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## INTERNATIONAL MIGRATION TO NORWAY 1988

REPORT FOR SOPEMI (OECD)

INTERNASJONAL FLYTTING TIL NORGE  
RAPPORT TIL SOPEMI (OECD)

BY/AV  
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STATISTISK SENTRALBYRÅ  
CENTRAL BUREAU OF STATISTICS OF NORWAY

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# **INTERNATIONAL MIGRATION TO NORWAY, 1988**

**REPORT FOR THE CONTINUOUS REPORTING SYSTEM OF  
MIGRATION OF OECD (SOPEMI)**

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**By/Av**

**Lars Østby**

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**Naturalisering**  
**Utvandring**

## PREFACE

This is the Norwegian report to Systeme d'observation permanent des migrations (SOPEMI) i OECD. The Report was presented and discussed together with 18 other country reports at the yearly SOPEMI meeting in Paris in November 1989. Based on the reports and the meeting, the OECD secretariate will publish a synthesis report for the whole region.

This was the first time Norway took part in the SOPEMI report system. Thus, the Central Bureau of Statistics has decided to make this general overview of migration to and from Norway available to a broader audience. The report follows the outline and instructions given by OECD (SME/MI/88.11), with some minor changes. It has been edited and expanded after the OECD-meeting, in accordance with the comments given.

Central Bureau of Statistics, Oslo, 26 March 1990

Arne Øien



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## SUMMARY

Between 1970 and 1985 the gross yearly immigration of foreigners to Norway was between 11 000 and 13 000, nearly twice the emigration. There was a small net outmigration of national citizens. In 1985 Norway was discovered by asylum seekers, and in 1987, Norway received more than 8000 of them. As a percentage of the total population, this was more than in most other Western European countries. The number is now decreasing, and in 1989 we do not expect more than 4000 asylum seekers. The decline partly reflects more rigorous criteria for granting permits to stay. Asylum seekers come from many countries, and Chile, Iran, Sri Lanka and Yugoslavia have been the most important. In 1989 Yugoslavia, Somalia and Poland have so far been of greatest importance.

The number of refugees increased in 1988 due to more liberal quotas. The refugees are mainly Vietnamese and Iranians.

The total number of foreign citizens in Norway was 136.000 at the beginning of 1989. This is 3,2 per cent of the total population. The majority of the foreign population has an origin in Scandinavian or other western countries, particularly UK, USA and FRG. About 40 per cent come from a third world country, and that percentage is increasing quickly. The main countries of origin are Pakistan, Viet Nam, Turkey as well as the countries of the asylum seekers.

Citizens of the industrialised world are quite evenly distributed over the country, with some nationalities concentrated in the economically most active regions. Before 1975, most third world citizens came as immigrant workers. They settled mainly in the capital. After the immigration ban of 1975, migrants from third world countries are allowed to enter the country mainly for family reunification or as asylum seekers. Those obtaining asylum on political or humanitarian grounds, are settled by the authorities in many different municipalities all over the country.

The foreign population is much younger than the nationals. Immigrants, and especially third world immigrants are mostly young adults. The percentage of children is the same among Norwegians and immigrants. There is a very small number of aged persons among foreign nationals.

An analysis of immigrant fertility in Norway shows that 10 per cent of the children born in 1987 had one or two parents born abroad. Less than one third of them had both parents born abroad. Without any immigrant fertility, the total fertility rate of Norway would have been 0.02 lower than registered in 1987. Due to the reasons accepted as exceptions from the immigration ban (family reunifications), women from third world countries give birth to many children the first years after arrival to Norway. The fertility is decreasing with increasing length of stay. Immigrants from different third world countries have very different fertility levels, reflecting the background for their entry to Norway.

We have very little information on the employment situation of foreigners in Norway. Normally, their unemployment figures are much higher than for nationals. Foreigners in Norway, even on a tourist visa, may be given a temporal permit to work. During the 1980s, an increasing number of Poles takes seasonal work after having entered the country on tourist visa.

## SAMMENDRAG PÅ NORSK

Mellom 1970 og 1985 flyttet det årlig mellom 11 000 og 13 000 utenlandske statsborgere til Norge, omtrent det dobbelte av antall utflyttede utlendinger. Det var en liten netto utflytting av norske statsborgere. I 1985 ble også Norge oppdaget av asylsøkerne, som i noen år hadde preget flyttingene til mange vest-europeiske land. I 1987 mottok Norge mer enn 8 000 asylsøkere, i forhold til folketallet flere enn de fleste andre land. Antallet har senere sunket, og en venter ikke stort over 4 000 i 1989. Nedgangen vil i noen grad ha sammenheng med strengere behandling av søknadene. Asylsøkerne kommer fra mange ulike land. Chile, Iran, Sri Lanka og Jugoslavia har vært viktigst. Hittil i 1989 har det kommet flest fra Jugoslavia, Somalia og Polen.

Antall flyktninger var høyere i 1988 enn tidligere fordi kvotene ble mer liberale. De fleste flyktninger kommer fra Viet Nam eller Iran.

Det samlede antall utenlandske statsborgere i Norge var 136 000 ved inngangen til 1989. Dette er 3,2 prosent av samlet folketall. Flertallet av de utenlandske statsborgerne kommer fra Skandinavia eller fra andre vestlige land, særlig Storbritannia, USA og Vest-Tyskland. Omtrent 40 prosent kommer fra et land i den tredje verden, og den andelen er i rask økning. De viktigste landene her er Pakistan, Viet Nam, Tyrkia og asylsøkernes hjemland.

Statsborgere fra andre industrialiserte land er stort sett ganske jevnt fordelt over Norge, med noen nasjonaliteter konsentrert om de regionene hvor den økonomiske aktiviteten er størst. De første innvandrere av et visst omfang fra den tredje verden, kom som arbeidsvandrere før 1975. Stort sett slo de seg ned i eller nær Oslo. Etter innvandringsstoppen i 1975 kommer flyttere fra disse landene hovedsakelig ved familiegjenforening eller som asylsøkere. De som får asyl av politiske eller humanitære grunner, blir nå fordelt over mange av landets kommuner.

De utenlandske statsborgerne har lavere gjennomsnittsalder enn nordmenn. Innflytterne, og særlig de fra den tredje verden er unge voksne. Andelen barn er like blant nordmenn og utlendinger. Det er svært få gamle blant personer med utenlandsk bakgrunn. Halvparten av de gamle utenlandske statsborgerne er norsk-amerikanere.

En analyse av innvandrernes fruktbarhet viser at 10 prosent av barna født i Norge i 1987 hadde en eller begge foreldre født i utlandet. Innvandrernes fruktbarhet gjør at samlet fruktbarhetstall i Norge er 0,02 høyere enn det ville vært uten deres fødsler. Fordi det bare er noen få årsaker (særlig familiegjenforening) som aksepteres som unntak fra innvandringsstoppen, vil kvinner fra den tredje verden føde barn relativt kort tid etter ankomsten til Norge. Fødselstallet avtar når varigheten av oppholdet i Norge øker. Innvandrere fra den tredje verden har svært ulik fruktbarhet, avhengig av hvilket land de kommer fra.

Vi har svært lite informasjon om innvandrernes situasjon på arbeidsmarkedet. Vi vet at deres arbeidsløshet er høyere enn nordmenns, men vi har lite statistikk om hva slags typer jobber de er i. Utlendinger i Norge, selv om de bare er her med turistvisum, kan få midlertidig arbeidstillatelse. I løpet av 1980-årene har det vært et stadig økende antall polakker som har tatt sesongarbeid, særlig med bærpukking og annet innhøstingsarbeid i landbruket.

## FOREWORD

This is the first report from Norway to the Continuous Reporting System on Migration of OECD. The report follows Instructions to Correspondents SME/MI/88.11, with some exceptions. The tables are presented as in other Reports from Central Bureau of Statistics. Due to the standard selection of the OECD-tables, some of them will not be commented in the text.

Many persons and institutions have given valuable assistance in collecting and presenting the information. Peter Bøgh at the Directorate of Immigration has given me much data from the information system of the Directorate. This is the main source for data concerning asylum seekers and refugees. Information on laws and regulations concerning foreign nationals is taken from Parliamentary Report 39, 1987-88 (Kommunal- og Arbeidsdepartementet, 1988). The introduction and summary is translated in to English by the Ministry of Local Government and Labour. The Ministry of Justice has written an appendix to this report on Norwegian laws and regulations relevant to the treatment of asylum seekers and political refugees. Discussions with employees in the relevant governmental bodies have supplemented written sources.

All population statistics are taken from publications from the Central Bureau of Statistics. My colleagues in the Division for Population Statistics have compiled the most recent migration figures, and Kåre Vassenden has produced valuable data for analyses of immigrant demography. Liv Hansen has done many of the calculations and drawings.

A preliminary version of the report has been presented to the authorities concerned. Comments of a linguistic as well as a substantial character from my colleagues Helge Brunborg and Per Sevaldson, and from Espen Thorud at the Ministry of Local Government and Labour are gratefully acknowledged. In spite of all good help, the author takes the full responsibility for the report, including remaining errors.

## GENERAL BACKGROUND

As 1989 is the first year Norway takes part in the SOPEMI continuous reporting system on migration, I was asked to give some general background information about the country. This will give a reader unfamiliar with Norway an impression of what kind of reality migrants to Norway will meet, and also of the background for Norwegian immigration policy.

Norway is a mountainous country along the north-western coast of Europe. The length is 13 degrees of latitude, or turned around its southern end, Norway will reach almost to Rome. The eastern-most city of the country lies east of Istanbul. Much of the settlement follows the coast and the rest is located in the valleys. Only three per cent of the area is cultivated, 20 per cent is productive forest and the rest is unproductive, mostly mountains, bare land, and bogs.

The population of Norway is about 4,2 millions, on more than 308.000 square kilometers. The population density is about 14 per sq.km. - the lowest in main-land Europe. The fertility level is above the European average, and has been increasing in the last years due to changes in the age pattern of the mothers. The natural increase of population is currently 0,2-0,3 per cent a year.

Without net immigration, the population will decline soon after the turn of the century. Due to the changing number of births and in some extent to low mortality, Norway has one of the oldest populations of Europe. From 2010, we will have a new increase in the number of old people and a decrease in the labour force. Continued net immigration with the same age distribution as today will give the country a somewhat younger age structure. Since 1988 the government has indicated that it may be willing to consider a controlled increase in immigration as a means to improve the population structure (Sosialdepartementet, 1988:88, and Finansdepartementet, 1988:42).

The settlement pattern in Norway is historically very dispersed, with single farms, small towns and no villages. At the moment, 3/4 of the population live in densely populated areas, but only three cities have more than 100.000 inhabitants (Oslo, Bergen and Trondheim). There is significant population increase in the central parts of the country, within commuting

distance from the bigger cities. The population decline is of greatest importance in the remote areas.

Due to low population density in many parts of the country, the settlement pattern is vulnerable to decreasing population size and increasing centralization. Regional matters are always important in Norwegian politics, and it is given high priority to avoid depopulation of any local community.

Norway is rich in energy (oil and hydro-electricity) and in some other natural resources: fish, forests and minerals. The most prosperous of the export industries at the moment are closely connected to the extraction and refining of these natural resources.

The Norwegian economy is facing serious problems at the moment, due to loss of competitive power. The unemployment rate (measured as registered number of unemployed persons as percentage of the total population between 20-66 years of age) is higher than ever since 1945, although it has not yet been more than 4 per cent. Some main economic indicators are presented in table 1. The increase in the unemployment might be of greater importance for the migration pattern than the level. The rest of the OECD-region do not have an economic recession at the moment.

Socialist parties had a majority in the parliament from 1945 to 1965, after that the majority and the government have changed several times between the socialist and non-socialist blocks. In mid-1989, there is a minority Labour Party government with Gro Harlem Brundtland as prime minister. Since the previous parliamentary election in 1985, a right wing party (The Progressive Party) has grown to about 15 per cent of the electorate. The growth has to some extent been seen as a reaction to the liberal immigration policy supported by the rest of the parties in the parliament. Recently, a new party called "Stop Immigration" was established. Its political influence will probably be small, but its mere existence signifies the increasing hostility towards third world immigrants, and asylum seekers in particular.

There was a parliamentary election in September 1989, resulting in a new non-socialist government. The immigration policy of the new government will probably not differ significantly from the policy of the previous one. The



new government will limit government consumption, and immigrants and refugees are more vulnerable than others to cut-backs in governmental expenditures. Due to concern for the high expenses and organisational problems in the reception of asylum seekers and refugees, both governments agreed upon establishing a high level working group for reorganising the services.

## 1. MIGRANT FLOWS

### 1.1 Immigration and departure of foreigners

In the 1970s and the first half of the 1980s, the number of foreigners immigrating to Norway increased slightly, from 11.000 to 13.000 annually. In 1985, the number increased further, reaching more than 23.000 in 1987 and 1988 (see table 6). The new development was mainly due to an increase in the number of asylum seekers. Table 8 shows that the number of asylum seekers was insignificant before 1985, see also diagram 1.

The new inflow started late 1985, taking the Norwegian authorities by surprise. Our system for control and reception of the asylum seekers was not fully prepared for its growing tasks, neither was the political system or the public opinion. The inflow reached its maximum in late 1987. The number was 2.000 lower in 1988 than in 1987, and figures for the first six months of 1989 are only 50 per cent of the level of 1988. As an appendix to this report, I enclose a description of the Norwegian laws and regulations relevant to the treatment of asylum seekers and political refugees, written by the Immigration Department of the Ministry of Justice.

The asylum seekers of 1988 had the same regional origin as the previous year. Chile was the main supplier (1.960), followed by Iran (945). In 1987, there were more than 1.000 asylum seekers from Sri Lanka and from Yugoslavia. See table 9 for further details.

From the middle of 1988, Chilean citizens need a visa for entering Norway. Consequently, the number coming from Chile was only 40 in the second half of 1988, and virtually none in 1989. The number of Iranians has also decreased strongly. So far in 1989, the greatest numbers have come from Yugoslavia (Kosovo), Somalia and Poland. There is no longer one dominant group.

The number of persons seeking asylum differs much from the number granted asylum. From 1987, asylum seekers who are not refused to enter the country, are normally included in the migration statistics. According to the Central Population Register of Norway (CPR), a person intending to stay in the country for more than 6 months, should be given a personal identification number and be included in the CPR. The Central Population Register is the source of all population statistics.

The time spent before an application is finally decided upon, varies substantially. Before 1989, most cases have taken more than 6 months. Considerable efforts have been made to reduce this waiting time. The aim is to reduce the average waiting time to 3 months for the primary decision, and an additional 2 months for an eventual appeal.

Many of the asylum seekers from 1987 and 1988 have already left the country, or they will have to leave after receiving a negative answer to their application. We are, however, not sure that everyone who leaves the country will notify the authorities. Consequently, there is probably an undercount of foreigners leaving and an overcount of foreign citizens staying in Norway.

In the first wave of asylum seekers, the great majority was granted asylum on humanitarian reasons. Very few were accepted as political refugees. The number of persons having to leave the country was also very low. The fact that the asylum seekers to a small extent could be classified as "genuine" refugees, were used by the authorities and by those afraid of the consequences of increased immigration to argue for limitation of the number of permits. In 1988, 2/3 of the applications were given a positive answer, in 1989 so far only 50 per cent. Less than 5 per cent are recognized as political refugees. The decline in the number of asylum seekers must partly be a response to the more rigorous policy.

In the 1980s, Norway accepted a quota for reception of 1.000 refugees per year from the UN High Commissioner for Refugees, see table 8. This quota shall be widened if the number of asylum seekers decreases. Before 1988, the quota included refugees and family reunification cases for refugees accepted earlier. From 1988, the quota includes only "primary" refugees. There will be no numerical limits for family reunifications. From a level of 7-800 in 1980-86, the number of quota refugees and family reunification cases reached 1.500 in 1988, half of which were family reunifications. The refugees came mainly from Iran and Viet Nam, the family reunifications concerned mainly Vietnamese. We can expect that new groups of refugees after some years will create new cases for family reunification.

Table 8 shows the inflow of foreigners to Norway in the 1980s. In addition to the countries mentioned already, we have had a stable inflow of citizens from our traditional countries of origin for migrant workers, Pakistan,

Turkey, and Morocco. A general immigration ban has existed since 1975, but the number of migrants do not reflect the changes of the law, see table 2 and diagram 1. However, without an immigration ban, we would have expected an increase in the number of immigrants.

For migrants coming from third world countries many exceptions from the immigration ban are made according to the rules for family reunification. There is also a significant exchange of migrants between Norway and neighbouring countries, mainly Sweden, Denmark, and United Kingdom, and in addition the United States. The inflows from other countries than the Scandinavian are regulated by the immigration ban, but there are exceptions for specialists etc. (mainly for the oil industry). Due to the economic recession since 1988 (see diagram 6), the inflow of foreigners from other industrialised countries has so far been declining slowly, and we may expect a further decline in 1989.

Norwegian migration statistics contain little demographic information on the inflow of foreign citizens. Figures are usually given for the total number of immigrants only. We know, however, that foreign citizens entering the country are often young adults, some of them accompanied by their children. As in other streams of migration, the number is declining rapidly with increasing age. The regional pattern of foreigners entering Norway shows a strong concentration around the central parts of the country (see diagram 4). Especially people from the third world live in or near the capital.

However, as the number of asylum seekers has increased, more and more municipalities have accepted small quotas for settlement, making the regional distribution more even than before. The settlement pattern for refugees is more regulated than the spontaneous pattern of the migrant workers. At the moment, the political goal seems to be a sort of "decentralized concentration", i. e. concentration of immigrants according to origin in many scattered locations. Migrants from areas with free movement (Scandinavia) have a diversified settlement pattern, partly influenced by recent employment opportunities and partly by settlement of previous migrants. Migrants from the rest of the industrialised world settle where they are needed by the Norwegian industry; in the capital region and in the oil extracting region in South-West.

So far, the economic recession and the more rigorous immigration policy of 1988 have not caused substantially higher numbers of foreigners to leave the country (table 10). But there has been a moderate increase, and since a steep increase in the number of immigrants often is followed by a corresponding change in the number of emigrants two or three years later, we can expect a further increase in 1989 and 1990. The main recipient of outmigrating foreigners are Scandinavia, UK and the USA. Very low numbers return to third world countries, but those who have their application for asylum turned down may become more visible in the future migration statistics.

Norway is not among the 12 Member countries of the EEC, and will probably not be so for some years, at least not before the establishment of the Single European Market of 1993. However, the Single Market will not leave Norway unaffected. At the moment, the remaining EFTA countries are trying to find a way of co-operation with EEC to adapt themselves to the Single Market. It seems like the EFTA countries will accept the principle of free movement of people, and to have common criteria and control procedures for persons entering the region.

The number of EEC citizens and persons born in EEC countries is given in tables 11 and 12. There has been a net immigration of EEC nationals since 1970, mainly from Denmark, FRG and UK, and in some years from France. The off-shore oil activities seem to be the main attraction. Due to the economic recession, we expect net emigration of EEC nationals from Norway in 1989.

## **1.2 Emigration and returns of nationals**

Norway was for a long time an out-migration country. Between 1865 and 1930, some 900.000 Norwegian citizens left the country for destinations overseas, mainly USA (Backer 1965). Relative to the population size, this was (in Europe) second only to Ireland. Between 1945 and 1970, the net emigration of Norwegians was 1 - 2.000 yearly. For some years in the beginning of the 70s, the streams were well balanced. Since 1970, the yearly number of immigrating nationals have been close to 7.000 (table 10). The number of emigrating nationals has been slowly increasing, creating an emigration surplus approaching 1.500 annually.

In our population statistics, there is no distinction between temporary and permanent migration. Every absence intended to be of longer duration than 6 months is registered as emigration in the Central Population Register.

In 1988, 10.500 Norwegian nationals left the country, and the net out-migration of nationals was 3.500 (table 10). It seems like the economic recession and the increasing unemployment of that year had a quicker response from Norwegian than from foreign citizens. We can expect a substantial increase in the number of Norwegians going to Sweden, where the labour market has currently a great need for qualified workers. There is free movement of labour within Scandinavia, and the labour market authorities in Norway and Sweden have successful recruitment campaigns in Norway in collaboration with Swedish enterprises. The number of pensioners emigrating to Spain has also been increasing, approaching 1.000 yearly. The number of national citizens migrating to and from countries outside Europe is well balanced.

The inflow of nationals do not show any changes in level or pattern in recent years (table 10). The main countries of origin are our Scandinavian neighbours, UK and some other Western European countries, and USA. In addition there is some exchange with third world countries which receive Norwegian development assistance. There are also some people returning from Spain. The total number of returning Norwegians equals less than 0,2 per cent of the total population. No difficulties of their reintegration have been reported.

## 2 FOREIGN RESIDENTS AND RESIDENTS ABROAD

### 2.1 Foreign residents

From a demographic point of view, the foreign population of Norway has grown in importance as the natural growth of the population has declined. The demographic aspects are analysed among others by Texmon and Østby (1989) and Vassenden (1988).

The proportion of foreign residents in the population has increased steadily in 1980s, from 2,0 per cent to 3,2 per cent. At the beginning of this century, the percentage was the same as at the beginning of the 80s, but it was only 1/2 per cent at the end of World War II. Table 12 and diagram 2 shows the distribution by country and region of origin.

More than 25 per cent of the foreign residents are citizens of a Scandinavian country and more than 25 per cent belongs to the rest of Europe. 60 per cent has an origin in the industrialised world, and the rest comes from third world countries (Africa, Asia and Latin America). The proportion coming from third world countries is increasing, due to processes described in section 1. At the beginning of the century, the majority of the foreign citizens came from Sweden.

The distribution by age is shown in relative numbers in diagram 3. Compared to the national population, there is a clear concentration of young adults. The share of these age groups (20-34 years) in the foreign population is almost twice their share in the national population. The percentage of children is not higher than in the total population. The following table shows different dependency rates for some nationality groups.

## Dependency rates for nationality groups. 1987

	All resi- dents	Citizens of		
		Norway	Europe	third world
Children per adult	0,46	0,47	0,37	0,36
Aged per adult	0,23	0,24	0,07	0,01
Children + aged per adult	0,70	0,71	0,44	0,37
Children : 0-19 years of age				
Adults : 20-66 years of age				
Aged : 67 years and older				

Source: Texmon and Østby, 1989

There is a strong concentration of foreigners in the capital region, and also in the counties surrounding two of the other largest cities, Bergen and Stavanger. The geographical distribution is illustrated in diagram 4. Generally, there are more foreigners in urban than in rural areas. The distribution is changing due to the location of the reception centers of the asylum seekers and the organized settlement of refugees and persons granted permit to stay of humanitarian reasons, as discussed in section 1.

So far, foreign residents have been defined as foreign citizens. However, it is possible, and for some purposes more relevant, to use other definitions of foreigners, by combining own and parental nationality and country of birth. On 1 January 1989, we had 136.000 foreign citizens in Norway. 176.500 persons were born abroad. Among the foreign citizens, 20.000 were born in Norway. Many of them may be considered as second generation immigrants. Thus, the total number of foreign persons can be estimated to be slightly less than 200.000. 110.000 persons living in Norway have one of their parents born abroad, many of whom are Norwegian citizens (Vassenden 1988).

Table 11 shows the population of Norway by country of birth. Comparing figures for 1 January 1989 in tables 11 and 12, gives an impression of the differences inherent in the two definitions of foreigners. The geographical distribution is very much the same in the two tables, especially on the higher regional level.



The largest difference concerns Korea. The great majority of persons born in Korea and living in Norway are adopted children, who obtain Norwegian citizenship shortly after arriving in the country. Further, it has been more common for Swedes than for Danes to become Norwegian citizens. The average duration of stay in Norway explains many of the differences between tables 11 and 12. In addition, refugees who have judged their possibility to return home as low (esp. from Eastern Europe and South Africa) have more often than other refugees taken Norwegian citizenship.

For countries like Pakistan, Viet Nam and Turkey, the figures in table 12 is greater than in table 11. That means that these countries have more citizens living in Norway than persons living in Norway and born in the countries themselves. Births among citizens of these countries more than compensate for losses due to deaths, emigrations and naturalisations.

## **2.2 Naturalisations**

The number of naturalisations is shown in table 13. There was an increase in 1988, but it remains to be seen whether or not this was due to random fluctuations. In the 1980s the number of naturalisations was fairly stable, but behind the stable figures there is a decreasing number of naturalisations of citizens from the industrialised world and an increasing number from the third world. It is not easy to find the correct denominator for making comparable relative figures for naturalisations. In table 13, the number taking Norwegian citizenship in 1988 is given as per cent of the total number of foreign citizens at the beginning of the year. Norwegian citizenship is normally obtainable after living in the country for 7 years, or by family ties. Thus, the distribution of length of stay in Norway is important.

The most common countries of birth of adopted children have very high relative numbers in table 13. The level is much higher among third world citizens than among Europeans. Since many citizens of Viet Nam have been in Norway for less than 7 years, they must have a tendency to obtain Norwegian citizenship very soon after having stayed long enough in the country, whereas Pakistanis and Turks so far do not make use of their opportunity to obtain Norwegian citizenship to the same extent. This difference may

reflect different opinions about returning to the country of origin. People of European origin have at the moment little interest in changing their citizenship.

### **2.3 Mixed marriages**

There are about 46.000 existing marriages between persons born in Norway and persons born abroad (see table 14a). 21.000 are foreign born men married to Norwegian born women, and 25.000 men born in Norway are married to women born abroad. There are relatively few Norwegian women married to men born in Asia, and relatively many Norwegian women married to men born in Africa. This pattern is particularly pronounced for South-East Asia and North Africa.

Table 14b shows marriages contracted in 1988 by citizenship of wife and husband. Most members of the new immigrant groups seem to find partners among their compatriots and not among Norwegians. This might be the case even for second generation immigrants. The potential for family reunifications is highly dependent upon the marriage pattern.

There has recently been a debate about whether or not pro forma marriages are used as a means to get around the immigration ban, or to obtain permits to stay for asylum seekers. The number of divorces (table 14c) indicates that pro forma marriages between Norwegian women and African men may not be totally non-existent, and that they probably are absent in all other groups. Among other types of mixed or foreign marriages, the marital stability seems to be on the level of or higher than that in marriages between Norwegian partners.

For some time matrimonial agencies have been intermediaries in finding South-East Asian wives for Norwegian men. Such marriages are more common than expected from the immigration figures from South-East Asia. These marriages do not seem to have higher risks for divorce than other marriages.

## **2.4 Fertility among immigrant women**

Inspired by the public interest in immigrant fertility and by the OECD Meeting of National Experts on the Demographic Aspects of Migration in November 1988, we have made some estimates of immigrant fertility in Norway for the years 1986 and 1987. The results referred to in this section are taken from Vassenden and Østby (1989).

The total number of births in Norway was 54.000 in 1987. Exactly 10 per cent of the new-born had one or two parents born abroad. One third of them (1.867 children) had a Norwegian mother and a father born abroad, one third (1.866) had a foreign mother and a Norwegian father, and 1.606 children were born to parents both born in another country. Altogether, persons from 120 countries became parents in Norway in 1987.

Table 15 shows that only a few countries played any significant role. Our Scandinavian neighbours were responsible for 25 per cent of the new-born with at least one foreign parent, other industrialised countries 38 per cent and third world countries 37 per cent. Some foreigners marry and have children with their own nationals, while others mostly find Norwegian partners. In couples with at least one partner from countries like Sweden, USA, UK, Denmark and the Philippines, 80-90 per cent of the partners were born in Norway. People born in Pakistan, Viet Nam and Turkey, however, almost always find a partner born in their own country. About 95 per cent of births to third world women take place in marriage, whereas only 2/3 of the births to Norwegian-born women are within marriage.

The capital Oslo has the greatest absolute and relative number of immigrants in Norway. The percentage is greater (up to 90) among immigrants from the typical immigrant worker countries than among immigrants from industrialised countries. The city had 11,5 per cent of the total number of births in Norway in 1987, 29 per cent of all children born with one immigrant parent, 47 per cent of those with two foreign-born parents, and as much as 60 per cent of children born to a couple from a third world country. 28 per cent of the foreign-born population lives in Oslo.

A special problem is connected with measuring immigrant fertility, namely the dependency between fertility and duration of the stay in the country.

We have had an immigration ban since 1975. Some exceptions are stated in the law concerning refugees, scientists, exchange of youths, specialists on short time contracts or of vital importance for an employer, and persons with special connections to Norway or to persons living in Norway. Thus, family reunifications are allowed, and every Norwegian citizen, or person with a permanent residence permit, may bring in spouse and close relatives. Women from third world countries most commonly represented in Norway are seldom applying for asylum or are allowed to enter the country under other exception rules than family reunification. The fact that a woman from that part of the world is permitted to stay in Norway, is closely related to her stage in the family formation process. On this background, it is easy to understand that groups with high proportions of newly arrived women, have high fertility rates.

Altogether, foreign born women caused the total fertility rate of Norway to be 0,025 higher than the "native" Norwegian fertility rate. Women born abroad had a TFR of 2,19 in 1987, Norwegian-born women had 1,72. Table 16 shows that women born in the third world had significantly higher fertility than Norwegian-born women. We find high rates mainly among women from our traditional migrant workers countries. One per cent of the total births were among women from these countries. Women coming from countries with many asylum seekers had exceptionally low fertility rates.

Due to conditions under which third world women are permitted to enter the country, we would expect a strong dependency between fertility and duration of stay in Norway. Diagram 5 shows the total fertility rate (TFR) for different groups of foreign women by duration of stay, based on births in 1986 and 1987. Women born in Pakistan, Turkey, and Morocco have very high fertility rates the first years after arrival. For those who have stayed in Norway less than two years, the TFR was 6,7. However, this is based on 185 births only. The rate should be compared to newly married Norwegian women, as they are in the same stage in the family formation process. After two years of marriage, Norwegian women have 0,5 children on the average, which is the same as immigrant women from Pakistan etc. have after two years of stay in Norway.

## **2.5 Education of foreigners**

Calculations made on the basis of the population censuses and the register of education, show that foreigners in Norway generally have a very high level of education (Central Bureau of Statistics, 1989b). More than one in four foreign-born women of age 40-49 has a university degree. This is higher than for any other 10-year cohort, of men or women, born in Norway or abroad.

Due to lack of information on education taken abroad by immigrants coming to the country after 1980, the group without any information on education is relatively large. If those without any stated education is supposed to have the same distribution of education as the others, the education differences in favour of the immigrants will be even higher. Immigrants from Central Europe have on average the highest level of education, together with people born in Egypt, Iran and China. The lowest level of education is among immigrants from the traditional migrant workers countries (Central Bureau of Statistics, 1989b).

Table 17 shows the number of pupils in primary (age 7-12) and lower secondary (age 13-15) school who speak another language than Norwegian with at least one of their parents at home. The percentage is increasing, probably mostly due to improvements in the statistical system. The increase of foreign speaking pupils is much stronger than the increase of foreign citizens in school-age. In 1983, 12.400 persons of age 7-15 were foreign citizens, whereas those were 15.100 at the end of 1988. Three per cent of the pupils speak a foreign language at home.

## **2.6 Nationals resident abroad**

Norwegian population statistics do not contain any information about nationals residing abroad. Everyone emigrating from Norway after 1965 keeps his/her individual identification number in the CPR, but information on changes occurring abroad (marriage, migration, change of citizenship etc.) are registered only at the return to the country. Deaths among nationals residing abroad are seldom registered.

### 3. EMPLOYMENT OF FOREIGNERS

#### 3.1 Employment status

Very little is known about the employment situation of immigrant groups in Norway. From the population censuses, we have some information, but at the last census in 1980, immigration was not an important topic in the analysis. Numerically as well as politically, the importance of immigration has grown during the 80s. The Labour Force Survey together with record linkage to the Central Population Register will be used for analyses of the employment status of immigrants, but the results will not be ready before 1990. The 1990 Census will be based partly on a 10 per cent sample of the population, so it will not give very detailed information on employment activities of small groups of immigrants.

Generally, it is not believed that there is illegal employment of immigrants of any magnitude, except for the construction industry. During the construction boom before 1988, construction companies often hired subcontractors who temporarily used foreign workers, mainly from other Scandinavian countries, without properly informing the authorities. This may now have been brought to an end by the economic recession. There may also be an undercount of seasonal workers, as discussed below.

People staying in Norway while waiting for their asylum application to be settled and foreign students may be given a temporal work permit. In the period between May 15 and October 31, persons visiting the country as tourists (with a visa or not) can also be granted a permit to take seasonal work of less than three months' duration. There is no complete registration of such permits, but a substantial number of persons is involved.

A special group is seasonal workers from Poland. During the 1980s, an increasing number has arrived on tourist visas to take temporary work in agriculture, etc. Before 1989, it was easy to obtain a permit to work after arriving in the country if one was offered a job. As such permits were not centrally registered, we can only guess about the numbers. In 1988, 22.000 visas were issued at the Norwegian embassy in Warsaw, and in 1989 an even higher number is expected. Most of the visa-holders have the intention to obtain seasonal work and to return home after the expiration of their visa.

This year, however, unemployed Norwegians and foreigners already in the country (students, asylum seekers, refugees etc.) are supposed to be given priority before foreigners on temporary visit. An employer will not get permission to hire a visitor on tourist visa before the job has been offered to other applicants through the official employment service. This takes time and the employer will have to pay higher wages to workers hired through official channels. In addition, farmers often know the Poles from previous visits, and they are generally very well satisfied with their work. On this background, there may be a substantial number of clandestine workers in the harvest season.

### **3.2 Number and characteristics of first entries to the labour market of foreigners already resident**

We do not have any information on the first entries to the labour market of foreigners already resident in the country. The background is that the registration of the reason to stay is at the entry to the country. For persons who have entered for family reunification we do not know whether or not their work permit is their first one.

There exists, however, information on newly issued work permits for every year. Table 18 shows the numbers of first permits to stay and first permits to work issued for the years 1975-1987. There is an increasing proportion of permits given to citizens of third world countries.

### **3.3 Unemployment**

Our register of unemployed persons contains citizenship as one variable. As we do not have information on the total number of foreigners in the labour force, table 19 shows the unemployment in per cent of the total population in the active ages. If better data were available, the difference between Norwegians and especially third world citizens would have been greater. As we do not have any employment information, it is of no use to break the unemployment down by occupation, industry etc.

The average duration of the unemployment period is shorter for foreigners than it is for Norwegians, but this may be due to differences in job searching opportunities. Asian nationals have longer unemployment periods than other foreigners (Directorate of Labour, 1989).



## 4. SETTLEMENT IN THE HOST COUNTRY

### 4.1 Development of policy

It is my impression that since 1988, foreigners trying to obtain a permit to stay in Norway are treated in a more restrictive manner than before. There may be several reasons behind this. Generally, there has been an increasing hostility towards "visible" immigrants in the country. The political authorities are trying to introduce a sharp, but probably artificial distinction between "real" refugees and economic migrants. (For the distinction between economic and political refugees, see Simmons 1989.)

The same kind of argument is used by organised movements with a stated aim to limit immigration only to "genuine" refugees. Thus, legitimacy has been given to racist actions against asylum seekers and other third world immigrants. The number of violent attacks on asylum seekers has increased the last year, causing many of them to feel unsafe.

The government has stated that the increasing number of asylum seekers in 1987 was a problem, and it has succeeded in limiting the number of permits and new applicants in the last year. Asylum applications are more restrictively handled than before, but on the other hand, the number of quota refugees has increased (see section 1.1). Close family members to persons already given permit to stay in the country, are granted family reunification for the same reasons as before. Everyone with a general permit to stay, as family member or for other reasons, will also have access to the labour market. However, in times with rising unemployment their prospects in the labour market are more difficult than those of nationals. To some extent, the hostility towards immigrants can be seen as a response to the negative context in which the increase in the number of asylum seekers were discussed.

Normally, persons who have stayed in the country for seven years may be granted Norwegian citizenship upon request. After having stayed for at least three years, foreign citizens have the right to vote in local elections. The participation rates of foreign citizens have been significantly lower than among Norwegian citizens at both elections (1983: 46 per cent versus 73 per cent, 1987: 41 per cent versus 67 per cent). The rates varied

considerably between 1983 and 1987 for most of the national groups. Citizens of Morocco and Turkey showed generally low participation rates, whereas Pakistanis were above the average of foreign citizens (Central Bureau of Statistics, 1984 and 1987).

#### **4.2 Coverage of migrants by social security**

A paper to the 29th international congress of Institute International de Sociologie in Rome presented an analysis of the use of the social security system by foreigners and Norwegians, respectively (Otnes, 1989). Everyone living in Norway has the right to social care, i.e. supplementary benefits or economic assistance from local government when they "... are unable to support themselves or take care of themselves". Foreign citizens have been overrepresented among recipients of economic assistance in an increasing degree in the period 1977-1988.

The proportion receiving economic assistance was in 1987 19 per cent among people from the thirteen major "asylum and refugee"-countries. The corresponding figures for Norwegians, Scandinavians and other foreigners were 3, 4, and 5 per cent, respectively. Among citizens of the "asylum and refugee"-countries who had stayed in Norway for 2-5 years, 25 per cent received assistance, and after 15-20 years the percentage was still 16-17. Recipients from these 13 countries received on average twice as much money as other foreigners, and three times as much as the average amount for Norwegians. The amount increases with increasing length of the period of assistance. For these recipients, the economic assistance was the main source of income for 50 per cent. Among Norwegian recipients, economic assistance was the main source of income only for 25 per cent.

Otnes states several reasons why foreign citizens receive economic assistance more often than Norwegians: They are more often low-paid, and perhaps more vulnerable to close-downs of firms and cut-backs of staff. Very few have worked long enough in Norway to be entitled to full pension from the National Insurance System, and a considerable proportion do not have parents or other family who can help them economically. Perhaps foreigners do not share many Norwegians' view that receiving supplementary benefits from the municipality is a disgrace. Foreigners may look at this

kind of economic assistance as a right on par with rights in the National Insurance System.

The Central Bureau of Statistics conducts Surveys on Level of Living every three or four years. In 1983, a special sample of immigrants from Chile, Pakistan, Viet Nam, Turkey, and UK was included. The results are reported by Støren (1987). Immigrants from non-European countries seem to have more difficult living conditions than Norwegian and British citizens. The differences are significant in areas of employment and working conditions, and in housing.

## 5. RETURN TO THE COUNTRY OF ORIGIN

No direct measures are taken to promote repatriation, and repatriation is not a part of Norwegian immigration policy. Nobody will be encouraged to return to ones home coutry against their will. There is, however, some measures taken to faciliate the reinsertation in the country of origin for persons who want to return, but these measures have only been used in a very small scale.

There are some activities going on in cooperation with different international organisations to integrate short and long term developing aid and repatriation. This will be of more concern to refugees staying in third world countries than to those staying in Norway. There seems to be a general agreement on the necessity to integrate a repatriation policy in the general policy for developing aid. Resources allocated for developing aid may be used for facilitating voluntary repatriation, but so far this has happened in very few cases. The assistance of this kind will be given to local communities and not to persons. It is supposed that transfers directly to returning migrants or refugees will be discriminatory towards those who never left their home country.

## **6. POLITICAL CONTACTS WITH SENDING COUNTRIES**

Norway takes active part in the cooperation organized by the UN High Commissioner for Refugees and other UN bodies to reduce the global refugee problems. The main aim of this policy is to reduce the factors creating the need for migration, and to improve the living conditions for those having to leave their homes, for political, economic, or ecological reasons. Normally, there are not many bilateral contacts between Norway and the countries from where we receive immigrants, refugees, and asylum seekers.

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Diagram 1. Immigration, emigration, asylum seekers and political refugees (quota). 1973- 1988

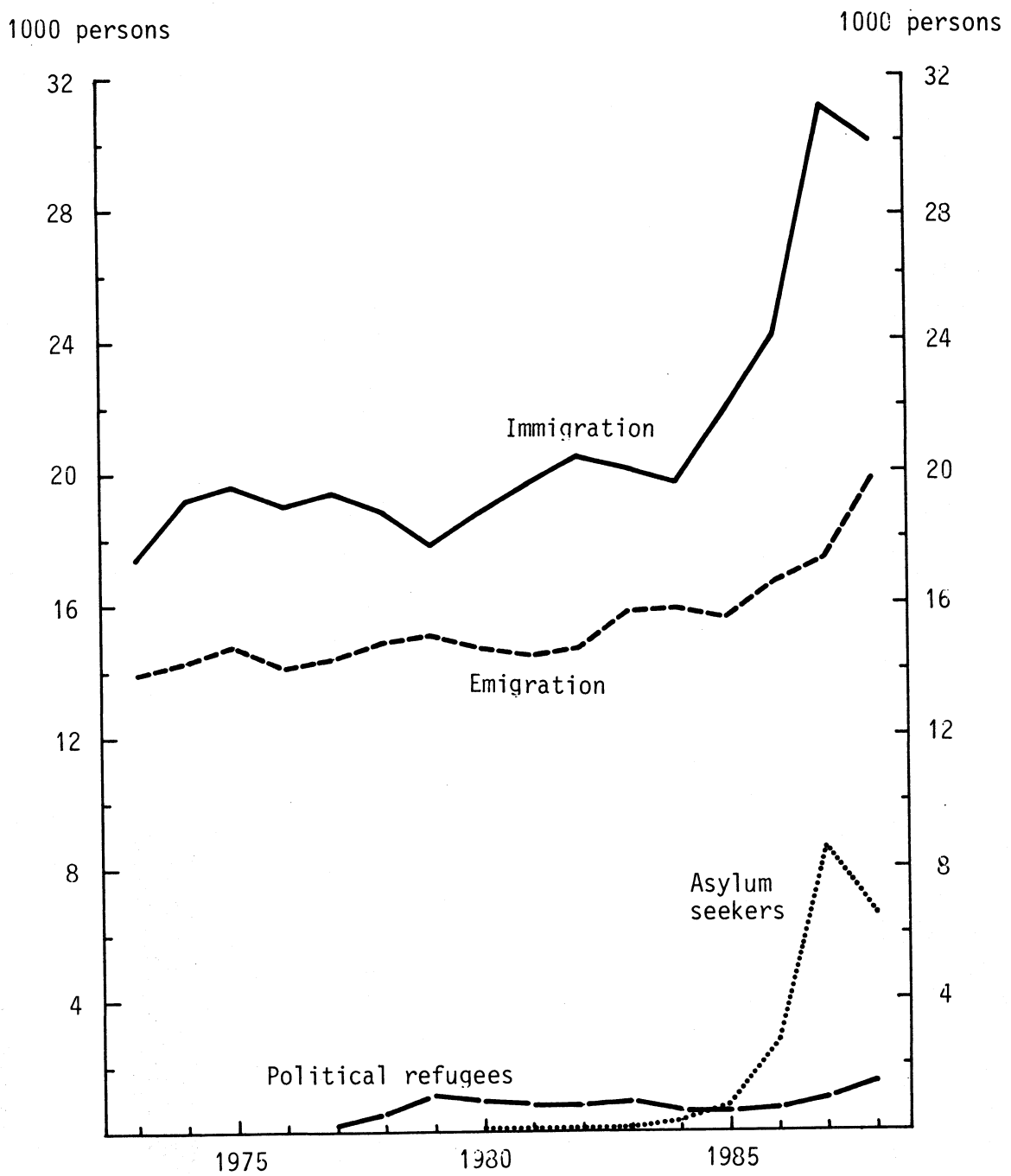




Diagram 2. Foreign citizens by citizenship. 1 January 1981 and 1 January 1989

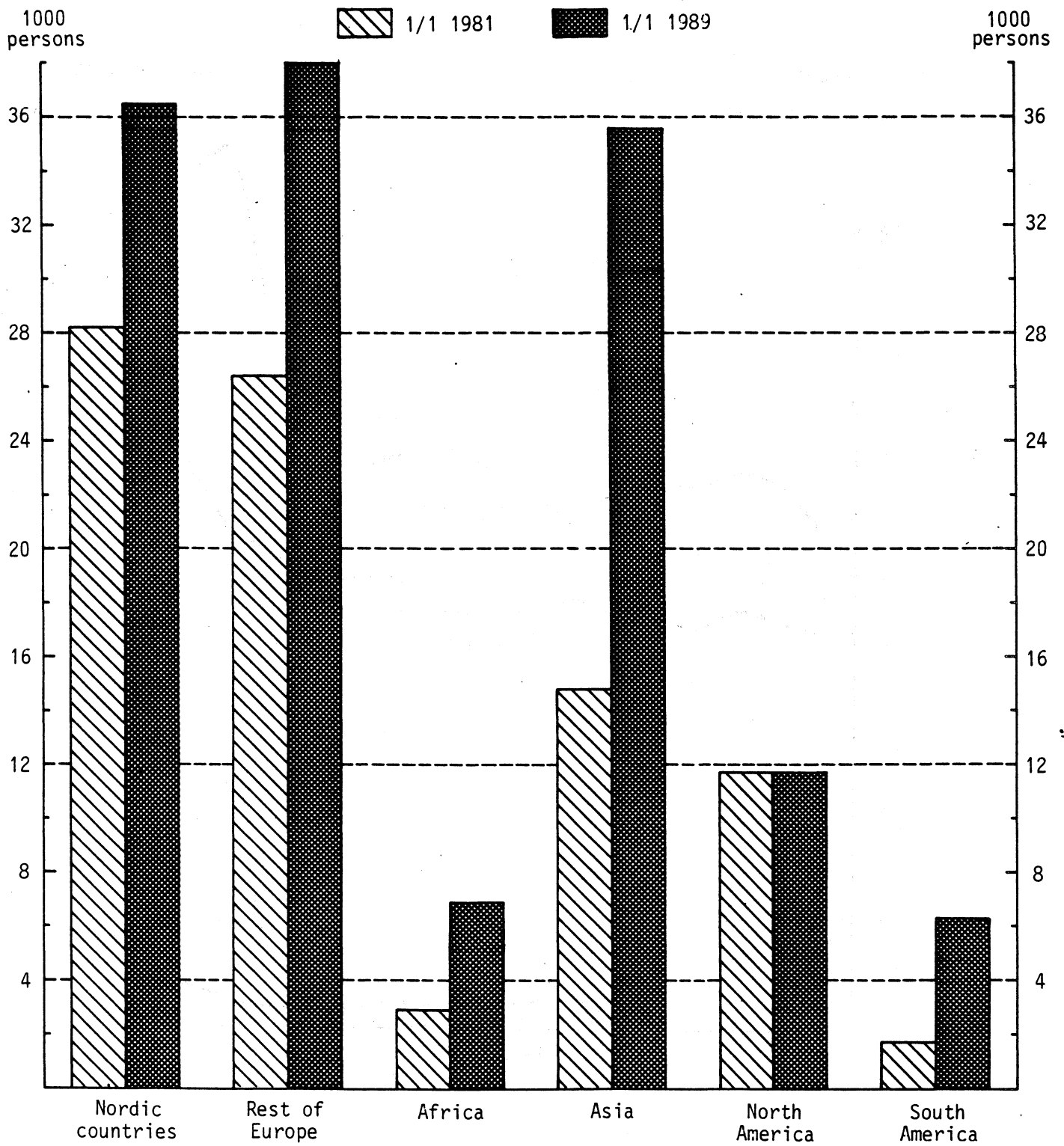


Diagram 3. Total population and immigrants, by sex and age. Per cent.  
1 January 1988

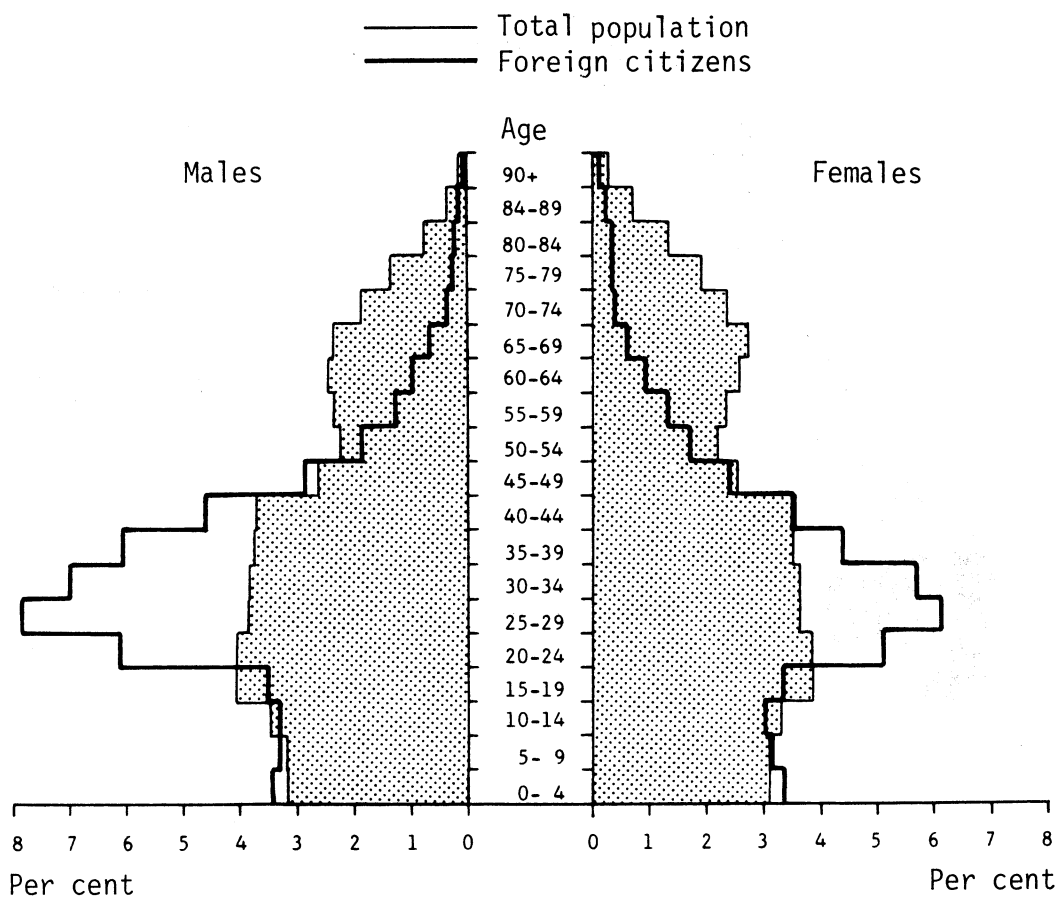


Diagram 4. Foreign citizens. Country. 1 January 1988

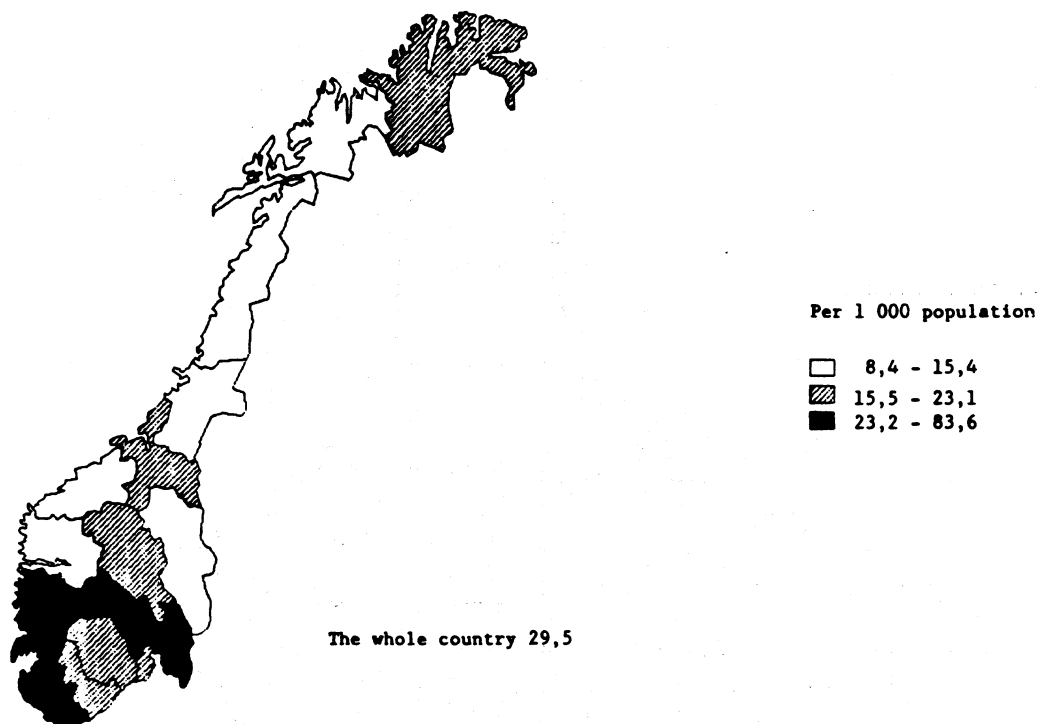


Diagram 5 Total fertility rate for immigrant women, by length of stay in the country. 1986-1987

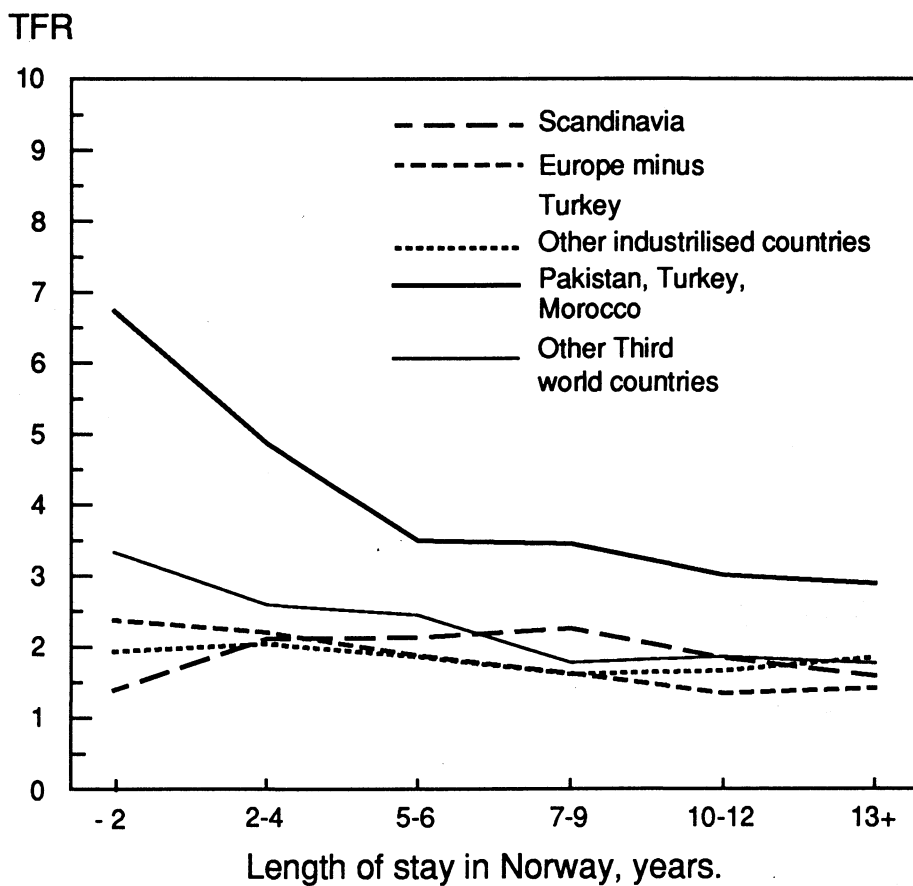
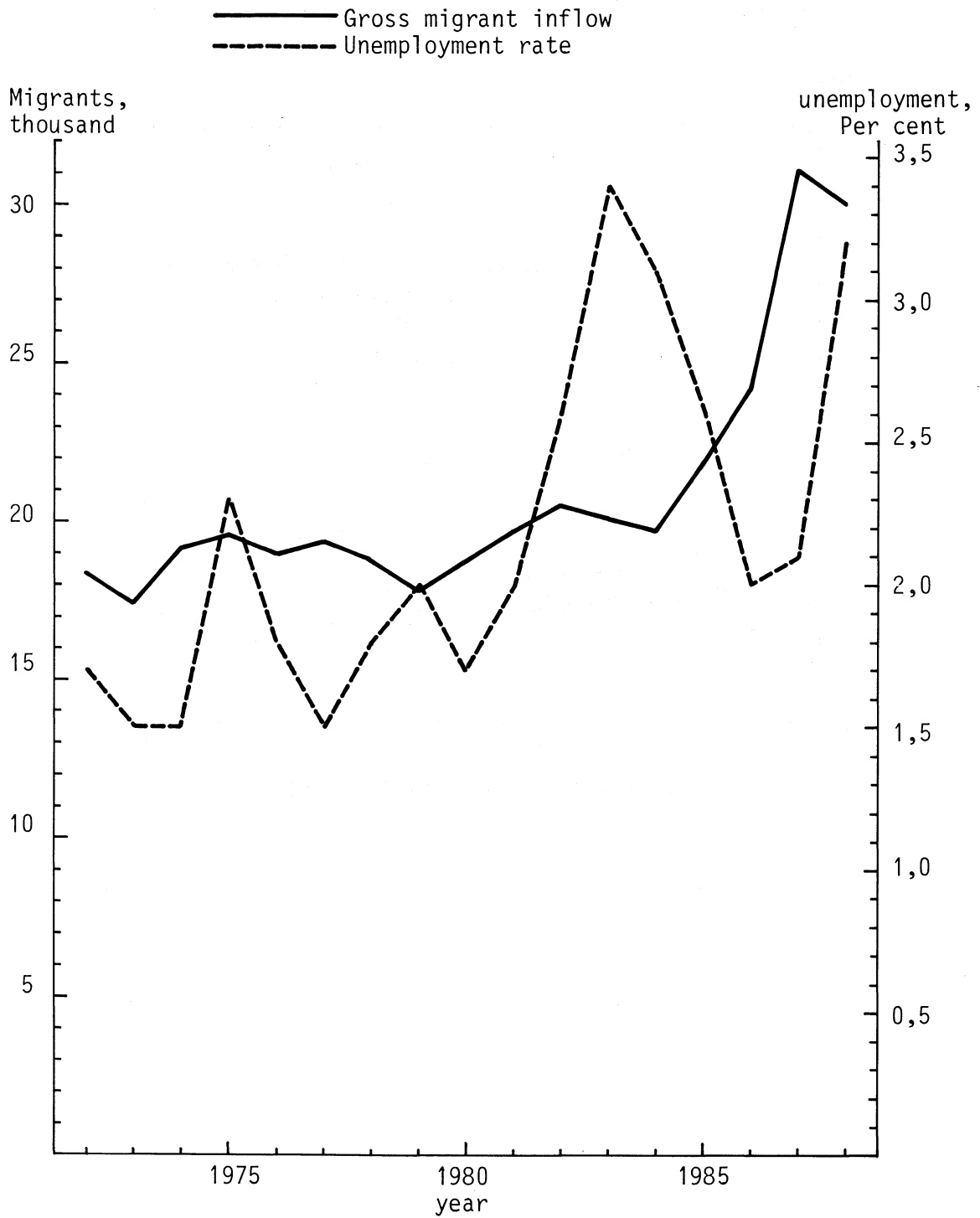


Diagram 6. Gross migrant inflow and total unemployment rate  
1972 - 1988



## TABLES

Table 1. Demographic growth, economic growth and migration between 1987 and 1988, NORWAY. (Annual change in per cent)

Total population <sup>1</sup>	+0,6
Foreign population <sup>1</sup>	+12,7
Inflow of foreigners	-9,9
Real GNP <sup>2</sup>	+1,1
Total employment <sup>2</sup>	-0,1

<sup>1</sup> Growth from mid-1987 to mid-1988.

<sup>2</sup> Growth of yearly average.

Table 2. Average annual gross inflows and outflows of legal migrants

	1971-75	1976-80	1981-85	1986-88
Immigrants	18 766	18 758	20 355	28 436
Emigrants	13 931	14 615	15 317	17 982
As percentage of total population <sup>1</sup>				
Immigrants	0.47	0.46	0.49	0.68
Emigrants	0.35	0.36	0.37	0.43

<sup>1</sup> As percentage of mean population in the period.

The figures exclude seasonal workers, but include asylum seekers.

Table 3. Immigration to Norway by country of origin 1981-1988

Country	1981	1982	1983	1984	1985	1986	1987	1988
Total	19 698	20 468	20 063	19 688	21 858	24 196	31 149	29 964
Denmark	3 113	3 036	2 586	2 418	2 987	3 613	3 750	3 721
Finland	526	503	426	369	410	551	559	423
Sweden	2 394	2 503	2 187	2 120	2 534	3 170	3 857	3 635
France	470	621	536	699	588	570	437	479
Yugoslavia	77	89	101	81	112	172	747	825
Spain	278	314	368	374	352	425	482	453
United Kingdom	2 293	2 696	2 511	2 483	2 778	2 310	2 148	2 031
Turkey	324	262	165	169	206	352	724	873
Fed.Rep.of Germany	651	648	819	836	710	755	864	765
Rest of Europe	1 875	2 049	2 034	1 949	2 241	2 516	2 379	2 255
Morocco	132	99	93	81	105	153	214	297
Rest of Africa	1 055	1 062	1 212	1 065	1 358	1 395	2 054	2 320
Philippines	364	394	504	394	453	404	655	590
Iran	17	22	15	47	115	335	1 846	1 470
Pakistan	649	608	751	748	910	923	1 015	1 086
Sri Lanka	95	137	184	241	379	502	1 783	606
Viet Nam	262	288	421	326	328	232	279	628
Rest of Asia	1 810	1 731	2 009	1 980	2 001	2 190	2 540	2 590
USA	2 369	2 335	2 140	2 203	2 115	2 285	2 075	1 864
Chile	72	97	77	89	163	313	1 525	1 983
Rest of America	708	742	701	800	833	808	974	880
Oceania	203	196	202	203	174	211	230	183
Not stated	15	36	21	13	6	11	11	7

Source: Central Bureau of Statistics (1989, and previous issues).

Table 4. Emigration from Norway by country of destination 1981-1988

Country	1981	1982	1983	1984	1985	1986	1987	1988
Total	14 522	14 728	15 778	15 927	15 630	16 745	17 380	19 821
Denmark	1 850	2 364	2 541	2 449	2 334	2 713	3 029	3 298
Finland	422	408	389	399	268	333	438	463
Sweden	1 659	1 811	2 531	3 069	2 538	2 825	3 573	4 868
France	494	391	417	438	532	675	516	579
Yugoslavia	46	56	57	23	48	30	53	207
Spain	311	441	514	498	516	610	785	887
United Kingdom	2 012	1 492	1 850	1 759	1 758	2 196	1 724	1 679
Turkey	68	70	60	79	60	62	85	103
Fed.Rep.of Germany	479	434	440	503	696	556	563	635
Rest of Europe	1 494	1 502	1 354	1 376	1 306	1 488	1 712	1 882
Morocco	20	28	53	16	53	65	27	33
Rest of Africa	937	920	1 047	917	882	924	760	839
Philippines	95	84	61	58	38	35	58	65
Iran	5	-	2	-	2	5	4	13
Pakistan	247	488	349	308	266	243	209	159
Sri Lanka	31	44	35	37	24	34	24	22
Viet Nam	2	4	12	3	-	2	1	-
Rest of Asia	977	991	999	996	974	850	696	789
USA	2 377	2 215	2 117	2 118	1 898	1 856	1 871	2 105
Chile	21	16	17	17	26	31	36	52
Rest of America	556	546	483	403	639	637	713	831
Oceania	222	247	181	216	205	178	166	240
Not stated	197	176	269	275	567	397	337	72

Source: Central Bureau of Statistics (1989, and previous issues).



Table 5. Net migration for Norway, by country. 1981-1988

Country	1981	1982	1983	1984	1985	1986	1987	1988
Total	5 176	5 740	4 285	3 761	6 228	7 451	13 769	10 143
Denmark	1 263	672	45	-31	653	900	721	423
Finland	104	95	37	-30	142	218	121	-40
Sweden	735	692	-344	-949	-4	345	284	-1 233
France	-24	230	119	261	56	-105	-79	-100
Yugoslavia	31	33	44	58	64	142	694	618
Spain	-33	-127	-146	-124	-164	-185	-303	-434
United Kingdom	227	1 204	661	724	1 020	114	425	352
Turkey	256	192	105	90	146	290	639	770
Fed.Rep.of Germany	172	214	379	333	14	199	301	130
Rest of Europe	381	547	680	573	935	1 028	667	373
Morocco	112	71	40	65	52	88	187	264
Rest of Africa	118	142	165	148	476	471	1 294	1 481
Philippines	269	310	443	336	415	369	597	525
Iran	12	22	13	47	113	330	1 842	1 457
Pakistan	402	120	402	440	644	680	806	927
Sri Lanka	64	93	149	204	355	468	1 759	584
Viet Nam	260	284	409	323	328	230	278	628
Rest of Asia	833	740	1 010	1 014	1 027	1 340	1 844	1 801
USA	-8	120	23	85	217	429	204	-241
Chile	51	81	60	72	137	282	1 489	1 931
Rest of America	152	196	218	397	194	171	261	49
Oceania	-19	-51	21	-13	-31	33	64	-57
Not stated	-182	-140	-248	-262	-561	-386	-326	-65

Source: Central Bureau of Statistics (1989, and previous issues).

Table 6. Available information on inflow of foreign population 1981-1988

Immigration of citizens of:	1981	1982	1983	1984	1985	1986	1987	1988
Denmark	2 371	2 476	2 014	1 919	2 403	2 953	3 169	3 204
Sweden	996	1 251	1 104	1 042	1 167	1 698	2 203	2 017
Yugoslavia	74	77	90	79	106	157	748	808
U.K.	1 671	2 133	1 779	1 902	2 177	1 705	1 512	1 485
F.R.G.	313	315	450	476	421	410	454	443
Morocco	138	103	92	84	109	155	209	282
Philippines	192	177	205	215	338	404	512	480
Iran	34	35	21	69	170	335	1 986	1 682
Pakistan	642	600	742	727	856	830	959	972
Sri Lanka	89	143	157	231	371	502	424	595
Viet Nam	735	524	705	494	477	364	459	816
USA	1 346	1 355	1 165	1 154	1 155	1 168	1 087	966
Chile	92	108	87	95	168	330	1 527	1 985
Other and stateless	..	4 871	4 654	4 650	4 987	5 523	8 544	7 306
Total, foreign citizens	13 061	13 990	13 090	12 837	14 905	16 534	23 793	23 041

Foreign citizens intending to stay in Norway for more than 6 months are registered in the Central Population Register, and are included in this table. From 1987, asylum seekers are also included.

Source: Central Bureau of Statistics (1989, and previous issues).

Table 7. Available information on outflow of foreign population 1981-1988

Outmigration of citizens of:	1981	1982	1983	1984	1985	1986	1987	1988
Denmark	1 180	1 668	1 895	1 744	1 582	1 901	2 305	2 555
Sweden	474	527	670	766	621	762	1 073	1 627
Yugoslavia	39	44	57	23	45	26	47	199
U.K.	1 343	859	1 327	1 214	1 259	1 670	1 292	1 051
F.R.G.	173	166	204	218	361	257	181	250
Morocco	19	26	50	12	38	39	13	16
Philippines	41	37	45	33	36	35	45	41
Iran	11	7	15	5	6	5	9	27
Pakistan	252	474	319	270	238	207	159	116
Sri Lanka	22	18	22	31	22	34	16	26
Viet Nam	34	43	36	28	19	21	26	27
USA	1 237	1 183	1 057	1 050	1 081	989	898	784
Chile	32	20	31	20	27	23	22	45
Other and stateless	..	2 171	2 262	2 239	2 187	2 455	2 505	2 556
Total, foreign citizens	7 252	7 218	7 955	7 617	7 522	8 424	8 591	9 320

Same sources, note and definitions as table 6.

Table 8. Asylum applicants and political refugees in Norway, 1980-1988

		Asylum seekers	Political refugees <sup>1</sup>
1980		50-150	877
1981		50-150	751
1982		50-150	767
1983	about	150	852
1984	about	300	634
1985		829	638
1986		2 722	686
1987		8 613	1 043
1988		6 602	1 486 <sup>2</sup>
1989, 1/1-30/6	about	1 800	

<sup>1</sup> Refugees on quotas from UN High Commissioner for Refugees. In addition, a few hundred asylum seekers are recognized as political refugees. Includes family reunifications to refugees 1980-1987.

<sup>2</sup> From this year, the quota of 1000 do not include family reunification cases to refugees.

Source: Directorate of Immigration

Table 9. Number of asylum seekers by origin. 1987 and 1988

Citizens of	1987	1988
Chile	1 524	1 960
Ethiopia	209	361
Ghana	199	172
India	82	138
Iraq	267	131
Iran	1 558	985
Lebanon	164	132
Pakistan	467	303
Poland	211	190
Somalia	359	548
Sri Lanka	1 291	158
Turkey	517	438
Yugoslavia	1 238	455
Rest	527	631
Total	8 613	6 602

Source: Directorate of Immigration

Table 10. Total number of immigrations and emigrations by citizenship.  
1978-1988

Year	Foreign citizens		Norwegians		Total	
	Immi- gration	Emi- gration	Immi- gration	Emi- gration	Immi- gration	Emi- gration
1978	12 183	7 624	6 642	7 227	18 825	14 851
1979	11 213	7 619	6 618	7 466	17 831	15 085
1980	11 833	7 288	6 943	7 417	18 776	14 705
1981	13 061	7 252	6 637	7 270	19 698	14 522
1982	13 990	7 218	6 478	7 510	20 468	14 728
1983	13 090	7 955	6 973	7 823	20 063	15 778
1984	12 837	7 617	6 851	8 310	19 688	15 927
1985	14 906	7 522	6 952	8 108	21 858	15 630
1986	16 534	8 424	7 662	8 321	24 196	16 745
1987	23 793	8 591	7 356	8 789	31 149	17 380
1988	23 041	9 320	6 923	10 501	29 964	19 821

Source: Central Bureau of Statistics (1989 and previous issues).

Table 11. Population by country of birth. 1970, 1980, 1987, 1988 and 1989

Country of birth	1.11 1970	1.11 1980	1.1 1987	1.1 1988	1.1 1989
Total	3874133	4091132	4175521	4198289	42220686
Norway	3798395	3977072	4026668	4036664	4044191
Foreign countries	75738	114060	148853	161625	176495
Europe, total	57306	73736	90076	93411	97190
Denmark	13607	16363	19946	20482	21108
Sweden	15733	15956	17893	18608	19018
France	962	1980	2545	2488	2458
Yugoslavia	1137	1756	2085	2743	3347
Netherlands	1628	2418	2918	2973	3079
Poland	1145	1566	3007	3355	3790
United Kingdom	6353	10867	14547	14622	15019
Turkey	244	2148	3201	3731	4503
The Federal Republic of Germany	6527	7211	7793	7991	8179
Rest of Europe	9970	13471	16141	16418	16689
Euro 12	31428	41669	51177	52076	54126
Africa, total	1890	3581	5706	6877	8874
Morocco	407	1113	1653	1818	2110
Rest of Africa	1483	2468	4053	5059	6764
Asia, total	2402	15580	30050	36513	42964
Philippines	96	787	2112	2535	3032
India	344	1724	3284	3581	3973
Iran	68	193	827	2738	4402
Pakistan	170	5401	8160	8897	9757
Sri Lanka	..	263	1608	3281	3931
The Republic of Korea	349	2521	4107	4317	4537
Viet Nam	94	2073	5365	5781	6549
Rest of Asia	1281	2618	4587	5383	6783
North America, total	12782	18030	18087	18117	18324
USA	11347	15939	15498	15438	15494
Rest of North America	1435	2091	2589	2679	2830
South America, total	758	2283	4010	5740	8128
Chile	107	910	1641	3062	5103
Colombia	53	370	1023	1208	1395
Rest of South America	598	1003	1346	1470	1630
Oceania, total	600	850	924	967	1012

.. Data not available

Source: Central Bureau of Statistics (1989)

Table 12. Foreign citizens by citizenship per 1 January. 1981-1989

Citizenship	1981	1982	1983	1984	1985	1986	1987	1988	1989
Total	82570	86476	90637	94668	97775	101471	109286	123675	135947
Europe, total	52612	54597	57583	59395	60922	63159	66892	71341	74468
Denmark	13999	14844	15362	15301	15269	15740	16785	17562	18157
Sweden	8367	8728	9235	9548	9726	10032	10951	12037	12414
France	1580	1551	1789	1934	2138	2184	2097	2055	1985
Yugoslavia	1664	1689	1718	1731	1694	1665	1791	2457	3022
Netherlands	2090	2178	2208	2282	2334	2382	2481	2545	2606
Poland	688	769	1021	1248	1421	1573	1885	2253	2632
United Kingdom	9308	9487	10565	11026	11687	12480	12549	12770	13187
Turkey	2486	2821	3086	3251	3345	3406	3708	4285	4877
The Federal Republic of Germany	3576	3541	3498	3673	3834	3739	3866	4108	4272
Rest of Europe	8854	8989	9101	9401	9474	9958	10779	11269	11316
Euro 12	32937	34057	35845	36698	37773	39122	40561	42007	43274
Africa, total	2638	2855	3008	3211	3312	3453	3950	5292	6917
Morocco	1274	1402	1449	1492	1459	1404	1496	1657	1896
Rest of Africa	1364	1453	1559	1719	1853	2049	2454	3635	5021
Asia, total	12994	14769	15825	17763	19237	20709	23703	30301	35626
Philippines	677	801	890	1009	1035	1040	1364	1725	2030
India	1585	1716	1854	2100	2241	2277	2513	2812	3118
Iran	145	155	175	155	199	348	672	2658	4350
Pakistan	6455	6956	7002	7541	7962	8475	9268	10252	11093
Sri Lanka	294	357	461	583	749	1045	1519	3270	3873
The Republic of Korea	239	271	331	292	324	201	270	324	332
Viet Nam	2258	3023	3559	4322	4851	5276	5624	5954	6513
Rest of Asia	1341	1490	1553	1761	1876	2047	2473	3306	4317
North America, total	11906	11699	11628	11593	11552	11407	11539	11698	11741
USA	10668	10445	10293	10216	10131	9995	10023	10099	10113
Rest of North America	1238	1254	1335	1377	1421	1412	1516	1599	1628
South America, total	1558	1725	1796	1898	1987	2002	2429	4179	6305
Chile	904	966	1015	1046	1077	1102	1386	2941	4895
Colombia	169	200	196	241	291	261	342	414	485
Rest of South America	485	559	585	611	619	639	701	824	925
Oceania, total	501	524	544	572	561	563	601	663	675
Stateless and unknown	361	307	253	236	204	178	172	201	215
Per cent of total population	2.0	2.1	2.2	2.3	2.4	2.4	2.6	2.9	3.2

Source: Central Bureau of Statistics (1989, and previous issues).



Table 13. Naturalizations by previous citizenship. 1980-1988

Previous citizenship	1980	1981	1982	1983	1984	1985	1986	1987	1988	Per cent <sup>1)</sup> 1988
	Total	2680	2441	3095	1754	2798	2851	2486	2370	3364
Europe, total	1458	1271	1473	746	1071	1197	957	808	1079	1,5
Denmark	350	335	315	215	198	261	174	166	144	0,8
Sweden	151	138	165	106	104	135	128	99	75	0,6
Yugoslavia	55	36	35	48	112	52	68	64	109	4,4
Poland	48	53	96	47	83	94	75	62	105	4,7
United Kingdom	199	172	270	61	106	151	104	76	65	0,5
Turkey	19	18	12	10	61	117	88	106	281	6,6
The Federal Republic of Germany	212	178	170	63	106	94	86	44	58	1,4
Rest of Europe	424	341	410	196	301	293	234	191	242	
Euro 12	1005	876	1022	443	543	640	475	381	371	0,9
Africa, total	116	98	192	84	247	225	174	175	252	4,8
Morocco	35	33	90	37	145	97	87	94	111	6,7
Rest of Africa	81	65	102	47	102	128	87	81	141	3,9
Asia, total	697	683	1030	734	1181	1072	1043	1061	1626	5,4
Philippines	36	35	74	61	177	187	146	131	203	11,7
India	105	140	172	82	173	154	112	102	141	4,5
Pakistan	188	163	319	158	308	254	259	252	428	4,2
The Republic of Korea	186	176	258	328	265	252	229	159	233	70,0
Viet Nam	14	8	7	4	61	51	171	273	457	7,7
Rest of Asia	168	161	200	101	197	174	126	144	164	
North America, total	185	202	179	74	91	104	104	85	101	0,8
USA	126	153	128	42	38	64	56	37	39	0,3
Rest of North America	59	49	51	32	53	40	48	48	62	
South America, total	80	97	155	98	171	223	188	216	286	6,8
Chile	19	16	50	30	59	108	35	71	105	3,6
Colombia	41	50	66	48	85	78	122	109	131	31,6
Rest of South America	20	31	39	20	27	37	31	36	50	
Oceania, total	18	9	12	3	5	9	5	6	12	1,8
Stateless and unknown	126	81	54	15	32	21	15	19	8	4,0

1) Number of persons changing citizenship in 1988 in per cent of the total number of citizens from that country. 1 January 1988 (see table 12)

Source: Central Bureau of Statistics (1989, and previous issues)

Table 14a). Marriages by country of birth of the partners. 1 January 1988

Husbands	Wives								
	Total	Norway	Rest of Europe	Africa	Asia	North America	South America	Oceania	Not known
Total	914822	869701	25438	1146	7606	4716	1030	296	4889
Norway	874618	848733	18643	444	2219	3663	497	231	188
Rest of Europe	24374	15370	6400	52	146	121	26	29	2230
Africa	2219	1080	79	633	10	10	1	-	406
Asia	8110	1098	113	8	5206	11	3	2	1669
North America	4163	2948	165	4	20	901	2	8	115
South America	1123	314	22	3	3	9	500	-	272
Oceania	215	158	16	2	2	1	1	26	9
Not known	-	-	-	-	-	-	-	-	-

Source: Unpublished data in Central Bureau of Statistics

Table 14b). Marriages contracted in 1988 by citizenship of bride and bridegroom

Bride-grooms	Brides								
	Total	Norway	Rest of Europe	Africa	Asia	North America	South America	Oceania	Not known
Total	21744	19847	883	91	664	145	97	6	11
Norway	19448	18216	645	37	362	127	47	6	8
Rest of Europe	1077	854	191	2	12	7	9	-	2
Africa	430	360	16	49	-	1	3	-	1
Asia	524	207	19	3	286	3	6	-	-
North America	134	123	4	-	1	6	-	-	-
South America	89	53	3	-	1	-	32	-	-
Oceania	20	16	3	-	-	1	-	-	-
Not known	22	18	2	-	2	-	-	-	-

Source: Central Bureau of Statistics (1989).

Table 14c). Divorces 1988 by citizenship

Husbands,	Wives								
	Total	Norway	Rest of Europe	Africa	Asia	North America	South America	Oceania	Not known
Total	8772	8410	235	14	46	44	20	3	-
Norway	8238	7968	178	9	35	34	11	3	-
Rest of Europe	282	232	45	-	2	3	-	-	-
Africa	73	68	1	4	-	-	-	-	-
Asia	51	41	1	1	8	-	-	-	-
North America	36	29	3	-	-	4	-	-	-
South America	13	5	-	-	-	-	8	-	-
Oceania	1	1	-	-	-	-	-	-	-
Not known	78	66	7	-	1	3	1	-	-

Source: Central Bureau of Statistics (1989).

Table 15. Children born 1987 by country of birth of the parents<sup>1</sup>

Country of birth of parents	Number of children
Total	54 027
Both parents born in Norway	48 616
One or both parents born abroad	5 411
Of which born in:	
Sweden	602
USA	558
Denmark	530
Pakistan	509
United Kingdom	431

<sup>1</sup> Country of birth of the mother, if she is born abroad, else country of birth of the father.

Source: Vassenden and Østby (1989)

Table 16. Total fertility rate (TFR) by country of birth of the mother. Average for 1986 and 1987

Country of birth of the mother	TFR	Number of women aged 15-44	Number of children born
Total	1.72	918 654	53 235
Norway	1.70	876 249	49 884
Rest of Scandinavia	1.67	13 620	790
Rest of Europe except Turkey	1.86	11 122	715
Other industrialized countries	1.92	5 541	422
Third world	3.08	12 122	1 424
Of which:			
Pakistan, Turkey and Morocco	4.30	3 775	622
Rest of Third world	2.47	8 346	801

Source: Vassenden and Østby (1989)

Table 17. Total number of pupils and foreign pupils in primary and lower secondary schools.  
1981-1988

NUMBER OF PUPILS								
	1981	1982	1983	1984	1985	1986	1987	1988
TOTAL								
Primary	384 121	373 155	362 146	347 768	335 373	325 577	317 228	312 384
Lower secondary	202 020	203 755	203 351	202 368	198 627	194 290	188 714	180 385
OF WHICH FOREIGNERS <sup>1</sup>								
Primary	2 726	3 312	4 360	5 032	5 700	6 915	8 469	10 442
Lower secondary	1 074	1 277	1 761	2 082	2 324	2 711	3 140	3 825
PER CENT FOREIGNERS								
Primary	0,7	0,9	1,2	1,4	1,7	2,1	2,7	3,3
Lower secondary	0,5	0,6	0,9	1,0	1,2	1,4	1,7	2,1

<sup>1</sup> Foreigners defined as pupils speaking another mother tongue than Norwegian (or Sami) at home. Before 1983, the figures give the number of immigrant pupils who got auxiliary teaching/mother tongue training. The number speaking Swedish or Danish at home is underestimated.

Source: Central Bureau of Statistics (1989a, and previous issues).

Table 18. First permits to stay and first permits to work, 1975-1987

Year	Permit to stay	Of which with permit to work
1975	12 399	6 560
1976	13 260	6 159
1977	14 177	7 350
1978	13 041	6 288
1979	12 568	6 131
1980	13 431	7 019
1981	13 669	6 891
1982	14 696	7 282
1983	14 056	6 742
1984	14 615	7 003
1985	16 515	8 071
1986	16 620	7 855
1987	21 089	10 595

Source: Directorate of Immigration

Table 19. Unemployment rate by nationality and sex 31 January 1989.  
(Registered unemployed persons as per cent of number of persons in age group 20-66 years)

Nationality	Males	Females	Total
Norway	4.0	2.3	3.2
Total foreign	4.8	2.2	3.6
of which: Norden	4.1	1.7	2.9
Rest of Europe	3.5	1.9	2.9
Africa	7.5	3.0	6.4
Asia	6.4	3.4	5.2
USA and Canada	1.9	1.3	1.6
Latin America	6.8	2.9	5.1
Oceania	8.2	3.1	5.6

## APPENDIX

### **NORWEGIAN LAWS AND REGULATIONS RELEVANT TO TREATMENT OF ASSYLUM SEEKERS AND POLITICAL REFUGEES**

By the Ministry of Justice

Current practice in the area is based on the Alien Act of 27 July 1956 with subsequent amendments. More specific provisions are laid down in the Alien Regulations of 25 January 1957. 24 June 1988 the Norwegian Parliament (the Storting) sanctioned the Act concerning the entry of foreign nationals into the Kingdom of Norway and their presence in the realm (the Immigration Act). This act will at a later stage, possibly on 1 February 1990, replace the Alien Act. At the same time a set of regulations pursuant to the Immigration Act will be issued. The material changes in the area in question will probably be minor.

#### **Political asylum and Residence permit granted on humanitarian grounds**

According to the Alien Act, political refugees shall, unless there are special reasons to the contrary, be given asylum in Norway if they so wish. The general rule is that an asylum seeker has a rightful claim to asylum if he is a political refugee. The definition of a political refugee is given in Section 2, Subsection 2 of the Act:

"For the purpose of this act, a political refugee means an alien who in his own country rightly fears political persecution. Political persecution is deemed to exist when a person on the grounds of race, religion, nationality, political opinion, membership of a particular social group or on other political grounds, is threatened in his life or liberty or in any other serious manner, and also where any person is liable to a severe penalty on the ground that he has committed a political offence."

This definition is clearly not at variance with the one given in Article 1 A of the 1951 UN Convention Relating to the Status of Refugees.

Above it was stated that asylum would not be given to political refugees if there were special reasons not to do so. The application of the principle of first country of asylum, i.e. the principle requiring a refugee to seek protection in the first safe country in which he arrives, is such a special reason. An asylum seeker may thus be returned to such a country without prior examination of his case by Norwegian authorities.

Asylum seekers who have had their case examined and deemed not to meet the requirements for asylum set up in the Act, may be granted residence (and work) permit on humanitarian grounds based on a dispensation from the general Immigration Ban of 12 December 1975.

The legislation does not specify the humanitarian grounds on which such a decision may be made. Practice is to grant residence permits to e.g. applicants in a refugee - like situation and to applicants with special ties to Norway, including those established while waiting for the status to be determined.

Asylum seekers are also protected by the "non - refoulement" principle which has been included in Section 17, Subsection 3 of the Alien Act. this "non - refoulement" provision reads:

"A person who is excluded, removed, refused residence or expelled, shall not be sent to areas where he runs a risk of being sent to such an area. An alien shall not be entitled to invoke the foregoing provision where there are reasonable grounds for considering him a threat to the safety of the nation or where he has been convicted of a particularly serious offence, and therefore constitutes a danger to the community".

Residence permits granted on humanitarian grounds are normally valid for 2 years. Pursuant to Section 89, Subsection 1 of the Alien Regulations the foreigner may be given a Norwegian alien passport valid for the same period provided he has submitted his national travel documents to the Norwegian authorities. The alien passport is in most cases valid for all countries, except for the bearer's home country.



### Quota refugees

Norway has during the Post World War II years resettled around 16 000 refugees on the request of the UN High Commissioner for Refugees. The last years this has been done by setting up an annual quota. For the time being the quota implies the reception of 1 000 refugees. The Norwegian Government has declared a linkage between the influx of asylum seekers and the size of the quota in the sense that a reduction in the influx may lead to a widening of the quota.

### The status determination process

Three instances take part in this process: the police, the Directorate of Immigration and the Immigration Department of the Ministry of Justice.

The police carries out the border control, both entries and exits. Correspondingly, the police is authorized to execute the sanctions of rejection and expulsion. If the foreigner claims asylum, however, the question of rejection shall be referred to the Directorate of Immigration for consideration and decision. The police furthermore prepares the asylum applications for the deciding instances by collecting relevant documents and interviewing the applicants. The police is also asked to execute negative decisions.

Asylum applications are in first instance decided by the Directorate of Immigration. Rejected cases may be appealed to the Ministry of Justice. All cases are carefully and individually examined.

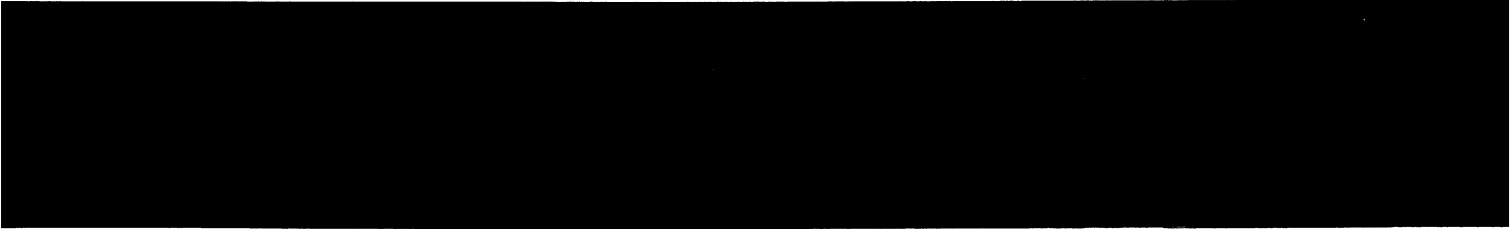
The law and order in this area is well taken care of at every level of the status determination process. The asylum seekers are, for instance, legally advised by lawyers from the very start and interpreters are provided when needed.

The status determination period has occasionally been rather extended. Recently, however, new resources have been added. Consequently the period has been considerably reduced. By the end of this year the time for the status determination process will in first instance be reduced to about 3 months in average.

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