

# Annual report 2009

Facts and figures

ENGLISH



**UDI**

Norwegian Directorate  
of Immigration



# 'We will reduce case processing times'

I will remember 2009 as the year when we, in cooperation with the municipalities, succeeded in establishing enough places in reception centres for the many asylum seekers who arrived. At the same time, we processed a record-high number of applications, but failed to reach our goal of reducing case processing times. That will be our main priority in 2010.



In 2009, 17,200 people applied for asylum in Norway. The number of asylum seekers increased by 160 per cent in two years. In contrast to the record year 2002, the majority came from countries ridden by war and conflict.

This marked increase has been a great challenge for the Directorate of Immigration (UDI). We had to increase case processing capacity quickly in order to process all the applications while at the same time ensuring that everyone had a roof over their heads. We achieved the latter but started 2010 with a large number of unprocessed asylum cases.

Asylum cases often receive a lot of attention in the media, but for the UDI, other cases account for the greatest volume. In 2009, we made 85,000 decisions in residence cases. Residence cases include applications for family immigration, work permits, study permits, citizenship etc.

The UDI has never made as many decisions as in 2009. However, the case processing time is too long in many cases. We understand that it is difficult for applicants to accept that they have to wait a long time, for example to be reunited with a family member. That is why our primary goal for the coming year is to reduce case processing times.

In order to achieve this, we are now making radical changes to the way we work and to how we are organised. The most important change is the introduction of fully electronic case processing in the whole immigration administration. Enormous amounts of paper will be replaced by a joint electronic archive in 2010. Towards the end of the year, we will introduce solutions for online application for all types of cases. This is a giant step towards a more modern and user-friendly immigration administration. I hope and believe that our users will find contact

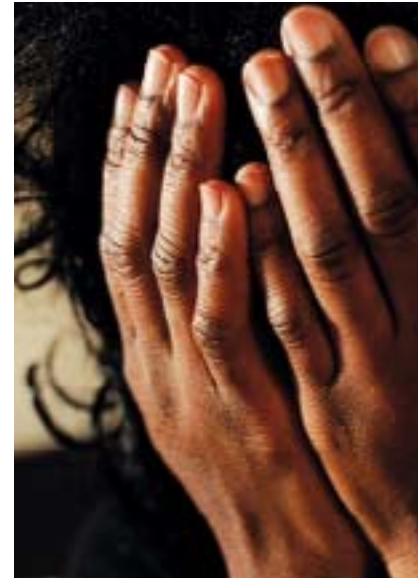
with the UDI to be a more positive experience already in 2010.

There is great interest in our field, and the UDI has an important job to do in relation to the public debate on immigration. We must ensure that the debate is based on solid facts, not myths and prejudice. That requires clearer communication on our part, and we must share more of our knowledge and become more open and accessible.

If you want to know more about what is happening in the UDI, go to [www.udi.no](http://www.udi.no) or follow me on Twitter: [twitter.com/IdaBorresen](https://twitter.com/IdaBorresen).

A handwritten signature in dark ink that reads "Ida Borresen". The signature is fluid and cursive.

Ida Borresen  
Director General



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## An average week at the UDI

Many people are affected by the UDI's work, and applicants, employers, journalists and others all contact us for information about the regulations or individual cases.

An average week in the UDI in 2009 was as follows:

- 1,950 decisions, or 52 decisions per hour
- 120 new places in reception centres
- 6,150 enquiries to the Information Service (5,000 phone calls and 1,150 emails)
- 900 visitors to the Service centre
- 41,300 visits to our website [www.udi.no](http://www.udi.no) and 2,800 to [www.udiregelverk.no](http://www.udiregelverk.no)
- 30 enquiries from the press

# The UDI's mission

The UDI is tasked with facilitating lawful and desirable immigration and ensuring that those who meet the requirements are given an opportunity to come to Norway. At the same time, however, we have a control function and must prevent system abuse.

We process applications for asylum, visas, family immigration, work and study permits, citizenship, permanent residence permits (settlement permits) and

travel documents. We also make decisions on rejection and expulsion. In addition, we are responsible for ensuring that all asylum seekers are offered some-

where to live while they wait for us to process their applications, and for finding good solutions for those who wish to return to their home countries.

<b>This is the UDI</b>	<b>2009</b>
<b>Asylum</b>	The UDI made 15,700 asylum decisions, 62 per cent more than in 2008. In total, 17,200 persons applied for asylum in Norway in 2009. This is the second highest number ever.
<b>Reception</b>	During the year, we established 6,400 places in reception centres, and at year end, the total number of places was 22,700.
<b>Return</b>	1,020 asylum seekers returned voluntarily to their home countries after their asylum applications were rejected. Six hundred of them lived in asylum reception centres. In addition, 3,340 persons were forcibly returned by the police to their home countries or another Dublin country, and, of these, 1,330 were escorted out of the country from a reception centre.
<b>Work permits (including EEA permits)</b>	The UDI processed 18,300 work permit applications. In total, 56,000 decisions were made by the immigration administration, and most applications were processed by the police. Since October, most EEA nationals have been able to work in Norway without having to apply for a residence permit. They only need to register with the police.
<b>Family immigration</b>	We made 21,000 decisions in family immigration cases, 10 per cent more than in 2008.
<b>Study permit</b>	We processed 6,500 study permit applications, about the same number as in 2008.
<b>Settlement permit</b>	We processed 3,400 applications for settlement permits.
<b>Citizenship</b>	We made 14,300 decisions in citizenship cases, an increase of six per cent from 2008.
<b>Visas</b>	A total of 100,400 visas were issued in 2009, almost 6,000 fewer than the year before. Most visa applications are processed by the Foreign Service Missions. The UDI processed almost 7,000 visa cases, an increase of 22 per cent compared with 2008.
<b>Expulsion</b>	The immigration authorities expelled 2,650 persons, 62 per cent more than in 2008.
<b>Rejection of entry</b>	720 persons were rejected, up 33 per cent on the year before.



## The UDI's partners

The UDI is one of several agencies in the immigration administration. We have different areas of responsibilities and roles, but we also work closely together. The UDI has overriding responsibility, and one of our tasks is to coordinate work in the immigration field.

### The immigration field organised under a new ministry

In 2009, the Ministry of Justice and the Police took over responsibility for refugee and immigration policy. Responsibility for the Norwegian Nationality Act was transferred to the Ministry of Children, Equality and Social Inclusion, while responsibility for labour immigration remained with the Ministry of Labour. The UDI now deals with three ministries.

The Ministry of Justice and the Police directs the UDI and the Immigration Appeals Board (UNE) through statutes and regulations, and it stipulates requirements concerning priorities and goal achievement through budgets and annual letters of allocation. The Ministry does not instruct the UDI in individual cases unless the case concerns fundamental national interests or immigration control considerations are involved. However, the Ministry can issue instructions about how laws should be interpreted or how discretionary judgment should be exercised, and it can thus influence immigration practices.

**The Foreign Service Missions** (Norwegian embassies and consulates) receive several types of applications and process most visa applications. More complicated cases are forwarded to the UDI.

The Foreign Service Missions help the UDI to obtain and check information and documents in residence and asylum cases. They also report to the Norwegian Country of Origin Information Centre (Landinfo) about human rights conditions in different countries and take part in the work of returning persons without legal residence in Norway.

**The police districts** receive and prepare applications for residence and work permits, travel documents, settlement permits and citizenship. In some types of cases, the police districts can also make decisions if there is no doubt that the conditions are met. Other applications are processed by the UDI. In addition, the police districts can make rejection decisions and open expulsion cases that are forwarded to the UDI for processing.

**The National Police Immigration Service (PU)** registers asylum seekers, looks into matters concerning the travel route stated by the asylum seekers, and clarifies identities. The PU is also responsible for escorting persons without legal residence in Norway out of the country. In cases where there are grounds for suspicion of war crimes, or in cases where the person may be a risk to national security, the UDI works closely with the National Criminal Investigation Service (Kripos) and the Police Security Service (PST).

**The Immigration Appeals Board (UNE)** is an independent, quasi-judicial body that processes appeals against decisions made by the UDI. UNE's decisions guide the UDI in how it practises rules and regulations.

**Landinfo** is the Norwegian Country of Origin Information Centre. Landinfo collects and analyses information about social conditions and human rights in countries relevant to the work of the UDI, UNE and the Ministry. Landinfo is an independent expert body, but it is administratively affiliated to the UDI.

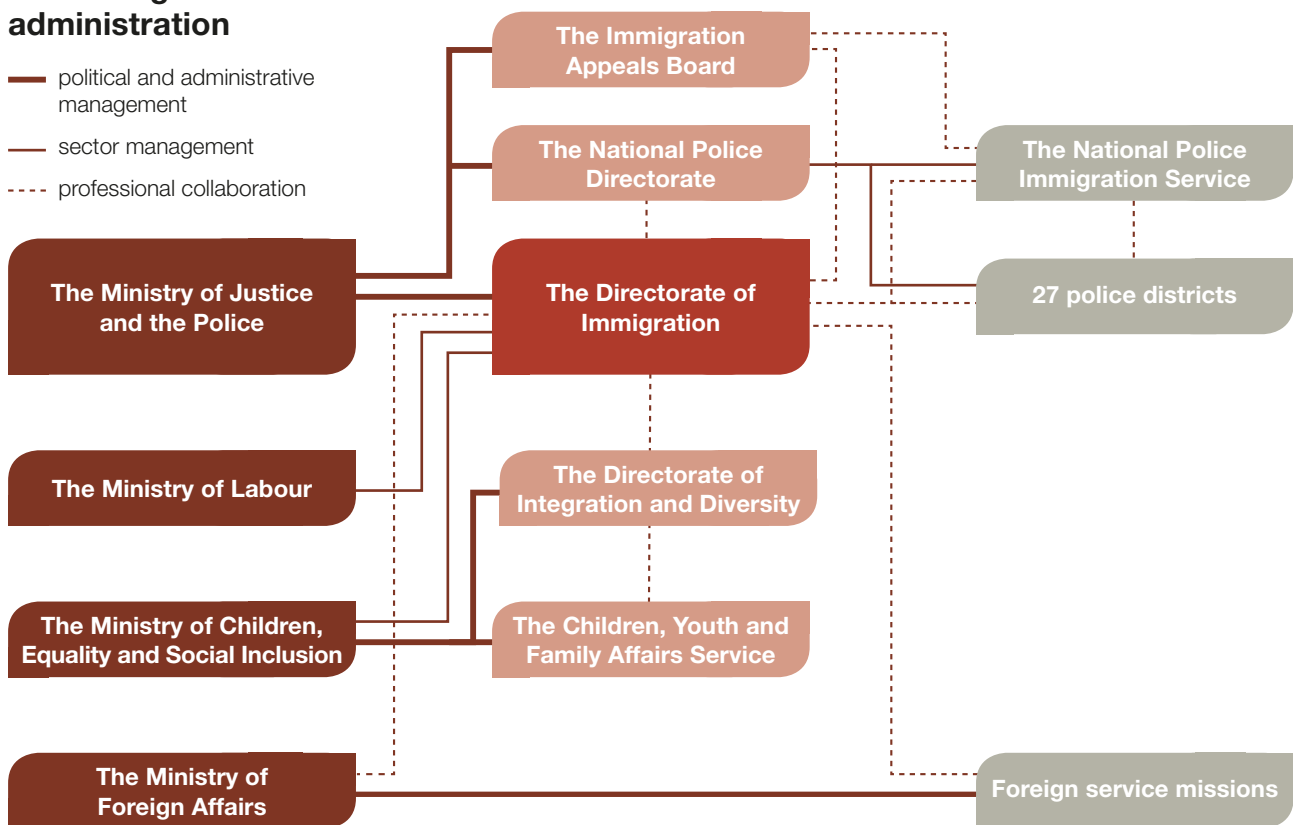




” The UDI has the overall responsibility for coordinating the immigration administration.

### The immigration administration

- political and administrative management
- sector management
- - - professional collaboration



**The Directorate of Integration and Diversity (IMDi)** is responsible for the settlement of refugees, follows up the Introduction Act and plays an important role as a driving force and guide in relation to qualifying immigrants for the labour market. IMDi is also the specialist authority for interpretation in the public sector.

**The Children, Youth and Family Affairs Service (Bufetat)** is responsible for providing accommodation and care for unaccompanied minor asylum seekers under the age of 15. Bufetat collaborates with IMDi on settling unaccompanied minor asylum seekers who are granted residence in Norway.

### The Schengen Agreement

- The Schengen Agreement is a treaty that was originally signed by Germany, France, the Netherlands, Belgium and Luxembourg in June 1985, as a collaboration outside the EEC.
- The purpose of the agreement was to replace border controls between the participating countries with common border control.
- The Schengen Agreement was incorporated into the EEC and signed in 1990. The individual EU countries can choose whether or not to join the agreement. EEA countries can also join. The agreement currently covers 26 countries.
- The agreement also includes closer collaboration in the areas of justice and the police to prevent undesirable consequences of reduced border control between the countries.

# Norway's immigration policy in a European perspective

Common challenges require joint solutions. The UDI will work more closely with other countries' immigration authorities and the EU.

### Many people wish to come to Europe

In 2008, 2.2 million people were granted a first-time residence permit in an EEA country. Of these, 1.8 million moved to work, study or live with family members, and 70,000 were granted residence in an EEA country after having applied for asylum. The figures for 2009 will not be ready until sometime in 2010, but they will probably be fairly similar.

### What about Norway?

The 2009 figures for Norway show that 49,400 persons were granted residence permits on the basis of work, studies or family immigration. An additional 5,600 persons were granted residence, either as resettlement refugees or after having applied for asylum.

One in four asylum decisions was a so-called Dublin decision. A Dublin decision means that the asylum seeker was already registered in another European country and that his/her case was to be

processed there. In December, the Institute for Social Research presented a report that showed that asylum seekers who come to Norway often learn about the country on the streets of Southern Europe. Norway's asylum policy was far down the list of reasons why they chose to apply for protection in Norway.

### Good opportunities for increased cooperation

The challenges relating to migration require European cooperation, and Norwegian authorities participate in a number of international immigration forums. Through the Schengen Agreement, the UDI works on common border control, for example in relation to visas that are valid for the whole Schengen area. It is important, therefore, that the different countries work closely together and have uniform practices.

The Intergovernmental Consultations on Migration, Asylum and Refugees (IGC) is a forum for sharing experiences

about how to handle international migration. The General Directors' Immigration Services Conference (GDISC) brings together the directors of immigration services in most European countries. The Nordic directors also meet in the Nordic Immigration Committee (NU), while the Nordic High Level Cooperation Group for Refugee Issues (NSHF) alternates between meetings at ministerial and civil service level.

### Joint European asylum system

The EU more frequently initiates the development of common policies - also in the field of migration. The Lisbon Treaty entered into force on 1 December. One of its objectives is to develop a joint European asylum system (CEAS) by 2012. The goal is for all the member states to implement a uniform refugee status that is valid in the whole union. The same applies to asylum seekers who are not granted refugee status but granted residence on humanitarian grounds or other protection.

## The Dublin Regulation

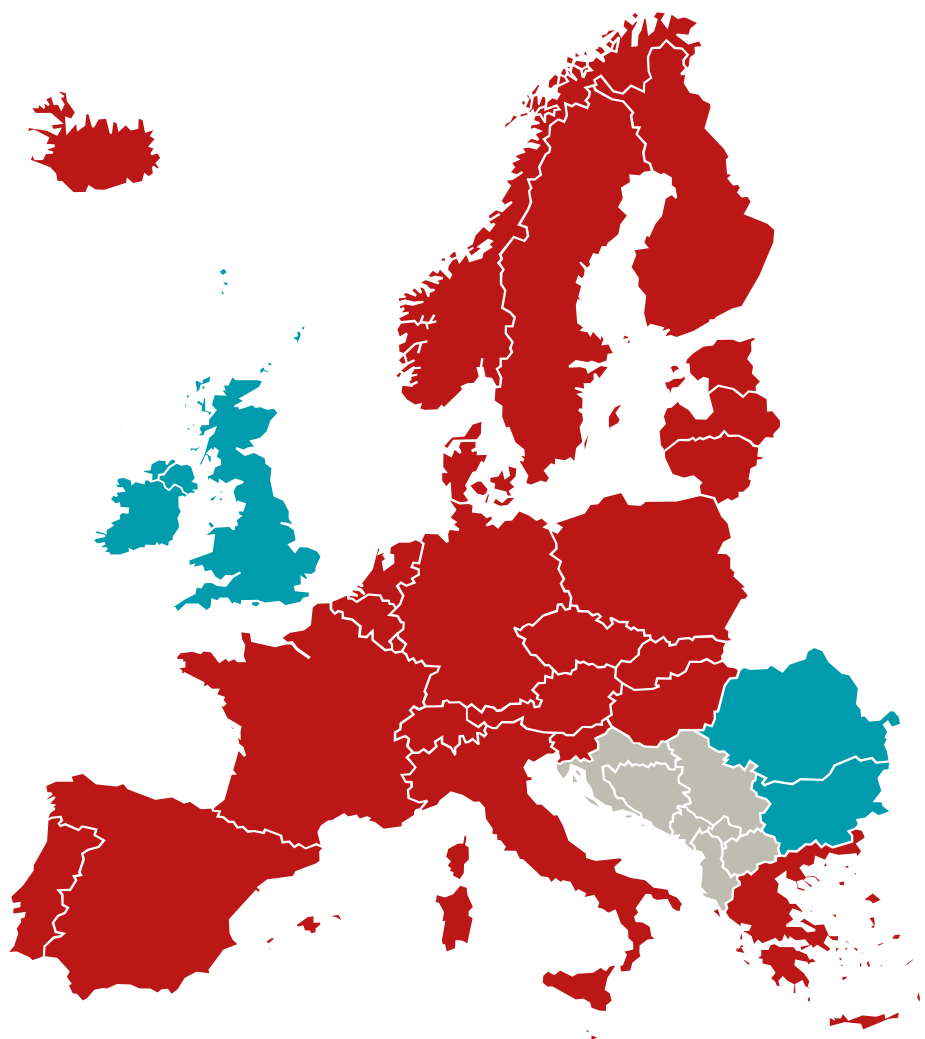
- The Dublin Regulation is an agreement between the EU countries, Iceland and Norway.
- The purpose of the agreement is to ensure that all asylum seekers have their application processed, but that applications are only processed in one of these countries.
- An application is processed as a Dublin case if the applicant has previously applied for asylum, is registered with fingerprints (has been registered for crossing a border illegally), or holds a visa or a residence permit in another country.
- All asylum seekers over 14 years of age and persons who have crossed national borders illegally are registered with fingerprints in the EU's electronic fingerprint register, Eurodac. When the police fingerprint an asylum seeker in Norway, they automatically check whether the person is registered in Eurodac.

In 2010, the EU will establish a European Asylum Support Office (EASO) that can support the member states' work in this area. Norway has been asked to contribute.

### Strategy for international work

In autumn 2009, the UDI started work on a strategy for its international work. The purpose is to ensure a uniform, correct prioritisation of participation in and organisation of the work, and to take advantage of the opportunity to influence common solutions.

The strategy aims to ensure that Norway meets its international commitments, e.g. through the Schengen Agreement and the Dublin Regulation and ratification of international conventions such as the European Convention on Human Rights and the UN Refugee Convention. The strategy will be adopted in 2010.



- Countries that have signed both the Dublin Regulation and the Schengen Agreement
- Countries that participate in cooperation under the Dublin Regulation
- Countries outside both agreements



# Migration to Norway

The population of Norway increased by 59,000 in 2009. Only in 2008 was there a greater increase.

## Immigration contributes to increase in the population

In 2009, Norway's population increased by 1.23 per cent, and at the turn of the year, 4,858,000 persons were registered as resident here. The birth surplus accounted for 35 per cent of the population growth, while immigration accounted for 65 per cent.

In total, 65,200 new immigrants were registered. Most of them came from Poland, Sweden and Lithuania. Relative growth was highest from Iceland and Eritrea. 8,500 Norwegian citizens moved back to Norway.

However, the real population increase due to international migration was actually lower, since many people also moved from Norway in 2009. In total, almost 38,600 more people moved to the country than from it. If we take into consideration who emigrated, we see that absolute growth in net migration was highest from African countries. There was a decline of 17 per cent in net migration from the ten Eastern European countries.

Among Norwegian nationals, 340 more people moved to the country than from it. In addition, the birth surplus led to an increase in the Norwegian population of 20,400 persons.

## Developments in the composition of the population

In 2009, Statistics Norway (SSB) prepared new projections for the future size of the population of Norway, and how it will be composed. How strong an influence migration to and from Norway will have largely depends on the net migration, but also on birth and mortality rates.

In 2009, the percentage of the population that came from immigration backgrounds (immigrants and their Norwegian-born children) was slightly under 11. SSB considered several scenarios for how the composition of the population will develop. In the scenario that projects the lowest population growth, nearly 16 per cent of the population will have an immigrant background in 2025. The scenario projecting the biggest increase suggests that this proportion will be roughly 20 per cent.

## Difference in growth from different countries of origin

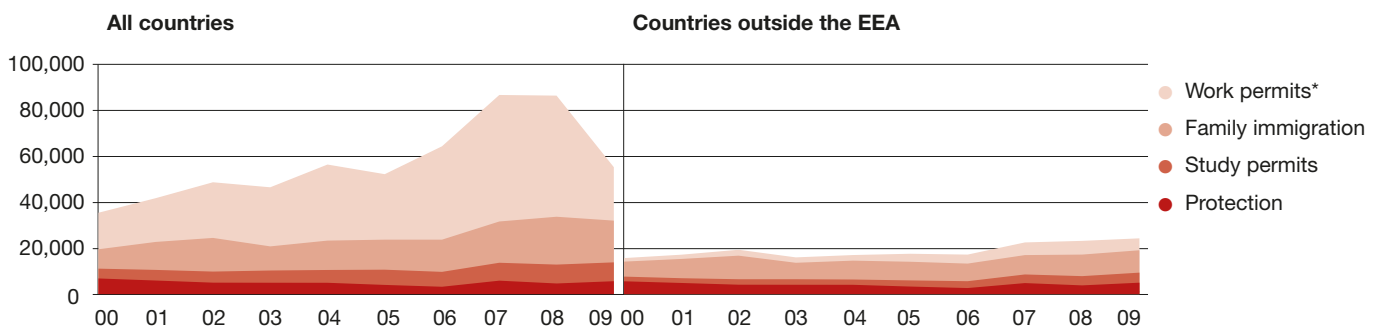
Statistics Norway's analysis also distinguishes between the countries that immigrants will probably come from in future. The analysis indicates that between 345,000 and 487,000 persons will come from countries where it is easy pursuant to the current regulations for citizens to come to Norway to live and work. From countries where citizens must assume that the rules are stricter, the corresponding figures are between 482,000 and 726,000. According to the calculations, the two groups will account for 6 and 9 per cent, respectively, of the total Norwegian population in 2025 based on the scenario projecting the lowest population growth, and 8 and 12 per cent, based on the scenario with the biggest population growth.

## Controlling immigration

In 2009, the immigration authorities made 55,000 decisions allowing people to move to Norway for the first time and stay here for a prolonged period. The UDI made 53 per cent of these decisions.



**Figure 1. Controlled migration to Norway, development of different types of permits. 2000–2009**



\* From 1 October 2009, most EEA nationals no longer need to apply for a residence permit.

### The figures do not give a complete picture of the migration to Norway

The statistics for the number of permits issued by the UDI in the course of a year do not give a complete picture of the number of foreign nationals residing in Norway. One reason is that some of the permits are issued to persons who have already been granted residence in Norway, including persons who can be granted a permanent residence permit after three years' residence. In addition, for more than 50 years, Nordic nationals have been entitled to live and work

in Norway by simply notifying the population register of a change of address. From 2009, other EEA nationals do not need to apply for a permit to live and work here. Due to transitional rules, Bulgarian and Romanian nationals still have to apply for work permits. Non-Nordic nationals have to be registered.

There are also other reasons why the statistics do not give the complete picture. Some foreign nationals hold visas

that were issued in another Schengen country, some choose not to come although they have been issued a permit, some return home despite holding permits and some are issued a new permit before their current one expires. Some people also stay in the country illegally. Of these, some come without a valid permit, while some remain in the country after their permit has expired or their application for protection (asylum) has been rejected.

Fewer permits were issued to EU nationals than in 2008. This reflects both the fact that we received fewer applications in the first nine months of the year and

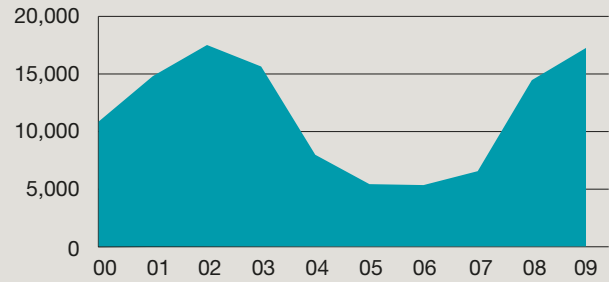
that most EEA nationals as of 1 October no longer needed to apply for permits. The work and residence permit schemes for this group were replaced by a regis-

tration requirement. This led to a sharp decline in the number of permits of this type already in 2009.



” Most asylum seekers came from countries ridden by war and conflict.

Figure 2. Asylum applications to Norway. 2000–2009



## More asylum seekers

For the third year in a row, the number of people seeking asylum in Norway increased. There was particularly a big increase in the number of unaccompanied minor asylum seekers.

### Record-high number of asylum seekers

In 2009, 17,200 persons applied for asylum in Norway. This is the second highest number ever recorded, only beaten in the record year 2002, when we received 17,500 asylum applications. The number of asylum applications remained high throughout the year, but with a marked decline in December.

### Four big asylum countries

The asylum seekers came from 115 countries, but four countries stood out in the statistics. Over half of the asylum seekers came from Afghanistan, Eritrea, Somalia or Iraq. In addition, we received

applications from many stateless persons, mainly Palestinians.

What these applicants have in common is that they come from countries affected by war or previous conflicts. The inhabitants of Eritrea continued to flee from an authoritarian regime with compulsory national military service of indefinite length for women and men under the age of 50. In Somalia, the war between the transitional government and the Islamist opposition flared up again in May, and many civilians fled a very unsafe situation.

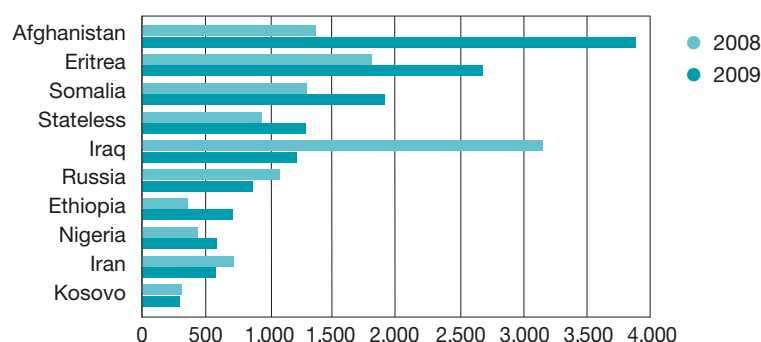
Palestinians often gave a number of circumstances as the reason why they applied for protection. The most common-

ly stated reason was the problematic situation following the power struggle between Hamas and Fatah.

In June, the Norwegian authorities started returning Afghan nationals to Kabul and other areas deemed to be stable and secure, even though the asylum seekers had no connection to these areas. Following this, the number of asylum seekers from Afghanistan declined every month.

The security situation in Iraq continued to improve in 2009. Following a period of several years in which most applications came from Iraq, the number of asylum seekers from Iraq fell by 61 per cent from 2008. The decline was greater in Norway than elsewhere in Europe, which can partly be explained by the restrictive measures implemented by the Government. There were also fewer asylum seekers from Serbia, Sri Lanka and Russia.

Figure 3. Asylum applications to Norway, top ten countries of origin. 2008–2009



### Many unaccompanied minor asylum seekers

A total of 2,500 young people claiming to be under the age of 18 came to Norway and applied for asylum without being accompanied by parents or another person with parental responsibility. This was an increase of 76 per cent from 2008.

**Refugees in the world:** 41,000,000

More than nine out of ten unaccompanied minor asylum seekers were male, and 69 per cent were from Afghanistan. The greatest increase in the number of unaccompanied minor asylum seekers was for Afghanistan, Somalia and Eritrea. There was a marked decline in unaccompanied minors from Iraq.

#### **Fast-track processing of asylum applications**

Approximately 1,000 asylum applications were subject to fast-track processing in 2009. The UDI gives priority to

applications from persons who have committed criminal offences, from persons who have stayed illegally in Norway or who are from countries where we usually reject a high proportion of applications.

In December, the UDI also started fast-track processing of asylum cases in which there is a specific reason to doubt the asylum seeker's stated identity. This includes cases where the asylum seeker has manipulated his/her fingerprints, provided false identity documents or given conflicting information about his/her identity to the Norwegian authorities.

#### **The number of asylum seekers in Europe increased**

Norway was not the only European country that experienced a marked increase in the number of asylum seekers in 2009. Like Norway, Germany experienced a marked increase, and Denmark and Finland received more asylum applications than in the previous year. The increase was not as strong as in Norway, however. Sweden received the same number of asylum seekers in 2009 as in 2008.

#### **Why do asylum seekers choose Norway?**

In autumn 2009, the Institute for Social Research (ISF) conducted a research project for the UDI with the goal of finding out why asylum seekers choose to come to Norway.

It is not easy to decide where to apply for asylum. Some people make the decision before leaving their home country, some choose their destination

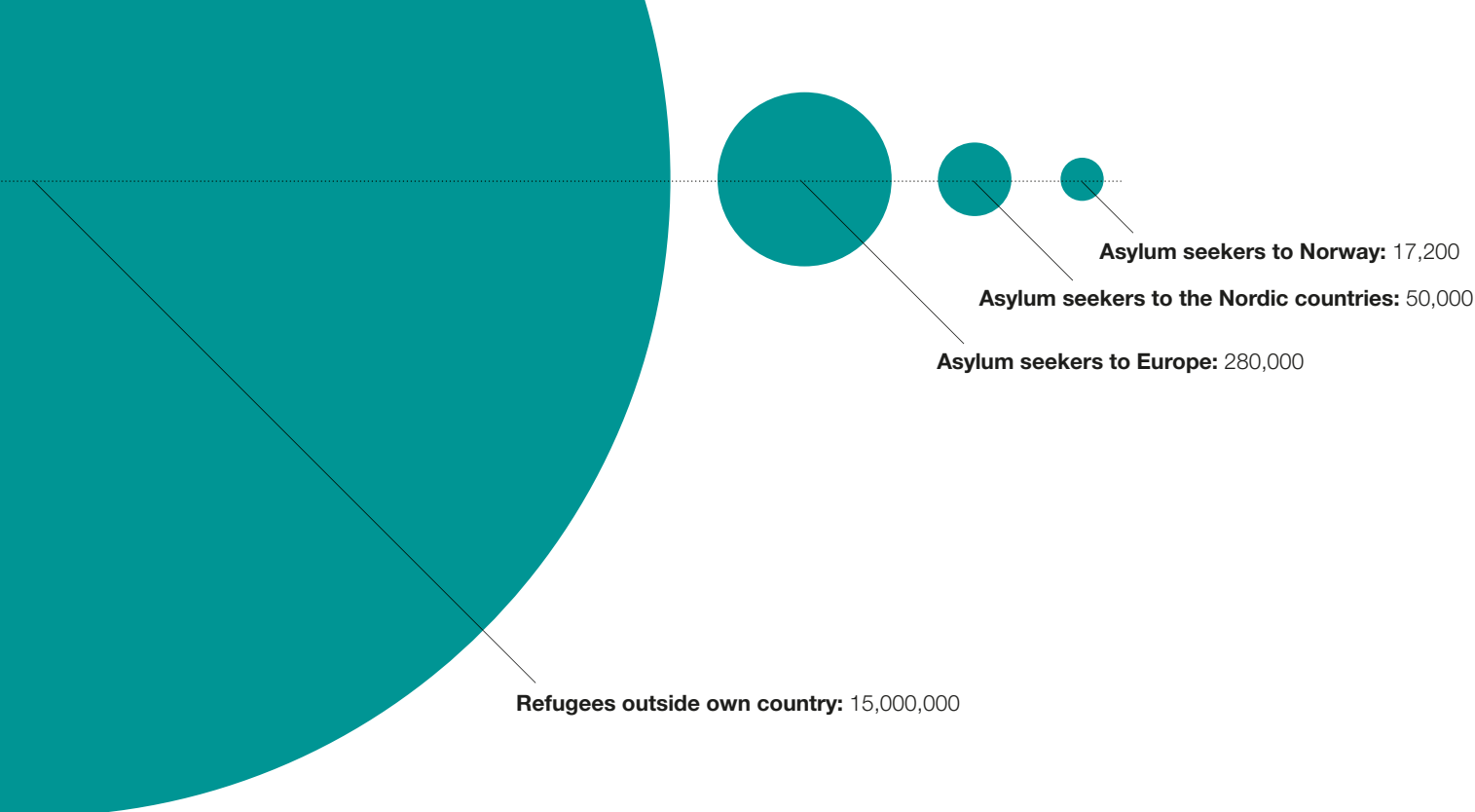
later in the process – and may change their minds several times along the way.

The asylum seekers who were interviewed gave several reasons for choosing a specific country in which to apply for asylum. The two most important reasons, security and future prospects, are common to all the Northern European countries. However, the type of network the person has in the coun-

try, how he/she perceives the country's asylum policy, and the country's reputation or image can vary from country to country and change over time. The final choice is based on whether the country at the time of the decision is perceived as a good, attractive place for the asylum seeker.

Read more about the report at [www.udi.no/whynorway](http://www.udi.no/whynorway)





## Identity in asylum cases

Nine out of ten asylum seekers who came to Norway in 2009 stated that they did not have identity documents.

### Various reasons

There are various reasons why so many asylum seekers are unable to present identity documents when they apply for asylum:

- They come from countries where the authorities do not issue official ID documents or where it is uncommon to have ID documents.
- They are being persecuted by the authorities in their home country and have got rid of their ID documents to avoid being identified should they be apprehended in or outside their home country.
- Human smugglers have advised them to conceal their documents.
- They wish to pass themselves off as someone else.

### Provided documentation later

A high percentage of people nonetheless provide some form of documentation that helps to clarify their identity during case processing. Nine out of ten asylum

seekers who had their cases considered on their merits in Norway during the first six months of 2009 provided identity documents. Some presented passports or highly credible national ID cards to document their identity. Many presented other forms of identity documents, such as exam certificates or driving licences, which, in combination with other information, led us to believe that it was likely that the asylum seeker had stated his/her correct identity.

In some cases, we provide protection even if a person's identity is not substantiated. This is the case if we believe that the applicant is entitled to protection in Norway regardless of whether we know that his/her stated identity is correct. Most often, this concerns women and children.

### It pays to cooperate

The case processing time in an asylum case is prolonged if the applicant does

not provide ID documents or in other ways contribute to clarifying his/her identity. The percentage of people whose asylum applications are rejected is also far higher for those who have not substantiated their identity.

### Fewer asylum seekers were granted work permits

Asylum seekers can be granted a permit that allows them to work while they wait for their application to be processed. In 2009, the practising of this rule was tightened. Now, asylum seekers have to be able to document their identity to be granted such a permit. Because most of the asylum seekers did not have identity documents that could be approved, only a few people were granted preliminary work permits in 2009. The percentage of persons who applied and were granted a preliminary work permit fell from 92 per cent in 2008 to 43 per cent in 2009.



## Year of the kite runners

Every week, enough young Afghans to fill a classroom applied for asylum in Norway. The reasons for this lie in Afghanistan, in other countries in Europe and in Asia – as well as in Norway's policy.

### Many Afghans emigrate

In 2009, 2,500 persons applied for asylum as unaccompanied minors, 69 per cent of them boys from Afghanistan. This is a marked increase in relation to previous years. In 2008, 580 unaccompanied minor asylum seekers came from Afghanistan, and only 90 in 2007.

This increase was not limited to Norway, but occurred throughout Europe. The Nordic countries and the UK experienced the greatest increase in the number of registered asylum applications, while many young Afghans stayed illegally in France and Greece. To be able to say something about why so many young Afghans emigrated, we must look at the conditions in their home country.

### One in five children die

Afghanistan is a country ravaged by armed conflicts. The international UN forces fight with the government forces against the Taliban at the same time as local conflicts flare up throughout the country. One in five children do not live to see their fifth birthday.

The majority of the young people who came to Norway came from central and eastern parts of Afghanistan. They were almost exclusively male, and 38 per cent were under the age of 16. Many of them had lost their father. When that happens, the extended family takes over responsibility for the person, and widows often marry their late husband's brother. Children must often look after themselves from the age of 15. When they apply for protection in Norway, they often talk about the difficult situation in their home country in general, personal conflicts and forced recruitment to the Taliban.

### Difficult conditions in neighbouring countries

Fewer and fewer of the Afghans who apply for asylum in Norway come directly from Afghanistan. To understand the increase in the number of asylum seekers, we must therefore also look at the situation for the almost five million Afghans who live in Iraq, Pakistan and other European countries.

Afghans stay in Pakistan on grounds of so-called tolerated residence, without work permits or other rights. Half of them are under the age of 15. In Iran, half of the Afghan nationals are under 17, and only those who arrived before the fall of the Taliban in 2001 are deemed to be refugees. The rest are forcibly sent out of the country.

### Norway is attractive

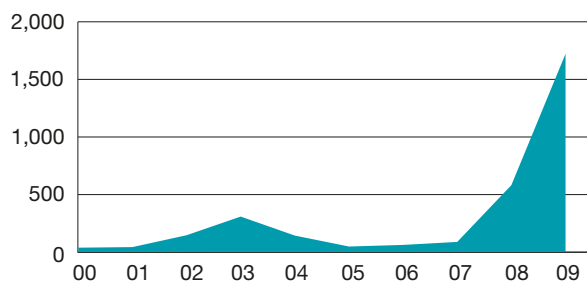
The reason why so many Afghan nationals choose Norway is closely connected to the information they have heard about other people's experiences. Afghan nationals who had been granted residence here talk about a country where they were taken care of and were allowed to stay. When Norway stopped returning asylum seekers to Greece, this information quickly spread to those waiting further south in Europe.

91 per cent of all unaccompanied minor asylum seekers whose cases were considered on their merits in Norway – a total of 840 persons – were granted residence.

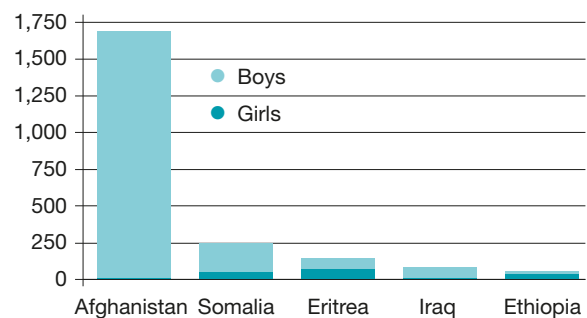
### Extended age examination

Many asylum seekers who claim to be unaccompanied minors are over the age of 18. To avoid adults misusing a right that only children should have, the UDI has extended the medical

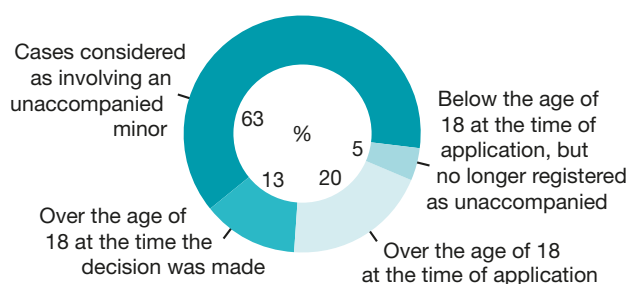
**Figure 4. Asylum applications from unaccompanied minors from Afghanistan. 2000-2009**



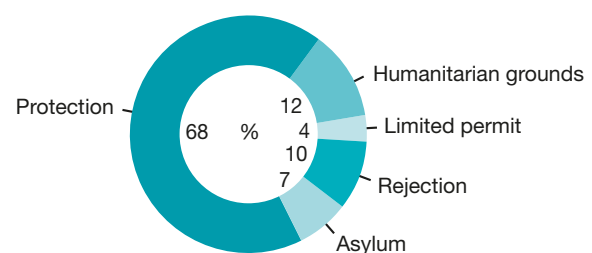
**Figure 5. Asylum applications from unaccompanied minors by gender, five biggest countries. 2009**



**Figure 6. Number of cases considered on their merits involving unaccompanied minors following age examination. 2009**



**Figure 7. Cases considered on their merits where the applicant was deemed to be an unaccompanied minor, by outcome. 2009**



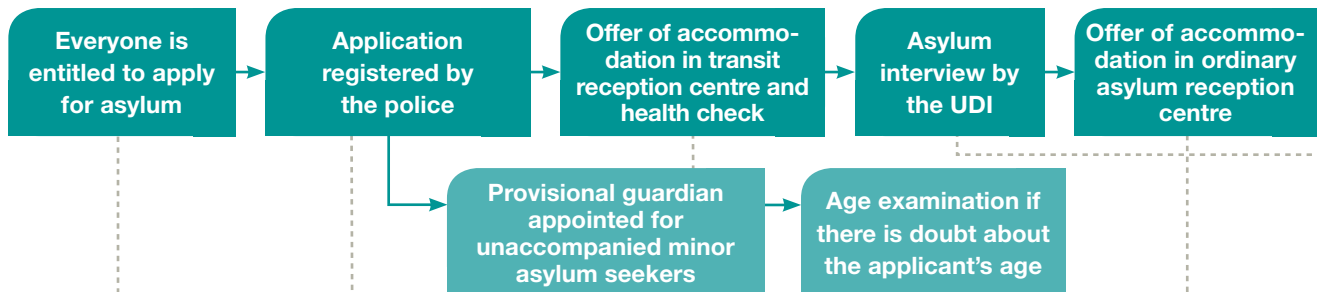
age examination to include x-rays of the applicant's carpus (wristbones) in addition to a dental examination. This extended age examination also includes an overall evaluation of the applicant's age by doctors at the Children's Clinic at Ullevål University Hospital. The results of the examinations are included in an overall evaluation in which the applicant will always be given the benefit of the doubt.

#### What will happen in 2010?

It is difficult to predict how many Afghan asylum seekers will come to Norway in 2010. Several of the measures taken by the

Government to tighten the rules are aimed at unaccompanied minor asylum seekers. Two important changes in the regulations entered into force in 2009. Unaccompanied minors are no longer generally exempt from being returned to another country that participates in the Dublin Regulation cooperation, and young people over the age of 16 who are only granted residence because care providers cannot be located can be granted a preliminary permit that means they will have to return to their home country when they reach the age of 18. These changes may affect the number of Afghans applying for asylum in Norway in 2010.

# The asylum process



## The road to Norway

Everyone is entitled to apply for protection (asylum) in Norway, but not everyone can be granted a permit to come here. Most people therefore come to Norway illegally, often with the help of people smugglers. Many asylum seekers from Afghanistan tell us that they leave their home country by bus or truck, travel via Iran to Turkey and continue by truck or plane. Many said that they hid in the back of a truck, and some were strapped underneath the truck.

The land route to Norway costs around USD 10,000, which corresponds to ten annual incomes in Afghanistan. The air route costs around USD 30,000, having tripled since 11 September 2001. Some explained that they have made a deal with the smuggler to pay part of the sum in advance and the rest when they have managed to save enough money in Norway.



## Identity

For the immigration authorities, the question of identity includes information about names (first name, middle name, last name), gender, date of birth, nationality, family relationships and clan affiliation.

We have several aids that help us establish whether the stated identity is correct. These include identity documents that we find credible, interviews with the person in question, age examinations, language analyses, investigations in the person's home country with assistance from the foreign service mission or an organisation, as well as fingerprints.

The police fingerprint all persons over the age of 14 who apply for protection in Norway. The prints are compared with international databases, for example to find out whether the identity that the applicant has stated in Norway is the same that he/she is registered with in other countries.

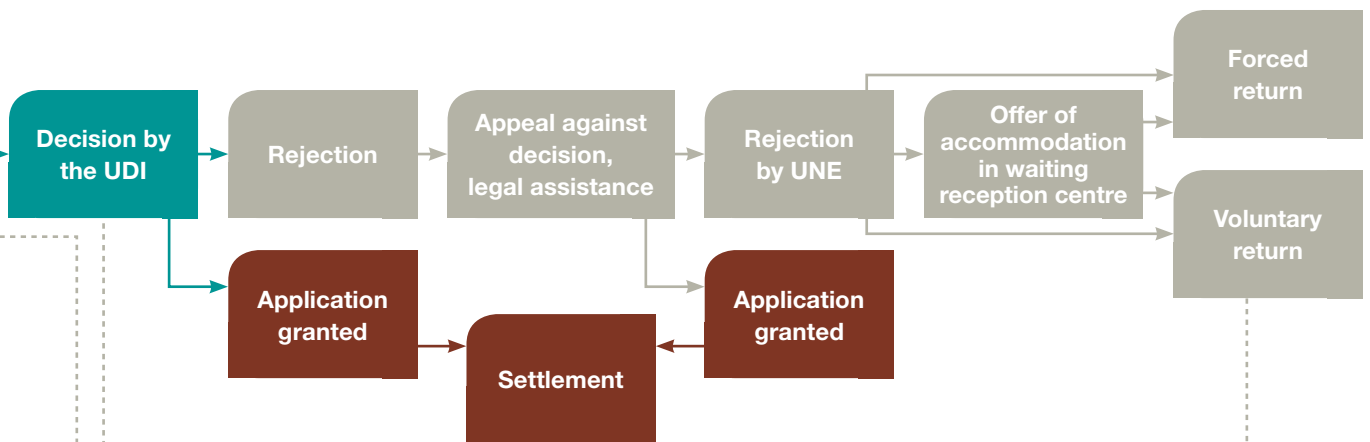


## Clothes and money

At the transit reception centre, the asylum seekers are given a set of clothes containing a winter coat, a fleece jacket, a tracksuit, a t-shirt, long underpants, socks, gloves, a hat, winter boots, trainers and slippers. The clothes are means-tested and intended to cover the person's basic needs during the first period in Norway.

When asylum seekers move from the transit reception centre to an ordinary reception centre, they receive a little more in financial support to cover necessities such as clothes and food. Unaccompanied asylum seekers receive NOK 3,100 a month if they live in a reception centre where they cook their own food, and NOK 1,225 if they live in a reception centre with a canteen.

\* Asylum seekers who are covered by the Dublin Regulation are not included in this presentation.



### Open questions

Everyone who applies for protection is interviewed by one of the UDI's case officers. The asylum interview is the most important basis for considering an asylum application. Such interviews often last a whole day, and this is the applicant's opportunity to present his/her story. It is therefore important that all relevant matters are discussed.

It is a challenge to recall and talk about difficult experiences. If the applicant is allowed to tell the story freely in his/her own words, without interruption, he or she will remember more, and it will also be easier to tell a coherent and logical story. The interviewer must therefore only ask open, not leading questions. If control questions are necessary, they will be asked at the end of the interview.



### Language analysis

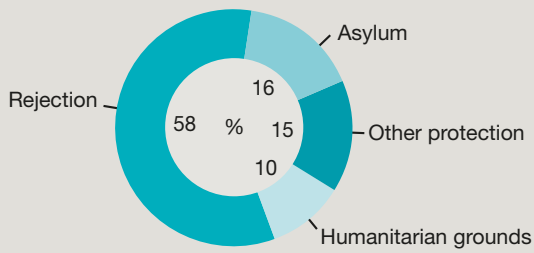
Where in his/her home country the applicant comes from can often decide whether or not he/she is entitled to protection. This applies, among others, to applicants from Somalia, where the south is ridden by civil war while the north is safer. While the language is the same in the north and the south, there are slight differences in dialects. For example, dialects in the south of Somalia have nasals such as [n̠] and [ɲ̠]. If the applicant speaks a dialect without such nasal sounds, it can indicate that the person in question is not from the south of Somalia. If the UDI doubts the applicant's connection to the place he or she has stated, we make a sound recording and have it analysed by language experts. They assess whether the applicant speaks a dialect that is common in the area. This analysis is one of many important elements involved in the consideration of an application for protection.



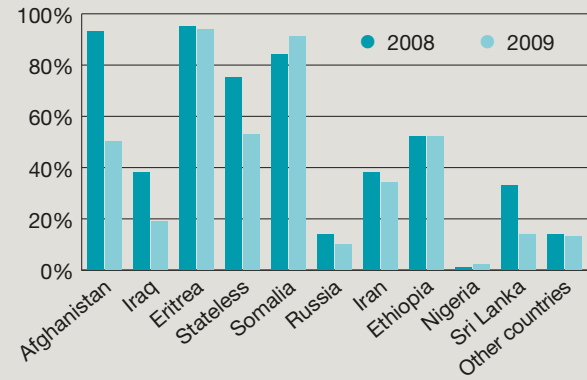
### Dignified return

Not everyone who has received a final rejection of their application for protection returns to their home country. For many people, it can be difficult to go back. There may be many complicated reasons for this, but it is often the case that the reasons for leaving are still present. For some, returning can also give rise to a sense of failure. In this light, Lier waiting reception centre has established a competence-raising course that can make it easier to return and get a job in one's home country. The reception centre organises courses in English and car mechanics in addition to computer courses. That way, the asylum seekers do not have to return to their home country empty-handed – which can help to make the return more dignified. In order to participate, the residents have undertaken to return voluntarily when they have completed the courses. Their travel expenses are covered, and they receive a grant of NOK 10,000 once they have returned.

**Figure 8. Decisions in asylum cases considered on their merits, by outcome. 2009**



**Figure 9. Percentage of applications granted from countries with most decisions. 2008-2009**



# Asylum decisions

A total of 4,500 persons were granted residence in Norway after having applied for asylum. This accounted for 42 per cent of all the cases that the UDI considered on their merits.

## Changes for Afghan nationals and stateless Palestinians

The percentage of applications granted has increased steadily since summer 2008, but it declined sharply in the second half of 2009. This is mainly due to a change in the regulations and practice for some groups of asylum seekers.

There was an increase in the number of unaccompanied young men and families with children from Afghanistan whose asylum applications were rejected. While many people were previously granted residence on humanitarian grounds, they are now often referred to safe areas in their home country.

There was also a change in practice that ended the general protection for stateless Palestinians from Gaza and the West Bank. All the cases were therefore processed on an individual basis and assessed on the basis of information about the place the applicants came from, their background and the reasons given for applying for asylum.

## Campaign against Open Drug Scenes

In 2009, the UDI, Oslo Police District and the National Police Immigration Service collaborated on measures aimed at asylum seekers involved in drug crimes. One of the reasons was the overt drug trading scene that had developed in the capital.

The goal of the collaboration was to speed up the processing of asylum cases where the applicant had been arrested for selling drugs, and subsequently escort them out of the country. The UDI undertook to process these

applications within five days and to prioritise expulsion decisions, if applicable.

As part of the campaign, Oslo Police District arrested several hundred asylum seekers and foreign nationals. They came from more than 50 different countries, but the majority were from Algeria, Nigeria, Iraq or Somalia, or they were stateless. Many of those who were arrested for selling drugs were organised criminals who did not need protection but were trying to take advantage of the asylum scheme.

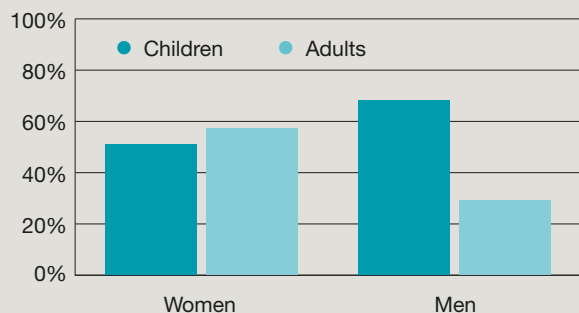
## Same percentage of applications granted as in 2008

Despite the fact that more Afghan nationals and stateless Palestinians had their applications rejected, the total percentage of applications granted was the same as in 2008. One of the reasons is that we received more asylum applications from Eritrea, and that many of those applicants were in need of protection. At the same time, the number of applicants from Iraq and Russia, where the rejection rate is usually high, declined in 2009.

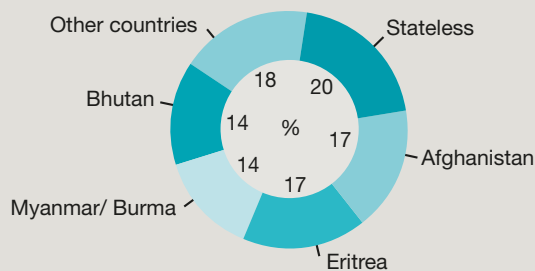
## Differences between nationalities, genders and age groups

Most decisions were made in relation to applications from persons from Afghanistan, Iraq, Eritrea and Somalia and from

**Figure 10. Percentage of applications granted, by age and gender. 2009**



**Figure 11. Resettlement refugees, by nationality. 2009**



stateless persons. If we look at the number of cases considered on their merits, the percentage of applications granted was over 90 for people from Eritrea and Somalia, while the percentage for stateless asylum seekers was 53.

The percentage of applications granted also differs in relation to the applicants' sex. Men received rejections more often than women. While 57 per cent of adult women were granted residence after having applied for asylum, the corresponding figure for men was 29 per cent. Over a quarter of all those who were granted asylum were children and young people under the age of 18, and only 3 per cent of the permits were granted to persons over the age of 50.

**” Over a quarter of all those who were granted asylum were children and young people under the age of 18.**

### Resettlement refugees

**Norway received 1,110 resettlement refugees in 2009. More than half of them were women.**

Resettlement refugees are refugees who cannot return to their home country or be granted residence in the country in which they are refugees. Some of them are allowed to come to Norway through an organised selection process. Most are selected in cooperation with the UN High Commissioner for Refugees (UNHCR).

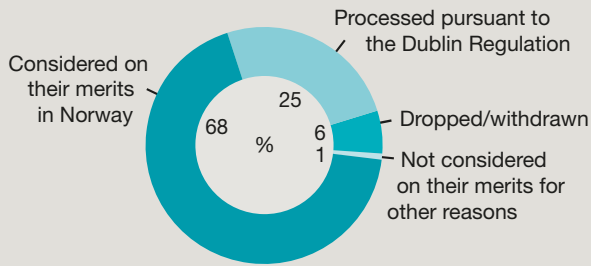
#### Who came in 2009?

The biggest groups were 220 stateless refugees (most of them Palestinians), 190 Afghans, 190 Eritreans, 150 Bhutanese and 150 Burmese.

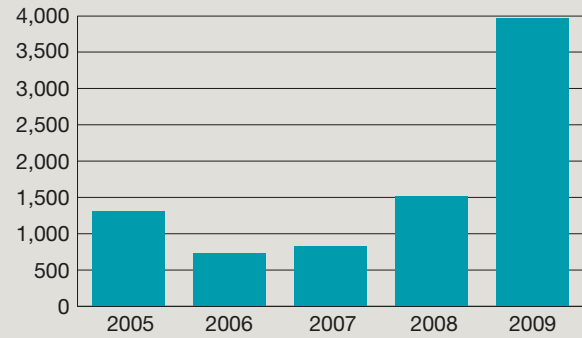
Of those granted residence, 56 per cent were women. This is in line with the goal of 55 per cent women. 13 per cent of the resettlement refugees were women from particularly vulnerable groups.



**Figure 12. Decisions in asylum cases by type of decision. 2009**



**Figure 13. Decisions pursuant to the Dublin Regulation. 2005–2009**



# Cooperation under the Dublin Regulation

A quarter of all the asylum applications that we processed in 2009 were from persons who had already applied for protection, had their fingerprints registered or held a visa or a residence permit in another country that participates in the Dublin Regulation cooperation.

### Many registered in other countries

The purpose of the Dublin Regulation is partly to prevent persons from travelling from country to country to apply for asylum, so-called asylum shopping, and partly to ensure that all asylum applications are processed.

More and more asylum seekers in Norway are covered by the Dublin procedure. For Norway, the cooperation means that we process fewer asylum applications than we otherwise would.

This is because many of those who applied for asylum were already registered in another country, while far fewer are initially registered in Norway.

In 2009, we sent approximately 4,000 queries to other European countries and received just over 1,100. Most of the queries from Norway were addressed to Greece, Italy and Sweden, while the queries received by Norway mainly came from Sweden, Germany and Finland.

### Exceptions to the rule

All Dublin cases are considered on an individual basis. Among other things, this means that we examine the applicant's connection to Norway. If the applicant has a spouse or minor children in Norway, or if he/she is a minor and has parents in Norway, we will process the application here. Unaccompanied minor asylum seekers are only returned to other Dublin countries if they have applied for asylum there.

Read more about the Dublin Regulation on pages 8 and 9.

## Consideration of an asylum case on its merits

When we decide whether an asylum seeker needs protection, we say that the case is being considered on its merits. Not all asylum cases will be considered on their merits. The most important reason for this is if the applicant's need for protection should be or has been considered in another country that participates in the Dublin Regulation cooperation.

In 2009, we processed 15,700 asylum cases. Of these, 68 per cent were considered on their merits in Norway, 26 per cent were Dublin decisions and 6 per cent were withdrawn or shelved.

Considering a case on its own merits may lead to the applicant being granted asylum status, another form of protection or residence on humanitarian

grounds, or that the application is rejected. The first three results give the applicant right of residence in Norway, but the different permits do not entail the same rights. Persons who receive a rejection of their application can appeal the rejection to the Immigration Appeals Board (UNE). If the case is rejected by UNE, the applicant must leave the country.





## More restrictive asylum and refugee policy

During 2008 and 2009, the Government adopted a number of measures aimed at making its asylum policy more restrictive.

### Large increase in number of asylum seekers to Norway

The background to the restrictive measures was a marked increase in the number of asylum seekers to Norway in 2008, more than any other European country. The purpose was partly to limit the number of asylum seekers coming to Norway without a need for protection, and partly to avoid a situation in which a disproportionately large percentage of asylum seekers who come to Europe apply for asylum in Norway.

### A number of different measures

The measures are wide-ranging and include increased use of return to safe areas in the asylum seeker's home country, a more restrictive practice in Dublin cases, new readmission agreements with important countries of origin and stricter demands on asylum seekers with respect to clarifying their identity. One of the Government's goals is that Norway's practice shall largely be in accordance with the practice in other comparable countries.

### Impact of the measures

As many of the restrictive measures have only been in effect for a short period, it is difficult to say anything about their overall effect. In the UDI's view, however, several of the measures contributed to a decline in the number of asylum seekers towards the end of 2009.

### Readmission agreement with Iraq

Norway experienced a greater decline in the number of Iraqi asylum seekers than other European countries in 2009. This was probably related to the cancellation of the general protec-

tion granted to applicants from central Iraq. The countries also signed a readmission agreement that enabled the forced expulsion of 30 Iraqis to Bagdad in December. After that, the number of Iraqis who applied for support to return voluntarily to their home country increased.

### Internal flight in Afghanistan

The restrictive measures have also resulted in more asylum applications being rejected. This applies to applicants from Afghanistan, among others. Unaccompanied young men and families with children from Afghanistan who were previously granted residence on humanitarian grounds are now often referred to Kabul, which is considered a safe area. The fact that more applications were rejected may have contributed to a decline in the number of asylum seekers from Afghanistan.

### Restrictions in Dublin cases

A number of restrictions have been introduced in cases covered by the Dublin Regulation. Unaccompanied minor asylum seekers can now be returned to other Dublin countries if they have applied for asylum or if their application has been processed there before they came to Norway. Families with children can now also be returned to Greece. These restrictions have probably affected the number of asylum seekers to Norway. The UDI and the National Police Immigration Service have also intensified case processing and the work of escorting applicants to other countries that participate in the Dublin Regulation cooperation.



# Many new asylum reception centres

The number of asylum seekers and residents in Norwegian reception centres has never been higher than at the end of 2009.

## **Capacity as required**

All asylum seekers who come to Norway are entitled to accommodation. It is the UDI's responsibility to offer asylum seekers accommodation at an asylum reception centre. This is a challenging task. We need to have enough places available at all times, while it is not profitable from a socio-economic perspective to have many vacant places. That is why capacity at the reception centres is not constant. We are dependent on being able to establish new places as the need arises.

## **Rapid expansion**

Major developments have taken place in the past two years – both in the number of places and in the number of new reception centres. 46 new asylum reception centres were opened in 2009, and capacity was increased by more than 6,600 places. At the end of the year, there were 150 asylum reception centres, with 19,600 residents. Expansion continued as never before, and the reception system was under constant pressure.

## **Asylum reception centres in 129 municipalities**

When the UDI establishes new reception centres, it follows public procurement regulations. We advertise for potential operators and enter into an agreement with the operator that submits the best overall offer. At the end of 2009, 129 of the country's municipalities had one or more reception centres. Sixteen of these municipalities ran the reception centres themselves, while the rest were host municipalities for reception centres run by private agencies or voluntary organisations.

## **Many unaccompanied minor asylum seekers**

One of the major challenges in 2009 was the arrival of very many unaccompanied minor asylum seekers between the ages of 15 and 18. The increase led to a tripling in the demand for places in reception centres for this group. These reception centres have higher staffing levels and facilities specially adapted to the needs of young people. At the end of the year, there were 58 reception centres and

units for unaccompanied minor asylum seekers, with a total of 1,620 residents.

Unaccompanied minor asylum seekers under the age of 15 live in separate care centres run by the Children, Youth and Family Affairs Service.

## **New agreement with KS**

The UDI is completely dependent on the municipalities doing their share of providing accommodation for asylum seekers. The Norwegian government and the Norwegian Association of Local and Regional Authorities (KS) signed an agreement in 2009 for the establishment and closing of reception centres and the accommodation of refugees. The agreement obliges the parties to work together to adjust capacity in the asylum centres in line with national demand.

## **Quality requirements at the reception centres**

The UDI is responsible for following up the reception centres and, in 2009, we made it a priority to carry out inspections of the new reception centres and



” Reception centres for unaccompanied minor asylum seekers are specially adapted to young people’s needs.

Figure 14. Residents in reception centres at the end of the year. 1993–2009

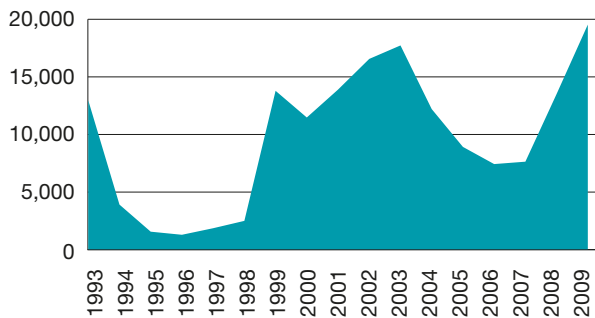


Figure 15. Residents in reception centres by application status at 31 December 2009

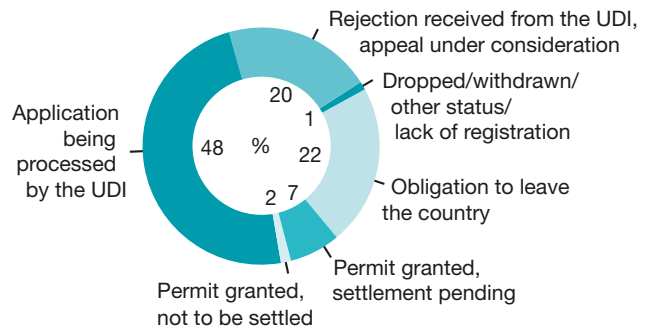


Figure 16. Residents in reception centres for unaccompanied minors and care centres at the end of the year. 2002–2009

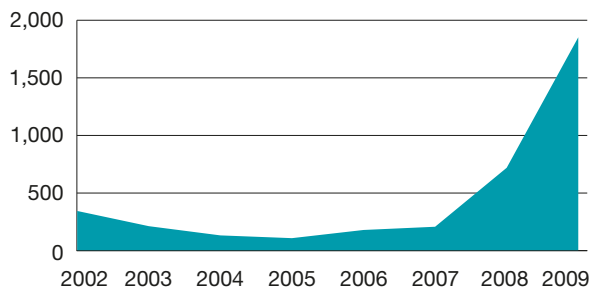
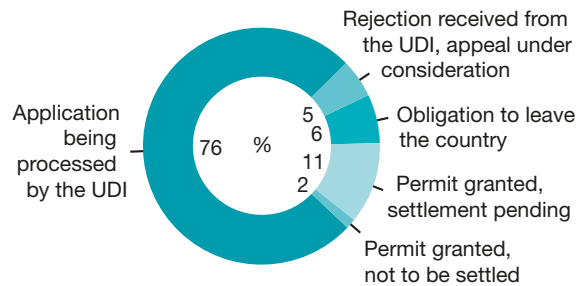


Figure 17. Residents in reception centres for unaccompanied minors by application status at 31 December 2009



centres for unaccompanied minor asylum seekers. We terminated our agreement with two reception centres because they failed to meet the quality requirements. We will continue this work in 2010 to ensure that the operators deliver the required quality.

**Concern short-lived**

Sometimes, the establishment of a new reception centre is met by scepticism and local resistance. But in 2009, as before, this concern evaporated once the reception centre was established. Dikemark transit reception centre in Asker is a good example of this. Some of its neigh-

bours were concerned about the potential challenges involved in the establishment of an asylum reception centre. However, a year after the centre was opened, the police report that the area is one of the quietest in the municipality and the neighbours are very satisfied with the reception centre.

## Asylum reception centres in Norway

at 31 December 2009



### Different types of asylum reception centres

When asylum seekers arrive in Norway, they are initially offered accommodation in a transit reception centre. There is one transit reception centre in Trondheim, while the rest are located in Eastern Norway. When the asylum seekers have completed a health check and an asylum interview, they are placed in ordinary reception centres around the country. They can stay there until they receive a final reply to their asylum application.

A positive reply means that the asylum seekers receive an offer of accommodation in a municipality. If they are not granted protection or residence on other grounds, they must leave the country. These former asylum seekers are then offered accommodation in one of the UDI's two waiting reception centres until departure. Families and people with health problems can continue to live in an ordinary reception centre until they return home.

Unaccompanied minor asylum seekers live in separate reception centres or units that take their age and need for additional follow-up into account.



## Life at an asylum reception centre

We often hear that asylum seekers 'sit' in reception centres. This does not give an accurate picture of the everyday lives of many of those who live there. Some of them study, some work and others are involved in voluntary work.

### Responsibility for their everyday lives

A reception centre is neither a hotel nor an institution. It is voluntary accommodation for persons who are waiting for their asylum applications to be decided. At all ordinary reception centres, the asylum seekers are responsible for doing their own shopping and cooking, for cleaning and tidying their room and for taking part in the cleaning of common areas. They also take part in activities, studies and work.

### Comprehensive information programme

All asylum seekers who live in reception centres must complete an information programme that is intended to give them a realistic picture of Norwegian society and an understanding of the values on which it is built. The programme addresses life at the reception centre, the local community, the asylum process, health issues, laws and crime, prevention of conflicts, return and settlement. An information programme tailor-made for children and young people will also be introduced in 2010.

### Training and schooling

Adult asylum seekers who live in ordinary reception centres are entitled to tuition in the Norwegian language, and the goal is for them to learn enough Norwegian to manage on their own as far as possible. Children and young people who are likely to stay at a reception centre for more than three months have a right and an obligation to attend primary or lower secondary education. Young people between the ages of 16 and 18 are entitled to tuition in the Norwegian language and social studies and may also be entitled to tuition in primary or lower secondary school subjects.

### Employment and vocational qualifications

Persons who have documented their identity can apply for a preliminary work permit and get a job. In 2009, 2,100 such permits were granted. Some people also obtain vocational qualifications this way.

### Recreational activities and voluntary work

All reception centres have an activity programme for various recreational activities. The asylum seekers organise several activities themselves. Many of them are also involved in voluntary work at the reception centre. Some are part of a caretaker group, others spend time as language assistants, while others organise the use of internet or activity rooms.

The reception centres often form ties with the local sports club. The residents can make an important contribution to local clubs and associations. Many participate in children's nights, get help with homework and are members of women's groups organised by voluntary organisations.

### Various reasons for prolonged residence

The period spent at the reception centre should be as short as possible. Nonetheless, some asylum seekers live in reception centres for too long due to long processing times, challenges relating to settlement and the fact that many who had received a final rejection of their application did not return voluntarily. In 2009, the residence period at reception centres from the asylum application was received until the person had settled in a municipality was twelve months.<sup>1</sup>

<sup>1</sup> Twelve months is the median. That means that as many asylum seekers lived in reception centres for a shorter period than twelve months as for a longer period.



# More people returned voluntarily

There was a marked increase in the number of voluntary returns in 2009. The Norwegian authorities want even more people to choose voluntary return in the years ahead.

## Return after rejection

In order to safeguard the right to asylum and protection, it is important that persons whose asylum applications have been rejected leave Norway. It is in the best interests of everyone that this takes place by voluntary return.

## Increase of 79 per cent

In 2009, 1,020 persons returned voluntarily to their home countries, an increase of 79 per cent from 2008. There are special return programmes for persons from Iraq, Afghanistan and Burundi, which include support for reintegration in their home country. The return and reintegration programme for Iraq (IRRINI) is probably the reason why Iraqis were by far the largest group to choose voluntary return in 2009.

## Many Iraqis returned

A total of 370 Iraqis took advantage of the return programme. Those who returned voluntarily received a cash grant of NOK 10,000 each. The programme also offers reintegration support of up to NOK 25,000 per person. In 2009, the scheme was extended to include an option of applying for up to NOK 20,000 in housing allowance.

In Iraq, the programme offers personal advice and reintegration support, such as help to find a job, take education or support to set up a business. The Norwegian foundation Business Innovation Programs (BIP) provides training in setting up businesses to Iraqis who return to the Kurdish areas of the country.

## Return programme for other groups

From 1 September, most people returning voluntarily to their home country were entitled to NOK 10,000 in reintegration support. The support is intended to help to make life easier in the initial period after returning. During the last four months of 2009, 220 persons received such support. The largest groups were from Kosovo, Serbia, Nigeria and the Palestinian territories. Extended reintegration support is intended to make it easier for those who do not hold residence permits in Norway to return voluntarily. The return programme will continue in 2010.

Persons who receive support to return must pay it back if they later apply for asylum or residence on other grounds in Norway.

## Alternative information channels

It is a challenge to provide information about voluntary return to persons who do not live in reception centres. An increasing percentage of those who return voluntarily live elsewhere. That is why the UDI wishes to make use of alternative channels to reach them, such as the information programme 'Outreach'. In Stavanger, we work with the International House Foundation (SIH), which

### Voluntary return

Everyone who receives a final rejection of their application for asylum or is staying illegally in Norway is obliged to leave the country. They can get help to return by applying for support for voluntary return. Persons who return voluntarily will not have to pay travel expenses and will not be accompanied by the police. The independent International Organization for Migration (IOM) can provide information, advice and practical assistance prior to departure and after arrival back home.



” Extended reintegration support is intended to make it easier for those who do not hold residence permits in Norway to return voluntarily.

has 78 organisations among its users. This way, information about voluntary return reaches a wider audience.

#### **Dignified return**

Lier waiting reception centre received financial support from the UDI to provide training, vocational training and a reintegration grant of NOK 10,000 to asylum seekers who had received a final rejection of their application if they returned voluntarily. The project ‘A dignified return – helping people help themselves’ only applies to persons who agree to voluntary return. The project has been well received by the residents at the waiting reception centre, and 11 of the 29 participants have returned so far. The UDI wants the other waiting reception centre to provide a similar service for its residents in 2010.

#### **Forced return**

The police are responsible for escorting persons who have received a final rejection of their asylum applications but refuse to leave Norway voluntarily. Those who are returned against their will must cover the travel expenses themselves. The government pays for those who do not have money, but they will then be indebted to the state.

Those who are forcibly returned are usually accompanied by the police and also have to cover their expenses. Just over 3,300 persons were forcibly returned in 2009, an increase of 44 per cent from the year before.

#### **Readmission agreements**

The Norwegian authorities signed readmission agreements with the author-

ities in Albania, Armenia, Iraq, Burundi, Montenegro and Serbia in 2009. The readmission agreements enable persons from these countries to be forcibly returned from Norway. In addition, Norway has previously signed readmission agreements with the authorities of 14 other countries.







” It is now much easier for EEA nationals to start working immediately.

## Easier for labour immigrants

From October 2009, most EEA nationals no longer need to apply for a residence permit in Norway. If they have received an offer of employment, they can register with the police and start working.

### New rules for EEA nationals

The new registration system makes it easier for most EEA nationals to start working in Norway immediately. They no longer need to apply for a permit to live and work here, but must register with the police. The scheme does not apply to first-time applicants who are nationals of Bulgaria or Romania. They are covered by the transitional rules for new EU member states and still have to apply for a residence permit to be able to live and work in Norway.

### Fewer applications for work permits

Up until the work permit requirement ceased to apply to EEA nationals, fewer work permits had been granted than in the same period the year before. There was a marked decline in the number of work permits in the second half of the year that came in addition to the normal seasonal decline. This can partly be explained by the fact that many people knew that they did not have to apply for a residence permit after 1 October.

The majority of labour immigrants still came from Poland, Lithuania and Germany, and most came to work in the construction industry, manufacturing industry or in the trade, hotel and restaurant industry.

There were also fewer first-time work permit applications from countries out-

side the EEA in 2009. There were nonetheless more people from these countries with valid work permits at the end of the year than at the end of 2008. A total of 8,060 persons held valid permits as skilled workers, which is an increase of 11 per cent from the year before. Most skilled workers came from India, Russia, China, the USA and the Philippines.

### A new registration scheme for EEA nationals

- The scheme is based on an EU Directive that intends to ensure the right to free movement and residence in the EU/EEA area for EEA nationals and their family members.
- Norway initially introduced a temporary registration requirement from 1 October, before the permanent scheme entered into force with the new Immigration Act on 1 January 2010.
- The registration requirement replaces residence permits. EEA nationals no longer need a permit to stay and work in Norway, but they must register with the police when they arrive. Workers from Romania or Bulgaria, who are still covered by the transitional rules for new EU member states, must still apply for a residence permit.
- The conditions for registration are largely the same as for the current system of residence permits.
- The registration certificate is valid for an unlimited period and does not have to be renewed.



### **The service centres – meeting points for labour immigrants**

In autumn 2009, two new service centres for foreign workers opened in Stavanger and Kirkenes. The service centre in Oslo, which opened in 2007, had almost 68,000 visitors during the year.

At the service centres, workers can receive guidance and swift processing of applications for residence and moving to Norway. Applicants can register and be granted a residence permit, be issued a tax deduction card and obtain a personal identity number – all in one place. The centres also provide information about Norwegian pay and working conditions. In Oslo and Stavanger, it took five working days to obtain all the documents, while at the centre in Kirkenes, it took ten days on average.

The service centres are a collaboration between the Norwegian Tax Administra-

tion, the Labour Inspection Authority, the police and the UDI. The centres have been established for EEA nationals, skilled workers and specialists from countries outside the EEA, and their families. The Kirkenes centre also serves unskilled Russian workers and Russian cross-border workers resident in the Barents Region. Employers can also receive guidance at the service centres.

### **Many enquiries from employers**

Many employers contacted the centres in 2009 to obtain information about the regulations and case processing, and the number of enquiries about the new Immigration Act increased towards the end of the year. In addition to a dedicated phone and email service for employers, the UDI also organised an open-day event and information meetings about matters such as work permits, the EEA Regulations, seasonal permits, visas and the au pair scheme.

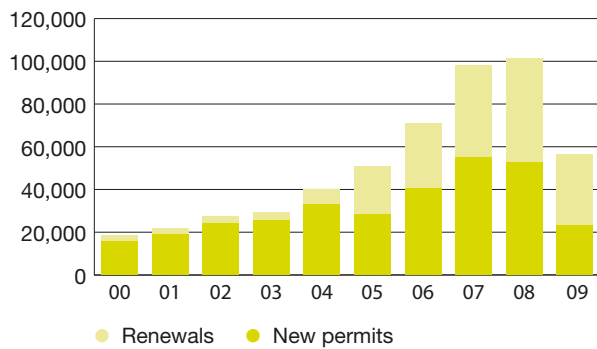
### **Combating social dumping**

The pay and working conditions for labour immigrants must not be poorer than for Norwegian employees. The rules are meant to protect foreign workers and ensure that they work under decent conditions. If the pay or working conditions are not good enough, the UDI will consider reporting the employer to the police.

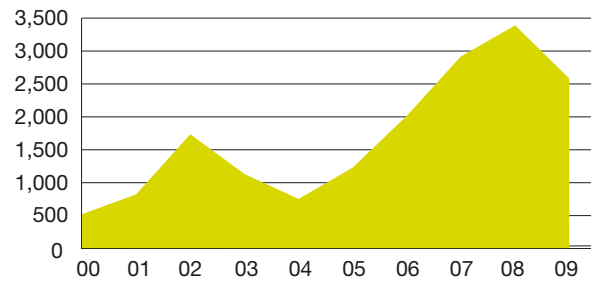
To help to ensure good pay and working conditions for foreign workers, we participated in the project 'Seriositet i byggenæringen' ('Decent work practices in the construction industry'), and the service centres made it easier to provide useful information to both employers and employees. The Labour Inspection Authority is an important partner in the work of uncovering poor pay and working conditions.



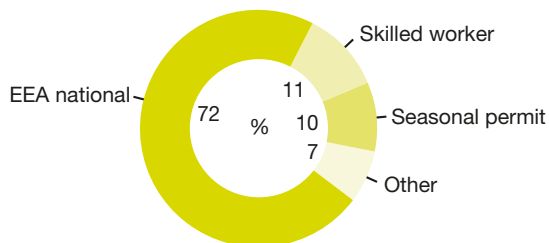
**Figure 18. Work permits. 2000–2009**



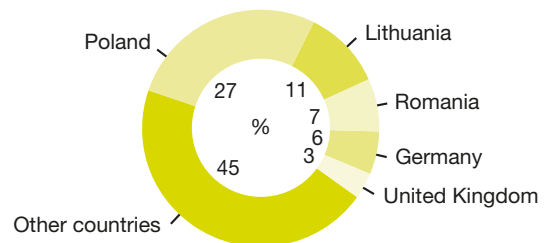
**Figure 19. First-time work permits for skilled workers. 2000–2009**



**Figure 20. First-time work permits by basis for the permit. 2009**



**Figure 21. First-time work permits by nationality. 2009**



## The financial crisis affected labour immigration

The number of persons holding work permits in Norway increased in 2009, but by less than before. Many people who were already here stayed – despite rising unemployment in many industries.

### Still a need for skilled workers

The financial crisis appears to have had limited effect on people from outside the EEA area. The number of new labour immigrants fell slightly in 2009, but the number of valid permits continued to rise throughout the year. The number of skilled workers increased in almost all sectors, with the exception of the retail trade and the building and construction industry. The petroleum sector, the shipbuilding industry and higher education institutions experienced a marked increase in relation to 2008. This shows that Norwegian businesses still need highly qualified labour immigrants.

### Fewer people from the EEA area, more from Romania

It is difficult to measure the effect of the financial crisis on EEA nationals, since, from October 2009, this group no longer needed to apply for residence permits. In addition, many of the permits granted recently are valid for five years, and the number of valid permits will therefore also include permits for persons who have left Norway. The number of valid permits thus does not provide a completely correct picture at times when there is reason to believe that many people are leaving Norway. There is no doubt, however, that the number of new labour immigrants from Eastern Europe has declined.

Many Bulgarian and Romanian labour immigrants chose to come to Norway in 2009, however. For example, many Romanian welders came to Norway to work in the shipbuilding industry.

### Increased unemployment

Many European countries saw Eastern European labour immigrants leaving as a result of higher unemployment and low wages. In Norway, however, many of them stayed and regis-

tered as job seekers. According to figures from Statistics Norway, the unemployment rate among EU nationals from Eastern European countries who reside in Norway more than doubled between November 2008 and November 2009.

Unemployment increased most among those who were last to come to the country. This is in line with developments registered by the OECD elsewhere in Europe. Unemployment also increased significantly more for men than for women, as more men were employed in sectors that were affected by the financial crisis.





# Fewer tourist visas

For the second year in a row, the number of visitor visas to Norway fell.

## Fewer visas

In the last few years, more and more people have been issued visitor visas by the Norwegian authorities – as tourists, business travellers, people making family visits and others. But in 2008, the tide turned, and this trend continued in 2009. The total of 100,400 issued visas was almost 6,000 fewer than in 2008.

However, the Norwegian figures cannot be read uncritically. An Indian national, for example, can come to Norway as a tourist on a visa issued by another Schengen country. Nevertheless, the financial crisis and the swine flu do seem to have put a damper on people's wanderlust.

## Russian nationals are still issued most visas

It was not only tourists who were granted fewer visas. The number of visas issued to business travellers and people visiting the country for cultural purposes fell compared with the year before. Russian nationals were still issued most visas to Norway and they accounted for over 40 per cent of all visas. However, at 15 per cent, the decline was also greatest for this group. The number of Russian visa applications fell from 48,500 in 2008 to 41,100 in 2009.

This development must be seen in conjunction with the visa agreement that Norway and Russia signed at the end of 2008. It was intended to make it easier for nationals of the two countries to visit each other. Russian nationals can now be issued multiple entry visas. Whereas, previously, three trips across the Russian border meant that you needed three visas, one is now sufficient. The number of multiple entry visas for Russian nationals rose from 8,270 in 2008 to 12,260 in 2009.

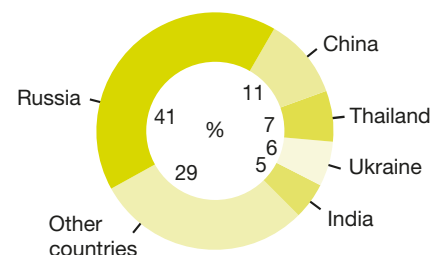
## Rejection of visa applications

Visa cases often receive a lot of attention in the media when someone's application is rejected. When visa applications are rejected, this is because the authorities consider it likely that the person will not return to his/her home country. As a visa grants the holder access to all the Schengen countries, it is very important that all visa cases are processed thoroughly. The vast majority of visa applications to Norway are granted. In 2009, Norway rejected 8,230 visa applications, which corresponds to about eight per cent of all applications.

## Visa to Norway

- Nordic citizens, nationals of Schengen countries and some other countries with which Norway has entered into agreements are free to enter Norway. Nationals from the rest of the world need a visa.
- Norwegian Foreign Service Missions make decisions in 97 per cent of all visa cases. The UDI deals with the more complicated cases and is also the appeal body for cases that are rejected by the Foreign Service Missions.

Figure 22. Visitor visas granted, by nationality. 2009





## Fewer people follow their family

In 2009, 18,100 persons were granted family immigration permits. That was a decline of 13 per cent compared with the year before.

### Fewer applications from EU/EEA countries

The decline in the number of applications for family immigration partly followed the same pattern as the decline in the number of work permits, which is related to lower demand for labour. In addition, the residence permit system for EEA nationals ceased to apply on 1 October 2009. This change means that family members of labour immigrants who are EEA nationals themselves can also settle in Norway without having to apply for a residence permit.

### Who was granted family immigration permits?

In 2009, the UDI granted 840 family immigration permits to German nationals, a decline of 49 per cent from 2008. A total of 2,770 family immigration permits were granted to Polish nationals, 37 per cent fewer than the year before.

Although the number of family immigration permits issued to Polish nationals declined, the largest number of such permits were nonetheless granted to nationals of Poland, followed by nationals of Thailand, Somalia, Germany and Iraq. While the figures for Somalia and Thailand remained relatively stable

compared with the year before, the number of permits issued to Iraqi nationals increased by 17 per cent. 43 per cent of the permits were granted to children under the age of 18, and 45 per cent were granted to adult women. Most family immigrants from Poland, Lithuania and Germany joined family members working in Norway. From Thailand and the Philippines the largest number of applicants was granted a family immigration permit to establish a family with a Norwegian national. Iraqi and Somali nationals were mainly granted permits to be reunited with family members who had come to Norway as asylum seekers.

### Rejection of applications for family immigration

Eight out of ten applications for family immigration were granted in 2009. For applicants from Germany, Poland, Lithuania and Thailand, the percentage of permits granted was over 95, while less than 60 per cent of the applications from Eritrea, Somalia and Afghanistan were granted.

In many cases, the application was rejected because the applicant had failed to enclose the correct documents, substantiate the family relationship or document his/her own identity. Another

common reason was that the applicant was not deemed to belong to the reference persons immediate family and was therefore not entitled to family immigration. Some cases were also rejected because the person living in Norway did not meet the requirements for financial support and accommodation.

### Pro forma marriages

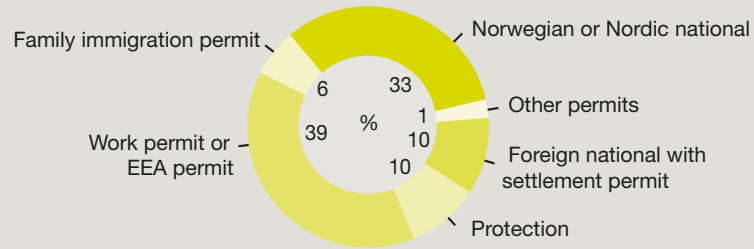
Some applications for family immigration were also rejected because the UDI believed that the marriage had been entered into in order for the applicant to be granted a residence permit, a so-called pro forma marriage.

The UDI makes active endeavours to uncover pro forma marriages. In 2009, we rejected 200 family immigration applications on such grounds.

Many factors are involved in assessing whether a marriage is pro forma. For example, we consider how the parties came into contact with each other, how well they knew each other before they were married, whether the marriage is atypical, and whether the parties have provided concurring information. It can also be important whether the parties can communicate in a common language.



**Figure 23. Family immigration permits by the reference person's ground for residence. 2009**



Another aspect is whether the parties or their close family members have a marriage history that can give grounds for suspecting a pro forma marriage.

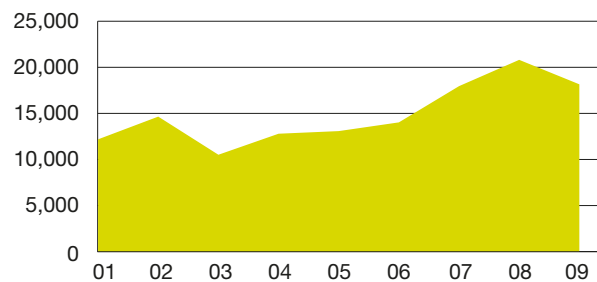
Investigating people's motives for entering into marriage touches on very private matters, and it can therefore be difficult to uncover pro forma marriages. Many of them are not uncovered until the residence permit is up for renewal. In cases of doubt, we ask the police to conduct new interviews and to perform residence checks. These investigations are difficult, but the result is that more pro forma marriages are uncovered.

In other cases, a pro forma marriage is not discovered until the spouse has been granted a permanent residence permit in Norway. In 2008, for example, we discovered that a group of Turkish men divorced shortly after they had been married for three years. Many of them also had another wife in their home country. Their permanent residence permits in Norway were therefore revoked. Even if the party living in Norway fully believes that the marriage is genuine, it is the applicant's main intention for entering into the marriage that is decisive when we evaluate whether a case is a pro forma marriage.

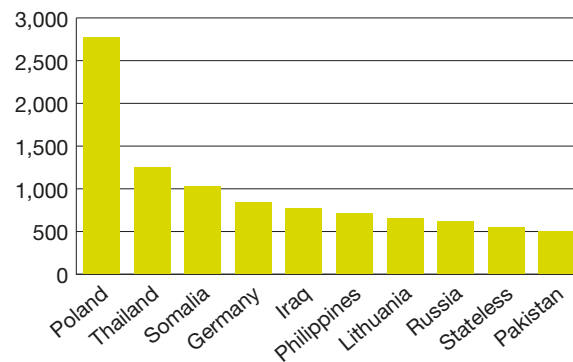
### New Immigration Act

The new Immigration Act and Immigration Regulations entered into force on 1 January 2010. The new rules contain stricter requirements regarding family

**Figure 24. Family immigration permits. 2001–2009**



**Figure 25. Family immigration permits, ten biggest countries. 2009**



immigration cases. For example, the requirements for subsistence have been increased, and in many cases, it is a requirement that the person living in Norway has worked or studied here for four years before a family member can come to Norway.

Read more about the new Immigration Act on page 58.



# The number of foreign students steadily increasing

More and more people wish to study in Norway. In 2009, almost 5,700 persons were granted residence permits to study at a Norwegian educational institution. In addition, 800 EU/EEA nationals registered as students.

## Who comes here to study?

The students are a diverse group. Most study at a university or a university college, while around 200 people come to attend folk high schools or religious or belief-based schools.

In recent years, nearly half of the foreign students have come from European countries, and half from the rest of the world. Approximately 2,700 permits were granted to students from European countries, and another 800 availed themselves of the new registration system that was introduced on 1 October 2009.

The number of students from the rest of the world continued to rise, and China, Russia and the USA topped the statistics. This pattern has remained stable for the past five years.

Students from Nepal and Singapore were new, large groups. While students from Nepal previously came on a quota programme with grants, more and more are now financing their own studies. The

students from Singapore are mainly bilateral exchange students.

## Home after completed education

A study permit does not form the basis for a permanent residence permit. Students are meant to return home after they have completed their studies. Most do, but some stay in Norway for various reasons. Some have acquired qualifications that they can use on the Norwegian labour market, while others marry a Norwegian citizen. In 2009, 850 first-time work permits were granted to persons who had previously held study permits in Norway. Of these, 400 were granted to EEA nationals.

The new Immigration Act that entered into force on 1 January 2010 also makes it possible for new graduates and researchers to be granted residence permits for up to six months to look for work after completing their studies in Norway.

## Efficient processing of applications

The UDI's goal is to process study applications before the start of the academic

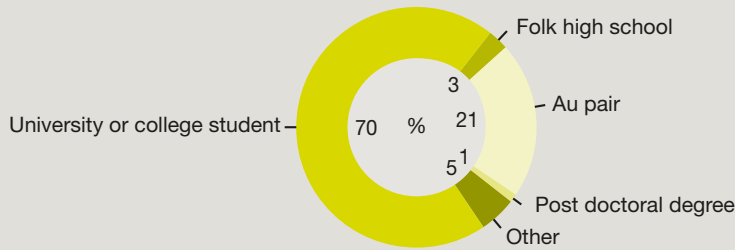
year, and the summer is therefore a hectic time for us. To make case processing as efficient as possible, we cooperate with the educational institutions, foreign service missions and the police. It is important that students receive information about the application process and documentation requirements. Applications lacking documentation or where there is doubt about whether the conditions are met take longer to process.

## More researchers and doctoral fellows

In 2009, 450 persons were granted first-time permits as skilled workers because they were to be employed at a university college or a university. Most were doctoral fellows. The largest groups were from China, India and Iran, and 70 per cent were men. At the end of 2009, a total of 1,200 persons held valid permits as skilled workers to be able to work at Norwegian universities and university colleges. That was an increase of 300 from the year before. 42 per cent were employed at the Norwegian University of



**Figure 26. Study permits by type of education. 2009**

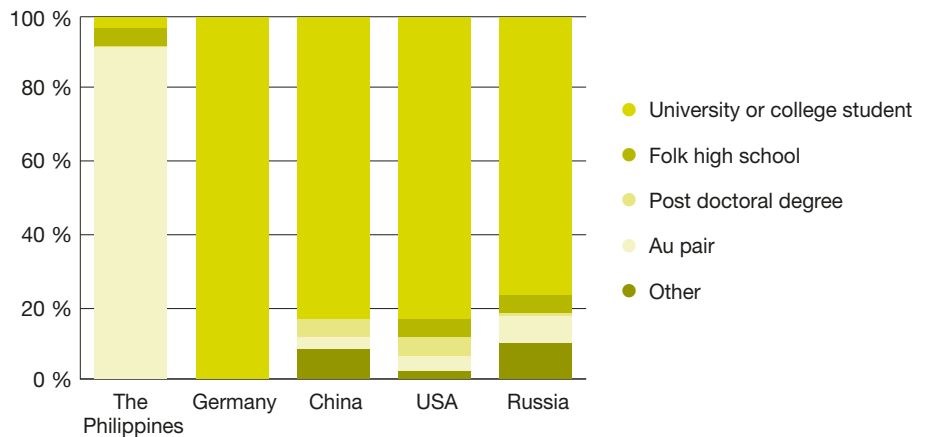


Science and Technology (NTNU) in Trondheim.

**Rejection of applications for study permits**

Although the vast majority of applications were granted, some did not meet the requirements for studying in Norway. The most common reasons for rejection were that the immigration authorities considered it unlikely that the applicant would return home after completion of his/her studies, or that the applicant had other grounds for applying for the permit than to study. Some also received rejections because they were unable to document how their stay was to be financed.

**Figure 27. Study permits by type of education, five biggest countries. 2009**



**Should the au pair scheme be changed?**



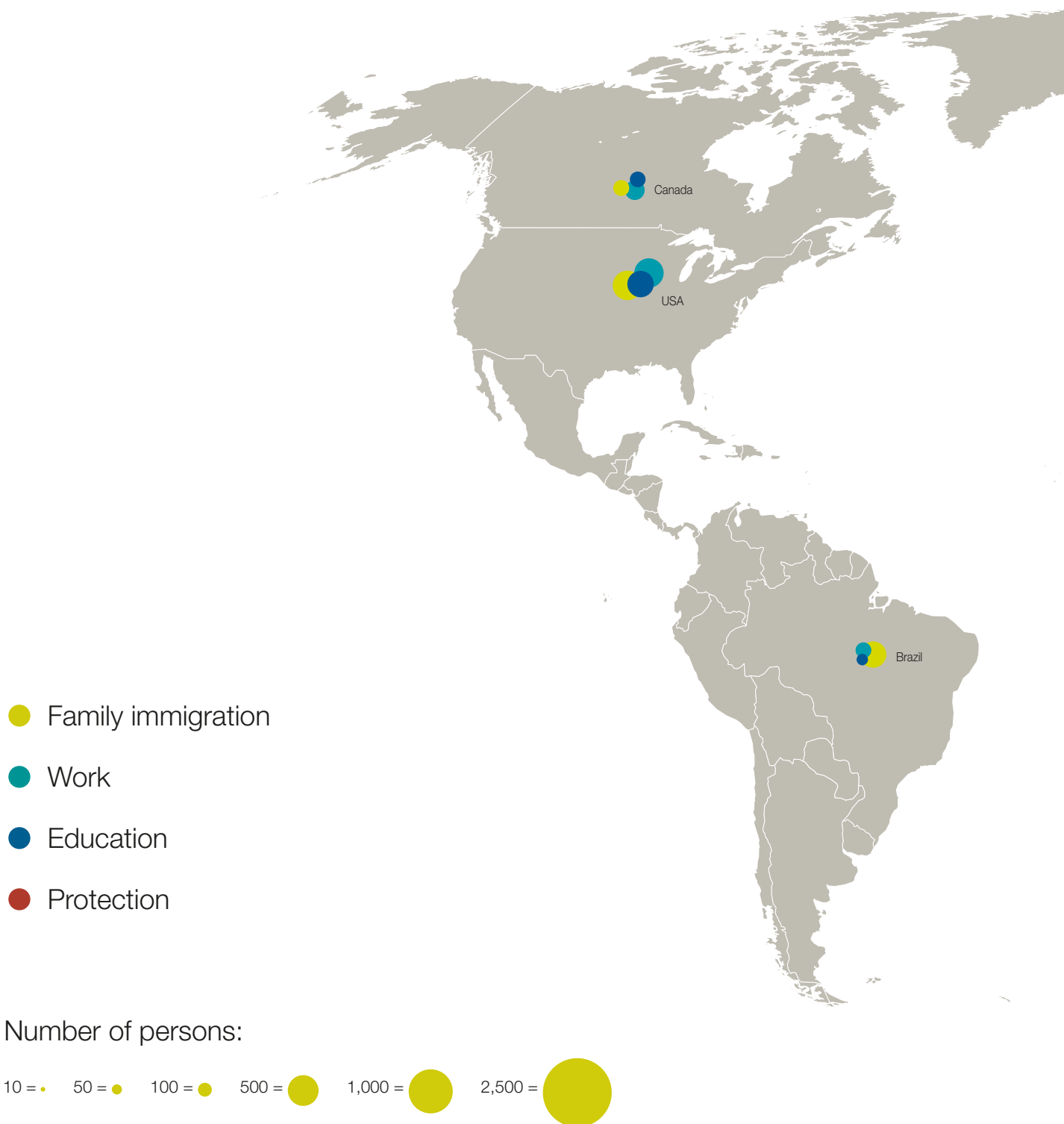
The main purpose of the current au pair scheme is cultural exchange. On assignment for the UDI, the research foundation Fafo has evaluated the au pair scheme to find out whether it works as intended. Norwegian families often

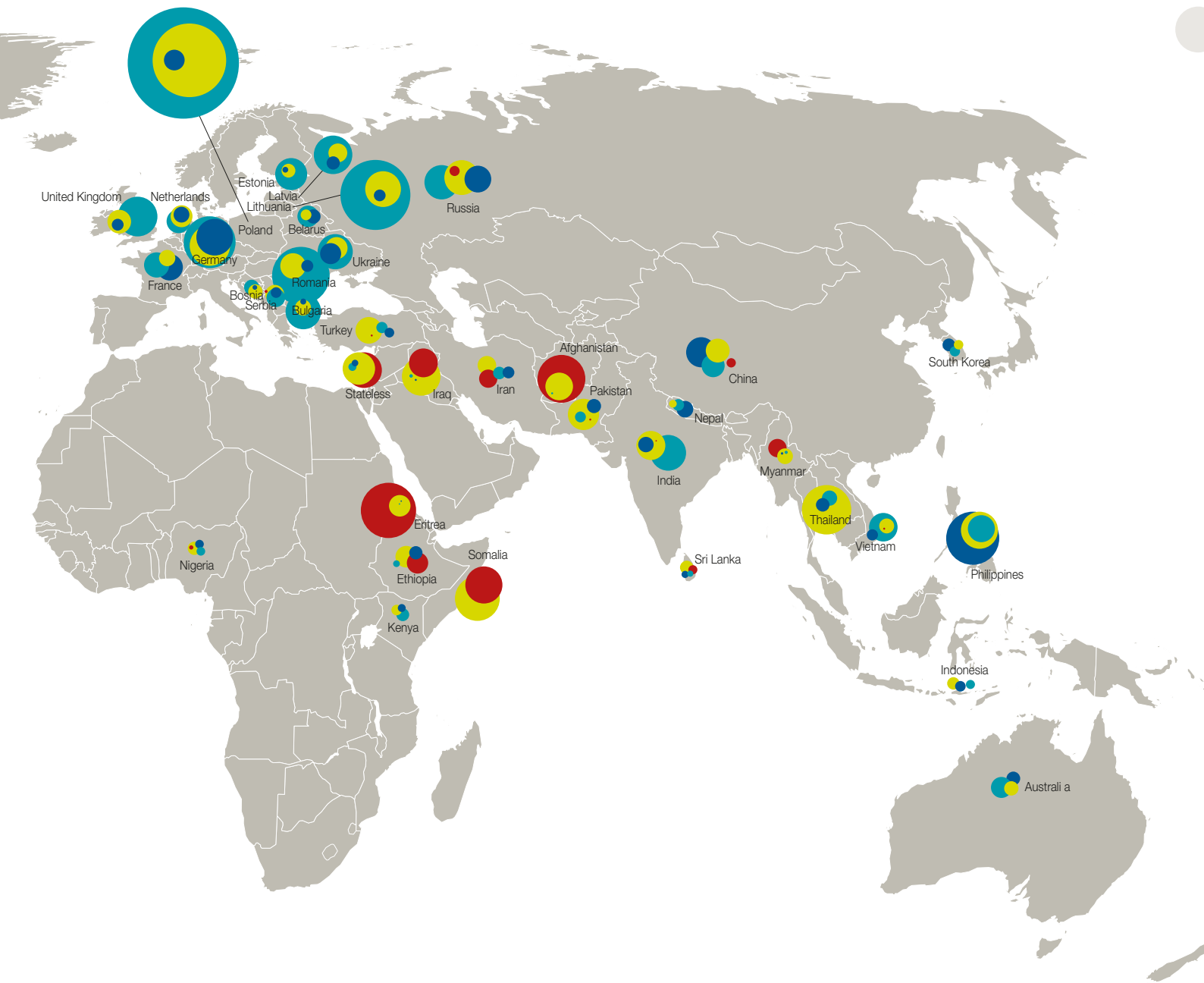
want an au pair in order to achieve better control of their everyday lives, but many families also find the cultural exchange to be a very positive experience. The au pairs have various motives, but, for many, the scheme is first and foremost a way to earn money. Although cultural exchange is not the au pairs' primary goal, they consider living with a Norwegian family to be an important and positive part of the experience.

Fafo's report presents three different models for what can be done about the au pair scheme in the future. We

can choose to continue with the current system, but make necessary changes. Another possibility is to replace the current scheme with another type of permit. The two suggestions are either a two-year permit for young people with the possibility of an au pair placement, work or studies, or an additional scheme for labour immigration in the care and housework field. The Ministry of Justice and the Police is responsible for considering the recommendations in the report and deciding the future of the au pair scheme.

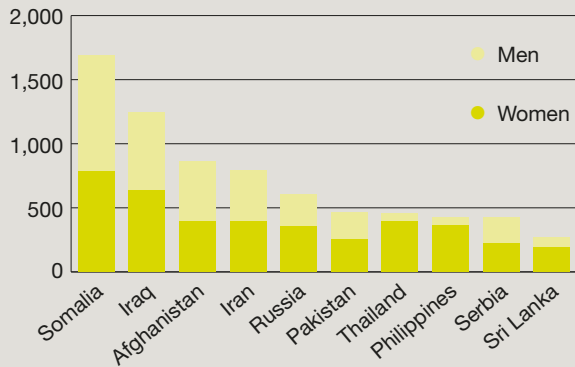
# Who comes to Norway – and why?



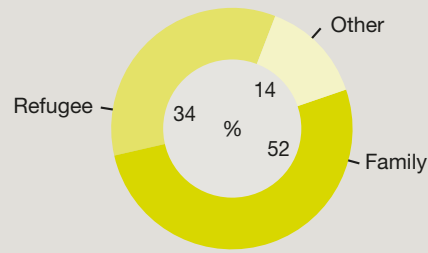


The map shows which countries most immigrants to Norway came from in 2009, and why they came. Asylum seekers mainly came from areas of the world ridden by war and conflict, and many were reunited with persons from their home country in Norway. Ethnic Norwegians, on the other hand, were often reunited with persons from typical holiday countries. The majority of labour immigrants came from EEA countries, while most au pairs came from the Philippines.

**Figure 28. Citizenship granted, by gender. Ten biggest countries. 2009**



**Figure 29. Citizenship granted by original reason for immigration. 2009**



## New citizens

In 2009, the number of new citizens of Norway was 10,800, roughly the same number as the year before. The most common reason why the new citizens originally came here was family immigration.

### Who are the new citizens?

Half of the new Norwegian citizens originally came here on family immigration grounds, while a third came as asylum seekers. Former Somali nationals were the biggest group; 1,690 persons in all. A total of 1,240 persons were originally from Iraq, while 850 persons were former Afghan nationals. In total, 21 per cent of the new Norwegian citizens came from non-European countries. 34 per cent of all the new citizens were children. Women accounted for 58 per cent of the adults.

### Requirements for becoming a Norwegian citizen

There are several requirements that a person must meet in order to become a Norwegian citizen. The applicant must have documented or clarified his/her identity, live in Norway and intend to continue to live here, have resided here for a total of seven of the past ten years,

meet a good conduct requirement and be released from his/her original citizenship. If it is not practically possible or difficult to be released from former citizenship, we can, in some cases, make an exception and nonetheless grant Norwegian citizenship.

### Identity and citizenship

Documentation of identity is a challenge in citizenship cases. Identity can be documented by an original, valid passport, but, for some people, this is difficult to obtain. Refugees cannot always contact the authorities in their home country to obtain documents, and some countries lack a central government administration. ID documents other than passports can, however, help to clarify a person's identity.

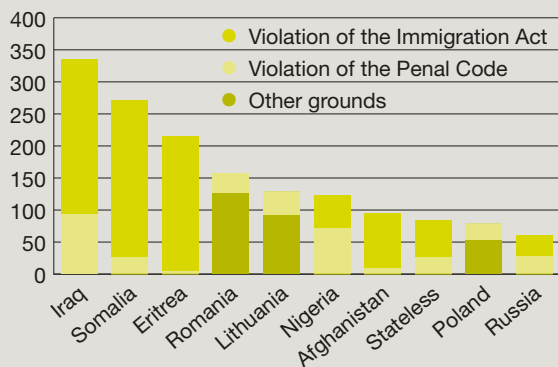
The UDI can grant an applicant citizenship even if he/she can neither document nor clarify his/her own identity if

there is no reason to doubt that the information provided is correct. However, if we do not obtain sufficient information about the applicant's identity or the applicant provides conflicting information about his/her own identity, we cannot grant Norwegian citizenship.

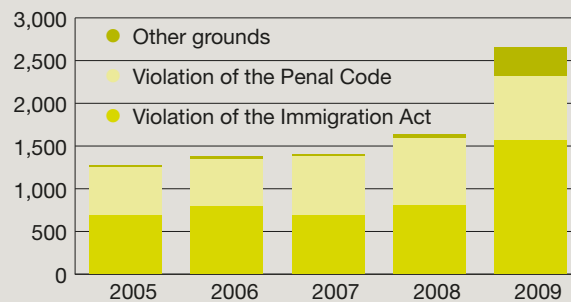
### New requirements for tuition in the Norwegian language

After 1 September 2008, all persons between the ages of 18 and 55 applying for Norwegian citizenship must document that they have completed 300 hours of tuition in Norwegian and social studies, or be able to document adequate knowledge of Norwegian or Sami. This documentation was lacking in many of the applications we received in 2009. We therefore had to obtain more documentation in several cases, and many people's citizenship applications were rejected.

**Figure 30. Expulsion by grounds, ten biggest countries. 2009**



**Figure 31. Expulsion by grounds. 2005–2009**



# Expulsion

In 2009, 2,650 persons received an expulsion decision from Norway. This is an increase of 62 per cent compared with the year before.

## What does expulsion entail?

Expulsion is the most severe sanction available to the immigration authorities. There are two main reasons why people are expelled from Norway: violation of the General Civil Penal Code and violation of the Immigration Act. A typical violation of the Immigration Act is to live and work in Norway without a permit or to provide incorrect information to the authorities in connection with an application.

You can be expelled for two years, five years or in perpetuity, depending on the seriousness of the offence and how strong your connection to Norway is.

## Violation of the Immigration Act

In 2009, 1,560 persons were expelled for violation of the Immigration Act. That is almost twice as many as the year before, when 810 people were expelled. The increase is due to more asylum seekers providing incorrect information about their identity or withholding information that they had applied for asylum in another European country. The increase was also due to the fact that, in 2009, we started to make expulsion decisions at the same time as Dublin decisions, i.e. decisions that the application be processed in another country than Norway.



Over half of those who were expelled for violation of the Immigration Act came from Somalia, Iraq, Eritrea or Afghanistan.

## Violation of the General Civil Penal Code

A total of 760 persons were expelled for committing criminal offences. The biggest groups were nationals of Iraq and Nigeria, and almost one in six who were expelled due to criminal offences were EEA nationals.

## Extended protection against expulsion

EEA nationals have extended protection against expulsion. They can nonetheless

be expelled if they commit criminal offences or if they are deemed to be a serious threat to public safety and order. In 2009, 330 EEA nationals were expelled on these grounds. More than half of them came from Romania or Lithuania.

## More people rejected on entry

In 2009, 720 persons were rejected on entry, an increase of 27 per cent from 2008. Nigeria, Russia, Lithuania and Romania are at the top of the rejection statistics. Most rejections take place on entry to Norway due to lack of funds to cover the stay, or lack of a passport, visa or similar. The person is free to enter Norway again once the reason for the rejection is no longer present.



## FOCUS ON

# Human trafficking

Human trafficking involves serious violations of human rights and it is a major international problem, whether it takes the form of forced prostitution, forced labour or organised begging. It is a challenge for the authorities to identify possible victims and provide them with the help they need.

### What is human trafficking?

Human trafficking means that a person, through the use of violence, threats, abuse of a vulnerable situation or other improper conduct, exploits someone for the purpose of

- prostitution or other sexual purposes
- forced labour or forced services, such as begging
- military service in a foreign country
- the removal of organs

Luring someone into being exploited for such purposes is also deemed to be human trafficking.

### Not everyone wants to talk

People who have been exploited by others are often reluctant to tell people about their experiences and therefore do not ask the authorities or organisations for help. The reason may be that they fear reprisals against themselves or their family, feel guilt or shame for having ended up in such a situation, lack knowledge about their rights or trust in the authorities, or are afraid of being imprisoned or escorted out of the country if they tell the truth.

### Many different cases

We may suspect or receive concrete information about human trafficking in many different cases, for example when a Nigerian woman applies for asylum after the police have carried out a raid on the prostitution market, when a seasonal worker from the Philippines is lured to Norway with promises of a well-paid job, or when a Romanian boy has to beg or obtain money for the traffickers in other ways.

### Human trafficking and human smuggling

Human smuggling and human trafficking are often closely related, but they are not the same thing. The intention behind human smuggling is limited to illegal crossing of borders, while the purpose of human trafficking is to exploit the victims after they have arrived at their destination. Human trafficking can also take place without crossing borders.

### Identification of victims and prosecution of traffickers

The UDI has a special responsibility to persuade people who are victims of human trafficking to talk about their situation. We come into direct contact with possible victims and inform them about their rights and where they can get help. Without information from persons who are victims of human trafficking, it is difficult to provide them with the necessary assistance and protection from the traffickers. In order for the police and the prosecution authorities to be able to investigate and prosecute those responsible for such exploitation, the traffickers must be identified.



## ” The UDI is responsible for ensuring that possible victims of human trafficking receive help.

### Expertise and relief efforts

The UDI has made great efforts to strengthen the expertise of personnel who conduct asylum interviews, make asylum decisions, work at asylum reception centres and process residence cases. Among other things, we have produced a guide for interviewers in asylum cases where we suspect or have concrete information about human trafficking. In such cases, the applicant is informed about the possibility of being granted a temporary residence permit, safe accommodation, legal assistance to report traffickers to the police and counselling through the ROSA project. We also establish contact with bodies that can help and have procedures for reporting such matters to child welfare services and the police.

### More people apply for a period of reflection

The UDI can grant a so-called period of reflection for six months to victims of human trafficking. The goal is for the victims to succeed in breaking contact with the trafficking scene and for the traffickers to be prosecuted. In 2009, 50 persons were granted a permit on these grounds, compared with 40 in 2008. The increase is probably due to the fact that the scheme was better known and that the police have intensified their efforts against traffickers.

The UDI can also grant temporary residence permits while a criminal case is being processed. Victims who testify in a criminal case concerning human trafficking can apply for a permanent residence permit.

### Cooperation against human trafficking

The UDI is part of the national coordination unit for victims of human trafficking (KOM). We work together with other agencies and organisations to coordinate measures, establish a uniform and good system of assistance for possible victims of human trafficking and strengthen our expertise in the field. The coordination unit has produced information material that is used by case officers and employees at reception centres, among others.

### Separate return programme

Victims of human trafficking are entitled to be offered protection and fundamental rights in their home country. This is an important factor in our assessment of asylum applications. For those whose asylum applications are rejected or who no longer hold a residence permit in Norway, there is a return programme that aims to facilitate safe and dignified return to the person's home country.



flykte, jeg mener at gud kommer  
Side 10

### ASYLGRUNNLAGET

Da vil jeg at vi tar oss  
Afghanistan og

#### Problem

jeg opptatt av butikker  
tillegg til at vi kunne gi  
å presse oss for mat. Jeg  
bra

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” Our top priority in 2010 is to reduce case processing times.

## Case processing times are too long

Many cases took longer to process than we hoped for in 2009. At the end of the year, the number of unprocessed cases was 38,000, and more than 7,000 applicants had waited more than a year for a decision.

### Many complicated cases

In 2009, we processed 85,000 residence cases and 16,000 asylum cases – 11,000 more cases than in 2008. Even though we increased our efficiency and productivity, the number of unprocessed cases nevertheless increased. This is partly due to the great increase in the number of applications received, and partly because we gave priority to complicated cases that demanded more resources at the expense of simpler cases.

### Different case processing times in different cases

The number of asylum applications received in 2009 was the second highest ever, and asylum cases are very time-consuming to process. We focused on conducting asylum interviews as quickly as possible, and completed a total of 12,300 interviews. Because case officers spent more time conducting interviews, there was less time to make decisions, and the case processing time for asylum applications processed in 2009 was 220 days. Applications from persons who

### Shorter queues. Better service.

Our top priority for 2010 is to reduce case processing times, and we have already implemented several measures to achieve this.

#### New electronic solutions

In 2009, we gave priority to the work of establishing online self-service solutions and a joint electronic archive for the whole immigration administration. These projects will save time and resources both for us and for users, and they will help to reduce case processing times. Towards the end of the year, we also took on many new case officers in the asylum department. Thus we start 2010 with better capacity for processing asylum applications.

#### More predictable case processing times

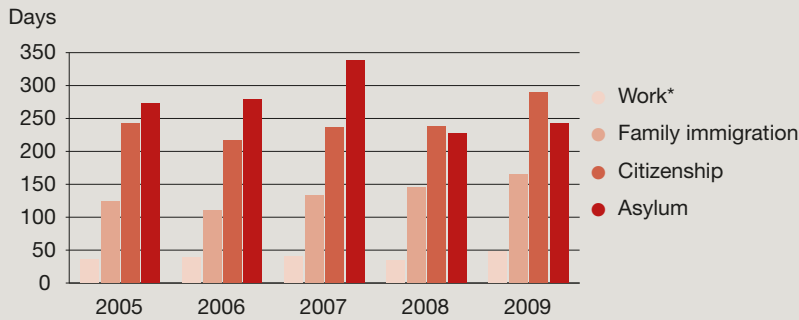
We also want case processing times to be more predictable. In the coming year, we will make efforts to achieve

this by fixing case processing times for work and visa cases. If we are to meet these times, the applicants must enclose all the required information and documentation.

#### Better organisation

The UDI also wishes to make changes to how the immigration administration is organised. The situation today means that a lot of time is spent sending cases back and forth between the UDI, the police and the Foreign Service Missions. That is why we have cooperated with the police to propose a better organisation of the first-line service that, in our opinion, will speed up case processing and provide better service for users.

**Figure 32. Case processing times (median) for work, family, citizenship and asylum cases, respectively. 2005–2009**



\* The 2009 figures for work permits cover the period from January to September. On 1 October, the work and residence permit scheme for most non-Nordic EEA nationals was replaced by a registration requirement.

stated that they were unaccompanied minor asylum seekers were given priority, and, on average, these cases were processed in about six months.

We received fewer applications for work permits in 2009 than in 2008, but the median case processing time nevertheless increased from 34 to 47 days. This was due to the many unprocessed cases that were carried over from 2008, which meant that new cases had to wait a long time to be processed. Many of the case officers were also busy with the preparations for the new Immigration Act and developing new ICT solutions.

The case processing time in family immigration cases was 165 days. We gave priority to applications from children without parents in their home country and persons who applied for family immigration with labour immigrants in Norway. In the second half of the year, we deployed extra resources to make decisions in cases that were overdue.

Expulsion was a priority area in 2009, and we processed more cases than in previous years. The main reason for this was that many of the decisions were made in connection with rejections of asylum applications, and that more asylum seekers came to Norway in 2009 than for several years.

#### How do we measure the case processing times?

To give an idea of how long it can take to process a case in the UDI, we use the number of days that elapsed before half of the decisions were made (the median figure). In other words, an equal number of cases took either shorter or longer time to process than the stated value.

The median provides a better picture of the case processing times than the average case processing time. A small number of cases that have taken a very long or a very short time to process

can affect average case processing times, but it will not affect the median figure shown here.

At [www.udi.no](http://www.udi.no), you can find information about expected case processing times. The published case processing times are based on how much time we spent processing the majority of applications in the past three months, and they also take into account the composition of the cases and how we prioritise.

The case processing time in citizenship cases has been long for a long time, and it was 288 days in 2009. Persons who apply for citizenship already live in Norway on a valid permit. In a situation where the case processing capacity was under pressure, we had to give less priority to these cases.

#### Capacity affects the UDI's statistics

Longer case processing times and many unprocessed cases influence the number of people granted permits in Norway. The number of decisions made in differ-

ent types of cases in 2009 does not necessarily reflect the actual trend for the number of applications. When citizenship cases are given lower priority, the number of new Norwegian citizens will therefore be lower than the number of applications would indicate. Likewise, increased case processing capacity in 2010 will probably lead to an increase in the number of persons who are granted permits, without the number of applications necessarily rising.



## Electronic solutions mean better service

A new and more modern immigration administration is under way. Online self-service solutions and electronic case processing will save time and resources for both users and case officers.

### Simplified application process

In autumn 2008, it became possible to apply for a visitor visa online at the foreign service missions in Kiev, Moscow and London. In January 2009, the foreign service missions in St Petersburg, Murmansk and Baku also started using the system, and, in October, Hanoi, Manila and Bangkok were connected to the system. Over 60 per cent of those who received a visa decision in 2009 submitted their application at a foreign service mission that accepts online applications. In 2010, even more foreign service missions will start using the new solution, and most people who apply for a visa to Norway will be able to do so on the Internet.

Soon, users can also apply for all types of residence permits and citizenship online using the Online Application solution. Residence permits include family immigration, work, au pair

and study permits, and in 2010, the whole immigration administration will start using the solution.

*Using Online Application*, users can submit their applications where and when they want, regardless of opening hours and without having to queue up. The online solution can be used to

- apply for a visa, residence permit or citizenship
- pay application fees
- book an appointment to submit documentation to the police or the foreign service mission
- check that the application has been received.

### Easier access to documents

Large amounts of paper documents in the immigration administration are now being replaced by a joint electronic archive. In autumn 2009, we started a pilot project for the storage of all incoming and outgoing documents. The pilot project included the archive and the UDI's Department of Managed Migration, the foreign service missions in Manila and Tehran, and Rogaland and Søndre Buskerud police districts.

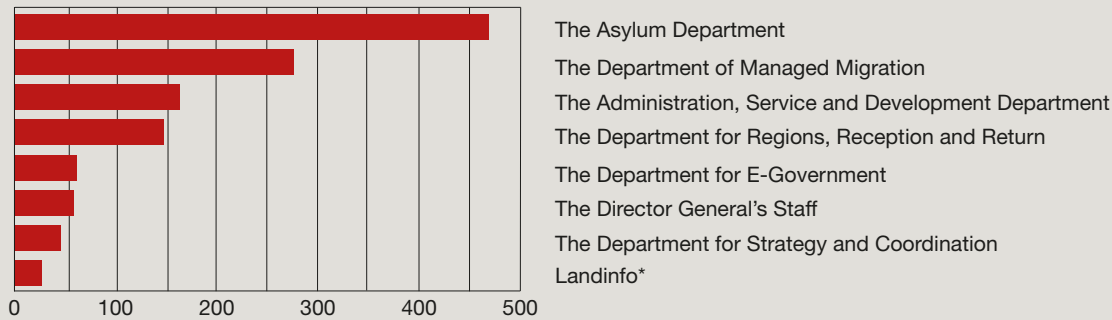
Before the end of 2010, the whole of UDI, all the Foreign Service Missions, the Directorate of Integration and Diversity, the Immigration Appeals Board and the biggest police districts will be using the electronic archive. Every case officer in the immigration administration will then gain access to the same information at the same time, and they do not have to wait for documents to arrive by post. This will also mean a reduction in case processing times in the long term and better service to our users.

### The EFFEKT programme

The immigration administration's goals are good service, high efficiency and short case processing times. This will be achieved through measures such as EFFEKT, which is the immigration administration's big development programme in the ICT area. This development programme is a collaboration between the Directorate of Immigration (UDI), the police, the Immigration Appeals Board (UNE), the Norwegian Directorate of Integration and Diversity (IMDi) and the Foreign Service Missions. The UDI is the programme owner.

**Figure 33. UDI employees, by department**

The UDI had 1,119 full-time equivalents and 1,251 employees. Figures at 31 December 2009



\* Landinfo is an independent expert body, but is administratively affiliated to the UDI.

## High level of expertise, diversity and growth

The UDI continued to grow in 2009. At the end of the year, the number of employees was 1,250, 180 more than the year before. The typical UDI employee is a 38-year-old woman with a Master's degree.

### Desire for diversity

The UDI took on many new employees in 2009, primarily to meet the increase in the number of asylum applications.

When we hire new employees, we make conscious efforts to recruit people with different qualifications and backgrounds. At year end, our youngest employee was 19 years old, and the oldest was 68. Seventeen per cent were from immigrant backgrounds, and seven out of ten were women.

Our employees have different educational backgrounds, but most have higher education. Three out of five UDI employees had Master's degrees or the equivalent, most in social sciences, law and the humanities.

### Career and development

Facilitating professional development, internal mobility and career development is important to us. The UDI is a big organisation, and it benefits both individual employees and the organisation as a whole that our employees have experience from several of our specialised fields of expertise.

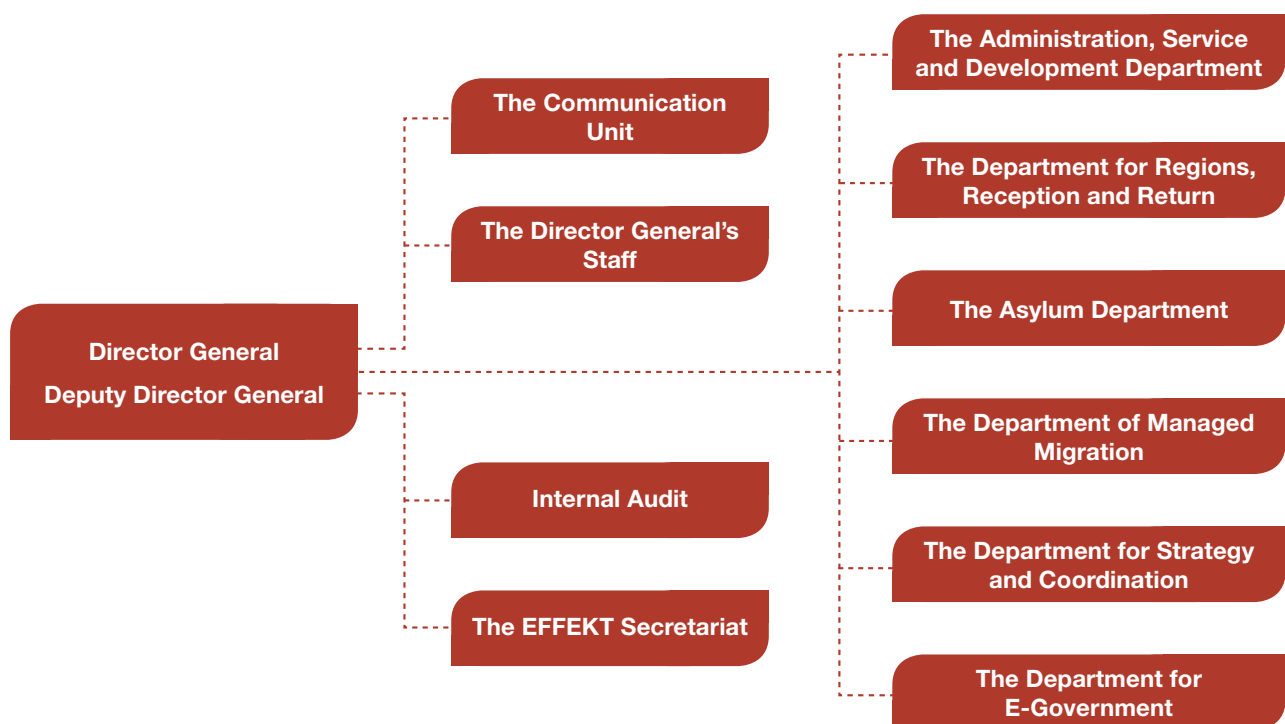
With almost 200 new employees and 40 new managers, we spent a lot of time on training in 2009. We strengthened the introductory training for new employees and managers. We also started using e-learning to improve and streamline the training of employees, for example in connection with the introduction of the new Immigration Act.

### Efforts to reduce sickness absence

In 2009, the sickness absence in the UDI was 7.6 per cent, i.e. two percentage points above the average sickness absence for state employees. The 'Happy and pregnant' project had positive effects. After we hired a midwife to help to facilitate the work situation for pregnant women, sickness absence in this group fell from 16 to 12 per cent.

To get a better idea of how to reduce sickness absence in the time ahead, we surveyed the most important 'presence factors' for employees who have had little sickness absence during the last two years. This work will continue in 2010.

” Facilitating professional development, internal mobility and career development is important to us.



Lena Grønland (43) grew up in the former Soviet Union. In 1990, she moved from Jalta in the Ukraine to Norway. Here, she gained a Master's degree in language and economic studies at the University of Oslo, and later took further education as a teacher and supervisor for interpreters.

After eleven years in the UDI as a secretary, executive officer, senior executive officer and advisor, she is now head of the unit that recruits and follows up several hundred interpreters and translators. The unit is responsible for finding interpreters for asylum interviews and for the translation of information material and documents that the case officers in the immigration administration need in order to process incoming applications.

# The UDI's management



**Ida Børresen**  
*Director General*

” I am proud of our skilled work force, their multitude of experiences and qualifications.



**Frode Forfang**  
*Deputy Director General*

” The most important thing for the UDI right now? Reducing case processing times and improving service.



**Stephan Mo**  
*Head of the EFFEKT secretariat*

” The new electronic solutions are a leap towards better service and a more efficient immigration administration.



**Bente E. Engesland**  
*Communication Director,  
the Communication Unit*

” The media pressure on the UDI is high. We wish to contribute to openness, insight and service. The goal is a debate that is less dominated by myths.



**Rebekka Gundhus**  
*Department Director, the Department for  
E-Government*

” Case processing in the immigration field takes place throughout the country and all over the world, at all times of the day. That is why case officers and the users need robust ICT solutions.



**Anne Siri Rustad**  
*Department Director, the Department for Regions, Reception and Return*

” There is often less resistance to the opening of an asylum reception centre than to the closure of the same reception centre.



**Astrid Aksnessæther**  
*Department Director, the Administration, Service and Development Department*

” Our internal services are our nervous system – they are invisible when they function as they should, and essential to both staff and users.



**Hanne Jendal**  
*Department Director, the Asylum Department*

” Whether an application is granted or rejected has major consequences for the rest of the applicant’s life. Last year, we made 16,000 such decisions.



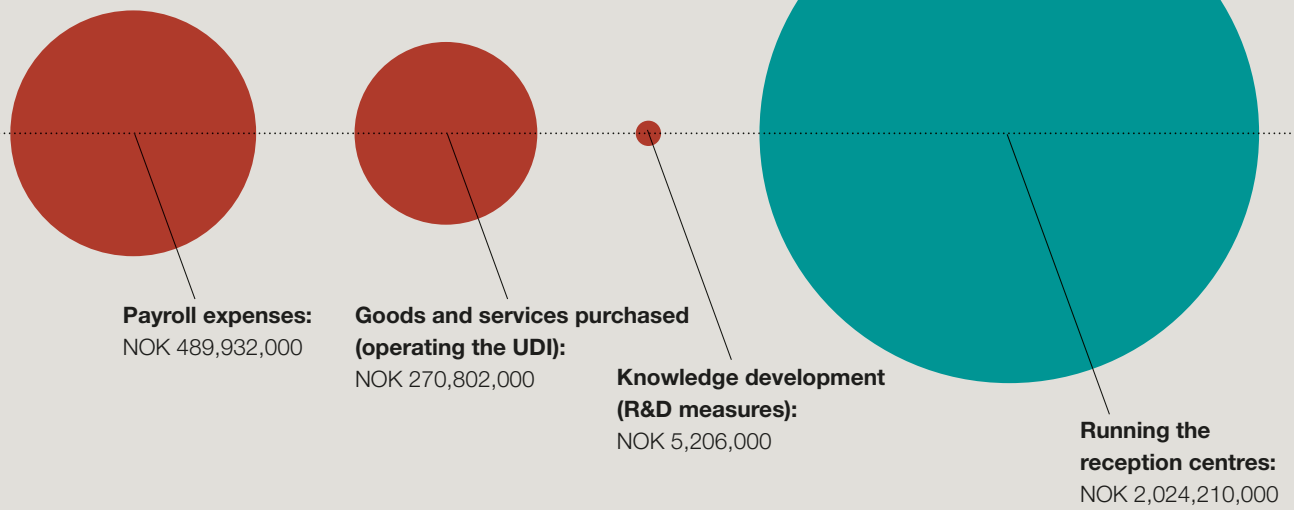
**Karl Erik Sjøholt**  
*Department Director, the Department of Managed Migration*

” Every day, we help to provide qualified foreign workers for the Norwegian business community.



**Gry Aalde**  
*Department Director, the Department for Strategy and Coordination*

” The migration situation is complex and constantly changing. It is our job to understand and communicate what is happening in both Norway and Europe.



## More asylum seekers resulted in a larger budget

In 2009, the UDI had a total budget of NOK 3.5 billion – NOK 1.4 billion more than in 2008. The marked increase in appropriations came as a result of the high number of asylum seekers to the country, and most of it was spent on covering the extra costs of running the asylum reception centres.

### Increased spending on reception centres

The UDI has overall responsibility for solving tasks in the area of immigration administration. The scope of the tasks is related to the number of applications we receive, and the number of people living at asylum reception centres at all times.

In 2009, we received many asylum applications, and this led to an increase in the resources required in the asylum and reception field. In total, almost NOK 2.7 billion was spent on running the asylum reception centres and on compensation to the municipalities that host the centres. That is almost twice as much as the year before. At the same time, we increased budget provision for costs relating to the use of interpreters at asylum interviews and various support schemes and grants for asylum seekers and resettlement refugees.

### More money for operation

The UDI's operating budget was NOK 761 million, NOK 115 million more than in 2008. The increase was the result of increased payroll expenses due to our recruiting more case officers. In total, 64 per cent of the operating expenses were spent on wages.

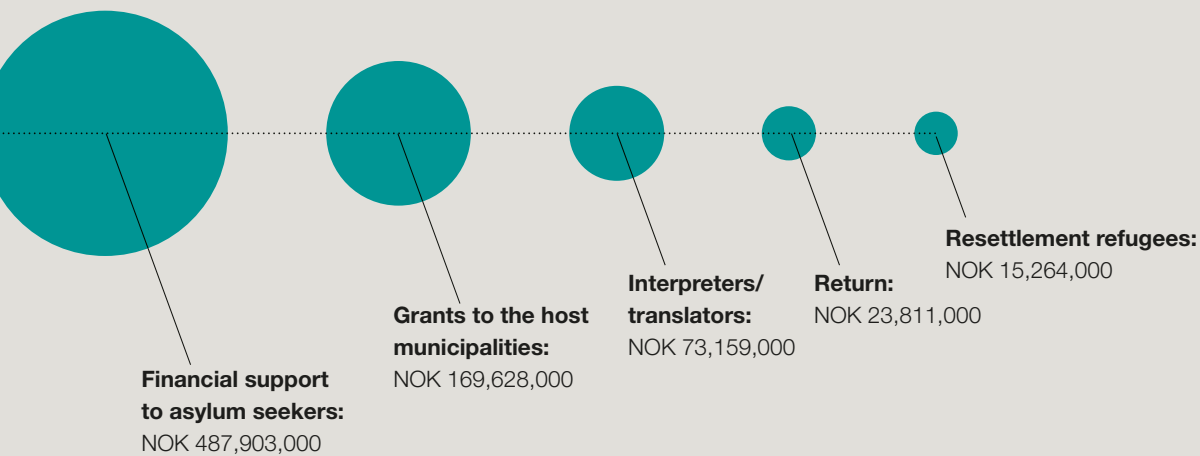
### Good balance in the accounts

The UDI's accounts are prepared in accordance with the accounting regulations for the government administration. This means that all expenses are entered in the accounts the year they are incurred. The accounts for 2009 show our expenses are under control. All the items are on or below budget.

### Political control

The UDI's activities are financed via the government's budget, and the political priorities and requirements regarding the tasks we are given are defined by the ministry that is in charge of immigration. In 2009, this was the Ministry of Labour and Social Inclusion, and in 2010, it is the Ministry of Justice and the Police. It is our responsibility to prioritise resources and organise our activities so that we achieve our goals without exceeding the appropriations. Our tasks and priorities can change markedly from one year to the next, and resource requirements can change during the course of the year.





#### Overview of the accounts (figures in NOK 1,000). 2008–2009

<b>Financial accounts</b>		<b>2008</b>	<b>2009</b>
<b>Operation of the UDI</b>		645,400	760,734
	Payroll expenses	401,742	489,932
	Operating expenses	243,658	270,802
<b>Running of asylum reception centres</b>		1,376,649	2,512,113
	Grants for residents	261,774	487,903
	Operating expenses for reception centres etc.	1,114,875	2,024,210
<b>Interpretation and translation</b>		54,802	73,159
<b>Knowledge development – migration</b>	R&D projects	5,046	5,206
<b>Grants to host municipalities for reception centres</b>		*	169,628
<b>Return and repatriation of refugees</b>	Projects and individual funding	20,049	23,811
<b>Settlement of resettlement refugees</b>	Support schemes	3,036	5,973
<b>Travel expenses for resettlement refugees</b>		9,257	9,291
<b>Other expenses</b>		9,803	
<b>Total</b>		<b>2,124,042</b>	<b>3,559,915</b>

\* In 2009, this item was part of the expenses under the item Running of asylum reception centres.

# Prioritisation of resources

In 2009, we received many applications for permits, and we also had many other major tasks besides case processing. The amount of cases made great demands on our efficiency and productivity, and we had to prioritise carefully.

## Measuring the use of resources

To assess whether the UDI makes optimal use of its resources, we cost products, calculating the use of resources in relation to different tasks.<sup>1</sup> For example, this means that we calculate how much it costs to process different types of applications, administrative costs per place at reception centres, and how much we spend on general tasks such as international work, statistics and user service. The calculations also enable us to monitor how time spent on certain tasks changes over time.

## New ICT solutions are expensive

The amount and composition of the tasks changes from one year to the next, and this affects how we prioritise the resources at our disposal. Among items that do not involve deciding applications, the modernisation of the electronic solutions in the immigration administration and the work on the implementation of the new Immigration Act were among the most expensive tasks in

<sup>1</sup> In the cost accounts, the figures are adjusted for deductions for maternity and sickness benefits, joint services to IMDi and Landinfo etc.

2009. These projects cost NOK 65 and NOK 39 million, respectively, which accounted for 14 per cent of our operating budget. The accounts also show a significant increase in the item User service. In total, we spent NOK 72 million, or approximately 10 per cent of our operating budget, on the Information Service, the Service Centre and other user services. This is an increase of almost NOK 17 million from 2008.

## Asylum decisions are time-consuming

Expenses relating to asylum decisions and asylum interviews accounted for a third of the operating budget in 2009. By comparison, we spent just over a fifth of the operating budget on making five times as many decisions in residence cases.

In other words, asylum decisions are far more expensive than other types of decisions. In 2009, it cost an average of NOK 21,000 to process an asylum application, including the costs of asylum interviews. That is about 7 times more than a decision in a family immigration case, 13

times more than a citizenship decision, 22 times more than a visa decision and 32 times more than a decision regarding a work permit for an EEA national.

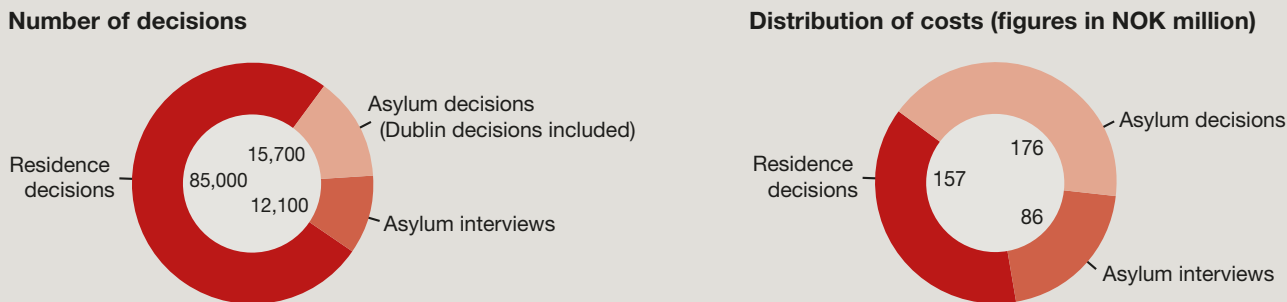
There are also significant differences between different types of asylum decisions. A Dublin decision takes less time and is less expensive than a decision in a case that is considered on its merits, while decisions regarding applications from unaccompanied minor asylum seekers are very demanding in terms of time and money.

The differences show how prioritising between different case types can affect overall case processing times. If we make it a priority to process resource-intensive cases, the case processing time for simpler cases will be longer.

## More efficient in 2009

Even though the number of unprocessed cases increased, we made more decisions at a lower unit cost in 2009 than in 2008. This was the result of a number of measures to make us more productive and efficient. Clearer procedures, clari-

Figure 34. Distribution of costs and decisions in asylum and residence cases. 2009



**” In total, we spent NOK 72 million, approximately 10 per cent of our operating budget, on user services.**

fications and improved cooperation with external parties are examples of measures that resulted in a major reduction in unit costs for processing applications for family immigration, visas, settlement permits and EEA permits.

Even though the processing time for the work-related applications increased in 2009, our productivity nonetheless improved. In 2009, we processed 38 work-related cases in 100 hours, compared with 30 cases the year before. Expulsion cases have the highest unit cost of all the residence cases, because the level of control is so high and because they are demanding to process.

The unit costs for asylum decisions increased somewhat in relation to 2008, however, because there were more complicated cases. We nevertheless managed to reduce unit costs for asylum interviews, and changes in certain procedures have also led to increased efficiency in making decisions, which will produce results in 2010.

**Product costing for decisions in residence and asylum cases. 2006–2009**

**Residence cases – decisions and appeals**

Year	Product cost	Number	Unit cost	Change in unit cost
2009	157 335 630	84 941	1 852	- 21%
2008	185 540 537	79 535	2 333	18%
2007	166 895 721	84 537	1 974	0%
2006	128 364 867	64 858	1 979	

**Asylum decisions (cases considered on their merits, asylum interviews not included)**

Year	Product cost	Number	Unit cost	Change in unit cost
2009	157,564,865	11,152	14,129	5%
2008	105,111,118	7,812	13,455	- 3%
2007	74,456,018	5,384	13,829	- 3%
2006	49,541,503	3,470	14,277	



# New Immigration Act simplifies and tightens the rules

The new Immigration Act and the pertaining Immigration Regulations entered into force on 1 January 2010. This entails a number of important changes, especially in relation to EU/EEA cases, family immigration and asylum cases.

The introduction of the new Immigration Act required extensive preparation. In 2009, the UDI therefore spent a lot of time adapting its computer systems, updating guidelines, preparing new information material and training all our employees in the new regulations. The goal was to achieve a smooth transition and to ensure efficient case processing from the day that the act entered into force.

## **Simpler labour immigration for EU/EEA nationals**

The new act entails a simpler system for EEA nationals who have received an offer of employment in Norway. With the exception of Bulgarian and Romanian nationals applying for a first-time residence permit in Norway, EEA nationals no longer need to apply for residence permits. They only need to register with the police and submit documentation of the employment relationship. If family

members of the labour immigrants are EEA nationals, they can also register with the police and move here. If the family members are not EEA nationals, they have to apply for a so-called residence card.

Those who are covered by the EEA Regulations will now be entitled to permanent residence in Norway after five years' residence in the country.

## **Stricter rules for family immigration**

The new act and regulations contain a more stringent requirement for subsistence in family immigration cases. The requirement that the reference person (the person with whom the applicant is applying to be reunited or set up a family) must document a future income corresponding to salary grade 8 in the pay scale for Norwegian government employees still applies.

In addition, a requirement has been introduced that the person living in Norway must document that he/she has had sufficient income during the past year. As a rule, the sponsor must not have received social security benefits during the last year. The requirement for subsistence now also applies to spouses and children of Norwegian nationals. The regulations contain a few exceptions from the requirement for previous and future income in certain cases.

## **More people will be granted refugee status**

More asylum seekers will now be granted refugee status. Both people who are granted asylum and people who are granted protection from being returned will be given refugee status and thus have the same rights as refugees.



**” Our goal was to achieve a smooth transition and to ensure efficient case processing from the day that the act entered into force.**

#### **New terms**

The new act also entails several changes in terminology that makes the Norwegian expressions more in line with international terms. For example, the word asylum is replaced by the word protection to reflect the term used in international refugee law. The term settlement permit is changed to permanent residence permit. In addition, the term work permit will no longer be used, and all permits are now called residence permits.

Read more about the new Immigration Act on our website: [www.udi.no/newact](http://www.udi.no/newact)

#### **Better dialogue with users**

**Explaining regulations and communicating legal messages in understandable terms is a difficult task. In 2009, we worked hard to improve both our oral and written communication with our users.**

##### **Using clearer language**

It is very important that our users understand the information we provide and the decisions we send them. In the past year, we have put a lot of effort into improving the content of our texts. Our new language profile, which requires the use of simple and clear language, is intended to help us to adapt information to those we wish to reach. This work on language will continue in 2010.

##### **Better oral communication**

We have also worked systematically on how we best can greet, understand and inform users who contact us by phone. We have developed a conversation method aimed at making it easier

to understand what information callers need so that we can provide it in a simple and professional manner.

##### **More arenas**

We also created more physical and online arenas. There was great interest in our four information meetings, and many people came to talk to us about regulations, permits and career opportunities at the UDI's Open Day.

We also started using Twitter in 2009, and at the end of the year, Director General Ida Børresen had more than 1,100 followers. Feel free to follow us: [twitter.com/IdaBorresen](https://twitter.com/IdaBorresen) and [twitter.com/Utlendingdir](https://twitter.com/Utlendingdir).



Mar

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**Table 1. Work permits, by type of permit. 2000–2009**

	Basis for settlement permit		Renewable permits		Non-renewable permits				Total number of first-time permits			Change from the previous year	Change from the previous year in %
	Specialist/ skilled worker	Other grounds	Up to 4 years	Up to 2 years	Seasonal	Other	EEA	Other	permits	Renewals	Total		
2000	515	13	664	21	9 930	2 479	2 234	-	15 856	2 437	18 293	627	4 %
2001	817	23	920	76	11 896	2 743	2 518	1	18 994	2 594	21 588	3 295	18 %
2002	1 730	28	1 070	247	15 714	2 819	2 549	1	24 158	3 247	27 405	5 817	27 %
2003	1 126	16	754	147	17 886	2 473	3 237	11	25 650	3 692	29 342	1 937	7 %
2004	747	10	967	125	4 854	2 128	24 180	-	33 011	6 966	39 977	10 635	36 %
2005	1 223	20	895	119	1 816	1 120	22 711	518	28 422	22 047	50 469	10 492	26 %
2006	2 011	16	996	142	1 909	1 189	34 237	28	40 528	30 297	70 825	20 356	40 %
2007	2 913	93	1 454	170	2 552	948	46 778	5	54 913	42 955	97 868	27 043	38 %
2008	3 384	124	945	203	2 245	586	45 080	4	52 571	48 495	101 066	3 198	3 %
2009	2 577	111	920	262	2 218	337	16 775	2	23 202	32 849	56 051	-45 015	-45 %

The figures may differ from figures stated in reports for previous years. This is due to the fact that some cases are registered in the computer system some time after the permit has been granted and are therefore not included in the statistics for that year.

The figures show the total number of first-time permits and renewals granted by all instances, including the police and the Immigration Appeals Board (UNE).

On 1 October 2009, the residence permit requirement ceased to apply for most EEA nationals. This is the main reason for the decline in the number of granted work permits from 2008 to 2009.

Explanation of symbols in tables and figures	Symbol
No figures can occur	.
Zero	-
Less than 0.5 of unit	0

**Table 2. Work permits, by type of permit and citizenship. 2009**

Citizenship	Basis for settlement permit		Renewable permits		Non-renewable permits				Total number of first-time permits	Renewals	Total
	Specialist/skilled worker	Other grounds	Up to 4 years	Up to 2 years	Seasonal	Other	EEA	Other			
Australia	73	3	12	117	14	4	2	-	225	119	344
Austria	-	-	-	-	-	-	67	-	67	61	128
Belarus	15	-	4	-	199	15	-	-	233	23	256
Belgium	3	-	-	-	-	-	47	-	50	44	94
Bosnia-Herzegovina	29	2	49	-	38	-	-	-	118	141	259
Brazil	58	4	16	-	48	5	-	-	131	58	189
Bulgaria	4	-	-	-	-	3	640	-	647	584	1 231
Canada	83	13	25	61	17	6	-	-	205	121	326
China	223	-	23	-	4	22	-	-	272	214	486
Croatia	21	5	2	-	75	-	-	-	103	102	205
Czech Republic	1	-	-	-	-	-	138	-	139	201	340
Estonia	-	-	-	-	6	-	518	-	524	710	1 234
France	2	-	-	-	-	1	322	-	325	216	541
Germany	17	-	-	-	-	-	1 359	-	1 376	1 374	2 750
Greece	-	-	-	-	-	-	33	-	33	43	76
Hungary	3	-	1	-	-	-	182	-	186	345	531
India	431	4	109	4	97	8	-	-	653	753	1 406
Indonesia	30	-	8	-	4	-	-	-	42	23	65
Iran	73	3	2	-	2	-	-	-	80	50	130
Iraq	1	1	-	-	2	-	-	2	6	58	64
Ireland	1	-	-	-	-	-	69	-	70	46	116
Italy	1	-	-	-	-	-	221	-	222	139	361
Kenya	6	1	64	-	8	5	-	-	84	10	94
Latvia	4	-	-	-	2	-	753	-	759	868	1 627
Lithuania	2	-	-	-	-	-	2 504	-	2 506	4 879	7 385
Malaysia	22	-	50	-	1	-	-	-	73	29	102
Mexico	28	-	2	-	22	1	-	-	53	19	72
Moldova	4	-	4	-	59	26	1	-	94	12	106
Nepal	9	-	12	-	48	-	-	-	69	12	81
Netherlands	3	-	-	-	-	-	287	-	290	273	563
New Zealand	22	1	2	23	52	1	2	-	103	33	136
Nigeria	28	7	2	-	1	-	-	-	38	37	75
Pakistan	55	3	2	-	-	-	-	-	60	43	103
Philippines	204	4	13	10	91	50	-	-	372	440	812
Poland	13	-	-	-	-	-	6 325	-	6 338	15 798	22 136
Portugal	-	-	-	-	-	-	149	-	149	112	261
Romania	11	-	2	-	-	-	1 684	-	1 697	1 540	3 237
Russia	229	3	18	39	250	62	-	-	601	440	1 041
Serbia	78	6	4	1	84	3	-	-	176	191	367
Slovakia	1	-	-	-	-	-	403	-	404	812	1 216
South Korea	21	1	31	-	-	1	-	-	54	25	79
Spain	-	-	-	-	-	1	200	-	201	132	333
Switzerland	1	-	-	-	-	1	53	-	55	35	90
Thailand	18	-	4	-	95	-	1	-	118	17	135
Turkey	32	-	10	-	21	1	-	-	64	45	109
Ukraine	118	2	51	2	375	85	-	-	633	174	807
United Kingdom	12	-	2	1	-	-	791	-	806	529	1 335
USA	220	18	145	-	54	19	-	-	456	342	798
Venezuela	24	1	-	-	-	-	-	-	25	71	96
Vietnam	20	-	-	-	397	-	-	-	417	19	436
Other countries	323	29	251	4	152	17	24	-	800	487	1 287
<b>Total</b>	<b>2 577</b>	<b>111</b>	<b>920</b>	<b>262</b>	<b>2 218</b>	<b>337</b>	<b>16 775</b>	<b>2</b>	<b>23 202</b>	<b>32 849</b>	<b>56 051</b>

On 1 October 2009, the residence permit requirement ceased to apply for most EEA nationals.



**Table 3. Study permits, by type of permit and citizenship. 2009**

Citizenship	Student	Folk high school	Post doctoral degree	Au pair	Trainee	Other work permits for study purposes	EEA	Total number of first-time permits	Renewals	Total
Australia	92	-	2	1	2	-	-	97	9	106
Austria	-	-	-	1	1	-	99	101	9	110
Bangladesh	50	-	1	1	-	-	-	52	24	76
Belarus	22	3	-	3	76	-	-	104	45	149
Belgium	1	-	-	-	-	-	61	62	3	65
Brazil	41	4	5	15	4	-	-	69	26	95
Bulgaria	-	-	-	3	-	-	15	18	27	45
Cameroon	32	1	-	-	-	-	-	33	33	66
Canada	113	7	3	-	7	-	-	130	28	158
China	389	2	24	14	35	-	-	464	415	879
Czech Republic	-	-	-	-	1	1	120	122	21	143
Ethiopia	89	-	-	-	1	-	-	90	144	234
France	-	-	-	-	1	-	356	357	28	385
Germany	6	-	-	1	-	-	680	687	128	815
Ghana	62	6	1	-	-	-	-	69	96	165
Hungary	1	-	-	1	-	-	78	80	7	87
India	82	22	6	4	7	-	-	121	35	156
Indonesia	35	-	-	22	-	-	-	57	54	111
Iran	67	-	4	-	-	-	-	71	38	109
Italy	1	-	-	-	-	-	232	233	30	263
Japan	50	3	11	-	1	-	-	65	28	93
Kenya	16	5	-	11	-	-	-	32	39	71
Latvia	-	-	-	-	-	-	89	89	17	106
Lithuania	-	-	-	1	-	-	69	70	28	98
Mexico	38	1	-	4	2	-	-	45	13	58
Nepal	132	6	-	3	-	-	-	141	86	227
Netherlands	1	-	-	-	-	2	124	127	18	145
Nigeria	36	1	-	-	1	-	-	38	38	76
Pakistan	100	-	-	1	1	-	-	102	110	212
Peru	11	4	1	35	1	-	-	52	29	81
Philippines	38	75	-	1 328	1	-	-	1 442	1 064	2 506
Poland	1	-	-	1	35	-	181	218	82	300
Romania	-	-	-	9	-	-	64	73	38	111
Russia	278	18	4	29	36	1	-	366	292	658
Serbia	47	2	-	7	2	-	-	58	60	118
Singapore	102	1	-	-	-	-	-	103	6	109
Slovakia	-	-	-	-	-	-	54	54	4	58
South Korea	78	-	1	1	3	-	-	83	15	98
Spain	-	-	-	-	-	-	229	229	19	248
Sri Lanka	22	1	-	1	2	-	-	26	27	53
Sudan	25	-	3	-	-	-	-	28	18	46
Switzerland	1	-	-	-	-	-	46	47	7	54
Tanzania	61	-	1	2	-	-	-	64	55	119
Thailand	37	1	1	53	1	-	-	93	63	156
Turkey	40	-	2	1	5	-	-	48	27	75
Uganda	40	1	-	2	1	-	-	44	53	97
Ukraine	55	2	-	67	88	14	-	226	184	410
United Kingdom	3	1	-	-	-	-	67	71	13	84
USA	309	19	18	15	8	-	-	369	60	429
Vietnam	27	4	-	33	-	-	-	64	38	102
Other countries	405	18	9	40	24	2	92	590	402	992
<b>Total</b>	<b>3 036</b>	<b>208</b>	<b>97</b>	<b>1 710</b>	<b>347</b>	<b>20</b>	<b>2 656</b>	<b>8 074</b>	<b>4 133</b>	<b>12 207</b>

On 1 October 2009, the residence permit requirement ceased to apply for most EEA nationals.

**Table 4. Family immigration permits, by citizenship. 2001–2009**

Citizenship	2001	2002	2003	2004	2005	2006	2007	2008	2009
Afghanistan	382	510	387	318	507	471	362	445	391
Australia	71	61	58	86	74	108	134	101	105
Belarus	30	45	32	52	48	39	41	46	59
Bosnia-Herzegovina	165	169	94	147	124	94	120	120	104
Brazil	130	129	156	191	234	262	317	311	366
Bulgaria	71	73	61	74	63	46	75	98	130
Burundi	7	3	6	21	29	38	39	45	67
Canada	96	97	56	72	95	89	132	130	135
Chile	116	140	101	144	107	105	80	112	87
China	134	228	156	226	217	240	279	284	292
Cuba	61	68	48	78	48	60	47	61	66
Dem. Rep. of Congo	19	21	11	3	41	45	42	51	83
Eritrea	47	46	26	42	34	49	78	142	237
Estonia	60	65	53	67	56	66	90	88	98
Ethiopia	152	226	63	157	172	131	157	188	238
France	164	158	135	131	156	171	198	182	136
Germany	382	426	401	563	558	768	1 456	1 630	835
Ghana	83	91	54	77	71	71	69	83	77
India	159	161	132	162	176	246	496	478	431
Indonesia	29	24	42	49	46	57	72	85	79
Iran	288	268	252	260	205	174	152	172	176
Iraq	1 696	1 737	940	909	933	626	436	654	762
Italy	44	58	47	55	45	66	88	75	69
Kenya	26	52	30	56	66	48	76	73	57
Kosovo	.	.	.	.	.	.	.	1	128
Latvia	47	65	58	53	60	80	140	154	182
Lithuania	82	136	106	162	238	382	643	749	655
Macedonia	55	64	37	30	49	46	49	54	67
Mexico	34	29	58	34	38	48	43	63	73
Morocco	196	204	125	126	119	112	144	119	122
Myanmar/Burma	1	8	3	41	80	114	104	103	126
Netherlands	214	188	171	271	358	424	509	501	246
Nigeria	45	36	22	64	51	67	77	73	90
Pakistan	566	545	518	496	461	392	431	438	500
Philippines	366	457	396	437	433	412	618	580	703
Poland	232	289	247	390	748	1 702	3 292	4 423	2 773
Romania	96	97	73	98	111	104	162	361	333
Russia	637	905	797	742	653	595	658	607	620
Serbia*	438	490	283	359	276	258	180	264	181
Slovakia	27	24	26	45	38	21	57	97	59
Somalia	645	1 707	652	689	929	913	1 003	1 179	1 027
Spain	39	60	35	49	53	57	68	52	85
Sri Lanka	236	221	148	183	135	121	133	129	93
Thailand	650	918	780	1 099	1 014	943	1 073	1 214	1 248
Turkey	490	465	445	418	369	279	246	261	362
Ukraine	88	153	129	155	133	148	177	245	247
United Kingdom	394	420	330	453	420	437	446	383	286
USA	437	439	322	423	355	410	453	528	459
Vietnam	325	291	171	334	240	154	203	196	114
Stateless	57	135	94	109	88	131	205	534	539
Other countries	1 333	1 405	1 102	1 550	1 481	1 561	1 763	1 804	1 714
<b>Total</b>	<b>12 142</b>	<b>14 607</b>	<b>10 469</b>	<b>12 750</b>	<b>13 035</b>	<b>13 981</b>	<b>17 913</b>	<b>20 766</b>	<b>18 112</b>

\* For the years from 2001 to 2006, nationals of Montenegro are included. Nationals of Kosovo were included until 2008. On 1 October 2009, the residence permit requirement ceased to apply for most EEA nationals.

**Table 5. Family immigration permits, by the sponsor's grounds for residence and the applicant's citizenship. 2009**

Citizenship	Norwegian or Nordic national	Foreign national with settlement permit	Refugee	Work incl.			Family immigration permit	Other permits	Not registered	Total
				EEA	Education					
Afghanistan	57	205	119	2	-		7	-	1	391
Australia	64	1	-	36	2		-	-	2	105
Belarus	24	2	-	26	2		5	-	-	59
Bosnia-Herzegovina	49	19	2	28	-		2	-	4	104
Brazil	256	9	-	30	3		62	2	4	366
Bulgaria	20	5	-	96	2		4	-	3	130
Burundi	11	46	9	-	-		1	-	-	67
Canada	54	2	2	75	-		2	-	-	135
Chile	44	16	-	21	1		5	-	-	87
China	120	18	4	116	8		21	-	5	292
Cuba	47	7	-	-	-		12	-	-	66
Dem. Rep. of Congo	3	46	34	-	-		-	-	-	83
Eritrea	31	59	141	-	-		4	1	1	237
Estonia	23	3	-	60	-		11	-	1	98
Ethiopia	49	34	102	9	36		8	-	-	238
France	26	2	-	104	-		4	-	-	136
Germany	65	8	1	707	5		38	9	2	835
Ghana	35	7	-	9	19		6	-	1	77
India	71	13	1	337	3		2	1	3	431
Indonesia	30	2	-	39	1		3	-	4	79
Iran	95	24	5	38	7		5	1	1	176
Iraq	171	254	276	27	-		13	7	14	762
Italy	20	-	-	46	-		3	-	-	69
Kenya	42	-	-	2	4		9	-	-	57
Kosovo	92	11	1	21	-		1	-	2	128
Latvia	20	1	-	147	1		12	1	-	182
Lithuania	34	3	-	561	3		50	-	4	655
Macedonia	45	11	-	7	-		2	-	2	67
Mexico	47	-	-	18	-		6	-	2	73
Morocco	85	21	1	7	-		5	2	1	122
Myanmar/Burma	3	40	77	1	-		1	-	4	126
Netherlands	30	5	-	177	-		17	15	2	246
Nigeria	42	9	-	29	2		3	2	3	90
Pakistan	316	49	5	80	26		11	1	12	500
Philippines	489	22	2	114	3		65	3	5	703
Poland	91	28	-	2 512	1		129	1	11	2 773
Romania	40	4	1	261	1		24	1	1	333
Russia	269	79	45	139	5		72	3	8	620
Serbia	55	33	9	74	3		4	-	3	181
Slovakia	6	3	-	46	1		2	-	1	59
Somalia	212	427	347	-	-		34	4	3	1 027
Spain	23	2	3	54	-		2	-	1	85
Sri Lanka	48	16	1	11	5		10	1	1	93
Thailand	896	59	1	9	1		272	3	7	1 248
Turkey	250	52	10	35	1		7	3	4	362
Ukraine	137	13	4	49	1		39	-	4	247
United Kingdom	121	2	-	145	1		9	2	6	286
USA	230	12	-	165	16		19	5	12	459
Vietnam	79	7	-	12	2		14	-	-	114
Stateless	53	8	459	11	-		6	-	2	539
Other countries	780	183	80	508	61		83	4	15	1 714
<b>Total</b>	<b>5 900</b>	<b>1 882</b>	<b>1 742</b>	<b>7 001</b>	<b>227</b>		<b>1 126</b>	<b>72</b>	<b>162</b>	<b>18 112</b>

On 1 October 2009, the residence permit requirement ceased to apply for most EEA nationals.

**Table 6. Visitor visas processed by the first instance, by citizenship and outcome. 2009**

Citizenship	Granted	Rejected	Total
Afghanistan	121	77	198
Albania	33	64	97
Algeria	216	112	328
Angola	314	10	324
Azerbaijan	1 304	125	1 429
Bangladesh	77	71	148
Belarus	272	18	290
Bosnia-Herzegovina	1 162	20	1 182
China	11 238	323	11 561
Colombia	113	9	122
Côte d'Ivoire	274	93	367
Ecuador	127	10	137
Egypt	705	52	757
Eritrea	233	112	345
Ethiopia	110	231	341
Gambia	95	113	208
Ghana	81	84	165
India	5 427	307	5 734
Indonesia	1 047	7	1 054
Iran	1 511	753	2 264
Iraq	182	171	353
Jordan	619	44	663
Kenya	594	55	649
Kosovo	568	285	853
Lebanon	857	39	896
Macedonia	729	62	791
Madagascar	143	4	147
Malawi	341	-	341
Moldova	142	11	153
Morocco	203	113	316
Mozambique	119	1	120
Nigeria	766	427	1 193
Pakistan	1 332	854	2 186
Philippines	2 850	449	3 299
Russia	41 195	341	41 536
Saudi Arabia	434	13	447
Serbia	1 606	105	1 711
South Africa	2 011	11	2 022
Sri Lanka	767	215	982
Sudan	532	43	575
Syria	124	78	202
Taiwan	106	-	106
Tanzania	419	27	446
Thailand	7 472	612	8 084
Turkey	1 040	362	1 402
Uganda	1 585	159	1 744
Ukraine	5 643	126	5 769
Vietnam	1 026	347	1 373
Zimbabwe	581	17	598
Stateless	503	124	627
Other countries	1 425	543	1 968
<b>Total</b>	<b>100 374</b>	<b>8 229</b>	<b>108 603</b>

**Table 7. Visitor visas processed by the first instance, by decision-making instance and outcome. 2009**

Decision-maker	Granted	Rejected	Total
Abidjan	416	227	643
Abu Dhabi	752	58	810
Abuja	471	330	801
Algiers	200	117	317
Amman	547	36	583
Ankara	942	364	1 306
Antananarivo	142	6	148
Asmara	200	82	282
Baku	1 353	128	1 481
Bangkok	7 412	626	8 038
Beijing	6 501	177	6 678
Beirut	987	33	1 020
Belgrade	1 528	74	1 602
Bucharest	84	2	86
Cairo	647	46	693
Canberra	163	5	168
Caracas	144	21	165
Colombo	604	135	739
Dar es Salaam	400	33	433
Guangzhou gc	1 147	40	1 187
Hanoi	1 011	344	1 355
Harare	531	16	547
Houston gc	309	4	313
Islamabad	888	802	1 690
Jakarta	1 005	7	1 012
Kampala	1 733	203	1 936
Khartoum	571	35	606
Kiev	5 822	121	5 943
Lilongwe	331	-	331
London	2 571	7	2 578
Luanda	329	17	346
Manila	2 598	413	3 011
Maputo	150	1	151
Moscow	21 760	239	21 999
Murmansk gc	14 006	60	14 066
Nairobi	564	51	615
New Delhi	4 322	300	4 622
New York gc	374	-	374
Pretoria	1 897	47	1 944
Pristina	61	121	182
Rabat	197	115	312
Riyadh	630	71	701
San Francisco gc	359	7	366
Sarajevo	1 142	15	1 157
Shanghai gc gk	3 223	94	3 317
Skopje	976	66	1 042
St. Petersburg gc	5 373	52	5 425
Tehran	1 299	767	2 066
Tel Aviv	285	14	299
The Directorate of Immigration	1 171	1 685	2 856
Other	246	15	261
<b>Total</b>	<b>100 374</b>	<b>8 229</b>	<b>108 603</b>

gc – General consulate

**Table 8. Settlement permits, by citizenship. 2004–2009**

Citizenship	2004	2005	2006	2007	2008	2009
Afghanistan	754	1 250	1 287	800	995	656
Australia	45	55	39	50	57	46
Belarus	53	42	47	54	36	43
Bosnia-Herzegovina	470	548	253	198	143	117
Brazil	90	118	113	140	160	158
Bulgaria	79	86	65	66	72	55
Burundi	18	63	232	113	196	166
Canada	98	117	87	59	54	50
Chile	183	166	139	120	89	70
China	126	214	196	220	264	236
Colombia	55	51	35	24	42	38
Croatia	222	246	104	72	76	54
Cuba	58	37	55	59	48	37
Dem. Rep. of Congo	18	74	200	124	322	258
Eritrea	59	64	97	85	256	284
Ethiopia	296	242	244	162	224	186
France	76	90	65	42	35	45
Germany	170	229	176	153	140	121
Ghana	51	81	56	38	58	47
India	236	229	175	151	164	172
Indonesia	56	39	117	48	49	42
Iran	772	752	639	474	289	246
Iraq	1 602	3 038	1 558	1 119	1 071	1 151
Kenya	40	36	35	48	45	50
Liberia	3	10	210	522	149	63
Lithuania	66	111	116	91	77	60
Morocco	202	182	124	122	102	114
Myanmar/Burma	14	25	120	219	372	547
Netherlands	97	152	114	80	74	63
Nigeria	23	40	31	35	41	57
Pakistan	843	706	529	401	383	366
Peru	31	40	44	41	43	38
Philippines	368	459	442	388	399	513
Poland	253	407	367	248	195	155
Romania	90	89	81	80	115	96
Russia	792	1 200	1 626	1 583	1 268	885
Rwanda	28	87	83	31	49	73
Serbia*	1 541	1 226	605	528	453	322
Somalia	1 226	2 251	1 925	1 307	1 046	1 172
South Korea	104	79	92	63	99	111
Sri Lanka	361	299	231	183	165	110
Sudan	63	116	80	72	74	46
Syria	55	80	51	52	35	50
Thailand	548	846	826	804	858	836
Tyrkia	426	494	371	415	341	269
Ukraine	135	128	125	151	130	133
United Kingdom	355	516	423	308	253	212
USA	460	661	499	368	362	300
Vietnam	184	252	201	163	210	191
Stateless	69	194	181	78	64	84
Other countries	1 501	1 531	1 388	1 364	1 271	1 024
<b>Total</b>	<b>15 465</b>	<b>20 048</b>	<b>16 899</b>	<b>14 116</b>	<b>13 513</b>	<b>12 218</b>

\* For the years from 2004 to 2006, nationals of Montenegro are included. Nationals of Kosovo were included until 2008.

**Table 9. Granted citizenships, by original citizenship. 2007–2009**

Original citizenship	2007	2008	2009
Afghanistan	682	885	864
Algeria	75	31	42
Bosnia-Herzegovina	349	211	143
Brazil	73	53	64
Bulgaria	52	42	75
Chile	108	66	61
China	164	80	153
Colombia	45	65	40
Croatia	229	173	79
Cuba	50	38	44
Dem. Rep. of Congo	66	43	81
Denmark	78	103	87
Eritrea	93	67	69
Ethiopia	306	331	206
Gambia	26	32	31
Germany	90	106	94
Ghana	69	63	39
India	211	130	170
Indonesia	30	18	49
Iran	737	495	789
Iraq	2 576	1 042	1 242
Kenya	42	32	31
Kosovo	-	3	85
Liberia	5	5	39
Libya	10	10	28
Macedonia	12	12	31
Mexico	26	17	29
Morocco	163	152	120
Myanmar	4	4	34
Netherlands	21	37	39
Pakistan	537	763	460
Philippines	406	218	425
Poland	24	60	63
Romania	53	61	33
Russia	416	493	601
Rwanda	38	51	41
Serbia	1 071	228	422
Sierra Leone	33	28	32
Somalia	2 193	1 267	1 687
Sri Lanka	357	246	266
Sudan	64	41	41
Sweden	101	121	80
Syria	71	50	30
Thailand	426	242	455
Turkey	437	208	139
Ukraine	103	90	71
United Kingdom	50	32	41
USA	45	34	27
Vietnam	173	231	147
Stateless	441	171	130
Other countries	1 000	856	797
<b>Total</b>	<b>14 431</b>	<b>9 837</b>	<b>10 846</b>

**Table 10. Rejection decisions, by grounds. 2000–2009**

Grounds for rejection	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Lacking passport/visa	785	345	304	318	319	217	152	199	178	176
Previously expelled	44	52	52	36	50	30	24	51	38	48
Lacking permit	442	722	845	758	372	174	229	154	104	117
Lacking funds	362	433	580	538	257	138	141	140	111	216
Previously convicted	285	244	204	108	70	41	34	30	9	21
Registered in SIS*	.	.	.	41	28	28	31	27	11	11
Other grounds	24	42	24	50	53	79	78	27	112	128
<b>Total</b>	<b>1 942</b>	<b>1 838</b>	<b>2 009</b>	<b>1 849</b>	<b>1 149</b>	<b>707</b>	<b>689</b>	<b>628</b>	<b>563</b>	<b>717</b>

\* Introduced when Norway joined the Schengen Agreement. SIS (Schengen Information System) is a register that includes a list of persons who are unwelcome in different Schengen countries. This applies to persons who have been expelled due to criminal offences, among other things.

**Table 11. Expulsions, by grounds. 2003–2009**

Grounds for expulsion	2003	2004	2005	2006	2007	2008	2009
Violation of the Immigration Act	570	758	683	791	683	805	1 559
Violation of the Penal Code	566	490	566	555	699	779	759
Other grounds	5	12	25	33	16	50	333
<b>Total</b>	<b>1 141</b>	<b>1 260</b>	<b>1 274</b>	<b>1 379</b>	<b>1 398</b>	<b>1 634</b>	<b>2 651</b>

**Table 12. Expulsions, by citizenship. 2003–2009**

Citizenship	2003	2004	2005	2006	2007	2008	2009
Afghanistan	4	15	18	36	46	40	94
Albania	36	34	54	43	26	32	36
Algeria	28	34	55	50	30	22	59
Chile	38	49	24	28	37	36	34
Eritrea	5	3	4	13	39	45	214
Ethiopia	3	7	15	14	14	17	44
Gambia	3	6	8	8	5	11	27
Ghana	5	5	11	6	6	12	32
Iran	8	23	30	45	42	28	41
Iraq	14	25	50	121	139	149	334
Libya	7	15	29	17	17	29	31
Lithuania	101	32	29	63	63	87	128
Morocco	29	18	29	34	26	17	41
Nepal	2	3	4	26	25	25	24
Nigeria	11	29	53	35	39	76	123
Pakistan	34	28	29	24	19	22	32
Poland	146	51	51	62	73	87	78
Romania	26	23	33	55	46	82	157
Russia	62	97	81	74	61	81	61
Serbia*	54	39	85	65	68	67	45
Somalia	37	105	59	54	49	50	271
Sri Lanka	30	17	13	19	14	8	25
Turkey	39	41	41	36	55	50	45
Vietnam	12	18	19	13	11	41	46
Stateless	5	30	22	27	27	46	83
Other countries	402	513	428	411	421	474	546
<b>Total</b>	<b>1 141</b>	<b>1 260</b>	<b>1 274</b>	<b>1 379</b>	<b>1 398</b>	<b>1 634</b>	<b>2 651</b>

\* For the years from 2003 to 2006, nationals of Montenegro are included. Nationals of Kosovo were included until 2008.

**Table 13. Protection decisions. 2000–2009**

Year		2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
<b>I ASYLUM SEEKERS</b>											
<b>First instance</b>	Asylum	97	292	332	585	457	567	461	1 013	1 077	1 753
	Residence on humanitarian grounds	2 856	4 036	2 958	2 972	3 023	1 913	1 225	1 921	1 975	2 755
	Limited residence (Iraq)	2 019	40	-	-	-	-	-	-	-	-
	Rejection*	4 899	8 976	12 829	11 834	8 346	4 270	2 025	2 944	5 963	10 251
<b>Appeal body</b>	Asylum	4	4	10	21	75	62	60	38	32	44
	Residence on humanitarian grounds	343	265	326	219	613	513	464	1 523	630	392
	Rejection	4 294	4 145	7 859	9 429	10 733	6 936	5 745	4 374	3 884	9 385
<b>II RESETTLEMENT REFUGEES</b>		1 481	1 269	1 355	1 149	758	942	992	1 350	910	1 112
<b>III TOTAL GRANTED PROTECTION (I+II)</b>											
	Asylum	1 582	1 565	1 697	1 755	1 290	1 571	1 513	2 401	2 019	2 854
	Residence on humanitarian grounds	3 199	4 301	3 284	3 191	3 636	2 426	1 689	3 444	2 605	2 755
	Limited residence (Iraq)	2 019	40	-	-	-	-	-	-	-	-
<b>TOTAL</b>		<b>6 800</b>	<b>5 906</b>	<b>4 981</b>	<b>4 946</b>	<b>4 926</b>	<b>3 997</b>	<b>3 202</b>	<b>5 845</b>	<b>4 624</b>	<b>6 056</b>

\* For the years 2000–2002, cases that were not considered on their merits were not included under rejections.

Decision by appeal body (UNE): The overview from UNE shows the number of ordinary appeals processed from the UDI, Dublin cases and reversal requests. Sources: UDI and UNE.

**Table 14. Unaccompanied minor asylum seekers, by citizenship. 2000–2009**

Citizenship	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Afghanistan	36	41	144	306	141	46	60	86	579	1 719
Algeria	7	9	26	11	9	1	1	-	5	23
Angola	1	1	3	28	7	5	4	2	5	5
Dem. Rep. of Congo	1	-	1	3	1	3	5	3	1	5
Eritrea	9	25	37	24	10	7	14	37	68	144
Ethiopia	22	44	59	57	14	9	5	21	21	50
Gambia	-	1	-	-	-	-	1	3	1	8
Guinea	-	2	5	10	2	1	-	1	-	6
Iran	9	4	10	11	8	9	9	8	28	15
Iraq	80	87	190	108	30	46	92	124	364	84
Morocco	-	1	2	-	-	3	4	-	2	10
Nigeria	4	1	12	14	6	4	2	2	11	14
Russia	20	37	21	26	17	18	28	13	33	27
Somalia	114	99	133	117	80	74	61	29	117	246
Sri Lanka	58	60	39	20	15	16	16	34	59	37
Sudan	3	5	9	4	1	3	2	2	2	8
Syria	-	-	2	2	2	3	1	-	1	13
Tajikistan	-	1	2	5	2	1	-	1	1	7
Uzbekistan	-	-	7	1	4	-	3	1	3	6
Stateless	-	12	12	18	4	11	3	3	9	18
Other countries	192	131	180	151	71	62	38	33	64	55
<b>Total</b>	<b>556</b>	<b>561</b>	<b>894</b>	<b>916</b>	<b>424</b>	<b>322</b>	<b>349</b>	<b>403</b>	<b>1 374</b>	<b>2 500</b>

Includes all persons claiming to be unaccompanied minor asylum seekers on application.

**Table 15. Asylum decisions in the UDI, by citizenship and outcome. 2009**

Citizenship	Considered on its merits in Norway						Not considered on its merits in Norway			Total
	Asylum	Other protection	Residence on humanitarian grounds	The 15-month rule	Unaccompanied minor limited	Rejection	The Dublin II Regulation	Rejection on other grounds*	Withdrawn/dropped	
Afghanistan	138	624	215	1	1	996	814	2	46	2 837
Albania	-	-	-	-	-	23	9	1	3	36
Algeria	-	-	2	-	-	57	52	-	35	146
Armenia	-	-	-	-	-	8	19	1	1	29
Azerbaijan	-	1	-	-	-	40	6	-	6	53
Burundi	2	-	2	-	-	25	5	-	6	40
Cameroon	1	-	1	-	-	20	10	-	4	36
China	28	14	-	-	1	5	4	1	2	55
Côte d'Ivoire	-	-	2	-	-	6	3	-	8	19
Dem. Rep. of Congo	13	-	6	-	1	20	21	-	4	65
Egypt	-	-	1	-	-	5	10	-	3	19
Eritrea	604	398	378	-	-	87	641	10	56	2 174
Ethiopia	180	1	31	-	5	201	74	4	19	515
Gambia	1	-	-	-	1	29	11	-	4	46
Georgia	-	-	-	-	-	14	15	-	3	32
Ghana	1	-	-	-	-	12	28	-	5	46
Guinea	2	-	1	-	-	30	11	1	5	50
Hungary	-	-	-	-	-	29	-	-	-	29
India	-	-	-	-	-	37	3	-	17	57
Iran	118	30	20	-	-	331	99	7	31	636
Iraq	145	8	194	1	19	1 545	335	14	188	2 449
Jordan	-	-	-	-	-	11	4	-	6	21
Kazakhstan	-	-	-	-	-	8	8	-	5	21
Kosovo	-	-	1	-	-	170	60	-	34	265
Lebanon	1	-	3	-	-	11	12	-	7	34
Liberia	1	-	-	-	-	13	11	-	2	27
Libya	-	-	1	-	-	33	23	-	23	80
Macedonia	-	-	-	-	-	5	17	-	2	24
Mauritania	-	-	-	-	-	15	2	2	10	29
Morocco	-	-	-	-	-	21	16	-	13	50
Myanmar/Burma	7	11	-	-	-	4	4	-	-	26
Nepal	-	-	-	-	-	218	9	-	4	231
Nigeria	1	-	5	-	3	367	140	7	68	591
Pakistan	-	-	1	-	-	48	19	1	16	85
Russia	5	4	43	-	-	466	200	7	19	744
Senegal	1	-	-	-	-	11	7	-	3	22
Serbia	1	-	4	-	-	49	50	-	19	123
Sierra Leone	-	-	-	-	-	8	9	-	3	20
Somalia	296	249	101	-	-	64	768	24	42	1 544
Sri Lanka	3	38	1	-	-	265	21	-	6	334
Sudan	52	-	1	-	-	12	63	3	11	142
Syria	5	-	1	-	-	71	61	-	14	152
Tunisia	-	-	-	-	-	9	12	-	4	25
Turkey	-	-	2	-	-	28	17	-	16	63
Uganda	-	-	-	-	-	12	4	-	2	18
Ukraine	-	-	-	-	-	7	16	-	3	26
Uzbekistan	1	-	-	-	-	88	11	-	5	105
Vietnam	-	-	-	-	-	13	1	-	9	23
Yemen	7	7	13	-	-	71	12	-	2	112
Stateless	129	246	53	-	-	386	164	2	89	1 069
Other countries	10	1	5	-	2	192	54	3	44	311
<b>Total</b>	<b>1 753</b>	<b>1 632</b>	<b>1 088</b>	<b>2</b>	<b>33</b>	<b>6 196</b>	<b>3 965</b>	<b>90</b>	<b>927</b>	<b>15 686</b>

Persons who have applied from abroad and settlement refugees are not included.

\* Has been granted residence in another safe country.



**Table 16. Asylum applications, by citizenship. 2000–2009**

Citizenship	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Afghanistan	326	603	786	2 032	1 059	466	224	234	1 363	3 871
Albania	88	210	274	239	113	79	43	31	53	29
Algeria	72	346	468	180	104	45	37	27	100	161
Armenia	65	175	163	41	46	7	25	6	15	30
Azerbaijan	35	100	-	142	129	84	40	23	40	60
Cameroon	23	18	86	73	48	37	18	17	39	34
China	12	19	87	117	67	49	51	40	81	71
Côte d'Ivoire	-	-	7	23	11	8	14	10	22	29
Dem. Rep. of Congo	8	3	15	75	49	71	83	54	107	107
Egypt	-	16	10	9	9	13	7	10	14	29
Eritrea	51	132	269	198	110	177	316	789	1 799	2 667
Ethiopia	96	173	325	287	148	100	143	241	354	706
Gambia	-	2	5	1	4	5	4	17	37	69
Georgia	70	205	284	177	82	15	11	2	19	47
Ghana	-	2	5	10	6	7	9	23	73	54
Guinea	-	5	16	75	30	4	18	16	36	75
Hungary	-	-	41	9	9	4	5	3	2	29
India	-	17	31	15	16	8	32	83	74	36
Iran	327	412	450	608	393	279	218	222	720	574
Iraq	766	1 056	1 624	938	413	671	1 002	1 227	3 137	1 214
Jordan	-	4	20	10	8	5	8	9	22	29
Kazakhstan	36	112	137	49	24	22	5	4	8	29
Kosovo	.	.	.	.	.	.	.	.	312	291
Kyrgyzstan	15	67	152	44	26	24	10	12	9	23
Lebanon	22	34	67	68	33	25	61	58	54	43
Liberia	4	7	13	49	68	41	24	13	27	35
Libya	7	62	123	283	134	23	13	49	81	84
Macedonia	15	190	301	241	66	25	23	10	23	25
Mauritania	-	-	5	12	6	5	7	6	26	45
Morocco	-	19	16	12	22	19	23	16	44	72
Myanmar/Burma	-	7	15	18	14	19	8	20	20	31
Nepal	26	97	64	45	91	104	60	46	144	112
Nigeria	14	27	139	235	205	94	54	108	436	582
Pakistan	220	186	216	92	48	33	26	43	38	139
Russia	471	1 318	1 719	1 893	938	545	548	863	1 078	867
Senegal	-	-	6	5	2	1	4	3	19	31
Serbia*	4 188	928	2 460	2 180	860	468	369	585	363	115
Somalia	910	1 080	1 534	1 601	957	667	632	187	1 293	1 901
Sri Lanka	165	164	87	64	58	58	106	238	342	212
Sudan	31	47	94	65	33	45	36	37	118	251
Syria	60	57	80	96	69	79	49	49	115	278
Tajikistan	-	24	42	24	15	6	1	1	3	26
Tunisia	-	6	9	6	7	6	1	4	10	31
Turkey	164	204	257	235	149	111	69	49	82	82
Uganda	-	11	7	8	7	11	19	15	25	32
Ukraine	131	1 027	772	92	44	20	12	6	18	27
Uzbekistan	4	105	206	92	51	42	52	38	148	145
Yemen	-	2	12	22	24	14	11	23	82	113
Zimbabwe	-	-	3	5	4	13	10	9	17	36
Stateless	120	194	391	366	298	209	237	515	940	1 280
Other countries	2 301	5 309	3 587	2 452	843	539	542	437	449	367
<b>Total</b>	<b>10 843</b>	<b>14 782</b>	<b>17 480</b>	<b>15 613</b>	<b>7 950</b>	<b>5 402</b>	<b>5 320</b>	<b>6 528</b>	<b>14 431</b>	<b>17 226</b>

\* For the years from 2000 to 2006, nationals of Montenegro are included. Nationals of Kosovo were included until 2008.

**Table 17. Resettlement refugees, by citizenship, granted permit and arrivals. 2009**

Citizenship	Granted permit	Arrivals
Afghanistan	192	175
Bhutan	154	300
Cambodia	-	7
China	1	6
Dem. Rep. of Congo	37	37
Eritrea	190	121
Ethiopia	20	80
India	1	1
Iran	2	2
Iraq	58	65
Jordan	6	6
Mongolia	2	2
Myanmar/Burma	154	326
Pakistan	1	1
Rwanda	5	5
Somalia	57	9
Sri Lanka	-	9
Sudan	8	8
Thailand	-	2
Vietnam	2	2
Stateless	222	225
<b>Total</b>	<b>1 112</b>	<b>1 389</b>

**Table 18. Asylum applications received in 43 industrialised countries at third quarter. 2006–2009**

Recipient country	Third quarter 2006	Third quarter 2007	Third quarter 2008	Third quarter 2009
Australia	2 652	2 972	3 449	4 369
Austria	9 692	8 652	8 898	11 589
Belgium	8 214	8 095	8 876	11 444
Bulgaria	407	672	590	593
Canada	16 683	18 962	27 117	26 371
Cyprus	3 046	4 681	2 994	2 297
Czech Republic	2 421	1 317	1 280	991
Denmark	1 361	1 669	1 569	2 624
Finland	1 745	1 046	2 189	4 392
France	23 119	20 649	24 690	30 285
Germany	15 506	13 393	16 142	19 575
Greece	5 413	19 961	15 028	11 370
Hungary	1 611	1 975	2 020	3 656
Ireland	3 138	2 946	2 885	2 151
Japan	782	570	1 097	1 119
Malta	962	802	1 995	1 702
Netherlands	11 972	4 878	9 769	10 625
Norway	3 908	4 338	10 071	13 404
Poland	3 026	2 902	5 036	8 100
Slovakia	1 918	2 248	660	605
Slovenia	406	323	160	136
Spain	3 698	5 622	3 351	2 314
Sweden	15 493	27 060	18 250	17 002
Switzerland	7 479	7 642	10 351	11 045
United Kingdom	21 015	19 755	22 530	23 940
USA	38 874	37 762	37 897	36 585
Other countries	1 260	8 196	18 208	21 340
<b>Total</b>	<b>205 810</b>	<b>229 088</b>	<b>257 102</b>	<b>279 624</b>

Source: UNHCR  
For 2006, the total figure is based on reporting from 36 industrialised countries.

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