

**COMMENTAIRES DU GOUVERNEMENT CONCERNANT LE
RAPPORT SUR LA NORVEGE**

ANNEXE

L'annexe qui suit ne fait pas partie de l'analyse et des propositions de l'ECRI concernant la situation en Norvège.

L'ECRI rappelle que l'analyse figurant dans son rapport sur la Norvège est datée du 20 juin 2008, et que tout développement intervenu ultérieurement n'y est pas pris en compte.

Conformément à la procédure pays-par-pays de l'ECRI, le projet de rapport de l'ECRI sur la Norvège a fait l'objet d'un dialogue confidentiel avec les autorités norvégiennes. Un certain nombre de leurs remarques ont été prises en compte par l'ECRI, qui les a intégrées à son rapport.

Cependant, à l'issue de ce dialogue, les autorités norvégiennes ont demandé à ce que leurs points de vue suivants soient reproduits en annexe du rapport de l'ECRI.

Appendix from the Norwegian Authorities comments and observations to ECRI's fourth report on Norway - 5 December 2008

"Norwegian Authorities have the following comments and observations to different chapters and paragraphs in ECRI's report (we use identical numbering as ECRI):

II Discrimination in Various Fields

Employment

51. We have during the dialog asked the following comments been taken into account, which in fact has not been done. ECRI continue to argue as follows:

51. *"However, in spite of a marked improvement in employment rates among the population of Norway as a whole in recent years, the gap between the employment rates of persons of immigrant background and those of the rest of the population is reported to still be considerable and to remain essentially unchanged."*

We therefore repeat our comments:

There has indeed been an employment growth within all immigrant groups in Norway over the last years, but the employment level among different groups varies. Immigrants from the EU countries consisting of many labour immigrants, have an employment rate higher than the national average at 72 per cent in the fourth quarter of 2007. In comparison, the employment rate among immigrants from Africa is 49 per cent, Asia 56 per cent, Eastern Europe outside the EU 62 per cent and South and Central America 66 per cent.

One important factor behind some of the low employment rates is a relatively high proportion of newly arrived refugees within some groups, especially among those with an African background. In addition, there is a very low employment rate among women from some Asian and African countries which also reduces the average rate. The

employment rate among Norwegian women is in comparison among the highest in Europe.

Efforts are made to increase the labour market participation among immigrant women. The Introduction Programme, the mandatory language courses and different types of measures included in the Action Plan for Integration and Social Inclusion of the Immigrant Population are some examples. Still, the need for further action is and will be continuously considered in the years to come.

Furthermore, ECRI mentions that the unemployment rate among young people of immigrant background is reported to be twice that registered among the rest of the same age group.

If we look more closely we find significant differences between young immigrants and young descendants¹ of immigrants. Descendants under 25 years are much more similar to the majority population than young first generation immigrants when it comes to the share employed or in education. For descendants aged 20 to 24 years, the employment rate is 73 per cent, which is 10 percentage points higher than the employment rate in the same age group among first generation immigrants and only 3 percentage points below the total average rate for this age group.

Several tools are needed to prevent inactivity among young people. This is why persons under the age of 20 who are not into school, nor work, shall be offered adequate labour market measures from the Labour and Welfare Service. A guarantee exists to ensure this group access to labour market measures. The guarantee is carried out in close cooperation between the Labour and Welfare Service and different municipal and county services (Follow-up Service). The importance of completing education is stressed as being a crucial factor for success.

To facilitate the transition from unemployment to work or education, there is also a *guarantee of service* for people aged 20 to 24 who have been unemployed for at least 3 months. The service and guidance given by the Labour and Welfare Service shall be adjusted to the jobseekers individual needs.

52. New text added Norwegian authorities:

The Ministry of Government Administration and Reform regularly monitor how state agencies follow their responsibility to interview at least one qualified person of immigrant background when making new appointments, as well as how many of those interviewed state agencies offered the job. 94 percent report that they follow the responsibility to interview – whenever such candidates are available. When it comes to the percentage of those interviewed who are offered the job the numbers fluctuate, but shows an increase from 28, 22 percent, and rose to 32 percent in the last period.

The Directorate of Integration and Diversity (IMDI) regularly monitor how 26 companies fully owned by the State follow a similar request. In 2007 20 of the companies interviewed one or more persons with immigrant background. When it comes to the percentage of those who were interviewed who were offered a job, data from 16 of the companies shows that 36 per cent were offered a job. However this is a decrease from

¹ Persons born in Norway by parents who are immigrants.

54 per cent in 2006. It should also be noted that in 2007 53 per cent of those with non immigrant background who were interviewed were offered a job.

53. New text added Norwegian authorities:

People under the age of 20 who are not in education, and who have no offer of a regular job, are offered work training or other labour market measures to facilitate a transition to the regular job-market. A guarantee exists that ensures them the right to different unemployment measures. At the same time the importance of completing upper secondary education is stressed because it is seen as a very important factor to succeed in the labour market.

To ensure a transition from unemployment to work or education as swift as possible for young people aged 20-24, there exists a guarantee of follow up service. The service shall be adapted to the individual needs of the jobseekers, and the focus is on job-seeking and motivation.

From 2009 the Government will introduce a guarantee for jobseekers in the age of 20-24 which ensures those who have been unemployed for at least 6 month the right to participate in an adequate labour market measure.

We recognize the need for more and better studies in this field. Still, we want to point at some important reports measuring the outcome of activities for increasing the labour market participation among immigrants. An evaluation was carried out by the Fafo Institute for Labour and Social Research in 2006 focusing on the outcome of the Introduction programme. The same institute has also studied non-western immigrant and their use of labour market measures. In addition both Statistics Norway and the Ragnar Frisch Centre for Economic Research have given important contributions to increase the knowledge of labour market behavior among different groups.

Education

58. *ECRI recommends that the Norwegian authorities monitor the practical implementation of the new system for Norwegian language instruction to ensure that special assistance is offered to pupils on the basis of actual **need and irrespective of considerations such as a pupil's immigrant background.***

The underlined text is a misconception of the curriculum it is referred to, and whom the target group for the curriculum is. We have therefore during the dialog asked it to be removed, which in fact has not been done.

Health

66. Additional text from Norwegian authorities:

Following the incident, the Ministry of Health and Care Services has hosted meetings with the management of the regional hospitals and the relevant immigrant organisations. Furthermore, the Ministry has arranged a national conference for senior staff members in the regional hospitals on equal medical treatment.

The Norwegian Government and The Norwegian Association of Local and Regional Authorities (KS) have initiated a joint project with the aim to strengthen the ethical competence among employees in the public health services.

67. Additional text from Norwegian authorities:

The Norwegian Government has appointed a council with the task of giving advice on minority issues and facilitating dialogue between minority groups and the authorities (the Contact Committee for Immigrants and the Authorities (KIM)). Health provisions for minority groups are one of the focus areas for the council in 2006-2009. The Ministry of Health and Care Services has one representative on the council. Furthermore, the Ministry of Health and Care Services is cooperating with the Norwegian Centre for Minority Health Research (NAKMI) in order to reduce communication barriers that might occur as a result of lacking competence on minority issues within the health and care services. Finally, the Ministry of Health and Care Services regularly issues reports and available information about the health services, as well as selected topics, in different languages.

68. Additional text from Norwegian authorities:

The report "Trends in the health sector" is the Directorate for Health's annual analysis of key aspects in the area of health. Next year's report focuses mainly on **migration and health**. With its report the Directorate wishes to contribute a fresh take on the health sector, to help foster positive trends in the area as well as providing a basis for formulating adjusted policy measures. The report is primarily aimed at decision-makers, administrators and staff in the health sector, but also at other interested parties in the professions, media and general public. The report will be finalized in May 2009.

69. Additional text from Norwegian authorities:

Norway has experienced a significant increase in the number of immigrants over the last few years, posing a considerable challenge in many areas of public services - including health services. The Directorate of Integration and Diversity (IMDI) is continuously working on improving the availability of interpreters in the public services. Actions are:

- Structured improvement of the education of interpreters
- Improved registration and information about available interpreters in a database
- Improved availability and knowledge of the database aimed at relevant users

In order to improve the interpreters' qualifications, there is a need for specialised interpreters in the health sector - as ECRI has pointed out in its report. Oslo University is proposing an extension of the education of interpreters with an added curriculum on health specific knowledge.

III Racist Violence

82. We have during the dialog asked the following comments been taken into account, which in fact has not been done.

82. *ECRI encourages the Norwegian authorities to pursue their efforts to keep the situation as concerns extreme right-wing groups under control. It recommends that the*

Norwegian authorities monitor the Internet activities of the members of these groups and take firm action against any offences they commit through the Internet.

We therefore repeat our comments:

The Director of Public Prosecutions outlined the following division of responsibilities in a letter dated September 10th 2001:

In accordance with section 59 in the law on criminal proceedings The Director of Public Prosecutions decided that the National Criminal Investigation Service (KRIPOS) has the prime responsibility for conducting investigations concerning racism on the Internet. This implies that the Bureau must keep watch on the Internet with the aim of identifying racist statements that might constitute violations of section 135a in the Penal Code, and should receive notifications from the public about such cases and pass on the information to the relevant local police department in a suitable manner.

Investigations are then to be carried out by the local police under the guidance of the police prosecution service. KRIPOS is expected to have the capacity to assist the police districts also in this area following normal rules on assistance.

KRIPOS was instructed to initiate close cooperation with the Police Security Service so that their surplus information about racism on the Internet could be used in the course of normal investigations while making sure that the activity done by KRIPOS does not harm the work carried out by the Police Security Service.

It must be added that the Police Security Service recently confirmed that they pass on such information on a regular basis.

V Vulnerable /Target Groups

Romani/Tater and Roma communities

These comments on Romani/Tater and Roma communities have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat our comments:

93. The individual compensation schemes, as well as the collective compensation - the fund called "Romanifolket/taternes kulturfond" - are both in function. The grant scheme for the Romani/Tater- organisations' activities has been evaluated by an external research institution, IRIS, concluding that the grant scheme is functioning well according to the intention of the scheme. The evaluation has been done in cooperation with the Romani/Tater-organisations.

94. Romani/Tater organisations are involved in projects informing schools about the Romani culture and thus facilitating the schooling of Romani children. The municipality has established a project for young illiterate Roma (age 16-34) which facilitates the schooling also of the children. Both projects receive state support.

95. Meetings have been held between the relevant authorities with the aim to facilitate the exercise of traditional professions by the Romani/Taters.

97. A draft of The Plan of Action to improve the situation of the Roma community in Oslo is supposed to be presented at the end of 2008. The work is being carried by a working group headed by the Ministry of Labour and Social inclusion in cooperation with the relevant ministries. The work is done in close cooperation with the municipality of Oslo and the Roma organisations.

98. The outcome of the Plan of Action for Roma will, where relevant, be sought incorporated in the Plan of Action against Racism and Discrimination (2009-2013). All the national minorities were informed about the preparatory work of the Plan of Action against Racism at a meeting in the Contact Forum between the National Minorities and the Authorities this spring and invited to contribute with suggestions regarding affirmative actions in the future plan.

Sami communities

This comment on Sami communities has been given during the dialogue with ECRI, but has not into account. We therefore repeat our comments:

101-103. At a meeting 11 September 2008 between the Deputy Minister for Sami Affairs and the Equality and Anti-Discrimination Ombud/LDO, measures regarding discrimination of the Sami and discrimination within the Sami community were discussed. The Government will invite the Sami Parliament and the Equality and Anti-Discrimination Ombud to initiate common action against discrimination in the Sami community.

VI Reception and Status of Non-Citizens

104, 105 and 107:

Same small new text corrections in **underlined bold**, old text are strikeout:

104. At the time of ECRI's third report, the Norwegian authorities were in the process of setting up a two-year introductory programme for refugees, persons granted residence on other protection or humanitarian grounds, and members of their families, **both those who came with them and those who came later in family reunification.** ~~to join them in Norway.~~ The programme includes Norwegian language training, an insight into Norwegian society and preparation for working life or further education and is addressed to people between the ages of 18-55 **who require** ~~without~~ basic qualifications. In parallel to this programme, which has now been running for almost four years, an obligation to complete a 300-hour course of Norwegian language and insight into Norwegian society was introduced for all ~~most~~ immigrants coming to Norway **who have been granted a work or residence permit that constitutes grounds for a settlement permit** as from 1 September 2005. Both schemes are **provided and** administered by the municipalities which are required by law to organise the courses.

105. In its third report, ECRI recommended that the introductory programme for refugees should be adapted to the special circumstances of each individual person, including his or her level of education, professional competence, age and health status and that a high standard of training should be provided in municipalities throughout the country. ECRI notes that the municipalities are required to provide the course **in accordance to the recommendations** at three different levels. However, it seems that

there are still margins for improvement in terms of better tailoring courses to individual needs and that the quality of training offered varies greatly from one municipality to the other. ECRI notes that as part of the Action Plan for Integration and Social Inclusion of the Immigrant Population 43, the Norwegian authorities have increased the funding they channel to the municipalities for these courses.

107. ECRI also notes that while persons who are nationals of EEA/EFTA countries are exempted from the obligation to follow the 300-hour course. **This is because it is not possible to give EEA/EFTA nationals obligations through law, and it was not considered correct to grant them a right to language training without an corresponding obligation.** Non-EEA/EFTA nationals are not only under that obligation but, if they come to Norway on a work permit, must also cover the participation costs themselves. The extent to which such differential treatment on the basis of nationality can be seen to rest on an objective and reasonable justification has been questioned. **The grounds for this difference is that the rights and/or obligations regarding language training is corresponding with the individuals reason for coming to Norway, meaning depending on their permit to stay. Persons who come to Norway on a work permit have a choice whether they want to come or not, and their reason for coming is a concrete job offer. Their position as workers makes it possible for them to pay for their training themselves.**

ECRI's text should have a small correction at the end of this quotation in paragraph 111.

111. *"In its third report, ECRI recommended that the Norwegian authorities ensure that the right to private and family life is fully respected for all persons residing in Norway, including foreigners and persons of immigrant origin. Family reunification was one of the areas covered by this recommendation. Civil society actors have consistently reported to ECRI that it has since become increasingly difficult for persons residing in Norway to have the members of their family join them there. In this connection, in addition to the almost two-fold increase in processing fees for non-EEC/EFTA nationals who apply for a residence or work permit, income requirements have been highlighted as especially problematic. In particular, it has been highlighted that only recognized refugees (and not persons who are granted residence on other protection or humanitarian grounds) are exempted from meeting this requirement. ECRI notes that the Immigration Act of 15 May 2008 No. 35 (which is expected to enter into force on 1 January 2010) announces that the Government will raise the amount of income required for family reunification purposes , as well as tighten the income requirement in other regards (i.e.)....." i.e.*

(id est) must be corrected to i.a. (inter alia)

115. With reference to ECRI's recommendation in paragraph 115 regarding the respect for private and family life, in particular for refugees and persons who are granted residence on other protection or humanitarian grounds, the Norwegian Authorities would like to make the following statement which have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat them:

Norway has, next to the Netherlands, experienced the largest increase in the arrivals of asylum seekers in Europe in 2008. So far this year, more than twice as many asylum seekers have arrived compared to the same period last year. 60 per cent of the

applications for asylum are rejected. In 2007, Norway received 6 500 asylum seekers, and in 2008 around 15 000 arrivals are expected. The main reason for the increase is developments in the home countries of the asylum seekers. How the Norwegian asylum policy is perceived, especially in comparison with comparable countries like Sweden, may also explain the distribution of asylum seekers to various European countries.

The Government is concerned with protecting the right of asylum for refugees, and with the rapid inclusion into the Norwegian society of those granted protection. It is therefore necessary to take measures to decrease the number of arriving asylum seekers who do not meet the conditions for protection.

In May 2008, the Government announced several measures to reduce the number of asylum seekers arriving in Norway. Among other measures, the subsistence requirement was restricted. In September 2008, the Government proposed additional measures to reduce the number of arrivals; i.a. tightening the conditions for family reunification for certain groups (cf. measure no. 5):

1. To assess the question of humanitarian grounds, each case shall be examined individually, and not undergo a general group assessment based on the particular geographical area.
2. Lack of link to a particular geographical area, shall not be conclusive when it comes to accessing the internal flight alternative, there have to be other strong humanitarian grounds for granting residency.
3. Norwegian asylum and immigration policies are determined by the Norwegian authorities. Norwegian practice shall as a main rule harmonize with practices in other comparable countries, both today and in the future.
4. Norway's assessment of cases under the Dublin II regulations will be harmonized with practices by other member states to the effect that Norway does not make general exceptions from the regulations unless there are particular reasons to do so. An individual assessment shall be carried out concerning applicants who are to be returned to Greece and unaccompanied minors.
5. Persons who have been granted residency on humanitarian grounds must have four years of education or work experience in Norway to be granted family reunification with existing or new family members. The same conditions apply for those who have been granted refugee status, but only related to family establishment. Persons with permits granted on the basis of a job offer in Norway and citizens of the EU/EEA, are exempt from these conditions, and other exemptions can also be made under special circumstances.
6. Based on an individual assessment, temporary residency without the right to renewal can be granted to unaccompanied minors who are 16 years or older and today are given residency simply because Norwegian authorities cannot locate their parents/family.
7. When establishing a practice contrary to UNHCRs recommendations concerning protection, the changes should as a main rule be put forward to the Grand Board of the

Immigration Appeals Board, unless the new practice has been put down by instructions from the Ministry of Labour and Social Inclusion.

8. The Ministry of Foreign Affairs has the responsibility for negotiating a readmission agreement with Iraq. This shall be given priority. The conditions for entering into such an agreement and the budgetary consequences shall be further investigated.

9. The Government will intensify efforts to negotiate readmission agreements with the main countries of origin for persons who are in Norway illegally.

10. Further investigation will be done into the possibilities of faster procedures for asylum applicants who do not contribute to disclose their identity.

11. Fingerprints shall be taken of all applicants who cannot document their identity or are suspected of having a false identity.

12. A proposition for regulations to limit the meetings in the Immigration Appeals Board only to issues that are essential for the result of the cases, will be sent on a public consultation.

A fast track procedure for particular groups where there are a high percentage of rejections will be established. This is conditional of cooperation between all government bodies needed in the process.

119. These comments to paragraph 119 have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat our comments:

Individuals and NGOs have played a significant role in combating forced marriage and female genital mutilation (FGM) in Norway. Good communication with minority groups who are affected by this problem is crucial to the successful prevention of forced marriage and FGM. The authorities have the main responsibility for combating forced marriage and FGM. Recent studies (Bredal and Skjerven 2007 and Bredal and Orupabo 2008) emphasise the need for more comprehensive and sustainable efforts through public support agencies. An important aim of the two new national action plans is to mainstream the work against forced marriage and FGM. The NGOs knowledge and network is a necessary and important supplement. In 2008 almost 14 million NOK has been allocated to NGOs work against forced marriage (measure 17 and 29) and 3 million NOK to work against FGM (measure 20).

VII Asylum Seekers

These comments to the footnote at paragraph 120 have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat our comments:

Footnote 45 in paragraph 120:

The numbers above only include First Instance decisions, not including numbers from the Appeals Board. The numbers on decisions granting full refugee status are slightly higher including the numbers from the Appeals Board. However, the numbers for other international protection grounds and humanitarian grounds are, including the numbers for the Appeals Board, substantially higher. E.g. the numbers for international

protection grounds and humanitarian ground in total for 2007, are, when including numbers for the Appeals Board, instead of 1910 in 2007, 3445.

128 – 129. These comments to paragraph 128 and 129 have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat our comments:

128. With reference to ECRI's recommendation in paragraph 128 regarding ensuring that any time limits set for the examination of asylum applications do not jeopardize the normal operation of and safeguards, such as access to a lawyer or the possibility of lodging an appeal, the Norwegian Authorities would like to make the following statement:

The 48-hour procedure (cf. paragraph 121) was introduced to process asylum applications from persons arriving from countries the Directorate of Immigration (UDI) considers generally safe. Very few asylum seekers with assumed groundless applications are allowed to stay in Norway. The application will be processed individually, but more quickly than ordinary applications (within 48 hours) and pursuant to a simplified procedure. The decision is normally served to the applicant the same day as the interview. The applicant's lawyer will be present and might call the applicant back to a meeting to consider a possible appeal against the decision. Norwegian authorities do not consider the procedure to jeopardise the normal operation of legal safeguards.

129. With reference to ECRI's recommendation in paragraph 129 regarding facilitation of access to residence permits for non-citizens who cannot be returned to their country of origin for practical reasons, the Norwegian Authorities would like to make the following statement:

The Government considers it vital that an asylum seeker with a final rejection of his/her application returns voluntarily to the home country. This will enable Norway to grant asylum to those in need for protection. Others should return. However, to comply with those who have not returned voluntarily and who cannot be returned to their country of origin due to practical obstacles, the Government introduced a new provision last year. For granting a residence permit on the basis of this new provision, it is a condition that a return has not been implemented within three years after the application was made, and that there is no prospect of such return. Further requirements in the provision are, e.g., that the applicant has co-operated with the authorities in order to clarify his/her identity.

VIII Asylum Monitoring Racism and Racial Discrimination

136. ECRI recommends that the Norwegian authorities consider collecting information broken down according to categories such as ethnic or national origin, religion, language and nationality to monitor racial discrimination and patterns of disadvantage among the population of immigrant background. ECRI recommends that the Norwegian authorities ensure that this is done in all cases with due respect to the principles of confidentiality, informed consent and the voluntary self-identification of persons as belonging to a particular group. These systems should be elaborated in close co-operation with all the relevant actors, including civil society organisations.

ECRI have based on paragraph 130 till 134 given two recommendations in the report (in paragraph 135 and 136, the latter quoted above). The purpose of this comment is to answer some of the concerns and recommendations put forward by ECRI concerning lack of adequate data on ethnic minorities in Norway.

To answer and reply to some of the concerns it is necessary to give a description the of the Norwegian population statistics, see the text below:

Key data sources and responsible institutions

The Central Population Register

The main source for Norwegian migration statistics, both on stocks and flows, is information from the Central Population Register, the CPR. All population statistics produced by Statistics Norway is based upon the CPR. The CPR is administratively situated in the Office of the National Registrar subordinated the Norwegian Tax Administration (NTA). Statistics Norway is responsible for production of population statistics based on events reported to CPR, and for all kinds of linkages between the CPR and other registers, for statistical and analytical purposes. This holds true also when micro data are used for analytical or planning purposes by other authorised institutions.

One of the main reasons for establishing the register was to create a register for taxation and otherwise serve administrative needs in the civil administration. In addition the CPR is the basis for all Electoral rolls. The use of the data for population statistics is an added bonus as the register was established primarily for administrative, not statistical purposes. A register used for a large number of purposes will have better prospects for being well up-dated, but will risk not having all statistically relevant variables included.

The CPR includes all residents in Norway with a valid permit and an intention to stay six months or more. Furthermore all registered population movements are registered. Each person in the register is assigned a unique Personal Identification Number, a PIN-code. The PIN-code is essential in linking the persons registered in the CPR to information in other administrative registers for the purpose of statistical descriptions and analysis.

The Aliens Register

In addition to the CPR some migration statistics in Norway is also produced with data from the Aliens Register. The main purpose of the Alien Register is to support the immigration authorities in their case-processing. The Aliens Register was established in 2004 and replaced the Fremkon register (the old Aliens register) and the Refugee Register. Central information from these two registers were adapted to new standards and included in the new register. As a result, the Aliens Register now contains data going back to 1991. The register is owned by the Directorate of Immigration and is the case-processing register for the entire Immigration Administration, including the Police. The Directorate of Immigration generates some statistics on migration based on permits from this register. The main statistical unit in the register is permits, not persons. Data from the Aliens Register can be linked to the CPR using the PIN-code.

Surveys

Sample surveys are to a lesser degree used for statistics and analyses on migration and integration in Norway. This is mainly because of the extensive use of the registers. But there is valuable information on immigrants living conditions found in three special surveys conducted by Statistics Norway in 1983, 1996 and 2005/2006. These surveys have the CPR as sampling frame, giving very rich information on non-response and of representativity. There are in addition a limited number of surveys to cover aspects not included in registers, like attitudes and opinions. All these surveys conducted in Statistics Norway will use record linkage to collect information already included in registers, like income, education and labour market variables.

Population Census data

The Population Censuses in Norway are to a very large extent based on record linkage, and is a product of our registers. The 2001 –round was used to establish a dwelling register, and was the last one with a questionnaire to all households.

Historical evolution of the national data collection system/ data collection practices and policies on data collection

Brief history of Population Registration in Norway

The first law on population registration was introduced in Norway shortly after independence from Sweden in 1905. Following the Population Registers Act of 1946 each municipality had to establish a population registry where all residents of the municipality compulsory were to be registered. This information was centralized in 1964 with the establishment of the CPR, based on the Population Census of 1960 and these local registries. All persons resident in Norway at the time of the census was included. At the same time the 11 digit PIN-code was introduced. While the census in 1970 was used to correct the Population Register, the population censuses in 1980 and 1990 were not used for that purpose, as the quality of the register was considered to be sufficient.

The Office of the National Registrar has from 1946 been the administrative body responsible for the CPR. Between 1964 and 1990 the office (and the CPR) was located within Statistics Norway, and run jointly with the tax authorities. The registration of individual information is increasingly important for a series of legal individual rights. Consequently, to run a register was considered to be so different from the key responsibilities of a national statistical office that it could not be combined with national responsibility for statistics. In 1991 the office was transferred to the National Tax Administration. From 1985 the register was centralized in one database, at the same time all transactions and registrations were gradually fully computerized. By 1994 all vital events were registered online from the local population registers.

The current legal foundation for the CPR is the Population Registration Act of 1970 (with several amendments up to 2007). It states when and where a person shall be registered, when a change of address has to be reported and how a civil registration decision is reflected in the register. Consequently, statistical purposes have only a minor influence on the content and definitions of the register. That is occasionally a

problem for statistical purposes, but variables established only for statistical purposes might turn out to be very difficult to keep on a high level of quality.

Other Nordic countries have a similar history of population registration and vital statistics as Norway.

Statistics Norway use of data from the CPR

Statistics Norway receives electronic copies of the CPR every day. These data are used to update a separate population database in Statistics Norway kept for statistical purposes. This base, labelled Besys, is basically a copy of the CPR, and forms the basis of all current register-based population statistics, statistics on stocks as well as on flows. Statistics Norway reports back to the NTA on errors or shortcomings detected during the compilation of statistics. The same definitions are used in both registers and routines for updating correspond closely. The result is a good correspondence between the two registers, even after many years with physically independent updating routines.

Data in the CPR and the role of the PIN-code

All vital events (births, deaths, marriages, national and international migration etc.) and demographic characteristics like age, marital status, citizenship, number of children, place of birth, national background (including parental country of birth), and year of first immigration are registered in the CPR. In total there are around 75 variables. In addition to this, Statistics Norway generates a number of variables for statistical use so in total there are around 400 variables in Besys. A further description of the most central variables in the field of immigration is provided below in concepts and definitions.

The CPR gets its data from a combination of self-reporting and data from other administrative registers. For instance, reports of births are given by the hospital or the maternity clinic. Deaths are reported by the probate court or the local police in the deceased's municipality of residence. Migration is in general based on mandatory reports sent to the local population registries. The PIN-code is only issued by the NTA.

Each person in the Population Register is given the PIN-code, a unique 11 digit personal code, based on date of birth, six digits, and a five digit personal number. The role of the 11 digit PIN-code is pivotal for everyday life in Norway and for production of statistics in general. As mentioned above, if you intend to stay in Norway for six months or more you are given a PIN-code. The PIN-code is needed in order to register that you are living in Norway, to open a bank account, to establish a telephone line, to obtain a tax card for work and to become a member in the National Health Insurance and for a long range of other purposes. In short, it is an integral part of being a resident in Norway. The PIN-code is essential for Statistics Norway in linking the persons registered in the CPR to other administrative registers for statistical analysis.

From information in the CPR it is possible to reconstruct individual demographic biographies for the period over which the register has existed. When persons die or emigrate, a PIN-code is never re-assigned, and all relevant information is kept in the historical archives. Thus, a person can't leave the CPR, once registered the personal file is kept forever. The only thing that changes when a person dies or emigrates is the registration status. By January 1st 2008, Norway had a population of 4.7 million. In the

history of the CPR more than 450 000 persons had emigrated and nearly 2 million persons had died. In total the CPR has around 7 million persons registered.

A person who stays in Norway for less than six months will not be given an ordinary PIN-code, but what is called a D-number. This is an ID number which is given to all foreigners staying in Norway for less than six months, and for others with economic activity in Norway without qualifying to be registered as living here. The D-number population is also a part of the CPR, but is not counted in as regular residents. Statistics Norway produces a limited range of statistics based on the D-number, for instance statistics on short term labour in Norway.

Immigrants in the CPR

The main rule is that a person is registered as a resident of Norway if she intends to stay for at least six months and has a residence permit allowing her to do so.

As an immigrant coming to Norway it is the intended length of your stay (at least six months), or for most migrants the length and validity of the permit, that determines whether a person is registered or not. This information in the CPR is often based on information from the Aliens Register. Similarly, registration as an emigrant requires that the person emigrating must intend to reside abroad for at least six months. Nordic citizens do not need a permit when immigrating to Norway and in-migration of Nordic citizens goes directly to the CPR. There is also a system within the Nordic countries for notification on migration between the local population registers. There is nearly a 1:1 ratio in the counting of migrants between the Nordic countries, a system probably unrivalled in Europe (Economist 2002).

Migrants from non-Nordic countries must apply for a residence permit, also migrants from the European Union, in most cases processed by the Police, whereas migrants from outside the EU are processed by the Directorate of Immigration. Immigrants without the necessary permits are (of course) not to be included in the register. The immigration authorities are also responsible for providing individual data on these accepted migrants to the CPR. In addition to this there is also a daily exchange of information the other way and CPR officers have easy access to information from the databases in the Immigration Authorities. In the last years we have seen a development of what has been coined "Active Population Registration". Immigrants whose permits are expired are written out of the system. This entitles active cooperation with the police and the Immigration Authorities.

From 1987 to 1994 asylum seekers as a rule were counted as immigrants - and therefore also as residents of Norway - even though their application for a residence permit had not been completely processed. Before and after this period only asylum seekers with a granted permit to stay have been registered. Asylum seekers who have been given a permit are registered when they are settled in the local municipality, not upon the time of arrival to Norway.

All children born alive to parents resident in Norway are included in the register as are the live births to immigrants who have been granted a permit to stay.

Data from the Aliens Register transferred directly to Statistics Norway

Once a year, Statistics Norway receives data from the Directorate of Immigration about all persons who have been granted residence permits. The information covers (among others) the grounds for settlement (reason for immigration). Based on this information, Statistics Norway creates the variable „reason for immigration“ for all non-Nordic immigrants to Norway.

In some cases it is not unproblematic to identify the initial reason for migration. One person can for instance have multiple permits opening up for a permanent stay in Norway. The main principle is that the last permit prior to the first registration of immigration to Norway is used.

From 2004 it is registered in the Aliens Register to whom a person who migrates on a family permit is (re)united with. Statistics can be given for family formation/establishment and family reunification, and by “anchor person”.

For the period 1990-onwards, “reason for migration” has been assigned to 99 per cent of all first time non-Nordic immigrants. For the years prior to 1990 all immigrants coming as asylum seekers, convention refugees and their families have been registered for a period as long back as the 1970s. Thus for the years before 1990 it is only possible to identify whether an immigrant came as a refugee or not.

Coordination and linking

On the basis of the Statistics Act of 1989, Statistics Norway is granted access to all official registers in Norway. However, registers on health and a few others are not available for statistical purposes, due to the sensitivity of their information. Not only does Statistics Norway have the right to use nationwide administrative data for statistical purposes. But also according to the Statistics Act, Statistics Norway shall be informed of the establishing and changing of such registers in advance and have the right to express preferences concerning all aspects of such registers. In accordance with this law, Statistics Norway has prepared and signed agreements with all relevant ministries and institutions to secure the flows of administrative records needed for generating statistics.

With the consent of the Data Inspectorate, the information in the CPR can be linked for statistical and analytical purposes to all these other administrative registers. It will never be allowed to give information about identifiable individuals. The CPR is at the core and by using the PIN-code Statistics Norway can link population data with the different registers.

A number of registers in the private and public sector use the PIN-code. To mention a few from the public sector: Education, Employment, Income, Social security and Crime registers. Statistics Norway can only link these data with information from the CPR for statistical purposes, not for any sort of control, and statistics that can be used to reveal information that might identify particular individuals can not be published. If for instance the Police or taxation authorities need to combine information on labour market activity and use of social welfare benefits, then they will have to address the owners of these

registers to have access to this information. Statistics Norway can not give away such information.

Most official statistics on individuals and households from Statistics Norway are based on these registers. So when figures on for instance employment rates are produced. They are based on data from the Register of Employees and the Unemployment Register, both at the Norwegian Labour and Welfare Administration and information from tax files from the National Tax Administration. Information on immigrant background can be derived from the CPR and linked to these data. The official statistics on employment and the statistics on immigrants' employment are based on the same system. Hence the statistics on immigrants' labour participation correspond to, and can be compared to, the figures for the population as a whole.

Statistics on employment and education are published annually and the immigrant perspective is covered more or less in every publication. The system of linking these data is ideal for longitudinal studies of individual integration paths for different immigrant groups. Statistics Norway can (as opposed to many other countries) not only say how many migrants immigrate to Norway. But using this system of integrating and linking data we can give accurate and detailed statistics on how immigrants perform on different social arenas, enabling us to analyze their living conditions in Norway

Concepts and definitions

All our concepts and definitions follow from the content and definitions in the CPR. As concerns the country of usual residence, its definition follows the recommendations of the future Census Round. Core variables have still to be analysed more in depth.

Immigration category

Based on the register information, there are a number of possible ways of identifying immigrants. We could, as many do, use citizenship, but this poses a number of limitations and pitfalls, especially for comparative analysis. The main problem relates to the fact that individuals do change their citizenship through naturalisation and that naturalisation varies greatly between countries. Country of birth is arguably a better indicator since it is invariant. Still it is important to be able to clearly identify different generations since many of the offspring of immigrants have the same living conditions as their parents, and some of them retain demographic behaviour patterns similar to theirs. It is for this reason that Statistics Norway has developed a standard classification based on parental country of birth for demographic analysis as well as for the study of other aspects of immigration like living conditions, discrimination and citizenship. This variable is now widely used in research, administration and media in Norway.

Immigrant population includes persons who have two foreign-born parents, or more precisely: Persons who neither have parents nor grandparents born in Norway. The immigrant population thus covers first-generation immigrants and persons born in Norway of two foreign-born parents.

Persons with a background from immigration cover a larger group than the immigrant population, the most important one being persons who have one foreign-

born parent and one Norwegian-born parent. Statistics on this category is produced annually, but seldom used for analytical purposes.

It is also possible to identify persons with four grandparents born abroad, usually named third generation immigrants. 1.1.2008 this group consisted of 159 persons, and 80 per cent were aged 0-5 years.

Country of birth is mainly the mother's place of residence at the time of the birth of the child.

Year of immigration

The official date of immigration in the Central Population Register is the date of registration.

Reason for immigration

All first time immigrants with a non-Nordic citizenship who immigrated after 1989 have been assigned one of the main values Refugee, Family, Labour, Education and Other. Most of them are registered with a more specified reason for immigration. In most cases, these values reflect the values of the variable 'reason for decision' in the Aliens Register.

In connection with reason for immigration the term 'refugee' means 'immigrated for refugee reasons', and is not limited to e.g. Convention refugees only. The value "family immigration" can be distinguished between reunification, accompanying person and formation/extension. The classification is mainly based on assessments of dates of immigration and marriage (when relevant) of both the immigrant and the reference person, and on registrations of that variable in the data from the Aliens register. Family reasons are often broken down by migration status of the reference person.

National minorities and indigenous population

In the population register it is not possible to identify the national minorities. Jews, Kvens (people of Finnish descent in Northern Norway), Roma and Romani people, and Forest Finns have status as national minorities² in Norway.

The Sami are an indigenous people who live in Norway, Sweden, Finland and Russia. Because there is no overall registration of the Sami population, no one knows exactly how many Sami there are today. The Sami are scattered throughout the country, but the most concentrated Sami settlement areas are north of Saltfjellet. The Sami in Norway have three different languages: Northern Sami, Lule Sami and Southern Sami.

Because there is no overall registration of the Sami population, it is difficult to generate statistics on the Sami as a group. The statistics here have been drawn up based on the geographic range for the Sami Development Fund north of Saltfjellet, also known as the Sami Development Fund area. The Sami population south of Saltfjellet is not included in the statistics since the Sami settlement here is so spread out that areas with Sami settlements are not regarded as Sami local communities, and it would be difficult to create geographically-based statistics from this. One result of such a geographic

² Council of Europe's Framework Convention for the Protection of National Minorities.

division is that persons within the Sami Development Fund area that do not regard themselves as Sami, are included in the statistics. Correspondingly, Sami who live outside the Sami Development Fund area are not included.

Core demographic data on immigrants

Population stocks and general demographic characteristics

Statistics on population stocks and demographic characteristics of the population is based on data from the CPR. As described in section above, all vital events (births, deaths, marriages, national and international migration etc.) and demographic characteristics like age, marital status, citizenship, number of children, place of birth, national background (including parental country of birth), and year of first immigration are registered in the CPR. All events are registered with a corresponding date so statistics on the stock of immigrants can be produced for any given time. On an annual basis Statistics Norway produce statistics on the stock of immigrants residing in Norway, all based on data from the CPR.

Migration flows

Also as described in previous section, migration flows are covered by the CPR and migration flows can be described using the whole range of CPR-variables (sex, age, country of birth etc). Migrants coming to Norway are registered in the CPR if they have the intention to stay for six months or longer. The individual migrant has an obligation to register with the local registry within one week after coming to Norway. For most immigrants however, in practice this information is gathered by the CPR with information from the Aliens Register. Registration as an immigrant requires that the person immigrating must intend to stay in Norway for at least six months, and has a valid permit to stay for at least that period. Similarly, registration as an emigrant requires that the person emigrating must intend to reside abroad for at least six months.

Registrations of emigrations are not as reliable as registrations of immigrations as some emigrants fail to report to the authorities upon departure from Norway. The number of such is difficult to gauge precisely. For intra-Nordic migrations this does not pose a problem as individual migration data are exchanged between the Nordic countries.

Duration of stay can be calculated from the reported immigration and emigration date. The length of the permit is not one of the variables in the CPR and most of the permits given are renewable. Hence, to base the length of stay on the length of the permits would probably not give an accurate description. Consequently, duration of stay can only be found when the emigration has occurred. If there is no registration of an emigration it is assumed that the person still resides in Norway.

Short term migrants (migrants with a shorter intended stay than six months) are also registered in the CPR, but are not counted as being a member of the population of Norway. They are possible to identify through the D-number system. See also information on short term employment statistics in the section below.

Purpose of stay

Information about reason for migration is derived from the Aliens register owned by the Directorate of Immigration, and does only include non-Nordic citizens. Nordic citizens have the right to take up residence and work in another Nordic country without any kind of permission, but they have to report their move to the authorities. For the period 1990-onwards, "reason for migration" has been assigned to 99 per cent of all first time non-Nordic immigrants grouped together into four main categories: Labour, education, family and refugees. The term 'refugee' means 'immigrated for refugee-like reasons', and is not limited to convention refugees. The data from the Aliens register also opens up for more detailed subdivisions. One example: Family-related migration can be distinguished between reunification, accompanying person and formation/extension, and for family formation, whether the person already living in Norway had an immigration background or not. The classification is mainly based on assessments of dates of immigration and marriage (when relevant) of both the immigrant and the reference person, and on registrations of that variable in the Aliens register.

For the years prior to 1990 all immigrants coming as asylum seekers, convention refugees and their families have been registered for a period as long back as the 1970s. Thus, for the years before 1990 it is only possible to identify whether an immigrant came as a refugee or not.

In theory all registrations from the Aliens register can be linked to immigrants residing in Norway, however only the most useful for administrative purposes are included as core variables in the CPR. Statistics Norway receives all the data from the Aliens register once a year and can link these data to the CPR and produce statistics. Only residents with a legal permit for stay are included in the CPR.

Citizenship

Only one citizenship status is registered in the CPR with a corresponding day for acquisition of citizenship. The main rule on acquisition upon application is that any person has a right to Norwegian nationality if the applicant at the time the administrative decision is made has provided documentary that clearly establishes his or her identity and has spent a total of seven years in Norway during the last ten years. In addition there are some newly introduced requirements on Norwegian language training, the applicant can have no criminal record in the waiting period and must be released from the previous nationality(ies). Norway does not support dual citizenship, but individual surveys have shown significant proportions with dual citizenship for immigrants from certain countries. The new naturalisation law will in principle not accept dual citizenship. In addition, there are some special rules for persons who are married to Norwegian national where the applicant only has to have been resident in the realm for the last three years. The same rules apply for registered partners and cohabitants. Nordic nationals may be entitled to Norwegian citizenship after having resided in Norway for only two years.

Asylum seekers

Asylum seekers are not registered in the CPR before they are given a residence permit that enables them to stay for six months or more. There is one important exception. During the period 1987 to 1994 asylum seekers were counted as immigrants, and

therefore also as residents of Norway, even though their applications for a residence permit had not been completely processed. Before and after this period only asylum seekers with a granted permit to stay have been registered. Asylum seekers who have been given a permit are registered when they are settled in the local municipality, not upon the time of arrival to Norway. The Directorate of Immigration publishes on a monthly basis the number of persons seeking asylum in Norway by country of origin.

Irregular migration

Irregular immigrants are obviously not registered in the CPR. Statistics Norway has lately done an attempt to find a method to estimate the number of irregular/undocumented migrants (Zhang 2008). The study found that the irregular residents population of non-EU origin is estimated to be 18 196 by 1.1.2006. This constituted 0.39% of the official population of Norway in 2005. The estimated lower and upper bounds of a 95% confidence interval are 10460 and 31917, respectively. Of the estimated total irregular residents, 12325 were previous asylum seekers, and the rest, 5871, were persons that had never applied for asylum.

Measuring integration, discrimination and diversity

In general the rich variety and availability of administrative data opens up for detailed monitoring on how immigrants integrate in the Norwegian society. By using this system of integrating and linking data from the CPR with administrative sources we can give accurate and detailed statistics on how immigrants perform on different social arenas compared with the population as a whole. The system is also ideal for longitudinal studies, measuring integration development over time. This is especially true for areas where there is a long history of using administrative records for statistical purposes, such as registers on employment.

Some topics are however not covered by the administrative registers. One example is education taken by immigrants before entering the country. Furthermore some administrative sources, such as most health registers are not available due to legal restrictions. Also, the administrative data does not measure the softer aspects of immigrants' living conditions or any kinds of norms and attitudes, and has to be supplemented by surveys.

Employment

The most important source on how immigrants do in the labour market is derived from register data. The register statistics on the employment and unemployment among immigrants are based on several sources: Data from the Register of Employees and the Unemployment Register, both at the Norwegian Labour and Welfare Administration and information from tax files from the National Tax Administration. Annually Statistics Norway produces statistics on *Employment among immigrants*, *Unemployment among immigrants* and *Employee statistics for immigrants*. The official statistics on employment and unemployment for the whole population is based on the same system. The statistics on immigrants' labour participation correspond to, and can be compared to, the figures for the population as a whole.

Persons who move to Norway for a shorter period than six months as individual employees, self-employed, or are employed by a foreign employer selling their services in Norway, are not included in the regular population/labour market statistics. From 2006 statistics on this group have been published. The statistics on employment and unemployment among short term immigrants are intended to provide better data on inflows not captured in the regular labour market statistics. This statistics do probably not yet have a full coverage of the target group.

Immigrants are also identifiable in data from the Labour Force Survey (LFS). There are however too few immigrants in the sample to produce detailed statistics on subgroups etc. (see Villund 2008). As a member of EEA, Norway follows the European LFS-regulations, and carries out the module on migrants in 2008.

Data from the survey "Living conditions among immigrants" conducted in 1983, 1996 and 2005/2006 is an important supplement to the register based data on topics not covered by the administrative data (Blom and Henriksen 2008).

Income

The main data source on immigrants' income is based on "The Income Distribution Survey". From 1986 to 2004 it was based on a representative sample survey. From 2005 and onwards it is based on a total count. Income data are received by linking different administrative registers and statistical data sources for the whole population as in the end of the fiscal year. Income and biographical data are collected from several sources; the most important is data from tax returns (wages and salaries, entrepreneurial income, pensions etc.). Data from the Tax Return is the basis for all of Statistics Norway's statistics on income for persons. The tax return statistics include data on all types of taxable income. Income statistics for immigrants are produced annually, two years after the current income year. In addition specific statistics on social allowance are produced annually.

Housing

Housing has so far not been covered by registers in Norway. Based on the Population and Housing Census 2001, there has been made attempts to establish a register of unique dwelling addresses, linking all resident persons to a dwelling. So far, it seems that the person/dwelling link is established on a satisfactory quality level for all groups, but the information about each dwelling is still of a rather rudimentary quality. For the time being, housing conditions for immigrants is best described through the 2001 Census, but the dwelling register is expected to be of good quality before the next Census in 2011.

Health

Compared to other integration variables, the information sources on immigrants' health are poor. Norway does not have an individual based health or patient-register that is available for linking to the CPR-system. Neither has there been conducted a national survey on immigrants health, only local ones. However, the survey "Living conditions among immigrants" covers some areas regarding immigrants' health situation, and gives the best information on the national level.

Education

Statistics on education is also derived from administrative registers and statistics on immigrants' education undertaken in Norway is good. Statistics on how immigrants and their children perform in the educational system compared to the population as a whole is produced on a regular basis. For lower and primary education the data sources are not particularly rich, as at the lowest grades there are no personal identifiable registers. For upper secondary schools and universities the data sources are richer and statistics on throughput and marks are published for immigrants and for the population as a whole.

However, Norway does not have a systematic way of collecting and storing data on immigrants' education taken abroad, before arriving to Norway. Some surveys have been conducted but with high non-response rates. As a consequence the information on educational background is not as good for the immigrant population as for the population as a whole. The register on the population's highest level of education lacks information for about a third of the immigrant population. This is especially dominant among recent arrivals. A new survey is planned together with the Census in 2011.

Family

Since 1975, family statistics have been produced on the basis of information from the CPR. From 1993 cohabiting couples with at least one common child were incorporated. Since 1995 registered partnerships of same sex couples were included. The introduction of a unique address for all dwellings made it possible to produce statistics also for cohabiting couples without common children. Furthermore, the introduction of a unique address for all dwellings made it possible to produce an annual household statistics based on registers and formal address, statistics according to the household-dwelling concept.

Persons are grouped into families in the CPR through the allocation of family numbers. The family number is maintained by reports on marriages, divorces, deaths, migrations etc. Families in the CPR comprise married couples with or without children, lone parents with children and persons living alone. Only children who are registered on the same address as their parent(s) are counted as family members. Due to the before mentioned problems with the Dwelling register, the quality of family statistics is probably better than of household statistics, especially for immigrants.

Political participation

Several aspects of political participation among immigrants are covered by Statistics Norway, ranging from electoral turn out to the representation of immigrants in the local municipality boards. All statistics are based on electoral rolls and municipal registries of eligible and elected representatives. This information is linked to the CPR-system to identify persons with immigrant background. For both national and local elections the number of immigrants eligible to vote and the subsequent electoral turnout among immigrants is published. From 2007 the election statistics also include information about candidates with immigrant background and whether a representative in the municipality board has immigrant background or not. In 2007 there was also a survey on how the immigrants voted in the local election.

Crime

Most police and judicial administrative records use the pin-code so in theory most of these records can be linked to CPR-system. Some studies on immigrants and crime have been conducted by Statistics Norway, but none on a regular basis.

Discrimination

Statistics Norway has since 2000 been involved in the development of methodology to measure the nature and extent of discrimination. From 2004-2006 Statistics Norway participated in a project named *Common Measures for Discrimination* in co-operation with NSOs from Denmark, the Netherlands, Czech Republic and Portugal. The project funded by the European Union also involved complaints bodies and ombudsmen from the countries mentioned above, and resulted in two reports with descriptions of data availability and recommendations (Olli and Olsen ed. 2005 and 2006).

The European Commission is designing activities to develop a data knowledge base in the field of anti-discrimination. Its work was supported by a specially formed Working Group on Data Collection, composed of representatives from selected Member State authorities, national and Community statistical authorities, groups exposed to discrimination and the Commission's relevant units, including the Anti-Discrimination unit. Statistics Norway participated in this Working Group of data collection from 2004-2006.

From 2008 Statistics Norway is involved in Eurostat's Task Force on Equality Statistics. The mandate of this Task Force is to present recommendations and proposals on indicators to measure discrimination in and between European states for the Directors of Social Statistics.

Recently, Statistics Norway published a report from a survey on Living Conditions among Immigrants 2005/2006 (Blom and Henriksen 2008). The report includes analyses of perceived discrimination among immigrants in Norway, and it shows that near half of the immigrants in the survey have had negative experiences due to their ethnic or immigrant origin.

Annually Statistics Norway conducts a survey on attitudes towards immigrants in Norway. This survey includes some questions comparable to the European Social Survey, and it shows that Norway ranks as one of the more tolerable countries towards immigrants in Europe.

Quality and scope of data collection.

Quality of data

The fact that the register was established primarily for administrative and not statistical purposes is important, because it determines the quality of the statistics. A register made only for statistical purposes would probably not manage to keep its data quality over time, due to lack of personal interests in keeping it updated. On the other hand, the definition and selection of variables in such an administrative register might not be the best for statistical and analytical purposes. Statistics Norway does not own the register, and changes might be introduced against our priorities. Statistics Norway will

be consulted before any substantial changes in administrative registers, and normally there are common interests between the statisticians and other users.

The general and frequent use of the CPR is essential to the quality of the statistics. You can't have a salary, drive a car, have access to health services, open a bank account, or buy a house etc. without the PIN-code given to you upon registration. It is an integral part of being a Norwegian resident. Thus, as the information from the register system is so widely used, we may reasonably assume that all serious quality problems have been uncovered, although not necessarily solved. The most serious problems (not related to migrants) are linked to place of residence of young persons, mainly students, where the registration rules are not in accordance with the principles for population statistics. The great majority of immigrants are included, if not always on their exact date of arrival, because it is very difficult to live in Norway for any length of time without being registered. Information on their address might be of lower quality. Those given a PIN-code will normally be legally resident immigrants.

The number of persons living in Norway illegally is difficult to gauge precisely but one study estimates the number to be around 0.4 percent of the population (Zhang 2008).

One problem is linked to the emigration of immigrants. Many of these are unaware of their obligation to notify the register upon departure, and even if they knew, they might not see any reason for doing so.

For some foreign workers it might be in their employers' or their own interest not to de-register, and such cases can obviously affect the reliability of the statistics on both stocks and flows. Estimates made around 1990 indicated that between 10,000 and 15,000 foreigners had left the country without being de-registered. The majority of these were oil-workers from origin countries such as, for instance, the UK and the USA, with fewer third world migrants than might have been expected. Since then, the system for de-registration has been improved. Whenever personal rights and other interests depend on register status, e.g. voting rights or ownership rights, these pose risks to register quality. In the last years we have seen a development of what we have coined „Active Population Registration“. Immigrants that have permits that have expired are written out of the system. The same goes for other persons if there is not registered any “activity” in any register on their part during some years, and where the local register workers and the municipality cannot find any evidence of continued stay in Norway. This also entitles active cooperation with the police and the Immigration Authorities.

In Sweden there has been some discussion on the reliability of mortality data of migrants as they fail to report emigration thus distorting among other mortality rates. These are probably problems that Norway faces as well, but the numbers involved are probably low, as the immigrants are still young.

Experiences from the survey of Living conditions among immigrants showed that the address information on some groups of migrants is not as good as for the rest of the population. This could pose a problem for the statistics produced from the system, especially for regional breakdowns.

Accessibility of data

Individual data

Micro-data are available either from Statistics Norway or from the Norwegian Social Science Data Archive (NSD). NSD receives survey data from Statistics Norway data that are available for research, and they are serving the research community free of charge. Micro data may be communicated to research and for planning purposes. Non-sensitive anonymised micro data may on certain specified conditions be distributed with a notification to the Data Inspectorate. Delivery of sensitive data assumes as a main rule that the researchers in addition have concession from the Data Inspectorate, and that the data have been made unidentifiable. Register data is mostly available through Statistics Norway for research purposes. It will normally be easier to have Statistics Norway, against covering their expenses, to do tabulations and estimations, than to have access to micro data files. It is easier to have access to micro data for users in Norway than abroad, due to the Privacy Act.

Aggregate data

Statistics and analyses are available on ssb.no/en. The statistics may be used free of charge by everybody as long as Statistics Norway is quoted as the source. Aggregate data can be obtained from the Statistics Bank ssb.no/english/statbank where most of the core tables on the immigrant population and living conditions among immigrants are published. Other than that tables are published for each topic under the title "Daily statistics". More detailed tables or distributions than those publicly available might be produced upon request to Statistics Norway.

Conclusions

o Statistics on population stocks and demographic characteristics of the population is based on data from the Central Population Register (CPR). As described in section above, all vital events (births, deaths, marriages, national and international migration etc.) and demographic characteristics like age, marital status, citizenship, number of children, place of birth, national background (including parental country of birth), and year of first immigration are registered in the CPR. All events are registered with a corresponding date so statistics on the stock of immigrants can be produced for any given time. On an annual basis Statistics Norway produce statistics on the stock of immigrants residing in Norway, all based on data from the CPR. Information on ethnic origin, language and religion is not registered in the CPR.

o Based on the register information, there are a number of possible ways of identifying immigrants. We could, as many do, use citizenship, but this poses a number of limitations and pitfalls, especially for comparative analysis. The main problem relates to the fact that individuals do change their citizenship through naturalisation and that naturalisation varies greatly between countries. Country of birth is arguably a better indicator since it is invariant. Still it is important to be able to clearly identify different generations since many of the offspring of immigrants have the same living conditions as their parents, and some of them retain demographic behaviour patterns similar to theirs. It is for this reason that Statistics Norway has developed a standard classification based on parental country of birth for demographic analysis as well as for

the study of other aspects of immigration like living conditions, discrimination and citizenship.

o Statistics Norway can link the CPR to other registers for statistical and analytical purposes.

In general the rich variety and availability of administrative data opens up for detailed monitoring on how immigrants integrate in the Norwegian society. By using this system of integrating and linking data from the CPR with administrative sources we can give accurate and detailed statistics on how immigrants perform on different social arenas compared with the population as a whole. The system is also ideal for longitudinal studies, measuring integration development over time. This is especially true for areas where there is a long history of using administrative records for statistical purposes, such as registers on employment.

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IX Conduct of Law Enforcement Officials

139. The text in paragraph 139 given during the dialogue with ECRI, has not been taken into account. We therefore repeat the following text since ECRI's description is a misconception of the facts:

139. One of these cases, in which a 48-year-old man of Nigerian origin lost his life following an arrest made in a social welfare office in Trondheim in September 2006, has received much public attention. Following a refusal on the part of officials to pay welfare benefits, the man became angry and two police officers arrived on the scene. Two of the officers tried to lead the man out of the office and when he forcefully resisted their attempt, one of the officers used a controversial grip called "choke hold" around his neck. The post-mortem report however showed that the use of this grip was not the cause of his death some minutes later. Two other police officers arrived on the scene to assist. The man was handcuffed and laid down on his stomach outside the office. As the man's need for respiration was influenced by the struggle, he died of asphyxiation as a result of the pressure on his body when he was laid and held down on his stomach by three of the officers. The subsequent investigation by the Norwegian Bureau for the Investigation of Police Affairs in May 2007 found no grounds to prosecute the one officer that did take part in the actual arrest. The case for the three officers arresting the man was closed since the investigation could not establish sufficient proof to meet the law's criteria of culpability. ECRI notes that following an appeal from the man's relatives, the Director General of Public Prosecutions ordered some further investigation into the case before making his decision. ECRI understands that, although a number of shortcomings were highlighted as concerns the knowledge of restraint position and positional asphyxia, the findings as concerns the officers' criminal responsibility were confirmed. The case has caused public protest, demonstrations and criticism about the investigation and its results. ECRI also understands that the Ministry of Justice has ordered a review of all complaints mechanisms against police misconduct, including the Norwegian Bureau for the Investigation of Police Affairs, whose results will be available in April 2009.

144. The text in paragraph 144 have been given during the dialogue with ECRI, but have not been taken into account. We therefore repeat the text since it contains essential information:

144. With the Act of 5 March 2004 No. 13, Parliament decided to establish a new centralised nationwide unit tasked with investigating complaints against members of the police and the prosecution service. The new unit is called the “Norwegian Bureau for the Investigation of Police.” One of the main reasons for the reorganisation was to achieve a high level of trust and legitimacy for such investigations. The new unit is assumed to fulfil the demands of ECRI recommendation number 144.”