

# Annual Report 2005

The Norwegian Directorate of Immigration

ENGLISH



**UDI**

Norwegian Directorate  
of Immigration

# Calendar of events 2005

## January

• A new legal assistance arrangement for asylum seekers is introduced on 1 January. Most asylum seekers are no longer offered legal assistance in the first instance, but receive up to five hours assistance if they wish to lodge a complaint if their application for asylum is rejected.

• Landinfo, the Immigration Administration's specialist unit for country information, becomes an independent unit.



• Extra efforts in connection with the tsunami. An information telephone number is set up, and cases related to the tsunami are given priority.

## February

• The UN High Commissioner for Refugees (UNHCR) and the EU enter into cooperation agreements which strengthen the cooperation concerning development of European legislation on asylum, and on policy and help to refugees.

• The integration subsidy is increased in 2005, from NOK 393 000 to NOK 432 000.

## March

• *På samme lag (On the same team)*, an educational package for school pupils which focuses on refugees from Burma/Myanmar, is issued.



• The UDI organises a round table conference on migration management in Norwegian administration for 13 government departments.

## April

• New Discrimination Act and Discrimination Ombudsman Act passed by the Odelsting.

• The UDI's spring conference *EU's asylum and immigration policy undergoing change – what consequences will this have for Norway?*

• The UDI enters into an agreement with International Social Service (ISS) on the development project *Tracing of care persons and return to the homeland of unaccompanied minor asylum seekers*.

## May

• Portugal's former Prime Minister António Guterres is appointed UN High Commissioner for Refugees.



Photo: UNHCR archive

• The UDI introduces faster case processing in asylum cases. Ordinary cases shall be handled in 3 or 7 weeks, dependent on type.

## June

• New Citizenship Act passed by the Storting (the Norwegian Parliament).

• An interim regulation opens for Iraqis who have previously been granted a limited permit in Norway, a so-called MUF (temporary without family immigration), to apply for an ordinary work permit.

• Osmund Kaldheim is appointed Director General of the Directorate of Integration and Diversity (IMDi).



## July

• The UDI's comments to the draft for a new Immigration Act is forwarded to the Ministry of Local Government and Regional Development (KRD).

• The Government presents a new plan of action to strengthen the measures against human trafficking.

• The UDI and the National Police Immigration Service (PU) enter into a new three-year agreement with the International Organization for Migration (IOM) regarding operation of the programme for voluntary return.

• An opinion poll shows that 46 per cent of the population have full or great confidence in the UDI. This is an increase of 19 percentage points in two years.

## August

• The Culture Festival MELA is arranged at Rådhuspladsen, with food and cultural events from all corners of the world.



• Landinfo, the Immigration Administration's specialist unit for country information, launches its website.

## September

• The scheme for the right and obligation to learn Norwegian comes into effect. The scheme gives various groups of newly arrived immigrants the right and obligation to tuition in the Norwegian language and social studies. At the same time the National Introduction Register (NIR) is launched. The register is used to record the participation of immigrants in introduction programmes and Norwegian classes.

• The National Interpreter Register is launched. The Register is to provide users of interpreting services with a better overview of the quality of these services.

• A new and more user-friendly version of the UDI rules portal (RVP) launched.



## October

• The new Government places the UDI under the Ministry of Labour and Social Inclusion (AID), with Bjarne Håkon Hanssen as Minister.



Photo: Bjørn Sigurdson, SMK

• Changes in the field of immigration are launched in the platform of the new government. Among other things, the responsibility for unaccompanied minor asylum seekers is to be transferred to the child protection authorities, and the quota for resettlement refugees will be increased.

• An interim Act about residence permits for Vietnamese boat refugees in the Philippines with close relatives in Norway comes into effect.

• The Global Commission for International Migration (GCIM) presents its final report *Migration in an interconnected world: New directions for action to the Secretary-General of the UN*.

## November

• It is decided that asylum seekers who have received a final rejection of their asylum application will be offered accommodation in a reception centre until a waiting centre (ventemottak) is operational.



• Several children go missing from reception centres in Scandinavia. The UDI improves routines regarding unaccompanied minor asylum seekers.

## December



• The UDI publishes *Vi og DE – en håndbok om kommunikasjon på tvers av kulturer (US and THEM – a handbook on inter-cultural communication)*.

• The UDI grants NOK 20 million to *Ny sjanse (New chance)* in 2006, as part of the Government's efforts to combat poverty. *Ny sjanse* are municipal projects which give immigrants who have been living on welfare for a long time the possibility to qualify for work.

• The UDI completes an information programme for residents of refugee reception centres. The programme, which consists of booklets and films, is published in 19 languages. The programme is also available at [www.nyinorge.no](http://www.nyinorge.no).

• *Velkommen til Norge (Welcome to Norway)*, an information programme for newly arrived family immigrants, is completed and published in 10 languages. The programme is also available on [www.nyinorge.no](http://www.nyinorge.no).

# Table of contents

LOOKING BACK AT 2005	
Calendar of events 2005	2
The Directorate of Immigration – objectives, values and figures	4
The Director General's comments	5
Norwegian immigration administration	6
The UDI's organisation	8
Diversity work in the UDI	9
The UDI's attainment of goals in 2005	10
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MIGRATION	
Migration – in brief	12
Labour immigration: Increased labour immigration from the EU	14
Family immigration: Many come because of family	16
Asylum seekers and refugees: Fewer asylum seekers, more complex cases	18
Integration: Several reforms in the field of integration	20
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ORGANISATION AND FINANCE	
Key figures and accounts	22
Organisation: Who works in the UDI?	24
Organisation and management: Organisation chart	26



*Facts and figures*, which is published together with the annual report, gives a supplementary picture of the immigration administration's activity in concrete, measurable quantities, with emphasis on the Directorate of Immigration's work in 2005.

## The main objectives of the Directorate of Immigration

The UDI shall process all cases and tasks within an acceptable period of time

The UDI shall provide satisfactory service to users

The UDI shall develop a flexible organisation

## Core values of the Directorate of Immigration

### Dignity

Human rights, the UN refugee convention and other conventions Norway has acceded to, are international expressions of an attitude to human dignity that governs the UDI in its work. As a value, dignity clearly expresses the fact that the Directorate's work involves individuals. The Directorate bears a heavy responsibility because so many of the decisions it makes affect individuals. The Directorate's focus on good communication and service also reflects the fact that human dignity is a core value for the UDI. The priority given to human dignity also applies towards internal processes, thus ensuring that it is applied to employees as well as external parties.

### Professionalism

The emphasis on professionalism underlines the fact that the UDI is part of the public administration and must carry out its duties in compliance with laws and regulations. In many cases the rules allow for individual judgement, and it is an important aim for the UDI to exercise this judgement correctly. The Directorate wishes to be seen as a professional administrative body in which professional expertise and competence form the basis for objective and impartial decision-making. A professional attitude also means that the Directorate's employees must be professionally skilled and have the required expertise.

### Comprehensive approach

A comprehensive approach underlines the interaction between the UDI's various tasks, a shared understanding of objectives, methods and values. A comprehensive approach also requires conscious prioritisation to achieve a balance between quality and quantity in the performance of our duties. This approach also means contributing to the social debate to promote impartiality and balance in the presentation of the immigration field. The UDI wishes to contribute to a debate that takes account of the fact that, in this era of globalisation, Norway is moving from a unilateral focus on border control to a more comprehensive management of migration.

### Values – a guiding tool

These values are binding and demanding. They place a responsibility on each Directorate employee, and on management in particular. Together, the values constitute a tool that guides the Directorate in its implementation of and contribution to a humane immigration, integration and refugee policy.

### KEY FIGURES 2005

- The UDI administered a budget of around NOK 4.65 billion, whereof around NOK 450 million was spent on the Directorate's operations.
- The UDI processed 7 500 applications for asylum.
- The UDI processed nearly 70 000 different work and residence cases. Among them were 13 900 applications for citizenship.
- The reception centres had an average of 10 200 residents throughout the year (per month).
- 3 400 persons received protection or were granted residence on humanitarian grounds, and 4 400 refugees were settled in the municipalities.
- 13 000 persons were granted family immigration.
- In all, 50 500 were granted work permits.

### A WORKING WEEK IN THE UDI

- 1 400 new cases
- 2 000 decisions in other cases
- 4 800 incoming calls
- 156 400 hits on the Internet
- 500 personal inquiries at the service centre
- 3 000 inquiries to the information service
- 40 press inquiries

The figures quoted are not comparable with figures from previous years.

The German author Bertolt Brecht wrote that “confidence is created when it is used”. A good example of this is how the changes in the Directorate of Immigration over the last few years have helped change people’s confidence in the UDI and the immigration administration in general. In 2005 46 per cent of the population replied that they have confidence or great confidence in the UDI, compared to 27 per cent in 2003.

The work done in 2005 has produced good results: The institution of asylum increasingly performs according to its purpose - to provide protection to people who need it. At the same time, abuse of the institution of asylum has been reduced. The processing time for applications for residence permits has been considerably reduced. In addition, we continued focusing efforts on transparency and improving communication with the Directorate’s users, partners, media and the general public. Greater flexibility and increased efficiency means the UDI is now well equipped to tackle future migration trends.

An important task for the Directorate is to give the Government advice on the development of migration policy and regulation. Processing of approximately 80 000 immigration cases each year puts us in a unique position. We discover positive and less positive aspects and consequences of the legislation, and report our analyses and evaluations to the Ministry. In 2005, extensive work was done in commenting the Committee for Immigration Legislation’s draft for a new Immigration Act. Among other things, we suggested that a new Immigration Act should contain a clear and well-founded statement of legislative purpose, and that new rules must facilitate flexible and fast case processing better than is the case at present.

In 2005 many people in the Directorate of Immigration were involved in the establishment of the new Directorate of Integration and Diversity (IMDi).



Transfer of resources and expertise to the new Directorate has been an enormous joint effort. Gathering the entire migration field under the Ministry of Labour and Social Inclusion (AID) paves the way for better correlation between immigration, labour and welfare policy.

At the beginning of 2006, the UDI has several important tasks before it. The efficiency and quality achieved must be further developed and ensured permanent financing. The diversity and integration perspective must be safeguarded in case processing and in contact with the users. As the central administrative organ in the field of migration, the UDI must actively contribute to increased understanding of migration by other parts of the administration. And maybe the most important: The Directorate must continue its efforts to raise the service level to the users. Increased confidence is therefore a good foundation to build on.

  
Trygve G. Nordby  
Director

“The work in 2005 has produced good results: The institution of asylum increasingly performs according to its purpose - to provide protection to people who need it.”

After more than four years as Director General of the Directorate of Immigration, Trygve G. Nordby has accepted new challenges and will be Jonas Gahr Støre’s successor as Secretary-General of the Norwegian Red Cross. Until a new Director General is appointed in the UDI, Manuela Ramin-Osmundsen will function as Director General.



## International obligations and cooperation

International conventions such as the UN Refugee Convention, the European Convention on Human Rights, the Convention on the Elimination of Racial Discrimination and the UN Convention on the Rights of the Child have an influence on Norwegian policy and practice in the UDI's field of work. Norway cooperates closely with the EU through the Schengen Treaty and the Dublin Convention. Important international partners for the UDI include the UN High Commissioner for Refugees (UNHCR) and the International Organisation for Migration (IOM).

## The municipalities

The municipalities have a central role in facilitating integration and diversity at the local level. The municipalities settle refugees in cooperation with IMDi. From 1 September 2004 the integration work carried out by the municipalities was regulated by law through the Introduction Act. The Act shall ensure that refugees receive individual tuition in the Norwegian language and social studies.

## The sector responsibility principle

An important principle in Norwegian public administration is that each sector authority is responsible for providing equal and fair services within its sector. One example may be a municipality in which there is a refugee reception centre. The UDI has the overall responsibility for the reception centre, while the local education authorities are responsible for providing adequate education for the children at the reception centre. Similarly, the local health authorities are responsible for providing adequate health services for the residents in the reception centre. The local authority receives state funding for this.

The Directorate of Immigration (UDI) is the central agency in the immigration administration in Norway. The UDI shall contribute to developing and implementing a humane immigration and refugee policy which is well founded in Norwegian policy and international human rights, enjoying the confidence of the users and the population in general. The UDI also has the overall responsibility for coordinating of the immigration administration. For this work to be successful, the UDI depends on a well-functioning cooperation with the rest of the immigration administration, other public departments, voluntary organisations and the immigrant population's own organisations. During 2005 several organisational changes took place in this field.

## Who is responsible for what in the field of migration?

### The Ministry of Labour and Social Inclusion (AID)

AID has the overall responsibility for refugee, immigration and integration policy. The Ministry supervises the Directorate of Immigration (UDI), the Directorate of Integration and Diversity (IMDi) and the Norwegian Immigration Appeals Board (UNE) through Acts, Regulations, budgets and letters of allocation.

The Ministry of Labour and Social Inclusion (formerly Ministry of Labour and Social Affairs) was established at the change of government in the Autumn of 2005. Previously the Ministry of Local Government and Regional Development (KRD) was the superior national authority in the field.

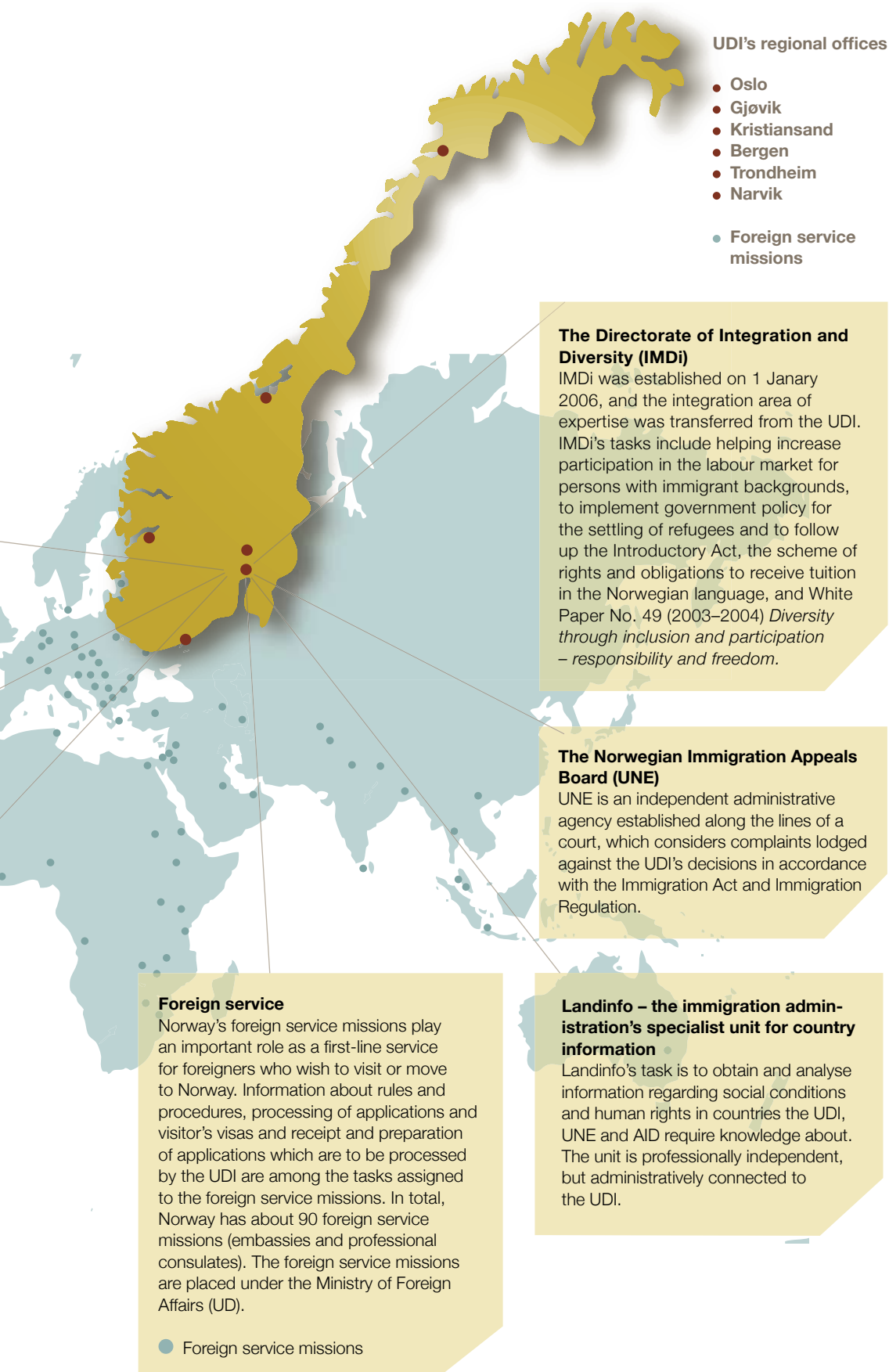
### The Directorate of Immigration (UDI)

The UDI shall ensure regulated immigration through processing of applications for various types of residence and work permits, and ensure that refugees receive protection through the processing of asylum applications. The UDI also gives professional input as regards the development of policy and rules.

● UDI's regional offices

### Police

The National Police Immigration Service and the 27 Police Districts are responsible for a range of tasks in the field of immigration, both in asylum cases and in other cases. Important tasks are the receipt and processing of some residence cases, registration and identity checks in asylum cases, border control and work against illegal immigration and illegal residence. The Police also handle the deportation of asylum seekers who have had their applications rejected, and other illegal aliens. The Police are placed under the Ministry of Justice and the Police (JD).



## Electronic simplicity

The immigration administration wishes to increase the degree of electronic case processing. The aim is for the immigration administration to be at the forefront of modern public administration by 2010. A plan for this work was drawn up in 2005. Introduction of electronic case processing will increase user satisfaction among the applicants, make the immigration administration more flexible and improve the working conditions for the executive officers. New systems will be introduced gradually, and the benefits will be realised as these systems are introduced during the period leading up to 2010. This is in step with the Government's plan, eNorge 2009, which states that the every inhabitant shall be able to decide whether or not their communication with the public sector shall take place electronically.



## New rules portal, RVP

In 2005 the UDI established *Regelverksportalen*, RVP (*the Rules Portal*), which gathers relevant legal sources in the field of immigration. In addition to being a knowledge base for case processing, preparatory and hearing work, the portal is an efficient control tool to ensure that the same types of cases are handled in the same way. The portal has been developed and is operated by the UDI and initially serves the Police, UNE and the UDI.

UDI's regional offices

The UDI's six regional offices – in Narvik, Trondheim, Bergen, Kristiansand, Gjøvik and Oslo – represent the UDI to the public and partners in the regions. In addition, they are responsible for state reception centres for asylum seekers.

In 2005 the organisation saw a reorganisation of the integration work and establishment of the Directorate for Integration and Diversity (IMDi). On 1 January 2006 the UDI's regional apparatus was divided between the UDI and IMDi. Now each Directorate has six regional offices. The UDI's regional offices have tasks connected to contracts with operators of state reception centres, the moving of persons to and between reception centres, as well as the establishment and closing of reception centres for asylum seekers in line with varying demands. The regional units also work with the return of asylum seekers who have had their applications finally rejected, and the repatriation of those who have been granted residence permits, but who wish to return to their country of origin.

The Directorate of Immigration (UDI)

The UDI shall ensure that immigration is regulated by processing applications for various types of residence and work permits, and ensure that refugees receive protection by processing asylum applications. The Directorate's objective is that Norwegian immigration and refugee policy shall be operated as efficiently, correctly and purposefully as possible. This objective requires quick and correct case processing of all applications received and good service to the users. The UDI also provides professional input regarding the development of policy and rules.

Department for Strategy and Coordination

The department is responsible for developing and communicating the regulations applicable to the immigration field and coordination of the UDI's participation in international cooperation. The department is also responsible for the Directorate's statistics and analysis work and for the administration of the computer system for immigration and refugee cases (DUF).

Asylum Department

The primary task of the department is to process applications for asylum in an appropriate and efficient manner. The department also helps develop regulations in the field of asylum.

Residence Department

This department's primary task is to process cases related to work permits, family immigration, visas, study permits, citizenship and expulsion. The department also helps to develop regulations in the residence field.

Department for Regions, Reception and Return

The department is responsible for offering asylum seekers who come to Norway a place in a refugee reception centre while the application for asylum is being processed. Primary tasks are

the operation and quality assurance of reception centres, ensuring that asylum applicants receive an appropriate offer, and work with the return of applicants who have had their application denied. The UDI's six regional offices are units in this department. The regional units are assigned tasks connected to the department's field of work, but in addition represent the whole of the UDI's activity in its regions. The department was established on 1 January 2006.

Administration Department

The department is responsible for finance and resource management, personnel administration and competence development, information systems, archive, security, crisis and contingency plans, office services and the management of buildings.

Communications and Service Department

The department performs general communications work focusing on society at large, the media and the UDI's users, and service work directed towards applicants and their contact persons. The switchboard, service centre and the Information Service for Applicants (OTS) fall under this department. The department was established on 1 March 2005.

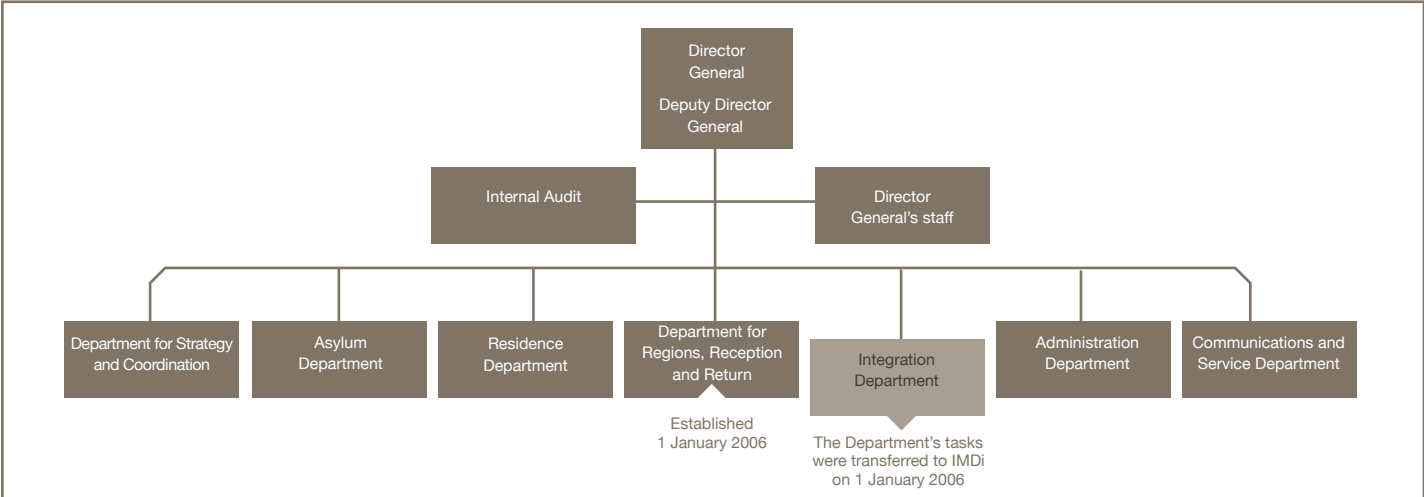
Director General's staff

The Director General's staff assists the Director General in managing the Directorate.

Internal Audit

The UDI's internal auditing service shall assist the management in performing good operational management through an independent and neutral evaluation of the Directorate's management and control processes. The function was established on 1 November 2005, and will be carried out by the auditing company of Ernst & Young until September 2006.

Organisational Chart





According to the Government's diversity policy, one of the goals is that every-one, regardless of origin and gender, shall have equal opportunities, rights and obligations to participate in society. The transfer of integration work from the UDI to the Directorate for Integration and Diversity (IMDi) on 1 January 2006 has required a new perspective regarding diversity work in the UDI.

Primarily, diversity policy is directed at all citizens in society and has not previously been defined as a separate policy area. User-oriented and adapted public services are necessary if all citizens are to receive equal services, regardless of background.

The diversity policy affects the UDI as a public administration entity – in contact with the users, through case processing, as an employer and as a professional initiator. The Directorate has drawn up an action plan with concrete measures, which applies for the period 2006–2008. The overarching goals are that the UDI, in line with the six values of the diversity policy, shall

- foster confidence
- counteract discrimination and discriminatory treatment
- have a modern understanding of who lives in Norway
- have self-insight and understanding of their own role
- further develop service work
- set a good example as an employer

Most visa applicants, foreign students, immigrant labourers and some family immigrants do not participate in the integration process.

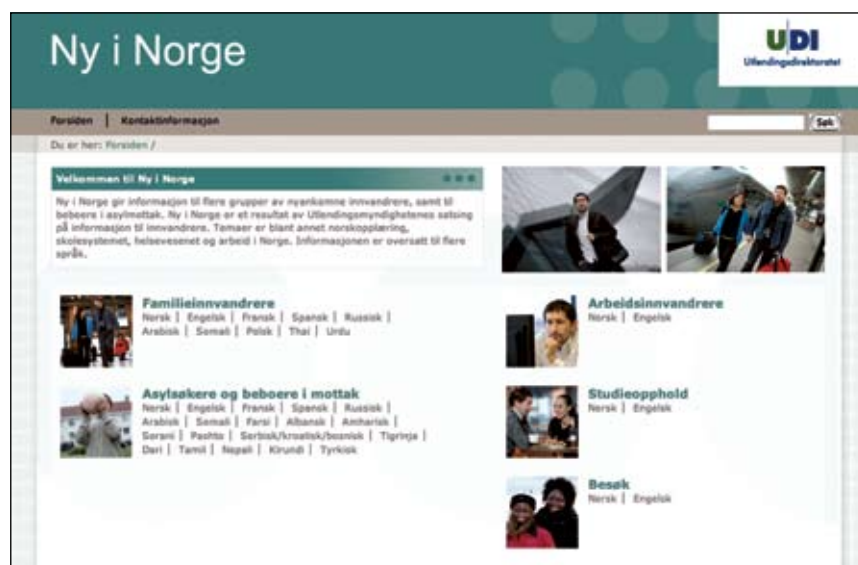
In general, they only have contact with the immigration administration for decisions and information. Correct, objective and quick case processing as well as good service and a focus on information regarding the users' rights and obligations in Norway are important dimensions in the UDI's work on diversity.

In addition, several of the measures in the action plan are directed towards the UDI as an employer. Among other things the Directorate shall

- develop an active recruitment policy towards employees with minority backgrounds
- establish a diversity panel consisting of a group of employees with good insight into minority questions, and seek advice from this panel in cases which concern the formulation of personnel and welfare measures in the Directorate

## Target-group oriented information

In 2005, the UDI developed the Internet portal [www.nyinorge.no](http://www.nyinorge.no), which is directed towards immigrants, refugees and asylum seekers. *Ny i Norge (New in Norway)* will be the UDI's channel for direct information to newly arrived immigrants. In 2006 the UDI will develop this portal further, so that students, visitors and other applicants will be able to find information about their rights and obligations in Norway. The information is available in a number of languages. *Ny i Norge* is an important channel for the UDI's focus on objective and appropriate communication with the Directorate's users. The development and running of the portal entails cooperation with several adjoining departments, including IMDi.



[www.nyinorge.no](http://www.nyinorge.no)

# The UDI's attainment of goals in 2005

The main focus areas for the UDI in 2005 were targeted communications work, shorter case processing times and good service as well as strengthening inclusion and integration work. The Directorate achieved good results in all target areas.

The fiscal budget, which is passed each year by the Storting (the Norwegian Parliament), provides the financial framework for the activity and forms the government's general objectives for the policy area. The Ministry, Ministry of Local Government and Regional Development (KRD) in 2005 and the Ministry of Labour and Social Inclusion (AID) in 2006, formulates the requirements for results and priorities in a letter of allocation.

## Objectives achieved in the target areas

The UDI was required to obtain results in many areas in 2005. Some of the concrete requirements connected to selected tasks that the Ministry wanted to focus on will be discussed here. The tasks are placed under the following main focus areas:

### Overall and targeted communication

In line with result requirements, the UDI prepared two large information programmes in 2005. One was aimed at residents of reception centres, and the other aimed at newly arrived immigrants who can be granted permanent residence in Norway. The information programme to residents of reception centres contributes to providing the target group with complete and targeted information. Using films and booklets, the UDI provides information to help residents understand the asylum process and to tell them what they can expect during the waiting period. In addition, information is given on themes such as the rights of women and children and mental health. The information materials are available in 19 languages, which ensures that the majority of residents in the reception centres receive information either in their mother tongue or in a language they understand.

The information booklet *Welcome to Norway*

is aimed at persons who are granted a type of permit which in the long term can result in permanent residence in Norway. Information regarding rights, opportunities and obligations shall help immigrants to find their way around Norwegian society, so that they can be self-reliant more quickly. The booklet is published in ten languages and is distributed directly to the target group.

Both information programmes were implemented on 1st January 2006. The information materials are also available on the UDI's new internet portal [www.nyinnorge.no](http://www.nyinnorge.no). *Ny i Norge (New in Norway)* is the UDI's channel for direct information to newly arrived immigrants (more information about the portal on page 9).

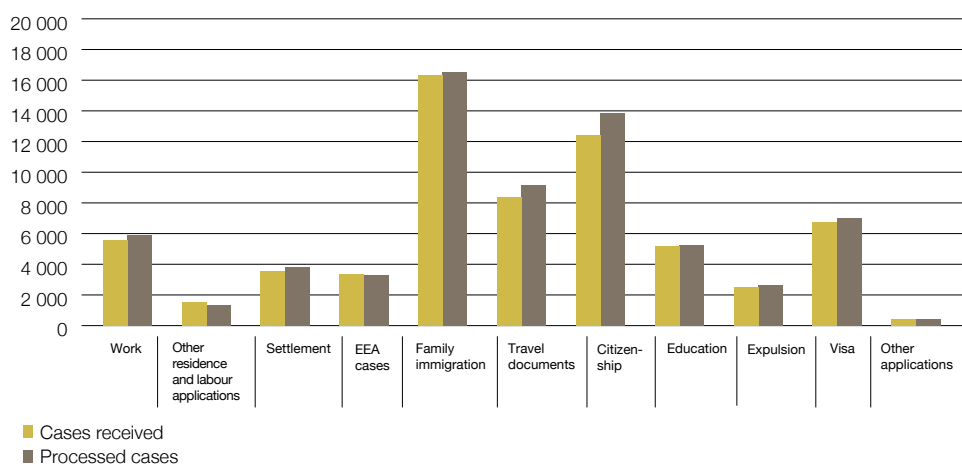
### Focus on case processing times and good service

Case processing times were reduced for several types of cases in 2005. The requirement made by KRD, which at the beginning of the year was set at 55 000 processed residence applications, was revised to 63 700. At the end of the year, the UDI had processed more residence applications than the Ministry's production requirement. This led to a reduction in case processing times.

The requirement for processing asylum applications was set at 8 000 cases. The reduction in the number of asylum seekers in 2005 and KRD's requirement for processing more residence cases led to the UDI transferring resources from asylum cases to residence cases. At the end of 2005 the UDI had processed just under 7 500 asylum cases.

In order to strengthen the service towards the users, the UDI established a new unit for first-line service (service centre, switchboard, Information

Received and processed residence applications in the UDI in 2005, including appeals



Total received applications and appeals in 2005 was 66 000. Number of processed applications in 2005 was 69 700.

service for applicants). The call waiting time for the Information service for applicants was reduced slightly in 2005 (6:39 compared to 7:20 minutes in 2004), while far more emails were answered (13 200 compared to 10 200). The service centre received 21 300 personal inquiries during 2005, while the switchboard received 236 100 calls.

### Strengthening of inclusion work

The right and obligation to receive tuition in the Norwegian language is a statutory scheme which came into force on 1 September 2005. The scheme includes various groups of newly arrived immigrants and its purpose is to strengthen the opportunities for immigrants to participate in working and social life. The scheme gives immigrants the right and obligation to tuition in both the Norwegian language and social studies. The right and obligation to tuition in the Norwegian language is a further strengthening of the integration work which was started with the Introduction Act, which came into force in all municipalities throughout the country in 2004. The Introduction Scheme, based on the Act, primarily includes newly arrived refugees.

In 2005, the UDI met the requirements for information on the right and obligation to receive tuition in the Norwegian language. Persons who

fall under the Introduction Scheme or have the right and obligation to receive tuition in the Norwegian language are informed of this in the residence permit decision letter. The National Introduction Register (NIR), which was launched by the UDI in 2005, shall be used to register the participation of immigrants in the Introduction Programme and right and obligation to receive tuition in the Norwegian language. The system shall help the municipalities in their work with Norwegian language tuition and the Introduction Act. In connection with this, the UDI implemented an information and instruction scheme for the municipalities in 2005.

KRD's requirement regarding the establishment of a national register of interpreters was met in September 2005. The register was established in connection with the work to improve quality in the field of interpretation. At the end of the year, approximately 250 interpreters with various levels of qualifications were registered. The register, which in the longer term will give a countrywide overview of interpreters and their qualifications, will safeguard the quality of interpreters used in public service. The register of interpreters is available to everyone through the portal [www.tolkportal.no](http://www.tolkportal.no). Further development of the register is transferred to the Directorate of Integration and Diversity (IMDi).

### Quality assurance of decisions

In 2004 the Ministry of Local Government and Regional Development (KRD) set a requirement for the UDI to develop and implement a method for routine quality assurance of positive decisions. A pilot project was carried out, the so-called "good case project", which reviewed family immigration cases. The project was completed in February 2005. An important goal for the project was to develop methods for future quality evaluations.

The results of the evaluation showed that case processing is generally good, but that there is room for improvement concerning registration in DUF, the immigration administration's computer system. The Directorate has therefore implemented measures to improve registration routines. In 2005 the system was used to perform evaluations of the quality of decisions made in asylum cases and work permits for professional immigrant labour.



### Information programme for residents of reception centres

Three films and a booklet published in 19 languages ensure that residents of refugee reception centres receive information regarding rights, opportunities and obligations in Norway.

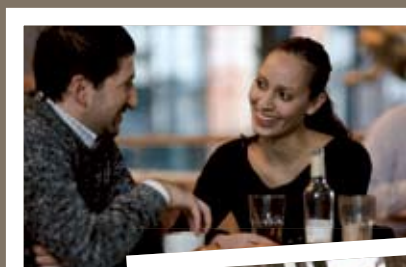
### Welcome to Norway

This information booklet is available in 10 languages and gives newly arrived family immigrants information about rights and obligations in Norway.





Love, work, war or education. There are many reasons why people come to Norway. The UDI plays a part for many of them.



**migration:** movement, travel, migration of nations, immigration and emigration. Kunnskapsforlagets dictionary of foreign words, 2003

## Migration – in brief

The migration debate in Norway focuses on Norwegian asylum policy and says little about the diversity of reasons causing people to migrate. The perspective should be expanded, because migration involves some of the most central questions of our time: the need for labour, financial and democratic development, trade, integration, human rights and community security.

At the moment it is estimated that there are approximately 200 million people who have lived outside their home country for more than a year.<sup>1</sup> A common designation for them is migrants. Migration, immigration and emigration, cover both voluntary and forced movement, legal and illegal. Students, construction workers, asylum seekers, directors of international companies and illegal migrant labour are all part of the international migration picture.

Increasing globalisation with growing travel activity, internationalisation of the education system and increased international trade give more and more people the opportunity and need to reside outside their home country periodically. Other important reasons for migration are conflicts and poverty, which sends millions of people fleeing or in search of a better life.

### The international debate

Experience shows that people will move, regardless of whether states attempt to close their borders or not. In this reality, one must attempt to manage and handle migration in the best possible way in order to take advantage of the benefits and minimise the negative effects of migration.

In October 2005 The Global Commission for International Migration (GCIM) published its final report *Migration in an interconnected world: New directions for action*, written on commission by the UN ([www.gcim.com](http://www.gcim.com)). The report concludes that international society has neither been able to realise the potential nor grasped the challenges which lie in international migration. The Commission is looking for a greater coherence in the migration policy on a national, regional and global level. The report leads up to a high-level dialogue on international migration and development in the UN General Assembly in the Autumn of 2006.

There is a clear connection between migration and development. This becomes clear when one looks at the contribution made by migrants to economic growth in their home country. It is estimated that migrants' registered financial transfers to their country of origin is in the region of USD 150 billion per year. In addition, it is estimated that unofficial transfers can be in the region of USD 300 billion per year. The registered transfers alone amount to nearly three times as much as official development aid. In addition, migration leads to the circulation of knowledge and expertise.

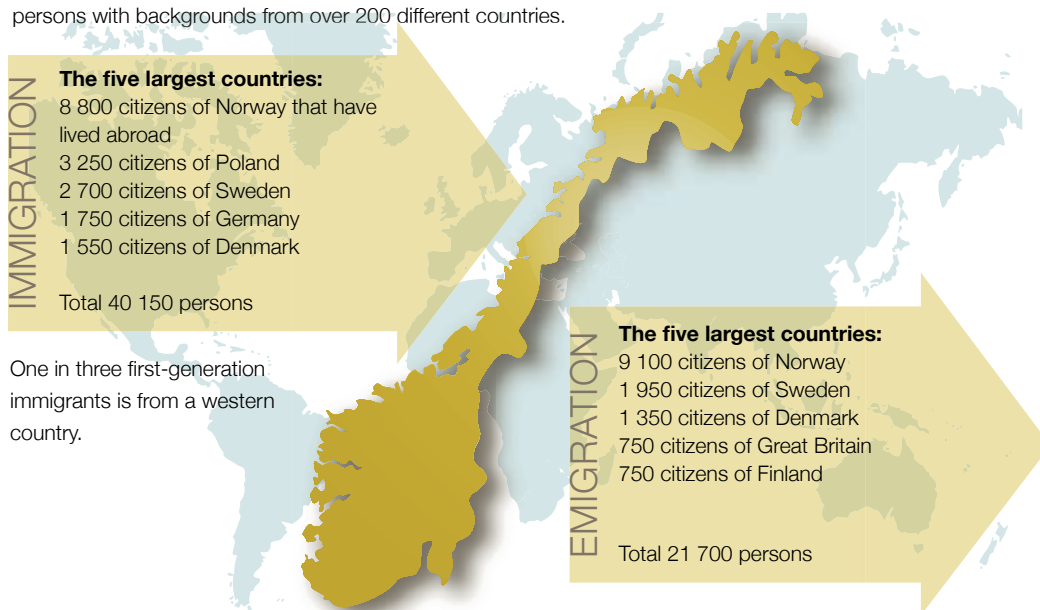
<sup>1</sup> Global Commission on International Migration ([www.gcim.org](http://www.gcim.org))

<sup>2</sup> European Commission green paper *EU approach to managing economic migration*



## Movement

According to Statistics Norway, 40 150 persons moved to Norway in 2005, while 21 700 moved out of the country. The immigrant population in Norway represents 8 per cent, totalling 365 000 persons, and consists of persons with backgrounds from over 200 different countries.



In order to be regarded as an immigrant or emigrant respectively, the purpose must be to stay in a country for at least six months and register with the Population Register.

## Migration, the EU and Norway

The past five years have seen considerable changes in the EU's migration policy and handling, and there are warnings of even greater changes in the years to come. With the Hague programme, which was adopted in November of 2004, the EU countries have set a definite watershed. From now on they will not only cooperate on asylum and immigration policy, but on the whole field of migration. The programme outlines a vision for the future regarding a common policy on asylum, a common approach to labour immigration, common return policy and improved border controls and partnership with refugee-producing states by 2010. The changes which are taking place in the EU are relevant for Norway because we are

affected by developments in the EU through the Schengen agreement. This was the theme at the UDI's spring conference in 2005, *EU's asylum and immigration policy undergoing change – what consequences will this have for Norway?*

## Increased need for labour

A central theme concerning migration to Europe is the need for labour. Prognoses show that the EU's labour force will be reduced by 20 million by 2030<sup>2</sup>. At the same time, the number of elderly will increase drastically. This could have serious consequences for the economic development in our part of the world. Therefore, there is discussion on whether one should establish a more offensive system for labour immigration within the EU.

## Cooperation against human trafficking

Human trafficking is one of the big challenges concerning migration. Therefore, it is an important area of work for the Directorate. In 2005 the Government presented its new action plan regarding human trafficking. Among other things, the measures in the plan include giving objective information to persons who come to Norway through marriage.

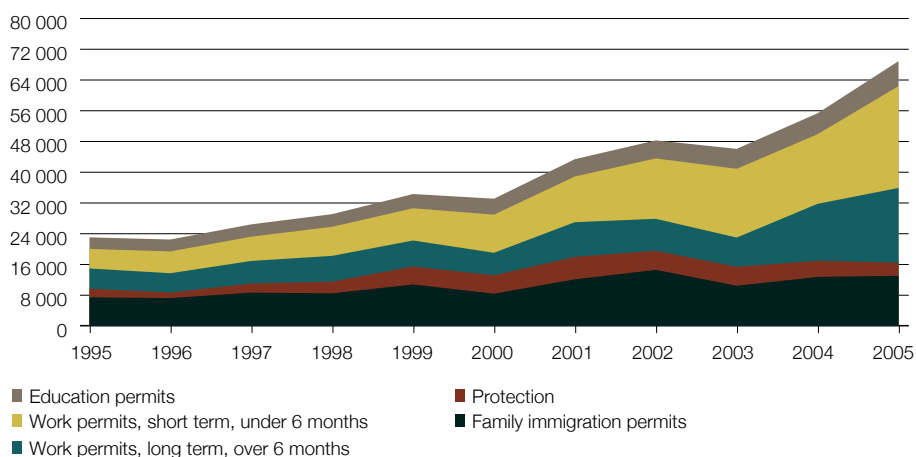
The Directorate works closely with other public agencies and organisations in order to be able to give help and protection to victims of human trafficking, and problems connected to human trafficking are evaluated in both asylum cases and residence cases. Information on human trafficking can be obtained by calling the information telephone number for the Crisis Centre Secretariat, ROSA (+47) 22 33 11 60.

## Human rights

Through international conventions, Norway is obligated to act in accordance with international human rights. That means that the Directorate is responsible for evaluating any breaches of human rights in all its decisions.

The UDI works continuously to strengthen the Directorate's work with human rights. A professional group was established in 2005 to review how human rights assessments are discernible in its decisions. The group will also work to develop an obligatory foundation course in human rights for all employees of the Directorate.

## Different types of permits issued 1995–2005



Gundega Krastina (30) is a trained nurse and holds a Bachelor degree in Health Science from the University in Riga in Latvia. Since 2003 she has worked at Vinderen nursing home in Oslo.

- I'm having a fantastic time. It is exciting to work in another country. I have good colleagues, new friends and an interesting job.

As a student at home in Latvia, Gundega met several Norwegians and heard that there was a great need for qualified labour in the Norwegian healthcare service. When she had completed her training, she spent a year in Norway as an au pair to learn the language. After that, she obtained a job as an Enrolled Nurse, and now she works as a nurse doing both regular night shifts and as shift leader at the Home.



## Increased labour immigration from the EU

In 2005, the UDI issued just over 55 500 work permits, including renewals. This is an increase of 26 per cent compared to 2004. 37 200 of these were issued to persons from the new EU countries.

Number of work permits granted to persons from the new EU countries:  
2005: total 37 200, of which 19 300 were first time permits and 17 900 were renewals  
2004: total 28 700, of which 25 100 were first time permits and 3 600 were renewals

The marked growth is due to the fact that approximately 17 900 renewals were issued to persons from the EU countries in 2005, compared to only 3 600 the previous year.

Approximately 24 200 polish citizens were granted work permits last year (both first time permits and renewals), compared to 18 000 in 2004. This is an increase of 35 per cent for this group of applicants. 8 900 Lithuanian applicants, and 1 500 applicants from Latvia were granted work permits in Norway in 2005. The increase in labour immigration indicates that labour immigrants from Eastern Europe satisfy an important part of Norway's increased need of labour.

### Many renew their permits

2005 was the first complete year after the expansion of the EU in May 2004. The increase in the number of renewals from the new EU countries indicates that workers coming to Norway in 2004, have chosen to renew their permits and are interested in living in Norway for a longer period.

### Expansion of the EU in the future

There is the possibility of an increase in the number of member countries of the EU in 2007. The applicant states are Bulgaria and Romania, while Croatia, FYR Macedonia and

Turkey will be candidate states in the next budget period, after 2014. What consequences this will have for immigration to Norway is difficult to predict, and will depend on what transitional rules will be in force for the new EU citizens, among other things.

In the short term changes in rules will probably be more important for the UDI. There is a directive in place regarding rule changes which will be in force from 1 May 2006, and which states that EU citizens do not need permits, only a registration to live and work in Norway. By the same date a decision will be made as to whether the current transitional rules (see the fact box) shall be extended or repealed.

### From specialist to skilled

In 2005 the UDI changed the designation "specialist" to "skilled", which is more in line with the qualification requirements set by the Immigration Regulation. The number of skilled worker permits granted in 2005 was 1 200 (renewals not included). This is a marked increase from 2004, when 750 skilled worker permits were granted. However, the number is far under the quota for skilled workers, which was 5 000 persons in 2005.



- Geriatrics is a very interesting field. Welfare services for the elderly are completely different here than in Latvia, says Gundega.

Gundega's supervisor, Head Nurse Oddny Folge, has many employees from other countries on staff. Employees from Lebanon, Lithuania, Latvia, the Philippines, India and Vietnam help provide the occupants with the care they are entitled to.

- To get the home to function properly we are completely dependent on foreign labour, and my experience with foreign labour is very good. However, being able to communicate in Norwegian is a prerequisite. Most of the occupants are happy with the multicultural staff, even though some of the elderly can be wary of new people until they become properly acquainted with them, she says.

### Transitional rules

In May 2004 the EU/EEA area was enlarged by ten new member countries (Estonia, Cyprus, Latvia, Lithuania, Malta, Poland, Slovakia, Slovenia, the Czech Republic and Hungary). As a result, 75 million new EU citizens received expanded and simpler access to residence and work in Norway. With the exception of Cyprus and Malta, there are separate transitional rules for citizens of these countries. The rules entail that workers must still have residence and work permits in order to be employed by a Norwegian employer, but it is simpler and less expensive to have the application processed than is the case for citizens from countries outside the EU/EEA area.

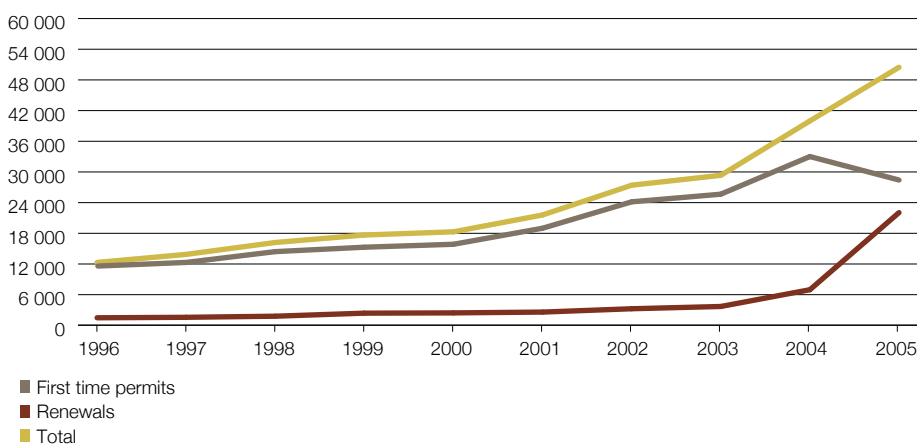
The main reason as to why the number of skilled worker permits rose in 2005 can be that this category at present includes several occupational groups. Traditionally, craftsmen, health personnel and engineers were large groups under the skilled worker provision, but such permits are now also granted to groups such as researchers, skilled employees in multinational groups and others (other types of permits were granted to these groups previously). Of those persons granted skilled permits in 2005 most came from the US (160), Russia (150), India (100), China (100) and the Philippines (70). As of 31 December 2005 there were about 2 500 persons in Norway with permits

granted on the basis of the skilled worker provision (both first time permits and renewals). Persons with such permits may be granted residence permits after a period of three years.

### Case processing times

The UDI's objective is to process cases connected to labour immigration quickly and flexibly. Towards the end of 2005 the average case processing time was 63 days from case initiation at a foreign service mission. From the time the case was received by the UDI and to the time the decision was made, an average of 38 days elapsed.

Labour immigration permits by year and category 1996-2005



### Information in 15 languages

The UDI wants to act as a facilitator in order for Norway to be an attractive country for qualified labour. In 2005 the UDI worked to ensure that sufficient and adequate information reached the Directorate's users and partners. This included information materials and circulars to colleges, universities, employer and employee organisations, as well as larger employers, the Police and foreign service missions. In addition, the UDI focused on the needs of the users, and extensive work has been done in drawing up fact sheets in 15 languages with information to applicants concerning various types of permits.



– Say hello to the lady.

Two-year-old Ida smiles shyly. With parents from two different countries, she is already bilingual. While her mother and father tell how they met, she climbs up and down on the sofa, takes a look in her book, and tries to get hold of a coffee cup.

██████████ from Kenya and ██████████ from Enebakk met in the summer of 2001. ██████████ was in Norway attending the Peace Research summer course at the University of Oslo. In the Autumn she returned to her studies at the University of Nairobi. There were many letters and telephone calls in the year that followed.

– The following summer I was invited to Kenya. It was an exciting and lovely trip, says ██████████.

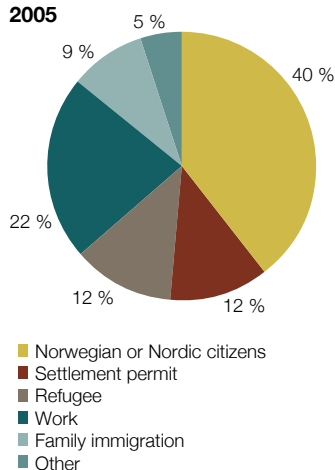
The trip resulted in ██████████ returning to Norway with ██████████ and they got married shortly afterwards. – We decided to live in Norway. ██████████ had a job he enjoyed, and I have always loved new challenges, says ██████████.



## Many come because of family

13 000 permits were granted to persons applying for family immigration in 2005. 40 per cent of family immigrants had family ties to Norwegian or Nordic citizens.

**Family immigration permits by grounds for residence for the person residing in Norway. 2005**



Persons from Thailand, Iraq, Somalia and Russia have made up the largest groups of family immigrants over the past few years. In addition to these groups, a large increase in the number of family immigrants from Poland was registered in 2005. The increase can be linked to the expansion of the EU (1 May 2004). Polish citizens apply mainly for family reunification with Polish citizens residing in Norway for a longer period of time. The same applies for citizens of Iraq and Somalia. On the other hand, citizens of Russia and Thailand mainly apply for reunification with Norwegian or Nordic citizens.

A little over 60 per cent of family immigration permits granted in 2005 were given to women. 57 per cent of the permits were granted to spouses, common law spouses or partners, while 43 per cent were granted to children.

In 2005 approximately 13 000 permits were granted to persons who applied for family immigration, a slight increase compared to 2004, when approximately 12 800 permits were given.

### Measures against forced marriages

The UDI is a central agency in the work against forced marriages. Together with the Red Cross and the Police, the Directorate established a

competence team in this field in 2005. The team is led by the UDI.

The work is directed towards generational conflicts concerning forced marriages. The main activity of the competence team has been the coordination of measures in connection with individual cases which are reported to the team. In 2005 the team received many inquiries and worked on 93 cases.

Efforts to combat forced marriages will be intensified in 2006. As a new measure, a provision has been passed which explicitly states that

**The ten countries from which most family immigrants came in 2005 are mainly the same as in 2004.**

	2005	2004
Thailand	1 014	1 099
Iraq	933	909
Somalia	929	689
Poland	748	390
Russia	653	742
Germany	558	563
Afghanistan	507	318
Pakistan	461	496
Philippines	433	437
Great Britain	420	453
Other countries	6 379	6 654
<b>Total</b>	<b>13 035</b>	<b>12 750</b>





Moving to a new country was not as easy as [REDACTED] had thought.

– It was hard in the beginning. I spent more time learning the language than I had thought I would, and it took time to find friends and build a network. Norwegians are quite reserved. In addition, my first winter here was cold and long with a lot of ice and sub-zero temperatures. Sometimes I just wanted to go home, says [REDACTED].

Hard work learning the language paid off. She obtained work experience as a day care giver and an Enrolled Nurse in a nursing home relatively quickly. And gradually life in Norway became really good.

– Now I am very happy. I have friends, both Norwegian and Kenyan, and have gradually managed to obtain work experience where I can use my education, a Bachelor degree in International Relations. And not least, we have Ida. Having a child is the greatest thing that has happened to me, says [REDACTED].

an application for residence can be denied if it is probable that the marriage was entered into against the will of one of the parties. To reveal such situations, a new provision in the Immigration Act has been introduced stating that an obligatory interview with the immigration authorities must be carried out before a permit can be granted.

#### Protection against domestic violence

During 2005 changes were made to the Immigration Act which are intended to protect foreign applicants. The changes entail that applications for visa and residence permits can now be rejected if it is probable that the foreign spouse, any accompanying children, or the visa applicant will be abused by the party living in Norway. In connection with case processing the Police can check the records of the party living in Norway. The changes in the Act came into force on 1 February 2006.

#### Better service at the foreign service missions

In order to improve the service level at the various stages of immigration administration, employees of the UDI have worked at Norwegian embassies for certain periods. This work has mostly consisted of assisting with residence cases and visa applications at the foreign service missions.

There has also been employee exchange with the Police, which has proven useful in terms of providing increased understanding between the agencies with regard to work organisation and practice.

#### Case processing times

In 2005, 50 per cent of the applications for family immigration were processed within four months, while 75 per cent were processed within seven months. The more complicated cases, which required more work, increase the average.

#### Efficient processing of residence cases

In 2005 approximately 66 000 residence cases were received for processing by the UDI, including appeals. Just under 70 000 cases were processed during this period (the Ministry's production requirement was 63 700 cases). Despite a general increase in cases received in 2005, there was a decrease in case processing times for most types of cases.

Work to improve processing in the Residence Department began in 2004 and continued for the first half of 2005. Applications received are reviewed immediately to reveal any lack of information. Thereafter cases are sorted into ordinary and complicated cases. Some can be processed continuously, while sufficient resources are earmarked to handle the complicated cases. The effect for the Directorate's users has been reduced case processing times, especially in the processing of simple applications.

#### Strengthened immigration regulation in Europe

The UDI participates in the development of several measures which are intended to strengthen the regulation and control of immigration to Europe. Amongst other things, the Directorate is represented on a committee which assists the EU Commission in designing uniform labels and travel documents. In line with the development in Europe, the Police began to issue new national passports, travel documents for refugees, immigrant passports, and diplomatic passports in October 2005. Work is being carried out on the introduction of biometrics (fingerprints and photographs for automatic recognition) at the foreign service missions and border checkpoints.

A common visa system for the Schengen countries, Visa Information System (VIS), is being established. When VIS becomes operative, information will be exchanged between Norway's national visa system (NORVIS) and VIS.

The background for the development of NORVIS is the Schengen agreement's requirement for an IT system in connection with processing visas. In addition to the UDI, the Ministry of Foreign Affairs (UD), the Norwegian Immigration Appeals Board (UNE) and the Police are involved in the process. During the first quarter of 2006 NORVIS will be gradually introduced at the foreign service missions. The plan is for the system to be operational at all foreign service missions from 1 April. NORVIS will be integrated in VIS in the course of 2007.

Sayed Hussein from Burma (Myanmar) lived in exile in Malaysia for five years before he came to Norway as a resettlement refugee with his family, wife Asma, daughters Shabana (12) and Rukiya (11) and his son Rajes (6). Now, two years after he moved to Norway and Lillehammer, he works for the International Organization for Migration (IOM) with the Cultural Orientation Programme (CO). Through his job Sayed meets other Burmese refugees on their way to Norway.

- Many refugees have unrealistic expectations. We inform them about Norwegian society and about life in Norway. I think this is very useful, says Sayed.

It is hectic in the Hussein family kitchen. The children help with the cooking, and soon everything is ready for dinner. After a Burmese meal, homework and a little reading, Sayed talks about the long way to Norway.

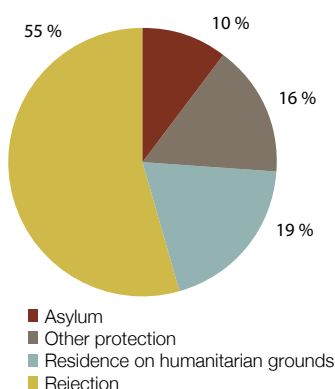
Continued on page 20



## Fewer asylum seekers, more complex cases

There was a reduction in the number of asylum seekers last year, though the decline was not as marked as in 2004. However, the applications for asylum have become more complex, and thereby more resource intensive.

**Decisions in asylum applications by outcome (in per cent), 2005**



The decline in the number of asylum seekers coming to Norway continued in 2005. While the number of asylum applications was almost halved from 2003 to 2004, the decline was close to 30 per cent in 2005 compared to the previous year. 5 400 asylum applications were registered in 2005.

Asylum seekers come from many of the same countries as previously, but a marked decline in the number of asylum seekers from the four largest countries of origin was registered in 2005: Afghanistan (from 1 060 in 2004 to 470 in 2005), Somalia (from 960 to 670), Russia (from 940 to 550) as well as Serbia and Montenegro (from 860 to 470). At the same time, there was an increase in the number of asylum seekers from Iraq (from 410 in 2004 to 670 in 2005). Just under 2 500 persons were granted residence permits following their application for asylum in 2005.

### Complex cases

In general, the asylum case portfolio has become more resource intensive. There are few clearly unfounded asylum applications and fewer persons who apply for asylum in several European countries. At the same time, there is a larger number of complicated cases.

### More women are allowed to stay

Nearly two-thirds of the 1 900 women who had their applications finalised in 2005, were granted residence permits. The equivalent figure for the 3 500 male applicants was roughly one-third. One of the reasons for this is a stronger focus on gender-based persecution when cases are processed.

### Unaccompanied minor asylum seekers

Asylum applications from persons claiming to be unaccompanied minors are more demanding than applications submitted by adults. The UDI offers age testing when there is doubt concerning whether the applicant is under 18 years of age. In 2005 the UDI made decisions in 180 unaccompanied minor cases. In 75 per cent of these cases residence in Norway was granted. Unaccompanied minors receive closer follow-up in the refugee reception centres. The UDI cooperates with the reception centres, the Police and the child welfare services if minors leave the reception centre without giving notification. In the Autumn of 2005 the UDI started cooperating with the National Criminal Investigation Service (KRIPOS) and the child welfare services in connection with tracing Chinese children who left the reception centres. The Government is working on transferring the responsibility for unaccompanied minor asylum





- assist young persons between the ages of 16 and 18 so that they receive appropriate schooling
- arrange for children and young persons to participate in activities outside the reception centre together with other young persons in the local environment

This also applies to unaccompanied minor asylum seekers.

### Closure of reception centres

During 2005 the number of residents in refugee reception centres was reduced by more than 3 000 persons, from over 12 000 at the beginning of the year to 8 900 at the end of 2005. During this period the number of reception centres was reduced from about 100 to 75.

In 2005 four fortified units were set up creating a total of 80 places to accommodate residents with special needs. In addition, work was begun on a waiting centre (ventemottak) for persons who have had their applications finally rejected and are waiting to be transported out of the country. In November of 2005 the Stoltenberg government reintroduced an offer for asylum seekers to stay in reception centres after final rejection, until a waiting centre is established.

seekers to the child welfare services, in line with the Government's declaration.

### Children in reception centres

At the end of 2005 there was a total of 2 300 children living in the reception centres. Among other things, the reception centres are obligated to

- offer children under school age appropriate activities each day
- ensure that children and young persons of school age are enrolled in school, and to offer help with their homework

### Resettlement refugees

Resettlement refugees are people who have fled their home country, and who are recognised as refugees by the UN High Commissioner for Refugees (UNHCR). 940 refugees were granted residence under the quota for resettlement refugees in 2005. The largest group was from Myanmar/Burma (430), The Democratic Republic of Congo (260) and Burundi (60). In 2005 and 2006 the quota also includes persons who qualify under an interim Act governing residence permits for Vietnamese boat refugees in the Philippines with close relatives in Norway. 44 persons were granted residence permits under this Act in 2005. The quota for 2006 is set at 1 000 refugees.

### Differentiated asylum case processing

In 2005 the UDI introduced additional differentiation of case processing in asylum cases. Separate procedures and deadlines apply to Dublin cases and applications from unaccompanied minors (see below), while other cases are processed according to three different procedures, depending on which country the applicant comes from. Applications can be taken out of the original procedure if it is necessary to verify or obtain more information.

**48-hour cases:** Applications which are assumed to be unfounded are processed within 48 hours after the case has been registered with the Police.

**3-week cases:** Applications submitted by persons from countries where the UDI has a good overview of the situation, and where experience shows that applications are often rejected, are processed within 3 weeks after the application has been registered.

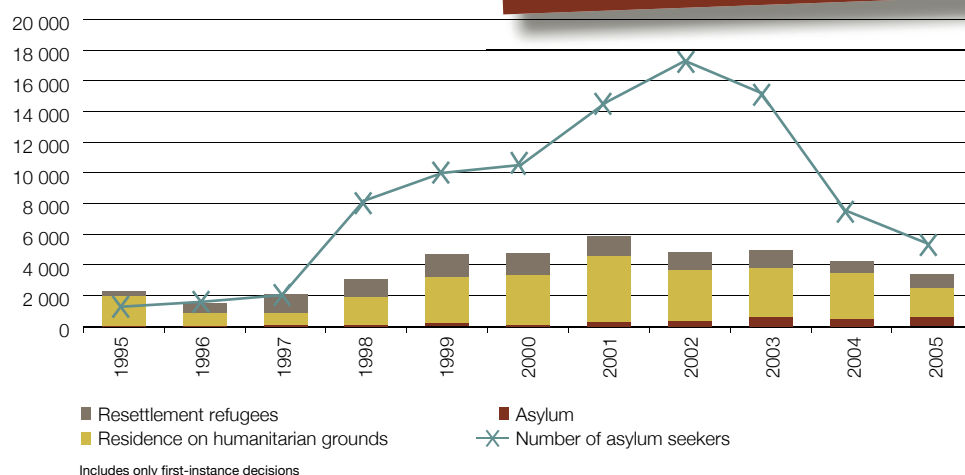
**7-week cases:** Applications from other countries where the situation is more complex, and where experience shows that it may be necessary to obtain or verify information, are usually processed within 7 weeks from registration.

**Dublin cases:** In Dublin cases the country in which the applicant first applied for asylum or was granted a residence permit/Schengen visa, is responsible for case processing.

### Unaccompanied minor asylum seekers

Applications from unaccompanied minors are given priority and processed continuously. If there is any doubt as to whether the age stated is correct, the applicant is offered an age test. At the same time work is carried out to trace care persons in cases where there is no need for protection. Decisions in asylum cases are made as soon as the case is sufficiently investigated, even if tracing work is not completed.

### Protection in Norway 1995-2005



Cont. from p. 18

– I fled from Burma to Malaysia and lived there for five years. The family came to Malaysia a few months before we were informed by UNHCR and the UDI that we could be given protection in Norway. We are very happy here, says Sayed.

A short time after arriving in Lillehammer the children started attending kindergarten and school. The adults began Norwegian language studies at the Adult Education Centre in the town. The children have learned to speak and write Norwegian very quickly. Rajes uses MSN and writes to Sayed "when Daddy works in other countries". In the evenings the children participate in various leisure activities. Rukiya plays handball. This evening she will drive there with Nicoline.

- It is important that refugees know something about the country they are moving to, says Sayed, who will soon be going to Thailand to meet more refugees.

- For now, I am continuing to work with the CO-programme and studying Norwegian. But eventually, I will go back to studying engineering and work within my trade, says Sayed.



## Several reforms in the field of integration

2005 witnessed a large reform in the field of integration. While the UDI worked on settling refugees and several large integration projects, the Directorate also contributed considerably to the establishment of the new Directorate of Integration and Diversity (IMDi).

From 1 September 2005 it became obligatory for all immigrants coming to Norway with the intention of settling, to participate in Norwegian language classes and social studies. It is now a requirement that immigrants take such courses in order to be granted a settlement permit or citizenship. In connection with this reform, the UDI established the National Introduction Register (NIR), a database where the participation of immigrants and refugees in Norwegian language training is registered.

At the end of 2005, 3 300 persons with residence permits were registered in NIR, and about 70 municipalities had started to use the system. When all municipalities are up to date with their registration, the education authorities will know how much Norwegian language tuition is given. NIR will be used as a reference when the immigration authorities evaluate whether the conditions for citizenship or permanent residence have been met.

### Education or work after the introduction scheme

For the past few years, the UDI has been a driving force in establishing an introduction scheme<sup>3</sup> for newly arrived refugees. Among other things, the Directorate has provided professional advice

to the municipalities, and assisted them with the development of an introduction programme by giving grants to municipal projects. One year after the establishment of the obligatory introduction scheme, a survey carried out in 234 municipalities and town districts shows that 52 per cent of the refugees who have completed the programme have gotten jobs or started ordinary education.

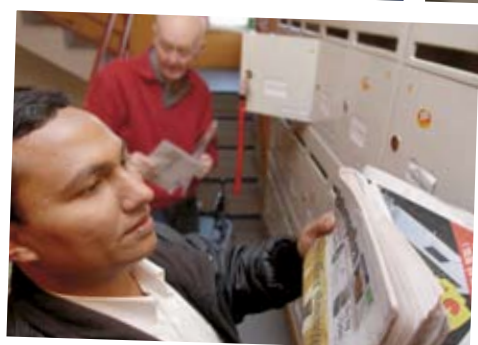
Several municipalities are still in the initial phase concerning administration of the Introduction Act and the development of an introduction programme. Indications are that during the past year, the programme has become more specialised, and the training offered more vocational. According to feedback, important challenges for the municipalities include ensuring competence in handling various health and motivational problems in participant groups. The greatest structural barriers are limitations in local business, lack of labour market measures by the Norwegian public employment service (Aetat) and poor Norwegian language tuition (the language level is not always good enough for working life, even after courses have been completed).

### "New chance" gives new opportunities

*Ny sjanse* (*New chance*) is a qualifying programme for immigrants who have no permanent connection

3. The introduction scheme includes Norwegian language training and qualification for work or studies, among other things.





to the labour market even after several years in Norway and who are dependent on welfare. The UDI gave advice and followed up implementation of the programme in the municipalities. In 2005 NOK 10 million was allocated to municipal projects to test paid qualification for long-term unemployed immigrants, modelled after the introduction scheme for newly arrived refugees. Ny sjanse (New chance) is part of the Government's plan of action to combat poverty, and thirteen projects in seven municipalities have received grants. Women were a prioritised target group in 2005. The first group of participants started with individually tailored qualification programmes in the Autumn. Some participants got jobs by the end of the year, but most will need a longer qualification period.

## Focus on the integration of Somalis

In 2005 cooperation between the UDI and Somali organisations generated more knowledge about the situation of Somalis in Norway and the challenges they encounter. The UDI and the Ministry of Local Government and Regional Development (KRD) started several projects with varying themes last year: Introduction programme, mental health, children and young people, and user adapted approach in the public sector. In connection with the last two themes, a conference was organised in the autumn of 2005 with the municipalities and Somali organisations as main target groups. As a result of the experience obtained through dialogue with the Somali community, the Directorate has recommended further efforts in this area in coming years.

## Settling refugees

In 2005, 4 400 refugees were settled in Norwegian municipalities, fewer than the needed 5 500. Even though there was an undersupply of settlement places, the number of refugees waiting to be settled at the end of 2005 was reduced compared with the previous year.

There are several reasons for the shortfall in settlement places:

- The settlement scheme is voluntary for the municipalities.
- In some cases the municipalities experience difficulties in obtaining accommodation.
- In some situations the existing places do not suit the needs and wishes of the refugees. They wish to be close to their family, to persons of the same nationality, education or job opportunities, etc.

The settling of refugees with health or behavioural problems is challenging, because these groups require more resources from the municipalities. In 2005, the UDI and the Directorate for Health and Social Affairs established a partnership which will contribute to faster settlement of refugees with resource-intensive health problems in the long term.

## Professionalisation of the interpreting field

The National Register of Interpreters, developed by the UDI, was launched in September 2005. By the end of the year, approximately 250 qualified interpreters were registered. The National Register of Interpreters will provide a nationwide overview of interpreters and their qualifications, which will contribute to safeguard the quality of interpreters used in public service.

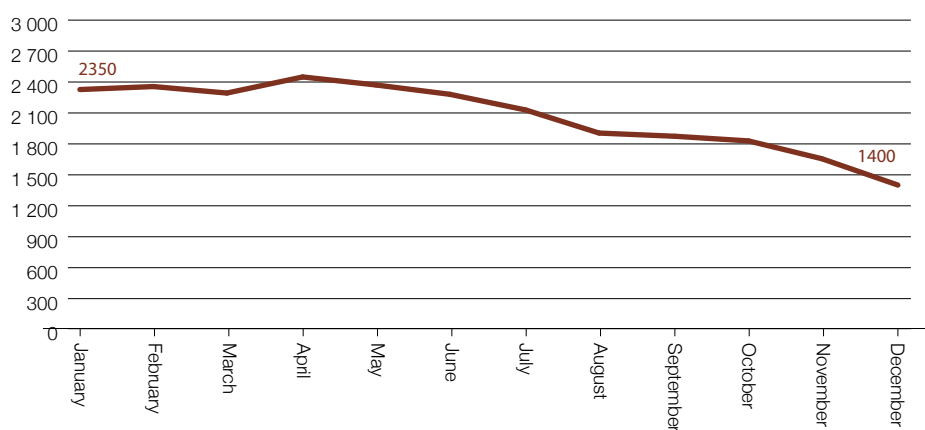
In connection with the establishment of the National Register, the UDI has created the Internet portal [www.tolkeportalen.no](http://www.tolkeportalen.no). This website contains important information for interpreters, government employees and professional persons who require interpreting services in their work.

The UDI has also been involved in developing web-based training for interpreters. In the period 2003–2005 approximately 500 persons completed interpreting courses at the University and University College of Oslo.



[www.tolkeportalen.no](http://www.tolkeportalen.no)

Residents in reception centres waiting for settlement in 2005



The UDI's work in the field of integration, including responsibility for the settlement of refugees, was transferred to the Directorate of Integration and Diversity (IMDi) on 1 January 2006. Read more about IMDi on page 25 or at [www.imdi.no](http://www.imdi.no).

The UDI's budget is approved annually by the Storting (the Norwegian Parliament). The budget is made available to the Directorate by the Ministry of Labour and Social Inclusion (in 2005 the budget was made available by the Ministry of Local Government and Regional Development). In addition to the budget for the Directorate's own operation, considerable funds were allocated in 2005 for the operation of reception centres and the settlement of refugees and immigrants, as well as some subsidy schemes.

Overall, the allocation letter put around NOK 4 489 million at the Directorate's disposal in 2005. Together with transfers from 2004, supplementary allocations in the revised national budget, compensation for wage settlement and revisions of the budget, the total budget for 2005 was NOK 4 644 million. This was a small increase in allocations compared with 2004.

#### The Directorate of Immigration's accounts

The UDI's accounts are kept in accordance with the state finance rules. This means that all expenses, regardless of type, are posted in the year they are incurred (cash basis). In turn, this means that no balance sheet is prepared for the undertaking in the ordinary sense.

#### Operating expenses

The accounts for 2005 show that NOK 432 million was spent on running the UDI. Pay-roll expenses amounted to NOK 279 million. Accounting figures for wages include a total of NOK 20 million which largely consists of reimbursements for maternity leave and sickness benefits. The reduction in operating expenses was primarily due to fewer employees in 2005 than in 2004.

To allow better control and documentation of the in-house use of resources in the Directorate, product calculations have been made to price the various external services provided. All operating expenses are divided between the various services according to which activities and costs are included in the products. Product calculation was subject to extensive auditing in 2005 and is now better able to describe costs at varying volumes of production.

The product calculation table shows what some types of cases cost to process in the UDI. The costs are given in nominal values.

In asylum case processing both interviews and other case processing is included, with the exception of Dublin cases, where no interviews are conducted. In both 2004 and 2005, the amount of interviews is lower than other case processing. This is due to a reduced backlog in

both 2004 and 2005. Interviews are conducted early in the asylum case process, normally in conjunction with arrival in the country.

The unit price for carrying out interviews increased by approximately 15 per cent compared to 2004. This is because there was a larger share of complex asylum cases in 2005 than in 2004, and because the same level of indirect costs applied for the maintenance of the National Register of Interpreters etc, even with fewer completed interviews. Other asylum case processing became somewhat cheaper in 2005, despite the increased complexity of the case load.

The number of Dublin cases more than halved compared to 2004, and the unit price increased by approximately 25 per cent. The price increase was due to the fact that economies of scale were reduced because there were fewer cases among which to distribute indirect costs.

Residence cases increased in number in 2005, and the unit price was reduced by approximately 7 per cent. The composition of cases did not change considerably compared to 2004. The reduction in costs was due mainly to increased productivity in the processing of residence cases.

#### Operating expenses for reception centres

Reception centres are a voluntary residential offer for asylum seekers. The centres are run by private or municipal operators. Contracts are awarded following a tender procedure. All operating expenses, subsistence benefits to asylum seekers and other expenses are covered through the Directorate's budget. The total expenses under this item amounted to NOK 1 084 million, compared with NOK 1 546 million in 2004, a reduction of about 30 per cent. The number of residents in reception centres showed a declining trend throughout the year, from about 12 200 at the start of 2005 to around 8 900 at the end of the year. The price of each reception centre place has changed little on average compared to 2004, and remains slightly over NOK 100 000 per year per resident.

#### Settling refugees and immigrants

The integration subsidy is the financial compensation the local authorities receive from the central authorities for settling refugees and their families. The subsidy is paid over five years from the year of settlement. In 2005, the rates for the subsidy (for the 5-year period) increased from a total of NOK 393 000 in 2004 to NOK 432 000 for persons over 18 years of age, and NOK 412 000 for children. NOK 2 853 million has been recognised in the accounts for 2005, which is an increase of NOK 54 million compared to 2004.

Accounts (figures in 1000 kroner)	2005	2004
<b>Operating expenses UDI, reimbursements deducted</b>	<b>432 251</b>	<b>451 645</b>
Whereof payroll, reimbursements deducted	279 201	301 916
Other operating expenses	153 050	149 729
<b>Operating expenses state reception centres</b>	<b>1 083 817</b>	<b>1 545 702</b>
Whereof financial assistance to residents	304 485	449 655
Whereof operating expenses for reception centres	764 384	1 088 079
Whereof ordinary operating expenses	14 948	8 010
<b>Special operating expenses, interpreting and translation</b>	<b>17 764</b>	<b>25 365</b>
Whereof payroll and remuneration	12 171	16 548
<b>Settlement of refugees and immigrants</b>	<b>2 928 137</b>	<b>2 873 199</b>
Integration subsidy	2 853 431	2 798 737
Municipal immigration measures	53 479	42 959
Development of expertise	21 227	31 504
<b>Subsidies to immigrant organisations, other voluntary activities etc.</b>	<b>25 924</b>	<b>25 130</b>
Whereof nationwide organisations	10 000	9 650
Whereof local immigrant organisations/voluntary activities	12 812	12 658
Whereof administration subsidies	3 112	2 822
<b>Return of refugees</b>	<b>8 524</b>	<b>10 731</b>
Whereof individual financial support	1 503	1 270
Whereof projects/local support	7 021	9 461
<b>The state authorisation scheme for interpreters</b>	<b>100</b>	<b>100</b>
<b>Transport of refugees/travel expenses to and from abroad</b>	<b>8 549</b>	<b>10 350</b>
<b>On behalf of the Ministry of Children and Family Affairs</b>	<b>128 595</b>	<b>150 206</b>
<b>On behalf of the Ministry of Justice and the Police</b>	<b>2 245</b>	<b>2 741</b>
<b>On behalf of the Directorate for Health and Social Affairs</b>	<b>75</b>	<b>-</b>
<b>Norwegian language tuition for adult immigrants</b>	<b>5 700</b>	<b>-</b>
<b>Total</b>	<b>4 641 680</b>	<b>5 095 170</b>

Product name	2005		2004	
	Number of cases	Unit cost	Number of cases	Unit cost
Interviews	3 404	9 916	5 040	8 657
Asylum cases	6 155	7 559	8 494	8 132
Asylum cases – Dublin	1 295	6 421	3 325	5 203
Residence cases	69 236	1 703	65 008	1 838

### The Diversity and Migration Library

The Diversity and Migration Library is a central information base for questions of migration and integration. It is a shared library for the Directorate of Integration and Diversity (IMDi) and the Directorate of Immigration (UDI). The Library's collection comprises about 19 950 volumes and the Library recorded 3 200 loans in 2005. In addition to providing a service to IMDi and UDI staff, the Ministry of Labour and Social Inclusion (AID) and the Norwegian Immigration Appeals Board (UNE), the Library is open to external users on weekdays between 9 a.m. and 3 p.m., or by agreement.

### Green perspective at the UDI

The project Green State was finalised in January 2005 and implemented by the Directorate immediately afterwards. The handling of waste, paper consumption and cleaning are focus areas in Green State. The UDI has drawn up an action plan which was followed up in 2005. An environmental policy and environmental objectives have been established by the Directorate. Environmental management is an integral part of the organisation's management system.

The UDI is a competence-based organisation which is dependent on attracting and developing appropriate labour based on changing needs.

Subsequent to extensive competence mapping of the permanent staff in the UDI, 90 employees were transferred from the UDI to the Directorate of Integration and Diversity (IMDi) on 1 January 2006.

As of 1 January 2006, the UDI had 586 man-labour years distributed among 639 employees. 51 of the man-labour years were on temporary contracts. A reduction in the number of man-labour years is planned for 2006.

The UDI wishes to have a staff which reflects the diversity in society. 13 per cent of the Directorate's employees have immigrant background. The UDI has a special responsibility as an em-

ployer in a multi-cultural society, and will work systematically to increase this percentage. In order to contribute to more immigrants entering the labour market, the UDI had nine persons with immigrant background in job training in 2005.

As of 1 January 2006, 69 per cent of the UDI's employees were women. Nearly 55 per cent of management positions were filled by women.

It is a goal for the UDI to reduce sickness absenteeism and encourage a higher age of retirement. Sickness absenteeism was 7.3 per cent in 2005 and has not changed compared to 2004. The Directorate is continuing its systematic work with health, safety and environment in 2006. The UDI also wants to motivate its senior staff to work beyond the age of 62 by giving them an extra day off a month, and the opportunity to adapt their work. No one retired before the age of 67 in 2005.

### Diversity and equality in the UDI as of 1 January 2006\*

	Total	Men	Women	Immigrant background**
Senior managers	7	5 (70 %)	2 (30 %)	1 (14 %)
Middle managers	35	14 (40 %)	21 (60 %)	2 (6 %)
Executive officers	463	149 (32 %)	314 (68 %)	56 (12 %)
Office employees	134	27 (20 %)	107 (80 %)	21 (15 %)
Total	639	195 (31 %)	444 (69 %)	80 (13 %)

\* The figures presented here are per 1 January 2006 rather than per 31 December 2005, because they give the most correct representation of the UDI as it appears in 2006.

\*\* Persons with two parents born abroad, not including the Nordic countries.

### Establishment of the Directorate of Integration and Diversity (IMDi)

The Directorate of Integration and Diversity (IMDi) was established on 1 January 2006, and the field of integration was transferred from the UDI. The primary tasks which were transferred from the UDI to IMDi are settlement of refugees, follow-up of the introduction programme, follow-up of tuition in the Norwegian language and social studies, interpreting, diversity work, dialogue with immigrant organisations and work with the development of equal and fair public services.

IMDi has also been assigned central administration tasks, such as the administration of several subsidy schemes (including integration subsidies), research and development through, for instance, grants to projects, documentation tasks through, for instance, the National Introduction Register (NIR) and information and guidance to various target groups through Internet portals, publications, networks etc.

The new Directorate's offices are in Hausmanns gate in Oslo, co-located with the UDI, with local units in Narvik, Trondheim, Bergen, Kristiansand, Gjøvik and Oslo. At start-up there were 101 permanent employees and 14 temporary appointments in IMDi. The Directorate's operating budget for 2006 is NOK 79.1 million.



## Tarzan at work

– Tarzan is a bright and enthusiastic helper. He is also very obedient and clever, says Khanh Thanh Nguyen, who works in the Asylum Department.

Nguyen has been employed at the UDI for 18 years, and now works as an executive officer in the Dublin unit. Tarzan came to the UDI in September 2005 and is still being trained. He has learned to help with practical tasks such as opening doors, carrying things from the car to the office and delivering and fetching documents. Tarzan has already participated in two fire drills, and his behaviour was exemplary both times.

– I was very apprehensive about having a service dog at work, but both my employer and colleagues have been very positive, says Nguyen. I was granted leave to participate in a training course. Tarzan loves my colleagues, and they love him. They have found a happy medium for cuddles and hugs.

At home, Tarzan is part of the family. In addition to helping with practical tasks, he has been to a seminar on Chinese foreign policy, galleries and concerts.



– At the age of 28 months he is already a cultured dog. And he works very hard at getting the marrow out of large elk bones. If Darwin's theory holds true, Tarzan's offspring will be anteaters in a couple of generations, jokes Nguyen.

Tarzan became a national celebrity in Aftenposten on 18 October 2005.



## Translation and interpreting work in the UDI

The UDI considers good linguistic communication between applicants and the Directorate to be essential for appropriate case processing and to safeguard the legal protection of applicants. This is the basis for the UDI's work with interpreting and translation.

In the year 2000, the UDI created an interpreter and translator database. The database is being developed continuously. The purpose is to have access to suppliers of language services who are well qualified to carry out interpreting and translation work for the UDI. The UDI has also provided for quality assurance measures aimed at professionalising interpreters and translators, such as courses and seminars, terminology work in language groups and individual follow-up of suppliers.

The Directorate outsources many documents for translation in connection with

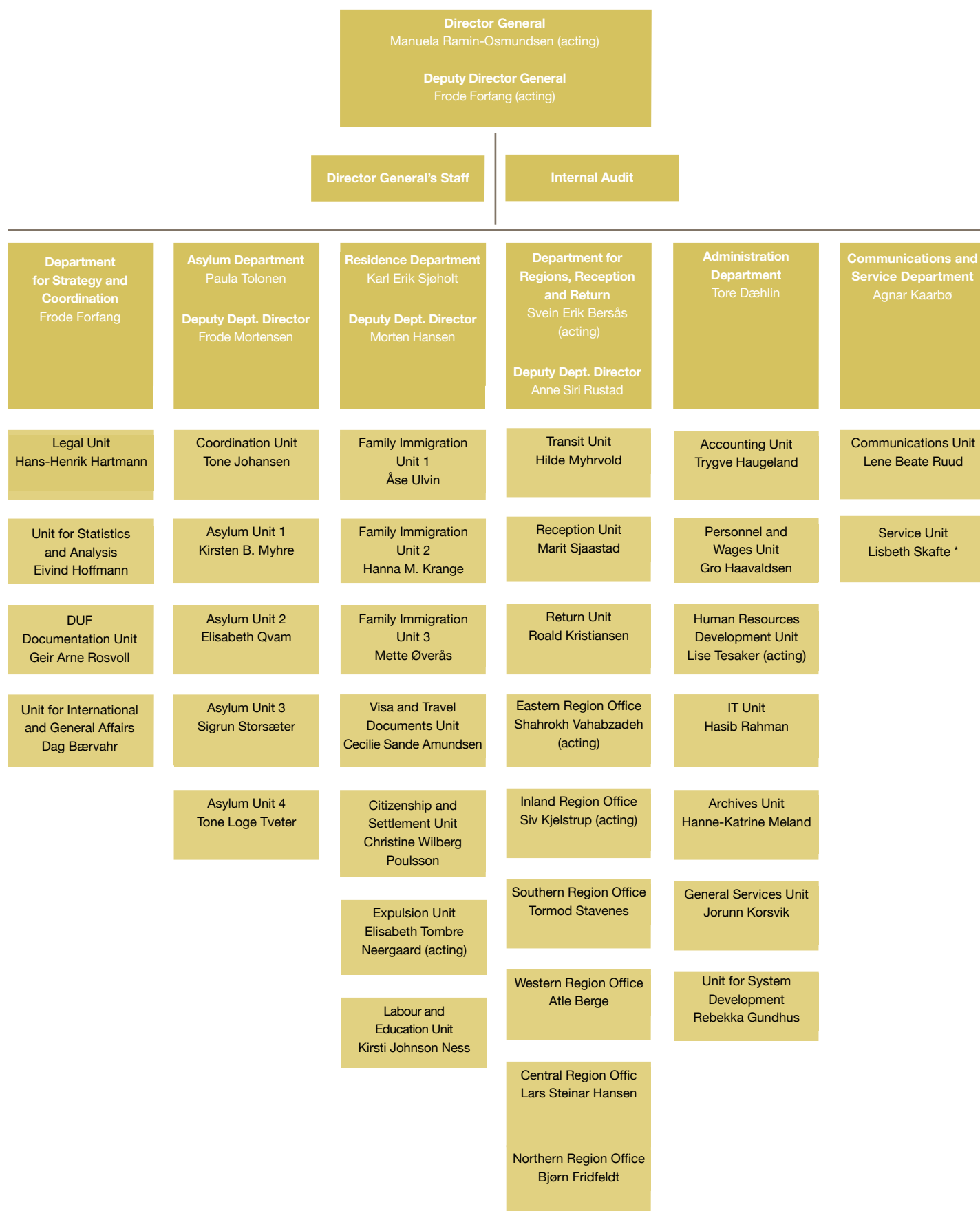
its own case processing and on behalf of the Norwegian Immigration Appeals Board (UNE) and the Ministry of Justice and the Police (PD). Personal statements (a form where asylum seekers explain their reason for seeking asylum, among other things) represent the lion's share of translation assignments, in addition to the information materials produced by the UDI for a multilingual public. In addition, all asylum interviews are carried out with the assistance of a qualified interpreter. The UDI considers professional interpretation as decisive for a successful interview.



## Competence activity

The UDI offers competence development to strengthen development opportunities for both managers and employees. In 2005, numerous courses and shorter seminars were organised, with a total of about 330 participants. The offer has included basic courses on the immigration administration, courses for new employees, safety courses, as well as courses in organisational development.

In 2005 there was a special focus on executive development. An executive development programme has been set up and has included coaching, team development and evaluation.



# The Group of Directors as of 1 February 2006

**Manuela Ramin-Osmundsen**  
Acting Director General



**Frode Forfang**

Acting Deputy Director General and Head of Department  
Department for Strategy and Coordination



**Paula Tolonen**

Head of Department  
Asylum Department



**Karl Erik Sjøholt**

Head of Department  
Residence Department



**Svein Erik Bersås**

Acting Head of Department  
Department for Regions, Reception and Return



**Tore Dæhlin**

Head of Department  
Administration Department



**Agnar Kaarbø**

Head of Department  
Communications and Service Department



In February 2006 Trygve G. Nordby concluded his work as Director General of the UDI. He became the new Secretary-General of the Norwegian Red Cross on 1 March.

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