigrant groups have changed over time. For immigrants from Africa, Asia, and Latin America and from countries in Eastern Europe outside the EU, there have been an increase in the participation rates since 2003. For naturalised citizens and for foreigners from EU/EFTA-member countries and North America, the participation rates declined sharply from 2007. The main reason is probably the very low participation rates among labour immigrants from the new EU member states. Only around seven per cent of male citizens of EU member countries in Central and Eastern Europe with voting rights used this right in 2019, which was two percentage points higher than four years earlier.⁶¹

⁶¹ <https://www.ssb.no/valg/artikler-og-publikasjoner/langt-flere-unge-stemte-i-arets-lokalvalg> (only available in Norwegian)

Chart 13.1 Participation in local elections – all voters and voters with different immigrant backgrounds. 1987–2019. Per cent



Source: Statistics Norway

During the local elections in 2019, 65 per cent of all electors voted, which was three percentage points higher than in the previous local elections.⁶² The participation rate for naturalised immigrants was 45 per cent and it was only 31 per cent for all foreigners with the right to vote. As chart 13.1 shows, there was a significant increase for all categories of Norwegian citizens with an immigrant background and for foreigners with voting rights, except for foreigners from EU member countries or from North America.

In connection with the local elections in 2019, the *Directorate of Integration and Diversity* was commissioned to promote increased voter turnout among persons with an immigrant background. This task was undertaken in cooperation with the *Norwegian Directorate of Elections*, which has the operational responsibility for the election operations and information about elections to the public.

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

The largest group of eligible voters with immigrant background originated from Asia including Turkey, followed by voters with background from Africa, Eastern Europe outside of the EU, EU member countries in Eastern Europe and countries in South- and Middle America.

⁶² <http://ssb.no/en/valg/statistikker/kommvalg/hvert-4-aar-hovedtall/2015-11-09>

The largest group of eligible voters came from EU member countries in Eastern Europe, followed by voters from the Nordic countries, the rest of Western Europe, Asia including Turkey, and voters from African countries.⁶³

Five per cent of the candidates for the municipal elections were immigrants. Compared to the local elections in 2015, there is an increase of only 0.8 percentage points. The number of Norwegian-born with immigrant parents among the candidates increased from 133 candidates in 2015 to 203 in 2019. That was an increase of 53 per cent. The candidates with an immigrant background come from many different countries, mostly in Europe, Africa or Asia. The largest number came from Sweden.⁶⁴

Altogether, 9 344 persons were elected to the municipal and county councils nationwide. Of this group, only 281 (3 per cent) had an immigrant background. 113 (1.2 per cent) had a background from EU member countries or North America, and 168 (1.8 per cent) had a background from the rest of the world.⁶⁵

13.3 National elections

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

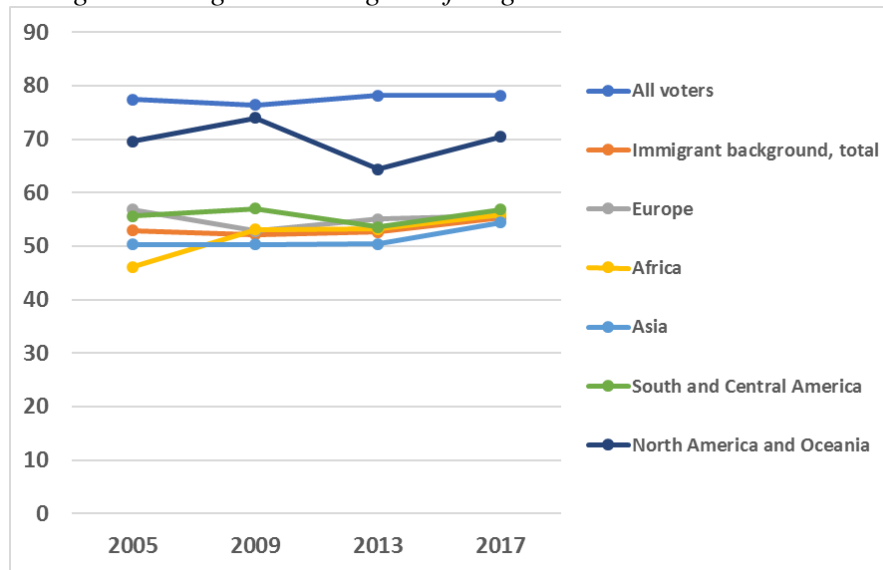
As chart 13.2 below shows, the participation rate of voters with an immigrant background has been around 53 per cent during the previous three national elections, approximately 25 percentage points lower than for all voters. However, in the most recent election in 2017, the participation rate of voters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

⁶³ See <https://www.ssb.no/en/valg/statistikker/stemmerettkomm> for details on eligible voters with an immigrant background in the 2019-elections

⁶⁴ <https://www.ssb.no/valg/artikler-og-publikasjoner/4-av-10-kandidater-til-kommunevalget-er-kvinner>

⁶⁵ <https://www.ssb.no/statbank/table/12873/>

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



Source: Statistics Norway

In 2017, turnout varied widely by the country of origin for immigrants and for Norwegian-born to immigrant parents.⁶⁶ Both the highest and lowest turnouts were among persons from European countries. Generally, turnout was high among those with a background from North-Western Europe and low among those from Central and Eastern Europe. For those with a background from outside Europe, North America or Oceania, the highest turnout was among voters with backgrounds from Sri Lanka, Pakistan, India and Somalia, all with between 60 and 63 per cent turnout. For all women with an immigrant background the turnout was 56 per cent, two per cent higher than for men. The turnout rate increased with the level of educational attainment.

Norwegian-born voters with two immigrant parents constituted about one per cent of all voters, and the group has been growing in numbers. The electoral turnout among those with parents from Africa, Asia etc. increased from 49 per cent in 2013 to 54 per cent in 2017. Norwegian-born voters with two immigrant parents have a higher turnout rate than immigrants of the same age. Compared to their peers with the same educational attainment level and gender, the latter category of voters had a lower election turnout. Female voters and voters with higher educational level were more likely to vote, both among Norwegian-born with two immigrant parents and among other voters.⁶⁷

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

⁶⁶ <http://www.ssb.no/valg/artikler-og-publikasjoner/valgdeltakelsen-blant-innvandrerne-okte-svakt> (available in Norwegian only)

⁶⁷ <https://www.ssb.no/valg/artikler-og-publikasjoner/valgdeltakelsen-blant-innvandrerne-okte-svakt>

New policies and measures – Political participation in elections

In connection with the national elections in 2021, the *Directorate of Integration and Diversity* is commissioned to promote increased voter turnout among persons with an immigrant background. This task will be undertaken in cooperation with the *Norwegian Directorate of Elections*, which has the responsibility for the execution of elections and for information about elections.

14 Child Welfare Services

14.1 Legislation and policy

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

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

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

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

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

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

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

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

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

New policies and measures – Child welfare

The *European Court of Human Rights* has taken 39 Norwegian child welfare cases into consideration, assessing the right to family life in Article 8 of the *European Convention of Human Rights*. So far, the Court has found violation in seven cases. The violations emphasised by the Court do not indicate a conflict between the Convention and the *Norwegian Child Welfare Act* as such, but rather certain weaknesses in the application of the Act. In order to improve the identified weaknesses, the Government has initiated several measures that either have been or are in the process of being implemented.

The Ministry of Children and Families is in the process of preparing a new *Child Welfare Act*. The purpose is to make the law more adapted to today's society and strengthen children's rights. There will be a technical, linguistic and structural review, in addition to substantive legislative changes. The new Act will also reflect the development in the case law of the *European Court of Human Rights*, and obligations under international law. A draft legislation for a new act has been subject to public consultation. The draft includes amendments to strengthen the consideration of the child's religious, cultural and linguistic background by the child welfare services. The draft also proposes amendments to contact rights that will strengthen the right for the family to have contact after a care order has been passed. The Ministry is reviewing the draft based on comments received through the consultation. A bill will be presented to *the Storting* during spring 2021.

The Government has proposed introducing higher competence requirements for child welfare employees. This is followed up in the process of preparing a new *Child Welfare Act*.

Covid-19 – Special measures

During spring 2020, the Government established a coordination group with participants from several ministries to handle challenges related to the outbreak of *Covid-19*. The group's mandate was to ensure political attention to and knowledge of vulnerable children and youth during this critical period. The group has estimated that around 20 percent of children and youth in Norway are to be considered as particularly vulnerable. The Government has implemented several specific measures to improve the situation for these children and youth.

14.2 Facts and figures

During 2019, 54 600 children received some support from the child welfare services in Norway. 82 percent of these children received assistance measures, while 18 percent received care measures.⁶⁸

⁶⁸ <https://www.ssb.no/en/sosiale-forhold-og-kriminalitet/statistikker/barneverng>

Statistics Norway has reported on how measures provided by the child welfare services differ for families according to immigrant background. They compared three groups of children and young adults (aged 0-22 years): i) children/young adults without an immigrant background, ii) immigrants, and iii) Norwegian-born to immigrant parents. By January 1, 2019 children and young adults with an immigrant background (group ii and iii) constituted 18.2 percent of the total population in this age group,⁶⁹ while 28 per cent of the children and young adults who received help from the child welfare services during 2019 had an immigrant background.⁷⁰

⁶⁹ <https://www.ssb.no/en/befolkning>

⁷⁰ <https://www.ssb.no/en/statbank/table/11298/>

15 Equality and discrimination

Discrimination violates human rights, harming not only individuals but also the whole society. Norwegian efforts to guarantee equality no longer focus only on equality between women and men. Everyone should be treated equally, regardless of e.g. gender, age, sexual orientation, disability, ethnicity, religion. Moreover, everyone should be given the same opportunity to participate in important decisions concerning their own lives. Legal and political measures should contribute to an equal society and the absence of discrimination.

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

The Norwegian *Constitution* article 98 states that "All people are equal under the law. No human being must be subject to unfair or disproportionate differential treatment."

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

The *Equality and Anti-Discrimination Act* states that *all employers* have a duty to make active efforts to promote equality and to prevent discrimination on the grounds of ethnicity, religion and belief. This includes a duty to seek to prevent harassment, sexual harassment and gender-based violence. The equality efforts shall encompass the areas of recruitment, pay and working conditions, promotion, development opportunities, accommodation and the opportunity to combine work with family life. From January 2020, all employers, regardless of size and sector, are obliged to document their equality and anti-discrimination work. Public enterprises regardless of size, and private enterprises with more than 50 employees, shall apply a specified and systematic work method with four steps, when working proactive for equal opportunities in the enterprise. From January 2020, this duty has been broadened to also cover private enterprises with between 20 and 50 employees, if requested by the employees or employee representatives. Thus, medium-sized private enterprises shall, to a greater extent than before, systematically investigate and analyse risks and causes of discrimination on the grounds of ethnicity. Enterprises with obligations to follow the four-step method, are obliged to report on their equality work. The report shall be given in the annual report or another document available to the general public.

Labour unions and employer associations are also obliged to promote equality and prevent discrimination on the grounds of ethnicity, religion and belief.

Public authorities have a special responsibility to promote equality and prevent discrimination. According to the *Equality and Anti-Discrimination Act*, public authorities shall make active, targeted and systematic efforts to promote equality and prevent discrimination on (among others) the grounds of ethnicity in all their activities. The duty also includes an obligation for to preclude harassment, sexual harassment and gender-based violence, and to counter stereotyping. From January 2020, public authorities have an obligation to issue a statement on what they are doing to integrate considerations relating to gender and non-discrimination into their work. Public authorities shall describe what they are doing to convert equality and non-discrimination principles, procedures and standards into action. Public authorities shall provide an assessment as to what has been achieved as a result of these efforts, and outline expectations with regards to future efforts in this area. The statement shall be provided in the annual report, another report issued annually or another document available to the general public.

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

The *Equality and Anti-Discrimination Ombud (LDO)* acts as a proactive agent for equal opportunities. LDO has a consultative and advisory service for individuals as well as private and public employers. This service is free of charge. Disseminating good examples and methods, and improving the understanding of the issues in question, are important aspects of LDOs work. LDO also monitors that Norwegian law and administrative practice are in accordance with the Norway`s obligations under the conventions UNCERD, UNCEDAW and UNCRPD. From January 2020, LDO has also been given the mandate to scrutinize the activity duty of public authorities and employers, as well as their new duties to issue a statement on their equality work according to the Equality and Anti-discrimination Act. LDO is entitled to make follow-up visits to enterprises and may require access to the enterprises` documentation relating to the employers` equality and anti-discrimination work.

The *Anti-Discrimination Tribunal* handles individual complaints about discrimination, and complaints about incomplete/lack of statement of equality work by employers. The enforcement system consists of only one body. Appeals for the Tribunal`s decisions shall be referred to the court system. The Tribunal can award compensation in discrimination cases.

New policies and measures – Equality and discrimination

New provisions to the *Equality and Anti-Discrimination Act* about effective equality efforts entered into force from January 2020. The new provisions strengthen the duty of public authorities and employers to promote equality and to prevent discrimination on (among others) the grounds of ethnicity. The new provisions also strengthen the LDO`s role in this field. For further description, see above.

A new *Action Plan against Racism and Discrimination on the Grounds of Ethnicity and Religion* for 2020 – 2023 was launched in December 2019.⁷¹ The action plan is comprehensive and contains a total of 50 measures in many different areas, including work life, housing and health, research and knowledge, education, public debate and public service. Racism and discrimination based on ethnicity and religion affect many different groups in Norwegian society. While the challenges they face differ, they also have some common features.

In addition to this plan, the Government launched an *Action Plan against Discrimination and Hatred towards Muslims*⁷² in September 2020. Prejudice and discrimination against the Muslim population and people assumed to be Muslim, is an increasing challenge in Norway, as in many other countries.

The action plan has measures within the following areas:

- Dialogue and meeting venues
- Safety and security
- Knowledge and competence about discrimination and hatred towards Muslims
- International efforts against hatred and discrimination towards Muslims

With this action plan the Government:

- Establishes a new subsidy scheme in order to increase the capacity of civil society and municipalities in their efforts against racism, discrimination and hate speech.
- Assesses a guidance program about Muslim identity. Bridgebuilding, democratic citizenship and diversity among Muslims will be important in the project.
- Establishes a subsidy scheme for security measures for religious and belief communities.
- Introduces hate crime against Muslims as a hate motive in the criminal case register

The Government continues to follow up the *Strategy against Hate Speech 2016–2020*.⁷³

Covid-19 – Special measures

The Covid-19 pandemic and the measures implemented to respond to the pandemic may have different consequences for different segments of the population. The *Norwegian Directorate for Children, Youth and Family Affairs* is following the situation closely and reports regularly to the *Ministry of Culture* on the effects of the crisis on gender equality and non-discrimination.

⁷¹ <https://www.regjeringen.no/en/dokumenter/the-norwegian-governments-action-plan-against-racism-and-discrimination-on-the-grounds-of-ethnicity-and-religion-2020-2023-extracted-version/id2681929/>

⁷² <https://www.regjeringen.no/contentassets/b2a6fd21c6a94bae83d5a3425593da30/handlingsplan-mot-diskriminering-av-og-hat-mot-muslimere-2020-2023.pdf> (available only in Norwegian, but it will be translated into English)

⁷³ https://www.regjeringen.no/contentassets/72293ca5195642249029bf6905ff08be/hatefulley-tringer_uu.pdf (available only in Norwegian)

16 Citizenship and naturalisation

16.1 Policy and legislation

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

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

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

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

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

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

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

New policies and measures – Citizenship

The amendments to the *Nationality Act* to allow dual citizenship took effect from January 2020.

The Government has proposed to raise the requirement for skills in oral Norwegian from level A2 to B1 to become naturalised.

The Ministry of Education and Research has amended the regulations on the acquisition and loss of Norwegian citizenship and lengthened the disqualification period when an applicant has been convicted or fined.

16.2 Naturalisations

In 2019, 13 200 persons were naturalised. This was an increase of almost 3 000 naturalisations the previous year. Among the naturalisations in 2019, the largest groups had Somalia, Eritrea and the Philippines as countries of origin, cf. table 16.1 below.

The gender difference was small among those who were granted Norwegian citizenship in 2019. Fifty-three per cent were women. However, the gender distribution varies greatly between countries of origin.⁷⁴

Table 16.1 Naturalisations by the former citizenship. Major countries of origin. 2010–2019

Country of origin	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Total, of which:	11 903	14 286	12 384	13 223	15 336	12 432	13 712	21 648	10 241	13 201
Somalia	1 528	2 092	1 571	1 667	1 138	451	1 200	1 746	1 879	2 986
Eritrea	248	248	199	323	563	1 114	1 879	2 971	1 089	1 406
Iraq	1 338	945	1 642	1 663	1 418	817	824	1 175	602	471
Philippines	322	410	341	479	851	704	567	1 389	410	682
Afghanistan	1 054	1 280	1 013	1 005	1 371	1 088	999	1 264	448	655
Thailand	267	363	265	346	547	683	677	1 666	300	583
Ethiopia	225	341	236	195	362	336	440	709	191	436
Sudan	90	122	72	58	80	57	180	293	125	404
India	152	209	130	132	313	382	391	636	167	373
Iran	554	538	297	307	336	353	414	626	365	333

Source: Statistics Norway

By the end of October 2020, almost 15 900 persons had been granted Norwegian citizenship by UDI. During the same period in 2019, the number was 11 300.

The share of naturalised Norwegian citizens varies considerably with country of origin among immigrants in Norway. For some countries of origin, between 75 and 90 per cent of immigrants have acquired Norwegian citizenship (Palestine, Vietnam,

⁷⁴ <https://www.ssb.no/befolkning/artikler-og-publikasjoner/noen-flere-fikk-norsk-statsborgerskap-i-2019> (available only in Norwegian).

Sri Lanka, Myanmar, Kosovo, Liberia, Burundi, Iraq and Morocco) in 2019. On the other side, the total share of naturalised Norwegian citizens among immigrants from EU/EFTA member countries is only 8.4 per cent. Cf. table A25.

Due to the Covid-19 pandemic, and in order to keep in line with measures to prevent the spread of the virus, many have not been able to book an appointment for delivering their application for citizenship in 2020. Therefore, it may take some time before they receive an answer to their application.

16.3 Naturalisation ceremonies

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

The aim of these ceremonies is to ensure a solemn and dignified transition to Norwegian citizenship. Participation in the ceremony also marks that the new citizen endorses the fundamental values on which the Norwegian society is based, including the principle of equal rights, obligations and opportunities for all Norwegians. Participation in this ceremony is voluntary. Participants over the age of 18 take an oath of loyalty to Norway and receive the book *Welcome as a new citizen*. In 2019, 18 ceremonies were held. The number of naturalised Norwegian citizens participating varied between the counties. Approximately 1 700 new citizens participated nationwide.

On behalf of the *Ministry of Education and Research*, *Oslo Economics* conducted an evaluation of the system of citizenship ceremonies in 2019. The evaluation shows that the participants in the ceremonies overall are very satisfied and refer to the ceremonies as solemn markings of the transition to Norwegian citizenship. The assessment was that the organisation, form and content of the ceremonies seem to be well suited to ensure achievement of the goal to increase the proportion signing up for and attending the ceremonies. There will be a follow-up of some of the recommendations in the evaluation.

Covid-19 – Special measures

The *Ministry of Education and Research* has encouraged the *County Governor* offices to follow national and local guidelines by health authorities regarding the pandemic and events such as these ceremonies. The *County Governor* offices have reacted differently to the situation. Some have cancelled the ceremonies, others have sent a greeting from the *County Governor* with the book *Welcome as a new citizen*, while some have held a digital ceremony.

17 Public debate and opinion

17.1 Public debate

There are no regular statistics or analysis available on the extent and nature of the current public debate on issues concerning immigration and integration. Therefore, the following considerations are primarily based on selective observations. A few reports are also included.

The low number of asylum seekers since the peak in 2015, cf. chapter 6.2, has resulted in less public debate regarding asylum seekers and immigration policy during the last couple years. However, at times there are debates on policies concerning asylum/refugees, immigration, integration, racism/discrimination etc.

For example, the situation in camps for asylum seekers and other migrants in the Greek islands has resulted in debates, especially, about the possible *relocation* of some asylum seekers from Greece to Norway. This became a very politicised and hotly debated issue after the fire in the *Moria* camp. The question of relocation was also linked to the issue of resettlement of refugees through the annual *UNHCR* quota, for resettlement since any such relocation to Norway will be counted as part of that quota.

The dramatic police violence events in the *United States* and the *Black Lives Matter* movement also brought up issues such as *racism and discrimination* in the Norwegian context. However, at the outset of the debate racism and unrest in the *United States* dominated. This impression is confirmed by a special media analysis of this debate by *Retriever*.⁷⁵

Demonstrations by a small, but a vocal organisation against "Islamisation of Norway" (SIAM) organised rallies that resulted in confrontations and discussions on the right to *free speech vs. protection from hate speech*. Later, similar discussions were triggered by the terrorist attacks in France by Islamist extremists, who once again linked such attacks to the caricatures of the Prophet.

The Government has established a *Freedom of Speech Commission*, which based on the authorities' responsibility under Section 100 of the Constitution, will examine the extent and conditions for freedom of speech on a broad basis. Hate speech on social media and in comment fields is relevant in this context.

Lately, immigrants and Covid-19 have also been the topic for public debate. The background for this is how the pandemic has hit some immigrant groups disproportionately and more severely. In the debate, the issue has been raised whether some groups have done enough to prevent the spread of the infection or acted irresponsibly. Cf. chapter 9.5 for information measures specifically targeting immigrants.

The research project on *Immigration as an Issue in Scandinavian Public Spheres 1970 – 2015*⁷⁶ is continuing. New reports are published on the [website](#), for example a

⁷⁵ <https://frittord.no/attachments/df5001268a86bd38016b977631a4b0b823b857cb/189-20201111070140884343.pdf> (available only in Norwegian).

⁷⁶ <https://scanpub.w.uib.no/>

report on Immigration as an issue in Norwegian TV-debates from 1970 to 2019⁷⁷. Another example is an article on the immigration debate in the comment sections Scandinavian newspapers. This is a case study of discussions about the arrival of Syrian refugees to the three countries⁷⁸.

17.2 Public opinion

The annual survey by Statistics Norway

For many years, Statistics Norway has published statistics on attitudes to different issues concerning immigrants and immigration based on an annual survey. The most recent survey was conducted in the summer of 2020.⁷⁹

In the previous years, these surveys did show that the attitudes towards immigrants became more positive over time and this trend continued in 2020. The changes shown this year were larger and more significant than in the preceding years. A larger share of respondents thought that immigrants make a useful contribution in working life, and that they should have the same job-opportunities as Norwegians. At the same time, a smaller share of respondents thought that most immigrants take advantage of the social welfare system or see immigrants as a source of insecurity in society.

A smaller share of respondents was sceptical to meet immigrants as a homecare provider, as a new neighbour or as a son- or daughter-in-law. Contact with immigrants is becoming more extensive, and most of those in contact with immigrants find the experience to be mainly positive.

A majority among the respondents were in favour of maintaining the existing conditions for granting protection and residence in Norway for asylum seekers. However, the share supporting a more liberal asylum and refugee policy has increased, while the share in favour of a more restrictive policy has been reduced.

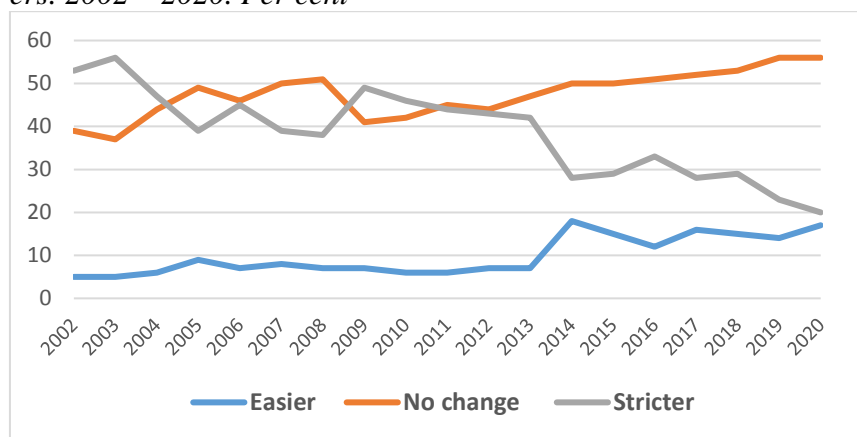
As usual, attitudes varied with characteristics of the respondents. Women more often than men had positive attitudes toward immigrants, and young people were more positive than older people. Respondents with a higher education were more positive toward immigrants and immigration than those with a lower educational attainment. Students were more positive than respondents receiving welfare benefits or pensions, while employed persons occupied a middle position. There are also differences between those living in urban or rural areas. Respondents living in densely populated areas were often more positively disposed toward immigrants, while respondents in less densely populated areas tended to be hold sceptical/restrictive views, having had less contact with immigrants and having attained a lower education.

⁷⁷ <https://scanpub.w.uib.no/files/2020/10/Kan-en-neger-vaere-julenisse-Konflikttemaer-i-innvan-dringsdebatten.-IHP.-IHP..pdf> (available only in Norwegian)

⁷⁸ Andersen, Ida V. (2019) Personal Emotions, Experiences and Attacks: Immigration Debate in Scandinavian Comment Sections. *Javnost - The Public*. 194-209.
<https://www.tandfonline.com/doi/abs/10.1080/13183222.2019.1588001>

⁷⁹ The following summary of the main findings is based on the English abstract of the report for 2020: <https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/attitudes-towards-immigrants-and-immigration-2020>

Chart 17.1 Attitudes to access to residence in Norway for refugees and asylum seekers, 2002 – 2020. Per cent



Source: Statistics Norway

18 Migration and development

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

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

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

In a White Paper on the Norwegian development policy⁸⁰, selected countries affected by fragility and conflict were included in a new category of partner countries with a need for conflict prevention and stabilisation efforts.

*The Strategic Framework for Norway’s engagement in Conflict Prevention, Stabilization and Building Resilience*⁸¹ strengthens Norway’s overall engagement in vulnerable states. It provides guidance for development assistance as well as other means of support to and engagement with countries in fragile situations and underlines the need for an integrated and holistic approach.

To strengthen the complementarity between humanitarian aid and long-term development assistance is one of the priority areas in Norway’s humanitarian strategy.⁸² The aim is to reduce humanitarian challenges and increase the response capacity of the communities affected. In line with humanitarian principles, The Government will support actions aimed at reducing the vulnerability of individuals and local communities. Norway will also seek to increase the flexibility and tolerance for risks in long-term development efforts in states and regions affected by conflict and fragility and give priority to supporting relevant development assistance in such areas. Strengthening long-term and regional efforts to address the situation of refugees and migrants may reduce the drive for irregular secondary migration.

In addition to the contributions to humanitarian efforts to protect people who have fled their homes, the Government will also help to strengthen the capacity of host and transit countries to deal with mass migration, as called for in the *Global Compact for*

⁸⁰ Only available in Norwegian: <https://www.regjeringen.no/no/dokumenter/meld.-st.-17-20172018/id2604526/>

⁸¹ Only available in Norwegian: https://www.regjeringen.no/no/dokumenter/saarbare_stater/id2563780/

⁸² <https://www.regjeringen.no/en/dokumenter/strategi-for-norsk-humanitar-politikk/id2608151/>

Migration and the Global Compact for Refugees. This is in line with the 2030 Agenda, in particular the *Sustainable Development Goal (SDG) 10*, which includes a target on facilitating orderly, safe, regular and responsible migration.

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

New policies and measures – Migration and development

In December 2019, the Government presented the White Paper *Digital transformation and Development Policies*⁸³ to the Storting. The paper includes separate chapters on human rights, humanitarian assistance and modern slavery. It includes support for measures to ensure that all can obtain and document a legal identity (ID), the establishment of digital ID systems and population registers, cf. SDG target 16.1, as well promoting increased use of digital technology when this provides faster and better humanitarian response and protection. Norway recently signed an agreement on strategic partnership relating to the *Modular Open Source Identity Platform (MOSIP)*. Through participation in the *UN Secretary General's High-Level Panel on Digital Cooperation* and the recent publication of the White Paper on *Digital Transformation and Development Policy*⁸⁴, Norway has taken a leading role in the global *Alliance for Digital Public Goods*. The Alliance is relevant for financing inclusion, including access to health and social services, the regulation of working relations, voting registration, activities against modern slavery, etc.

The White Paper, *Norway's role and interests in multilateral cooperation (Meld. St. 27 (2018-2019))*⁸⁵ underlines the need for better coordination between the more than 20 specialized organisations, funds, programs and units in the *UN-system* working on different aspects of migration. The paper also addresses internally displaced people as a notable obstacle to social and economic development, and to achieving the *Sustainable Development Goals*.

Norway continues to play an active role in promoting protection and durable solutions for internally displaced persons. Following the proposal by 57 Member States, including Norway, the *UN Secretary-General* launched a *High-Level Panel on Internal Displacement* in late 2019. The mandate of the Panel is to make recommendations on how to strengthen the international efforts to protect, support internal displaced persons and host communities as well as solutions. Their report will be presented in the fall of 2021.

⁸³ https://www.regjeringen.no/no/dokumenter/meldst11_summary/id2699502/?ch=1

⁸⁴ Summary in English: https://www.regjeringen.no/en/dokumenter/meldst11_summary/id2699502/

⁸⁵ <https://www.regjeringen.no/en/dokumenter/meld.-st.-27-20182019/id2654250/>

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

In June 2019, the Government launched a new action plan – *Food, People and the Environment* – to promote sustainable food systems in the context of Norwegian foreign and development policy in the period 2019–2023.⁸⁶ The plan stresses how increasing insecurity in regard of access to food may trigger or reinforce conflict and migration. As most hunger crises are predictable, much can be done through prevention and early action. Norway will work to ensure a holistic perspective and better interaction between humanitarian efforts and long-term development work in the food systems.

Norway's fourth national action plan on women, peace and security (2019–2022),⁸⁷ launched in January 2019, links our efforts on women, peace and security to the vulnerability of people on the run. Girls and women are particularly at risk. Sexual violence is a large and multi-faceted problem. Child marriages and forced marriages are on the increase as a result of fear and destitution. In a situation in which there is an acute need for sexual and reproductive health services, they are often in limited supply. The Government therefore endeavours to ensure that women and men are heard and have their needs met when they have had to flee their homes. This is a key part of the Government's humanitarian efforts and work on international migration issues.

Migration can lead to increased risk for vulnerable groups to become victims of *modern slavery*. The term “modern slavery” refers to human trafficking, forced labour, debt labour and the worst forms of child labour. The Norwegian Government has strengthened its efforts to combat modern slavery. A new *Development Programme to End Modern Slavery*⁸⁸ was launched in 2020 with a main objective to reduce the prevalence and scope of modern slavery in selected partner countries and sectors. The increased effort in this area is part of the Norwegian Government's increased support for inclusion of vulnerable groups. Norway has joined *Alliance 8.7*. This is a global partnership committed to take immediate and effective measures to eradicate forced labour, modern slavery, human trafficking and child labour, in accordance with Target 8.7 of the 2030 Agenda for Sustainable Development. The *International Labour Organization* (ILO) currently serves as secretariat for *Alliance 8.7*.

⁸⁶ https://www.regjeringen.no/en/aktuelt/combat_hunger/id2661244/. The plan itself is only available in Norwegian: <https://www.regjeringen.no/no/dokumenter/matsystemer/id2661208/>

⁸⁷ https://www.regjeringen.no/en/dokumenter/plan_wps/id2625029/

⁸⁸ <https://www.norad.no/en/toolspublications/publications/2020/programme-document-development-programme-to-end-modern-slavery/>

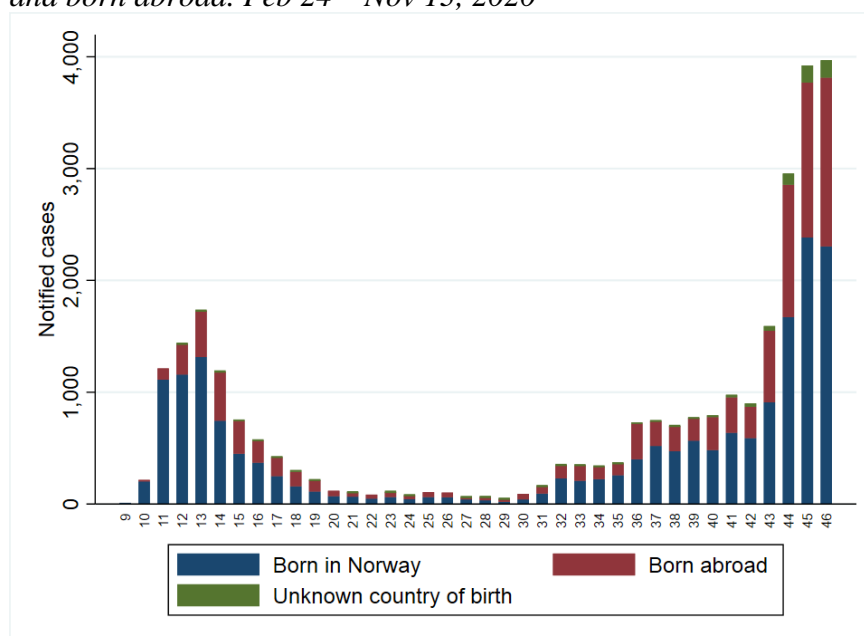
19 Covid-19, immigrants and information

19.1 Health effects

By mid-November 2020, among persons with confirmed Covid-19 cases for whom the country of birth was known (97 per cent), 34 per cent were foreign born, compared to the share of immigrants of almost 15 per cent of the total resident population, cf. chapter 8.3. This indicates a substantial overrepresentation among immigrants, although some of the confirmed cases were among foreign born persons who were not registered as immigrants and residents in Norway. Most confirmed cases were reported among people born in Poland (1 083), Somalia (683), Pakistan (558), Iraq (424), Afghanistan (311), Sweden (238), Eritrea (214), Iran (202), the Philippines (186) and Turkey (184). Among patients who were or had been admitted to hospital with proven Covid-19 by mid-November 2020, about 36 per cent were born outside Norway. Among those born outside Norway, most Covid-19 related hospitalisations are found among those born in Somalia (101), Pakistan (79), Iraq (37), Iran (23), and Turkey (22). This indicates a higher degree of Covid-19 related hospitalisations among foreign born.⁸⁹

Except for the first four weeks of the pandemic, the numbers of confirmed cases have been higher for people born outside Norway than their proportion of the population should indicate, cf. chart 19.1. We observe the same tendency for Covid-19 related hospitalizations, cf. chart 19.2. In relative numbers, some immigrant groups are harder hit than others. Of the ten largest immigrant groups in Norway, Somalia, Pakistan and Iraq have the highest relative numbers, cf. chart 19.3.

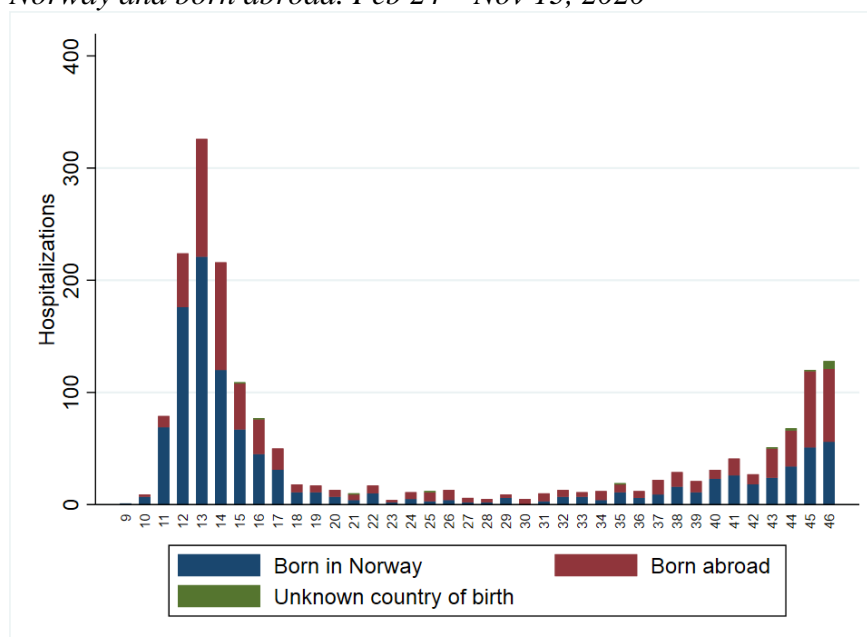
Chart 19.1 Notified Covid-19 cases per week in Norway for those born in Norway and born abroad. Feb 24 – Nov 13, 2020



Source: National Institute of Public Health

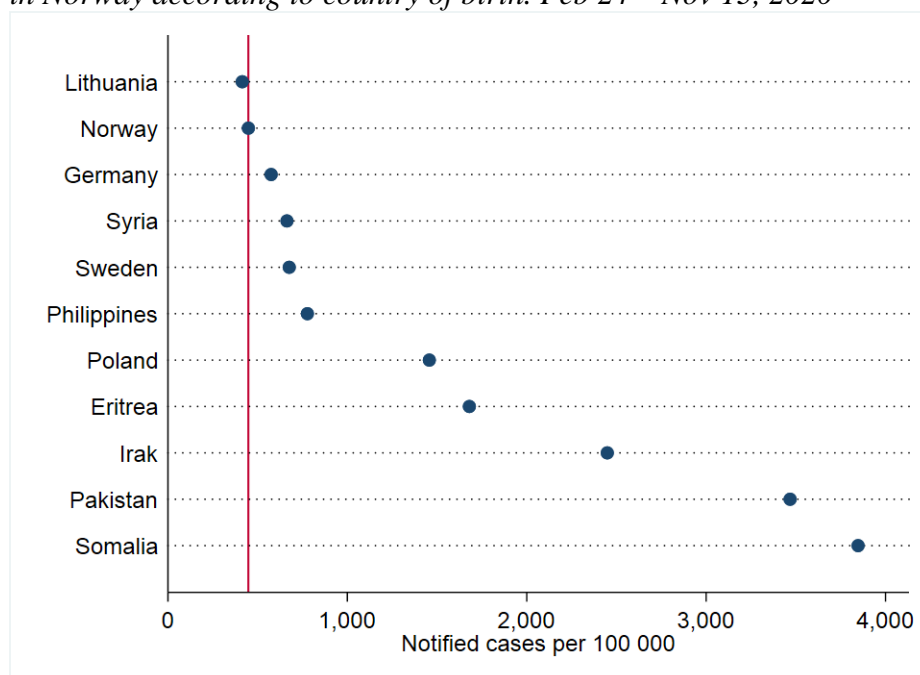
⁸⁹ Cf. National Institute of Public Health (NIPH) weekly reports in 2020 <https://www.fhi.no/en/publ/2020/weekly-reports-for-coronavirus-og-covid-19/>

Chart 19.2 Covid-19 related hospitalizations per week in Norway for those born in Norway and born abroad. Feb 24 – Nov 13, 2020



Source: National Institute of Public Health

Chart 19.3 Notified Covid-19 cases per 100 000 for the ten largest immigrant groups in Norway according to country of birth. Feb 24 – Nov 13, 2020



Source: National Institute of Public Health

In the initial phases of the pandemic, Covid-19 measures in Norway were largely directed towards the general population. However, Norwegian authorities early became aware of the spread of infection among groups in the immigrant population, and, beginning in April, established structures and routines to ensure that information was available in a number of languages and facilitate dialogue with relevant stakeholders. In the fall of 2020, higher infection and morbidity rates were seen in parts of the immigrant population, and, consequently, efforts were intensified.

The *Norwegian Directorate of Health* established a cross-sectoral *Corona working group* early in April. In addition to the Directorate, participants were *The Norwegian Institute of Public Health*, *The Directorate of Integration and Diversity*, *Oslo Municipality* and *Oslo University Hospital*. Their task was to give advice on information about the corona pandemic to the immigrant population. Much of the work described in the following, originated in discussions in this forum.

The higher infection rates among some immigrant groups in Norway may be related to many factors, including their capacity to make use of health information (health literacy competence), language skills, living conditions, vulnerable jobs, frequency of contact with family and relatives, and more frequent travels to countries outside the Nordic region. In addition, immigrants in Norway with limited knowledge of the Norwegian language can constitute a vulnerable group because they depend on translated information and the use of interpreters in meetings with the health services. For some there can be barriers to equal access to testing and to contacting the health services.

19.2 Information initiatives – Health authorities

Norwegian health authorities were early on concerned that important health information in general, and particularly during the pandemic, is tailored for, and best understood by, the majority population. Therefore, all public communication efforts under the pandemic has strived for universal design and cultural sensitivity.

Since mid-March/early April, *The Norwegian Directorate of Health* has carried out numerous targeted campaigns on topics such as infection control, events, trade, Ramadan, testing, proper use of masks, mental health, violence in close relationships, and more. Information is available in up to 28 languages, promoted in different channels and targeted at different age segments. In the communication work, films, posters, radio spots, messages in social media and other information material have been prepared. In order to relieve and assist health care personnel and other first responders, NIPH translated information sheets on isolation and quarantine and other topics to 25 languages (later expanded to 44 languages). To reach people with low literacy skills, information was also made as video and soundbites. Several municipalities also translated and distributed information as posters or in social media.

All Covid-19 related information on the main landing page for health information in Norway, *helsenorge.no*, is available in English. Films with general infection control messages (hand washing, distance, at home if ill and testing for symptoms) have been promoted systematically and segmented on *Facebook* in up to 15 languages throughout the period. Stricter quarantine rules as a result of increased import infection have also been communicated to current target groups. Geographical targeted messages have also been used in several situations with local outbreaks in Norway.

Some of the more important governmental press conferences on new rules and restrictions have been and are planned to be translated, texted and interpreted to a greater extent than before.

Information alone is not enough to prevent groups of immigrants and others from becoming infected. The information must also be understood, and lead to a change in

behaviour. To communicate information effectively, dialogue with immigrant communities and cooperation with selected influencers has been important in this work. *Norwegian Institute of Public Health, The Norwegian Directorate of Health* and several municipalities, most prominently Oslo and Bergen, have been in dialogue with organizations and community leaders to mobilize a local and community based Covid-19 response. Through government grants, but also voluntarily, non-governmental organizations have played a crucial role in reaching out to those parts of the immigrant population that are particularly vulnerable.

To reach religious minorities, Norwegian health authorities have cooperated with the *Islamic Council of Norway, the Muslim Dialogue Network, Caritas Norway* and the *Cooperation Council for Religious and Philosophical Societies*, especially concerning religious holidays, celebrations and related events.

19.3 Information initiatives – Integration authorities

Immigrants who do not understand Norwegian well are particularly vulnerable and in need of tailored information during the pandemic. The *Minister of Education and Integration* has had several meetings with municipalities and NGOs to get a picture of challenges concerning immigrants. In November 2020, the *Prime Minister* and three other ministers had a digital dialogue meeting with several NGOs and religious communities about Covid-19 and immigrants.

For immigrants to stay up to date on current legislation and advice, there is a need for funding of NGOs to reach out with information, both in the short and long term. A positive general effect is that the NGOs will acquire the necessary skills needed to deal with a crisis. In 2020, NOK 26.6 million (€2,6 million) has been provided as grants to NGOs for information work on Covid-19, targeting the immigrant population. The grants are given both to national NGOs and to smaller, local organizations working closely with immigrant groups. The Government has proposed NOK 20 million (€2 million) to prolong the grants in 2021.

The *Directorate of Integration and Diversity (IMDi)* has a coordinating role in securing information and other measures targeting the immigrant population. Eight directorates participate on this theme. The group reports regularly to the *Ministry of Education and Research* on challenges and measures concerning the immigrant population.

IMDi has gathered up-to-date and quality-assured web resources from public authorities and national knowledge centres in various languages, made available [online](#).

Furthermore, the *Ministry of Education and Research* has made available a checklist on how to communicate with and reach out to the immigrant population during the pandemic. Research projects have been initiated to study the pandemic and how it affects immigrants.

In December 2020, an expert group delivered a report to the *Ministry of Education and Research*.⁹⁰ The mandate was to consider existing measures targeting the immigrant population and propose new measures. The report contains 29 such measures covering many areas. The Government has already decided to follow up most of the recommendations.

⁹⁰ <https://www.imdi.no/globalassets/dokumenter/ekspertgruppe-rapport---forslag-til-tiltak-for-a-re-dusere-covid-19-smitte-blant-innvandrerer.pdf> (Will be made available in English)

20 Information and publications

20.1 Background information

Recent statistics and publications by *Statistics Norway* on migration related issues with many sub-topics (all at least with a summary in English):

<http://ssb.no/en/innvandring-og-innvandrere>

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

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

Recent studies commissioned by UDI and the *Ministry of Justice and Public Security*:

<http://www.udi.no/en/statistics-and-analysis/research-and-development-reports/>

Facts concerning integration policy published by the *Directorate of Integration and Diversity (IMDi)*:

<http://www.imdi.no/en/>

Overview of studies and ad-hoc queries on issues concerning migration in the *European Migration Network (EMN)*:

<http://www.udi.no/en/statistics-and-analysis/european-migration-network---norway/>

20.2 Some recent publications

Andersen, Ida V. (2019)

Personal Emotions, Experiences and Attacks: Immigration Debate in Scandinavian Comment Sections.

Javnost - The Public. 194-209.

<https://www.tandfonline.com/doi/abs/10.1080/13183222.2019.1588001>

Barstad, Anders & Molstad, Christian Sørlien (2020)

Integration of immigrants in Norway

Statistics Norway Reports 2020/44 (English summary)

<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/integration-of-immigrants-in-norway>

Bartsch, Beate; Gjermshusengen, Line & Bekkengen, Jane (2020)

How is the situation for immigrants 5 years after they took a bachelor or master degree in Norway?

Statistics Norway Reports 2020/21 (English summary)

<https://www.ssb.no/en/utdanning/artikler-og-publikasjoner/how-is-the-situation-for-immigrants-5-years-after-they-took-a-bachelor-or-masters-degree-in-norway>

Bratsberg, Bernt; Raalum Oddbjørn & Røed, Knut (2020)

Immigrant Responses to Social Insurance Generosity

Labour Economics, Vol. 65

<https://doi.org/10.1016/j.labeco.2020.101854>

- Bratsberg, Bernt et al. (2020)
 How Settlement Locations and Local Networks Influence Immigrant Political Integration
American Journal of Political Science. First published: 30 May 2020
<https://onlinelibrary.wiley.com/doi/full/10.1111/ajps.12532>
- Brekke, Jan Paul; Birkvad, Simon Roland & Erdal, Marta Bivand (2020)
 Losing the Right to Stay: Revocation of Refugee Permits in Norway
Journal of Refugee Studies
<https://academic.oup.com/jrs/advance-article/doi/10.1093/jrs/feaa006/5811389>
- Brekke, Jan-Paul; Fladmoe, Audun; Lidén, Hilde & Orupabo, Julia (2020)
Ethnic and religious diversity in Norwegian work life. Attitudes, experiences, discrimination and practise
 Institute for Social Research. Rapport 2020:3 (English summary)
<https://samfunnsforskning.brage.unit.no/samfunnsforskning-xmlui/handle/11250/2647287>
- Brovold, Christian Hrafn (2020)
The economic integration of immigrants in Norway over time
 Statistics Norway Reports 2020/20 (English summary)
<https://www.ssb.no/en/inntekt-og-forbruk/artikler-og-publikasjoner/the-economic-integration-of-immigrants-in-norway-over-time>
- Carling, Jørgen; Czaika, Martin; & Erdal, Marta Bivand (2020)
Translating migration theory into empirical propositions.
 QuantMig Project Deliverable 1.2.
<https://www.prio.org/utility/DownloadFile.ashx?id=2178&type=publicationfile>
- Djuve, Anne Britt et al. (2019)
Økonomiske incentiver i integreringsarbeidet (Economic incentives and the integration of immigrants)
 Fafo-rapport 2019:29 (English summary)
<https://www.fafo.no/zoo-publikasjoner/summaries/item/economic-incentives-and-the-integration-of-immigrants>
- Erdal, Marta Bivand et al. (2020)
Diaspora, Development and Integration: A Review of Policies and Practice
 PRIO Policy Brief
<https://www.prio.org/Publications/Publication/?x=12422>
- Ezzati, Rojan Tordhol (2020)
 Value-talk after terrorism: Articulating a united 'we' and a divided 'us',
Journal of Ethnic and Migration Studies. DOI: 10.1080/1369183X.2020.1752637
<https://www.prio.org/Publications/Publication/?x=12352>
- Green, Colin & Vaag Iversen, Jon Marius (2020)
Refugees and the Educational Attainment of Natives
 IZA DP No. 13433 Discussion Paper Series
<http://ftp.iza.org/dp13433.pdf>

- Hagelund, Anniken (2020)
After the refugee crisis: public discourse and policy change in Denmark, Norway and Sweden.
Comparative Migration Studies, volume 8, article number 13
<https://comparativemigrationstudies.springeropen.com/articles/10.1186/s40878-019-0169-8>
- Hernes, Vilde; Staver, Anne B. & Tønnessen, Marianne
Indicators for new Integration Act
NIBR Rapport 2020:19 (English summary)
<https://fagarkivet-hioa.archive.knowledgearc.net/bitstream/handle/20.500.12199/6409/NIBR-rapport%202020-19.pdf?sequence=1&isAllowed=y>
- Horst, Cindy (2020)
Collective hope in dark times: Refugee political agency influencing migration trajectories, in Renewing the migration debate. Building disciplinary and geographical bridges to explain global migration.
Amsterdam: KNAW (66–71)
<https://www.prio.org/utility/DownloadFile.ashx?id=2070&type=publicationfile>
- Kindt, Marianne Takvam & Strand, Anne Hege (2020)
Hele mennesker – delte tjenester (Complete people -fragmented services)
Fafo-rapport 2020:12 (English summary)
<https://www.fafo.no/zoo-publikasjoner/summaries/item/complete-people-fragmented-services>
- Kirkeberg, Mads Ivar & Lund, Harald (2020)
Unaccompanied minor refugees 1996-2018
Statistics Norway Reports 2020/05 (English summary)
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/unaccompanied-minor-refugees-1996-2018>
- Lillevik, Ragna et al (2020)
Kompetansekartlegging og karriereveiledning av nyankomne flyktninger (Skills mapping and career guidance for recently arrived refugees)
Fafo-rapport 2020:03 (English summary)
<https://www.fafo.no/zoo-publikasjoner/summaries/item/skills-mapping-and-career-guidance-for-recently-arrived-refugees>
- Lunde, Harald & Lysen, Jinghui (2020)
Former participants in the Introduction Programme 2013-2017
Statistics Norway Reports 2020/39 (English summary)
<https://www.ssb.no/en/utdanning/artikler-og-publikasjoner/effects-of-reducing-norwegian-extractikon-of-oil-and-natural-gas%281%29>
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Assessments of citizenship criteria: are immigrants more liberal?
Journal of Ethnic and Migration Studies 46(13): 2625–2646
<https://www.prio.org/utility/DownloadFile.ashx?id=2183&type=publicationfile>

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 Statistics Norway Reports 2020/05 (English summary)
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/family-immigration-and-marriage-patterns-1990-2018>
- Olsen, Bjørn (2020)
People aged 16-39 years with immigrant background in employment and education 2018
 Statistics Norway Reports 2020/01 (English summary)
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/people-aged-16-39-years-with-immigrant-background-in-employment-and-education-2018>
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Refugees inside and outside the labour market 2018
 Statistics Norway Reports 2020/08 (English summary)
<https://www.ssb.no/en/arbeid-og-lonn/artikler-og-publikasjoner/refugees-inside-and-outside-the-labour-market-2018>
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 Oxford Research 2019/12
https://www.udi.no/globalassets/global/forskning-fou_i/asylmottak/udi--volunteering-in-asylum-reception-centers.pdf
- PROBA Samfunnsanalyse (2019)
The digital life of asylum seekers. A survey of asylum seekers' access to and use of digital channels
 Proba-rapport nr. 2019-11, (English summary)
https://www.udi.no/globalassets/global/forskning-fou_i/asyl/probarapport-2019-11-asylsokeres-digiale-hverdag-uu.pdf
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Monitor for secondary migration – Among people with refugee background domiciled in 2007-2016
 Statistics Norway Reports 2020/36 (English summary)
<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/monitor-for-secondary-migration--432698>
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<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/attitudes-towards-immigrants-and-immigration-2020>

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<https://www.ssb.no/en/befolkning/artikler-og-publikasjoner/immigration-and-immigrants-in-the-nordic-countries>