

**INTERNATIONAL
CONVENTION
ON THE ELIMINATION
OF ALL FORMS OF
RACIAL DISCRIMINATION**



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COMMITTEE ON THE ELIMINATION
OF RACIAL DISCRIMINATION
Twenty-fifth session

CONSIDERATION OF REPORTS SUBMITTED BY STATES PARTIES
UNDER ARTICLE 9 OF THE CONVENTION

Sixth periodic reports of States parties due in 1981

Addendum

NORWAY 1/

[20 January 1980]

Part I

Introduction

Reference is made to Norway's previous reports, especially the fifth periodic report (CERD/C/50/Add.5), and the summary records (CERD/C/SR.470-471) of the committee's meeting where that report was examined.

In preparing the sixth periodic report, attention has been paid to the revised general guidelines concerning the form and contents of reports by States Parties (CERD/C/70). It has been felt, however, that since only minor legislative and judicial measures have been adopted in the interval between the fifth and sixth periodic reports, and since the relevant legislative and judicial measures have been

1/ For previous reports submitted by the Government of Norway and the summary records of meetings of the Committee at which such reports were considered, see:

- (1) Initial report - CERD/C/R.25/Add.4 (CERD/C/SR.96-97).
- (2) Second periodic report - CERD/C/R.53/Add.5 (CERD/C/SR.185);
- (3) Third periodic report - CERD/C/R.78/Add.7 and Add.9 (CERD/C/SR.300 and 328-329);
- (4) Fourth periodic report - CERD/C/22 (CERD/C/SR.372);
- (5) Fifth periodic report - CERD/C/50/Add.5 (CERD/C/SR.470-471).

brought to the attention of the Committee already, this report should concentrate mainly on administrative and other measures concerning the Sami people and the immigrants as well as on measures with reference to Article 7. It has furthermore been considered useful for the sake of clarity to give a comprehensive description of the measures taken on behalf of the Sami people and the immigrants, under the heading of Article 2 even though some of these measures refer to other articles of the Convention.

For the information of the Committee it may be added that the draft of the report has been submitted to the Norwegian Government's Advisory Committee on Human Rights. This Committee was established on 7 May 1980 at the initiative of the Ministry of Foreign Affairs, and its members were appointed by that Ministry. The Committee is composed of Members of Parliament from various political parties, and representatives of Government Ministries and non-governmental organizations concerned with the protection of human rights. The Committee is presently chaired by the Special Advisor to the Foreign Minister on human rights matters, Ambassador Knut Sverre, and has altogether 18 members.

According to its terms of reference, the Committee may take up general problems and current issues. It shall also assess and recommend to the Government and organizations the implementation of practical measures, and give them advice where human rights questions are concerned. The Committee shall also assist at the national level in the work carried out under the auspices of the Nordic authorities, particularly as regards information, education and research in the field of human rights.

For practical reasons, it has been considered important to limit the number of members. However, should it be desirable, the Committee may request representatives from other Government Ministries, organizations, etc. to take part in the work on particular matters. Moreover, it is intended that the Committee shall hold enlarged meetings once or twice a year which may be attended by representatives from organizations/institutions/Government Ministries not permanently represented on the Committee.

It is the aim of the Ministry of Foreign Affairs that future reports shall also be submitted to the Human Rights Committee. Efforts will be made to ensure that the Committee is presented with the relevant material so far in advance that it can make a serious assessment of the contents of the report and influence its formulation.

2. Demographic composition of the Norwegian population

The total population of Norway as of 31 December 1980 constituted about 4.1 million inhabitants. The composition of the population is homogeneous. The number of Sami people is estimated to be approximately 30,000. Gypsies holding Norwegian citizenship are estimated to number 220. The total number of foreign nationals residing in Norway, as of the above data, was 82,076. Their places of origin were as follows:

Europe	52 356	(63.8%)
Africa	2 615	(3.2%)
Asia	12 849	(15.7%)
America (North and South)	13 403	(16.3%)
Oceania	496	(0.6%)
Unspecified citizenship or stateless	357	(0.42%)

As of today the Vietnamese group number about 2,500, but this is expected to increase sharply, due to the fact that Norwegian ships are constantly picking up boat refugees in the South China Sea, and that the Norwegian authorities have committed themselves to granting entry permits to all those picked up by Norwegian ships.

Since the Second World War, Norway has accepted just under 9,000 refugees. With the exception of the years 1956/57, when approximately 1,500 refugees arrived in Norway, it was not until 1978 that the number of refugees amounted to more than 500 per year. In the report immigrants and refugees are in general treated as one group, but special measures for refugees are to some extent mentioned separately.

Part II

Article 2

Reference is made to earlier reports concerning legislative and judicial measures which give effect to the provisions of Article 2 of the Convention. Information under this Article will therefore basically concentrate on administrative and other measures in the economic, social and other fields to ensure adequate development and protection of the Sami people and the immigrants, including refugees. Reference is also made to information given under subsequent headings.

A. The Sami people (Lapps)

The Sami people are the only ethnic minority in Norway who also claim to be indigenous. Measures to promote the interests of this minority (approximately 30,000 Sami people of a total population of about 4.1 million) are of importance when an evaluation is to be made of Norway's implementation of the International Convention on the Elimination of All Forms of Racial Discrimination. The situation of the Sami people has been comprehensively discussed in earlier reports, but it is considered to be correct - particularly in view of the interest roused by questions relating to the situation of the Sami people during the review of Norway's reports - to offer a full and updated presentation under this subsection.

The Sami people are represented in the administration of measures for the Sami people, and in the steering bodies for these measures. In most publicly appointed bodies the Sami people form a majority. In the municipally appointed bodies too the Sami people are today in the majority in the central Sami areas.

Several of the measures for the Sami population are of such recent date that they are difficult to assess for this reason. Nor have any studies been made to chart the effects of the measures. In addition, it will always be difficult to differentiate between the effects of such measures and the general development of society otherwise.

In the course of the last few years there has been an increase in employment and considerable improvement in the housing situation in the Sami areas, and this must be considered in connection with the establishment of, among other factors, the Development Fund for the Central Sami Settlement Areas and housing measures in Indre Finnmark. Particularly important to the Sami culture are the measures which further develop the traditional ways of making a living. Besides reindeer husbandry this applies to Sami home arts and crafts, as well as livelihoods earned in outlying areas. Several schemes for these livelihoods have been initiated as a result of the work of the Development Fund.

The Nordic Sami Institute and the Lapp Council for Education have, through research and work in schools, promoted the identity of the Sami people, and have thus contributed to offering the Sami better opportunities for having a firm basis in their own culture.

Increased appropriations to the Sami organizations have led to increased activity by Sami among Sami making it easier for them to present special Sami needs.

In the following paragraphs a summary is given of various measures for the Sami people.

1. Government co-ordination of Sami questions

The Ministry of Local Government and Labour is responsible for the co-ordination by the authorities of special measures for the Sami population. An interministry co-ordination committee has been established, led by the State Secretary of the Ministry of Local Government and Labour and with regular participation by the State Secretaries of the Ministry of Justice, the Ministry of Church and Education and the Ministry of Agriculture. Other Ministries take part as needed.

2. The Norwegian Lapp Council

The Norwegian Lapp Council is an advisory body for national, county-municipal and municipal authorities in important economic, cultural, judicial and social matters and in matters such as the administration of natural resources which particularly affect the Sami population. The Council can also present cases to the authorities and others when they so wish. The Council also administers government appropriations for individual Sami purposes.

The Norwegian Lapp Council consists of 18 members and is appointed by the King. The members and the proxies are appointed after proposals for member and proxy have been submitted by the Sami organizations and other interested organizations, from the municipalities and county municipalities in the Sami areas.

The Council elect their own chairman and vice-chairman among the members for four years at a time. With few exceptions the members are themselves Sami.

3. Nordic Sami Institute

The Nordic Sami Institute is a research, study and information institution for the Sami population in the Nordic countries.

The members of the board of the Institute are appointed by the Nordic Council of Ministers. The board consists of 12 members. Seven members are appointed at the proposal of the Nordic Sami Conference and five members are appointed at the proposal of the governments of the Nordic countries.

The board appoints the personnel of the Nordic Sami Institute, aside from the leader, who is appointed by the Nordic Council of Ministers.

The Nordic Sami Institute is thus a purely Nordic Sami body, and has initiated research in Sami areas in the Nordic countries. With few exceptions the members are Sami.

4. Development Fund for the Central Sami Settlement Areas

The purpose of the Fund is to promote measures of economic, social and cultural value in the Sami settlement areas. Support is given in the form of grants, loans or guarantees for loans. The size of the Fund amounted to Nkr 3 million in 1981.

The Board of the Fund has five members and is appointed by the Government. Four of the members are Sami. A proposal has been made that the Fund be made permanent and placed under the Norwegian Lapp Council as of 1 January 1982.

5. Sami organizations and Sami home arts and crafts

Each year the Storting appropriates funds through the budget for the Ministry of Local Government and Labour for the running of Sami organizations and for instruction in product development and marketing of Sami home arts and crafts. The appropriations are distributed by the Norwegian Lapp Council and have hitherto been given to the National League of Norwegian Lapps, Sami National Association, Norwegian section of the Nordic Sami Council, to the organization for home arts and crafts, Samiid Duodji, and to local Sami home crafts shops.

In 1981 Nkr 1 million was allocated to home crafts purposes and Nkr 800,000 for the operation of the other special interest organizations.

Through the Reindeer Husbandry Agreement organizational grants are also given to the Norwegian Association of Reindeer Lapps in the budget of the Ministry of Agriculture. The appropriation amounted to Nkr 1 million for 1981.

6. Housing measures in Indre Finnmark (central area of the Sami people)

The scheme is administered by the Ministry of Local Government and Labour. It was implemented in 1970 for Kautokeino, Tana and Nesseby municipalities. Since 1975 it has also included Porsanger municipality. It has been decided that the scheme shall be applicable until 1983.

As of 1 January 1981 interest- and redemption-free loans were given to 663 dwellings through the housing measures. In addition to the interest- and redemption-free loans for the building and improvement of dwellings, grants have been given for technical planning, the testing of ground conditions and the planning of water and sewage installations, architect assistance, adult education courses, guidance services, etc. In connection with the housing measures the local and central authorities have been instrumental in establishing a construction firm for the building of, among other things, dwellings. Part of the firm's task has been to qualify local Sami labour for the construction industry.

7. Sami municipalities

The Sami people are in the majority in several municipalities in the central Sami areas. They work in the administration and participate actively in local political decision-making bodies. Four municipalities have Sami mayors: Nesseby, Tana, Kautokeino and Karasjok.

8. Sami interpreter service

Through the budget for the Ministry of Church and Education funds are given for church interpreters and, through the budget for the Ministry of Justice, for court interpreters in the Sami districts. There is a church interpreter employed part-time in each of the three Sami parishes Kautokeino, Karasjok and Polmak/Nesseby. It is possible to request a court interpreter in Sami. The Court appoints competent interpreters according to need.

It is also proposed that from 1982, through the budget of the Ministry of Local Government and Labour, a three-year trial scheme be implemented for interpreter service under the direction of individual municipalities or county municipalities. This will ensure Sami and Norwegian speakers an equal level of service, and will offer the same possibilities for taking part in the decision-making processes in the various communities.

9. New Reindeer Husbandry Act

A new Act relating to Reindeer Husbandry entered into force on 1 July 1979. (Refer to Norway's fifth periodic report.) The main purpose of the Act is to exploit the reindeer grazing resources in a manner ensuring safe economic and social conditions, and to ensure the rights of those engaged in reindeer husbandry as an occupation.

The Act also presupposes an administrative arrangement with steering bodies which, in principle, correspond to those existing in agriculture.

A central Co-ordinating Committee for Reindeer Husbandry is appointed in connection with a central reindeer husbandry administration. In addition, local boards are appointed, and in every reindeer grazing district a Local Committee of Representatives is elected among the active reindeer-herders. The reindeer owners are represented in all of these bodies.

10. Reindeer husbandry agreement

In 1976 the Storting gave its approval to the first Basic Agreement for the reindeer industry.

The Agreement is made between the State and the Norwegian Association of Reindeer Lapps for two years at a time. The Agreement regulates prices, production, marketing, supplementary schemes, etc. for reindeer husbandry in the same way as the Agricultural Agreement does.

11. Committee on the Legal Rights of The Sami People (Samerettsutvalget)

By the Crown Prince Regent's Decree of 10 October 1980 a broadly based official committee was appointed with a total of 18 members who are to report on the rights of the Sami people to land and water (Committee on the Legal Rights of the Sami People). The Committee, which among other members has representatives of the Sami organizations, is to clarify the applicable conception of law and rules of law, as well as the general legal situation otherwise, and is to describe the actual use of land and water today in areas in Norway with Sami settlements. The Committee is also to evaluate the need for changes in applicable law.

The Committee is to study how to ensure the opportunities of the Sami population to exploit the natural resources in their settlement areas, at the same time as the interests of the non-Sami population are recognized. The considerations of conserving and ensuring Sami culture and manner of living will be central in this context. The Committee is also to take up the question as to whether it will be expedient to have special constitutional provisions on the status of the Sami people under the law and to have a special representative, popularly elected body for the Sami. The Committee plans to present an interim recommendation on these two questions during the course of the first half of 1982.

International conventions and resolutions and legal arguments, taking as their starting point the status of the Sami people as an indigenous population or an ethnic minority, will be of importance for the proposals presented by the Committee. In this context it can be noted that a study report has already been published, NOU (Norwegian Official Report)/1980:53, Protection of Indigenous Peoples, which discussed the relationship between Norwegian law and the ILO Convention no. 107, on the protection and integration of indigenous peoples and other ethnic groups who completely or partially live under tribal conditions in independent countries, cf. the above ILO Recommendation on the same subject. The study report, which concludes that in general there is compatibility between Norwegian law and the requirements of the Convention, has been sent out for comment. The final decision as to whether Norway will ratify the ILO Convention, will presumably be taken when the final recommendation is available from the Committee on the Legal Rights of the Sami People.

12. The Alta case

On 30 November 1978 the Storting resolved to develop the Alta Watercourse for the production of hydropower. The Alta Watercourse is located in an area which is partially settled by the Sami people, and various groups claim that that the development of the watercourse will, inter alia, have a detrimental effect on the reindeer industry in the area. Prior to the resolution there was a lengthy planning period. In 1973 the Storting resolved on lasting conservation of the Masi area, and the Government concession proceedings on the Alta case began in 1974. These proceedings lasted for four years up to the Storting Resolution on 30 November 1978. During these proceedings the project was considerably reduced in extent, mainly out of consideration for the interests of the reindeer-herding Lapps.

On 6 June 1979 the Storting discussed a proposal by four Storting Representatives that the Storting should take the question of developing the Alta Watercourse up for renewed discussion. The proposal was not accepted.

By Royal Decree of 15 June 1979 approval was given to the state regulating of the Alta Watercourse and the formal terms and conditions for regulating it were laid down. Among other points, appraisal proceedings were instituted to determine compensation for land and rights which were affected by the power development scheme, and to prescribe provisions on specific measures able to reduce damage and inconveniences of the regulating operation. On behalf of a number of landowners, reindeer pasture districts and others, the defendants claimed that the appraisal proceedings be dismissed on the grounds that the Royal Decree of 15 June 1979 was invalid. The Court in Alta conducting the appraisal proceedings upheld on 5 December 1980 the validity of the Royal Decree though there was dissension in the Court, and the proceedings should continue. This decision was appealed, and the Appeals Selection Committee of the Supreme Court decided to permit a direct appeal to the Supreme Court. The case will be dealt with in plenary session, and judgement is expected in the fall of 1981.

B. Immigrants (including refugees)

Considered on an international scale Norway continues to be a small country with limited immigration even though immigration pressure has increased markedly in recent years. A relatively stable employment and good social welfare opportunities helped to make Norway attractive for migrant workers when the large immigrant countries elsewhere in Europe closed their borders at the beginning of the 1970s.

As mentioned in Part I, as of 31 December 1980 the immigrant population was as follows:

Foreign nationals - total	82 076
Europe	52 356
Africa	2 615
Asia	12 849
America (North and South)	13 403
Oceania	496
Unspecified citizenship or stateless	357

As of today the Vietnamese group numbers about 2,500, but this as noted above is expected to increase in future.

In its original guarantee Norway said it was willing to accept 3,000 refugees from Viet Nam. The total number will exceed this figure, both because the stream of people appears to be continuing and because family reunifications will mean that a number of non-boat refugees will be admitted to the country. The first group of 23 people to be reunited with their families arrived in Norway in September 1981, direct from Viet Nam.

In March 1981 the Storting discussed Report no. 74 (1979-80) to the Storting on Immigrants in Norway. The Storting agreed with the principles which form the basis for Norwegian immigration policy. In the foreseeable future immigration to Norway will be strictly regulated; which means that only family reunifications, skilled manpower and refugees will be allowed into the country. Norway follows the principles for integration in its treatment of the immigrants who are settled here, which means that the immigrants themselves shall be allowed to choose to what extent they wish to be integrated into the Norwegian society.

It is on the basis of the aforementioned Report to the Storting that new guidelines have been drawn up for the treatment and assessment of matters concerning aliens, and these are, for certain groups, more liberal than they formerly were. Inter alia, the rules concerning residence permits for purposes of family reunification have been made more liberal. The initial point continues to be that spouses and children may be given residence permits. The age limit of 20 years for children shall, however, be practised with flexibility in those cases where the children are unmarried, or in such cases where they will be without family or close relatives in their homeland when the rest of the nuclear family has emigrated. Minor children who are without parents, or who live apart from their parents, should be granted a residence permit for reunion with a sister, brother or other close family member. Parents left behind, and in particular single parents, should be treated in the same manner when their main ties are to children residing in Norway. In addition, family members other than those mentioned may be given residence permits in such cases where there are especially strong, reasonable grounds for this.

In general the Ministry of Justice has asked that a reasonable view be taken in dealing with applications for residence permits for purposes of family reunification. This shall also be the case where the requirement of suitable housing, as a condition for a residence permit, is central in the evaluation of the application. The fact that the family should have an apartment of a socially acceptable standard must be weighed against the need for family reunification, and this may mean that the residence permit should be granted even though the housing conditions for a shorter transition period are not as good as could be desired.

In general the Ministry has emphasized that a main feature of the discussions in the Storting was that decisions which in practice appear to be unreasonable to the parties involved should be avoided, in so far as possible. Such views should, therefore, act as a guideline for decisions taken by the immigration control.

It is Norwegian policy that immigrants shall have the same rights and responsibilities as other nationals. Various special measures will be necessary during a transition period in order to give the immigrants a real opportunity to make use of their rights. We emphasize, however, that this is a matter of special measures and not of special care.

A special apparatus for special care is not to be built up. The municipalities have the same responsibilities towards immigrants as they have towards the rest of the country's inhabitants.

It may be mentioned that Norway will speed up the process to have the Council of Europe's Convention on the Legal Status of Migrant Workers ratified. The intention is to undertake ratification sometime during 1982.

The Convention has not been ratified because it is unclear as to what extent it is also applicable to foreign manpower on contract, for instance in the petroleum sector. If the Convention includes these workers, Norway must be able to reserve itself on this point before ratification takes place.

As of this date manpower on contract is not included in the provisions and principles relevant to our immigrant policy.

An important means of preventing discrimination is through information, both to the general public and to Government employees, concerning the refugee's situation, background and culture, and to the refugees themselves as to the rights and responsibilities they have in Norway and more generally on Norwegian conditions.

Information and guidance to Government employees:

During the course of the last report period, work has been done to draw up written information material intended especially for Government employees who are in everyday contact with refugees on the local level. In addition, a special guidance programme is now being drawn up for employees in the social welfare sector who will gradually be given greater responsibilities in connection with the permanent settlement of the refugees in the municipality. Through training and schooling of personnel the aim is to equip the public service apparatus to enable it better to meet the needs and interests of the refugees and thus ease the first integration phase.

It should be emphasized that one of the most important experiences gained where the dissemination of attitude changing information to counteract racism is concerned is that the minorities themselves should purvey information about their own culture to the general public. In working with the Norwegian gypsies, cf. Items 1 and 5 (and Article 7), information programmes have been developed in co-operation with the gypsies themselves, in part with the help of social workers, in part through their own organization.

According to specific guidelines press subsidies are now given to a number of immigrant publications. Immigrant publications can obtain subsidies for the purchase of necessary equipment and to cover operating expenses if they can document the numbers

printed for sale and the regular issues. The provisions are somewhat less stringent than for subsidies to Norwegian newspapers.

This is applicable in a transition period in order to establish an immigrant press in Norway.

The Norwegian Refugee Council places great importance on informing the refugees of their rights and responsibilities in Norwegian society.

This is done, inter alia, through an intensive instruction programme, which all refugees complete during the course of the first three months they are in Norway (cf. also Article 7).

This instruction is a part of an integrated programme for the reception of refugees, and is based on a co-ordination of instruction and other reception measures. The main emphasis is placed on social aspects, language instruction within a practical social framework, and the meeting of basic needs for information.

There has been a great need for Vietnamese interpreters, a fact that has been of decisive importance for the Vietnamese refugees' contact and communication with the Norwegian society during the course of their first period in Norway. To remedy this, several courses have been arranged (with follow-up) to train interpreters.

Courses in the Vietnamese language have been arranged for Norwegian personnel who are working with refugees to help them to do a better job.

The immigrant organizations receive grants for operations and activities in accordance with specific guidelines. The guidelines have just been changed from more discretionary criteria to fixed criteria based on the number of members and the level of activity. The guidelines will be adjusted for 1982 on the basis of the experience gained in 1981.

The legislative revision means that the guidelines are more in accord with the guidelines for the allocation of grants to Norwegian organizations.

Through the County Governors' religious organization and ethics societies for immigrants may receive grants on a par with comparable Norwegian societies.

Concerning legal aid, health and social welfare services for immigrants, reference is made to previous reports.

Local efforts for integrating refugees into the municipalities will be strengthened through, among other measures, special Government allocations to the municipal administration.

The Ministry of Health and Social Affairs is financing a research project which is charting the refugees' situation and social adaptation to the Norwegian society, with the intention of arranging conditions more favourably for the refugees.

Questions discussed during the examination of Norway's fifth periodic report

1. The Council for Immigration Questions

We assume that by "Immigration Council" is meant the Council for Immigration Questions.

The mandate of the Council has been further extended to 31 December 1981. The Council's sphere of activities has not been changed. The extension was justified on the basis of the on-going co-ordinating activity (cf. below) which will presumably mean the appointment of a new council. This matter will presumably be clarified in the course of 1982.

2. Administrative co-ordination

The increase in the number of immigrants and refugees has necessitated an evaluation of the existing administrative apparatus.

With the intention of making the work with immigrants and refugees more effective an attempt will be made to co-ordinate this sector under one Ministry during the course of 1982.

A proposal has been made for the division of responsibilities between that Ministry and an external agency.

The Government has not yet taken a final stand on this proposal.

The Immigration Control shall continue under the Ministry of Justice, separate from the other work with immigrants.

3. Immigrant children

Children of immigrants shall be given knowledge of their language and their culture through instruction in their mother tongue (cf. Article 7).

Work is in progress charting the situation for immigrant children and young people in Norway, with a view to introducing preventive measures.

A special parents' union for immigrant children has been formed. This organization receives grants on the same premises as other immigrant organizations. The organization itself has started operations, financed by the Ministry of Church and Education's own project which is to chart the teaching situation for the immigrant children.

Article 5

A. There is nothing new to report under this item.

B. Concerning relations with the regimes of southern Africa, reference is made to the information given in the fifth periodic report by Norway under item 1 (a) Condemnation of Apartheid. The information given there is still valid with the difference that Norwegian contributions to the different liberation movements and funds have grown considerably over the last few years. The aid to the liberation movements in Namibia, Zimbabwe and South Africa thus totalled Nkr 45 million in 1981, and a contribution of Nkr 10.3 million was made to the various United Nations funds for southern Africa in 1981. The International Defence and Aid Fund was granted approximately Nkr 3 million for 1981.

Article 4

There are no new developments to report under this item.

Article 5

For minority groups it will often be necessary to have special forms for information and guidance, if the goals in C, D and E are to be achieved. A greater use of the minorities' language in the information to the groups and in their training is an important instrument. It is also an important goal to work for to qualify representatives for the minorities themselves in this work.

Voting rights in the County Council elections and the municipal elections for non-Nordic immigrants will be introduced by 1983. The requirements for period of residence has not yet been determined.

For Nordic nationals the requirement for period of residence is three years, which means the same number of years as are required for application for Norwegian nationality.

Other foreign nationals must have lived in Norway for seven years before they can obtain Norwegian nationality. There are two proposals for requirements as to period of residence in order to have the right to vote: three years or seven years. The matter will be clarified in the course of 1982, so that non-Nordic nationals may participate in the municipal elections in 1983.

The basic principle in the work with refugees in Norway is that of integration, which means that the individual refugee is offered actual possibilities to retain and develop further his own culture, religion, language and/or other special features.

Integration also means equality and equal status, equal rights and duties for refugees as for the rest of the population of Norway.

This goal is laid down in Report No. 84 (1979-80) to the Storting "Concerning Norway's Aid to Refugees", debated by the Storting on 24 April 1980.

It has been difficult for gypsies to attain full economic, social and cultural rights, because of special existing conditions (illiteracy, their life situation and culture). Norway has considered participation of the gypsies on the labour market as being particularly problematic and important. In order to give the gypsies genuine options, work is in progress for developing special training programmes which take as their starting point the gypsies' traditions as to occupations. The emphasis in this work is placed on the development of a methodology in which ethnic identity is considered a resource. This work is still in its beginning phase, and will not show any results for a few years.

It has proved that the refugees often constitute a group of job seekers who need an extended service compared with other employment applicants. Because of this the Oslo/Akershus Employment Service has been given the responsibility for information to and the training of the county and regional employment offices who receive refugees in their placement districts.

The so-called 25 per cent rule which limits the number of foreign workers within a tariff area has been repealed. In its time the aim of the rule was to avoid certain jobs becoming so-called foreign worker jobs, in other words low-status jobs.

In practice this rule has never been implemented restrictively. It is also recommended that the system of separate employment services for foreign nationals in Oslo be discontinued. This offer, which is at present subject to organizational reappraisal, was intended to be an extra service for immigrants, but at the behest of the immigrants' organizations it is intended to abandon this service. The immigrants base their recommendation on the assertion that in practice they were made a poor offer.

Efforts are also being made to place more immigrants in public positions, particularly in the health and social welfare sector. At present there have not been any concrete proposals as to how this may be done, but this item is discussed in Report No. 74 to the Storting on Immigrants in Norway. The Standing Committee on Local Government approved this principle. Under the previous Minister of Local Government and Labour, Inger-Louise Valle, a committee was appointed comprised of representatives from the Ministry of Local Government and Labour and the Ministry of Consumer Affairs and Government Administration, to propose measures as to what the State as employer could do to employ disadvantaged groups. Immigrants were discussed in this committee.

At the moment the recommendation of the committee has been sent out for comment.

Because of their poor knowledge of Norwegian the refugees' training and previous occupational experience has been scarcely relevant for the labour market. This had led to the major part of the refugees receiving job offers in activities unfamiliar to them from their homelands, and particularly in unskilled industrial work.

To rectify this it has been necessary to utilize the measures/means which the Employment Service has at its disposal in the placement of manpower with employment problems.

Within the framework of such schemes, jobs have been established especially for refugees in the health and welfare sector, in offices and workshops in government and municipal service.

Job placement in sheltered industry has also been used for refugees who are particularly difficult to place. Where the ordinary forms for assistance measures have not been sufficient/available, the refugees will receive a grant from the State in connection with job placement (integration pay). This has proved to be a very important means of obtaining work. In order to further ensure the refugees a career, work-training programmes combined with instruction in Norwegian are now planned.

To enable the refugees to be included in the Norwegian State Housing Bank's acquisition and establishment loan schemes on an equal footing with other immigrants it was necessary to establish a special foundation - FLYBO, the Refugee Housing Association in 1979. The objective of FLYBO is to acquire, build and administer dwellings for refugees.

Measures to improve the housing and job situations for the Sami people is discussed under Article 2.

Mother tongue instruction facilities for immigrant children shall be strengthened. More teachers of mother tongues are to be educated and the objective is to have improved offers of vocational training and follow-up courses. For adult immigrants the offer of 240 hours of Norwegian instruction free of charge is to be expanded to include 480 hours. It is recommended that the major part of this instruction should be given during paid working hours.

Rules for financing studies and admission requirements for foreign students have been subject to assessment with the aim of arriving at permanent rules which especially protect the interests of the students from the developing countries (cf. also article 7).

The University of Oslo and the University of Bergen have started a new arrangement with an introductory year for foreign students, aimed at helping more of them to complete their studies.

Earlier only 4 per cent of students from the developing countries completed an academic degree. The admission requirements have been more clearly specified and among other things the students must pass a language test in Norwegian before they are allowed to begin on special subjects. On their part the universities are automatically obligated to a more active follow-up.

The students automatically receive grants from the State Education Loan Fund, as well as the necessary papers (residence permit and part-time work permit) from the authorities.

It should also be noted that funds have now been appropriated for research on immigrants and more statistics will be prepared. Nkr 750,000 has been allocated through the budget for the Ministry of Local Government and Labour for 1982. Particular efforts will be expended in the fields of instruction, the immigrants' use of the health and social welfare offers, labour market problems and the situation of the immigrant woman.

Article 6

There is nothing new to report under items A and B.

Concerning item C it may be noted that in May 1981, in Asker og Baerum District Court, a person was convicted of violating section 135 of the Penal Code by having written, copied and distributed leaflets in which Moslem immigrants in Norway were presented in a derogatory manner. The conviction has been appealed.

Attention is also drawn to the enclosed two cases which have been brought to the attention of the Press Council by the Civil Rights of Gypsies Association, and which affect the gypsies as an ethnic group. The Press Council is appointed by the Norwegian Press Association, and the by-laws of the Association and its Code of Ethics were annexed to the fifth periodic report from Norway.

Article 7

The basic school

Teaching on human rights

The Act concerning the Basic School has as its purpose among other things to promote mental freedom and tolerance (section 1). In connection with teaching in social subjects pupils shall be given a survey of other religions and philosophies and of the work for peace and understanding between nations (section 4). This teaching has been integrated into a number of subjects. There has been discussion on issuing a special appendix to the Model Plan in which teaching on human rights is specially treated.

On 30 March to 3 April 1981 UNESCO arranged an international symposium aimed at uncovering certain quasi-scientific theories which serve as a defence for racism. The symposium resulted in an appeal which is also of significance for schools and teaching. For general information, in particular for teachers, the appeal has been printed in its entirety in the journal of the Ministry of Church and Education, and has been sent free of charge to every school in Norway.

Instruction of immigrant foreign-language pupils

There is little to add to what has been outlined in previous reports. Administratively and financially, the basis for foreign language instruction was laid during the last half of the 1970s. Today efforts are directed at reinforcing the measures which have already been implemented, particularly regarding the differentiated division into groups, based more on the nationality of the pupils than on the length of time they have been in Norway. This means an increased effort educating teachers, both Norwegian and foreign language teachers. Instruction in the mother tongue for refugee children and youth is considered vital to enable children to maintain and develop ethnic identity and cultural affiliation. The planning of teaching facilities for refugees from South East Asia is a new element. Among the Vietnamese refugees approximately 40 per cent are under the age of 18 and a large number of them are single without parents or other guardians in Norway. In general it may be said that instruction of these refugee children in the basic school has not yet been given its final form.

Since 1978 the Government has been engaged in experimenting with kindergartens for children of ethnic minorities. There has also been a special government appropriation for kindergartens intended particularly for the Vietnamese refugee children.

For young refugees without responsible guardians special schemes are now being planned, among these special institutional or residential offers.

Measures for teaching Sami language and culture

In 1975 the Ministry of Church and Education established a council, the Lapp Council for Education, whose main task is to co-ordinate the progress of special measures for the Sami people, give guidance and information, and to act as an

advisory body to the Ministry, the professional boards and other school-policy decision-making bodies. The Council shall also work for increased information and teaching about the Sami people, about Sami trade and industry and Sami culture in the schools, and courses for non-Sami people. The Council consists of a chairman and six members, all of them Sami.

The Council has a secretariat with six permanent staff-members at present, as well as some extra personnel. The number of permanent positions has increased by three since the Council's establishment in 1975.

At present approximately 60 persons have been hired by the Council to develop teaching aids. At the basic school level the needs for the most important teaching aids have almost been met, and greater emphasis will now be placed on the development of teaching aids for the upper secondary school.

In Troms and the northern part of Nordland, where the Sami settlements are very widely spread and too few pupils to form special groups, two annual live-in courses lasting two-three weeks are held. At these courses the pupils are given an introduction to the Sami language and culture, including Sami arts and crafts.

Measures intended to qualify more Sami-speaking teachers continue, among others the scheme granting one year of leave with pay for studying Sami.

The upper secondary school

According to the Act the upper secondary school shall "promote human equality and equal status, intellectual freedom and tolerance, ecological understanding and joint international responsibility".

This is stated in more depth in the Upper Secondary School Curriculum which in Part 1, item 1.8, gives an interpretation of section 2 of the Act:

"Equality between both individuals and groups is one of the conditions which must be fulfilled before democracy can function in the different areas of community life: in school; in the family; at one's place of employment; in those organs where decisions are made. Laws and regulations which ensure a formal equality are inadequate. The goal is genuine equality in all areas: the relationships between men and women; between different social groups, age groups, ethnic groups; between different geographical areas etc.

At school, work must, first and foremost, progress towards the achievement of equality within the school's own internal community. This implies on the one hand that everybody, no matter what their place of residence, social background, sex, race, skills and abilities, shall not only have the right to an education, but the teaching and conditions generally at school must, as far as possible, be adapted to the interests and abilities of the individual pupil. Further, the school community must be permeated by the idea of equality and avoid forms of treatment and assessment which seem to discriminate against groups of pupils or individuals.

The structure of the school community and the relationships between all who work there, and the way in which the school treats its pupils must help in educating them to respect other people, their rights and their equality. Thus, the school will be able to take active part in furthering equality and equal rights in society outside school. Pupils will only be able to feel that there is parity between the different areas of study if, no matter which area they may choose, they are given the opportunity of at least a three-year course of instruction, either at school or a combination of school and work.

By the guidance it gives and through its subject matter, teaching materials and working methods school must play its part in combating attitudes and fixed ideas born of prejudices about inequality between the sexes, social groups or communities".

The Objectives Clause - with the more detailed explanation of Part 1 of the Curriculum - should thus form a good basis for work on combating prejudices which may lead to racial discrimination, and at the same time promote understanding of people of different ethnic backgrounds.

Various syllabuses

General common core subjects (compulsory subjects)

The general common core subjects are subjects common to all areas of study and special lines in the upper secondary school.

Norwegian is a subject which all pupils in the upper secondary school must take. The syllabuses for Norwegian - as for other subjects - are guidelines. However, it would be natural to take up problems concerning tolerance between different nations and ethnic groups during the Norwegian instruction periods.

In the syllabus for Norwegian with social studies (two-hour course for the vocational areas of study), among the optional subjects under the heading of society and Working Life Orientation are, for example: "Norwegians and immigrants", and "The relationship between industrialized countries and developing countries".

Social studies is also a general core subject. It is given in the area of study for general subjects and in the two-year foundation course. Under optional subjects for social studies are listed among others: "International politics" (examples of subsidiary subjects: "Wealthy and poor nations", "Concept of nationality and nationalism").

Special area of study subjects

In social studies, which is a special area of study subject, taken in the area of study for general subjects (social sciences line), under sociology is listed, among other subjects, "The social heritage", and here "Race and racial discrimination" is one of the subsidiary subjects.

Upper secondary schools for Sami young people

The State operates two upper secondary schools for Sami young people. The schools are located in Finnmark. The Sami Upper Secondary School, Karasjok - Sami joatkaskuv'la, Karasjågas has two areas of study for general subjects and the area of study for commercial and clerical subjects, and has plans for beginning with an area of study for social welfare and health subjects.

The school offers special training in North Sami as a main language or as secondary language, or as a foreign language. Sami history and social studies, cultural studies and religion are integrated into the social studies and religion. Instruction is also given in duoddji (Sami arts and crafts).

At the Sami Upper Secondary School, Kautokeino - Sami joatkaskuv'la Guovdageinos - there is domestic instruction in the areas of study for handicrafts and aesthetic subjects, home management and technical and industrial subjects. Besides this, short courses are arranged in reindeer husbandry, Sami home arts and crafts, and the like.

Besides giving vocational instruction, the school also has the objective of awakening a sense of respect for Sami culture, history and language by including these subjects in the curriculum for practical as well as theoretical instruction.

Pupils with a foreign language background in the upper secondary schools

Young people with a background in a foreign language who need education in the upper secondary schools may be divided into two categories:

1. Young people who have attended the Norwegian basic school and who have gained a certain amount of knowledge of the Norwegian language and of social conditions. Most of these can be integrated into regular classes in the upper secondary schools and, following evaluation, be allocated the extra number of supplementary hours for instruction in Norwegian and their mother tongue. The counties receive 75 per cent government subsidies for this instruction or a fixed sum per teacher-hour.
2. Young people who have not attended Norwegian basic school, or have attended for so few years that they do not have sufficient knowledge of Norwegian to keep up with the ordinary instruction. For these pupils the counties establish special introductory classes or preparatory classes in which instruction is given in Norwegian the mother tongue, social studies and, if appropriate, vocational subjects. The counties are given 75 per cent government subsidies according to an estimated total cost for the class.

During the spring semester 1981, 510 foreign-language pupils are attending the upper secondary schools and are receiving supplementary lessons or are in special classes. Nineteen special classes have been established with 160 pupils. This is an expansive measure, because there is a great variation in the pupils' language background, and it is often necessary to use the two-teacher system.

The Council for Upper Secondary Education is responsible for the development of teaching materials and teachers' guidelines, and this is extremely comprehensive work, because it includes a number of different language groups. The Council also has regular teachers' meetings.

Sami culture

During the examination of the fifth periodic report from Norway there were three main points in particular concerning the Sami committees on which more information was requested:

1. What effect have measures for the benefit of the Sami had.
2. Terms of reference/composition/Sami representation in the bodies for the Sami people.
3. More detailed information about Sami newspapers.

Item 2 and, in part, item 1 have been answered in the general discussion of the Sami people under article 2. There is more information below on the effect of measures for the Sami people in the field of culture and on information about Sami newspapers.

Effects of the measures

Many of the measures which are implemented for the Sami people are of such nature that the effect of the measure cannot be measured at this point. An example is the sharp increase in basic research on the Sami people and Sami situation. The same is true of the numerous special measures for Sami in the schools. The objectives of the measures are to give the Sami people, through positive discrimination, the support which is necessary to enable an ethnic minority to reach the same economic, cultural and social level as the citizens in society at large. It is assumed that measures which have come further are known, and these will not be discussed. Among new measures it should be noted that since 1980 the National League of Norwegian Lapps has been approved as an information organization with normal rights to government grants for study.

Sami newspapers

Today there are two newspapers which receive government support and budget-wise are considered as Sami newspapers: Sami Aigi and Sagat. Each of the papers received Nkr 500,000 in government grants in 1981. Both the newspapers are private enterprises. Sami Aigi is in Sami, while the major part of the copy in Sagat is in Norwegian. Support is given as production grants.

PRESSENS FAGLIGE UTVALG
(THE PRESS COUNCIL)
OSLO

SAK 72 B/79

The Civil Rights of Gypsies Association

v.

The newspapers Arbeiderbladet and Aftenposten

The Civil Rights of Gypsies Association, through its chairman Gunnar de Capua, complains of a report in Arbeiderbladet on 9 October 1979 with the following headline: "Did they set fire to their caravans themselves? MILLION-KRONER SWINDLE, say CRIMINAL POLICE about gypsy family."

The report opens with a question as to whether a gypsy family in Oslo has simulated fires in caravans and break-ins to apartments in order to swindle insurance companies into paying out millions. According to the paper, the police intelligence section of the National Bureau of Crime Investigation is unravelling a series of fires and break-ins which have followed in the wake of the gypsy family. Common to all the outbreaks of fire and cases of forced entry was the fact that an insurance policy had been taken out before the "accidents" occurred.

Arbeiderbladet gives a detailed account of the many cases of fire and forced entry and states that the "large" family concerned consists of three smaller families who are all related. It is stated that on several occasions the women in the family have been brought to hospital suffering from signs of shock. However, the police can refute this with medical reports telling that the persons admitted "in several cases did not have the correct symptom of shock".

The same matter was discussed on the same day in Aftenposten's evening edition, with the following headline: "Gypsy family suspected: Insurance swindle with fire, theft and forced entry". By and large the information in Aftenposten tallies with the report in Arbeiderbladet.

The complaint points out that the report stresses that the case involves a gypsy family and that the consequences of this are clearly negative for the gypsies as a group. The complainant believes that to his knowledge the pressures and strains the gypsies always have to face were intensified in the week when these reports were published. This also applied to gypsies who had qualified for a bonus with the insurance companies and whose conduct was beyond all suspicion. In other words the effect of these reports was just what the Civil Rights of Gypsies Association had feared. The Association also draws attention to the fact that newspaper features which refer to whole families as suspect in criminal cases would not be likely to have been prepared in this way had Norwegian families been involved.

Arbeiderbladet's Editor Per Brunvand agrees in principle with the complainant that the press should avoid making scapegoats of the gypsies as a group. It was not Arbeiderbladet's intention to publish anything to the detriment of the gypsies and the term "gypsy family" should probably not have been used in the headline. In

this case the report dealt with a comprehensive and serious matter, and all the facts of the case point to a gypsy family being under suspicion. It was therefore natural to mention this in the report. Any other course of action would have been to play a form of hide-and-seek with the readers, asserts Per Brunvand.

Editor-in-chief Trygve Ramberg states that Aftenposten's view is that the matter could not have been reported in a sufficiently informative manner without its becoming clear that it involved a group of people who for the main part of the year live in caravans and who are constantly on the move throughout the country. The readers were bound to arrive at such an understanding, and there was therefore no reason to conceal the fact that a gypsy family was involved. Moreover the matter was of considerable dimensions and the swindle was discovered as a result of the routine checking of individual cases from different police headquarters to which fires in caravans had been reported. Although it is Aftenposten's policy to be restrained in the use of the term "gypsies" in negative contexts and as long as general subjects are concerned, in this specific case it must be defensible to employ the ethnic designation, asserted Trygve Ramberg.

THE PRESS COUNCIL STATES:

The Council has previously warned newspapers not to draw attention to ethnic background when this is unrelated to the case in point. In the particular case, many facts could lead the readers' thoughts in the direction of gypsies and even if the designation "gypsy family" had not been used, many readers would probably have drawn this conclusion. However, the question is whether, for the sake of coherence, it was necessary to state explicitly that gypsies were involved. It is not inconceivable that a Norwegian family could have come under suspicion for similar acts.

In the view of the Council it was not necessary in this case to mention that a gypsy family was involved. It is precisely by using such designations that the press can contribute to creating an impression that negative qualities such as attempted swindling, are the attributes of the group as such. Although the respective editor in such cases may find it difficult to weigh up the considerations involved, the Council feels bound to conclude in this case that Arbeiderbladet and Aftenposten have not observed the tenets of good press conduct.

Oslo, 29 April 1980
Anne Lise Refsum
Reidum Svensson, Else Germeten, Hallvard Rieber
Mohn

PRESSENS FAGLIGE UTVALG
(THE PRESS COUNCIL)
OSLO

SAK 72/79

The Civil Rights of Gypsies Association

v.

The newspapers Aftenposten and Verdens Gang (VG)

On 6. September 1979 Aftenposten and VG carried reports of a police action against a gypsy encampment in Oslo.

Below the headline "Police guard for Oslo family following threats by gypsies", Aftenposten reported that the police had to post a police guard round the house of a Norwegian family which had been subjected to murder threats and pestering by gypsies living in an encampment in the neighbourhood. According to the newspaper, the threats were uttered after the father in the Norwegian family had reported as a witness in a case of theft where the police suspected that two gypsies had been involved. Five or six of the gypsies the police considered had behaved in the most threatening manner towards the (Norwegian) family were arrested.

In VG the headline to the newspaper report ran as follows: "Gypsies terrorized witness in theft case: charged with murder threats." In connection with the report, the newspaper printed a picture of police and gypsies during the action in the camp. The VG report contained largely the same information as Aftenposten regarding the background to the action, but added that serious threats were uttered against members of the police force during the action in the camp. According to the paper, stones were thrown at representatives of the press on their arrival.

VG also reports that by this action the police signal that they will follow a tougher line in dealing with gypsies. "Up to now the authorities have largely closed their eyes to what is going on or been cautious in their behaviour towards this minority group, for fear of being labelled racist. But from now on the police do not intend to tolerate violation of the law", states the report.

The Civil Rights of Gypsies Association, through its chairman Gunnar de Capua, complains of the reports in Aftenposten and VG. The complainant draws attention to previous decisions by the Press Council in which headlines identifying gypsies are criticized by the Council. The complainant points out that gypsies in Norway constitute a small group of people (approximately 140) who live under difficult conditions and are readily identifiable. It is easy to generalize every time there is an incident involving gypsies and the reports complained of are only liable to harm the people concerned. In this way all gypsies in Norway are made scapegoats, asserts the complainant, who also refers to the antagonistic feelings towards the gypsies in areas where the Oslo municipal authorities have attempted to settle them.

Aftenposten's Editor-in-chief Trygve Ramberg writes in his reply to the Council that Aftenposten has a working rule that nationality, race and ethnic origin must be omitted in reports on criminal cases. The problem arises nevertheless when such questions become part of the actual complex in a matter. If information as to nationality or ethnic background is excluded or camouflaged, this in itself might result in misleading reports, and camouflage of this nature is in the interests of neither the ethnic groups nor the community at large.

As regards the report complained of, in Aftenposten's view the only correct course was to state that the incident concerned gypsies in order to avoid giving a distorted version of what had occurred. Aftenposten considers that the very serious controversies which arose in the area around the gypsy encampment reflect a number of the current problems related to gypsies.

VG's Editor-in-chief Andreas Norland points out in his reply to the Council that the background to the police action was an attack on an elderly woman who was robbed of Nkr 1,000 in her own apartment by "carpet-sellers". The witness who reported to the police was subjected to extremely serious threats by people in the gypsy encampment. The report on the matter in VG was followed by a visit of 8-10 gypsies to the paper's office to "get even with" the journalist who had written the report.

Andreas Norland feels it necessary to stress that, in several reporting features, VG has contributed to fostering greater understanding for the situation of the gypsies. On several occasions too, VG has omitted to report both serious and trivial episodes involving gypsies. In actual fact, the minority benefit greatly from the protection which the newspapers, VG included, give them and which springs from a desire not to encourage provocation or complicate their situation still further. But this protection does not extend to such lengths that VG can fail to report attacks of a serious nature and unacceptable or punishable conduct. The complaint concerns a case of this nature, asserts Andreas Norland.

THE PRESS COUNCIL STATES:

Basing itself unequivocally on the press placard "Vaer varsom" ("Exercise care"), in a number of cases the Council has expressed its disapproval of discriminatory references to a minority group such as the gypsies. This has applied particularly to reports in which, at an early stage of the investigations on a matter, newspapers have pointed out gypsies as being guilty or have issued warnings against such people, for example by linking proneness to theft and brutality to the group as such.

Nevertheless, episodes and conflicts may occur where the context cannot be made clear without information being provided as to the nationality, ethnic background etc. of those involved. When the police, as in this case, carry out an action against an encampment and detain several people, the whole course of events would be difficult to explain coherently without stating the fact that the encampment consisted of gypsies and that some of the group were sought by the police for offences preceding the action in question.

The Press Council has therefore reached the conclusion that in this case it must be considered defensible that Aftenposten and VG revealed that it was gypsies who had come into conflict with the police.