
4.7. Norway

Since 2005, the Norwegian government has progressively included M&D in its policy framework. Several government reports mention and describe the concept. The Norwegian government focuses particularly on four policy areas related to the M&D nexus: remittances, diaspora, brain drain and circular migration. As a party of the Schengen agreement and the Dublin II agreement, Norway is interested in joining the EU Member States and other European countries in cooperating with countries of origin and transit, particularly through mobility partnerships. Policy coherence in the area of migration and development has been emphasised in several policy papers since 2004 and inter-ministerial cooperation on the issue has increased. Since 2006, the responsibility for immigration and integration issues has alternated between various ministries. At present the Ministry of Foreign Affairs has the lead responsibility for Migration and Development policy, in cooperation with the Ministry of Justice and Public Security, the Ministry of Labour and the Ministry of Children, Equality and Social Inclusion. Since 2006 Norway has supported and initiated various projects linking migration and development. However, no specific budget line to fund M&D projects exists and projects are funded within the development or the migration portfolio. Norway's geographic priority is based on the East and North Africa regions. Norway has participated in the European Migration Network (EMN) since 2010 and the Global Forum for Migration Development (GFMD) is high on the agenda of the Norwegian government.

4.7.1. The Migration & Development concept

Since the international debate on M&D gained momentum in 2005 with the report of the Global Commission on International Migration to the UN Secretary General and the publication of the EC communication on this topic²²⁴, Norway has included M&D in its policy framework.²²⁵ Since 2006 the Norwegian government has published several reports and statements touching upon the M&D nexus. The reports have been published by the Ministry of Foreign Affairs, the Ministry of Labour (Ministry of Labour and Social Inclusion until 2010) and the Ministry of Justice and Public security (Ministry of Justice and Police until 2012), either alone or

jointly. The link between migration and development was fully introduced in connection with the preparations for the High Level Dialogue Meeting on International Migration and Development in New York in September 2006.²²⁶

The first policy document related to M&D was published in 2006. The Norwegian government mandated a working group with representatives from the Ministry of Foreign Affairs, Ministry of Labour and Social Inclusion, the Norwegian Agency for Development Cooperation (NORAD) and the Norwegian Directorate of Immigration (UDI) to evaluate the existing relationship

²²⁴ EC, *Communication from the Commission to The Council, The European Parliament, the European Economic and Social Committee and the Committee of the Regions, Migration and Development: some concrete orientations, COM(2005) 390 Final*, Brussels, 2005.

²²⁵ H. A. Gulbrandsen, *Norges politikk på migrasjon og utvikling*, Speech Norwegian Ministry of Foreign Affairs 2009, p.1

²²⁶ Ministry of Labour and Social Inclusion, *"Migration and Development"*, official government report, Oslo, 2006, p. 43.

between Norwegian migration policy and the development agenda.²²⁷ The report presented various proposals to assure inter-ministerial coordination on M&D. The report states that the Norwegian development agenda did not explicitly interlink migration with the fight against poverty. Instead, the Norwegian M&D agenda took more into account the government's actions on humanitarian aid, work for peace, reconciliation and democracy.²²⁸ In line with this report the Norwegian government established the common agreement that Norway's foreign and development policies should be coherent with its migration and inclusion policies.²²⁹

Two years later, Norway's focus also moved towards labour migration, in particular towards skilled workers. In 2008 the Norwegian government presented a white paper on labour migration. The white paper states that labour migration is an important element in the development of both countries of origin and destination. Migration contributes to reducing poverty, increasing resources, remittances and competences in the country of origin.²³⁰ In the paper, the government also discusses the possibilities of enhancing circular migration. It was also emphasised that the prevention of brain drain in countries of origin remains a priority. Furthermore, the white paper analyses the potentially negative impact of migration on economic and social development in developing countries and the consequent ethical dilemmas for countries of destination.²³¹

In 2009, the Ministry of Foreign Affairs encouraged the government to strengthen the link between migration and development in two white papers. White Paper no. 13 is concerned with Norway's policy on development while White Paper no. 15 deals with Norway's foreign policy. The two documents map out Norway's current and future actions on M&D. The focus still lays on brain-drain and circular migration, but additionally remittances and relations with diaspora communities are discussed. The white papers particularly highlight the importance of collaborating more closely with key diaspora organisations in Norway.²³² In the white paper on development, the government identifies four themes related to the concept of M&D.²³³

1. Lack of development as one of the causes of migration;
2. Migration as a cause of the lack of development in a country (brain drain);
3. Migration as a tool in order to enhance development;
4. Migration as a consequence of development (given that highly educated persons are migrating).

The same year, one of the state secretaries in the Ministry of Foreign Affairs presented the Norwegian government's five key actions to operationalise the mentioned priority areas²³⁴:

1. Cooperation with the EU and countries of origin on M&D through a cooperation platform for East Africa;

227 Ministry of Labour and Social Inclusion, op. cit., p. 1

228 Ministry of Labour and Social Inclusion, op. cit., p. 4

229 Ibid

230 Ministry of Labour and Social Inclusion, *Labour Migration, Report No. 18 2007-2008*, Oslo, 2008, p. 179

231 Ministry of Labour, op. cit., p. 199.

232 Ministry of Foreign Affairs, *Interests, Responsibilities and Opportunities. The main features of Norwegian foreign policy, Report No. 15 2008-2009*, Oslo, 2009a, p. 7.

233 Ministry of Foreign Affairs, *Climate, Conflict and Capital Norwegian development policy adapting to change*, Report No. 13 (2008-2009) to the Storting, Oslo, 2009b, p. 42.

234 H. A Gulbrandsen, op. cit., p. 1.

2. Facilitation of more efficient, accessible and less costly services towards remittances;
3. Closer cooperation with diaspora communities and NGO's working on development cooperation on the migration and development agenda;
4. Implementation of a pilot project for development cooperation between Norwegian government and diaspora communities;
5. Increased recruitment of persons from the diaspora communities to the Foreign Service.

The 2010 White Paper no. 9 on the Norwegian "refugee and migration policy in a European perspective", presented by the Ministry of Justice and the Police, also mentions Norway's engagement on M&D at international and European level. Although Norway is not a member of the EU it is party to the Schengen agreement and the Dublin II agreement. The white paper states Norway's interest in joining the EU Member States and other European countries in cooperating with countries of origin and transit. It also highlights that Norway's geographic priority is on the East African region. Together with UK and the EC, Norway intended to commit itself to developing a cooperation platform with Ethiopia on M&D.²³⁵

As the above mentioned white papers show, the Norwegian government focuses particularly

on four policy areas related to the M&D nexus: *remittances, diaspora, brain drain and circular migration*. The fight against human trafficking, women's rights and gender equality are also at the core of the Norwegian M&D policy.²³⁶ Moreover, in 2011 the Ministry of Foreign Affairs reiterated the focus on remittances and circular migration. It stated that it is important that Norway concentrates on measures promoting development in countries of origin through migration, particularly in relation to remittances. In line with the EU, the Norwegian migration policy is increasingly focussing on the M&D nexus and mobility partnerships with countries of transit and origin.²³⁷

At the time of writing, the government considered migration and globalisation beneficial for Norway. Since the government coalition won the elections in 2005²³⁸, the new 'we' has been repeated as an important catch-word. It has become a symbol on how Norwegian society will take advantage of a policy which draws on the positive effects of migration, increased participation in foreign policy and development.²³⁹ The new 'we' makes it particularly important to involve diaspora/immigrant groups in Norway to promote development in their countries of origin. It is important to note that the discourse on M&D established by Norway has as its backbone the guiding principle underlining its development policy which is based on solidarity²⁴⁰ being the overall aim of the Norwegian development policy to prevent poverty and secure social justice.²⁴¹

²³⁵ Ministry of Justice and the Police, *Norway's refugee and migration policy in a European perspective, Report No. 9 2009-2010*, Oslo, 2010a.

²³⁶ H.A Gulbrandsen op. cit., p. 1.

²³⁷ Ministry of Foreign Affairs, *For budsjettåret 2009, Prop 1 S 2009-2010*. Proposisjon til Stortinget (forslag til stortingsvedtak, Oslo, 2010.

²³⁸ The red-green coalition between the Labour party, the Socialist Left Party and the Center

²³⁹ Ministry of Foreign Affairs, 2009a, op. cit., p.77.

²⁴⁰ Ministry of Justice and the Police, 2009, op. cit.

²⁴¹ See <http://www.regjeringen.no/nb/dep/ud/tema/utviklingssamarbeid.html?id=1159>

Although an explicit link between development and return policies is not present in the Norwegian discourse, return is fed into the notion of M&D. While return policy is under the responsibility of the Ministry of Justice and Public Security, the Ministry of Foreign Affairs included a specific line under the ODA budget for Norway's development agenda dedicated to the transport costs for the voluntary return of rejected asylum seekers and in part for the expenses of its refugee policy, under the responsibility of the Ministry of Justice and Public Security.²⁴²

4.7.2. Institutional framework and policy coherence for Migration and Development

Since 2006, the responsibility of immigration and integration issues has alternated between various ministries. At the time of writing, the Ministry of Foreign Affairs has the lead responsibility for M&D policy in cooperation with the Ministry of Justice and Public Security, the Ministry of Labour and the Ministry of Children, Equality and Social Inclusion.

The *Ministry of Foreign Affairs* is responsible for two policy fields: Foreign Affairs and International Development, each one under the responsibility of a dedicated minister. The Minister for International Development is responsible for measures related to the migration and development nexus. More specifically, the section on Humanitarian Affairs under the department for UN, Peace and Humanitarian Affairs is dealing with issues related to M&D. The ministry has political and administrative responsibility for the Foreign Service Missions that receive and (in some cases) approve applications of prospective migrants to visit and reside in Norway and is the Norwegian focal point for the Global Forum on Migration and Development (GFMD). The Nor-

wegian Agency for Development Cooperation (NORAD) under the Ministry of Foreign Affairs is responsible for the management and, in some cases, implementation of the Norwegian development policy. The bulk of Norwegian development assistance is administered by the Ministry of Foreign Affairs and the Norwegian foreign missions.

Within the *Ministry of Justice and Public Security*, the Migration Department has the responsibility for policy-making and legislation concerning refugees, immigration and return and for the reception system for asylum seekers. The Ministry has the responsibility for the Norwegian Directorate of Immigration (UDI) as well as the police and border control, and UDI is the central administrative agency in the implementation of immigration and asylum policy and legislation.

The *Ministry of Labour* has the political responsibility for the legislation on free circulation of labour etc. within the European Economic Area (EEA), labour immigration from third countries, labour market policy and measures to combat social dumping.

The *Ministry of Children, Equality and Social Inclusion* is responsible for the policy on integration of immigrants, citizenship legislation, establishing relations with immigrant communities, gender equality, child welfare and anti-discrimination policies.

It could not be assessed which role regional and local governments play in the implementation of migration and development.

As mentioned previously, the Ministry of Labour and Social Inclusion and the Ministry of Foreign Affairs established an inter-ministerial working

²⁴² Brekke, J. P., *Frvillig retur fra Norge, ISF Report 10/2010, Oslo, 2010*; OECD, *ODA Reporting of in-Donor Country Refugee Costs. Members' methodologies for calculating costs*, viewed on 22 November 2012, <http://www.oecd.org/dac/aidstatistics/RefugeeCostsMethodologicalNote.pdf>.

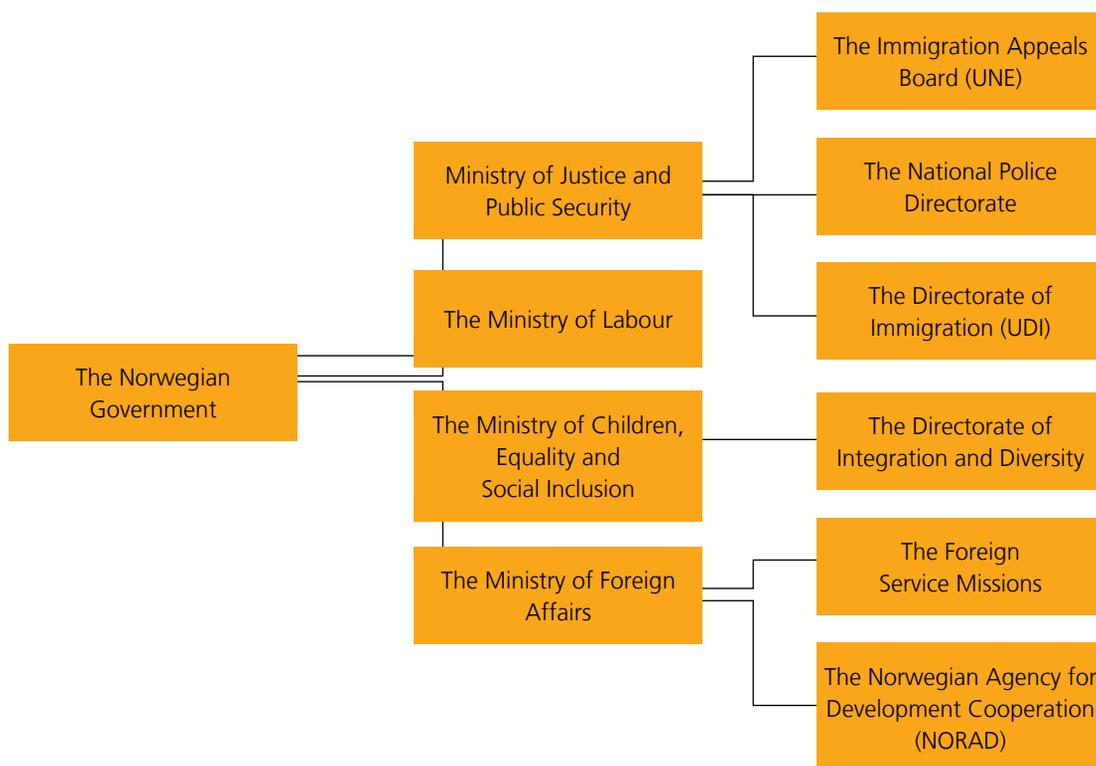
group in 2006 set to deal with M&D, that comprises of the two ministries and the government agencies UDI and NORAD. In 2008, a government-led working group wrote an Official Report on PCD. The report launches various measures to increase the focus on PCD in Norway, having one chapter devoted to the M&D nexus. In particular, it highlighted that Norway's policy has clear potential for improvement with regard to exploiting synergies between the labour market and immigration policy and the development policy's goal of reducing poverty.

In parallel to and to follow up on the proposals of the inter-ministerial working group, the Ministry of Foreign Affairs created an inter-

national project group on International Migration and Development in order to continue the inter-ministerial cooperation in this regard. The overall aim of the project was to focus on the effect of international migration on development and on how that can be strengthened.²⁴³ By the end of 2009, when the earmarked project ended, this project group was dismantled.

Policy coherence in M&D was emphasised in several policy papers and for the first time mentioned in the 2004 government white paper on "Fighting Poverty".²⁴⁴ In 2008, the white paper no. 13 on Development stated that PCD is a requirement in order to promote growth and reduce poverty in developing

Figure 2: The Norwegian immigration administration



²⁴³ Ministry of Foreign Affairs, *Migration and Development, report from the project group on Migration and Development*, Oslo, 2012, viewed on 17 July 2012, www.regjeringen.no.

²⁴⁴ Ministry of Foreign Affairs, *Fighting Poverty Together. A comprehensive policy for development, Report No. 35*, Oslo, 2004.

countries.²⁴⁵ It also seeks to emphasise the link between M&D.²⁴⁶ This commitment is further confirmed by the State Secretary Håkon Gulbrandsen in the Ministry of Foreign Affairs in a speech where he highlights the importance of thinking coherently on M&D.²⁴⁷

Concerning Norway's commitment to PCD in general, the government recognises that it is difficult to prioritise projects related to PCD, because "national interest might collide with the interest of the developing country".²⁴⁸ The 2009 OECD report on Policy Coherence for Development highlights that Norway is moderately politically committed to PCD, and that a coherent approach to development is regarded as highly important to Norway, particularly in the work towards the Millennium Development Goals. In 2009, the recommendation from the Standing Committee on Foreign Affairs and Defence highlighted the lack of commitments on this issue and PCD in the government's white paper. The government responded to this by mentioning a general commitment to PCD, but neither listed nor initiated specific projects in order to link development and other policy areas. As a response to the Norwegian parliament's recommendation²⁴⁹ and to the white paper on development from 2008, the Norwegian government published an encompassing report on PCD in 2012.²⁵⁰

4.7.3. Operationalising the Migration and Development policy

The Ministry of Foreign Affairs manages a total budget of 4 497 960 000 Euro (33.7 billion NOK)²⁵¹, while the Ministry of Justice and Public Security manages a total budget of 3 523 620 000 Euro (26.4 billion NOK). The total amount on the National budget devoted to migration issues is 547 229 000 Euro (4.1 billion NOK). The Norwegian budget of Development Aid was in 2011 3 657 090 000 Euro (27.4 billion NOK), which represents about 1% of the total national budget.²⁵² Around 7.3% of the total net ODA is reported as in-donor refugee costs.²⁵³

M&D projects are funded within the development or the migration portfolio. Their source of funding is split between various lines of the annual national budget. To illustrate this with an example, expenses in relation to the Global Forum for Migration and Development are covered under the line "International processes and conventions" while diaspora projects contributing to linking migration and development under the line "Civil Society".

East and North Africa are considered as priority regions.²⁵⁴ In particular, the Horn of African states and Ethiopia are mentioned as key priority partners in M&D projects, in close cooper-

²⁴⁵ Ministry of Foreign Affairs, 2009b, op. cit., p.111.

²⁴⁶ Ministry of Foreign Affairs, 2009b, op. cit.

²⁴⁷ NORAD, *Bistand og konflikt*, Resultatrapport 2011, 2011, p. 10.

²⁴⁸ Ministry of Foreign Affairs 2009b, op. cit., p.111.

²⁴⁹ Stortinget, *Instilling fra utenrikskomiteén om klima, konflikt og capital. Norsk utviklingspolitikk I et endret handlingsrom*, Innst. S. nr. 269, 2009, p. 269.

²⁵⁰ Ministry of Foreign Affairs, *Report to the Storting on Policy Coherence for Development 2011*, Oslo, 2012a.

²⁵¹ National Budget 2011.

²⁵² Ministry of Finance, *Statsbudsjettet, Prop 1 S 2010-2011*, 2011. OANDA currency converter was used, exchange rate which was applied on 15 April 2013 was 0.13347, website op. cit.

²⁵³ OECD, op.cit.; Expenditures reported as ODA relate to sustenance costs, medical treatment, basic education and language training, transport and resettlement. Transportation costs for the voluntary return of rejected asylum seekers are included since 2011.

²⁵⁴ Ministry of Foreign Affairs, 2009a, op. cit., Ministry of Justice, *Norway's migration and development strategy for East Africa, letter from the Ministry of Justice to the ICMPD*, 2010b.

ation with the UK and the EU.²⁵⁵ Additionally, cooperation is often connected to large diaspora communities residing in Norway, such as Pakistan, Sri Lanka, Philippines and Somalia.

Since 2006 Norway has supported and initiated various projects linking migration and development. In annex III.vi a non-exhaustive list of implemented projects that may be covered under the umbrella of M&D provides an attempt to pin down some of the most important projects as highlighted in white papers and governmental reports.

4.7.4. Involvement in the international fora on Migration and Development

The *Global Forum for Migration Development (GFMD)* is high on the agenda of the Norwegian government. Norway is a member of the steering group of the organization and participates regularly in working groups and the annual conference organized by the forum.²⁵⁶ The government of Norway was also actively involved in the preparatory process through the work done in country teams but did not chair round tables. The government also provided financial resources for the organization of the GFMD.

Norway has participated in the *European Migration Network (EMN)* since 2010 as the only non-EU member. Members of the Norwegian national contact point (NO EMN NCP) are the Ministry of Justice and Public Security (chair), the UDI and the Norwegian Institute of Social

Research (ISF). On 18 June 2012, ISF hosted NO EMN NCP conference on Migration and Development. At the conference, the Norwegian government, represented by State Secretary Pål Lønseth, emphasised that the Norwegian participation in EMN complements the Norwegian ties with the EU cooperation on migration and development.²⁵⁷ Participants from both the Ministry of Foreign Affairs and the Ministry of Justice and Public Security stressed the importance of such fora for stimulating interest around migration and development.²⁵⁸

The Mobility Partnerships (MP) and European Cooperation

Norway seeks to participate in the mobility partnerships together with the EU and other European countries, and this has been highly prioritized since 2008.²⁵⁹ In particular, Norway seeks to cooperate on M&D. Norway has prioritised cooperation with Ethiopia. However, according to the proposition to the parliament²⁶⁰, the negotiations with Ethiopia have stalled at the time of writing. Norway is developing the bilateral cooperation with Ethiopia while waiting for the negotiations under the umbrella of the mobility partnership to recommence.²⁶¹ The mobility partnerships fall under the responsibility of the Ministry of Justice.

In June 2012 Norway participated at the **Rio+20**, where the link between migration and development, however, was not emphasised as a priority.²⁶²

255 Ministry of Justice and the Police, 2010b.

256 EMN, *Annual Policy Report 2011 Norway – Report to the European Migration Network from the Norwegian Contact Point*, EMN Report 2/11, 2011, p. 39.

257 Kvamme, M., *Migration and Development*, EMN Conference Report 18 June 2012, 2012.

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259 Lexau, S., *Flyktning og migrasjonspolitik i EU. Halvårsrapport fra EU-delegasjonen høsten 2008*, Brussels, 2009, p. 6.

260 Ministry of Justice and Public Security, *For budsjettåret 2010 Prop 1 S 2011-2012*, 2012b.

261 Ibid.

262 Ministry of Foreign Affairs, *Norways's National Submission Rio +20*, 2012b.

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