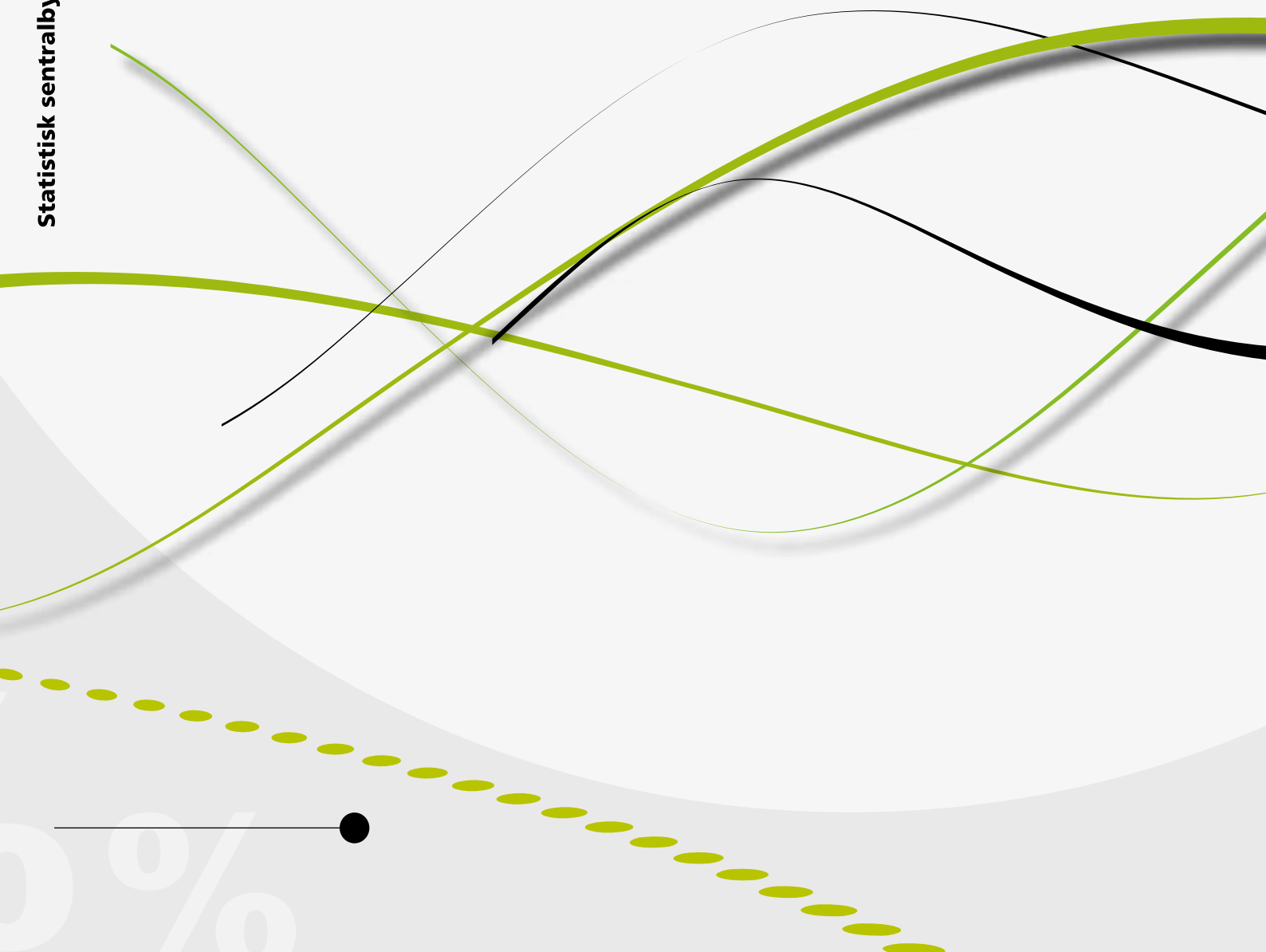


*Lars Østby*

## **The population with an immigrant background in 13 municipalities in Norway**





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in 13 municipalities in Norway**

*Reports* In this series, analyses and annotated statistical results are published from various surveys. Surveys include sample surveys, censuses and register-based surveys.

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## Preface

This report was originally published in Norwegian as the introductory chapter of «Immigrants and Norwegian-born to immigrant parents in 13 municipalities» (Høydahl 2014). The original report has 21 chapters. It presents the demographics and living conditions of persons with an immigrant background in 13 municipalities and 7 districts with the highest share of immigrants in Norway.

The first chapter of the original report is written by Lars Østby, Senior Researcher at Statistics Norway. It has been translated into English by Carol Hognestad at Transproof. This report provides an analytical summary of the situation in the 13 municipalities.

Even Høydahl was editor of the original Norwegian report. In addition Elin Såheim Bjørkli, Minja Dzamarija, Einar Goplen, Unni Grebstad, Laila Holmen Lystad, Ghazala Naz, Bjørn Olsen, Øivind Rustad, Bjørn Thorsdalen and Frøydis Strøm at Statistics Norway have contributed. The Head of the Division on Population statistics, Paul Inge Severeide, contributed with valuable input and advice. Marit Berger Gundersen and Kirsten Aanerud produced the figures, and Helga Nordermoen was responsible for the lay-out.

The Directorate of Integration and Diversity (IMDi) and The Ministry of Minister of Children, Equality and Social Inclusion have sponsored the publication.

Statistics Norway, 5 January 2015

Hans Henrik Scheel

## Abstract

This report presents the follow-up of a project Statistics Norway did for The Directorate of Migration and Diversity (IMDi) in 2006-2007 (Aalandslid 2007). The background for that project was IMDi's need for a better knowledge basis for their activities, in particular for their policies towards the municipalities with the largest numbers of non-western immigrants. In this new report, it is our aim to give an update of the 2007-project, with new figures and standard classifications, to include new variables and new knowledge, and to describe the basic changes in the migratory pattern since 2006.

The most important change since 2006 is the strong increase in the number of immigrants, in particular from the new EU member states. In 2012, most immigrants were from Poland, Lithuania, Sweden, Somalia and Eritrea, ten years earlier, Sweden, Russia, Somalia, Denmark and Afghanistan were top five. In 2003, 27 000 foreign citizens moved to Norway, in 2013 the number was 72 000. In 2007, only 10 000 Norwegian-born to immigrant parents had reached the age of 20, seven years later the number was more than doubled.

The data used in this publication are all, directly or indirectly, taken from the Central Register of Population (CRP). Everyone with a legal right to stay in Norway, and with an intention to stay for at least six months, should be included in CRP. Individual records from the CPR are linked with a number of other registers available in Statistics Norway.

At the beginning of 2013, Norway had 593 000 immigrants (11.7 per cent of the population) and 117 000 Norwegian-born to immigrant parents, together 14.1 per cent of the total population. In 2006 the numbers were 320 000 and 68 000, respectively. Of all immigrants and Norwegian-born to immigrant parents, 42.6 per cent had a background from EU etc., 57.4 per cent had a background from Africa, Asia etc. The largest groups of immigrants came from Poland, Sweden, Lithuania, Germany and Somalia (between 77 000 and 24 000). The largest numbers of Norwegian-born to immigrant parents had their background from Pakistan, Somalia, Vietnam, Iraq, Turkey, Poland and Sri Lanka (15 000 to 6 000).

In 2013, three of ten inhabitants in Oslo were immigrants or Norwegian-born to immigrant parents. In 2006 one third of those with an immigrant background in Norway lived in Oslo, in 2013 it was one in four. From 2006 to 2013 the number of immigrants and Norwegian-born to immigrant parents increased with 325 000 individuals, almost 80 per cent of the total population growth of 410 000 individuals. The last few years, the population growth of Norway has been slightly higher than the global population growth; 1.2 per cent versus 1.1.

## Sammendrag

Rapporten er en oversettelse av innledningskapitlet i *Lars Østby: Befolkningen med innvandrerbakgrunn i 13 kommuner*. Rapporter 2014/23 Statistisk sentralbyrå.

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## 1.1 Introduction

This project has its origins in a project that Statistics Norway carried out for The Directorate of Integration and Diversity (IMDi) in 2006 and 2007 (Aalandslid 2007). IMDi found the project extremely useful, and published all of the chapters in Aalandslid (2007) as separate reports (IMDi 2007 a-k). The background for the project in 2007 was IMDi's need for a better knowledge base, particularly in relation to policy-making for the municipalities in Norway that had the most "non-western immigrants" (a term that is no longer in use). The present project aims to update the 2007 project with new figures and standard categories, and to include new insights and new variables that have been created since the original project. It will also describe the sometimes major changes in the nature and scope of immigration that have taken place since 2006. These changes have been given a lot of attention in statistics and analyses in recent years (see for example Henriksen et al. (ed.) 2010, Østby and Henriksen 2013, Andreassen 2013, and others), but the consequences of the changes for the pattern of immigration and integration in the largest municipalities also need greater clarification than has been the case until now.

In 2007, the results of the project were published as a single paper publication. This time the results will only be published electronically, with a separate report for each of the 13 municipalities and 7 districts, in addition to this report, which summarises the other reports. The reports are available in Norwegian at <http://www.ssb.no/en/befolkning/artikler-og-publikasjoner/immigrants-and-norwegian-born-to-immigrant-parents-in-13-municipalities>

### *Key changes since the previous project*

The main thing that has happened in immigration since 2006 is probably the strong increase in the annual number of immigrants, particularly nationals of the new member states in the EU. This change began with the 2004 expansion<sup>1</sup>. The expansion in 2007<sup>2</sup> has so far had a more modest impact on the Norwegian immigration figures. The addition of Croatia in 2013 has had no impact on our data series, which stops at 1 January 2013. In 2012, most immigrants arrived from Poland, Lithuania, Sweden, Somalia and Eritrea, while ten years earlier, in 2003, most arrived from Sweden, Russia, Somalia, Denmark and Afghanistan. In 2003, just under 27 000 foreign nationals moved to Norway, and in 2012 the figure was 70 000.

Another important innovation is that since late 2006 we have been able to provide figures for residence permits for non-Nordic citizens dating back to 1990. This is a new variable and could not be included in the 2007 version.

In 2007, there were still relatively few Norwegian-born to immigrant parents who had reached the age of 20 years; 10 000. There were, therefore, many factors that could not be analysed for this group. In 2013, this figure has more than doubled; 21 500, and it is now far more relevant to give figures for this group's participation in higher education and employment. This project will therefore provide many more separate figures for immigrants and Norwegian-born to immigrant parents than the last project, and so far as it is natural and possible, these two groups will not be merged into one.

We have changed the groupings of countries, and figures in this publication are not therefore directly comparable with the figures for "non-western" immigrants that were published in 2007. In 2007, we described the 12 municipalities with the

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<sup>1</sup> Estonia, Latvia, Lithuania, Poland, Slovakia, Slovenia, Czech Republic, Hungary, in addition to Cyprus and Malta

<sup>2</sup> Bulgaria and Romania

highest number of “non-western” immigrants. In 2008, we moved away from this grouping, which had consisted of immigrants from Europe outside the EU’s 15 member states and other countries in West Europe, from Asia, Africa, Latin America and Oceania excluding Australia and New Zealand. With the free and ever-increasing immigration from the new EU member states between 2004 and 2007, this classification could not be continued (Høydahl 2008). In order to understand the significance of this new immigration, we now examine immigration more as a whole, and provide more figures both for the EU, North America, etc. and for Africa, Asia etc. than we did before.

#### **Immigrants and Norwegian-born to immigrant parents**

Reference will be made in the text to *immigrants* and *Norwegian-born to immigrant parents*, alternatively ***persons with an immigrant background***.

Immigrant is defined here as persons born abroad to foreign parents, and who have immigrated to Norway. Norwegian-born to immigrant parents is used to describe persons born in Norway to two parents who are immigrants.

#### **Country background**

EU, North America etc. is an abbreviation of EU/EEA, USA, Canada, Australia and New Zealand. Also includes Switzerland.

Africa, Asia etc. is an abbreviation of Asia, Africa, Latin America, Oceania excluding Australia and New Zealand and Europe excluding the EU/EEA.

#### **Reason for immigration**

Reason for immigration is the reason for the first immigration, which is *labour immigration, family immigration, family reunification, family establishment, refuge, education and other immigration*. The reasons for immigration are described in more detail on page 35.

#### **13 municipalities and seven districts**

This project covers 13 municipalities. In order of number of immigrants, these are: Oslo, Bergen, Stavanger, Trondheim, Bærum, Drammen, Kristiansand, Sandnes, Fredrikstad, Skedsmo, Asker, Skien and Lørenskog (see Table 1.1). Asker has been included because there are so many immigrants living there, and we did not want to leave any of them out who were included the last time. Skien and Lørenskog are not among the 13 municipalities with the highest number of persons with an immigrant background, but the immigrants’ share of the total population in Lørenskog puts it in fourth place after Oslo, Drammen and Stavanger, but ahead of Skedsmo and the other municipalities. Lørenskog also has a large share of Norwegian-born to immigrant parents, with only Oslo and Drammen having larger shares. Skien was included in 2006, and should be retained in order to enable comparisons.

The municipalities that are closest to Stavanger in the share of immigrants and Norwegian-born to immigrant parents are Rælingen, Ås, Båtsfjord, Askim, Hemsedal and Træna, none of which are included in our project because these are relatively small municipalities, and the number of immigrants is far lower than in the municipalities we have chosen to include in Table 1.1. Of the municipalities we have included in our review, Skien and Trondheim have a somewhat smaller share of immigrants and Norwegian-born to immigrant parents in the population than the national average. All districts in Oslo have a higher share than the national average. Most immigrants among the municipalities that are not included in this report are in Sarpsborg and Tromsø, both of which have more immigrants than Skien and Lørenskog. Table 1.1 also includes some municipalities that are not included in the 13 reference municipalities. As the table shows, there is no clear gap between the municipalities we have included in the report and those we have not included.

In 2007, we also included information collected over the same basis for the five districts of Oslo with the largest “non-western” immigrant population. This was

natural since all of these districts had more “non-western” immigrants than Kristiansand, and the largest - Alna district - had 1 000 more “non-western” immigrants than Bergen. IMDi was and remains actively involved in the Groruddal project, which aims to improve the living conditions in the districts in Oslo east with the most immigrants. We are now expanding the sample of districts by two; Gamle Oslo and Grünerløkka. This is at the request of IMDi, and is natural since the immigrant shares and numbers in these districts are considerable. Also, a new area focus has emerged since the last time, and this relates to the sub-district Tøyen. The seven districts are not included in this introduction; their context can be found in the chapter on Oslo.

### ***Data sources***

All data in this publication is directly or indirectly obtained from the Central Population Register (CPR), which includes all persons with a legal residence in Norway who intend to remain here for at least six months. Persons who do not meet the requirement to be included in the CPR are therefore not included in our statistics. In addition to persons who should have been registered but are not, this particularly applies to workers who are in the country for short periods at a time, or who are seconded by firms in their home country (see Berge 2011). The CPR provides the necessary basis for defining immigrants and their Norwegian-born children, calculating the period of residence and marital status etc. Data from the register is also used for a wide range of links for creating statistics, such as those we present here. In part, the links are to other registers that Statistics Norway has access to, such as the employee register and the register of the population’s highest level of education. On the basis of information collected from the immigration authorities’ registers, every non-Nordic citizen who immigrated after 1989 is assigned information on their residence basis in Norway. In the previous round, we were only able to use information about refugee status.

As with all data sources, the Central Population Register also has problems with quality. These are particularly related to the lack of notice on emigration, which causes the number of immigrants in the country, and thus also in the municipalities, to be somewhat too high (Pettersen 2013). This may be especially related to the lack of notices on the return emigration of persons from the EU countries, since these could previously be administratively “emigrated” when their residence permit had expired. However, the new EEA permits give no such time limit, and it is particularly the number of registered resident immigrants from here that can be higher than in reality.

### ***Comparisons between the municipalities***

As a basis for the description of each municipality, we present in this report, a comparison of the municipalities. No new data has been included in this introduction in relation to the individual descriptions, but it is no doubt helpful in many areas to see the municipalities in relation to each other.

We will compare a number of demographic aspects and some living condition dimensions. Some dimensions are omitted because the groups are too small to make comparisons that are affected by anything other than chance. Skien has the fewest immigrants and Norwegian-born to immigrant parents, with 7 200; just 2 200 from the EU, North America, etc. This is fewer inhabitants than in an average Norwegian municipality, and there is no basis for making detailed analyses of demographics and living conditions, especially not for phenomena that are highly age-dependent.

#### **1.1.1 Key points**

As a basis for assessing the scope and development in the number of immigrants and their Norwegian-born children in the selected municipalities and districts, we will first present some key points for Norway as a whole.

- At the start of 2013 there were 593 000 immigrants (11.7 per cent of the population) and 117 000 Norwegian-born to two immigrant parents (2.3 per cent) in Norway; a total of 710 000 persons, making up 14.1 per cent of the population.
- In 2006, the number of immigrants was 320 000 (7 per cent of the population) and the number of Norwegian-born to immigrant parents was 68 000 (1.5 per cent).
- Of all immigrants in 2013, 47.5 per cent are from the EU, North America etc. and 52.5 per cent are from Africa, Asia etc. Among Norwegian-born to immigrant parents, only 17.5 per cent are from the EU, North America etc. Of the total immigrants and Norwegian-born to immigrant parents, 42.6 per cent are from the EU, North America etc., and the majority – 57.4 per cent – are from Africa, Asia etc. This makes up 6.0 and 8.1 per cent of the population respectively.
- In 2006, 114 000 had a background from what we now call the EU, North America etc., just 30 per cent of the total immigrants and Norwegian-born to immigrant parents. The number has increased by 175 000 since 2006, and the number from the rest of the world has grown by 150 000.
- The largest groups of immigrants have a background from Poland (77 000), Sweden (36 000), Lithuania (29 000) and Germany and Somalia (24 000). Among Norwegian-born to immigrant parents, the majority are from Pakistan (15 000), followed by Somalia, Vietnam, Iraq, Turkey, Poland and Sri Lanka, with between 6 000 and 9 000. For immigrants and Norwegian-born to immigrant parents combined, the largest group is from Poland (83 000), followed by Sweden (37 000), Pakistan (33 600), Somalia (33 000), Lithuania (30 500) and Iraq (29 600).
- In 2006, there were 27 700 immigrants and Norwegian-born to immigrant parents with a background from Pakistan, 23 500 from Sweden and between 18 000 and 20 000 from Iraq, Denmark, Vietnam and Somalia. One and a half years after the expansion of the EU, there were 12 000 from Poland and 2 000 from Lithuania.
- Taking the immigrants as a separate group, most in 2006 were from Sweden (22 500) and Denmark (17 800). There were slightly more from Iraq than Pakistan, followed by Somalia and Bosnia. For the former Yugoslavia as a whole, this would still be the largest group, with 27 500 immigrants.
- One in four persons in Norway are below the age of 20. There are major disparities in the age composition of persons with an immigrant background. Among immigrants, only 12.5 per cent are below 20, while the share among Norwegian-born to immigrant parents is 81 per cent. There are more Norwegian-born to immigrant parents than there are immigrants in all age groups up to the age of 10.
- Three out of ten immigrants are Norwegian citizens, and the corresponding figure for Norwegian-born to immigrant parents is three out of four. In 2006, four out of ten immigrants were Norwegian citizens.
- In 2013, three out of ten inhabitants in Oslo are either immigrants or Norwegian-born to immigrant parents. In 2006, just short of one in four inhabitants in Oslo had an immigrant background. A third of those with an immigrant background in Norway lived in Oslo in 2006, compared with a

quarter now. The growth outside Oslo has thus been much faster than the growth in Oslo during this period.

- 32 per cent of those with an immigrant background from Africa, Asia etc. lived in Oslo in 2013, 30 per cent of the immigrants and over 40 per cent of Norwegian-born to immigrant parents are from here. About the same share (34 per cent) of those with a background from Africa, Asia etc. lived in Oslo in 2006. Among immigrants from the EU, North America etc., 19 per cent lived in Oslo in 2013, and in 2006 the corresponding share was 22 per cent.
- 53 per cent of the immigrants are from Africa, Asia etc., while 83 per cent of the Norwegian-born to immigrant parents have a background from these areas.
- Almost half of the immigrants have lived in Norway for less than six years, 63 per cent of them from the EU, North America, etc., and 35 per cent of them from Africa, Asia etc. There are large disparities between the countries; 80 -90 per cent of those from Lithuania, Poland and Eritrea have lived here less than six years, but this only applies to 10 to 20 per cent of those from Bosnia-Herzegovina, Vietnam, Sri Lanka, Kosovo, Turkey, Pakistan and Denmark. Over half of those from Vietnam, Pakistan and Denmark have lived here more than 20 years.
- If we include all those who either themselves were born abroad or have at least one parent or grandparent who is born abroad, the total is 1 172 000; 23.2 per cent of the entire population.
- Of a total of over 170 000 persons with a refugee background in 2013, 125 000 were registered as principal applicants, and the rest (46 000) had family ties to these persons. Of the 125 000, 80 000 came to Norway as asylum seekers.
- Four out of five refugees were from Africa, Asia and Latin America, and one in five were from East Europe. The largest refugee groups have a background from Somalia and Iraq, with over 20 000 from each of the countries.
- The growth of refugees from 2006 has been greatest from Somalia, with almost 10 000 persons, Eritrea (8 000), Afghanistan (6 000) and Iraq (4 500).
- 44 per cent of those with a refugee background at the start of 2013 had lived in Norway less than ten years. In 2006, the corresponding share was 55 per cent.
- From 1 January 2006 to 1 January 2013, the number of immigrants and Norwegian-born to immigrant parents in Norway increased by almost 325 000. The increase in the population in Norway in the same period was 410 000, which means that nearly 80 per cent of the population growth stemmed directly from immigration.
- For the three-year period 2010-2012, immigrants and their Norwegian-born children had a birth surplus of 23 000 and an immigration surplus of 135 000.
- From 2006 to 2013, the number of immigrants in Norway from Poland increased by 65 000, from Lithuania by 27 000 (15-fold) and the growth from Sweden, Germany, Somalia and the Philippines was about 10 000.
- In the period 2001-2006, the number of Iraqis, Somalis and Russians increased the most in absolute terms.

- 12 400 were granted Norwegian citizenship in 2012; slightly above the average for the last ten years. Most of these were from Iraq and Somalia (about 1 600 each).

### ***Composition of immigrant group has large impact on disparities between municipalities***

There are major disparities between the immigrants from different countries and continents. These are fundamental differences that will not be influenced to any great extent by the municipality in Norway they live in. Therefore, many of the large disparities we will see between municipalities and districts are rather a result of where the various groups of immigrants choose to settle, and where the authorities put them, as opposed to the characteristics of the municipality.

Many refugees will have a traumatic refugee background and come from countries that are very different to Norway in all respects. Nevertheless, there are also major disparities among refugees in areas such as level of education and labour participation that may influence the local authorities' work aimed at the reception of refugees. Refugees from Bosnia-Herzegovina, for example, have little in common with refugees from Eritrea and Syria other than their experiences of flight.

### ***Labour immigrants***

The most important new feature of immigration to Norway in recent years is the large influx of labour from the new EU member states from 2004 and 2007. This group differs in many respects from other non-Nordic immigrants; they have virtually free access to come to Norway, most have a job to go to, and their settlement pattern is characterised by unmet demand for labour in Norway. Nevertheless, they still lack language skills as with most other non-Nordic immigrants, but are under no obligation to take the language lessons (Introductory Programme) that refugees and their family members have to take. The figures showing the development in unemployment suggest that these labour immigrants can easily encounter problems in the labour market in Norway as time goes on, and many return to where they came from for various reasons.

### ***Period of residence***

Large disparities between the immigrants are also seen in periods of residence. Newly arrived immigrants differ greatly from immigrants who have lived in Norway for a long time, both with regard to the municipal responsibility and in their experiences with Norwegian society. Family relationships, age distribution and level of education are also important, and vary considerably between the different countries.

If a municipality has large groups of newly arrived immigrants from countries that are very different to Norway, the living conditions of the immigrants here are often worse than in a municipality with large well-established immigrant groups with a long period of residence. Furthermore, municipalities that do not have large immigrant groups from any one country, with no separate integration potential among the immigrants themselves, will probably be worse off than municipalities where newly arrived immigrants meet established networks and have a large potential to integrate with society. There are thus many aspects of integration that the municipality itself has no control over.

## 1.2 Demographics

### 1.2.1 Regional distribution

As we have explained in the introduction, we have examined 13 municipalities that are home to a large number of immigrants. Of the total 593 000 immigrants, 309 000 live in these 13 municipalities, or about 52 per cent of all immigrants in Norway. Around 145 000 immigrants live in Oslo alone, but it is no longer the case that the majority of the immigrants among the 13 reference communities live in Oslo municipality. In the other 12 municipalities we have examined in this report, the total number of immigrants is 163 000, while in the remaining 415 municipalities in Norway the corresponding figure is 285 000. The growth in the number of immigrants in Norway from 2006 to 2013 was 85 per cent, while in Oslo it was “only” 55 per cent. Oslo’s share of the immigrants from the EU, North America etc. was 19 per cent, while those from Africa, Asia etc. totalled 30 per cent. If we look only at the Norwegian-born to immigrant parents from Africa, Asia etc., over 40 per cent were living in Oslo. There were immigrants from Africa, Asia etc. and the EU, North America etc. in all municipalities in Norway in 2013. Only Rindal and Beiarn had less than 2 per cent of immigrants in the population, and Modalen and Utsira were the only two municipalities with fewer than 20 immigrants.

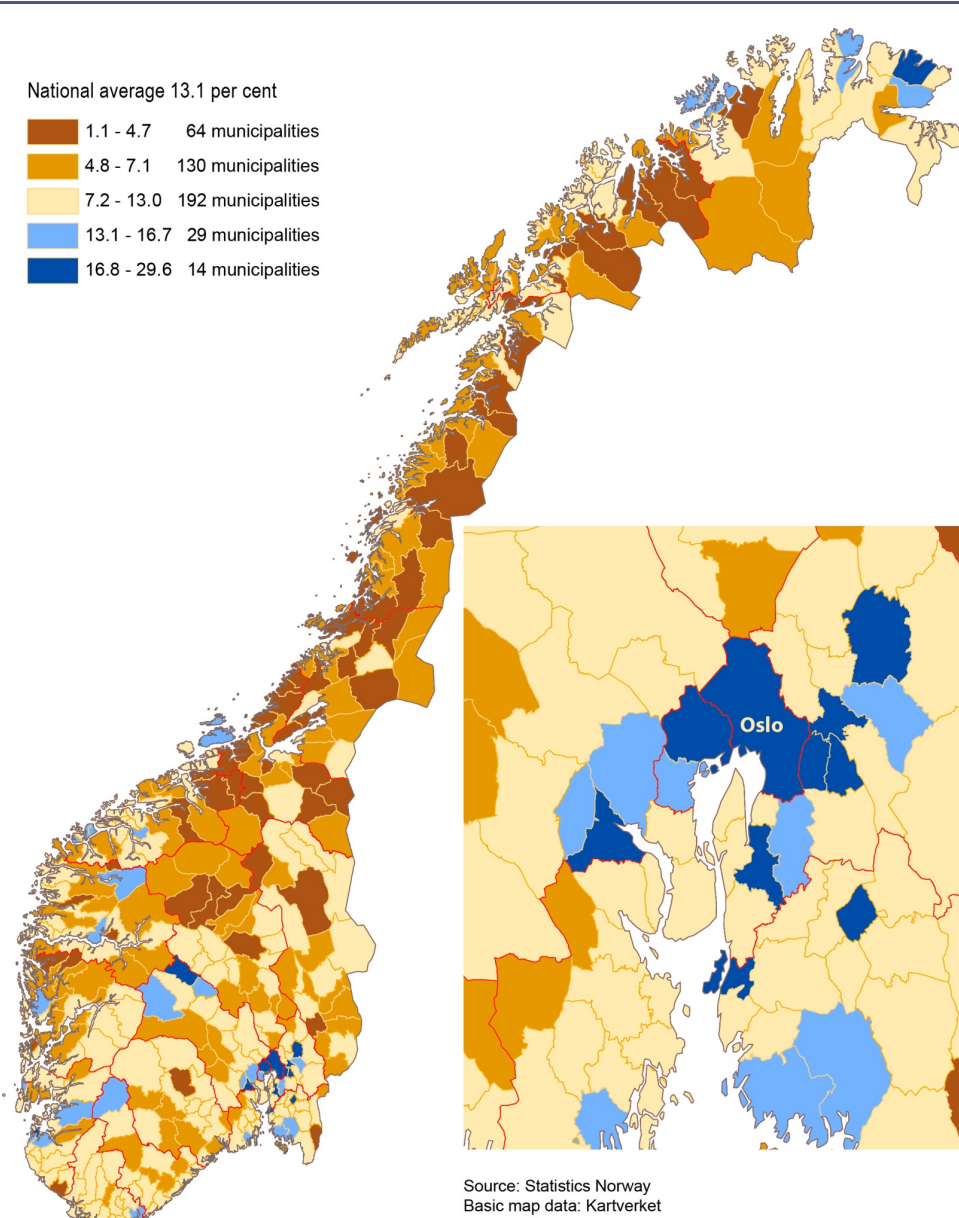
#### *Immigrants’ regional distribution*

We describe 13 municipalities that have large immigrant populations in absolute numbers. If we had examined those with the largest relative share, the sample would obviously have been rather different. We saw in Chapter 1 that several municipalities have a higher share of immigrants in the population than the 13 reference municipalities. Those we lose when we take the municipalities with the largest number of immigrants are largely suburban municipalities around Oslo, but also small individual municipalities that have either had extensive labour immigration in recent years or that have settled large numbers of refugees. A detailed review of the immigrants’ regional distribution is found in Østby et al. 2013, which also emphasises the distribution of immigrants with different reasons for residence.

#### *Oslo area continues to dominate*

In order to show the distribution for the entire country, we include three maps from Østby et al. 2013, all with figures for 1 January 2012. One map (Figure 1.1a) shows the share of immigrants and Norwegian-born to immigrant parents as a percentage of the population, one (Figure 1.1b) shows the corresponding share from the EU, North America etc. and Figure 1.1 c shows the share from Africa, Asia etc. The largest share of immigrants is found in Oslo and the Oslo region. The concentration is even stronger in the Oslo region if we only examine those from Africa, Asia etc. (Figure 1.1c). If we consider immigrants from the EU, North America etc., the distribution is much more even across the country. In addition to the Oslo area, there are also many municipalities above the national average along the coast (fishing municipalities and other municipalities whose labour demands need to be met from abroad) and inland (often tourist municipalities). The highest shares are in Træna, Hemsedal, Hasvik, Stordal and Hitra. The EU immigrants’ share of the population of Oslo is only slightly over half of Træna. The pattern that the EU immigrants’ distribution shows is a good indication of how immigration from these countries is increasingly characterising the regional distribution of immigrants in Norway.

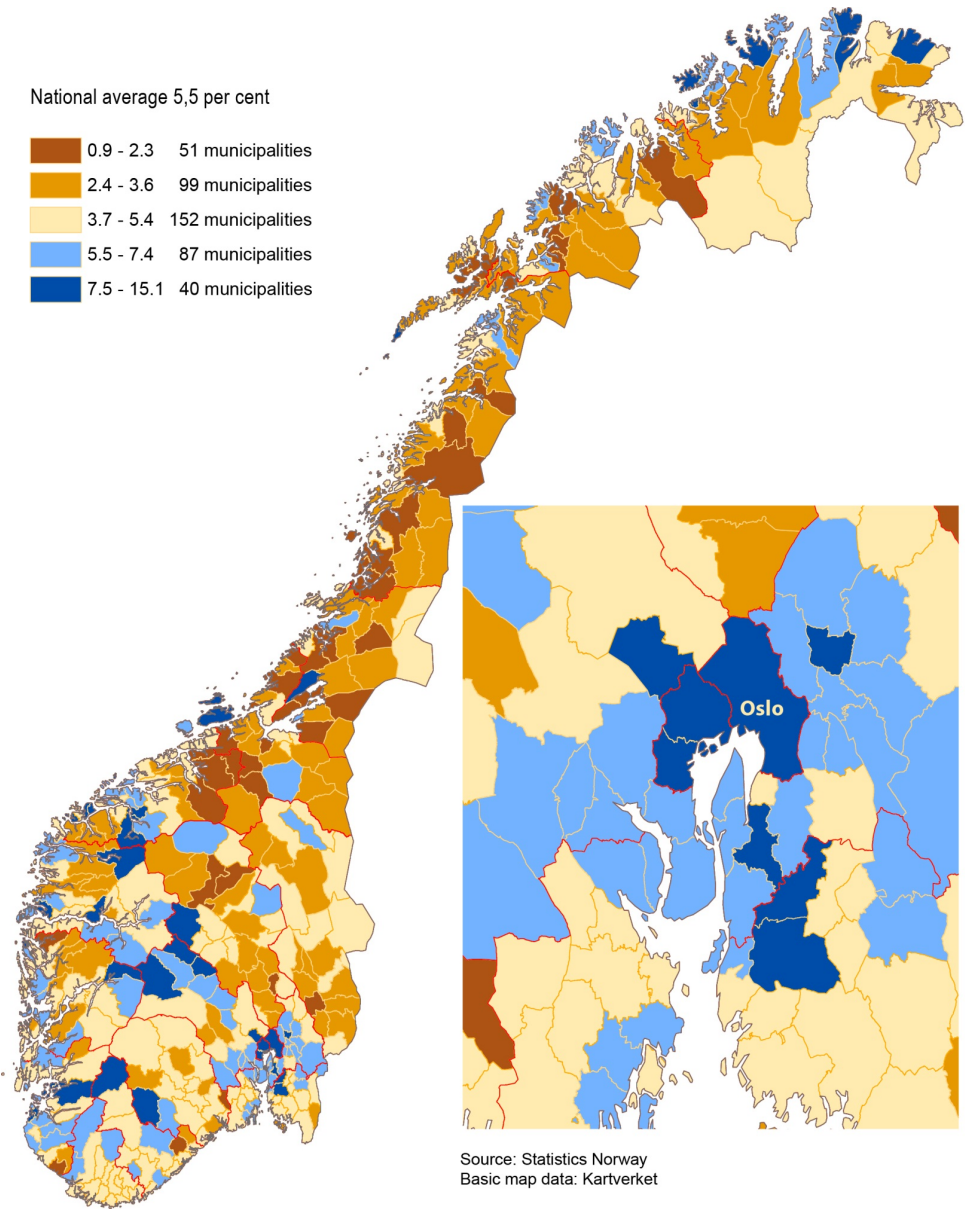
**Figure 1.1a. Immigrants and Norwegian-born to immigrant parents as a percentage of the population 1.1.2012**



Source: Population statistics, Statistics Norway.

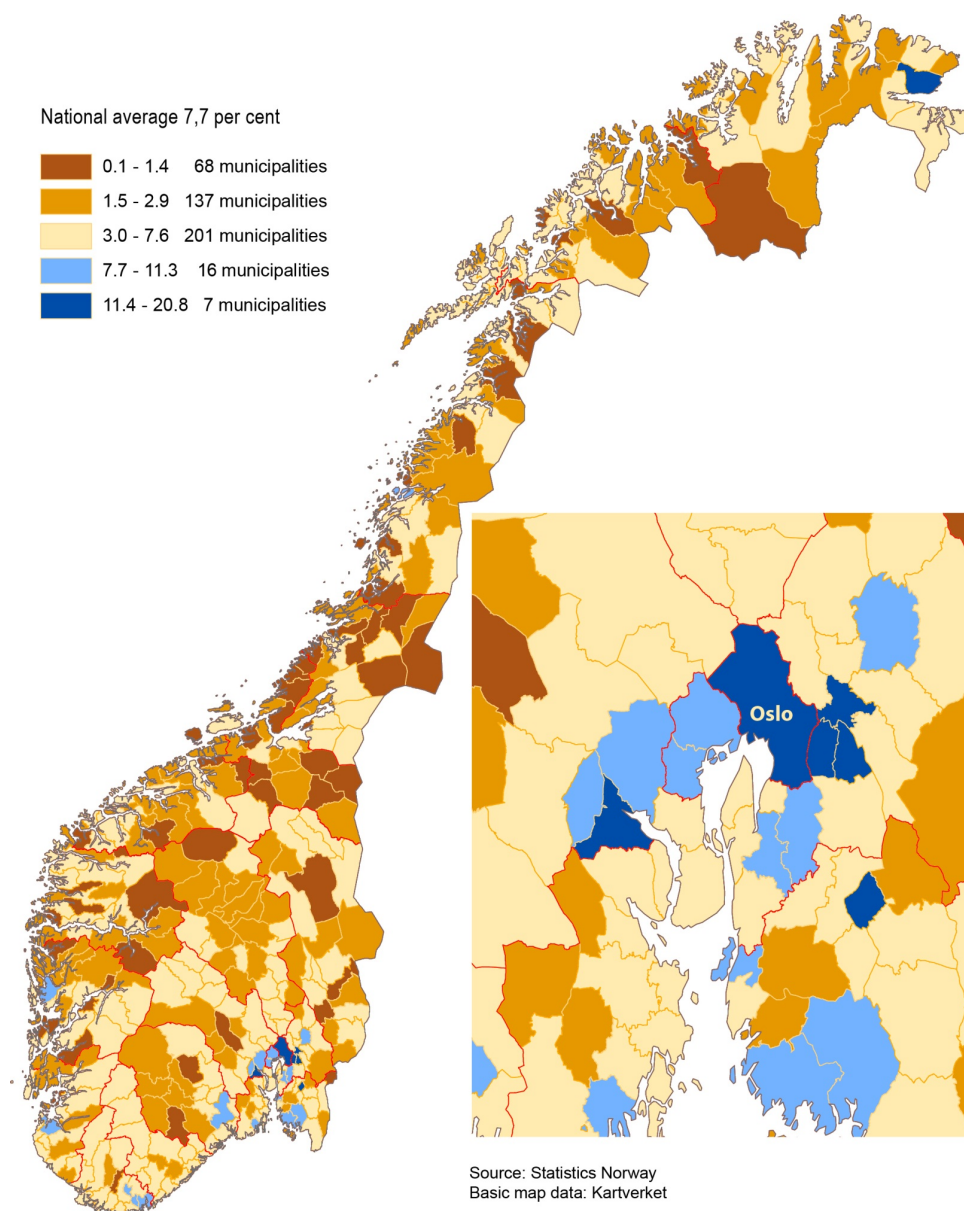


**Figure 1.1b. Immigrants and Norwegian-born to immigrant parents from the EU, North America etc. as a percentage of the population 1.1.2012**



Source: Population statistics, Statistics Norway.

**Figure 1.1c. Immigrants and Norwegian-born to immigrant parents from Africa, Asia etc. as a percentage of the population 1.1.2012**



Source: Population statistics, Statistics Norway.

### ***The 13 reference municipalities***

The descriptions below will focus on the 13 reference municipalities. It is evident from Figures 1.1a-c that Oslo is the only dominant large immigrant municipality in Norway. Only Bergen has more immigrants from Africa, Asia etc. than the district of Alna, and if we add the number of persons with Norwegian-born parents, the two are almost equal. Although Oslo has a large number of immigrants, it should be remembered that more immigrants from Africa, Asia etc. actually live outside the 13 largest municipalities than live in Oslo. Measures aimed at such immigrants in Norway thus fail to reach a very large group if they only have an Oslo or a city focus. There are also some disparities between the next 12 municipalities; the number of immigrants from Africa, Asia etc. goes from Bergen's 17 000 via Stavanger and Trondheim with 11 000 down to Asker, Lørenskog and Skien with almost 4 000.

– *and some that are not far behind*

In Table 1.1 we have also included seven relatively large municipalities in addition to the 13. These municipalities have between 4 000 and 7 000 immigrants. The largest is Tromsø with 6 700. Thus, we see that there is a natural division between the 13 we have selected and other large immigrant municipalities.

Among the 13 reference municipalities, there are about 50 per cent more immigrants from Africa, Asia etc. than from the EU, North America etc. Some of them, nevertheless, have a majority from the EU, North America etc. This applies to Bærum and Asker, with a relatively clear majority, and Sandnes and Stavanger with a scarce majority of EU immigrants. In Bergen, the two groups are virtually equal in size. In comparisons between how immigrants fair in the municipalities, these disparities will be important to bear in mind. The largest shares of immigrants from Africa, Asia etc. are in Oslo, Drammen and Skien, with nearly two out of three.

The immigrants' share of the population in Norway is 11.7 per cent. Only Skien and Trondheim in the 13 reference municipalities are below the national average. Oslo has the highest share, but if we take the EU immigrants alone, the share is even larger in Stavanger. All 13 municipalities have at least as high a share from Africa, Asia etc. as the national average. There is greater variation in the share of Norwegian-born to immigrant parents. The figure ranges from 2 per cent or less in Bergen and Trondheim to between 5 and 7 per cent in Oslo, Drammen, Lørenskog and Skedsmo. The variation arises from the unequal distribution of those with a background from Africa, Asia etc. The share of Norwegian-born to parents from the EU, North America etc. varies between just 0.3 and 0.7 per cent.

**Table 1.1. Immigrants and Norwegian-born to immigrant parents from the EU, North America etc. and Africa, Asia etc. The 13 reference municipalities, and some other large municipalities. 1.1.2013. Number and per cent**

	No. of inhabitants	No. of immigrants			No. of Norwegian-born to immigrant parents			Immigrants as % of population			Norwegian-born to immigrant parents as % of population			Immigrants and Norwegian-born to immigrant parents as % of population
		Total	EU, North America, etc.	Africa, Asia etc.	Total	EU, North America, etc.	Africa, Asia etc.	Total	EU, North America, etc.	Africa, Asia etc.	Total	EU, North America, etc.	Africa, Asia etc.	
<b>Norway .....</b>	<b>5 015 000</b>	<b>593 000</b>	<b>282 000</b>	<b>311 000</b>	<b>117 000</b>	<b>20 000</b>	<b>97 000</b>	<b>12</b>	<b>6</b>	<b>6</b>	<b>2</b>	<b>0</b>	<b>2</b>	<b>14</b>
<b>Total, 13 municipalities .....</b>	<b>1 810 000</b>	<b>309 000</b>	<b>127 000</b>	<b>181 000</b>	<b>77 000</b>	<b>9 000</b>	<b>72 000</b>	<b>17</b>	<b>7</b>	<b>10</b>	<b>4</b>	<b>0</b>	<b>4</b>	<b>21</b>
Fredrikstad ..	76 810	9 040	3 630	5 410	1 980	270	5 410	12	5	7	3	0	2	14
Bærum .....	116 680	17 630	9 370	8 260	3 130	790	2 350	15	8	7	3	1	2	18
Asker .....	57 420	8 300	4 680	3 620	1 480	370	1 110	14	8	6	3	1	2	17
Lørenskog ..	34 320	5 750	2 120	3 630	1 980	170	1 810	17	6	11	6	1	5	23
Skedsmo ....	50 530	8 430	3 010	5 420	2 600	200	2 400	17	6	11	5	0	5	22
Oslo .....	623 970	145 220	53 320	91 890	44 190	3 870	40 320	23	9	15	7	1	7	30
Drammen ...	65 470	12 310	4 180	8 120	4 020	320	3 690	19	6	12	6	1	6	25
Skien .....	53 020	5 800	2 010	3 790	1 430	200	1 240	11	4	7	3	0	2	14
Kristiansand	84 480	10 660	3 800	6 860	2 370	260	2 110	13	5	8	3	0	3	15
Sandnes .....	70 050	10 420	5 240	5 180	2 010	410	1 600	15	8	7	3	1	2	18
Stavanger ...	129 190	22 360	11 330	11 040	3 690	720	2 980	17	9	9	3	1	2	20
Bergen .....	267 950	33 380	16 420	16 960	5 410	970	4 440	13	6	6	2	0	2	15
Trondheim ..	179 690	19 270	8 160	11 110	3 020	580	2 440	11	5	6	2	0	1	12
<b>Some other municipalities .....</b>														
Moss .....	31 000	4 350	1 740	2 620	1 150	130	1 020	14	6	8	4	0	3	18
Sarpsborg ..	53 700	6 570	2 520	4 050	1 610	200	1 410	12	5	8	3	0	3	15
Ullensaker ..	31 740	4 560	2 180	2 390	1 130	170	960	14	7	8	4	1	3	18
Sandefjord ..	44 630	5 190	2 500	2 690	1 080	190	890	12	6	6	2	0	2	14
Haugesund ..	35 750	4 730	2 550	2 180	630	130	490	13	7	6	2	0	1	15
Ålesund .....	45 000	4 440	2 700	1 740	450	160	290	10	6	4	1	0	1	11
Tromsø .....	70 350	6 720	3 540	3 180	620	240	380	10	5	5	1	0	1	10

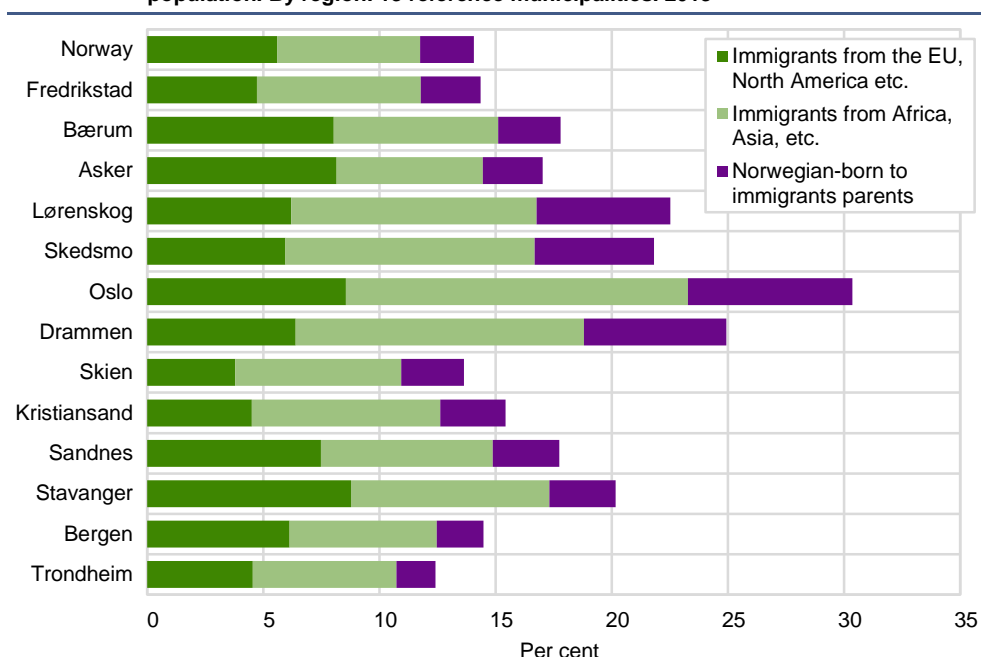
Source: Population statistics, Statistics Norway.

As in all other mixed composite immigrant groups, there are small disparities in gender distribution between the municipalities. In most municipalities there are as many women as men. A municipality with a large number of newly arrived refugees, and particularly a municipality with many newly established labour immigrants, is likely to have a surplus of men. In municipalities with a small number of immigrants, there can be a clear majority of women if there are many men in the municipality who have married a woman from abroad. Oslo has the same share of women as among immigrants and their Norwegian-born children in Norway. In Oslo there are many Norwegian-born to immigrant parents who, for demographic reasons, have a slight surplus of men. We choose to interpret the disparities found in gender distribution as a result of the immigration structure of the municipality.

### 1.2.2 Immigrants and Norwegian-born to immigrant parents

The share of persons born in Norway with two immigrant parents that makes up the inhabitants of the municipalities follows, to some degree, the immigrant share (see Figure 1.2), but there are exceptions. Norwegian-born to immigrant parents corresponds to 20 per cent of the number of immigrants in Norway in total. In Oslo and the surrounding municipalities (excluding Asker and Bærum), they make up 30-35 per cent of the immigrants, while in Stavanger, Bergen and Trondheim they make up only 16 to 17 per cent. The municipalities with high shares are those that have many immigrants with long periods of residence and thus have been able to have many children, such as Pakistanis in Oslo and Turks in Drammen. Some of Oslo's neighbouring municipalities have also had significant family emigration from Oslo, such as Lørenskog and Skedsmo. Asker and Bærum stand out from the other municipalities in the Oslo area with a share of Norwegian-born to immigrant parents that is below the national average. Stavanger, Bergen and Trondheim have relatively few Norwegian-born to immigrant parents. Here, the groups have a shorter period of residence and a smaller share of such well-established groups with many children born in Norway than immigrants from Pakistan, Morocco, Sri Lanka, Turkey and Vietnam. There may also be an element of well-established immigrants moving closer to Oslo. For Trondheim and Bergen, the universities with a certain share of students with a background from Africa, Asia etc. are also likely to have an impact on the figures. These students do not normally have a residence permit that provides a basis for family settlement or reunification, and thus the share of children is lower than it would otherwise have been.

**Figure 1.2. Immigrants and Norwegian-born to immigrant parents as a percentage of the total population. By region. 13 reference municipalities. 2013**



Source: Population statistics, Statistics Norway.

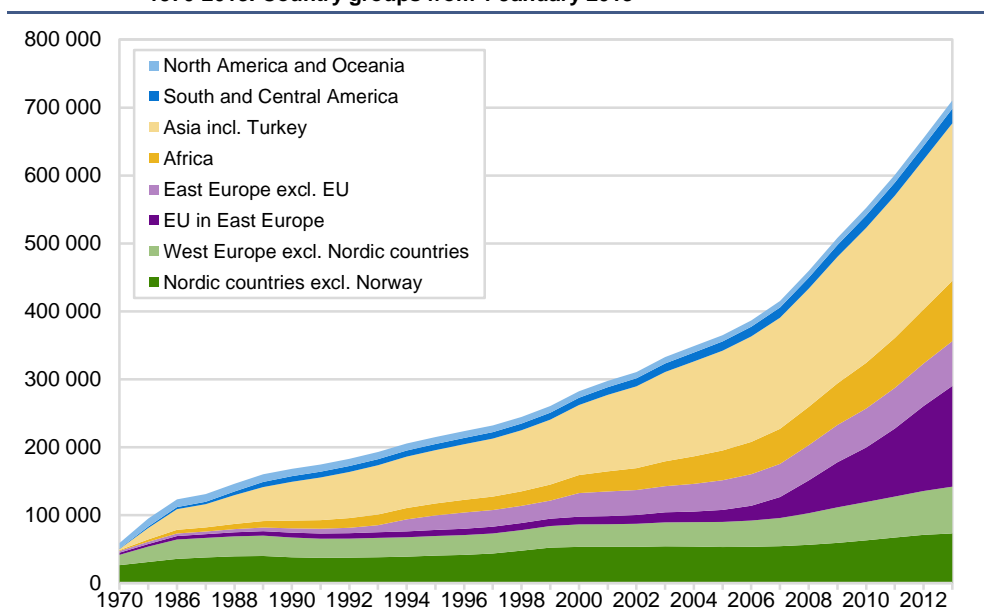
### ***Many more immigrants and Norwegian-born to immigrant parents since 2006***

Figure 1.3 shows there has been strong growth in the number of immigrants in Norway from the start of the “new age” in 1970. Since we used a different regional aggregation of the countries in 2006, we include here some figures dating back to 1970. When the number of immigrants and Norwegian-born to immigrant parents is combined, the number has increased 12-fold (59 000 to 711 000) from the census of 1970 to 1 January 2013. The growth in the past year (2012) was almost as large as the total figure in 1970.

Since 2006, the number has grown by more than 300 000, or nearly 85 per cent. The number of immigrants and Norwegian-born to immigrant parents with a background in the EU’s new member states increased from 22 000 in 2006 to almost 150 000 in 2013. This means that nearly 40 per cent of the increase was among those with a background from these new EU countries. There was also a large increase in the population with a background from Asia, by 77 000, or 50 per cent. Growth was less from the other regions, at least in absolute terms. Growth from Africa has increased over the period in line with the influx of refugees, particularly from Somalia and Eritrea. The growth from West Europe has been stable at around 5 000 a year, while the increase from the Nordic countries has varied between 1 000 and 4 000 per year.

From East Europe outside the EU, growth has been stable at around 3 000 per year, mostly consisting of family immigrations and a number of refugees. From Latin America, growth has been 1 000 per year, which in seven years has resulted in an increase of 50 per cent. North America and Australia have been the areas with the least growth, from 9 000 in 2006 to 12 000 in 2013. There has thus been a high growth rate for immigrants from all regions, but there are major disparities between the reference municipalities. Figure 1.3 shows the growth for the country as a whole during the period 1970-2013.

**Figure 1.3. Immigrants and Norwegian-born to immigrant parents by country background. 1970-2013. Country groups from 1 January 2013**



Source: Population statistics, Statistics Norway.

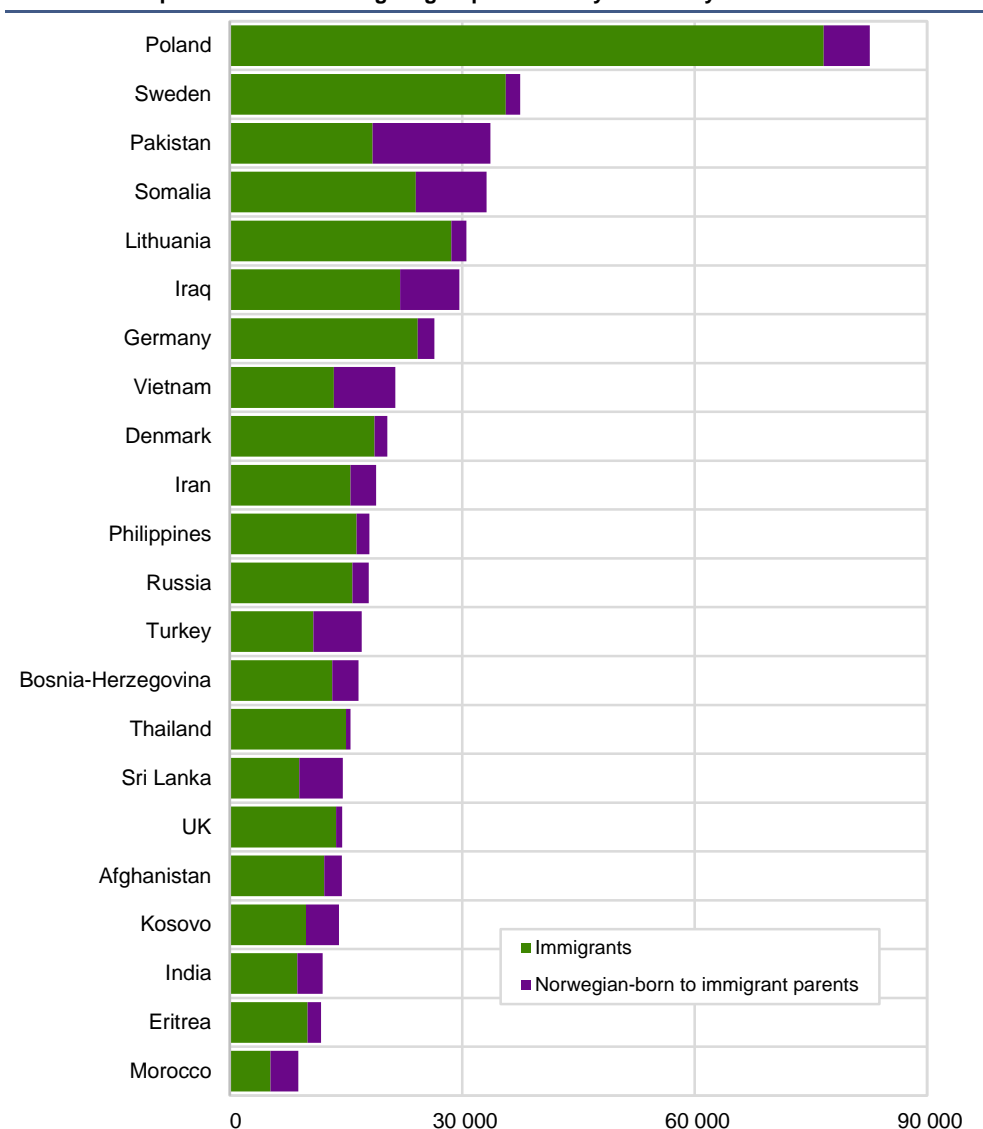
### ***Poles make up largest group by large margin***

Many of the disparities we describe in demographics and living conditions between the municipalities are related to which immigrant groups are largest in the different municipalities, and how much each group dominates the figures in the municipality’s immigrant population. The growth we have described above is by no means the same in all municipalities, and the regions we aggregate the countries up to hide large variations between the municipalities. In order to illustrate the



disparities between the immigrant countries, Figure 1.4 shows the number of immigrants and the number of Norwegian-born to immigrant parents from 22 countries that are important in a Norwegian immigration context.

**Figure 1.4. Immigrants and Norwegian-born to immigrant parents, by country background. Specified for the 22 largest groups in Norway. 1 January 2013. Numbers**



Source: Population statistics, Statistics Norway.

Poland is by far the largest country in Figure 1.4, with twice as many as from Sweden. The dominance is even clearer for immigrants as a stand-alone group. For many countries in Figure 1.4, Norwegian-born to immigrant parents represent a relatively small share of the total. This applies to Sweden, Lithuania, Germany, Denmark, the Philippines, Thailand, the United Kingdom, but also to some extent for Poland and Russia. There are some very different reasons why these countries fall into the same group, with few Norwegian-born to immigrant parents.

### *Some settle down with children*

It is not common for immigrants from some of the countries to settle permanently in Norway with a spouse from their own country. If they set up home here, it is generally with a partner who is not an immigrant (Sweden, Denmark, UK, to a certain extent Germany). From some of the countries, most of those who have come to Norway have come to meet someone with no immigrant background (Thailand, Philippines, to some extent Russia).

– *and others don't*

Finally, there are some groups that are so new to Norway that they have not had the opportunity to have children in Norway, and it remains to be seen how many people will settle here permanently with family. Poland and Lithuania are clear examples of such countries, but where the last few years have seen a large number of births (see Table 1.2). The share of Norwegian-born to immigrant parents is not as big among those with a background from Afghanistan and Eritrea, at about 15 per cent. Immigration from here is mainly refugees, many of whom will settle down with someone from the same country and establish their family life in Norway. The share of Norwegian-born is most likely set to rise.

The groups with the largest share of Norwegian-born are those with a background from Pakistan, Morocco, Sri Lanka, Turkey and Vietnam; 37-45 per cent of the entire group. These are countries that have a very long history of immigration in Norwegian terms, and which have a clear tendency to start a family with someone from their native country. It is not just the period of residence, but also the pattern of couple formation (degree of homogamy) that has an impact.

Even when we look at our two main regions, this pattern is very clear. Twenty-four per cent of immigrants and Norwegian-born to immigrant parents from Africa, Asia etc. are Norwegian-born. Among the group with a background from the EU, North America, etc., the figure is just 7 per cent. The pattern for countries and regions is fairly stable between the municipalities, such that municipalities with a large share of Norwegian-born generally have a large share of immigrants from the countries with high shares, such as Pakistan, Turkey and the "old" refugee countries. The larger the share of labour immigrants from the EU, North America, the smaller the share of Norwegian-born to immigrant parents.

### 1.2.3 Development 2010–2012

*Almost 200 000 more residents*

Table 1.2A shows the demographic changes in the three-year period 2010-2012. Table 1.2B gives relative numbers, calculated by giving all new figures as a percentage of the mean population during the period (the sum of the population at the beginning and end of the period divided by two).

**Table 1.2A. Population changes 1.1. 2010 to 1.1. 2013 by country background. Norway. Number**

	Population 2010	Births	Deaths	Birth surplus	Immigra- tion	Emigra- tion	Net immi- gration	Growth	Population 2013
<b>Total</b> .....	<b>4 858 200</b>	<b>181 900</b>	<b>124 900</b>	<b>57 000</b>	<b>231 900</b>	<b>95 200</b>	<b>136 700</b>	<b>193 100</b>	<b>5 051 300</b>
Immigrants and Norwegian-born to immigrant parents .....	551 400	27 900	4 700	23 100	207 800	73 000	134 900	159 100	710 500
EU, North America etc. ....	210 500	9 100	3 100	6 100	130 700	45 100	85 600	92 000	302 500
Africa, Asia etc. ....	340 900	18 800	1 700	17 100	77 200	27 900	49 300	67 100	408 000
Poland .....	52 040	3 420	250	3 170	35 530	8 220	27 320	30 560	82 600
Sweden .....	31 180	730	490	240	18 720	12 700	6 020	6 290	37 470
Pakistan .....	31 040	1 260	200	1 060	2 820	1 300	1 520	2 590	33 630
Somalia .....	25 390	2 750	70	2 680	7 420	2 420	5 010	7 730	33 120
Lithuania .....	10 310	1 490	40	1 450	20 470	1 780	18 690	20 230	30 540
Iraq .....	26 230	2 080	80	2 000	2 800	1 560	1 240	3 380	29 610
Germany .....	22 850	780	300	480	6 460	3 420	3 040	3 550	26 400
Vietnam .....	20 090	770	100	660	1 150	550	600	1 260	21 350
Denmark .....	19 290	200	660	-460	4 120	2 650	1 470	1 010	20 300
Iran .....	16 260	510	90	430	2 880	800	2 080	2 600	18 860
Philippines .....	13 430	400	50	350	7 270	3 070	4 200	4 570	18 010
Russia .....	14 810	830	60	770	3 560	1 190	2 360	3 130	17 940
Turkey .....	15 980	690	80	610	1 240	840	400	1 030	17 000
Bosnia-Herzegovina .....	15 910	560	220	340	720	380	340	700	16 610
Thailand .....	12 250	230	30	200	3 870	760	3 120	3 330	15 580
Sri Lanka .....	13 760	540	50	490	880	540	340	830	14 590
UK .....	12 840	150	310	-160	3 730	1 930	1 800	1 660	14 500
Afghanistan .....	10 440	900	30	880	3 380	320	3 050	4 010	14 450
Kosovo .....	12 910	770	50	720	840	400	440	1 160	14 060
India .....	9 740	450	60	390	3 700	1 890	1 810	2 220	11 960
Eritrea .....	5 770	710	20	680	5 430	180	5 250	5 990	11 760
China .....	7 320	350	50	300	3 070	1 680	1 390	1 710	9 030
Morocco .....	8 050	450	40	420	690	310	380	790	8 840
Rest of the population .....	4 306 800	154 000	120 100	33 900	24 100	22 200	1 900	34 000	4 340 800

Source: Population statistics, Statistics Norway.

**Table 1.2B. Population changes 1.1. 2010 to 1.1. 2013 by country background. Norway. Per thousand of the mean population for the period**

	Births	Deaths	Birth surplus	Immigration	Emigration	Net immigration	Growth
<b>Total</b> .....	<b>37</b>	<b>25</b>	<b>12</b>	<b>47</b>	<b>19</b>	<b>28</b>	<b>39</b>
Immigrants and Norwegian-born to immigrant parents .....	44	8	37	329	116	214	252
EU, North America etc. ....	36	12	24	509	176	334	359
Africa, Asia etc. ....	50	5	46	206	74	132	179
Poland .....	51	4	47	528	122	406	454
Sweden .....	21	14	7	545	370	175	183
Pakistan .....	39	6	33	87	40	47	80
Somalia .....	94	2	92	254	83	171	264
Lithuania .....	73	2	71	1 002	87	915	990
Iraq .....	74	3	72	100	56	44	121
Germany .....	32	12	20	262	139	124	144
Vietnam .....	37	5	32	56	27	29	61
Denmark .....	10	34	-23	208	134	74	51
Iran .....	29	5	24	164	46	119	148
Philippines .....	26	3	22	462	195	267	291
Russia .....	50	4	47	217	73	144	191
Turkey .....	42	5	37	75	51	24	62
Bosnia-Herzegovina .....	34	13	21	44	23	21	43
Thailand .....	16	2	14	278	54	224	240
Sri Lanka .....	38	4	34	62	38	24	58
UK .....	11	23	-11	273	141	132	122
Afghanistan .....	73	2	70	271	26	245	322
Kosovo .....	57	3	53	62	30	32	86
India .....	42	6	36	341	174	167	205
Eritrea .....	81	3	78	619	20	599	683
China .....	43	6	36	375	206	170	209
Morocco .....	54	5	49	82	37	45	94
Rest of the population .....	36	28	8	6	5	0	8

Source: Population statistics, Statistics Norway.

The countries with the largest share of Norwegian-born to immigrant parents are no longer the ones that give birth to the most children in Norway. An average of about 400 children were born per year to two Pakistani-born parents in these three years,



while this figure has previously been over 100 more. Some are concerned about how many children are born in Norway to a Norwegian parent with a Pakistani background and an immigrant from Pakistan. In recent years, there have been about 300. See Dzamarija (2014) for more on this and other groups with a certain foreign background who do not fall under our definition of immigrants.

### ***Birth surplus among immigrants is 23 000 - largest among Poles***

In the last three years, the majority of births were to parents from Poland (3 400), followed by parents from Somalia (2 750) and Iraq (2 100). The number born to parents from Lithuania is growing rapidly, and was 1 500 in the period 2010-2012. A total of about 250 children were born each year to parents from Afghanistan, Turkey, Russia, Kosovo, Eritrea, Vietnam, but also from Sweden and Germany. In addition to the large immigration from Poland, the birth surplus among those from Poland was also larger than for any other country.

The number of immigrants who die is relatively low, since the immigrants are a group who are generally quite young. There are about 1 000 immigrants from the EU, North America etc. who die per year, and more than half as many with a background from Africa, Asia etc. Most of those who died were immigrants from Denmark; a group with a very long period of residence and relatively older, and from Sweden. There are also about 100 per year with a background from Poland, Germany and Vietnam who die. Immigrants from Denmark and the UK have a mortality surplus. Both countries have a number of old immigrants in Norway, and the birth rate is very low. There are too few deaths to analyse the mortality rates, but the immigrants' demographics are dealt with as far as possible by Tønnessen 2014.

### ***200 000 immigrants, but 70 000 also emigrated***

Emigration in 2010-2012 was highest among immigrants from Sweden, with 13 000 persons, but the Poles also had a large number, with 8 000. Where quality issues are discussed under Data Source in the introduction, the focus is on the lack of notification of emigration, particularly among labour immigrants from the new EU countries from 2004. There is a danger that more are registered from here than actually live in Norway, and that rates are therefore too low because the denominators are too high.

The figures we have referred to for the number of births show that many immigrants from the new EU member states settle with their family in Norway, but the emigration figures show that there are also many who return after a few years. The largest number of emigrants, both in absolute terms and relative to the mean population, is among immigrants from neighbouring countries. Refugees have a relatively small tendency to emigrate. From countries in Africa, Asia etc., emigration is greatest from China, the Philippines and India. From China there will be many students who return home after completing their education, and a large number of au pairs have come to Norway from the Philippines in recent years, who return at the end of their contract. Immigrants from India seem to have a demographic behaviour that is more similar to the labour immigration countries than other countries in Asia. For more about emigrants, see Pettersen 2013.

Immigration and the immigrants' demographics mean that the population in Norway is growing faster than in the world as a whole. If we look only at the natural population growth (births minus deaths) during the period 2010-2012, the birth surplus among immigrants was 23 000, while in the rest of the population the figure was actually 10 000 higher. In relative terms, the birth surplus from 2010-2012 was much higher among immigrants (37 per thousand of mean population) than in the general population (8 per thousand).

### 1.2.4 Country background

#### *Poles largest country group in 11 of 13 municipalities*

Table 1.3 shows the five largest country groups in each of the 13 reference municipalities, while Figure 1.5 shows the largest groups among the EU, North America etc. and from Africa, Asia etc., and how large the share is in the largest countries. The largest country in 11 of the 13 municipalities is Poland. It is only in Fredrikstad (Iraq) and Oslo (Sweden) that the Poles are not the largest group. They are also the largest group in over 200 other municipalities (Østby et al. 2013). Sweden is the second largest immigrant group in Norway, and is one of the five largest countries in half of our municipalities; Oslo's neighbouring municipalities to the west, and in the largest cities.

As the third largest immigration country for Norway, it may be surprising that Lithuania not is among the largest in more than three municipalities, second in Sandnes and Bergen and fifth in Skien. This reflects the fact that immigrants from Lithuania came to Norway after many Poles had settled in central areas here, and that Lithuanians are a more important immigrant group in rural Norway than the Poles (Østby et al. 2013). Somalis are among the largest groups in four of the reference municipalities: Skien, Fredrikstad, Asker and Oslo.

In 2012, the Somalis were the largest group in 17 municipalities, many of which are medium size cities. Germany is third in just one municipality; Trondheim, and is also on the list in Stavanger, Sandnes, Bergen and Asker. The mean population from Somalia was slightly larger than from Iraq, but Iraq was among the five largest countries in as many as eight of our municipalities, and number one in Fredrikstad.

#### *Pakistan in top three in just three municipalities*

Pakistan as a well-established immigrant country is second only in Lørenskog, and in Oslo and Skedsmo is the third largest group. Turkey is in the top three only in Drammen, where it is the second largest. The distribution of countries in Table 1.3 is a good indication of whether immigration to the municipality has been by refugees or labour immigrants, and is important background knowledge for assessing integration.

**Table 1.3. Five largest country groups in each of the 13 municipalities. 1.1.2013**

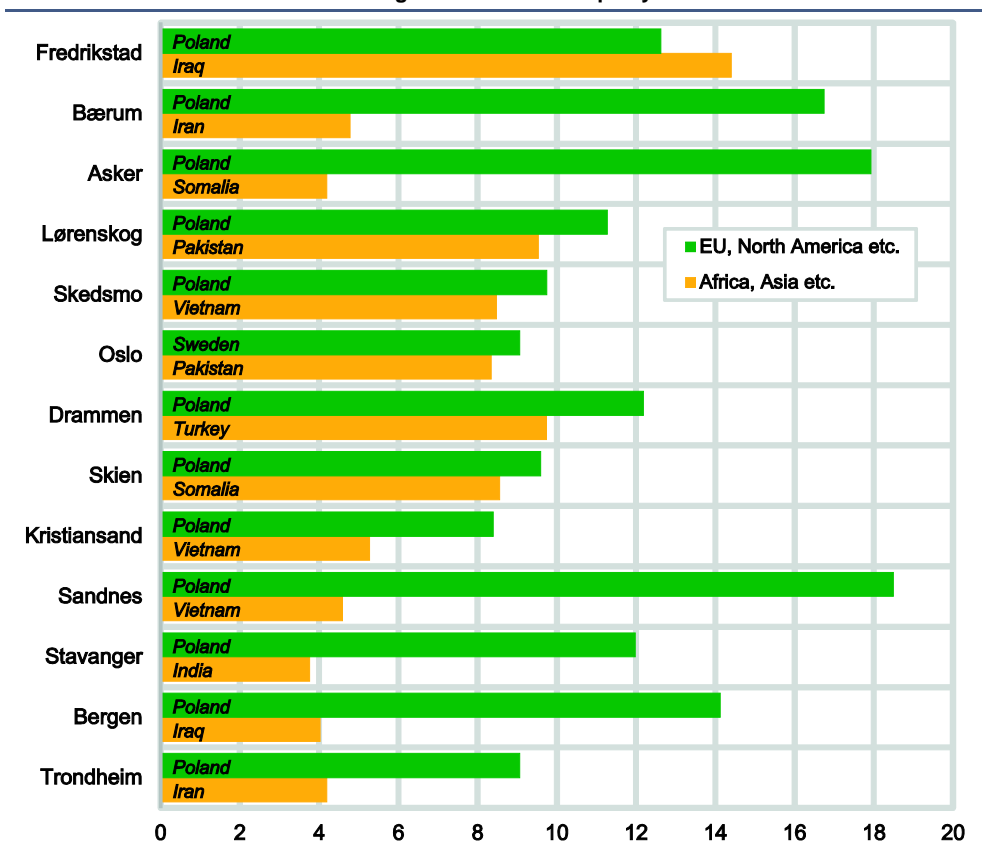
	1	2	3	4	5
Fredrikstad .....	Iraq	Poland	Somalia	Sweden	Bosnia-Herzegovina
Bærum .....	Poland	Sweden	Iran	Philippines	Denmark
Asker .....	Poland	Sweden	Denmark	Somalia	Germany
Lørenskog .....	Poland	Pakistan	Vietnam	Sri Lanka	Iran
Skedsmo .....	Poland	Vietnam	Pakistan	Iraq	Iran
Oslo .....	Sweden	Poland	Pakistan	Somalia	Iraq
Drammen .....	Poland	Turkey	Iraq	Afghanistan	Pakistan
Skien .....	Poland	Somalia	Iraq	Kosovo	Lithuania
Kristiansand .....	Poland	Vietnam	Iraq	Denmark	Chile
Sandnes .....	Poland	Lithuania	Vietnam	Germany	Russia
Stavanger .....	Poland	UK	Sweden	India	Germany
Bergen .....	Poland	Lithuania	Iraq	Germany	Sweden
Trondheim .....	Poland	Sweden	Germany	Iran	Iraq

Source: Population statistics, Statistics Norway.

Figure 1.5 shows which country is the largest of those from the EU, North America etc. and those from Africa, Asia etc. Poland is the largest in 11 of the municipalities, and therefore the largest from the EU, North America etc. in these municipalities. It is only in Oslo in 2013 that Poland was not the largest EU country. For most municipalities, the share of immigrants from Poland is much greater than from the largest countries in Africa, Asia etc. Poland's dominance is particularly strong in Bærum and Asker, and cities along the coast from Sandnes to Trondheim (10 to 18 per cent of all immigrants).

There is a large variation among the countries in Africa, Asia etc., and the share in the largest countries was generally smaller. Iraq in Fredrikstad had the greatest impact, with 14 per cent of the immigrants. Pakistanis had a 10 per cent share in Lørenskog and the Turks had 10 per cent in Drammen. There are seven countries among those that are the largest of the countries in Africa, Asia etc. in the 13 municipalities. The fact that India is the largest group in Stavanger tells us a great deal about the Indian nationals in Norway and the demand for labour in Stavanger.

Figure 1.5. Largest immigrant groups (EU, North America etc., Africa, Asia etc.) as a share of the total number of immigrants in the municipality. 1.1.2013



Source: Population statistics, Statistics Norway.

In 2006, the immigration structure was completely different, as was the representation of the largest group. The greatest disparity was that Poland's role was more modest, but even by then Poland was the third largest immigrant country in Bærum. Vietnam was the largest immigrant country from Africa, Asia etc. in three municipalities and the second largest in four of the twelve we selected at that time.

### ***Residence period of less than three years for 28 per cent, over 20 years for 20 per cent***

The period of residence is calculated from the date of the first registered immigration to Norway, and does not necessarily mean the time that the immigrant has lived in their current municipality. We often assume that immigrants with a short period of residence have a greater need for municipal and other integration efforts than immigrants with a long period of residence. There is now a very unequal distribution of period of residence between the large immigrant groups (see Table 1.4). More than 60 per cent of immigrants from the EU, North America etc. have lived here for less than six years, while the share among those from Africa, Asia etc. is only 35 per cent. This is the result of both the immigration from the EU, North America etc. having been very large in recent years while the immigration from Africa, Asia etc. has been more stable, and also that many immigrants from the EU, North America etc. return home after a relatively short time (for emigration, see Table 1.2).

The largest share with a short period of residence in Norway is those from Lithuania, with 90 per cent with a five-year or shorter period of residence. The share from Poland and Eritrea is also high, at 80 per cent. About half of the immigrants from such diverse countries as the Philippines, Germany, Afghanistan, India, Thailand, Sweden and Somalia have a period of residence of less than six years. In particular, many with a period of residence of less than three years are from Lithuania (two out of three), Eritrea, Poland, the Philippines and Sweden and India (three out of ten). The share with the longest period of residence (over 20 years) is greatest among those from Vietnam, Denmark and Pakistan (50-60 per cent). Also from Sri Lanka, Morocco and Turkey, the share with a long period of residence is high.

**Table 1.4. Immigrants (from 22 countries) by period of residence in Norway. Per cent. 1.1.2013**

	No.	Per cent	0-2 yrs	3-5 yrs	6-10 yrs	11-20 yrs	21 yrs and more
<b>Total .....</b>	<b>593 300</b>	<b>100</b>	<b>28</b>	<b>19</b>	<b>16</b>	<b>18</b>	<b>19</b>
EU, North America, etc. ...	282 100	100	37	24	12	10	17
Africa, Asia, etc. ....	311 300	100	20	15	20	25	20
Poland .....	76 700	100	40	39	13	2	4
Sweden .....	35 600	100	30	15	12	22	21
Lithuania .....	28 600	100	67	24	8	1	0
Germany .....	24 200	100	21	31	18	13	18
Somalia .....	24 000	100	27	16	27	24	6
Iraq .....	22 000	100	10	16	27	44	4
Denmark .....	18 700	100	13	7	10	16	55
Pakistan .....	18 400	100	10	8	12	19	51
Philippines .....	16 300	100	37	17	15	13	18
Russia .....	15 800	100	18	19	39	23	2
Iran .....	15 600	100	16	8	14	29	33
Thailand .....	15 000	100	24	23	29	17	8
UK .....	13 700	100	21	14	10	16	39
Vietnam .....	13 400	100	6	4	9	19	61
Bosnia-Herzegovina .....	13 200	100	4	4	6	83	2
Afghanistan .....	12 200	100	26	22	36	14	2
Turkey .....	10 800	100	8	9	16	25	42
Eritrea .....	10 000	100	53	26	8	4	9
Kosovo .....	9 800	100	6	8	14	57	14
Sri Lanka .....	8 900	100	6	7	10	32	44
India .....	8 700	100	30	18	10	11	31
Morocco .....	5 200	100	9	8	13	28	43

Source: Population statistics, Statistics Norway.

The municipalities that have many immigrants from Africa, Asia etc. with a short period of residence will probably score poorly on many indicators of living conditions. However, period of residence is not the only factor that matters. Many women from Pakistan, Turkey and Morocco have a long period of residence as well as a low labour force participation rate, and therefore often score low on the living condition indicators we use. Figure 1.6 shows the share of immigrants in each of the municipalities that have a period of residence of less than six years in Norway for EU immigrants and immigrants from Africa, Asia etc. The effect of the period of residence may differ considerably for these two groups (Olsen 2010).

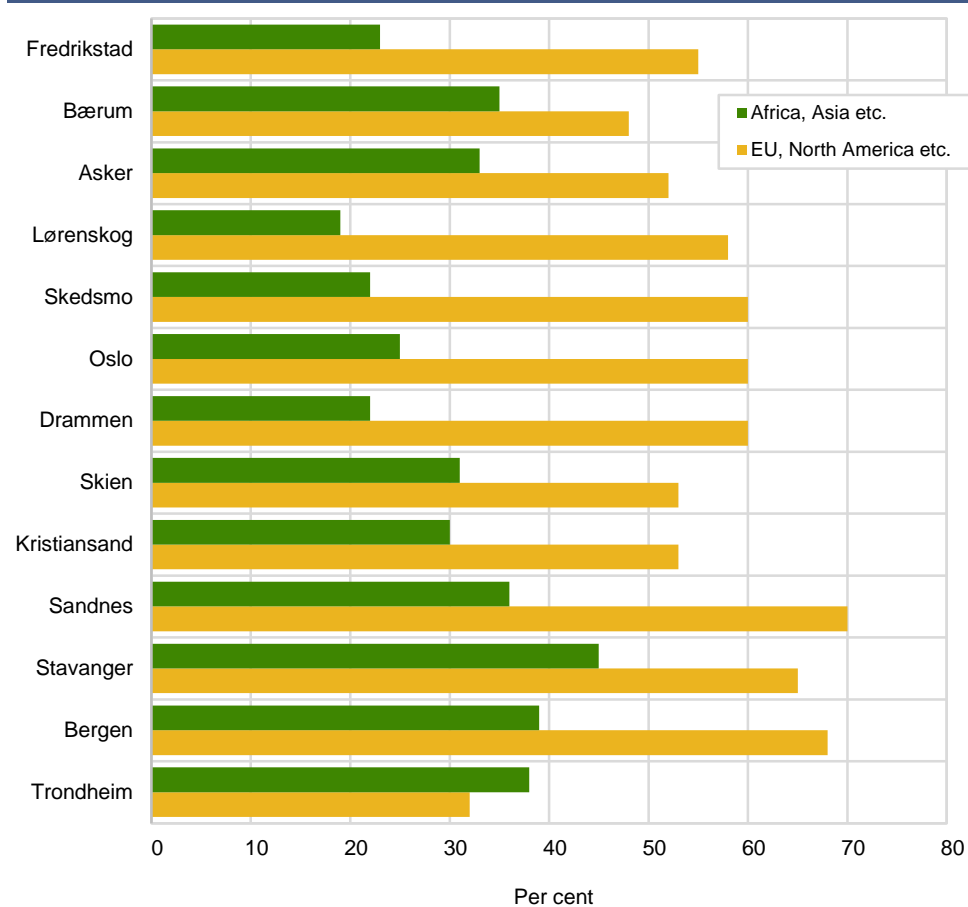
### ***Most new arrivals are EU immigrants***

The highest share of new arrivals is of course among the EU immigrants; between 50 and 70 per cent have arrived in Norway in the past five years. The exception is Trondheim, where only one in three from the EU, North America etc. have such a short period of residence. Trondheim is the only municipality in which the share of new arrivals is less from the EU, North America etc. than from Africa, Asia etc. In 2006, Trondheim had the most newly arrived immigrants of our selected municipalities. This is no longer the case (see Figure 1.6). The new labour immigration has a smaller impact in Trondheim than in the other large immigration municipalities.

– *particularly in Western Norway*

The largest shares of new arrivals from the EU, North America etc. are found in Sandnes, Bergen and Stavanger. The share is also high in and around Oslo, with the exception of Bærum, from 50 to 60 per cent. The largest shares of newcomers from Africa, Asia etc. are in Stavanger, Bergen, Trondheim, Sandnes and Bærum, with between 35 and 45 per cent. Just under 25 per cent of newly arrived immigrants are from Africa, Asia etc. in Oslo, Fredrikstad, Skedsmo, Drammen and Lørenskog. Some of these municipalities already had large numbers from Africa, Asia etc. six years ago (as in Oslo), and some (e.g. Fredrikstad) have many refugees from other parts of Norway, and these tend to have a relatively long period of residence.

**Figure 1.6. Share of immigrants from the EU, North America etc. and from Africa, Asia etc. with period of residence 0-5 yrs. Selected municipalities. 1.1.2013**



Source: Population statistics, Statistics Norway.

### 1.2.5 Age composition

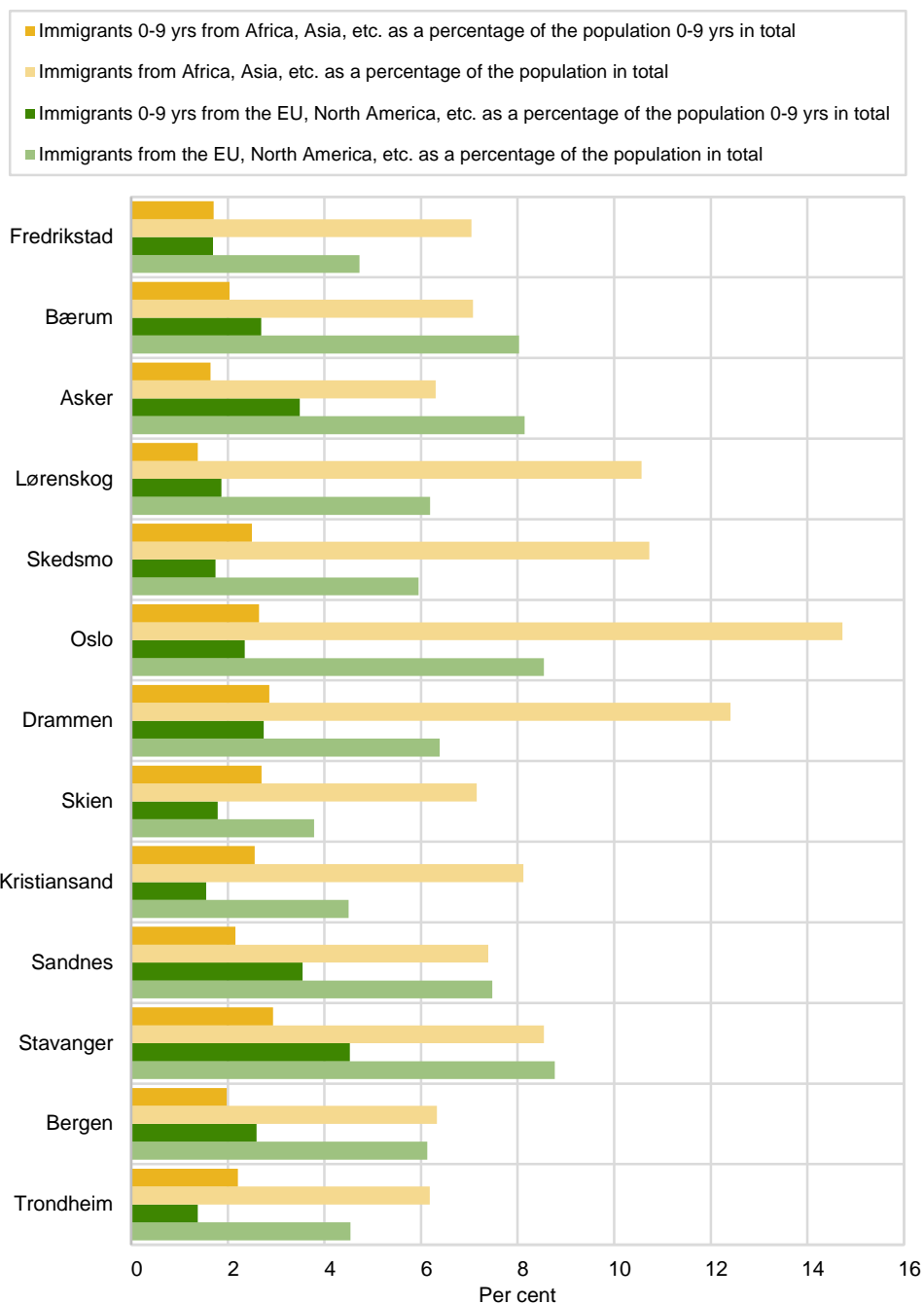
#### *The immigrants are young*

There are relatively large disparities in age distribution between the immigrants and the population as a whole. It is much easier for single young adults to move (even between countries) than it is for families. Immigration to Norway is largely made up of migrant workers, who are typically adults below the age of 50, and refugees, and family members of both groups. Not many children are involved in these types of moves, but many of those who settle in Norway have children once they get here.

For older people, it is not so easy to settle in Norway; they are not as attractive on the labour market and family reunification with children they have who are residents of Norway is often difficult. Therefore, the share of adults aged 20-49 years is 67 per cent among immigrants, but only 40 per cent of the population as a whole. Ten per cent of the population are over 70 years, while among immigrants the figure is just 3.5 per cent. The youngest (0-9 years old) make up 5 per cent of the immigrants, but 12 per cent of the population as a whole. Norwegian-born to immigrant parents are very young; 55 per cent are under 10, and only 2 per thousand are over 70 years. In all cohorts under 10 years, there are more Norwegian-born to immigrant parents than there are immigrants. Immigrants are in the majority in all cohorts from 11 years and upwards.

We will look at the share of children and the share of young adults in our municipalities. The immigrants from the EU, North America, etc. account for between 4 and nearly 9 per cent of the population in our municipalities (see Figure 1.7a). Children who immigrated from these countries account for between a third and a half of these percentages, and make up between 1.5 and 4.5 per cent of all children aged 0-9 years in the municipalities. The immigrants from Africa, Asia etc. make up between 6 and 15 per cent of the population, and of children aged 0-9 years account for between 1.5 and 3 per cent. Despite the fact that there are many more immigrants from Africa, Asia etc. than from the EU, North America, etc., most children aged 0-9 years are from the EU, North America etc. in 7 of our 13 municipalities. The disparities between the municipalities have little impact on the municipalities' age structure.

**Figure 1.7a. Share of immigrants from the EU, North America etc. and Africa, Asia etc. of the population in total and aged 0-9 years. 13 municipalities. 1.1.2013**

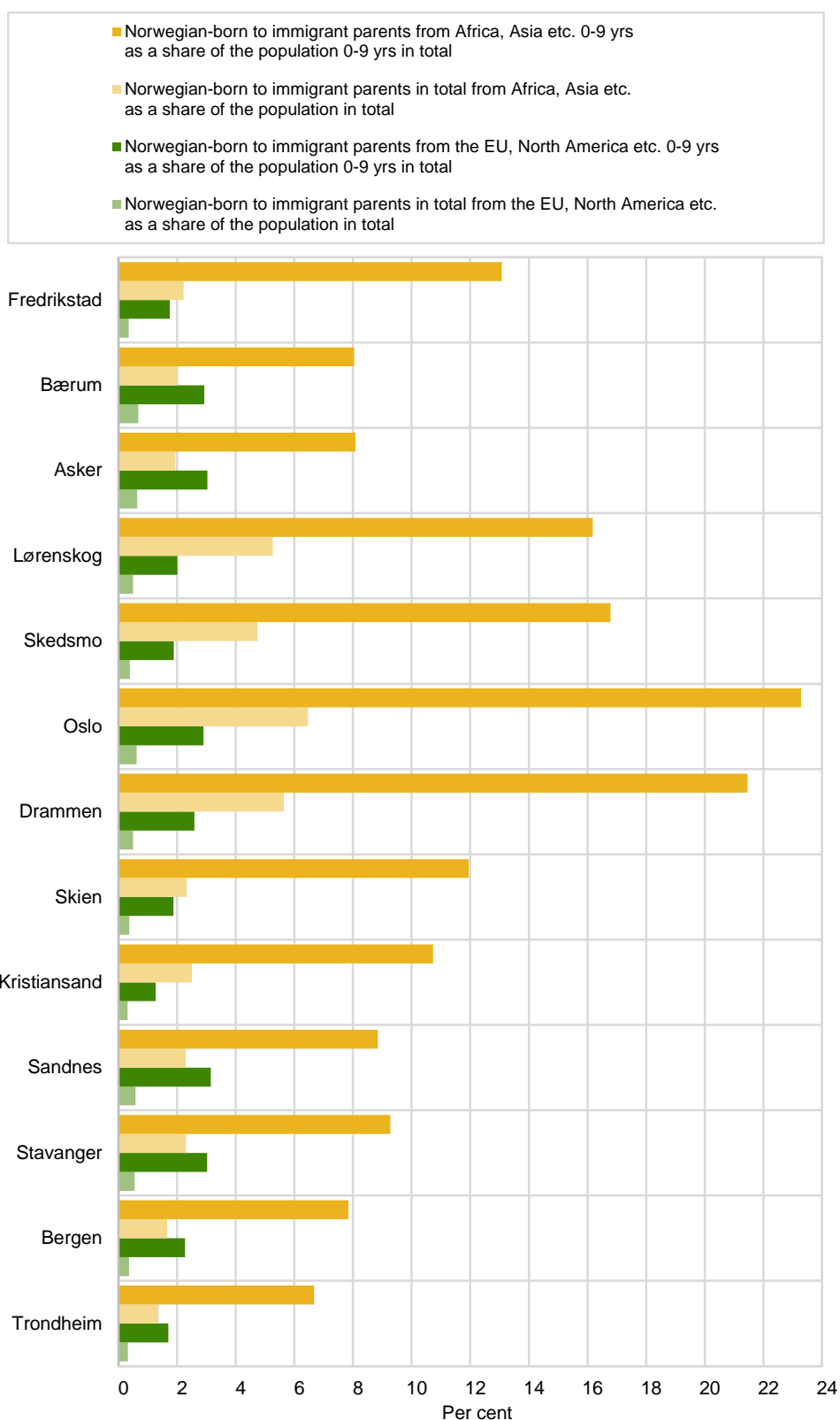


Source: Population statistics, Statistics Norway.

#### ***– Norwegian-born to immigrant parents are even younger***

When we analyse the age distribution among the Norwegian-born to immigrant parents, the picture is quite different (see Figure 1.7b). For some municipalities; Asker, Bærum, and from Sandnes to Trondheim, Norwegian-born children of immigrants from Africa, Asia etc. make up about 8 per cent of the children. In the other municipalities, the share is over 10 per cent. The largest share is in Oslo, where almost 25 per cent of children aged 0-9 years were born in Norway to two parents from Africa, Asia etc. In Drammen, the share is almost the same. Skedsmo and Lørenskog have the next largest shares. This is largely a result of selective migration of families from Oslo to these neighbouring municipalities in the east, where the provision of family housing is good and the prices are lower than in Oslo and west of Oslo. This shows a great potential for growth in the population with a background from Africa, Asia etc.

**Figure 1.7b. Share of Norwegian-born to immigrant parents with a background from the EU, North America etc. and from Africa, Asia etc. of the population in total and aged 0-9 years. 13 municipalities. 1.1.2013**



Source: Population statistics, Statistics Norway.

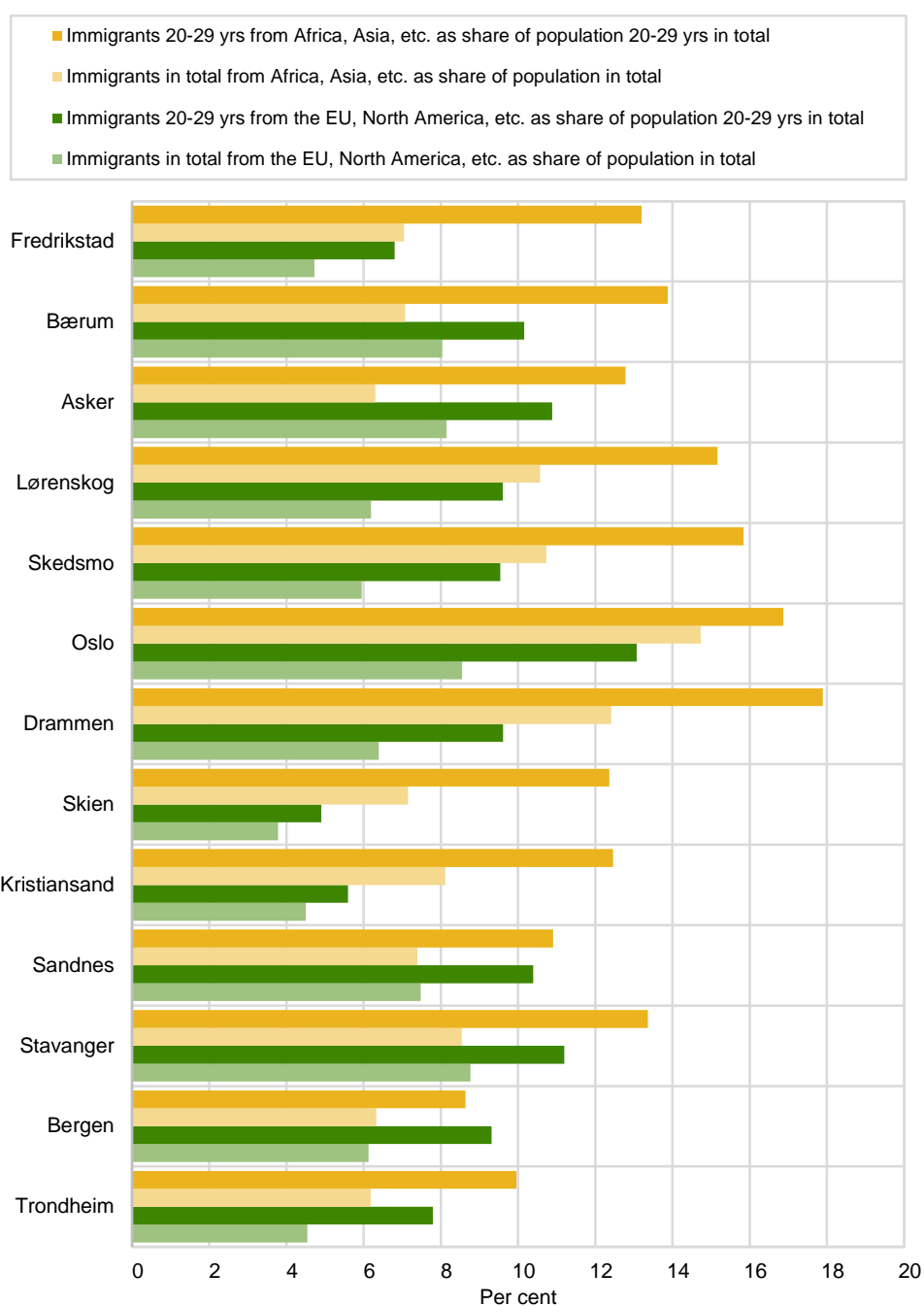
Among young adults (20-29 years), the share of immigrants from Africa, Asia etc. is between 8 and 18 per cent of residents in Norway who are in this age group (see Figure 1.7c). Despite the fact that Oslo has by far the highest share of immigrants in the population, the immigrant share among 20-29 year-olds is highest in Drammen, and Skedsmo and Lørenskog are not far behind Oslo. The disparities



between the municipalities' immigrant shares are much smaller in this age group than among immigrant children and among children born in Norway with two immigrant parents. In all municipalities, immigrants aged 20 to 29 years make up a larger share of the population in the municipality than the immigrants in the total population. We have here another example where the migration is highest among young adults.

The share of everyone in their 20s that is made up of 20-29 year-olds from the EU, North America, etc. is lower than the share of immigrants from Africa, Asia etc. in all municipalities except Bergen. The share in their 20s is somewhat higher than the total share, but those from Africa, Asia etc. have a much stronger concentration of young adults than the EU immigrants.

**Figure 1.7c. Share of immigrants from the EU, North America etc. and Africa, Asia etc. of the population in total and aged 20-29 years. 13 municipalities. 1.1.2013**



Source: Population statistics, Statistics Norway.

### 1.2.6 Reason for immigration

Statistics Norway's official statistics on reason for immigration cover all immigrants with citizenship from countries outside the Nordic countries who immigrated to Norway for the first time between 1990 and 2012. However, there is also relatively good information on persons with flight as the reason for immigration for some years before 1990. The statistics provide an overview of the five main reasons why people move to Norway. All first-time immigrants with non-Nordic citizenship who arrived in the period 1990-2012 have been ascribed one of the main values of work, family, refuge, education, and other reasons for immigration.

Nordic citizens can move freely between the Nordic countries, and do not therefore need to give any reason for immigration. They are therefore noted as having an "unspecified reason for immigration" in our statistics.

Reason for immigration is the reason for first-time immigration.

Labour immigration is defined as persons who have been granted residence in Norway based on a work permit or are subject to the registration scheme for EU/EEA/EFTA citizens.

Family immigration covers family reunification and family establishment. The reference person is the "resident" party in family immigration, or the person that a family immigrant comes with.

Family reunification is reunification with a spouse, parent, child or other family member, where the family relationship being established before the reference person was resident in Norway.

Family establishment is understood as a new marriage or another couple formation where one party is not resident in Norway (transnational marriage), and where he or she can stay on the basis of the family relationship to their settled spouse or cohabitee.

Refuge includes persons who have been granted residence in Norway where flight has been given as the reason for the residence application, regardless of whether a person has been granted refugee status by the refugee convention. Includes those who have been granted residence on humanitarian grounds and through collective protection, as well as resettlement refugees who have been granted residence on humanitarian grounds.

Education comprises mainly students, but also trainees and au pairs. Students from the EEA/EFTA are subject to the registration scheme, and do not need to apply for a permit.

#### Other reasons for immigration

This covers reasons that do not fall under the other main reasons. Persons who are granted a permit on other reasonable grounds fall into this category.

#### ***Number of labour immigrants is growing rapidly, but the majority are still family immigrants***

Of the almost 600 000 immigrants who were registered as resident on 1 January 2013, a good 20 per cent (129 000) were registered without a reason for immigration (see Table 1.5). This includes some of those who immigrated to Norway before 1990, including Nordic citizens with freedom to move here and for whom no reason for immigration needs to be given. We know that many Nordic nationals come here to work, but many are also here for other reasons, such as family or studies.

The largest group is made up of those who have come to Norway for family reasons; 175 000, or almost 30 per cent. Of these, 45 000 (7.5 per cent) came to establish or resume a family life with a refugee. The refugees alone amounted to 120 000, or 20 per cent. A total of 140 000 arrived as migrant workers, and this group is the fastest growing. Many students return home after a short period of time, and therefore only totalled 26 000 at the start of 2013. For a more thorough review of the immigration reasons, see Dzamarija (2013).

The different groups mentioned pose various challenges and opportunities to the municipalities. The labour immigrants come with a contract in hand, and go straight into a job. Eventually, however, there is the risk that they will lose their job (Statistics Norway 2014). Some quickly find a new job, while others may not have the qualifications to find a new job.

***Labour immigrants from the EU, refugees from Africa, Asia etc.***

Among immigrants in Norway, slightly more have their first citizenship in a country in Africa, Asia etc. than in the EU, North America, etc.; 52.5 per cent compared to 47.5 per cent, see Table 1.5. A good 10 per cent (35 000) from Africa, Asia etc. did not have any stated reason for immigration. This is mainly those who arrived before 1990 and are still living here. Practically all refugees came from this region, and refugees constitute almost 40 per cent of the immigrants here. If we add those who followed a refugee family member here, this accounts for just over half of all of those from Africa, Asia etc. The largest refugee countries, with between 7 000 and 14 000 refugees in Norway, are Iraq (14 000), Somalia, Bosnia-Herzegovina, Russia, Afghanistan, Vietnam, Eritrea and Kosovo. Many family members of refugees have also come from most of these countries, but for Bosnia-Herzegovina, entire families immigrated to Norway, so the number of family reunifications for this group was relatively small.

**Table 1.5. Immigrants by reason for immigration and country background. Norway 1.1.2013**

Citizenship	Total	Work	Family		Refuge	Education	Other	Not specified
			Total family	Of which: Family immigrated to person with refugee background				
<b>Total</b> .....	<b>593 300</b>	<b>137 890</b>	<b>176 780</b>	<b>44 710</b>	<b>121 690</b>	<b>25 950</b>	<b>1 880</b>	<b>129 140</b>
First citizenship from Africa, Asia, etc.	311 300	16 680	121 620	43 790	119 240	17 340	900	35 490
EU, North America, etc. ....	282 100	121 210	55 160	910	2 450	8 610	980	93 650
<b>Selected countries</b>								
Poland .....	76 700	51 890	19 360	320	920	830	40	3 610
Lithuania .....	28 600	20 410	6 980	20	10	640	20	540
Germany .....	24 200	11 280	6 390	70	110	1 550	260	4 650
Somalia .....	24 000	60	8 870	8 120	14 520	0	10	550
Iraq .....	22 000	190	8 680	7 940	12 430	10	20	630
Pakistan .....	18 400	650	7 730	890	890	460	60	8 650
Philippines .....	16 300	1 190	7 050	80	230	4 900	300	2 670
Russia .....	15 800	1 700	7 700	650	4 170	1 790	40	400
Iran .....	15 600	510	3 150	2 240	10 670	470	20	740
Thailand .....	15 000	250	13 070	110	290	290	30	1 060
UK .....	13 700	5 120	2 750	40	70	250	170	5 360
Vietnam .....	13 400	170	4 490	2 650	8 290	270	20	180
Bosnia-Herzegovina .....	13 200	370	1 520	1 030	10 820	90	10	440
Afghanistan .....	12 200	50	3 630	3 340	8 320	0	10	180
Turkey .....	10 800	340	6 130	1 160	910	150	30	3 230
Eritrea .....	10 000	10	1 860	1 650	7 750	20	10	390
Kosovo .....	9 800	210	2 240	1 450	6 950	40	10	380
Sri Lanka .....	8 900	190	3 870	2 780	4 040	140	10	690
India .....	8 700	2 160	3 270	230	240	480	60	2 480
USA .....	8 100	1 260	3 070	50	70	590	90	3 030
Latvia .....	8 100	5 270	2 110	10	10	400	10	270
Romania .....	7 900	4 330	2 680	110	160	580	20	180
China .....	7 600	1 000	2 910	230	820	1 600	10	1 220
Iceland .....	7 100	-	-	-	-	-	-	7 140
Netherlands .....	7 100	2 600	2 350	20	30	230	130	1 760
Chile .....	6 200	210	2 070	1 050	3 500	60	10	360
Finland .....	6 200	-	-	-	-	-	-	6 180
Ethiopia .....	5 700	60	1 790	1 270	3 180	400	20	240
Morocco .....	5 200	240	2 680	250	140	60	10	2 090

Source: Population statistics, Statistics Norway.

A quarter of the immigrants from Africa, Asia etc. living in Norway at the start of 2013 are family immigrants of persons who are not refugees. This quarter consists of fairly diverse groups. More than half of this quarter immigrated with someone who was a labour immigrant or to resume family life with such a person, or had another type of stay. Just under half came to establish a family with someone who was already living in Norway. In this group there were more (30 000) who established a family with someone who was not an immigrant or Norwegian-born to immigrant parents than established themselves with someone who was an immigrant or Norwegian-born to immigrant parents (28 000), see Table 1.6. Of these 28 000, the vast majority came to an immigrant, and only 100-200 yearly came to a Norwegian-born to immigrant parents.

#### *No reason for immigration is registered for Nordic citizens*

For immigrants whose first citizenship is with a country in the EU, North America etc., a third have an unspecified reason for immigration, many are Nordic citizens, and the rest immigrated from other countries, but before 1990. More than 40 per cent were migrant workers, and 20 per cent were family immigrants who had followed labour immigrants and others from these countries. The labour immigrants have been particularly prevalent in recent years, particularly from the countries that joined the EU in 2004. More than half of all labour immigrants came from Poland and Lithuania (see Table 1.5), and 5 000 were from Latvia and Romania. As regards other countries, there is also a large number of labour immigrants from Germany (third largest) and the UK. Labour immigrants

(specialists in various fields) have also come from countries in Africa, Asia etc.; 4 000 from China, 2 000 from India and more than 1 000 from Russia and the Philippines.

A large number of education immigrants are from the Philippines (au pairs who are expected to return after a year or two), but there are also 1 500 from Russia, Germany and China. From typical refugee countries such as Somalia, Iraq and Afghanistan, only a small handful have education as the reason for immigration.

**Table 1.6. Family immigrants by family reunification type, country background and immigration category of person in Norway. Norway 1.1.2013**

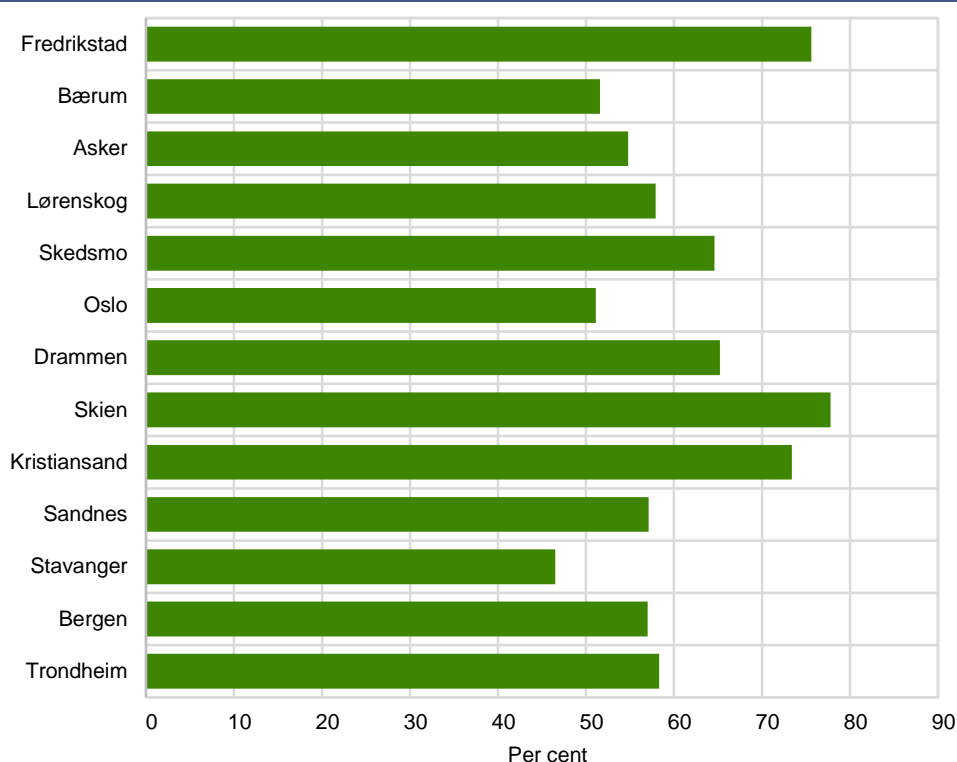
Country background	Total	Reunification and accompanying	Family establishment			
			Total	Person in Norway is immigrant or Norwegian-born to immigrant parents	Person in Norway is in the rest of the population	Person in Norway is not specified
<b>Total</b> .....	<b>176 780</b>	<b>106 980</b>	<b>69 800</b>	<b>30 700</b>	<b>38 560</b>	<b>540</b>
First citizenship from Africa, Asia, etc. ....	121 620	63 270	58 350	28 020	29 910	420
First citizenship from EU, North America, etc. ..	55 160	43 710	11 450	2 680	8 650	120
<b>Selected countries</b>						
Poland .....	19 360	16 820	2 540	1 160	1 350	30
Thailand .....	13 070	4 410	8 660	330	8 320	10
Somalia .....	8 870	8 040	830	820	10	-
Iraq .....	8 680	6 910	1 770	1 710	60	-
Pakistan .....	7 730	2 700	5 030	4 850	150	30
Russia .....	7 700	3 980	3 720	460	3 250	10
Philippines .....	7 050	2 660	4 390	500	3 880	20
Lithuania .....	6 980	6 380	600	300	300	-
Germany .....	6 390	5 550	830	180	650	10
Turkey .....	6 130	2 340	3 790	2 480	1 270	50
Vietnam .....	4 490	2 330	2 170	1 770	380	20
Sri Lanka .....	3 870	1 800	2 070	1 950	80	50
Afghanistan .....	3 630	2 770	860	830	30	-
India .....	3 270	1 760	1 510	1 290	200	20
Iran .....	3 150	1 670	1 480	1 330	140	10
UK .....	2 750	1 590	1 160	110	1 040	10
Morocco .....	2 680	700	1 990	1 230	750	10
Kosovo .....	2 240	780	1 450	1 210	220	30
Eritrea .....	1 860	1 550	310	300	10	10
Bosnia-Herzegovina .....	1 510	620	890	790	100	-

Source: Population statistics, Statistics Norway.

***More refugees mean more challenges in the labour market***

Refugees often find it more difficult to participate in the Norwegian labour market than other immigrants from the same regions (see Olsen 2014). Local authorities therefore receive an integration grant for the first five years after settlement, and newly arrived refugees participate in an Introductory programme. For more details on the Introductory programme, see Statistics Norway (2013a). All things being equal, we can assume that in addition to the impact that a large share of immigrants with a short period of residence will have on municipal measures, municipalities with large numbers of refugees will also have different challenges from municipalities with few refugees. Lillegård and Seierstad (2013) analyse the extent to which disparities between the municipalities' results from the Introductory programme can be explained by the varying composition of the refugee groups, and the extent to which there must be other factors, either in the municipality or in the scheme, that can explain the sometimes large disparities in results.

**Figure 1.8. Refugees as a percentage of immigrants from Africa, Asia etc. in the 13 reference municipalities. 1.1. 2013**



Source: Population statistics, Statistics Norway.

The share of refugees among immigrants from Africa, Asia etc. varies widely between the 13 reference municipalities; three out of four in Skien and Fredrikstad to one in two or less in Oslo and Stavanger. Municipalities with a high share of refugees will often face greater challenges with integration than municipalities with a lower share of refugees. In absolute numbers, the largest municipality is Oslo, which is home to almost half of the refugees in the 13 reference municipalities, but compared to the number of immigrants in total from Africa, Asia etc., it is still not that many.

In 2006, the picture was not that much different. The number of refugees was lower, but their share of the immigrants from Africa, Asia etc. was somewhat higher. Also at that time, Fredrikstad, Skien and Kristiansand clearly had the highest refugee shares, but many municipalities had a lower share than Stavanger, where many immigrants from Africa, Asia etc. are not refugees.

### 1.2.7 Changes in the municipalities

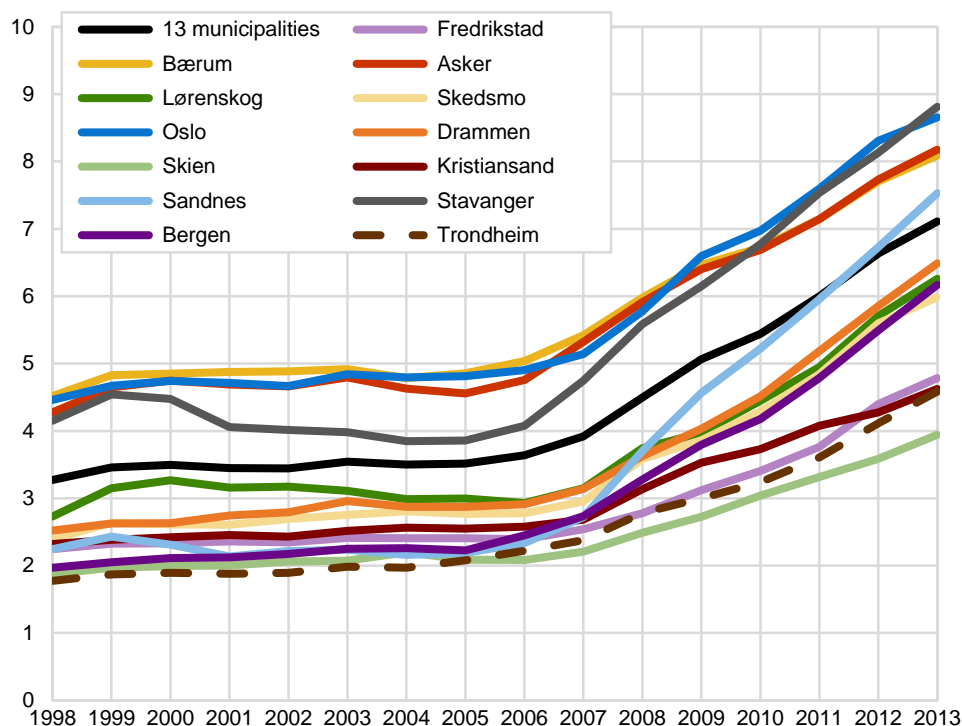
#### *The immigrant population has increased 12-fold since 1970*

We have previously written extensively about developments in the composition of the group of immigrants and their Norwegian-born children since 1970, where the number of immigrants and Norwegian-born to immigrant parents has increased 12-fold, from just under 60 000 to 710 000. Here we examine the development in each of the 13 reference municipalities. In 2007, our focus was on showing the development of those who at that time were referred to as non-western immigrants. We no longer have such a clear distinction between the groups we are interested in and the groups we are not so concerned with; we show the growth rate for immigrants from the EU, North America, etc. (Figure 1.9) and from Africa, Asia etc. (Figure 1.10) separately.

#### *EU immigration has seen equal growth in all municipalities, with strong growth from 2006*

From 1998 to 2006, the growth in EU immigration was quite modest in all 13 reference municipalities, and was clearly weaker than the growth in immigrants from Africa, Asia etc. The share only increased by a few per thousand for all 13 reference municipalities as a whole, while falling in parts of the period in municipalities such as Lørenskog, Sandnes and Stavanger. This changed radically after 2006 (when the effect of the EU expansion began to be evident in the Norwegian migration pattern). The share doubled in all 13 reference municipalities as a whole, and the fastest growth was in Sandnes, where it tripled, and in Bergen. Sandnes was one of the municipalities with the lowest share in 2006, but in 2013 was above the national average and was behind only Oslo, Stavanger, Asker and Bærum. The relative growth was weakest in the municipalities with the highest shares in 2006; Asker and Bærum, and the municipality with the lowest share; Skien. Although Poland is the largest immigrant country in Skien, and the share of EU immigrants almost doubled from 2006-2013, the curve for Skien shows that the immigration from the EU, North America etc. does not have the same impact in all municipalities. The share of this group in Skien in 2013 is lower than in as many as four of the municipalities in 2006.

The clearest message from Figure 1.9 is that the growth in the EU immigrants' share of the population has been fairly steady in all 13 reference municipalities, and that the growth in Sandnes, Stavanger and Bergen has been even faster than in the rest of the municipalities.

**Figure 1.9. Immigrants from the EU, North America etc. as a percentage of the municipality's population, 1998-2013**

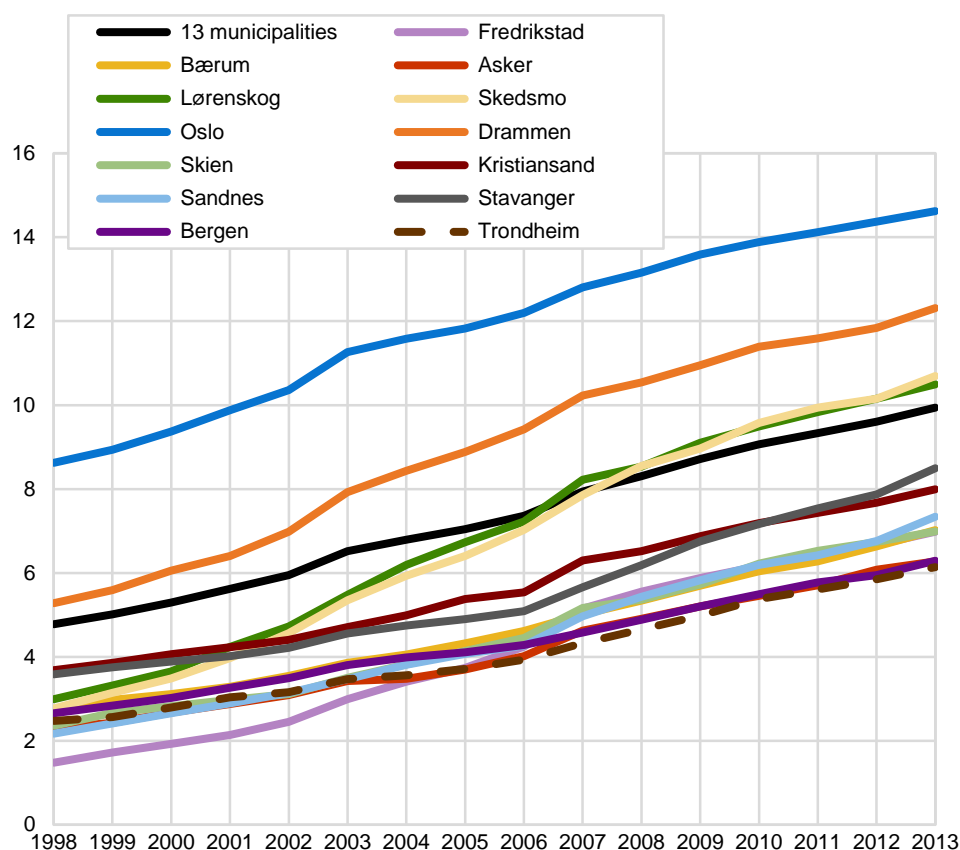
Source: Population statistics, Statistics Norway.

### *Growth in the number of immigrants from Africa, Asia etc. has been equal and steady in the municipalities*

The growth in the share from Africa, Asia etc. has been much more steady than for the EU immigrants in the reference seven-year period. The share for all 13 municipalities as a whole has grown by a third, from 7.5 to almost 10 per cent. Throughout the period covered in Figure 1.10, the population of Oslo has had by far the highest share of immigrants from Africa, Asia etc., and the growth here has been almost as high as in all 13 reference municipalities as a whole. Lørenskog and Skedsmo have grown faster than the other municipalities, and are now, together with Oslo and Drammen, above the average for the 13 reference municipalities. The most likely explanation for this is the secondary emigration from Oslo. Drammen has had far more immigrants than the other municipalities throughout the period, apart from Oslo, which has always had considerably more. Trondheim and Bergen, together with Asker, have the lowest share from Africa, Asia etc., and growth here has been more moderate than in many other municipalities. We have repeatedly highlighted Fredrikstad as a municipality with special challenges in connection with the immigration from Africa, Asia etc. The municipality does not, however, have a particularly large share of immigrants from this region compared with other large municipalities. The share has grown in parallel with most other municipalities, and Fredrikstad has always been one of the municipalities with the lowest share, particularly at the start of the period.

The main feature of the message from Figure 1.10 is that the municipalities have had a fairly parallel, steady and strong growth in the share of immigrants from Africa, Asia etc. throughout the period 1998-2013.



**Figure 1.10. Immigrants from Africa, Asia etc. as a percentage of the municipality's population, 1998-2013**

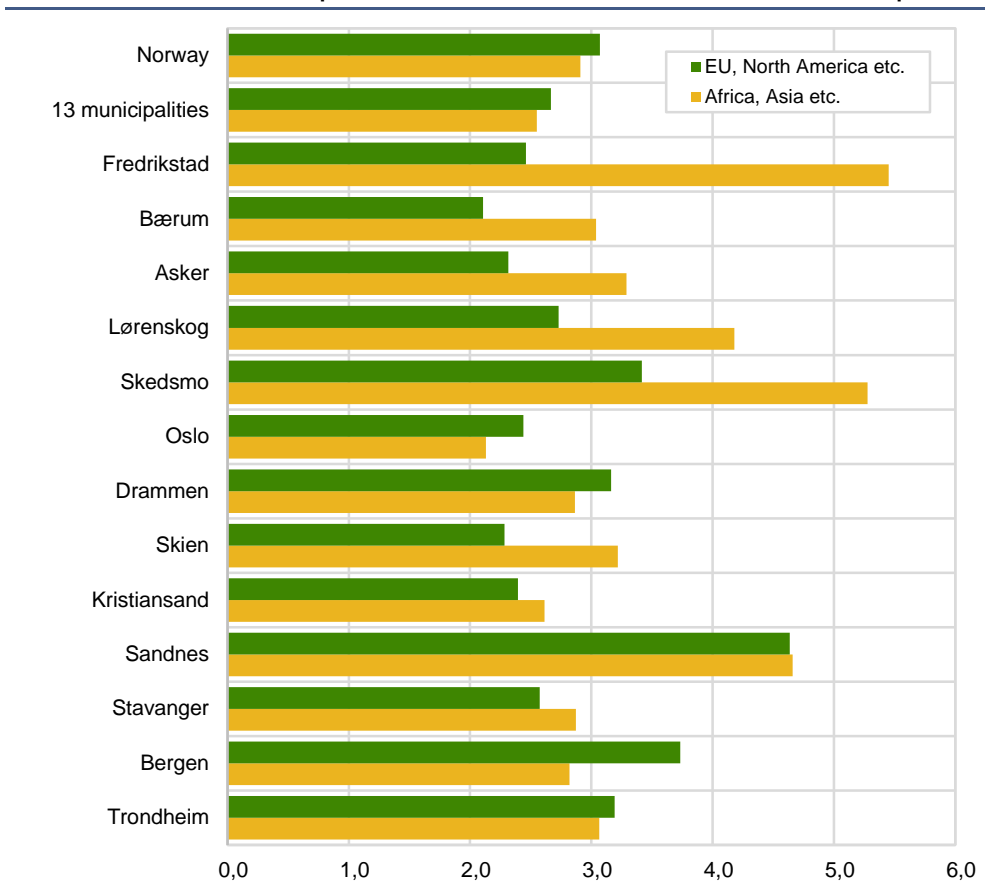
Source: Population statistics, Statistics Norway.

### ***Oslo has the lowest growth rate***

If we examine only the growth from 1998 to 2013, the number of immigrants in Norway has tripled, both in terms of EU immigrants and other immigrants (Figure 1.11). The municipality with the lowest growth is Oslo, which had a large immigrant population to start with. Here the number of both groups has slightly more than doubled. Although the number of immigrants from the EU, North America etc. has grown from 22 000 to 54 000, Oslo's share of these immigrants has fallen from just under 25 to just under 20 per cent. The number of immigrants from Africa, Asia etc. increased by 50 000, but Oslo's share of this group fell from 40 to 30 per cent. Bærum and Kristiansand have also had a relatively modest growth.

### ***– and Fredrikstad and Skedsmo have the strongest***

The strongest growth (more than a five-fold increase) in the number of immigrants from Africa, Asia etc. was in Fredrikstad and Skedsmo. The strongest growth in the total number of immigrants was in Sandnes, where both groups saw almost a five-fold increase from 1998 to 2013. Trondheim and Bergen have also had stronger growth than the national average. The distribution of growth is such that the number of immigrants has grown faster in the country as a whole than in the 13 reference municipalities, and among the reference municipalities growth has been lowest in Oslo. Thus, immigration between 1998 and 2013 led to a far more even regional distribution of immigrants in Norway. Nevertheless, Oslo still has the undisputed position as the main immigrant municipality in Norway.

**Figure 1.11. Growth in immigrant figures from the EU, North America etc. and from Africa, Asia etc. in the municipalities. 1998-2013. Increase from 1998 to 2013 as a multiple**

Source: Population statistics, Statistics Norway.

### 1.2.8 Immigrants' voter participation

#### *Voter participation is low*

Voter turnout among immigrants is considered an important element of their participation in Norwegian society. Many immigrants only aim to be here for a short period, and may not, therefore, be very interested in Norwegian politics. We shall examine here the turnout at the municipal elections in 2011. All Norwegian citizens have the right to vote in municipal elections, as do all foreign nationals who have legally resided in Norway for at least three years. Nordic citizens are entitled to vote if they immigrated before 30 June in the election year.

<http://www.ssb.no/valg/statistikker/stemmerettkomm/>

Voter participation varies with period of residence and where the immigrant is from, and there is also a large gender gap in some immigrant groups.

In this introduction we will give a brief description of voter turnout among immigrants at a national level as a backdrop for the municipal descriptions that follow. The figures on voter turnout are based on a census survey conducted by Statistics Norway (Aalandslid and Lysø 2013). Data does not allow us to distinguish between immigrants and Norwegian-born to immigrant parents. Figures broken down by gender are based on a sample survey conducted by the Institute of Social Research

<http://www.samfunnsforskning.no/Publikasjoner/Rapporter/2013/2013-001>.

Because the figures are based on a sample, many of the municipalities will not have enough observations to produce figures for all groups by country background or period of residence.

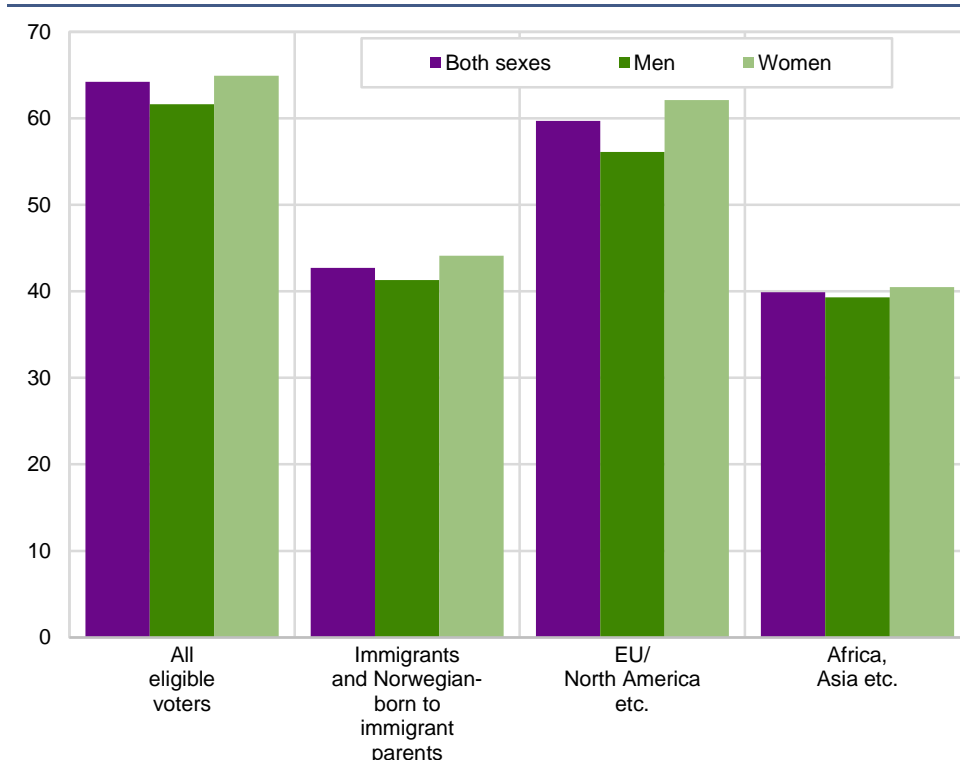
#### *– particularly among immigrants from Africa, Asia etc.*

Figure 1.12 shows that immigrants have a significantly lower voter turnout than the Norwegian average. The disparity is in excess of 20 percentage points for both

sexes. Women have a slightly higher participation rate than men in all groups. The disparity is smallest among immigrants from Africa, Asia etc. Immigrants from the EU, North America etc. have much higher participation rates than other immigrants, despite the fact that many of them have a relatively short period of residence.

Of the municipalities that have figures for both country groups, Bærum has the most distinct disparity; the EU immigrants' voter turnout is above the Norwegian average, while the immigrants from Africa, Asia etc. have a lower participation rate than average for this group in Norway.

**Figure 1.12. Voting at municipal council and county council elections in 2011. Whole population, and all immigrants and Norwegian-born to immigrant parents with Norwegian citizenship, by gender and region. Norway**

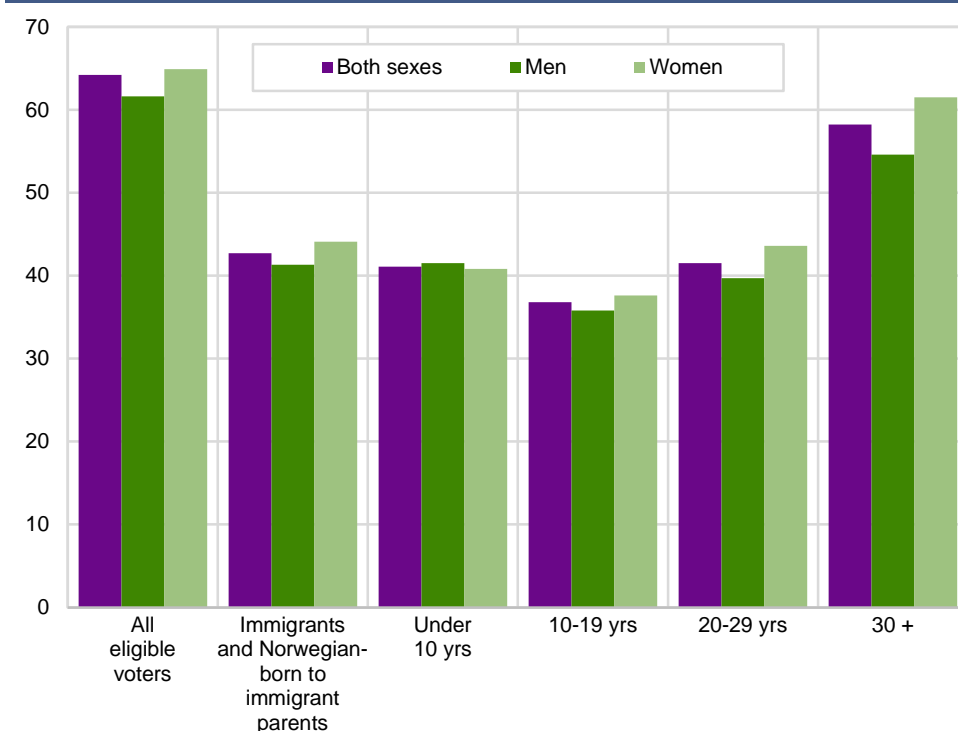


Source: Election statistics, Statistics Norway

**– and among those with a short period of residence**

Voter turnout varies considerably with period of residence, as shown in Figure 1.13. For those who have lived in Norway for at least 30 years, turnout is just slightly below the average for Norway, while those with a shorter period of residence have a much lower participation rate and a smaller disparity between the three period of residence groups. There are large disparities in the immigrant groups' composition depending on period of residence (see the section on periods of residence earlier in this introduction). Among those with the longest period of residence, the share of Scandinavians is large, and this group has a relatively high voter turnout. Those with a long period of residence are mostly in the older age groups, and thus at an age where turnout is relatively high. Kristiansand and Fredrikstad had a particularly high turnout among those with a residence period of at least 30 years. Rather than searching for substantive reasons for this, consideration should be given to the probability that these are purely random variations, and to what is the effect of the composition of the group.

**Figure 1.13. Voting in the municipal council and county council elections in 2011 for immigrants and Norwegian-born to immigrant parents with Norwegian citizenship, by gender and period of residence. Norway.**



Source: Election statistics, Statistics Norway

### 1.3 Living conditions

In the description of each municipality, we have focused on the immigrants and Norwegian-born to immigrant parents' participation in all levels of the education system. Education is an important prerequisite for employment and income in Norway, and there are large disparities between the various immigrant groups both in the type of education they already have and in their participation in education in Norway (Steinkellner and Holseter 2013, and Henriksen et. al (eds.) 2010). Some municipalities have too few people in certain age groups for the figures to show any clear patterns when we break them down into sub-groups, but we believe that the importance of education on the ongoing integration necessitates a large focus to be placed on this dimension in the review of the individual municipalities.

#### 1.3.1 Kindergartens and cash benefit

The kindergarten statistics are not based on individuals, and cannot therefore be compiled on the basis of linking the children who go to kindergarten with information on their country background and the country background of their parents. We rely on summarised reports submitted to KOSTRA by the municipalities. These reports detail the share of children aged 0-5 years who are in kindergarten, and the share of children from language and cultural minorities among immigrants or Norwegian-born to two immigrant parents (Statistics Norway 2013b).

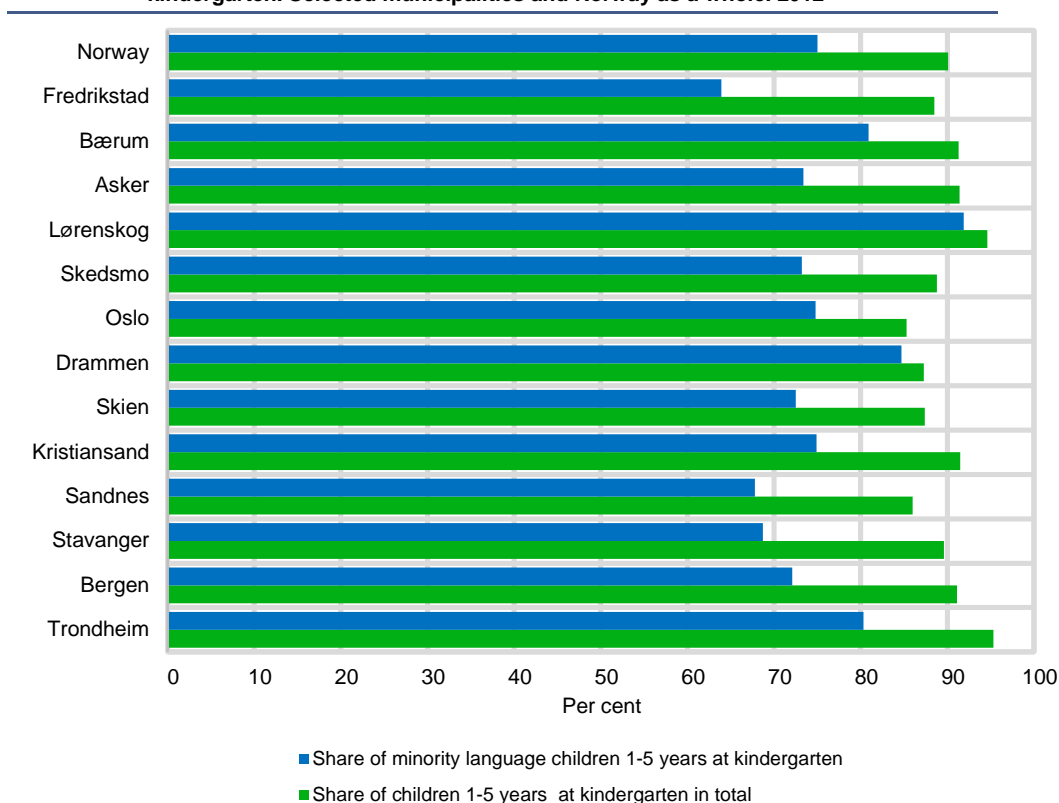
The definition of who belongs to the language and cultural minorities is not entirely clear, and the different municipalities are likely to have different practices. The definition does not correspond to Statistics Norway's definition of immigrants, which means that the figures on the use of kindergartens do not exactly match the standard grouping we use elsewhere in this report. Nevertheless, we will use these figures since they show the significant disparity in the use of kindergartens between the different municipalities.

### ***Kindergarten coverage is the same in municipalities, but large disparities in use by immigrants***

There is relatively little difference between the kindergarten coverage in the 13 reference municipalities. Ninety per cent of all children aged 1-5 years attend kindergarten in Norway, and the reference municipalities are within a margin of  $\pm 5$  per cent of this average. Lørenskog and Trondheim are highest, and Oslo is the lowest. Children belonging to language minorities in these statistics have a significantly lower participation rate in kindergartens than other children (see Figure 1.14). Nationwide, the coverage is 75 per cent, varying from 92 per cent in Lørenskog to 64 per cent in Fredrikstad. Children from minority languages in Lørenskog have a higher participation rate in kindergartens than the average for all children in Norway, and only in Trondheim out of all the reference municipalities is the participation among all children higher than the minority language speakers in Lørenskog.

There is no strong correlation between the participation rates in the two groups in Figure 1.14; the disparity varies from just 2-3 per cent in Drammen and Lørenskog to 21 per cent in Stavanger and 25 per cent in Fredrikstad. There is greater variation between municipalities for the minorities than for the majority. The different composition of immigrants and their Norwegian-born children does not fully explain these variations in the minorities' use of kindergartens. The neighbouring municipalities of Lørenskog and Skedsmo have a relatively similar composition of immigrants, but the disparity in their use of kindergartens is very large; 92 compared to 73 per cent.

**Figure 1.14. Share of children at kindergarten in total and share of minority language children at kindergarten. Selected municipalities and Norway as a whole. 2012**



Source: KOSTRA, Statistics Norway.

### ***The cash benefit is controversial***

The labour market is a central arena for learning Norwegian and gaining an understanding of the norms and rules in Norwegian society. The cash benefit for parents with young children is criticised by various quarters as a barrier to immigrant women participating in the labour market, and this criticism is supported by foreign sources (OECD 2009). They believe that women who are offered the

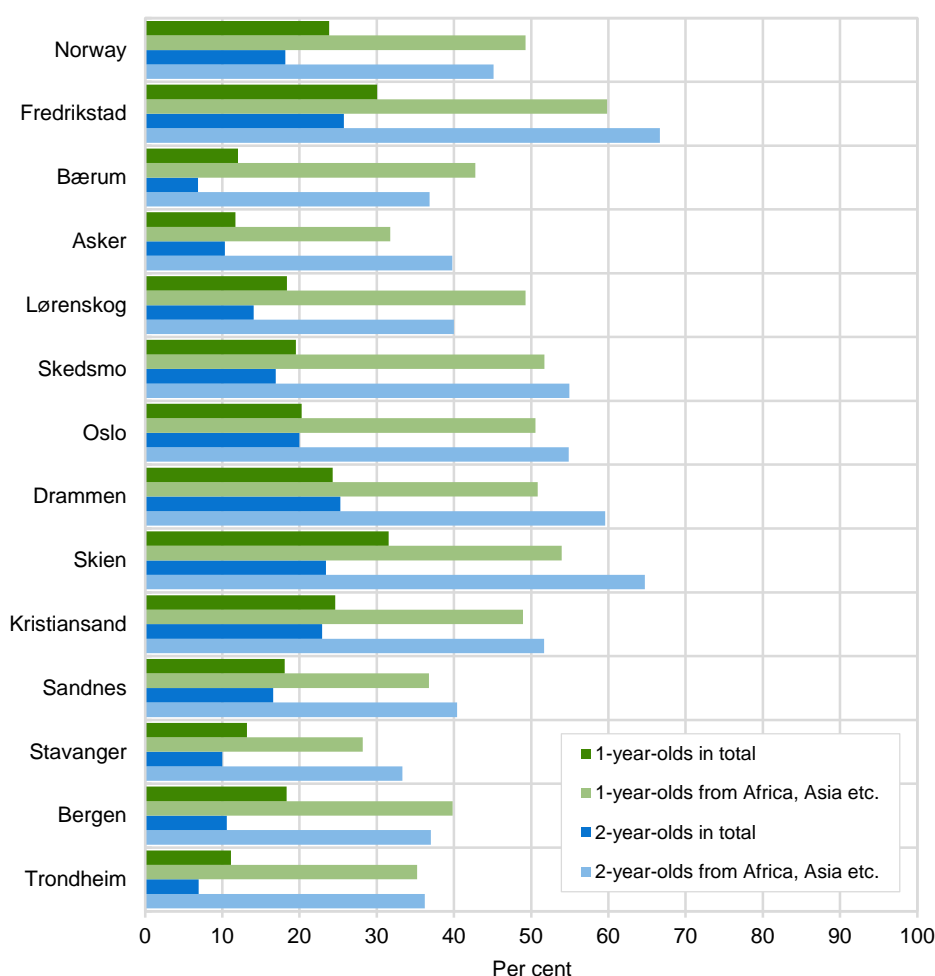
cash benefit may prefer to receive the benefit instead of participating in the labour market, and that the income from a low paid job does not necessarily mean that the family finances will be better than with the cash benefit. Various descriptions of the use of the cash benefit have been given, mostly recently in Egge-Hoveid (2012), which describes the receipt of the cash benefit among immigrants after the change to the Cash Benefit Act. The Act put an end to the cash benefit for parents of 2-year-olds and increased the rate for children between 13 and 18 months.

***Use of the cash benefit varies considerably between the municipalities***

In September 2011, the parents of one in every four children aged 1 and one in every five 2-year-olds in Norway received the cash benefit. The share among immigrants and Norwegian-born to immigrant parents from Africa, Asia etc. was more than double. The cash benefit was received for half of the 1-year-olds and 45 per cent of the 2-year-olds in this group. Figure 1.15 shows that the share varies widely between the municipalities, both among those with and those without an immigrant background.

Figure 1.15 also shows that the share of all children and children with a background from Africa, Asia etc. varies between the municipalities. Fredrikstad and Skien have a high share of cash users among both the 1 and 2-year-olds, and they also have the highest share among those from Africa, Asia etc., with about 60 per cent. The lowest share of cash benefit recipients are in Asker, Bærum, Stavanger and Trondheim, with just over 10 per cent of all 1-year-olds and just below 10 per cent of all 2-year-olds. The share among 1-year-olds from Africa, Asia etc. varies more, with about one in three receiving the cash benefit in these four municipalities. These groups are relatively small, so the variations are more likely to be greater. Among the 2-year-olds with a background from Africa, Asia etc., the share is about the same level as for 1-year-olds in these municipalities. This variation in the use of the cash benefit has common features with the variation in the labour force participation, which we will return to later.

**Figure 1.15. Share of parents of children aged 1 and 2 who use the cash benefit, by immigrant background, immigrants and Norwegian-born to immigrant parents. Selected municipalities and Norway as a whole. 1.9.2011**



Source: Income statistics, Statistics Norway

### 1.3.2 Education

Primary and lower secondary schooling is compulsory for all children, and all groups have almost 100 per cent participation here. Participation is more variable in upper secondary schools, especially between immigrants and Norwegian-born to immigrant parents. Some municipalities have too few immigrants and Norwegian-born to immigrant parents aged 16-18 years to draw any firm conclusions from the figures. Among Norwegian-born to immigrant parents, the share at upper secondary school (91 per cent) is almost the same as for Norway as a whole (92 per cent), while the immigrants have a much lower share (72 per cent). The latter group will include a relatively large number of newcomers, and a percentage of them will also be in primary and lower secondary school. Since 2005, all groups have had an increase of a few per cent. The increase among immigrants is the smallest, and is probably primarily a result of changes in the group's composition.

#### *Almost all 16-18-year-olds go to school*

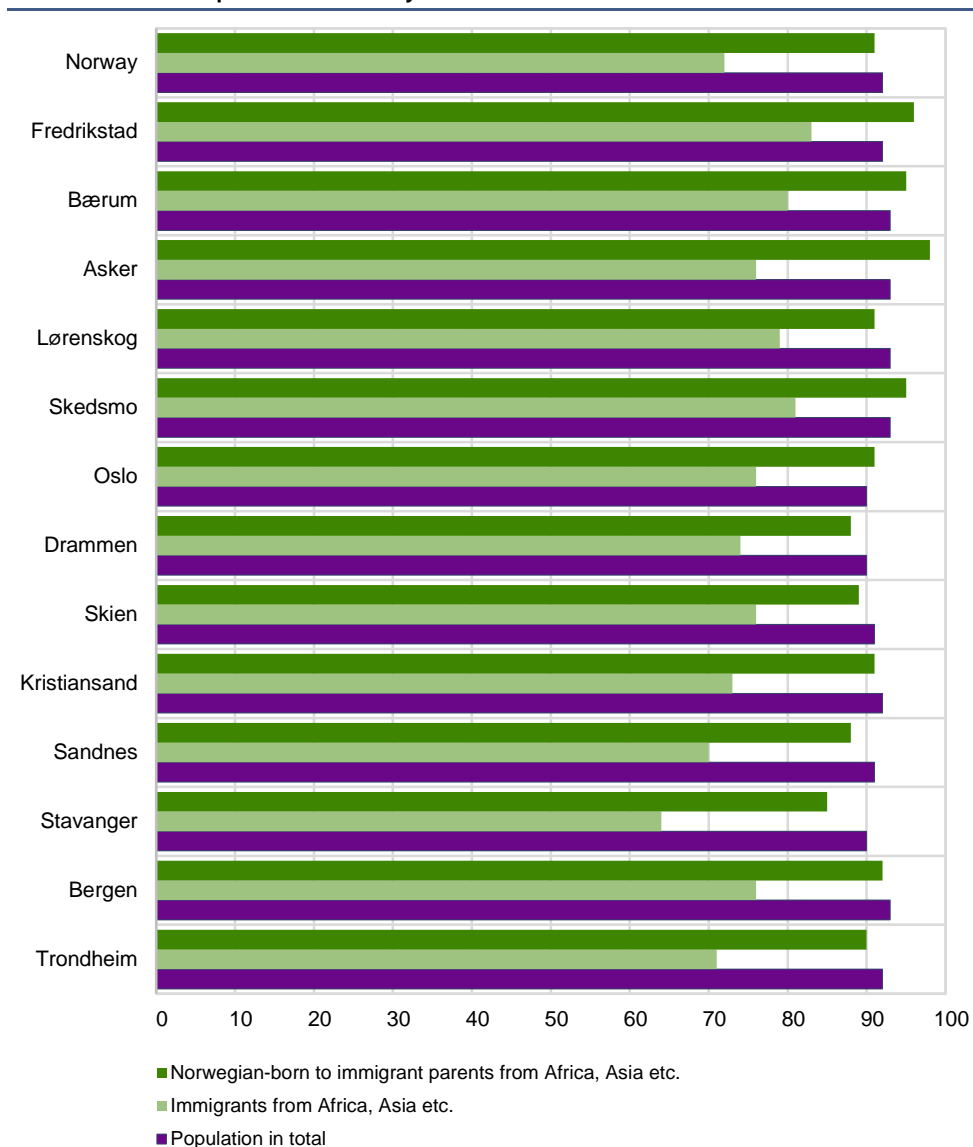
For all persons aged 16-18 years, the share at upper secondary school is between 90 and 93 per cent in the reference municipalities (see Figure 1.16). For Norwegian-born to immigrant parents, the share has clearer disparities, and is between 85 and 98 per cent. For five of the reference municipalities, the share is higher among this group than in the municipality as a whole. It is not necessarily the case that differences in the composition are the only explanation for the relatively large variation. Asker and Fredrikstad have the highest shares, and Stavanger, Sandnes, Drammen and Skien have the lowest shares for participation in education by the Norwegian-born to immigrant parents. Both Skien and

Fredrikstad have a very large refugee population. The fact that Stavanger and Sandnes have a low participation rate may be related to the large demand for labour in these areas.

**– but not among immigrants**

Among the immigrants, the share in education varies between 65 per cent in Stavanger and 83 per cent in Fredrikstad. These same municipalities are at the top and bottom as for Norwegian-born to immigrant parents. The only reference municipality where the share of immigrants aged 16 to 18 in upper secondary education is clearly below the national average is Stavanger.

**Figure 1.16. Participation in upper secondary school among all residents, plus immigrants and Norwegian-born to immigrant parents from Africa, Asia etc., 16-18 years. Selected municipalities and Norway as a whole 1.10.2012**



Source: Education statistics, Statistics Norway

**Large shares do not complete upper secondary school in the standard time**

The relatively low share of pupils who complete upper secondary school within the standard period of time is a problem in Norwegian schools. It is assumed that pupils who do not complete their study or vocational qualifications will have problems finding work. The problem is greater for boys than for girls, and greater among immigrants than among Norwegian-born to immigrant parents. The problem is least prevalent among pupils with no immigrant background. Table 1.7 shows the shares for the 13 reference municipalities of pupils who started upper secondary school in the period 2005-2007 and completed their study or vocational



qualifications within five years. For most municipalities, the share is around 70 per cent, but Oslo, Lørenskog, Asker and Bærum have a somewhat higher share (74-84 per cent). In all municipalities, around ten per cent more women than men completed within the standard period of time.

– *particularly immigrants*

The share of immigrants who completed within five years is lower than the aggregate figures for the municipality, but the disparity varies surprisingly widely between the municipalities. In Asker, 79 per cent of all pupils completed within the standard time, but the corresponding figure for immigrants was just 51 per cent. In the municipalities from Kristiansand to Trondheim, the disparity is also over 20 per cent. At the other extreme is Lørenskog, where the share of immigrants who completed was just 6 per cent lower than for the municipality as a whole. This is probably largely due to the fact that Lørenskog has a large number of immigrants who have lived in Norway for a long time. These immigrants are well established and their children are likely to have opportunities in Norwegian schools that are similar to the opportunities that other young people in Norway have.

**Table 1.7. Share of pupils who completed within five years among the total pupil population and immigrants who started for the first time in autumn 2005–2007, by gender and country background. 13 reference municipalities. Per cent**

	Norway	Fredrikstad	Bærum	Asker	Lørenskog	Skedsmo	Oslo	Drammen	Skien	Kristiansand	Sandnes	Stavanger	Bergen	Trondheim
<b>Total</b> .....	<b>69</b>	<b>66</b>	<b>84</b>	<b>79</b>	<b>75</b>	<b>69</b>	<b>74</b>	<b>68</b>	<b>68</b>	<b>71</b>	<b>73</b>	<b>72</b>	<b>71</b>	<b>71</b>
<b>Immigrants in total</b> .....	<b>51</b>	<b>53</b>	<b>63</b>	<b>51</b>	<b>69</b>	<b>54</b>	<b>58</b>	<b>46</b>	<b>55</b>	<b>48</b>	<b>52</b>	<b>52</b>	<b>53</b>	<b>53</b>
EU, North														
America etc. ....	60	-	59	76	77	57	72	47	58	67	83	69	77	85
Africa, Asia etc. ...	50	49	63	43	67	53	58	46	54	46	47	49	51	50
<b>Men</b>														
<b>in total</b> .....	<b>65</b>	<b>60</b>	<b>81</b>	<b>75</b>	<b>70</b>	<b>65</b>	<b>69</b>	<b>64</b>	<b>63</b>	<b>67</b>	<b>69</b>	<b>68</b>	<b>66</b>	<b>65</b>
Immigrants														
In total .....	43	44	55	42	67	47	47	32	44	43	41	43	51	39
EU, North														
America etc. ....	54	-	54	83	88	44	57	25	50	71	91	64	67	57
Africa, Asia etc. ...	41	42	55	32	60	47	46	32	44	41	34	40	49	38
<b>Women</b>														
<b>in total</b> .....	<b>75</b>	<b>73</b>	<b>88</b>	<b>82</b>	<b>81</b>	<b>75</b>	<b>80</b>	<b>73</b>	<b>73</b>	<b>75</b>	<b>77</b>	<b>77</b>	<b>75</b>	<b>77</b>
Immigrants														
in total .....	60	60	73	61	71	63	70	61	64	55	66	61	56	67
EU, North														
America etc. ....	65	-	64	69	60	80	84	67	75	63	77	73	87	95
Africa, Asia etc. ...	59	56	75	58	73	62	69	61	64	54	64	59	52	62

Source: Education statistics, Statistics Norway.

***Large variation in share who participate in higher education***

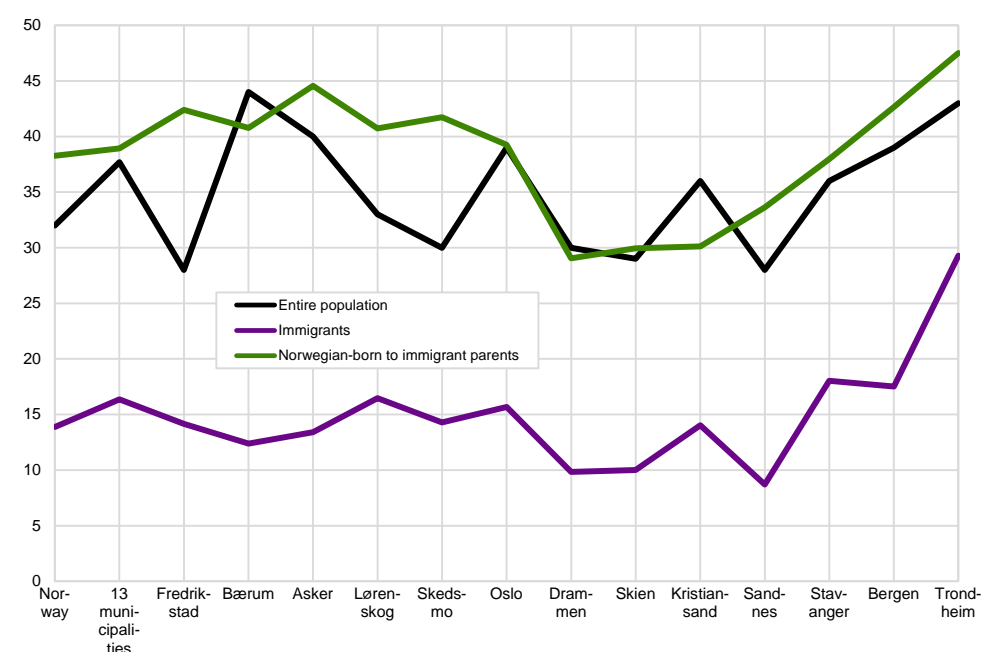
Higher education is typically undertaken at age 19-24, but even at this age – particularly among newly arrived immigrants – there will be many who are taking a lower level of education. Figure 1.17 compares the participation in higher education at this age for immigrants, for Norwegian-born to immigrant parents and for the population as a whole. For the whole population, the 13 reference municipalities are above the national average. Statistics show participation in higher education among those who are registered as *resident* in the different municipalities, which means we lose those who were originally “from” a municipality and reported moving to and studying in another municipality. The share studying in each municipality therefore reflects the fact that some students reported moving to their place of study. The shares in university towns and cities are well above the national average, the highest of which is Trondheim, where the students have a large impact on the town and there are many students who come from abroad to study there but return home once their studies are completed. The highest share who study among residents aged 19-24 years is found in Bærum, where 45 per cent are at university or college. In the other 11 municipalities, the share is generally between 30 and 40 per cent, with Sandnes, Fredrikstad and Skien just under 30 per cent.

***Norwegian-born to immigrant parents most likely to go to university or college***

Overall, the share of Norwegian-born to immigrant parents who go to university or college is far greater than for the population as a whole (38 compared to 32 per cent). The share is lower in Bærum and Kristiansand than in the general population, but otherwise it is considerably higher. The disparities in Skedsmo and Fredrikstad are 12 and 14 percentage points respectively. In Trondheim, 48 per cent of Norwegian-born to immigrant parents go to university or college; a figure that obviously reflects the fact that large numbers move to Trondheim to study.

Among immigrants aged 19-24, the share who go to university or college is between 10 and 15 per cent in many of the municipalities. The only significant deviation is in Trondheim, with 30 per cent. No doubt this is related to the fact that immigrants in Norway move to Trondheim to study, and many also come from outside Norway to study in Trondheim. Many of the aspects of the pattern of education participation that we describe here are the same as in 2007.

**Figure 1.17. Participation in higher education aged 19-24 years. By immigrant category and municipality. 1.10. 2012**



Source: Education statistics, Statistics Norway.

***– and particularly girls***

There are large gender disparities in participation in higher education (see Table 1.8), and it is larger in the population as a whole than for immigrants and Norwegian-born to immigrant parents. The disparity among Norwegian-born to immigrant parents from Africa is almost as large as in Norway as a whole. The share in education is particularly low among immigrants from the EU, North America etc. Immigrants from here often come with a work contract in hand, and not to take up a place at a Norwegian university or college. The other immigrants more often come to Norway to live their lives here, and it is more natural that they seek to gain qualifications through participation in the Norwegian education system.

**Table 1.8. No. of residents aged 19-24 years by participation in higher education. Immigration category and gender. 1.10. 2012**

	Population as a whole		Immigrants				Norwegian-born to immigrant parents			
			EU, North America etc.		Africa, Asia, etc.		EU, North America etc.		Africa, Asia, etc.	
	Population	Share in higher education	Population	Share in higher education	Population	Share in higher education	Population	Share in higher education	Population	Share in higher education
Norway										
Total .....	403 000	32	19 600	10	28 400	19	990	42	11 000	38
Men .....	206 000	26	9 900	8	14 000	16	510	39	5 600	32
Women .....	196 000	39	9 700	13	14 500	22	480	44	5 400	44

Source: Education statistics, Statistics Norway.

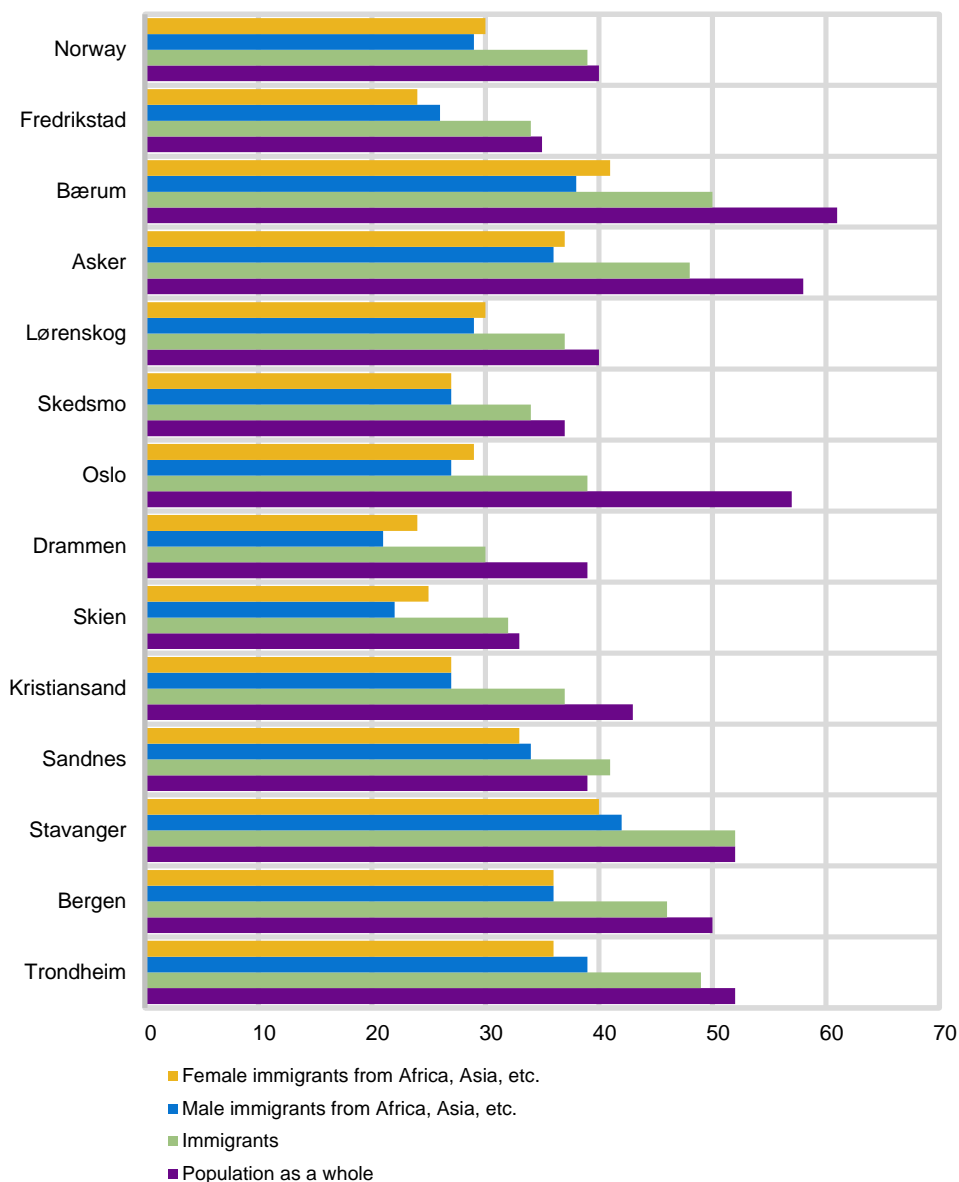
***Share with higher education varies considerably between the municipalities, for all groups***

There was previously no basis for breaking down immigrants by highest level of education completed, since such a large share was unknown, particularly among newly arrived immigrants. In 2011, the education of those who had not specified their education in the Education Register was mapped, see Steinkellner and Holseter 2013. Although a significant share of immigrants still have an unspecified education, we present some figures here from the statistics on highest completed education.

There is considerable variation in the share with a higher education in the adult population in the reference municipalities. In Bærum, Asker and Oslo, the share is almost 60 per cent, and in Stavanger, Bergen and Trondheim it is roughly 50 per cent. Among the population of Norway over 16 years, 40 per cent have a higher education. Among the remaining seven municipalities, the share is around or below 40 per cent, with the lowest in Skien and Fredrikstad where only one in three adults have a higher education. The variation among immigrants follows roughly the same pattern. Almost 50 per cent of immigrants in Stavanger, Bærum, Trondheim, Asker and Bergen have a higher education, which is higher than the average for all residents in Norway. The lowest with 30 per cent is the share among immigrants in Drammen.

Figure 1.18 looks at gender disparities, and among immigrants from Africa, Asia etc. we see that the gender disparities in the share with a higher education are very small in most municipalities. The level for immigrants from Africa, Asia etc. varies much in the same way as for immigrants as a whole, but at a lower level. Drammen and Skien have the lowest shares with a higher education, and here the disparity is in favour of women, and is slightly larger than in the other municipalities. Also for those with a background from Africa, Asia etc., the share with a higher education is highest in Stavanger, where it is slightly higher than for the population of Norway as a whole.

**Figure 1.18. Share among all persons and among immigrants aged 16 years and over with higher education. Selected municipalities and Norway as a whole. 1.10.2012**



Source: Education statistics, Statistics Norway

### 1.3.3 Labour market

It is useful to describe the education both for the immigrants and their Norwegian-born children. However, in most municipalities there are relatively few Norwegian-born children with immigrant parents who are old enough to be established in the labour market. Therefore, we will primarily examine the immigrants here. There is a significant disparity in employment percentages between immigrants and the average in Norway (see Figure 1.19). For many years, labour shortages have been regarded as an important limiting factor for the Norwegian economy, and filling the quotas for specialist immigration that we have seems to be problematic.

#### *Lower employment rate among immigrants continues*

It may therefore seem surprising that immigrants still have a much lower employment rate than the rest of Norway. In the 4th quarter of 2012, 69 per cent of the population aged 16-74 were in employment. The share among immigrants from the EU, North America etc. was 73 per cent, while among those from Africa, Asia etc. the corresponding share was just 54 per cent. Many immigrants from the EU, North America etc. have arrived in Norway in recent years with a contract in hand. Some of them are likely to eventually drop out of the labour market, but as yet this

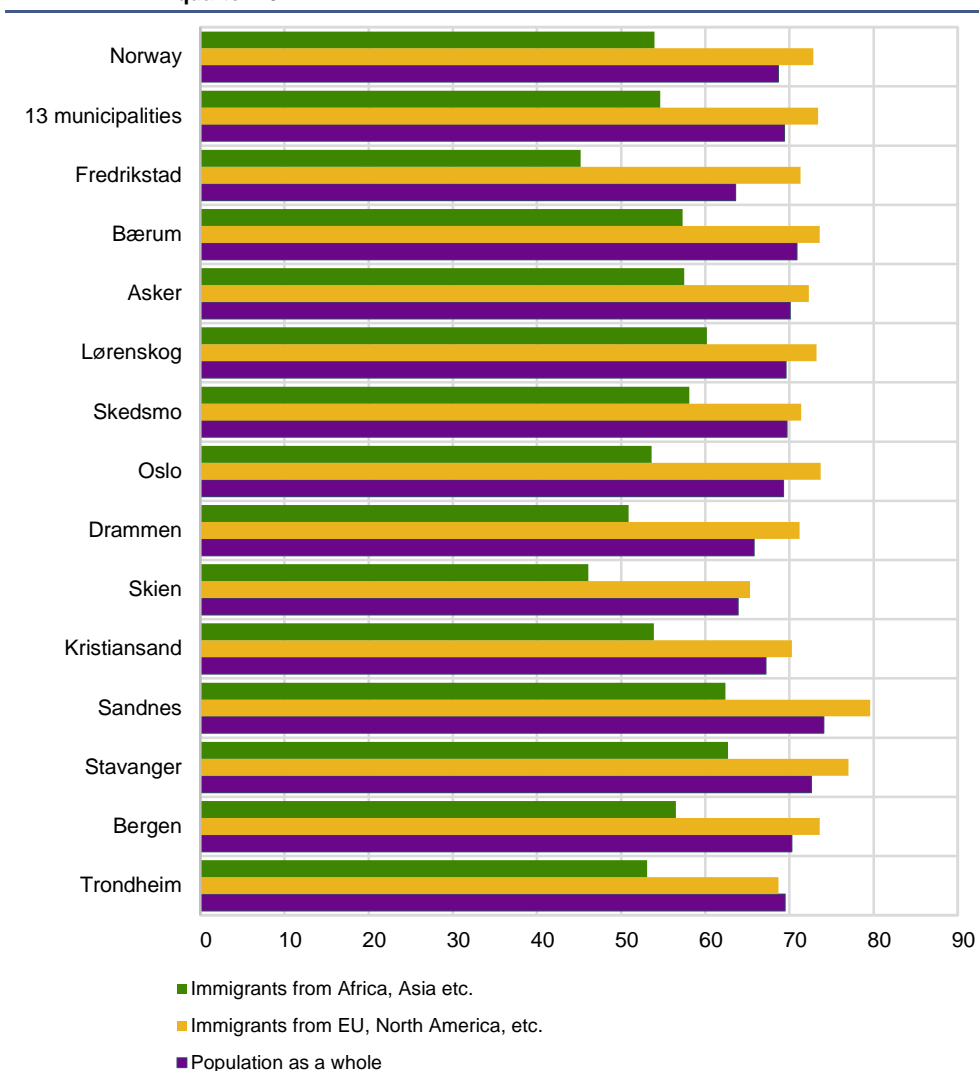
does not apply to many. It will be important to ensure that they find another job and do not become unemployed if they lose the job they came here to take.

In the population as a whole, employment varied in the reference municipalities at between 64 per cent (Fredrikstad) and 74 per cent (Sandnes), which was very similar to the figures from 2005. Among immigrants from the EU, North America etc., employment varied from 65 per cent in Skien to 80 per cent in Sandnes. These are the only two municipalities that deviate significantly; the majority of the municipalities are just over 70 per cent. For all municipalities except Trondheim, employment is slightly higher for EU immigrants than for the total population.

***– particularly in some municipalities and among those from Africa, Asia etc.***

For immigrants from Africa, Asia etc., the variation is greater; from Fredrikstad and Skien at around 45 per cent to Stavanger and Sandnes with 62 per cent. The employment rate for immigrants from Africa, Asia etc. in Stavanger and Sandnes is just one percentage point lower than the total employment in Fredrikstad and Skien. The disparities between municipalities are largely related to differences in the labour market. Figure 1.19 shows that the municipalities with the lowest employment rate in total also have low employment among immigrants. Stavanger and Sandnes score high in all three groups, while Fredrikstad and Skien are quite low in all groups. In addition, the composition of the group of immigrants and their Norwegian-born children by country group and period of residence can also be important, together with the effect of internal migration. It may be that someone who does not find work in their municipality of residence or the municipality they moved to originally, moves to somewhere with more people from the same country. If they cannot find work there either, they are at least in a situation where they possibly can get some support from their fellow country-men.

The high share in employment in Lørenskog is related to the fact that many who are well established in the labour market in the Oslo area eventually have the financial resources to move out to the suburbs with better housing and a better living environment. The same type of migration movements are also found among those without an immigrant background.

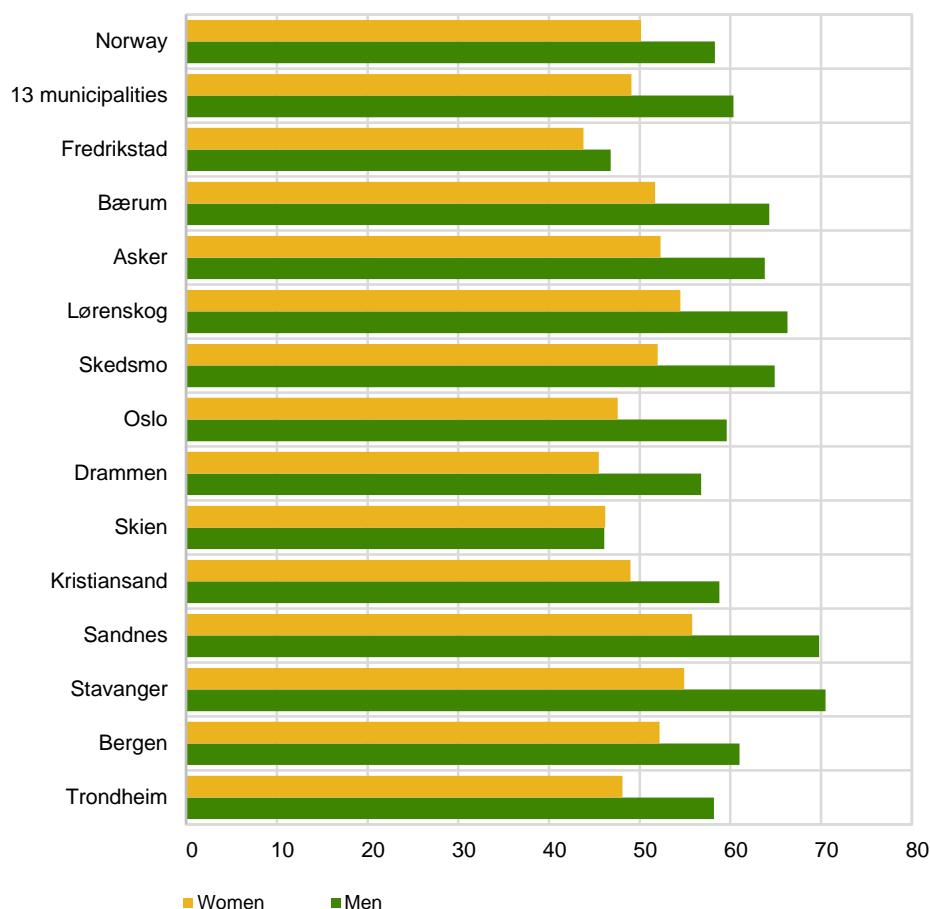
**Figure 1.19. Employment as a percentage of residents aged 15-74 years, by municipality. 4<sup>th</sup> quarter 2012.**

Source: Labour market statistics, Statistics Norway.

***Gender disparities in employment are large and varied***

The gender disparity in employment rates among immigrants from Africa, Asia etc. is relatively large in all municipalities, and generally higher than among the population of Norway as a whole. In Norway we have relatively little difference in the employment rates between men and women compared to most other countries. Among men in Norway aged 15-74 years, 72 per cent were employed, compared with 66 per cent of women. The gender disparity in employment is slightly higher among immigrants, at eight percentage points, and among immigrants in the 13 reference municipalities the figure is 11 per cent (Figure 1.20). Among immigrants from Africa, Asia etc., the disparity is slightly larger than among other immigrants, at 10 percentage points. The disparity for Africa, Asia etc. is greatest where employment is highest (14 to 15 percentage points, Stavanger and Sandnes), and lowest where employment is lowest - in Fredrikstad with just three percentage points. Although the disparity is greatest in Jæren, employment among women from Africa, Asia etc. is higher in the Jæren municipalities than in any of the other municipalities.

**Figure 1.20. Employed immigrants from Africa, Asia etc., as a percentage of residents aged 15-74 years, by gender and municipality. 4th quarter 2012**



Source: Labour market statistics, Statistics Norway

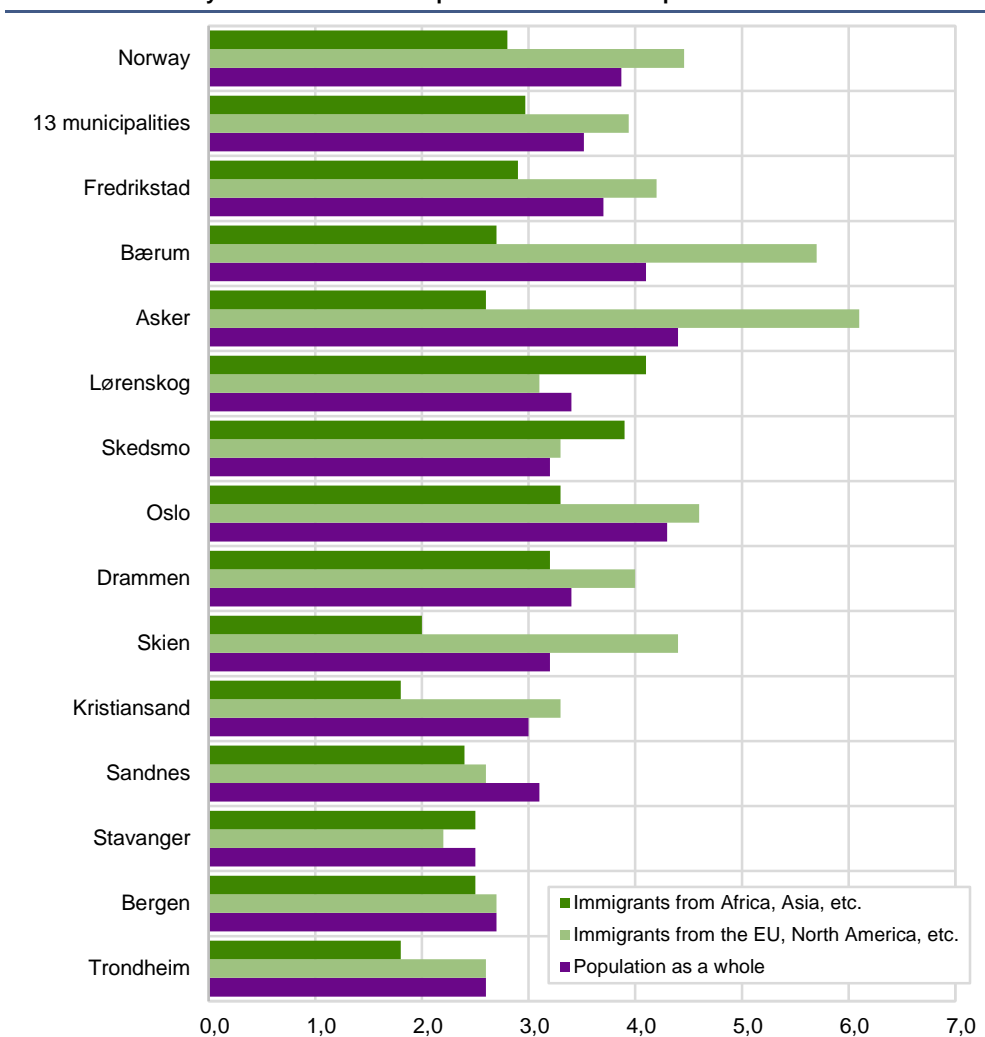
### *Low shares of self-employed in all groups*

The self-employed are a small group, and make up just 4 per cent of the population as a whole, even fewer among immigrants and least among those from Africa, Asia etc. (see Figure 1.21). In comparisons it is worth remembering that about half of the self-employed in Norway are farmers and fishermen; occupations where we find few immigrants. Figure 1.21 shows that the share of self-employed persons in the 13 reference municipalities is somewhat smaller than in the country as a whole, except for immigrants from Africa, Asia etc. Their potential for becoming self-employed is therefore greatest where a large number of them live. The reason that the share of self-employed persons is greater outside the 13 municipalities than in the country as a whole is that there are many more farmers and fishermen in the rest of the country. There are large disparities in the share of self-employed among those with a background from Asia (barely four per cent) and Africa (just one per cent). Among men from Asia, the share is one of the highest among all immigrant men.

Although the levels are low, there are relatively large variations in the share of self-employed between the municipalities. In Asker and Bærum, about six per cent of those from the EU, North America etc. are self-employed, more than double the share among those from Africa, Asia etc. In Lørenskog and Skedsmo, the share is greater among those from Africa, Asia etc. than among the EU immigrants. This share in Lørenskog and Skedsmo is twice the share of Kristiansand and Skien (four versus two per cent). Industry in the major cities (and their surrounding areas) is conducive to self employment and there is also a market for ethnic-based businesses. The large number of self-employed immigrants in Lorenskog and Skedsmo must be viewed in conjunction with the fact that the immigrants who

move here from Oslo must have the necessary finances. They do not find their market in the municipality where they live, but serve the market in Oslo, as they did before moving.

**Figure 1.21. Persons who are self-employed. Immigrants and the population as a whole, 15-74 years. Selected municipalities. Per cent. 4th quarter 2012**



Source: Labour market statistics, Statistics Norway

### **Unemployment**

Unemployment in Norway is generally low compared with other countries in Europe (Eurostat 2013). In a European context, it is also low among immigrants (OECD 2009), although the unemployment rate for immigrants from Africa, Asia etc. is much higher than for other groups (see Figure 1.22). The unemployment rate for the population as a whole is about 2.5 per cent, for the EU immigrants it is 4 per cent and for those from Africa, Asia etc. it is about 7 per cent.

### ***Low unemployment in the population also means low unemployment among immigrants***

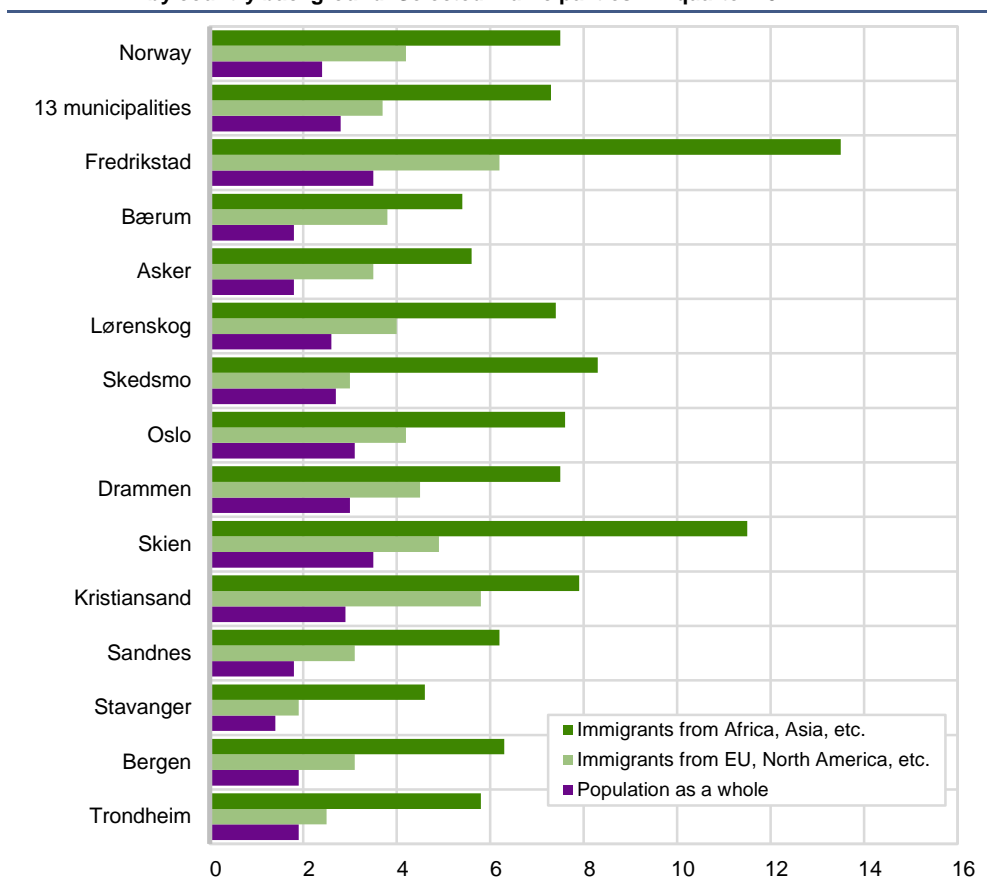
Municipalities with a low unemployment rate in the population generally have low unemployment among immigrants from the EU, North America etc. and from Africa, Asia etc. Stavanger has the lowest unemployment rate for all three groups, although unemployment among immigrants from Africa, Asia etc. is more than double that of the EU immigrants. Fredrikstad and Skien have the highest unemployment rates in the population (each with 3.5 per cent), and unemployment among both immigrant groups is also high here.

The only municipality with a relatively large disparity between the EU immigrants' unemployment and unemployment among immigrants from Africa, Asia etc. is



Skedsmo. Here unemployment among the EU immigrants is one of the lowest in the reference municipalities, while the others have some of the highest unemployment rates. Following the large influx of labour immigration from the EU and North America, etc. in recent years, there is considerable interest in how unemployment among these groups will develop. Many come with a work contract in hand, and unemployment is therefore low - at least to start with. In Figure 1.22, it may seem that unemployment is relatively low in municipalities characterised by high immigration in recent years from the EU, North America, etc. (for more on this, see Østby et al. 2013), while it is somewhat higher in municipalities with lower labour immigration from the EU, North America etc. Here the unemployment pattern is more affected by the unemployment of other groups, i.e. not the newly arrived immigrant workers. In the first group, we typically find Stavanger and Trondheim, while the second group includes towns such as Fredrikstad, Drammen and Kristiansand.

**Figure 1.22. Share unemployed and persons on labour market schemes, aged 20-66 years, by country background. Selected municipalities. 4<sup>th</sup> quarter 2012.**



Source: Labour market statistics, Statistics Norway

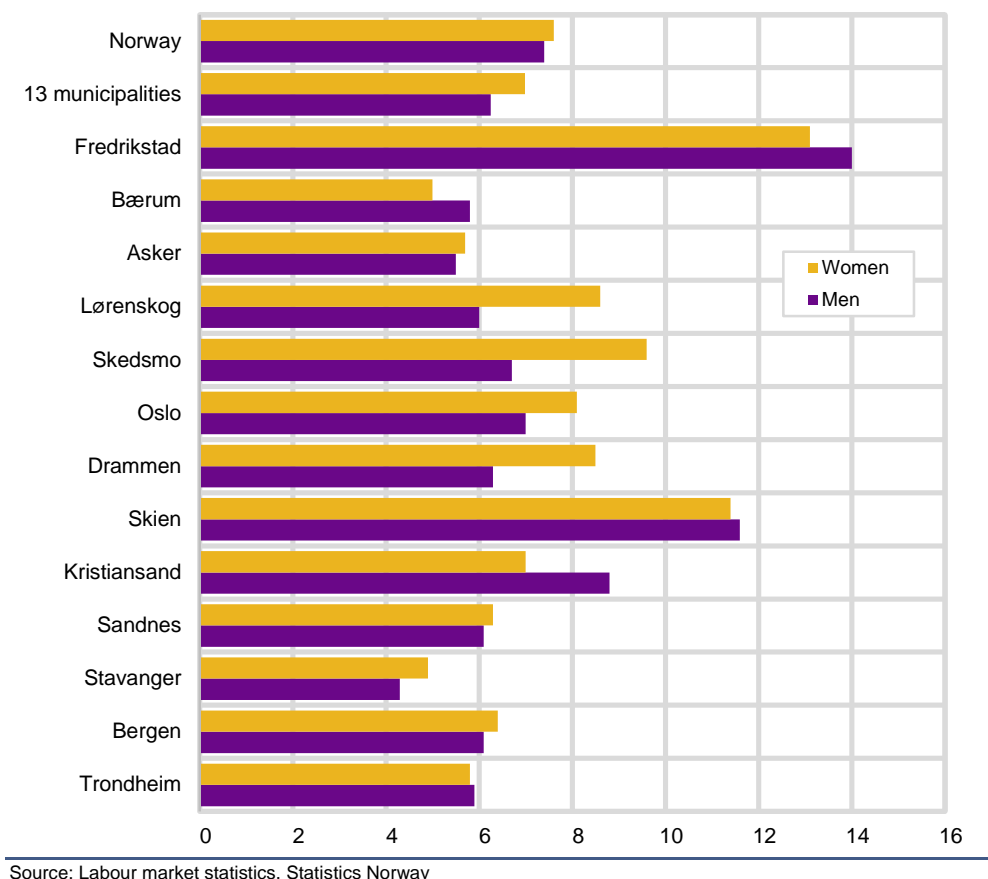
If we examine both groups of immigrants combined, immigrant women have a somewhat higher unemployment rate than men in Norway (6.4 compared to 5.6 per cent) and in the reference municipalities as a whole (6.1 compared to 5.2 per cent). Broken down into the individual reference municipalities, 10 out of 13 had a somewhat higher unemployment rate for immigrant women than men. Generally, there is a clear correlation between the municipality's share of unemployed women and men. They are, after all, in the same regional labour market, but there may be disparities due to the composition of the immigrant groups.

Figure 1.23 shows the gender gap in unemployment among immigrants from Africa, Asia etc. Overall unemployment is highest among the women, and in Lørenskog, Skedsmo and Drammen it is significantly higher than among men. In five of the municipalities, however, unemployment is highest among the men, with the greatest disparity in Kristiansand.

Again, unemployment is highest in Fredrikstad, followed by Skien, and lowest in Stavanger, for both sexes. There is no major gender disparity in unemployment in any of these three municipalities.

We have no explanation for these significant disparities between the municipalities. It would therefore be useful to analyse the unemployment in the various immigrant groups in the municipalities to see which countries they come from and if they have a history of moving in Norway.

**Figure 1.23. Share of immigrants unemployed and on labour market schemes, from Africa, Asia etc. aged 20-66 years. Selected municipalities. 4th quarter 2012.**



Source: Labour market statistics, Statistics Norway

The main features of the industry breakdown among immigrants do not differ significantly from the industry breakdown for all residents in Norway. However, for some numerically insignificant groups there are large disparities in the share working within these industries. The industries in Norway that have the most employees are the health and social services, retail trade and manufacturing, with from 9 to almost 20 per cent of employed persons. Among immigrants, the shares are 18, 10 and 10 per cent respectively, but in this group a further 12 per cent are employed in business services (which include the supply of personnel and cleaning).

#### ***Relatively large overrepresentation of immigrants in small groups***

The supply of personnel is where an employment agency procures staff for shorter or longer periods for different employers. For EU immigrants, this often entails work in the construction industry. The importance of construction activities for overall employment is therefore underestimated. Relatively few are employed in education, with 5.5 per cent compared to 8 per cent.

In the review of the municipalities, we have focused on the industries that are largest among the immigrants in the municipality, compared with the industry breakdown in the municipality as a whole. Table 1.9 shows, for example, that the

share in cleaning activities among the EU immigrants was much larger than the share among the general population in Fredrikstad, but that in absolute terms most of the EU immigrants were in the construction industry. For all municipalities, most of the immigrants from Africa, Asia etc. are employed in health and social services, while construction was the largest group among the EU immigrants in most municipalities, but not in Skien (health and social services), Kristiansand (manufacturing), Stavanger (mining and quarrying) or Trondheim (teaching). Local conditions thus characterise this breakdown to some extent; immigrants from the EU, North America etc. do not work in construction in all municipalities. Which group is largest in relative terms compared with the average for the municipality varies more. Immigrants from Africa, Asia etc. are more likely than others to be employed in the cleaning industry and in the land transport of passengers (often the taxi industry). Both industries are quite small in absolute terms; about one per cent of total employment, but there is a disproportionate number of immigrants from Africa, Asia etc. here in many municipalities. For the EU immigrants, the cleaning industry and supply of personnel have the largest shares in relative terms; both are sub-groups under business services.

**Table 1.9. Industry with largest relative share of employees among immigrants, aged 15-74 years, from the EU, North America etc. and from Africa, Asia etc. in the municipalities. 4th quarter 2012**

	Relatively largest industry among immigrants from		Absolute largest industry among immigrants from	
	EU, North America, etc.	Africa, Asia, etc.	EU, North America, etc.	Africa, Asia, etc.
Fredrikstad .....	Cleaning	Hotels and accommodation	Construction	Health and social services
Bærum .....	Cleaning	Cleaning	Construction	Health and social services
Asker .....	Cleaning	Land transport of passengers	Construction	Health and social services
Lørenskog .....	Cleaning	Land transport of passengers	Construction	Health and social services
Skedsmo .....	Supply of personnel	Land transport of passengers	Construction	Health and social services
Oslo .....	Supply of personnel	Cleaning	Construction	Health and social services
Drammen .....	Supply of personnel	Land transport of passengers	Construction	Health and social services
Skien .....	Cleaning	Cleaning	Health and social services	Health and social services
Kristiansand .....	Cleaning	Land transport of passengers	Manufacturing	Health and social services
Sandnes .....	Cleaning	Land transport of passengers	Construction	Health and social services
Stavanger .....	Cleaning	Land transport of passengers	Mining and quarrying	Health and social services
Bergen .....	Cleaning	Cleaning	Construction	Health and social services
Trondheim .....	Supply of personnel	Cleaning	Teaching	Health and social services

Source: Labour market statistics, Statistics Norway

### 1.3.4 Income

A person's income is often the result of employment, and poverty in Norway is closely associated with unemployment. This applies to both immigrants and non-immigrants (Bhullar and Aaberge 2010).

There are large regional differences in income. Persons living in suburban areas around Oslo and Stavanger have the highest incomes and those in rural municipalities in inland Norway, and in Northern Norway and Trøndelag have the lowest. There are also large disparities among the immigrants, but country background and period of residence have a much greater impact than where in Norway a person actually lives. Figure 1.24 shows that those living in the Oslo suburban municipalities and in and around Stavanger have the largest median income<sup>3</sup> in the country.

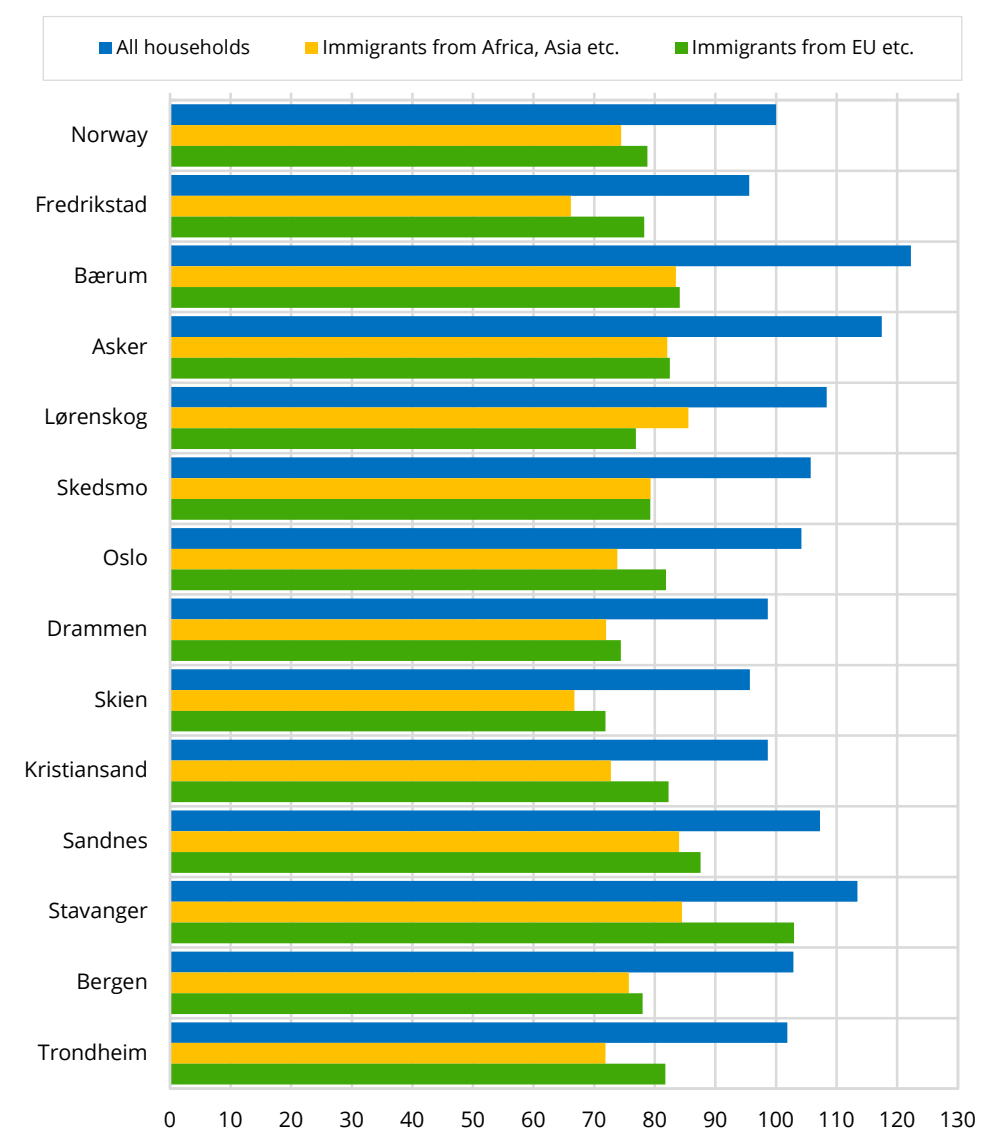
#### *Immigrants from Africa, Asia etc. earn little overall, and the incomes of EU immigrants vary*

Immigrants from Africa, Asia etc. have relatively little variation around the average they have of 75 per cent of the country's median income. Fredrikstad and Skien are slightly lower. Stavanger, Sandnes and Oslo's suburban municipalities are slightly higher (Figure 1.24). The municipalities with low employment have the lowest incomes. The EU immigrants have a greater income variation between the municipalities. At the lowest (Skien), they have a lower median income than the average for immigrants from Africa, Asia etc., and at the highest (Stavanger), they are above the median income in Norway (Figure 1.24).

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<sup>3</sup> The median income is the income that divides the group into two equally large parts if the income of all couples in each municipality is ranked in ascending order. The median is thus a measurement that is less exposed to extremely low or extremely high values than the average.

**Figure 1.24. Median income after tax per consumer unit. All households and immigrants where the main breadwinner is 25-55 years. Income level in relation to all households in Norway for selected municipalities. 2011. Value 100= average for Norway**

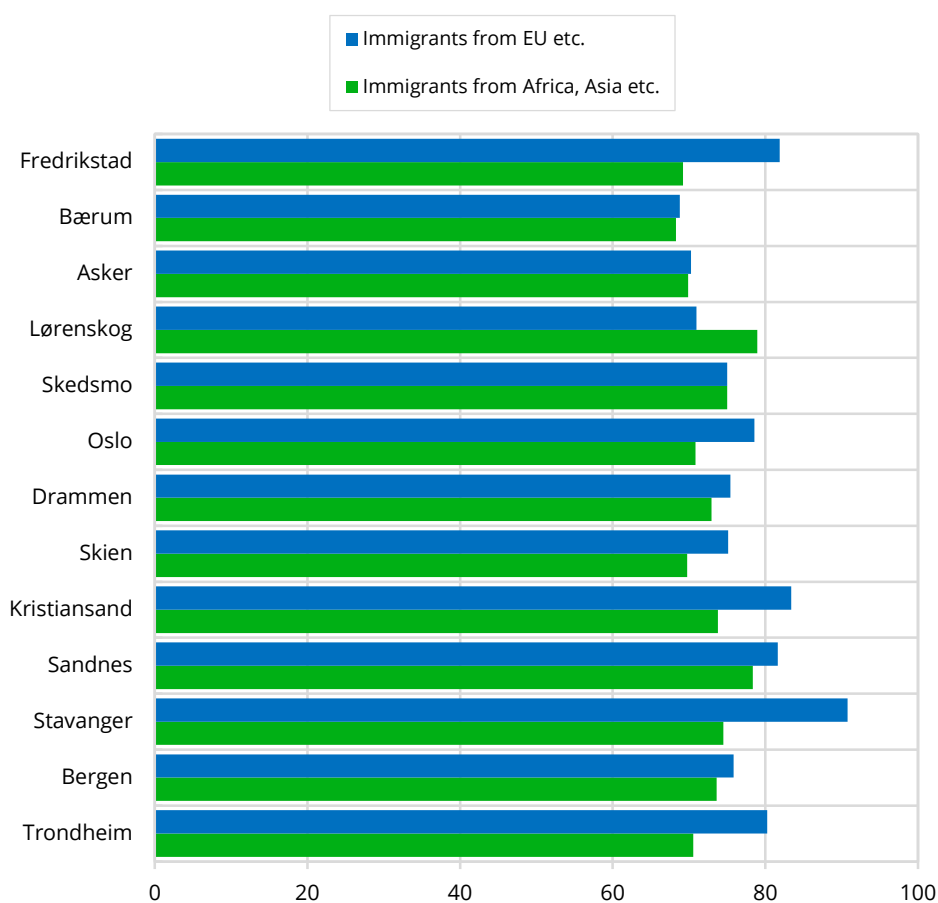


Source: Income statistics, Statistics Norway.

In Figure 1.24, we have compared the income of the different groups with the median income in the country. This does not clearly show the situation in each municipality. In Figure 1.25, we see the income for EU immigrants and immigrants from Africa, Asia etc. in relation to the median income in the respective municipalities. We see that immigrants have lower incomes than the median in the municipality, and this applies to both immigrant groups in all municipalities. Immigrants from the EU, North America etc. have as high or higher incomes than those from Africa, Asia etc. in all municipalities. They are between 70 and 90 per cent of the municipality's median income for this type of household.

Those from Africa, Asia etc. have a level between 70 and 80 per cent of the municipality. The income level for this group in Lørenskog is highest, and therefore higher than for the EU immigrants. Again, it is easy to put this in the context of selective migration from Oslo.

**Figure 1.25. Median income after tax per consumer unit. All households and immigrants where the main breadwinner is 25-55 years. Income level in relation to all households in own municipality. 2011. 100 per cent = average for the municipality**



Source: Income statistics, Statistics Norway

### 1.3.5 Social assistance

#### *Social assistance much more common among immigrants*

For each municipality, it is important that immigrants have the opportunity to support themselves through their own employment, and do not put too much of a strain on the social welfare budget. Figure 1.26 shows the percentage of immigrants over 18 years from Africa, Asia etc. who received social assistance in 2012. A total of 2.2 per cent of the population of Norway aged over 18 years received social assistance in 2012. The share of social assistance recipients among immigrants from Africa, Asia etc. was almost four times as high, and the share in the 13 reference municipalities corresponds exactly to the average for the whole country for these immigrants. The share varies among the reference municipalities from 5 per cent in Sandnes to 12 per cent in Fredrikstad and Skien. Lørenskog, Drammen and Stavanger all have shares that are slightly below the national average for these immigrants.

#### *– but employment helps*

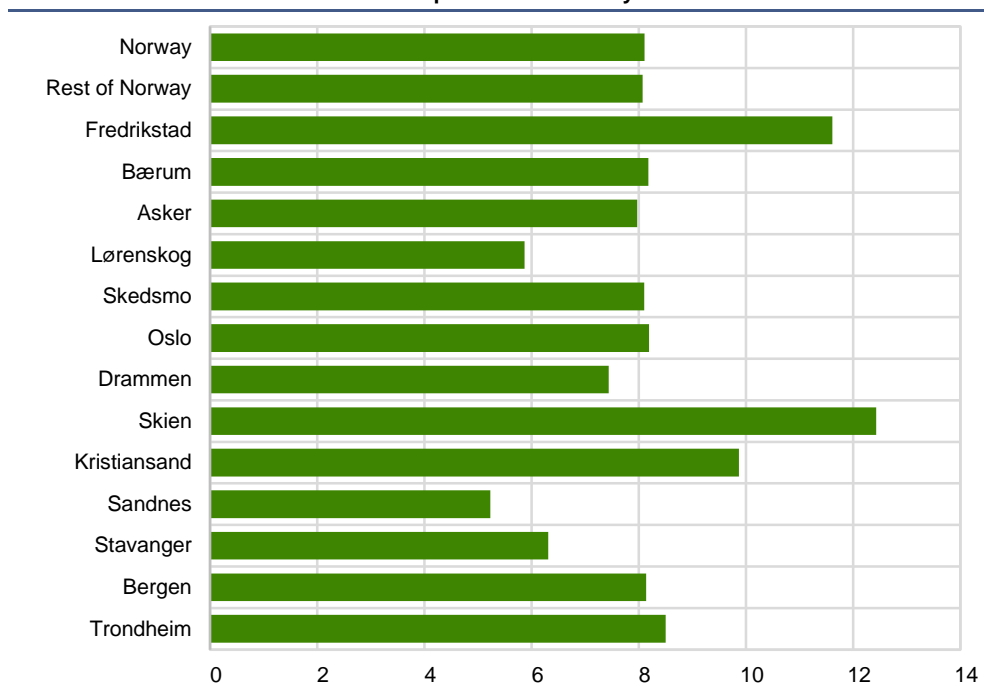
The variation between the municipalities is to some extent due to the composition of the group of immigrants and their Norwegian-born children, and also the degree of success in getting immigrants into the labour market. Fredrikstad and Skien have low employment rates, but so does Drammen with a low share of long-term recipients of social assistance. There are also a relatively large number of refugees in Fredrikstad, Skien and Kristiansand, all of which have a relatively high share of long-term recipients of social assistance. Variations in the use of social assistance between the municipalities are not explained by a single variable related to the

immigrants and, in addition, it may also be that the municipalities have different practices in choosing between different benefit schemes.

A total of 0.8 per cent of the population were long-term recipients. A long-term recipient is defined as a recipient of social assistance for 6 months or more during the year. For immigrants from Africa, Asia, etc., the number of long-term recipients is 3.9 per cent. The share varies between 2 per cent in Lørenskog and nearly 7 per cent in Fredrikstad.

The pattern for 2012 is remarkably similar to that of 2005; it is the same municipalities that have the highest and lowest shares, despite major changes in the composition of immigrants.

**Figure 1.26. Share of immigrants from Africa, Asia etc. 18 years and over who receive financial social assistance. 13 municipalities and Norway as a whole. 2012. Per cent**



Source: Welfare benefit statistics, Statistics Norway

### 1.3.6 Disability benefit

Table 1.10 shows the share in each group who received disability benefit. We cover the age range 45 to 66 years. Under the age of 45, the share of persons receiving disability benefit is much lower than in older groups. Disability pensions in Norway are more common in small peripheral municipalities than in large central municipalities. The share of persons receiving disability benefits as a whole and in all age groups is therefore lower in the 13 reference municipalities than in the country as a whole. The share of women receiving disability benefit is 0.5 times higher than among men. This pattern is similar across the country.

#### *Age distribution is significant to the share of disability benefit recipients*

Among the 45-66 year-olds, the share of disability benefit recipients is lower among immigrants from the EU, North America etc. than for the general population, and the shares are clearly lower among our 13 reference municipalities than in the rest of the country. However, among immigrants from Africa, Asia etc., the pattern is somewhat different. Among the elderly (over 60 years), the share of disability benefit recipients is higher among men than among women, and the immigrants residing in the reference municipalities have a higher share of disability benefit recipients than the rest of the country. Although the share for the age group 45-66 years is lower among immigrants from Africa, Asia etc. than among the general population, the share within each group defined by age and gender is on a par with the rest of the population or higher. The relatively low shares of disability

benefit recipients are thus a result of the age distribution, not because the probability of receiving disability benefit is less when looking at comparable groups.

***– but there are large variations between the countries***

There are large variations between the municipalities, as shown in Table 1.10. Some of these variations are related to chance associated with the fact that some of the groups will be very small, but there is also a clear correlation between the disability shares in the population as a whole and in the two immigrant groups. Fredrikstad and Skien have the highest shares of disability benefit recipients of the 13 reference municipalities, but are not much higher than the average level outside the 13 municipalities. Asker and Bærum have by far the lowest shares, with around a third of the level in Fredrikstad. Stavanger and Sandnes are nearer the national average on this variable than on many other variables.

Fredrikstad has the highest share of disability benefit recipients among immigrants from the EU, North America etc. and from Africa, Asia etc., and the lowest numbers in both groups are in Asker and Bærum, and Stavanger and Sandnes. In most municipalities and groups, the share of disability benefit recipients is higher among women than among men, but in some places, such as Oslo, the share is equal, and in some municipalities there are far more men receiving disability benefit, such as in Skien.



**Table 1.10. Share of disability benefit recipients in 5-year age groups aged 45-66 years. Gender and immigrant group. Selected municipalities and Norway as a whole, 2012**

	Population as a whole		Rest of the population		Immigrants from EU, North America, etc.		Immigrants from Africa, Asia, etc.	
	Men	Women	Men	Women	Men	Women	Men	Women
<b>Norway</b>								
45-66 yrs .....	15	22	15	23	7	10	13	15
45-49 yrs .....	7	10	7	11	1	3	6	6
50-54 yrs .....	10	15	10	15	3	6	10	12
55-59 yrs .....	15	23	15	23	7	10	17	22
60-64 yrs .....	23	34	23	34	15	21	34	33
65-66 yrs .....	30	42	30	43	24	31	47	37
<b>13 municipalities</b>								
45-66 yrs .....	12	18	12	19	5	8	15	17
45-49 yrs .....	6	8	6	9	1	2	7	7
50-54 yrs .....	9	13	8	13	2	4	12	14
55-59 yrs .....	12	19	12	19	5	7	19	24
60-64 yrs .....	20	29	18	29	12	15	37	35
65-66 yrs .....	25	36	23	37	17	25	50	38
<b>Fredrikstad</b>								
45-66 yrs .....	20	29	20	30	9	17	21	22
45-49 yrs .....	9	16	9	17	2	5	10	12
50-54 yrs .....	13	22	13	22	1	11	18	16
55-59 yrs .....	22	31	22	31	16	17	32	32
60-64 yrs .....	32	42	31	42	21	30	47	50
65-66 yrs .....	39	49	39	50	14	38	41	33
<b>Bærum</b>								
45-66 yrs .....	7	12	7	12	3	5	9	12
45-49 yrs .....	3	5	3	5	-	1	3	4
50-54 yrs .....	5	8	5	8	0	3	6	9
55-59 yrs .....	7	12	7	12	4	5	13	19
60-64 yrs .....	12	21	12	22	8	10	27	21
65-66 yrs .....	15	27	14	28	12	16	36	40
<b>Asker</b>								
45-66 yrs .....	6	11	6	11	2	5	10	14
45-49 yrs .....	3	4	3	5	1	1	4	2
50-54 yrs .....	4	7	4	7	2	3	8	10
55-59 yrs .....	7	12	6	12	-	3	18	23
60-64 yrs .....	10	20	10	20	8	16	15	36
65-66 yrs .....	15	26	15	26	-	11	48	43
<b>Lørenskog</b>								
45-66 yrs .....	10	17	10	17	4	6	13	21
45-49 yrs .....	4	7	3	7	-	-	6	9
50-54 yrs .....	6	11	6	10	3	2	7	22
55-59 yrs .....	9	19	9	18	3	4	16	30
60-64 yrs .....	18	28	17	28	13	8	38	37
65-66 yrs .....	25	33	23	32	25	38	76	41
<b>Skedsmo</b>								
45-66 yrs .....	10	20	10	20	4	13	13	22
45-49 yrs .....	4	9	5	9	-	6	3	11
50-54 yrs .....	7	15	6	14	1	12	10	19
55-59 yrs .....	10	21	10	21	2	3	17	28
60-64 yrs .....	19	32	17	31	13	24	40	46
65-66 yrs .....	24	39	22	39	13	38	46	43
<b>Oslo</b>								
45-66 yrs .....	12	16	11	16	5	7	17	17
45-49 yrs .....	6	7	5	7	1	1	8	7
50-54 yrs .....	9	11	8	11	3	4	13	14
55-59 yrs .....	12	17	11	17	6	6	20	24
60-64 yrs .....	19	26	16	25	12	13	40	35
65-66 yrs .....	24	33	20	33	20	25	54	36
<b>Drammen</b>								
45-66 yrs .....	13	19	12	19	6	13	17	16
45-49 yrs .....	7	9	6	9	1	3	9	9
50-54 yrs .....	8	13	8	13	1	4	10	12
55-59 yrs .....	13	18	12	18	4	20	24	21
60-64 yrs .....	20	28	18	28	11	31	40	29
65-66 yrs .....	28	38	26	37	33	20	50	60

	Population as a whole		Rest of the population		Immigrants from EU, North America, etc.		Immigrants from Africa, Asia, etc.	
	Men	Women	Men	Women	Men	Women	Men	Women
<b>Skien</b>								
45-66 yrs .....	<b>18</b>	<b>26</b>	<b>18</b>	<b>26</b>	<b>10</b>	<b>13</b>	<b>22</b>	<b>17</b>
45-49 yrs .....	9	12	9	13	2	-	14	7
50-54 yrs .....	13	18	12	19	3	9	21	18
55-59 yrs .....	19	27	19	27	5	18	24	30
60-64 yrs .....	25	37	25	38	20	18	38	28
65-66 yrs .....	34	49	33	50	28	29	72	27
<b>Kristiansand</b>								
45-66 yrs .....	<b>15</b>	<b>24</b>	<b>15</b>	<b>24</b>	<b>8</b>	<b>12</b>	<b>18</b>	<b>23</b>
45-49 yrs .....	8	12	8	13	2	2	11	12
50-54 yrs .....	12	18	12	18	4	12	14	16
55-59 yrs .....	17	25	17	24	8	9	23	33
60-64 yrs .....	23	37	22	37	19	28	35	42
65-66 yrs .....	31	41	30	42	25	13	59	53
<b>Sandnes</b>								
45-66 yrs .....	<b>10</b>	<b>17</b>	<b>10</b>	<b>17</b>	<b>3</b>	<b>9</b>	<b>9</b>	<b>16</b>
45-49 yrs .....	5	7	6	8	1	3	5	7
50-54 yrs .....	7	12	8	12	1	3	9	8
55-59 yrs .....	10	19	10	19	4	11	11	29
60-64 yrs .....	17	27	17	27	9	18	25	35
65-66 yrs .....	22	38	22	37	9	56	38	62
<b>Stavanger</b>								
45-66 yrs .....	<b>10</b>	<b>16</b>	<b>11</b>	<b>17</b>	<b>4</b>	<b>4</b>	<b>11</b>	<b>15</b>
45-49 yrs .....	4	7	5	7	1	2	5	7
50-54 yrs .....	8	11	8	11	3	2	9	12
55-59 yrs .....	10	18	11	18	4	3	11	25
60-64 yrs .....	17	27	17	27	8	10	31	29
65-66 yrs .....	19	35	19	35	10	20	33	29
<b>Bergen</b>								
45-66 yrs .....	<b>12</b>	<b>19</b>	<b>12</b>	<b>19</b>	<b>5</b>	<b>8</b>	<b>12</b>	<b>15</b>
45-49 yrs .....	7	9	7	10	1	3	7	7
50-54 yrs .....	9	13	9	14	2	5	9	13
55-59 yrs .....	12	20	12	20	6	7	15	23
60-64 yrs .....	19	30	19	30	10	13	28	30
65-66 yrs .....	23	36	23	36	15	31	35	42
<b>Trondheim</b>								
45-66 yrs .....	<b>14</b>	<b>22</b>	<b>14</b>	<b>23</b>	<b>6</b>	<b>9</b>	<b>15</b>	<b>16</b>
45-49 yrs .....	7	10	7	10	1	3	9	7
50-54 yrs .....	9	15	9	15	3	3	12	12
55-59 yrs .....	14	23	14	24	8	6	18	23
60-64 yrs .....	22	36	22	37	16	16	32	39
65-66 yrs .....	28	46	28	46	18	37	55	26
<b>Rest of the country</b>								
45-66 yrs .....	<b>16</b>	<b>24</b>	<b>16</b>	<b>24</b>	<b>8</b>	<b>12</b>	<b>10</b>	<b>13</b>
45-49 yrs .....	7	11	8	12	2	3	4	5
50-54 yrs .....	10	16	11	17	4	7	7	11
55-59 yrs .....	16	24	16	25	8	12	15	19
60-64 yrs .....	25	36	25	37	18	25	29	30
65-66 yrs .....	33	45	33	46	29	36	39	35

Source: Welfare benefit statistics, Statistics Norway.

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