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## **EUROPEAN SOCIAL CHARTER**

Comments submitted by  
Kirkens Bymisjon, “The Church City Mission”  
concerning the 20th National Report on the implementation  
of the European Social Charter

submitted by  
**THE GOVERNMENT OF NORWAY**  
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**CYCLE 2023**



**European Committee of Social Rights (ECSR)**  
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## **Comments from Kirkens Bymisjon to Norway's 20<sup>th</sup> National Report on the implementation of the European Social Charter – supplementary information on homeless/impooverished EU migrants in Norway**

Kirkens Bymisjon, 'The Church City Mission', hereby submits its comments and supplementary information to Norway's 20<sup>th</sup> National Report 2022 under the reporting procedure to the ECSR relating to the provisions belonging to thematic group 4 'Children, families and migrants'.

Kirkens Bymisjon is an inclusive, non-profit organisation which works in towns and cities across Norway among people who face adversity in life for various reasons. Our vision is that people in the city shall experience respect, justice and care in a manner than ensures their dignity. In our line of work, we often meet vulnerable and disadvantaged EU/EEC migrants. In this group, many lack security for basic needs such as food and shelter. Kirkens Bymisjon operates various services aimed at this target group in several different cities. The services include emergency accommodation, food service, sanitation facilities, information, guidance and legal aid.

The comments and considerations submitted seek to shed light on the situation for vulnerable and disadvantaged EU/EEC migrants in Norway. Our input on this subject primarily concerns the Norwegian government's compliance with the European Social Charter, specifically the right to housing (Article 31) and the right to migrant workers and their families to protection and assistance (Article 19).

Yours sincerely  
On behalf of Kirkens Bymisjon

(sign.)  
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## 1. Introduction

The efforts of public authorities to secure the basic social needs of impoverished EU migrants are currently very limited or absent. EU migrants who are not permanently established in Norway are not mentioned in the Norwegian government's reporting to the Social Rights Committee. Therefore, we would like to draw the committee's attention to the situation of this group, thereby providing the committee with a thorough foundation to request additional information and to examine whether Norwegian authorities are currently fulfilling their obligations towards this group. For a more detailed description of the circumstances of the group and the rules and practices of Norwegian authorities, please confer with our report of May 2023.<sup>1</sup>

## 2. Impoverished EU migrants in Norway

Kirkens Bymisjon encounters a faction of EU migrants in Norway who are at the bottom of the labour market hierarchy. There are significant barriers to both the Norwegian labour market and housing market, and many migrants struggle to fully integrate. Many come from impoverished circumstances in a different country, and therefore have limited education, language skills, and lack a social safety net. Some support family members in their home country and have an urgent need for income. This places them in a vulnerable social position and makes them susceptible to exploitation.

Kirkens Bymisjon has observed that there are two main groups of impoverished EU migrants in Norway. One group consists of individuals who are outside of the regular job market and earn income through informal work such as begging, magazine sales, and bottle collecting. They stay for short periods of up to three months, and many of them return multiple times a year for several years. Knowledge about this group is limited, partly because EU migrants on short stays in Norway are not registered. Based on our work, we know that many live in extreme poverty with insufficient security for basic needs such as food, shelter, and healthcare. A significant portion are European Roma and face extensive racism, discrimination, and harassment both in their home countries and in Norway. Many speak little Norwegian and English, and some are also illiterate.

Another group of impoverished EU migrants consists of labour immigrants who stay in Norway for longer periods but have a loose or unstable connection to the job market. They belong to the low-wage segment of the Norwegian labour market, with more instability and poorer working conditions. For example, they may work for staffing agencies and be leased out for assignments, have various short-term employment with temporary or on-call contracts, or work as self-employed contractors. Some work in the

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<sup>1</sup> Kirkens Bymisjon (2023). 'I COUNT. Bostedsløse EØS-migranter i Norge', available at <https://kirkensbymisjon.fra1.digitaloceanspaces.com/content/uploads/2023/05/24230100/I-COUNT.-Bostedslose-EU-migranter.pdf>.

informal sector or alternate between legal and illegal work. This group of labour immigrants is particularly vulnerable to labour exploitation and social dumping. Many have limited knowledge of their rights as workers in Norway, and the distance to government agencies and support services is often significant. Many of them work in industries vulnerable to economic fluctuations under precarious conditions, and unemployment is high within this group. They also face the greatest risk of work accidents and occupational injuries. Many perform physically demanding tasks and, in some cases, dangerous assignments without proper protection. This group includes both labour immigrants who have recently arrived in Norway and are in an establishment phase, commuters, individuals working in Norway for specific periods, and labour immigrants with more long-term or permanent residence. Some have also fallen out of the labour market due to illness, disability, or substance abuse problems.

### **3. Insufficient knowledge of EU migrants' living situation**

#### **3.1. EU migrants are not part of the statistics of homeless population**

Every fourth year, the Norwegian State Housing Bank (Husbanken) conducts a national survey of homelessness in Norway. These surveys are the most central tool for gathering knowledge about homelessness in Norway and provide an important foundation for developing policies, measures, and interventions in the field. The surveys have been designed to measure the results of Norway's housing social policy and have had a significant impact on municipalities' efforts to address homelessness. The survey is used, among other things, to identify groups with specific needs.

Until 2016, individuals without a fixed residence in Norway were not included in the Norwegian State Housing Bank's figures on homelessness. However, from 2020, they were included under the category 'persons with temporary residence'. The category includes various groups of foreigners, with the largest groups being EEA citizens and undocumented third-country nationals, i.e., individuals from countries outside the EU without legal residence in Norway. However, the survey method is not able to capture these homeless groups. The individuals surveyed by the Norwegian State Housing Bank must have some form of contact with or be known by the support system. Many individuals without a fixed residence in Norway have very limited social rights here and have little contact with government agencies and other support services, so they are not captured in the survey. Additionally, there were few EU migrants without a fixed residence in Norway when the count was conducted in November 2020, due to the pandemic and strict entry controls. The numbers for individuals with temporary residence were therefore very low, and the group accounted for only 1.8 percent of the homeless population (59 individuals).<sup>2</sup> Although EU migrants were included in the data in 2020, the survey does not provide a comprehensive picture of homelessness within this group. The Norwegian Institute for Urban and Regional Research (NIBR), which is

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<sup>2</sup> The total number of homeless people in 2020 was 3,325. In 2016, the number with temporary residence was 169 (4.1 per cent). They were not included in the total of 3,909.

responsible for the report on the survey, also acknowledges that underreporting is extensive, and that the registered number is too low.<sup>3</sup>

Kirkens Bymisjon has participated in the reference group for the Norwegian State Housing Bank's national survey of homelessness since its inception in 1996. We have encountered strong resistance to updating the model for the national surveys to include a proper count of individuals without a fixed residence in Norway. It has been considered advantageous to maintain the categories underlying data collection as similar as possible from one survey to another.<sup>4</sup>

### **3.2. Many EU migrants are not included in the official register for housing conditions**

Individuals without their own property, at risk of losing their housing, or living in unsuitable housing or living conditions are considered to be in housing need on the housing market. Statistisk sentralbyrå (SSB), the Statistical Central Bureau, has developed a register for housing conditions and a measurement method to quantify housing need. However, the housing conditions register only includes individuals who are formally registered as domiciled in Norway. EU migrants who are not registered in the national population registry are excluded.

Currently, there are very high thresholds for being registered as domiciled in Norway. Norwegian authorities require long-term contracts for both employment and housing, and many of the most vulnerable EU migrants do not meet these requirements. Many have been living and working in Norway for several years but lack a long-term employment contract and/or a stable housing situation. According to the current practices of the Norwegian Tax Administration (Skatteetaten), they cannot be registered as domiciled in Norway. A growing number of EU migrants are living in Norway for extended periods without being formally registered here. The exact number is unknown, but we believe it could be tens of thousands. These are individuals with up to 10-15 years of residence in Norway.

Non-domiciled EU migrants are often more vulnerable than domiciled. It is reasonable to assume that many non-domiciled EU migrants are in housing need, but there is currently no overview of their housing conditions or the number of individuals at risk of losing their housing.

### **3.3. Kirkens Bymisjon's charting of homeless EU migrants**

In November 2021, Kirkens Bymisjon conducted a mapping of homeless EU migrants in Oslo. We registered 209 individuals, with approximately 100 of them being rough sleepers or residing in emergency shelters. Additionally, we encountered 65 individuals temporarily staying with friends, family, or others. We also met some who reported

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<sup>3</sup> Dyb and Zeiner (2021), p. 119.

<sup>4</sup> Ibid, p. 124.

renting and given that we know many of them live in severe poverty, we assume that many lack stable or adequate housing.

The mapping was carried out at a time when the number of poor EU migrants in Norway was lower than usual due to the pandemic. Our estimate is that in a normal situation, there are around 250-300 acute homeless EU migrants in Oslo. The number will vary by season and may occasionally be higher.

A majority of the acute homeless individuals are EEA citizens on short-term stays in Norway who are outside the regular labour market. Many of them are Roma people from Romania. We also encountered some migrant workers and other EU migrants with longer stays in Norway who lack a stable and adequate housing situation. We have less oversight within this group and are unable to provide an estimate of how many are homeless, have an uncertain housing situation, or live under unsafe conditions. We only encounter a very small fraction of vulnerable migrant workers, and we believe that the problem is widespread. There is a great need for more knowledge about homelessness and poor housing conditions among poor migrant workers in Norway.

#### **4. Limited access to important welfare benefits**

Many EU migrants are excluded from important welfare schemes. They have limited rights in several areas. This is largely due to how existing regulations often poorly accommodate EU migrants who are not permanently settled in Norway. The legal and political framework is rarely updated and tailored to EU migrants. Several welfare schemes are designed for and limited to the settled population, leaving many EU migrants outside the scope. This includes individuals on short stays of less than three months and job seekers, but also many migrant workers who are currently excluded from essential welfare provisions. Presently, the regulations regarding social rights for EU migrants in Norway are unclear in several areas, administrative practices are restrictive, and there is very little policy development and political initiatives targeted towards vulnerable EU migrants.

The discussion here primarily revolves around EU migrants' actual access to housing and shelter. EU migrants in Norway are currently not guaranteed shelter, and there are hardly any provisions or measures to ensure access to housing and adequate living conditions for them. In a study on welfare provisions for migrant workers from 2003, the government assumed that 'an EEA citizen with a work permit generally does not receive assistance in finding housing but must manage this on the regular housing market'.<sup>5</sup> Twenty years later, the same principle still applies. The housing situation for EU migrants in Norway has not been subject to political discussion or adapted regulations, and there are no housing-related measures aimed at this group.

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<sup>5</sup> Kommunal- og regionaldepartementet (2003). 'EU-utvidelsen, arbeidstakere og velferdsordninger. Rapport fra en tverrdepartemental arbeidsgruppe.' p. 23, available at <https://www.regjeringen.no/no/dokumenter/eu-utvidelsen-arbeidstakere-og-velferdso/id105948/>

## **4.1. The current measures to combat homelessness**

According to the 20th Annual Report on the Implementation of the European Social Charter, the national strategy 'We all need a safe place to call home' (2021–2024) has three prioritised focus areas, one of which is that no one should be homeless. The transversal effort aims at reducing the number of homeless persons, and to prevent that more people become homeless. These efforts are, however, limited to the settled population, and a large number of EU migrants are currently not covered by the described measures. Norwegian authorities claim that the number of homeless individuals is decreasing. Yet, EU migrants are not included in these figures.

As already mentioned, EU migrants are not properly counted in the regular surveys of homelessness in Norway. There is also very limited knowledge about the housing conditions of this group. EU migrants are still not very visible in the official statistics on homelessness in Norway and the figures for housing market vulnerability, even though homelessness among this group has likely increased the most in the past decade. Due to the limited knowledge, there is little political attention given to preventing and addressing homelessness and poor housing conditions among migrants, and the housing policy is poorly tailored to this group.

The Norwegian efforts to combat homelessness have so far not included mobile EU citizens or non-domiciled migrant workers. EU migrants are not mentioned in national housing policies and strategies, and the actors responsible for implementing housing policies pay little attention to this group. EU migrants are not a prioritised group among those facing housing market challenges. Illustrative of this neglect, is the new housing policy law, which will come into effect in the summer of 2023. The act is limited to individuals who have a strong 'connection' to Norway. The legislative documents state that the threshold should be the same as the requirement for 'habitual residence' under the Act Relating to Social Services, which is currently enforced very strictly. As a result, large groups of EU migrants are excluded. The work to combat homelessness in Norway is currently focused on and limited to the settled population. The vision of zero homelessness does not appear to include EU migrants and others who do not have a permanent residence in Norway.

## **4.2. The limitations to the public aid provided by the Social Services Act**

### *4.2.1. Lack of clarity of the scope of the rights*

The Social Services Act § 27 states that the municipality has a duty to provide temporary accommodation for those who are unable to secure it themselves. However, only individuals with legal residence and a fixed domicile/habitual residence in Norway have full rights under the law, as emphasized by the government in its report on page 48 and 76.<sup>6</sup> Individuals without a fixed domicile and/or legal residence are generally

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<sup>6</sup> The government of Norway (22.12.2022), '20<sup>th</sup> Annual Report on the Implementation of the European Social Charter', available at <https://rm.coe.int/rap-rcha-nor-20-2023/1680aa5262>.



only entitled to information, advice, and guidance, and their right to temporary accommodation is very limited.<sup>7</sup>

The regulation chiefly differentiates between persons with or without legal residence in Norway. Considering persons *with* legal residence, it is further distinguished on the basis of whether the person has a fixed domicile. For those with such a domicile, the obligation to find temporary accommodation arises when someone is 'unable to do so themselves'.<sup>8</sup> Conversely, those with legal residence who find themselves *without* a fixed domicile, have the right to financial support and assistance in finding temporary housing in accordance with the law 'if they cannot provide for their livelihood'.<sup>9</sup> The wording for these two situations is different, but the significance of this has not been made clear. This begs the question of whether the state's obligation to intervene and provide aid arises at different stages.

The differentiation based on domicile is problematic as the concept of 'domicile' in Norway lacks a specific legal definition or regulation. Guidelines for interpreting domicile were considered necessary in 2011 but have not been proposed since. According to the Norwegian Labour and Welfare Administration, domicile is determined by factors such as civil registration of settlement, family ties, tax payments, and living/housing situation. Many EU migrants may not meet the domicile criteria, including job seekers and those with unstable work or living conditions.

For individuals *without* 'legal residency' in Norway, the conditions are stricter. They may, in a 'state of emergency', receive assistance in finding 'temporary accommodation' according to the law for a 'short period', 'until it is practically feasible for them to leave the country.' According to the circular, in most cases, it will be a matter of a few days. The term 'state of emergency' is not defined in the regulation, and it is unclear whether it is sufficient for a person to lack a place to sleep for the next 24 hours or if extraordinary circumstances are required. Furthermore, the regulation is designed with third-country nationals in mind who are unlawfully present and have an obligation to leave the country, and it is not well-suited for EEA citizens. An EEA citizen is not obligated to leave the country based on the assessment of 'legal residency' by the NAV office, and NAV's assessment only affects the complainant's rights under the Social Services Act and not what may be derived from the EEA agreement.

As the material scope of the right is dependent on the status and situation – residence and domicile – of the person in question, the distinguishing criteria should be precise and clear. The current wording of the law and its regulation is ambiguous, and the supplementary sources do not provide sufficient material to determine the consequences of these vague terms for the rights of certain groups.

In any case, the duration of the municipality's obligation to provide temporary accommodation is unclear. The regulation states that for individuals with legal residence but without a place to live in Norway, the right to housing applies 'until the

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<sup>7</sup> As stipulated in the regulation of the Social Services Act of 2011 § 1 and § 4.

<sup>8</sup> Social Services Act § 27

<sup>9</sup> Regulation of the Social Services Act § 1 (2)

person can be expected to receive assistance from sources in their home country'. It is suggested that this assistance should be arranged within a few working days. For individuals without legal residence, the requirements are stricter, and in most cases, the provision of housing is expected to last only a few days. Despite different formulations regarding persons with and without legal residence, it remains uncertain whether there is a distinction concerning the limitation of the duration of assistance.

#### *4.2.2. Restrictive practice of the rules*

The rule regarding temporary accommodation for individuals without legal residence and/or a fixed domicile is strictly enforced in Oslo. The municipality interprets the rule in such a way that it only has a responsibility to offer overnight accommodation when sleeping outdoors poses a danger to life and health. However, the municipality does not consider itself obligated to provide temporary accommodation to EU migrants without full rights under the Social Services Act in other cases.

The municipality establishes a separate winter accommodation offer to address the health risks related to lack of shelter during extremely cold nights (see section 4.4 for a more detailed description). This offer is available to individuals without a fixed residence in Norway. However, for individuals who are particularly vulnerable due to specific health reasons or other circumstances, accommodation may be provided in other cases as well. Unfortunately, there are no clear guidelines determining when a person is considered to be in an emergency situation or when there is a health risk that justifies the provision of accommodation.

Based on our experience, it seems that the threshold for receiving accommodation based on individual circumstances is very high. We have come across numerous instances where individuals with severe physical and mental illnesses have been referred from the Social Ambulant Acute Service (SAA), a 24-hour social service connected to the emergency medical service, to our emergency accommodation. This leaves an impression of public authorities neglecting to take responsibility for this group.

It seems that in Oslo, there is no differentiation between individuals with and without legal residence, as accommodation is typically provided for only a few nights, regardless of legal status.

Our knowledge about how these regulations are implemented in other parts of the country is limited. We have not come across examples where the authorities have taken human rights obligations related to housing and shelter into consideration and provided accommodation or other emergency assistance based on those obligations.

It is important to note that a significant number of EU migrants in Norway have no or very limited rights/access to accommodation. This highlights the pressing need for more comprehensive and inclusive solutions to address the challenges faced by this vulnerable group. Kirkens Bymisjon therefore suggests that the committee further investigates whether the restrictive practice of these rules is in accordance with the obligations under the EU Social Charter.

### **4.3. Migrant workers excluded from social welfare programs**

To illustrate the consequences for EU migrants of unclear limitations to public benefits and a restrictive practice, the situation for migrant workers is pertinent. Several important welfare schemes are tied to domicile, and the way the rules are currently enforced, many individuals who actually live in Norway are not considered to be domiciled here. Individuals without long-term employment contracts and/or a stable living situation often fail to meet the requirements. Many migrant workers, including those who have lived and worked here for several years, have very limited social rights in Norway. For example, they do not have the right to a regular general practitioner (GP), social assistance, temporary housing, or various housing-related services. They are also not granted a bank ID, which poses significant practical problems and can hinder their access to essential rights.<sup>10</sup>

The current ambiguous regulations and strict administrative practices contribute to exacerbating the risk of homelessness and inadequate living conditions for large groups of migrant workers. Being socially vulnerable is now an argument against receiving social protection, and an unstable living situation makes it more difficult to access public assistance. The current implementation of the regulations means that some of those who have the greatest need for welfare services are not considered eligible for them.

In addition to limited rights, many migrant workers face practical barriers and struggle to access the rights they actually have. Many lack knowledge about their rights, have limited proficiency in Norwegian and English, limited digital access, and may encounter significant difficulties when dealing with a bureaucratic and digitized system. They are not entitled to legal aid and receive little information and guidance from the authorities. Many suffer significant legal setbacks.

### **4.4. The options available to impoverished EU migrants outside the scope of the public system**

Norway currently lacks an overarching strategy or official policy towards poor EU migrants. In some cities, there are separate humanitarian services for this target group, primarily operated by non-profit organizations. However, these services are few and have limited capacity. The offerings include emergency accommodation, food provision, sanitation facilities, information, advice, and guidance. They have emerged as a response to acute humanitarian needs among migrants who are unable to access the public system. There is no regulation specifically addressing emergency accommodation or other services tailored to poor EU migrants, either in terms of legal entitlements or requirements for the nature of such offerings. As a result of their position outside the scope of the Social Security Act, the group is rendered dependent on the unpredictable solution of emergency accommodation or other humanitarian programmes.

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<sup>10</sup> For an in-depth analysis of this issue, see chapter 5.5 of our report of May 2023.

In Oslo, Kirkens Bymisjon provides emergency accommodation with 80 spaces for women and couples, while Oslo Red Cross operates a facility with 55 spaces for men. Both facilities are open during the evening and night but remain closed during the daytime. Kirkens Bymisjon's facility operates from 6:00 PM to 7:30 AM, with shared rooms and bunk beds for four individuals. Guests can stay for up to five nights, and those with reservations can enter between 6:00 PM and 9:00 PM. If the facility reaches full capacity, a lottery is conducted at 9:00 PM to allocate the remaining spaces. Red Cross's facility is open from 9:00 PM to 7:30 AM, with individuals sleeping on field beds and having the option to reserve a space for up to five consecutive nights. Both accommodations charge 15 NOK per night.

However, the existing emergency accommodations do not meet the actual demand, and many individuals are turned away, especially during high-demand periods like November. Additionally, we are aware that some individuals are dissuaded from even seeking these services as the insufficient number of available spaces is well-known. As only partially funded by the government, non-profit organisations typically rely on their own funds to finance a significant portion of the services. In Oslo, Kirken Bymisjon covers a substantial part of the expenses themselves. Limited resources therefore hinder the expansion of these facilities. Moreover, the accommodations are designed for individuals who are self-sufficient and do not require extensive assistance or support. This is due to the nature of the accommodation itself; the primary objective is to provide simple and basic shelter to maximise the possible capacity given the limited resources. Therefore, it is unable to accommodate individuals with special needs due to influence of substances or medical reasons, as they require a stability and closer monitoring that exceeds this type of rudimentary accommodation.

On extremely cold nights, an emergency accommodation service called 'Vinternatt' is available, fully funded by the Oslo municipality and operated by The Salvation Army. This service caters to individuals without a fixed residence in Norway and opens on nights when prolonged exposure to the cold is deemed a health risk. The service provides basic sleeping arrangements and access to toilets, accommodating up to 100 people per night. The threshold for the provision of this service is quite high, as it only opens when temperatures have dropped to what is experienced as negative 10 degrees Celsius.<sup>11</sup>

While smaller overnight accommodations for poor EU migrants exist in other cities, most Norwegian municipalities lack dedicated services for this target group. The overall situation highlights the need for comprehensive strategies, increased resources, and appropriate services to address the needs of impoverished EU migrants in Norway.

The options available to those outside the scope of the Social Services Act are quite limited in terms of capacity and predictability. The facilities are not always equipped to handle persons with special needs, often resulting in the neglect of this group as there are currently no adequate services available to them. Additionally, the extra efforts to

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<sup>11</sup> Norges institusjon for menneskerettigheter (2022), 'Bostedsløse EØS-migranternes rett til husly – en utredning', p. 6, available at <https://www.nhri.no/wp-content/uploads/2023/01/Bostedsløse-EOS-migranternes-rett-til-husly-utredning.pdf>

shelter people during colder nights are only employed once the lack of shelter has already become a health hazard. Further considering how non-profit initiatives for emergency shelter have expressed concerns for their lack of capacity, and the government fails to acknowledge certain groups that are wholly reliant on these charitable options, it is not evident that the Norwegian government has put sufficient effort into securing shelter.<sup>12</sup>

## 5. Concluding remarks and suggestions

There are large groups of EU migrants in Norway who are not guaranteed shelter and have pressing unmet social needs. Many, including individuals who live and work in Norway, are excluded from important welfare provisions. Additionally, many of them face practical difficulties in accessing their rights. The lack of access to the welfare system exacerbates the risk of homelessness. Due to the government's adoption of a strategy based on subsidising the households and not the houses, the right to housing and shelter is directly linked to the attachment and membership to certain groups of people.<sup>13</sup> Consequently, the question of the particular group a person belongs to is of increased importance, as it may result in falling outside the existing support schemes. Thus, many are left in a fickle situation, given the current absence of a well-developed and complete system for emergency accommodation and guaranteed minimum rights for all people on the territory.

Currently, there is no safety net to assist EU migrants who are not entitled to social services and housing initiatives. Some do not fulfil the criteria that determine the rights guaranteed by the Social Services Act, nor are they guaranteed emergency accommodation. As demonstrated in section 3, this concerns a not unsubstantial group in society, wherein the majority has legal residence and some even form part of the Norwegian labour force. Yet, the group has to a very limited degree been recognised and considered by the Norwegian government when assessing its compliance with the European Social Charter.

Kirkens Bymisjon therefore urges the Social Rights Committee to assess whether Norwegian authorities are currently complying with their obligations under the Social Charter regarding impoverished EU migrants in Norway. Firstly, it is worth assessing both whether the criteria for public social services are sufficiently clear and in conformity with human rights obligations. With reference to the former, the limited legal security is primarily due to the high thresholds for eligibility caused by the determination of 'connection' through the condition of legal 'domicile'. Considering the points made in section 4.2.1, there is reason to question whether the criterion has been thoroughly clarified and regulated. Secondly, whether the current practice and efforts of

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<sup>12</sup> The government of Norway (22.12.2022), '20<sup>th</sup> Annual Report on the Implementation of the European Social Charter', p. 78, available at <https://rm.coe.int/rap-rcha-nor-20-2023/1680aa5262>.

<sup>13</sup> The government of Norway (22.12.2022), '20<sup>th</sup> Annual Report on the Implementation of the European Social Charter', p. 79, available at <https://rm.coe.int/rap-rcha-nor-20-2023/1680aa5262>.

emergency accommodation is adequate also warrants scrutiny. The absence of an overarching and standardised solution for emergency accommodation to guarantee shelter in severe cases, hinders predictability and the possibility to adapt to individual needs. The limited availability and consistency of emergency accommodation has also been brought into question by the Norwegian Institution for Human Rights.<sup>14</sup>

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<sup>14</sup> Norges institusjon for menneskerettigheter (2022), 'Bostedsløse EU-migranternes rett til husly – en utredning'.