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Gender perspective in migration statistics**ANALYSIS OF MIGRATION STATISTICS FROM A
GENDER PERSPECTIVE: EXPERIENCES FROM
NORWAY¹****Note by Statistics Norway (NSI)***Summary*

Using Norway as a case study, this paper considers gender perspectives in the analysis of migration. First, the paper gives an overview of the key data sources at Statistics Norway, and how we identify and classify immigrants in the available data. The paper then explores some areas of migration research where gender perspectives are useful and highly relevant.

I. INTRODUCTION

1. This paper reviews some aspects of incorporating gender perspectives into the analysis of migration statistics, drawing on experiences from Norway. The main sources for Norwegian migration statistics, the Directorate of Taxes' Central Population Register (CPR) and the Norwegian Directorate of Immigration's Aliens Register (UDB), give access to an extensive amount of information on immigrants residing in Norway and their descendants, as well as differences between men and women. However, the information found in the registers does not fully cover all the relevant issues if we want to analyse migration from a gender perspective. Information found in surveys is equally important in

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these analyses. The paper gives an account of the various data sources Statistics Norway uses to analyse migration, and identifies areas where it is relevant to incorporate a gender perspective in the analyses. The paper will focus on analyses of *immigrants* from a gender perspective.

2. One of the most significant changes in migration patterns in the last half century is that women's share of international migration flows has increased and that women now constitute half of the migrant population worldwide (UNFPA). This is also the case for the Norwegian immigrant population². There is therefore a growing need for a gender perspective in the analysis of migration statistics.

3. Understanding gender differences and issues related to equality among immigrants are important to broaden our knowledge of the differences between immigrant men and women and how they are doing in various areas of society. Important questions in this context include participation in the labour force, discrimination in various areas, access to and drop out from secondary and higher education, crime and exposure to violence, health problems, fertility patterns, political participation and political influence. These are in general challenging areas in the integration of immigrants, but in addition, these are important areas in promoting gender equality, and are thus considered important in gender equality policy.

4. Gender perspectives in migrant analysis are also important in order to gain insight into gender equality challenges that prove to be particularly relevant for immigrants. Some very important issues in this respect would include, among other things, extreme social control and female genital mutilation. These are, however, areas in which Statistics Norway does not have data. Intersectional discrimination is another issue that is particularly relevant to immigrant women, as many immigrant women risk being discriminated against both on the grounds of being an immigrant but also on grounds of being a woman. More insight into these kinds of mechanisms is important. We should also be aware that the marginalisation of immigrant men is equally challenging for gender equality and that an analytical focus on immigrant men and equality is important.

5. There is also a need to focus on gender-relevant issues in the analysis of immigrants to show the diversity among immigrants in practices related to gender equality. In this respect, separate analyses of first and second generation immigrants will be relevant to show that many of the challenges related to integration of immigrants often do not persist across generations.

6. In general, it is important to seek better knowledge regarding the immigrant population's situation. Increased knowledge about immigrant women and men, their background and living conditions, will create a better basis for decision making aiming at improving the immigrants' situation. It can also be the foundation for better understanding between the immigrant- and the non-immigrant population. Lack of knowledge may easily give rise to opinions and unfounded statements in the public debate on immigrants and immigration. A solid base of knowledge is therefore essential for politicians in making important decisions concerning immigrants and the future magnitude of immigration flows.

² Immigrant population defined as persons who are born abroad to two foreign-born parents, and who have moved to Norway

II. KEY DATA SOURCES WHEN ANALYSING MIGRANT STATISTICS

A. Registers

7. The main source for Norwegian migration statistics, both on stocks and flows, is information from the Central Population Register (the CPR). All population statistics produced by Statistics Norway are based on the CPR. The CPR is administratively located at the Office of the National Register subordinated to the Norwegian Tax Administration (NTA). Statistics Norway is responsible for production of population statistics based on the CPR, and for all kinds of linkages between the CPR and other registers, for statistical and analytical purposes. In addition to CPR, information on key variables such as citizenship, country of origin, and causes of immigration are collected from the Norwegian Directorate of Immigration Aliens Register (UDB).

8. One of the main reasons for establishing the Central Population Register (the CPR) was to create a register for taxation and otherwise serve administrative needs in the civil administration. In addition, the CPR is the basis for all Electoral rolls. The use of the data for population statistics is an added bonus as the register was established primarily for administrative, not statistical use. A register used for a large number of purposes will have better prospects for being well up-dated, but will risk not having all analytically relevant variables included. That is occasionally a problem when using the registers for analytical purposes.

9. Statistics Norway receives electronic copies of the CPR every day. These data are used to update a separate population database (Besys). The CPR includes all residents in Norway with a valid residence permit and an intention to stay six months or more. All vital events (births, deaths, marriages, national and international migration etc.) and demographic characteristics like sex, age, marital status, citizenship, number of children, place of birth, national background (including parental country of birth), and year of first immigration are registered in the CPR or the aliens register. In total, there are around 75 variables. In addition to this, Statistics Norway generates a number of variables for statistical use so in total there are around 400 variables in Besys.

10. Each person in the Population Register is given a PIN-number, a unique 11 digit personal number, based on date of birth, six digits, and a five digit personal number. The role of the 11 digit PIN-number is pivotal for everyday life in Norway and for production of statistics in general. As mentioned above, if you intend to stay in Norway for six months or more you are given a PIN-number. The PIN-number is needed to open a bank account, to establish a telephone line, to obtain a tax card for work, to become a member in the National Health Insurance and for a long range of other purposes. In short, it is an integral part of being a resident in Norway. The PIN-number is essential for Statistics Norway in linking the persons registered in the CPR to other administrative registers for statistical analysis

B. Surveys

11. Sample surveys are to a lesser degree used for statistics and analyses on migration and integration in Norway. This is mainly due to the extensive use of the registers. Few surveys cover aspects not included in registers, such as immigrant's attitudes and opinions. But there is much valuable information on immigrants' *living conditions* found in three special surveys conducted by Statistics Norway in 1983, 1996 and 2005/2006 (ref

paragraph 11). These surveys have the CPR as sampling frame, giving very rich information on non-response and of representatively.

12. Statistics Norway conducted a special survey of living conditions of immigrants and Norwegian-born to immigrant parents (LKI) in 2005/2006. It describes the living conditions of immigrants and Norwegian-born to immigrant parents with backgrounds from ten selected countries: Bosnia-Herzegovina, Chile, Iraq, Iran, Pakistan, Serbia-Montenegro, Somalia, Sri Lanka, Turkey and Vietnam. Women and men from these countries were interviewed about their background in the country of origin, participation in education and work, how they experience the work, their Norwegian language skills, religion, loneliness, perceived discrimination and ties to the country of origin and to Norway. These are areas which registry statistics provide little insight into, and LKI is therefore an important added source of knowledge about the integration process. The levels of immigrants' employment rate and income measured in LKI differ from those measured in the registers. LKI has been used for analytical purposes to a large extent, and to some extent for analyses with gender specific perspectives.

III. CLASSIFICATIONS AND DEFINITIONS

13. Based on the register information, there are a number of possible ways of identifying immigrants. We could, as many do, use citizenship, but this poses a number of limitations and pitfalls, especially for comparative analysis. The main problem relates to the fact that individuals do change their citizenship through naturalisation and that naturalisation varies greatly between countries. Country of birth is arguably a better indicator since it is invariant. It is also important to be able to identify clearly the different generations in order to investigate if descendants have the same living conditions or similar demographic behaviour as their parents.

14. It is for this reason that Statistics Norway has developed a standard classification based on parental country of birth for demographic analysis as well as for the study of other aspects of immigration like living conditions, discrimination and citizenship. This variable is now widely used in research, administration and media in Norway.

15. We use the term immigrant in connection with persons born outside Norway of two foreign-born parents. They have immigrated to Norway at some point and constitute a diverse group ranging from an elderly Dane who has lived in Norway since he was a child to a young girl who has newly arrived from Afghanistan.

16. Persons born in Norway of two foreign-born parents or Norwegian-born to immigrants refer to those born in Norway to two first generation immigrants, and who also have four grandparents born outside Norway.

17. In analyses of immigrants, the focus of the analysis determines whether the analysis distinguishes between immigrants and Norwegian-born to immigrant parents or look at the two groups together.

18. Persons with an immigration background cover a larger group than the immigrants and Norwegian-born to immigrant parents, the most important one being persons who have one foreign-born parent and one Norwegian-born parent. Statistics on this category is produced annually, but the category is seldom used for analytical purposes.

19. Statistics Norway makes categorisations based on country background. When distinctions between people with different country backgrounds are analysed, significant differences are often found in living conditions between such groups. This has to do with differences in length of stay, the fact that people come from different societies under different circumstances, differing motives for immigration, and different prerequisites for

coping in Norwegian society. It is necessary, however, to stress that such categorisations also represent a generalisation.

20. Statistics Norway does not collect information on *ethnicity*, *race* or *colour*, or on whether persons in any other physical way differ from the majority of the population. Therefore, there are no statistics based on such categorisations. This could however be considered a weakness in relation to measure discrimination, as many would think that people are discriminated against on the basis of skin colour or religion.

21. For some purposes, countries of origin are lumped together into larger groups. Immigrants from the Nordic countries are often looked upon as a separate group. The most common classification of country groups is by world region: Europe, Africa, Asia, North- and Central-America, South-America and Oceania.

Reason for Immigration

22. In the statistics on reason for immigration, published by Statistics Norway, there are four main categories: Family, Labour, Protection/Humanitarian and Education/Training/Exchange. These categories are derived from the first residence permits granted to non-Nordic immigrants. Nordic immigrants are not included, as they do not need any type of work or residence permit.

IV. GENDER PERSPECTIVES IN THE ANALYSIS OF MIGRATION STATISTICS

23. As we have seen, the CPR with the possibility of linkage to other administrative registers, and the information found in the sample surveys give an extensive source for analysis of migrant statistics. In addition, all statistics are divided by sex where it is relevant and possible. This means that there is a wide range of possibilities for analysing gender perspectives in the Norwegian migration statistics. When analysing gender differences and further aspects of equality between women and men among the immigrant population there are however, as mentioned above, some areas or topics that may be considered more relevant than others, and in the following, some of these are elaborated.

A. Gender, migration and demography

24. Persons with immigrant background in Norway count 600 000 at the beginning of 2011 and constitute 12 per cent of the total population. 500 000 are immigrants and 100 000 are Norwegians-born to immigrants. Half of the immigrants and Norwegian-born to immigrants come from European countries, with Poland as the largest group. There are as many men as women among the immigrants, but there are relatively large gender differences in reasons for immigration. Men are mainly migrant workers or refugees, while women constitute almost 75 per cent of family immigrations, if we exclude children and youth. Immigrants who come due to family reunification or establishments have increased considerably in recent years and now account for the second largest group of immigrants by reason for immigration. Immigrants from Poland are the largest group of family immigrants followed by Thailand. Analysing gender differences in reasons for immigration is important due to the assumption that whether an immigrant comes through work or family reunification or establishment will have an impact on the immigrant's integration into Norwegian society.

B. Gender, migration and fertility

25. In the public debate on immigrants, there has been considerable focus on immigrants' fertility, particularly in the debate connected to the projections of the future number of immigrants. Among some debaters, there is a belief that immigrants will become a majority in the future amongst others through high birth rates. In 2009, the total fertility rate (TFR) in Norway was 1.98 children per woman, while the TFR for immigrant women was 2.26. There are however considerable variations across different groups and generations. The most important finding in the analysis of immigrant's fertility is the flattening of the TRF over time and the adaption to the fertility patterns of women without immigrant background.

C. Gender, migration and employment

26. Economic independence for women through participation in working life is an important aspect of Norwegian gender equality policy. Integrating immigrants in the labour market is at the same time among the government's main priorities in the integration field. Labour force participation is seen as the key to integration of immigrant women in many respects and is also thought to promote more gender equality among immigrants in many areas. It is also believed that women's employment will benefit children of immigrants as children of working mothers are more likely to be enrolled in kindergarten and then will have the opportunity to improve their language skills and socialize with other children before starting school at the age of six.

27. Statistics Norway has long traditions in analysing labour force participation among immigrants, mainly through the registers, and we have broad knowledge of the gender differences in labour force participation. Generally, these analyses reveal that immigrants in general and women in particular have a lower employment rate than the general population. However, immigrant women's employment varies greatly across groups, particularly by reason for immigration and country background.

28. The analyses from the sample survey on living conditions among immigrants (LKI) has also given us valuable and more detailed insight into the importance of immigrant's participation in professional life, for both language skills, gender equality in allocation of domestic work, access to friends, self-reported language proficiency, protection against loneliness and mental health in general. Analyses show that working immigrant women are far more equal with men within the same country group than those who are not employed. Not only has being employed a value in itself, it also provides higher income, greater control over the economy, several Norwegian friends, less feelings of loneliness and better mental health.

D. Gender, migration and education

29. At the moment, Norway does not have a systematic way of collecting and storing data on education taken abroad. As a consequence, the information on immigrant's educational level is incomplete, lacking for 50 per cent of the immigrant population - particularly among recent arrivals. This has implications for our knowledge of what skills a relatively large proportion of the population possesses. We do not know the extent to which the immigrants are in jobs they are over qualified for, and whether this is related to discrimination.

30. In a gender perspective, information about immigrants' education is important to gain knowledge about gender differences in educational levels among immigrants, and particularly how differences in educational attainment affect job opportunities.

31. A new survey on immigrant's education is being conducted in 2011/2012. Questions about completed education abroad will also be included in the EEA-register from October 2012, which would mean that the educational level of the EEA immigrants to Norway after this date would be collected through a registry source. Statistics Norway will follow this process closely in order to make use of registry information in the annual education statistics.

E. Male drop out and female success

32. We do not have good statistics on the educational level among immigrants in Norway, but we do have comprehensive statistics on the participation in higher education at Norwegian educational institutions of immigrants and their descendants born in Norway.

33. Similar to the participation in the labour force, there are obvious gender differences in participation in higher education among immigrants, but in this context in Norway, it is to women's advantage. This holds true both for students as a whole, for Norwegian-born to immigrant parents and for immigrants. However, it is worth noting that Norwegian-born to immigrant parents in the age group 19-24 participate in higher education to a greater extent than 19-24 year olds generally. Immigrants participate significantly less than the general population of similar age, but this is mainly because most immigrants in this age-group have arrived recently as labour migrants.

34. The drop out from upper secondary education by young immigrant boys has also received attention in the public debate. In Norway, boys are more likely to drop out from upper secondary education than girls, and immigrant boys drop out to a much larger extent than Norwegian boys as well as Norwegian-born boys to immigrant parents.

35. Since education is regarded as an important key to securing a foothold in the labour market, knowledge of participation in higher education among young immigrants and Norwegian-born to immigrant parents will therefore give insight into future prospects of employment for this group. The gender perspective is important both to be able to see outcomes in employment for the high proportion of young women enrolled in higher education, and the outcomes and challenges for the relatively high proportion of young men who fail to complete an education. The fact that a high proportion of immigrant men drops out of secondary education and thus run a greater risk of unemployment is an equally important challenge for gender equality as the fact that immigrant women face considerable difficulties in being integrated into the work force.

36. Because of the significant differences in participation between immigrants and Norwegian-born to immigrant parents, it is important in the analysis of immigrant's participation in higher education, to distinguish between the generations.

F. Gender, migration and crime

37. There has been much focus on and debate in Norway related to immigrant women's vulnerability to violence, especially domestic violence. Developing better methods and indicators to measure violence against women has been one of the most important focus areas in international gender statistics since the Beijing Declaration of 1995. However, we should bear in mind that gender equality perspectives are also about improving the knowledge of the marginalized situation of men. In this context, it is also important to seek

more knowledge about the violence in which men and perhaps immigrant men in particular are exposed to, among other things, bodily harm and assault.

38. Statistics Norway publishes several registry based statistics about exposure to violence in general, and to some types of violence/sexual violence and threats in particular. Abuse in family relations is now a separate statutory provision, and the crime statistics register this as a separate type of crime. We are thus able to identify victims of domestic violence in the statistics. The crime statistics, however, do not show figures for immigrants separately, and the only analyses of immigrants' exposure to violence have come from the survey of living condition among immigrants, where questions on experiences with violence and threats were included. These analyses did also analyse gender differences.

39. Analyses from LKI show that there are less gender differences between women and men in the immigrant population than among the general population in terms of exposure to violence and concern about being exposed to violence. There are however significant differences between different immigrant groups. The analysis shows that women generally are more worried than men to be subjected to violence or threats in the community. This may partly be explained by the fact that regular surveys of living conditions show that women more than men are victims of violence in their immediate surroundings. As questions about violence are often perceived as sensitive, we should however be aware of the difficulties in measuring the extent of violence, and domestic violence particularly, among immigrants as in the population in general.

V. POSSIBILITIES FOR BETTER MEASUREMENT

40. Because there is a profound political interest in knowledge on immigrant related issues, there is substantial funding on both developing and analysing statistics in this field. Therefore, there has been an extensive amount of analysis on migration statistics at Statistics Norway the last decade. The importance of analyses with a gender perspective, and of intersectional areas of equality (i.e. immigrant and female), has become more evident in recent years. Given the comprehensive amount of data sources available in the registers there probably will be even more focus on analysis of gender and migration using the registers in the future.

41. When using the registers in analysis of gender and migrants, especially non-western immigrants we must be aware of how the register-based statistics on for example employment and unemployment partly hide the fact that many fall outside the labour market because they cannot find a job, or because they fail to register as unemployed or because they choose not to work. In addition, the immigrant group changes composition by age and by country background over time, and the young dominate (skewed age distribution). At times, something that looks like a favourable or negative change is due to composition effects only and not necessarily new behaviour.

42. A deficiency in the register statistics is the ability to capture immigrants' perception of important social values that is thought to characterize the ability to integrate into Norwegian society. Measuring such values has been in focus in Norway in the wake of a recently submitted report on integration from the Norwegian government. In a gender perspective, this is especially important. Gender equality in Norway is a fundamental value all people must act in relation to, through legislation in many areas, but also more informally through socializing at work or at school. This makes it crucial to increase knowledge about how these values are interpreted in different groups of immigrants. At the same time, it is important to seek to improve our understanding of what is perceived as important equality challenges for immigrants and whether there are special gender equality

challenges in this group that should be incorporated into a public equality policy to a greater extent than it is today.

43. Statistics Norway are in the planning of a new survey on living conditions among immigrants that we hope will be completed in 2015. The inclusion of questions that can capture the values of various aspects of living in Norway, including perceptions of gender equality, will be an important and valuable new resource of knowledge in an area where there has been much political attention recently.

44. Statistics Norway has a tradition of gender mainstreaming in all relevant statistics. Information on immigrants is also mainstreamed as far as possible, where it is not contrary to confidentiality considerations, etc. This means, as mentioned in the introduction, that we have a highly comprehensive source for doing analysis of immigrants from a gender perspective. The statistics exist, but should be used to an even greater extent in analysis in this important field.

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