

REPORT BY THE
Comptroller General
 OF THE UNITED STATES

8953

**Information On Immigration
 In 17 Countries**

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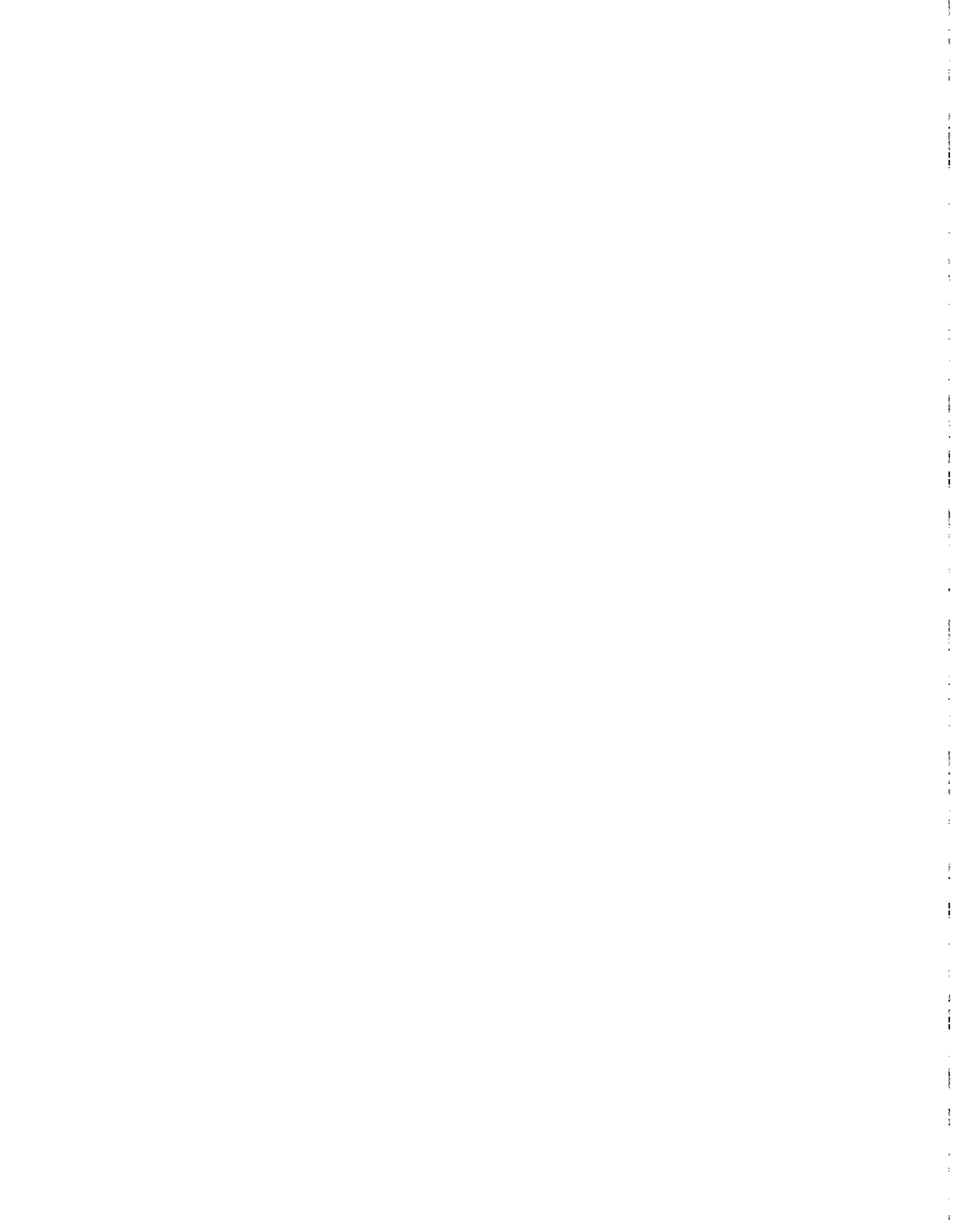
At the request of the Select Committee on Population, House of Representatives, GAO reviewed the immigration policies and trends of 17 countries. All of the countries reviewed, except one, provided information for this report.

Because the information they provided differs by country, due to varying data-gathering methods, data definitions, and reporting requirements, comparing data between countries should be done with caution. Such data, however, can be used to understand the immigration situation in most of these countries.



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Report





COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-125051

The Honorable James H. Scheuer
Chairman, Select Committee on
Population
House of Representatives

Dear Mr. Chairman:

Your letter of May 9, 1978, listed several areas of interest to your committee, including the immigration policies and trends in selected developed and developing countries. This report responds to that specific interest.

With the committee's agreement the following countries' immigration policies and trends were selected for review: Argentina, Australia, Canada, Colombia, Dominican Republic, Federal Republic of Germany, France, Great Britain, Guatemala, Haiti, Jamaica, Mexico, New Zealand, Philippines, Sweden, Thailand, and Venezuela. From each country we requested specific data concerning visitors, foreign students, guest workers, refugees, permanent resident aliens, citizenship, and immigration problems. (See app. XVIII.) The data furnished varied by country. As of the date of this report, Mexico has not responded to our request for information. Should Mexico subsequently respond, we will provide the committee with such information.

The data provided is incorporated in a summary for each country. (See apps. I to XVII.) We included information from countries' representatives familiar with local immigration, policies and trends, and the local U.S. embassy or consulate. We also included data on immigration to the United States from these countries. (See app. XIX.)

Because the information provided differs by country, due to varying data-gathering methods, data definitions, and reporting requirements, comparing data between countries should be done with caution. Such data, however, can be used to understand the immigration situation in most of these countries.

Due to time constraints, the committee agreed that we not analyze the gathered information or draw conclusions from it. However, we have made the following generalizations.

VISITORS

Generally, visitors are required to have valid passports to be admitted to a country. However, some countries require visitors from selected countries to have both passports and visas. Other countries, such as the United States and Canada, agree that citizens of one country can visit the other with only a simple means of identification, such as a driver's license.

Every country, we reviewed, prohibits visitors from obtaining employment and limits the length of their stay which varies from 15 days (for visitors admitted in the Dominican Republic with tourist cards) to 1 year (for visitors in the Philippines). Generally, the length of stay is 30, 60, or 90 days. In most countries, visitors can apply for extensions. However, in some countries, such as France and Great Britain, visitors wanting to stay longer are required to apply for residency permits.

Generally, visitors are entitled to no government-sponsored services and assistance.

STUDENTS

Before granting foreign students permission to enter, most countries require, at a minimum, that the students be (1) able to financially support themselves and their accompanying family members while attending school and (2) accepted for study at an approved institution.

Unlike other countries, Australia requires foreign students to pass both an oral and written examination before issuing visas to them. New Zealand requires foreign students to pursue studies which will be relevant to life in their own country.

In some countries, such as Canada and Haiti, students are prohibited from working. In the Dominican Republic, however, students are allowed to work in school-related jobs, such as student teaching or research. In France, Sweden, and Great Britain, students are permitted to work to a limited extent, for instance, during the summer or between terms.

Students generally are granted 1-year visas; however, some countries, such as Guatemala, limit visas to less than a year. Student visas usually can be renewed. Generally, foreign students are (1) expected to return to their country when studies are completed and (2) entitled to no government-sponsored services and assistance.

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ABBREVIATIONS

| | |
|-------|---|
| DAS | Administrative Department of Security |
| EEC | European Economic Community |
| GAO | General Accounting Office |
| ICEM | International Committee for European Migration |
| OPFRA | Office of Processing Refugee Actions |
| SIV | National Swedish Immigration and Naturalization Board |

GUEST WORKERS

All the countries, except Australia, admit guest workers. Australia encourages permanent immigration in areas where manpower shortages exist. Guest workers generally are granted visas for either 1 year or the estimated period of their employment.

Most countries impose restrictions on the occupations guest workers can hold. For example, Jamaica limits work permits to persons, such as teachers and accountants, whose skills are in short supply. In some countries, such as Canada and the Philippines, employers must first try to hire workers from the local labor market before offering jobs to foreigners. The European Common Market countries of Great Britain, France, and the Federal Republic of Germany, on the other hand, allow free access to guest workers from other member countries.

Generally, guest workers are entitled to no government-sponsored services and assistance.

REFUGEES

Almost all the countries harbor refugees, although the numbers widely vary. The government assistance provided to refugees also widely varies. Some countries, such as Thailand, merely tolerate the refugees' presence, while others, like Canada, provide substantial financial assistance, counseling, and training services. Most countries, however, treat refugees the same as permanent resident aliens by extending to them the same rights and benefits--except the right to vote or hold public office--provided citizens.

PERMANENT RESIDENT ALIENS

In several countries, candidates for permanent residency must first complete a temporary or provisional residency period. In Canada, applicants without close family relatives are selected for permanent resident status by measuring their potential for integrating into Canadian life against economic and social criteria.

Permanent-resident applicants generally must apply from abroad. In Argentina and Guatemala, however, applicants can apply after being admitted for other reasons. Some countries limit the number of permanent residencies granted. Thailand, for instance, will grant permanent residency to a maximum of 200 persons a year from any given country.

Generally, permanent residents enjoy the same rights and benefits--except the right to vote or hold public office--as citizens. However, in Sweden and Canada, permanent residents can vote in some local elections.

CITIZENSHIP

Generally, permanent resident aliens can achieve citizenship by residing in a country for a specified period and meeting certain other requirements. The period can range from 2 to 10 years, depending on the country. Citizenship, in most countries, can be achieved sooner if special circumstances are involved, such as marrying a citizen or completing a tour of duty in the country's military service.

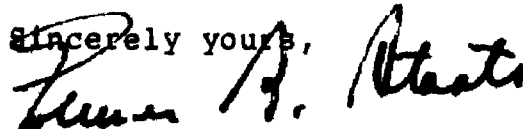
PROBLEMS

Most countries have problems controlling illegal entry and/or legal entrants who violate entry conditions, such as staying longer than permitted or working without permission.

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As agreed with your office, we have obtained no formal agency comments to this report, although we have discussed its contents with Department of State officials.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 15 days from the date of the report. At that time we will send copies to interested parties and make copies available to others upon request.

Sincerely yours,


Comptroller General
of the United States

ARGENTINAINTRODUCTION

The National Immigration Authority, under the Interior Ministry, is responsible for immigration in Argentina. The Authority, which employs 700 people, has final decisionmaking power on immigration actions, although they are subject to government policy. Immigration policies are adopted by administrative action but government officials would not discuss the process.

No data was available concerning the annual budget.

The following schedule shows which countries provided the most immigrants to Argentina and the status of those immigrants during the years 1970-74.

| <u>Status of immigrant</u> | <u>1970</u> | <u>1971</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> |
|--------------------------------|-------------------|------------------|------------------|-------------|-------------|
| Permanent resident | Uruguay | Chile | Chile | Chile | Chile |
| Temporary resident | United Kingdom | United States | United States | Bolivia | Uruguay |
| Tourist | Uruguay | Uruguay | Uruguay | Uruguay | Uruguay |
| Refugee | Bolivia | Bolivia | Bolivia | Chile | Uruguay |

VISITORS

Valid passports and tourist visas are required of all visitors except:

- Persons from all western hemisphere countries (except Cuba) may enter with valid passports.
- Persons from the five neighboring countries--Chile, Bolivia, Paraguay, Uruguay, and Brazil--may enter with valid national identity cards.
- Persons from all Western European countries, except Portugal, may enter with valid passports.

They are admitted for 3 months and are given an automatic 3-month extension if the immigration officer believes they are not illegal and have adequate means of support. Tourists can apply for either temporary or permanent residency.

Tourists are not allowed to work for a salary; therefore, those who work automatically become illegal. An employer is given about 10 days to remove a working tourist, and the worker is given the same period of time to leave the country. Once this time period is exceeded, the employer can be fined and the tourist is subject to detention and/or deportation.

The only government service tourists are provided is medical care under the national health program. Medical care under this plan is provided for a minimal fee.

The following table shows, by major contributing country, in descending order, the number of tourists that visited Argentina during the years 1970-74.

| <u>Country</u> | <u>1970</u> | <u>1971</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>Total</u> |
|-----------------------|----------------|----------------|----------------|----------------|----------------|------------------|
| Uruguay | 295,612 | 231,478 | 217,199 | 265,948 | 370,477 | 1,380,714 |
| Chile | 136,085 | 92,874 | 80,391 | 79,242 | 166,101 | 554,693 |
| Paraguay | 61,054 | 53,725 | 119,242 | 85,916 | 126,334 | 446,271 |
| Brazil | 43,943 | 53,816 | 112,828 | 110,967 | 91,708 | 413,262 |
| United States | 40,576 | 40,817 | 47,887 | 49,918 | 54,441 | 233,639 |
| Bolivia | <u>20,096</u> | <u>21,412</u> | <u>29,382</u> | <u>28,440</u> | <u>34,713</u> | <u>134,043</u> |
| Total above countries | <u>597,366</u> | <u>494,122</u> | <u>606,929</u> | <u>620,431</u> | <u>843,774</u> | <u>3,162,622</u> |
| Total tourists | 694,940 | 593,987 | 731,060 | 758,309 | 986,152 | 3,764,448 |

STUDENTS

Students are categorized as "temporary residents." The Education Ministry established a limitation on the number of foreign students allowed to attend Argentine colleges because they were displacing Argentine students. However, the Ministry would reveal no statistics concerning this limitation.

Foreign students attend both private-and government-supported state schools and are provided no government services. However, students who attend state schools pay no tuition.

Schools are not required to report students who have left school or who are not attending full time to the government. The students have this obligation and are subject to deportation proceedings if changes in status are not reported to the National Immigration Authority.

GUEST WORKERS

Argentine employers select guest workers. Most workers are unskilled and employed in agricultural jobs. These can stay for a maximum of 9 months if they are in good health and can provide good conduct certificates from their country of origin showing they have no police record. Some technicians are brought in by multinational companies; these workers are granted longer stays which are established on an individual basis. The number of guest workers allowed in Argentina is not regulated.

Companies are required to maintain records stating when workers started and left work. The government can review these records and fine an employer for overstay violations, or restrict the number of guest workers the employer will be able to employ the following year. Also, the guest worker who overstays can be detained and/or deported. We were informed that the demand for workers is high, and the government does not routinely inspect records.

The government provides no incentives or services to attract guest workers since these activities are the employer's responsibility. Guest workers are allowed to bring their families during their stay.

REFUGEES

Refugees are categorized into two types depending on whether they are accepted under the following conditions:

- The 1951 United Nations Convention accepted European political refugees and those who became refugees due to acts committed before 1951. This is the only class of people officially recognized as "refugees," and most of this group have since died or become citizens. These refugees are provided the same government services as citizens and have all rights except those denied to all resident aliens. (See p. 4.)
- The Treaty of Montevideo (1899) stated that the bordering countries, except Chile, agreed to accept and give political refugee status to those exiled for political reasons (politicos). Although these people

are not considered refugees, they are allowed to reside in Argentina without resident alien status. The *politicos* may work but are restricted from residing in geographical areas near their countries of origin.

Because Chile did not sign the Treaty of Montevideo, Chilean exiles are considered illegal aliens rather than refugees or *politicos*. Most of these people fled Chile during the 1972 to 1973 overthrow of the Allende government. Although most are working, the government, for the most part, is ignoring the illegality of their work. These Chileans receive no government services even though they are receiving benefits from the United Nations High Commission on Refugees. A representative for the Commission said the situation in Argentina is confused because many of the persons certified as refugees by the Commission are considered illegal residents by the government.

PERMANENT RESIDENT ALIENS

One government goal is to double the country's population by promoting immigration through overseas Argentine embassies and the International Committee for European Migration (ICEM) ^{1/}. The government has placed a high priority on immigrants from Western Europe but has little desire for Asian or African immigrants. Recruiting is primarily a function of the various provinces, and these provinces have autonomous authority to recruit people.

Resident alien applications are received either from the alien's country of origin or as a status change once the alien has gained access to the host country. Immigrants provided by ICEM are allowed duty free entry, a 2-week cost-of-living allowance, and about a 40-percent discount on their transportation costs.

Permanent residents are not restricted in their choice of occupation and receive the same services as Argentine citizens, such as free education and medical assistance. Generally, permanent resident aliens cannot (1) vote, (2) hold a publicly elected office, (3) be employed by the government, or (4) perform military service.

The following table shows, by major contributing country, the number of aliens granted permanent resident status during the years 1970-74.

^{1/}The International Committee for European Migration was established after World War II to assist in the resettlement of European refugees to other countries.

APPENDIX I

APPENDIX I

| <u>Country</u> | <u>1970</u> | <u>1971</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> |
|---------------------------|--------------|--------------|--------------|--------------|---------------|
| Chile | 431 | 1,807 | 1,872 | 4,120 | 6,071 |
| Uruguay | 1,237 | 1,116 | 640 | 1,090 | 1,191 |
| Paraguay | 412 | 702 | 465 | 559 | 2,047 |
| United States | 589 | 694 | 560 | 415 | 390 |
| Germany | 283 | 219 | 134 | 158 | 141 |
| France | 119 | 209 | 118 | 128 | 129 |
| Great Britain | 158 | 162 | 111 | 75 | 65 |
| Total above countries | <u>3,229</u> | <u>4,909</u> | <u>3,900</u> | <u>6,545</u> | <u>10,034</u> |
| Total permanent residents | 6,844 | 8,558 | 5,868 | 8,329 | 11,884 |

CITIZENSHIP

The Interior Ministry is responsible for granting citizenship to immigrants. However, it provided no data concerning the number of immigrants granted citizenship during the past 5 years. Information concerning the citizenship process provided by the Ministry was in Spanish and, because of time constraints, has not been translated.

PROBLEMS

Government officials said Argentina is having a serious problem with illegal aliens, primarily those from Chile and Uruguay. Chilean aliens are coming to Argentina for political reasons; Uruguayan aliens are coming because of the country's poor economy. These aliens enter either surreptitiously or legally. However, some who enter legally subsequently violate the condition of their entry.

During 1977 a government survey to determine the number of illegal aliens identified about 18,000 people in that category. Government officials say proceedings are underway to deport these aliens to other countries, primarily non-Communist European countries. The Ministry of Interior provided no statistics regarding the number of immigrants deported over the last 5 years.

Government officials stated that illegal aliens displace Argentine workers, pay no taxes, commit political and other crimes, and are a cost to the government.

AUSTRALIAINTRODUCTION

The Department of Immigration, under the Minister for Immigration and Ethnic Affairs, is responsible for Australian immigration matters. The government assumed responsibility for immigration in 1920 to 1921. It was not until 1945, when planned immigration was initiated, that the Department of Immigration was established to deal explicitly with immigration matters. Australia's policy, although it varies, is essentially to attract permanent settlers.

Immigration matters recently underwent an extensive review and, effective January 1, 1979, nine basic principles will govern the country's immigration policy. Stated briefly, they are:

- The Australian Government alone should determine who is admitted.
- Entry, except for refugees and family reunion admissions, should be on the basis of its benefit to the Australian community.
- Applicant intake should not disrupt the harmony and social cohesiveness of the community.
- Immigration policy should be nondiscriminatory.
- Applicants should be considered on individual or family, rather than group, bases.
- Applicants should be selected on eligibility and suitability standards which reflect Australia's laws and social mores.
- Immigration to Australia should be on a permanent basis.
- Enclave settlement will not be encouraged, although immigrants will be accorded free movement.
- Immigration policy should be based on integration into Australian society. Within that framework, immigrants will be given the opportunity to retain and disseminate their own ethnic heritage.

Australian immigration policy is formulated by the Minister for Immigration and Ethnic Affairs, who has full responsibility for all immigration matters. The

minister needs no approval of either the Cabinet or Parliament to make policy changes but may seek their endorsement when making major changes. He believes the above nine principles are basic to the interest of Australia, yet also show compassion and international responsibility.

The Minister has the authority to order deportation of immigrants who violate regulations or who are convicted of a crime. The immigrant convicted of a crime may appeal to an appointed government commissioner but he does not have the right of appeal through Australian courts. The courts have no direct role in formulating immigration policy.

The Minister's budget for fiscal year 1978 was approximately \$60.3 million--Australian dollars--with a staff of 1,642 which includes an overseas staff of 144 persons located in 35 countries.

VISITORS

Australia recorded a total of 2,383,280 visitors from 1973-77; the largest single source was 740,181 visitors from New Zealand. In addition, the United Kingdom provided 461,748 visitors, and 365,939 visitors came from the United States.

Visitor visas are readily available for persons coming (1) as tourists, (2) on business, (3) to visit relatives, or (4) for prearranged medical treatment. Essentially, the restrictions placed on visitors include prohibitions on employment and attending school while in Australia. Visitors are provided no particular government services, and emergency medical services are at the visitor's expense.

Visitor visas generally are valid for a maximum of 6 months but can be renewed up to 1 year. Anyone wishing to remain in Australia more than 1 year must apply for a temporary residence permit.

Before June 7, 1978, visitors could change their immigration status once in the country. Under a new immigration policy such a change will be more difficult.

STUDENTS

Student visas are principally granted to persons from developing countries for courses of study above the secondary level. Students must enroll for full-time studies and for courses not available in their own country.

Temporary entry also may be granted for extensive courses in the English language.

Before a visa is issued, the applicant must pass both an oral and written test, usually given by an Australian immigration officer in the applicant's own country. The tests determine whether the applicant has sufficient (1) English proficiency to comprehend classwork conducted in English and (2) background knowledge in the proposed field of study to qualify for higher-level courses. In addition, the applicant must have arranged for housing accommodations, have adequate financing, and intend to return to his own country when the studies are completed.

The visa is valid for 1 school year but may be renewed. Australia's current policy limits the foreign-student population to a maximum of 10,000 at any one time. However, the average number of students admitted during the period 1973-77 was 4,975, with the majority coming from Hong Kong.

The Department of Immigration relies on the schools to alert them if a foreign student is not attending school or does not maintain an acceptable level of study. Immigration investigates, and if the student is violating the entry conditions (such as working), it may not renew his visa and the student may be deported. A Ministry official said that Australia has few dropouts now because it is more selective in issuing visas.

GUEST WORKERS

Australia has no guest-worker classification. Traditionally, Australia has opted to offset manpower shortages by encouraging permanent immigration of persons having needed job skills. Successive Australian Administrations have opposed the temporary entry of unskilled labor, although they have allowed employers to bring in individual employees by certifying that the persons have skills not available in Australia.

Persons in special categories, such as entertainers, household staffs of diplomats, and employees of multinational companies, are permitted to enter on a temporary visa but must apply for temporary residence status if remaining for more than 12 months.

REFUGEES

Australia accepted a total of 19,153 refugees during fiscal years 1976, 1977, and 1978, with most coming from Cyprus (25.1 percent) and Lebanon (24.6 percent).

Refugee selection criteria varies according to the specific situation but generally refugees are selected by using the same criteria as for permanent resident aliens; that is, the relationship with families already settled and the occupational skills needed in Australia. Allowances are made for special circumstances as in the case of the Vietnamese "boat people." The minister makes the final decision on admittance.

Australian policy is to accord refugees the same rights and freedoms as permanent residents. A number of their benefits are summarized below:

- Passage costs for most refugees are provided by the government. Others may be financed by international organizations.
- Government funds are provided to local agencies for clothing and other essential items for Indo-Chinese refugees.
- Social services are provided through a government grant.
- Unemployment benefits are paid at the same rate as to other registered unemployed persons in Australia. However, Indo-Chinese refugees are paid a special benefit for the first 7 days, after which they are eligible for normal unemployment benefits.
- Housing and food is provided in government hostels at very low cost for up to 12 months after arrival.
- English language courses are provided without charge for the course or textbooks, and refugees taking intensive English courses are given a living allowance.
- Employment counseling and assistance are provided in finding jobs.
- Government-sponsored job skills training programs are available.
- Medical benefits, the same as residents receive under the national medical plan, are provided.

PERMANENT RESIDENT ALIENS

Australia received 494,015 immigrants during the period 1972-76. The number has fluctuated each year,

depending, generally, on Australia's economic condition. In 1974, 112,712 immigrants were in Australia; but because of increasing unemployment, only 52,748 were admitted in 1976.

Australia began, as early as 1835, to encourage permanent residency by offering incentives for immigrants. A qualified individual could receive passage assistance from the government or if an employer brought an individual to Australia, the employer received a bounty. The immigration plans have varied through the years according to the employment situation in Australia. From World War I to late 1973, the Australian government assisted 1,933,569 immigrants at a cost of more than \$400 million--Australian dollars. For the fiscal year ending June 30, 1978, the assisted passage program amounted to \$8.9 million--Australian dollars (14.7 percent of the Department of Immigration's total budget).

Australia's criteria for selecting aliens has varied through the years, tending generally to be a subjective judgment by the interviewing officer. In 1973 Australia adopted the Structured Selection Assessment System which was considered to be more objective than just the opinion of one interviewing officer. The selection officers considered the applicants' health, character, economic viability, and whether they had skills which were in short supply.

A new system--Numerical Multi-Factor Assessment System--will be implemented on January 1, 1979. This system, similar to the one used by Canada (see app. III), will give numerical weights to factors considered necessary for successful settlement. The applicant will first be screened on economic and employment skills; if he meets these requirements, he will be interviewed and screened against personal factors. The new system is viewed as more objective in identifying applicants who can readily fit into Australia's labor market and integrate into the community.

The permanent resident alien is eligible for a number of services in addition to assisted passage, such as:

- Temporary housing units are provided either by the government or by the state. For state housing the government provides half the funds.
- Counseling and referral services are available for any kind of settlement problem.

- Direct welfare services are provided through community agencies from government grants.
- Education programs are available before and after arrival.
- Round-the-clock telephone interpreter services are available.
- Citizenship development courses are available to provide easier application for citizenship.

An immigrant who desires to be repatriated to his own country may do so at the Australian Government's expense after obtaining a waiver of obligation to repay government contributions for assisted passage.

In 1971 the census data showed that more than 26 percent of Australia's work force of 5.2 million were born overseas. Since then to fiscal year 1976, almost 1 million more immigrants have been granted permanent residency. The following table shows, by major contributing country in descending order, the number of aliens granted permanent residence in Australia for fiscal years 1972-76.

| Country of last residency | 1972 | 1973 | 1974 | 1975 | 1976 | Total |
|-------------------------------|----------------|---------------|---------------|---------------|---------------|----------------|
| United Kingdom and Ireland | 74,305 | 70,670 | 69,108 | 60,777 | 39,378 | 314,238 |
| New Zealand | 17,121 | 16,577 | 19,024 | 13,591 | 16,390 | 82,703 |
| United States | <u>15,089</u> | <u>11,913</u> | <u>10,903</u> | <u>11,649</u> | <u>9,499</u> | <u>59,053</u> |
| Total above countries | <u>106,515</u> | <u>99,160</u> | <u>99,035</u> | <u>86,017</u> | <u>65,267</u> | <u>455,994</u> |
| Total permanent residents | 211,788 | 192,426 | 204,221 | 173,001 | 134,659 | 916,095 |

CITIZENSHIP

Australian policy for granting citizenship requires that the applicant have a 3-year minimum residency, except in the following exempted categories:

- The citizen's spouse may apply any time after coming to live permanently in Australia.
- Spouses, coming at different times, may apply at the same time, providing one has lived in Australia 2-1/2 years.

- Persons may be granted citizenship after serving at least 3 months in the Australian armed forces.
- Persons under 21 years of age may be granted citizenship, in special cases, without fulfilling the residency requirement.
- Children under 16, living in Australia with their immigrant parents, usually become citizens with their parents.

Other requirements for citizenship are:

- Applicants must be of good character and intend to live permanently in Australia.
- Applicants must be able to speak and understand English but are not required to read and write English.
- Applicants must also show, when interviewed by an immigration official, that they know the responsibilities and privileges they assume with citizenship.

Between 1945 and the end of 1977, 1,174,734 aliens became citizens. During the years 1973-77, 417,605 immigrants were granted citizenship. The major contributing countries during this 5-year period were the United Kingdom and colonies (126,680), Greece (63,262), Yugoslavia (36,760), Italy (33,625), and Lebanon (20,447).

PROBLEMS

Australian officials estimate that 57,000 persons are illegally in Australia. Some came legally and overstayed, others came as transients and remained, and still others are deserter seamen who entered through fraud or as stowaways. Officials expressed concern that illegal aliens take jobs which should go to citizens and permanent residents.

Australia considers aliens who stay longer than allowed a major immigration problem. Australia's main effort to control this problem consists of matching computerized entry card data to departure card data.

If an individual has not filed the required departure card within about 30 days after the scheduled departure date, immigration will attempt to locate the person. If the person is found and can show he still intends to leave within a reasonable time, he generally will be given an extension. If,

however, the person is violating other conditions of entry, such as working without a permit, the person would be asked to leave voluntarily or else be deported.

Australia deported 3,032 persons between fiscal years 1974 and 1978. Of those, 13.7 percent were from Fiji, and 13.7 percent were from Greece.

CANADAINTRODUCTION

In Canada today, discussion of immigration centers on implementing a new immigration law that was passed in August 1977 and became effective in April 1978. Canada's expansionary immigration policies of the 1960s met with increasing resistance in the 1970s as a result of a downturn in the economy. Consequently, Canada undertook a large-scale review of its immigration policy that eventually resulted in the new law.

Canada's first attempts at immigration control came in 1878 when restrictions were placed on the entry of Asians. The Immigration Act of 1910 reinforced the 1878 restrictions and gave preferential treatment to British subjects. Later, preferential treatment also was extended to French subjects and persons from other Northwest European countries.

A basic policy change concerning immigration came in 1962 with the lifting of racial barriers. Regulations were issued that emphasized the immigrant's education, training, skills, and other special qualifications in an attempt to fill special manpower needs for the economy.

To back up the new regulations, a point system was introduced in 1967. The point system, with a maximum of 100 points, graded potential immigrants on nine factors. About half the points related to the applicants' economic potential; the other half related to their potential for socially establishing themselves in Canada.

Since 1945 over 4 million immigrants have come to Canada. The largest number of immigrants, 282,164 came in 1957. The smallest number, 64,127, came in 1947. During the intervening period, the yearly number fluctuated widely. Such fluctuations contributed to problems in labor market planning, as well as housing, schooling, and other community services in some areas.

To help solve these problems, Canada's new immigration law contains provisions relating immigration to labor market needs and long-term planning for the size, rate of growth, and geographic distribution of the population. The act establishes immigration targets--the total number of immigrants to be admitted during a specified time period. For the first time, the Canadian law states that the basic principles underlying immigration policy are nondiscrimination,

family reunion, humanitarian concern for refugees, and the promotion of national goals.

Canada's Department of Employment and Immigration is responsible for implementing and administering the immigration laws passed by Parliament. The Royal Canadian Mounted Police is responsible for enforcing immigration laws and prosecuting violators.

The point system of immigration selection criteria in the new law is similar to that contained in the old. The system was revised to further emphasize employment-related factors, thus bringing immigration more in line with labor market needs.

A unique section of the law gives additional points to immigrants willing to settle in designated areas of the country where a labor need exists. The same section takes points away if the immigrants want to settle in the major population centers where unemployment is a problem.

The following factors, selection criteria, and points summarize the selection system.

| <u>Factors</u> | <u>Criteria</u> | <u>Max. points</u> |
|--|---|--------------------|
| Education | One point for each year of primary and secondary education successfully completed. | 12 |
| Specific vocational preparation | To be measured by the amount of formal professional vocational, apprenticeship in-plant or on-the-job training necessary for average performance in the occupation under which the applicant is assessed in item 4. | 15 |
| Experience | Points awarded for experience in the occupation under which the applicant is assessed in item 4 or in the case of an entrepreneur for experience in the occupation that the entrepreneur is qualified for and is prepared to follow in Canada. | 8 |
| Occupational demand | Points awarded on the basis of employment opportunities available in Canada in the occupation that the applicant is qualified for and is prepared to follow in Canada. | 15 |
| Arranged employment or designated occupation | Ten points awarded if the person has arranged employment in Canada that offers reasonable prospects of continuity and meets local conditions of work and wages, providing that employment of that person would not interfere with the job opportunities of Canadian citizens or permanent residents, and the person will likely be able to meet all licensing and regulatory requirements; or the person is qualified for, and is prepared to work in, a designated occupation and meets all the conditions mentioned for arranged employment except that concerning Canadian citizens and permanent residents. | 10 |
| Location | Five points awarded to a person who intends to proceed to an area designated as one having a sustained and general need for people at the various levels in the employment strata and the necessary services to accommodate population growth. Five points subtracted from a person who intends to proceed to an area designated as not having such a need or such services. | 5 |
| Age | Ten points awarded to a person 18 to 35 years old. For those over 35, one point shall be subtracted from the maximum of ten for every year over 35. | 10 |
| Knowledge of English and French | Ten points awarded to a person who reads, writes and speaks both English and French fluently. Five points awarded to a person who reads, writes and speaks English or French fluently. Fewer points awarded to persons with less language knowledge and ability in English or French. | 10 |
| Personal suitability | Points awarded on the basis of an interview held to determine the suitability of the person and his/her dependents to become successfully established in Canada, based on the person's adaptability, motivation, initiative, resourcefulness and other similar qualities. | 10 |
| Relative | Where a person would be an assisted relative, if a relative in Canada had undertaken to assist him/her, and an immigration officer is satisfied that the relative in Canada is willing to help him/her become established but is not prepared, or is unable, to complete the necessary formal documentation to bring the person to Canada, the person shall be awarded five points. | 5 |

To obtain permanent residency in Canada, an immigrant selected under the point system must receive a minimum number of points. The minimum number varies by the type of immigrant. For example, immigrants who have Canadian relatives (not immediate family) must earn between 20 to 35 points depending on their relationship and whether the sponsoring relatives will sign a pledge to support the assisted immigrants for a period of 5 years if the need exists.

Immigrants without special considerations must earn 50 points before they can be issued immigrant visas. In addition, certain immigrants, in order to be considered, must earn at least one point in specified factor areas, such as the occupational demand factor, no matter how many other points they earn.

A Canadian official told us that regardless of the actual points awarded, an immigration officer still has discretionary power to disregard the point total. That decision, however, must be submitted in writing and approved by a senior immigration officer.

The new law introduces an adjudication procedure for persons refused entry into Canada. It also provides less drastic alternatives to deportation. Anyone refused admittance at a Canadian port-of-entry or asked to leave after entry can request a hearing by an adjudication officer. At the hearing both the government and the persons involved are allowed to present evidence to support their contentions. The persons involved can have a lawyer represent them but often prefer either to represent themselves or to be represented by nonlawyers.

Generally those refused admittance at ports-of-entry try to gain entry under false pretense. In these instances, the burden of proof is on the person involved. However, if the person has already gained entry, the burden of proof is on the government. Persons who stay longer than allowed or commit criminal acts would be included in this latter group.

Only a permanent resident or a person with a valid visa can appeal a negative finding by an adjudicator. Since adjudicators were first authorized by the new immigration law, statistical data on their performance is not yet available; however, a Canadian official said that 30 to 40 percent of their decisions favor the aliens. Appeals of negative decisions are made to Canada's Immigration Appeal Board.

Under the old law persons told to leave Canada were deported regardless of the severity of their offense.

Generally, being deported barred a person's future admission to Canada.

The new law provides less drastic alternatives to deportation. These alternatives include (1) departure notices and (2) exclusion orders. A departure notice is issued to aliens, other than permanent residents, who commit minor infractions of the immigration law. The notice asks the alien to leave the country voluntarily, but permits him to reapply for admission at any subsequent time. An exclusion order is a removal order issued to an alien at the border for a minor offense; however, it bars readmission for for 1 year.

Deportation statistics for 1977 show that the largest number of persons deported were Americans; however, they represented only a small percentage of the U.S. visitors. The following chart shows Canada's deportations in 1977 by country:

| <u>Country</u> | <u>Number of visitors</u> | <u>Persons deported</u> | <u>Deportations per 1,000 visitors</u> |
|------------------------------|-------------------------------|-----------------------------|--|
| Guyana | 6,261 | 517 | 83 |
| Haiti | 5,012 | 336 | 67 |
| El Salvador | 1,097 | 68 | 62 |
| Ghana | 980 | 56 | 57 |
| Ecuador | 2,892 | 155 | 54 |
| Portugal | 11,955 | 566 | 47 |
| Pakistan | 3,935 | 172 | 46 |
| Greece | 12,195 | 433 | 36 |
| Peru | 3,528 | 121 | 34 |
| Nigeria | 2,351 | 71 | 30 |
| Guatemala | 1,645 | 49 | 30 |
| Jamaica | 21,496 | 626 | 29 |
| Colombia | 4,894 | 121 | 28 |
| Turkey | 2,379 | 65 | 27 |
| India | 21,342 | 456 | 21 |
| Trinidad and Tobago | 17,264 | 296 | 17 |
| Chile | 4,635 | 68 | 15 |
| Argentina | 1,239 | 82 | 9 |
| Hong Kong | 21,204 | 107 | 5 |
| Mexico | 25,890 | 70 | 3 |
| Italy | 46,981 | 115 | 2 |
| France | 90,512 | 125 | 1 |
| Germany, Federal Republic | 157,845 | 73 | .5 |
| England | 372,165 | 159 | .4 |
| United States | 31,773,811 | 2,155 | .1 |

VISITORS

To enter Canada a visitor needs a tourist visa which he must obtain from his country of residence before he departs. However, a U.S. citizen needs no visa unless he plans to stay longer than 3 months. Any visitor who stays longer than his visa allows is in violation of the law and subject to expulsion. A visitor with a tourist visa is not permitted to obtain employment or attend school.

If the Immigration Officer at the port-of-entry doubts that the person will comply with the conditions of the visa, he may require a security deposit before granting admission. The security deposit is returned when the visitor departs, providing no conditions of his entry have been violated.

Visitors are not permitted to change status while in Canada. A person, for example, cannot apply for residency or work while in a visitor's status. The visitor initially must apply from his home country for whatever category he desires.

Of the 33.8 million visitors admitted to Canada in 1976, about 32.2 million came from the United States.

STUDENTS

Student visa applications must be made from the student's country of residence. To apply, the student must have

- a letter of acceptance from an approved college, university, or trade institution;
- evidence of adequate funding during his stay;
- evidence of good character; and/or
- a medical clearance if he is a resident of a certain country. In practice, evidence of good character (background check) is only required of students from certain countries.

Students are not permitted to work, except as a part of the course's instruction, or to apply for a change of status while living in Canada.

All student visas contain restrictions. These restrictions limit a student to attending only one particular school with a specific course of study for a specific time period.

Any change to these restrictions must be approved by the Department of Employment and Immigration. Students in violation of immigration law are subject to expulsion.

Sometimes students obtain entry under false pretenses. For example, students who are not financially stable often pool their funds. One student will obtain a statement from a bank attesting to his financial stability; and then transfer the funds to another student's account and the process is repeated. We were informed that although students are not supposed to work, many do.

Canadian law does not require schools to report foreign student dropouts to immigration authorities.

The following table shows, by major contributing country, the number of foreign students, beyond the secondary level, admitted to Canada in 1976 and 1977.

| <u>Country</u> | <u>1976</u> | <u>1977</u> | <u>Total</u> |
|---------------------------|---------------|---------------|---------------|
| Hong Kong | 12,536 | 12,403 | 24,939 |
| United States | 7,956 | 6,962 | 14,918 |
| Guyana | 2,033 | 1,458 | 3,491 |
| Malaysia | 1,382 | 1,790 | 3,172 |
| Trinidad and Tobago | 1,430 | 1,187 | 2,617 |
| Nigeria | 1,398 | 1,186 | 2,584 |
| Iran | 1,037 | 1,156 | 2,193 |
| Venezuela | <u>1,048</u> | <u>1,069</u> | <u>2,117</u> |
| Total above countries | <u>28,820</u> | <u>27,211</u> | <u>56,031</u> |
| Total foreign students | 45,536 | 42,988 | 88,524 |

GUEST WORKERS

Canadian policy states that citizens and permanent residents should have the first chance to fill jobs available in Canada. Foreign workers are admitted for temporary employment periods only when employment opportunities do not affect Canadians and permanent residents.

All persons, other than Canadian citizens and permanent residents, are required to have a work authorization before legally accepting jobs. Before workers enter Canada, employment authorizations are issued at Canadian government offices abroad.

Two types of employment authorization exist, those with and those without validation. Jobs that might adversely affect Canadian citizens or permanent resident aliens require validation. Authorizations not requiring validation are those given to famous entertainers, people in refugee status, guest lecturers, and graduate students seeking employment. Approximately 90,000 authorizations were issued in 1977; about two-thirds of them were without validation.

A validated authorization requires four steps:

- The Canadian employer must present a job offer for validation to a Canadian Manpower Centre. The Centre checks to see if the job can be filled by a Canadian or a permanent resident alien. If the job cannot be filled by a Canadian citizen or a permanent resident alien, a qualified alien will be selected and the Centre will validate the job offer and forward it to a government office in the alien's country.
- The government office interviews the alien to determine his qualifications for the job. The alien must also complete an application for the employment authorization.
- The government office will then determine whether the alien qualifies for temporary entry under the immigration laws.
- The alien, upon approval will be given an employment authorization and a visa. The visa and employment authorization are only for the job and time specified in the job offer.

Once the alien enters Canada, he cannot change jobs or he will be in violation of the immigration law and subject to removal.

The provinces vary in what services they provide to the workers. All temporary workers are entitled to workmen's compensation and health services.

Canada also imports seasonal agricultural workers from the Caribbean. These workers are paid minimum wage and are provided with travel costs, lodging, and food by the farmers who import them. Their lodging (barracks style) is inspected by the Government for adequacy. Temporary workers, except those from the Caribbean, are allowed to bring their families.

Guest workers who stay longer than authorized are subject to immediate arrest and removal. No exceptions are provided under the law.

REFUGEES

Canada began accepting refugees after World War II and since then has become one of the world leaders in this area. Under the new immigration law, refugees are considered as top priority immigrants, and as such, need not meet any point total criteria in order to be admitted.

The government aids accepted refugees in the form of adjustment assistance which includes money for food, clothing, housing, and sundry housing needs, such as furniture. Also refugees are given medical care and assistance in finding a job.

Overseas Canadian visa officers determine the eligibility for refugee status by comparing the application to Canada's interpretation of the United Nations' definition of a refugee. Applications denied by visa officers are reviewed by a higher authority. The United Nations defines a "convention refugee" as

"* * * any person who by reason of a well-founded fear of persecution for reasons of race, religion, nationality, membership in a particular social group or political union, (a) is outside the country of his nationality and is unable or, by reason of such fear, is unwilling to avail himself of the protection of that country, or (b) not having a country of nationality, is outside the country of his former habitual residence and is unable or, by reason of such fear, is unwilling to return to that country."

Under the new law, Canada recognizes that some people do not qualify according to the United Nations definition but, who for humanitarian reasons, require refugee status. Included in this group would be persons displaced because of war, social upheaval, or natural disaster.

Canada's refugee program can be broken into two components--the ongoing program and the special program. The ongoing program is applied to anyone claiming refugee status at any post around the world. The special program was established for emergencies or special situations. The following table details the number of refugees admitted to Canada under the special refugee program.

APPENDIX III

APPENDIX III

| <u>Years</u> | <u>Special refugee and humanitarian movements</u> | <u>Number of refugees</u> |
|--------------|---|---------------------------|
| 1947 to 1952 | Postwar European movement | 124,000 |
| 1956 to 1957 | Hungarian movement | 38,000 |
| 1968 to 1969 | Czechoslovakian movement | 12,000 |
| 1970 | Tibetans | 228 |
| 1972 to 1973 | Ugandan Asians | 7,000 |
| 1973 | Special South American program | 6,500 |
| 1975 | Cypriots | 700 |
| 1975 to 1978 | Special Vietnamese/Cambodian program | 7,000 |
| 1976 | Kurds from Iraq | 98 |
| 1976 to 1977 | Lebanese | 9,950 |
| 1976 to 1977 | Angola/Mozambique returnees | 2,100 |
| 1978 | a/Small-boat escapees (Vietnamese/Cambodian) | <u>195</u> |
| Total | | <u>207,771</u> |

a/Canada has agreed to accept 50 small-boat escapee families each month and as of July 1978 had accepted 195 refugees.

In addition Canada, has admitted 26,675 immigrants from 1959-77 under its ongoing refugee program.

Persons arriving in Canada may claim refugee status. Such claims are examined by a senior immigration officer. A transcript of the examination is forwarded to the Minister of Employment and Immigration. There it is reviewed by the Refugee Status Advisory Committee which advises the Minister of Immigration on the claim. If the Minister rules against refugee status, the applicant may have his claim reviewed by the Immigration Appeal Board. If the Immigration Appeal Board finds the claim fallacious, the applicant still has the right of appeal through the courts.

Another new program is refugee sponsorship. Under this program reputable organizations or groups of five or more

can facilitate the admission of individual refugees by assisting them in the form of services and material aid. To comply with the program's requirements, the sponsoring group is required to sign a legally binding document as evidence of its commitment.

PERMANENT RESIDENT ALIENS

In addition to refugees, the new immigration law provides two other admissible classes of permanent resident-- a family class and an independent and other immigrants class.

Any Canadian citizen or permanent resident who is at least 18 years old may sponsor for immigration certain family class relatives which include:

- Spouse and spouse's accompanying unmarried children under 21 years old.
- Unmarried children under 21 years old.
- Parents or grandparents 60 years or older, plus any accompanying dependents (Canadian citizens over 18 may sponsor parents of any age).
- Parents or grandparents under 60 years who are widowed or incapable of working, plus any accompanying dependents.
- Unmarried orphaned brothers, sisters, nephews, nieces, or grandchildren under 18 years old.
- Fiance or fiancée and accompanying unmarried children under 21 years old.

The family class may be extended to include:

- Any child under 13 years who is an orphan, an abandoned child, or a child placed with a child welfare authority whom the sponsor intends to adopt.
- One relative, regardless of age or relationship to the sponsor, plus accompanying dependents, if the sponsor has no close relatives living in Canada and cannot otherwise sponsor anyone.

Like refugees, family class applicants are considered top-priority immigrants, and although they must meet basic standards of good health and character, they do not have to meet the point selection system criteria. However,

before granting an immigrant visa to a family class applicant, the sponsoring Canadian relative must sign a legally binding affidavit promising to provide the applicant and accompanying dependents support, if needed, including lodging, care, and maintenance for up to 10 years.

The independent and other immigrants class includes

--assisted relatives,

--retirees,

--entrepreneurs,

--the self-employed, and

--other independent immigrants applying on their own initiative.

Except for retirees, the point system is used to select independent class immigrants.

Assisted relatives are those who have kin in Canada willing to help them get established but are not members of the family class. Relatives eligible to apply under this category include the Canadian resident's brothers and sisters, parents and grandparents, children and grandchildren, aunts and uncles, nieces and nephews, and any dependents accompanying these relatives.

If either "assisted" or "family class" relatives seek welfare support before the support affidavit expires, the provincial government can require the sponsoring relative to provide the support. Since it administers the welfare program, the provincial government has the responsibility to require the sponsor to provide the needed support. The sponsoring relatives are responsible for support even if the relative becomes a citizen.

To immigrate as an entrepreneur, the applicant must intend to operate a business in Canada that will employ five or more Canadian citizens or permanent residents and be able to establish a controlling interest in the business.

A self-employed person, on the other hand, is someone who intends to establish a business that either will employ five or fewer Canadian citizens or permanent residents, or will contribute to the cultural and artistic life of Canada.

To qualify as a retiree, a person must be at least 55 years old and have no intention of working while being a Canadian resident.

All permanent resident applicants are required to apply from abroad unless a special exception is made. No restrictions are placed on the new applicants once they arrive. The only noted distinction is that Canadian citizens get first preference for Government jobs.

An Employment and Immigration official said that family class immigrants are now the predominate arrivals. A few years ago, the independent class immigrants were predominate. These immigrants are now sponsoring family members under Canada's new family policies. As a result, family class immigration cannot be controlled as well as independent class immigrants who are subject to the point system and effected by the immigration target level (see p. 14.)

The following table shows, by major contributing country, the number of aliens granted permanent residence in Canada for 1973-77.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> | <u>Total</u> |
|---------------------------|----------------|----------------|----------------|---------------|---------------|----------------|
| Great Britain | 26,973 | 38,456 | 34,978 | 21,548 | 17,997 | 139,952 |
| United States | 25,242 | 26,541 | 20,155 | 17,315 | 12,888 | 102,141 |
| Hong Kong | 14,662 | 12,704 | 11,132 | 10,725 | 6,371 | 55,594 |
| Portugal | 13,483 | 16,333 | 8,547 | 5,344 | 3,579 | 47,286 |
| India | 9,203 | 12,868 | 10,144 | 6,733 | 5,555 | 44,503 |
| Jamaica | 9,363 | 11,286 | 8,211 | 7,282 | 6,291 | 42,433 |
| Philippines | 6,757 | 9,564 | 7,364 | 5,939 | 6,232 | 35,856 |
| Total above countries | <u>105,683</u> | <u>127,752</u> | <u>100,531</u> | <u>74,886</u> | <u>58,913</u> | <u>467,765</u> |
| Total permanent residents | 184,200 | 218,465 | 187,881 | 149,429 | 114,914 | 854,889 |

CITIZENSHIP

To obtain citizenship, the immigrant must make application to a citizenship court. Generally, the requirements for naturalized citizenship are:

- The person must be 18 years of age or older.
- The person must have been lawfully admitted to Canada as a permanent resident and must have resided in Canada 3 of the last 4 years before the application for citizenship.

--The person must have an adequate knowledge of English or French.

--The person must have a general knowledge of Canada and a citizen's rights and duties.

--The person must not be under a deportation order.

After applying for citizenship, the person must appear before a citizenship judge. The judge will determine if the applicant has met the requirements for citizenship, particularly whether the applicant has an adequate knowledge of English and an understanding of the duties and rights of citizenship.

The following table shows by major contributing country, the number of aliens granted Canadian citizenship in 1975 and 1976.

| <u>Country</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|----------------------------------|---------------|---------------|----------------|
| United Kingdom | 38,061 | 29,351 | 67,412 |
| Italy | 20,070 | 16,947 | 37,017 |
| Greece | 6,395 | 4,875 | 11,270 |
| India | 4,664 | 4,703 | 9,367 |
| Germany | 5,075 | 4,025 | 9,100 |
| China | 4,589 | 3,910 | 8,499 |
| Portugal | 4,299 | 4,196 | 8,495 |
| Yugoslavia | 4,317 | 3,988 | 8,305 |
| United States | 4,454 | 3,357 | 7,811 |
| Jamaica | <u>3,186</u> | <u>4,033</u> | <u>7,219</u> |
| Total above countries | <u>95,110</u> | <u>79,385</u> | <u>174,495</u> |
| Total aliens granted citizenship | 137,507 | 117,276 | 254,783 |

PROBLEMS

According to Royal Canadian Mounted Police officials, the illegal alien problem in Canada is getting worse. Although officials could not estimate the magnitude of the problem, an indication of the aggravated condition is the increase in prosecutions of immigration law violators. In 1977 immigration-law-violation prosecutions were 2,300 as compared to about 800 in 1973. The officials added that the number of prosecutions would be even greater if the courts were not backlogged.

Canadian immigration schemes that are increasing include the use of false and fraudulent documents, marriages of convenience, and adoptions of brothers and sisters.

COLOMBIAINTRODUCTION

Colombia has not received a large number of immigrants. In the early 1970s, immigrants comprised only a small percentage of the population.

Colombian immigration policy is established either by presidential decree or by legislation enacted by the Colombian congress. The visa section of the Ministry of Foreign Relations carries out immigration policy. The police force's Administrative Department of Security (DAS) enforces Colombia's immigration laws and regulations. It exercises some freedom in its interpretation of these laws and regulations.

VISITORS

Visitors are issued tourist cards which allow for one 90-day stay in Colombia. Usually a visitor who overstays is asked to voluntarily leave the country. DAS may grant some visitors short extensions, although occasionally, visitors who overstay are deported. Colombia can authorize visitor status to U.S. citizens for up to 6 months, and some extensions are granted. Visitors are entitled to no government services other than emergency medical care.

STUDENTS

Foreign students are limited to a 6-month visa. After 6 months they must leave the country to obtain another student visa. Individuals can obtain a student visa if they can provide a specific plan of study and evidence they can pay for it and related expenses. Also, foreign students are entitled to no government services.

GUEST WORKERS

According to a Ministry of Foreign Relations official, guest-worker status can be easily obtained by technical personnel, particularly for individuals involved in the oil industry. Guest workers and their families are granted special visas which are valid for 8 to 15 days. He added that many guest workers overstay the allowable time-frame; however, this causes no serious problems. Guest workers are entitled to no government services.

REFUGEES

According to a Ministry of Foreign Relations official, refugees in Colombia are treated similarly to refugees in other countries. The refugees are provided some government assistance but, the official could provide no details.

A DAS official said that generally refugees who enter Colombia from Argentina and Chile are political activists in exile.

PERMANENT RESIDENT ALIENS

According to a Ministry of Foreign Relations official, individuals who want to reside in Colombia for a period longer than the 90 days allowed for tourists are required to make an application either to a Colombian consulate or to the visa section of the Ministry of Foreign Relations. An indefinitely valid visa "ordinaria," is required. The application must show justification for seeking permanent resident alien status.

The visa ordinaria entitles the holder to receive a 2-year transient identification card. After 2 years, the alien can apply for a 5-year resident identification card which is renewable thereafter.

This Colombian official indicated that the Ministry of Foreign Relations automatically renews the resident identification card and grants permission for reentry to the country for those holding a visa ordinaria. Also, the government does not limit the number of individuals who can receive permanent resident alien status. Permanent resident aliens are not entitled to government services.

CITIZENSHIP

Generally, citizenship is granted only to aliens who have resided continuously in Colombia for at least 5 years. In addition to the time of residence, the alien has to prove

- nationality of birth (by means of a birth certificate or any other authentic document),
- date of entry into Colombia and that such entry was legal,
- the work he plans to do will be beneficial to Colombia,

- good conduct in the country of his prior residence,
- a sufficient knowledge of Spanish, and
- no military service obligations in his country of origin.

The above requirements are general and exceptions, depending on the specific circumstances of the alien applying, exist.

PROBLEMS

Both the Ministry of Foreign Relations official and the DAS official stated that illegal aliens were heavily involved in drug contraband and were using false documents (passports and visas) when committing these crimes. The DAS official said that illegal aliens who commit crimes are prosecuted in Colombia. Some illegal aliens involved in illegal drug traffic are wanted for crimes committed in other countries. If these aliens are apprehended, but have not been accused of a crime in Colombia, they are deported to the country where they are wanted for prosecution.

The DAS official said that a significant number of aliens illegally enter from the Middle East (Libya, Iran, Iraq, and Egypt). A common belief is that they displace Colombian workers.

To control illegal immigration, Colombia monitors airport and seaport traffic. Lists of those individuals suspected of being involved in the drug traffic are provided to airport and seaport customs officials and to various hotel employees throughout the country.

DOMINICAN REPUBLICINTRODUCTION

According to immigration officials, most people want to leave, not enter, the country. However, the Dominican Republic has an illegal alien problem from neighboring Haiti.

The Foreign Ministry administers the immigration laws and issues visas to foreigners for entry. The Department of Migration, a subdivision of the Foreign Ministry, controls the ports of entry and the border. The army also patrols the border.

In the Dominican Republic, an alien violator can be deported by the courts, the national police, or the Department of Migration. A deportation order can be appealed to the attorney general; his decision is final.

VISITORS

Americans comprise the largest group of visitors to the Dominican Republic. Of the 315,673 visitors in 1976 and 393,198 visitors in 1977, 265,285 and 327,681, respectively, were Americans.

Tourists can enter the Dominican Republic with either a tourist card or a tourist visa. The tourist card is sold by the transportation companies--airlines or steamship lines--doing business in the Dominican Republic. The card is valid for a 15-day entry. Tourist cards are only available to citizens from countries maintaining diplomatic relations with the Dominican Republic. Citizens from countries without diplomatic relations must have a tourist visa and a passport. Tourist visas are obtained through Dominican Republic embassies and are valid for 60 days.

Tourists are not permitted to work during their stay in the Dominican Republic.

STUDENTS

A person who wants to attend Dominican Republic schools must apply for a student visa from a Dominican consulate in his resident country. The application must be accompanied by a police certification of good conduct, proof of financial support or an affidavit from a sponsor or parent, and documentation showing acceptance from the institution where the applicant plans to enroll.

The application must be forwarded to the Dominican Republic for approval. A student visa is valid for 1 year. However, persons can also enter the Dominican Republic as tourists and apply for student visas. The same documentation is needed as when persons apply in their country of residence. If the tourist visa expires before the application is approved, the student must either leave the country or apply for residency.

Students are not allowed to work while going to school unless such work is a part of the academic program--research or student teaching. American embassy officials stated that nearly all foreign students in the Dominican Republic were Americans. Statistics provided by the embassy show about 3,100 Americans were enrolled in Dominican Republic universities.

GUEST WORKERS

Several officials informed us that the Dominican Republic, by agreement with Haiti, imports Haitians to cut sugar cane. For each worker imported the Dominican Republic pays Haiti \$100. Last year about 12,000 workers were imported. In the past, the number of workers imported ranged from 12,000 to 15,000 annually. The labor is imported because it is cheap and because cutting sugar cane is a type of work which Dominicans are unwilling to perform.

According to several officials, not all the imported Haitians leave when the sugar cane harvest is over. Those who remain become illegal aliens.

REFUGEES

Haitians fleeing political oppression can be admitted to the Dominican Republic and given residency status. Refugees are not authorized, however, to receive public assistance.

PERMANENT RESIDENT ALIENS

Persons desiring permanent resident status in the Dominican Republic must apply abroad. They must be able to show means of financial support, a birth certificate, and a police certificate of satisfactory behavior. If the application for residency is approved, the alien is granted a 1-year provisional residency. Permanent residency is granted if the provisional residency performed is in accordance with the laws.

Permanent resident aliens must renew their residency each year by filing a renewal document and updating certain personal information such as address and employment. If a person was involved in a criminal activity during the residency period, he would have to leave the country.

CITIZENSHIP

A person desiring to become a Dominican citizen must show that he has had 2 years of continuous residency.

PROBLEMS

Haitians illegally in the country are a continuing problem for the Dominican Republic. Several factors tend to aggravate the problem including Haiti's larger population, smaller land area, poorer soil quality, and lower average annual income. In addition, the border between the two countries is at one of the widest points on the island, making effective patrolling difficult.

Estimates of the number of illegal Haitians in the Dominican Republic vary. A government study of malaria in 1970 identified 63,000 illegal Haitians. An American Embassy official said that Dominican newspaper accounts put the figures at about 200,000. One Dominican official studying the border area with Haiti believes that about 350,000 Haitians are illegally in the Dominican Republic.

Several Dominican officials believe that some of the illegal Haitians appear to be workers legally imported to cut sugar cane who did not leave the country after the harvest. These officials believe that other Haitians enter the country using fraudulent documents. They stated that most illegal Haitians stay in the rural areas because they are basically agricultural workers and because the unemployment rate in the cities is high.

FEDERAL REPUBLIC OF GERMANYINTRODUCTION

After World War II, the Allied Powers rezoned the territorial boundaries of what was to eventually become West Berlin and the Federal Republic of Germany. Much of the country lay in ruins. Reconstruction efforts were massive and this massive effort created a vast labor market. A large number of people moved to West Germany, including about 13 million refugees from East Germany and Eastern Europe.

Even as late as 1971, net immigration to Germany was 430,700. By 1976 its population had risen from the 46.1 million postwar population to 61.8 million--an increase of about one-third.

German immigration policies are developed through a legislative process that involves all the Federal Ministries whose jurisdictional areas of responsibility would be affected by alien immigration. For example, the Ministries of Labor, Interior, and Education and Science each provide input to the development of proposed laws.

Once drafted, proposed legislation goes to the Federal Cabinet for review and approval. When the Cabinet is satisfied with its content, it then goes to the Parliament for review. The Parliament consults with a council of the 11 state governments. When the council is satisfied with the proposal, it sends the proposal back to the Parliament, which votes to determine if the proposal will become a law.

The administration of Germany's immigration law is delegated to each state government. The states, through local alien and labor offices, exercise administrative authority over the issuance and renewal of residence and work permits; adjudication of political refugee cases; and processing of citizenship applications. With the assistance of the local police, the states are also responsible for apprehending and deporting illegal aliens and identifying those aliens who have violated the conditions of their residency permits, for example, a foreign student found to be working during the school term.

Germany's Federal government does not supervise the states' administration of immigration policies. Each state has autonomy with regard to implementing the immigration law. The only Federal involvement is through the court system to which aliens can appeal a decision if they believe it is unjust.

The Federal Ministry of Labor and its labor offices in each state have control over the state labor offices. Federal control over the issuance of labor permits is maintained through this system. The Federal labor offices provide policy guidance to the local labor offices to assure uniform application of the national immigration policy. For example, according to a Labor Ministry official, no new labor permits have been issued since 1973 because the government considers the unemployment rate to be high--4.1 percent--or 922,000, of which 80,000 are aliens.

Local labor offices are also responsible for identifying aliens working illegally, either as a result of their being illegal residents or of their being in a residency status that is not permitted to work. A government official told us that statistics on the number of illegal workers apprehended are not maintained.

Germany uses the requirement for a visa to regulate the entry of citizens from some countries. Passport checks are made at all ports of entry. Post-entry controls are mainly accomplished through the issuance of residency permits which all aliens who stay longer than 3 months must obtain. Residency permits are usually issued for a 1-year period with the possibility of renewal.

A Ministry of Interior official stated that the alien law is to be revised. The revision will make initial residency permits valid for 1 year, the first renewal valid for 2 years, and the second and final renewal valid for an additional 2 years. When the 5-year temporary residency period has been completed, an alien can then apply for permanent resident status.

Immigration officials said they depend on public welfare officials and others who can identify illegal alien activity to inform immigration authorities when aliens have apparently violated the conditions of their residency status and without those officials' cooperation, the internal control over alien activity would be ineffective.

The 11 state governments solicit public officials' cooperation; however, there is no legal requirement making such assistance compulsory. Officials said that assistance is sometimes withheld because public officials do not want to be responsible for causing someone to be identified as an illegal alien and therefore susceptible to deportation. Government officials told us that this attitude is a carryover from World War II, after which German citizens rejected any

governmental action that could be interpreted as a "police state" activity.

Another German control device is the national identity card which all citizens and resident aliens must carry. However, the card's effectiveness as an alien activity control device has been limited, primarily due to the interest of government officials in assuring a low profile with no police-state implications. Similarly, there is a Federal requirement for all citizens and aliens to notify the local public registration office whenever they change residences. However, no check is made to locate a person not actually residing at the registered address.

For information on illegal alien activity, local alien offices rely primarily on tips from citizens and other aliens. Local police assist in the investigation of illegal alien activity and make an arrest if necessary. An official of the alien office stated that the police have the authority to hold aliens for 1 day while the alien office decides if they have violated their residency status. If a decision is made to deport an alien, the person is held in custody and escorted to the border.

Except for cases in which a person is considered a threat to the public welfare, an alien has the right to appeal a deportation order to a Federal court tribunal. The decision of the appeal court is final.

VISITORS

In most instances, citizens from other countries need only a valid passport to visit Germany for 3 months. However, citizens from certain countries must have a visa. At the end of the 3-month period, visitors are required to leave or make application for a residency permit.

Visitors are granted residency permits if they have a valid reason for wanting to remain and can prove they have a place to reside and adequate financial support. Permits may be for periods of 2 months, 6 months, or even a year depending on the individual case.

According to immigration officials, no system exists to insure that visitors leave the country upon expiration of their residency permit. However, should they apply for renewal of a residency permit after the initial permit had expired, they would be required to leave. Normally visitors are allowed only one residency permit. They are not allowed to work during their stay, and this is annotated on their residency permit.

STUDENTS

Approximately 50,000 foreign students were studying at German universities in March 1978. These students represented about 6 percent of the total university student population. According to government officials, the number attending trade schools was very small.

Aliens who desire to study in Germany must obtain a residence permit. To do so, a student must prove acceptance by a school and adequate financial means. Foreign students must also have a valid passport or an equivalent document from their home country.

Residence permits are generally issued to foreign students for 1-year periods. However, a permit is usually extended if a student is still attending school and has adequate financial means. Schools are not required to report to immigration authorities those students who quit or complete their studies.

Foreign students are not allowed to work during school semesters, but may do so during summer vacations. There are no restrictions on the types of work in which they may engage.

Foreign students are entitled to the same basic benefits received by German students, for example, free tuition and reduced fares for the cinema, museums, and travel. Alien students may receive welfare payments for a limited period if a need arises and the student's family or home country embassy in Germany cannot provide assistance. However, if the student cannot regain financial capability, the student's residence permit will not be renewed and the student will be required to leave the country.

The following table shows by major contributing country, the number of university-level foreign students admitted to Germany during the periods 1973-77.

| <u>Country</u> | <u>1973/74</u> | <u>1974/75</u> | <u>1975/76</u> | <u>1976/77</u> | <u>Total</u> |
|------------------------|----------------|----------------|----------------|----------------|---------------|
| Iran | 3,758 | 3,808 | 3,825 | 4,003 | 15,394 |
| Turkey | 3,132 | 3,745 | 4,208 | 4,488 | 15,573 |
| United States | 2,842 | 2,942 | 3,049 | 3,134 | 11,967 |
| Greece | 2,706 | 3,073 | 3,395 | 3,694 | 12,868 |
| Indonesia | 2,585 | 3,072 | 3,324 | 3,469 | 12,450 |
| France | 2,146 | 2,244 | 2,264 | 2,179 | 8,833 |
| Austria | 1,894 | 2,025 | 2,116 | 2,116 | 8,151 |
| The Netherlands | <u>1,207</u> | <u>1,273</u> | <u>1,327</u> | <u>1,287</u> | <u>5,094</u> |
| Total above countries | <u>20,270</u> | <u>22,182</u> | <u>23,508</u> | <u>24,370</u> | <u>90,330</u> |
| Total foreign students | 42,445 | 45,499 | 47,298 | 48,599 | 183,841 |

GUEST WORKERS

As Germany began to emerge from the effects of World War II, certain gaps in the labor force needed to be filled. Bilateral agreements with other nations were made to fill these needs. For example, guest workers from Turkey and Greece were recruited for menial labor tasks in Germany. These guest workers were expected to return home when no longer needed.

Ministry of Labor officials stated that at the present time no new work permits are being granted to aliens because of a current high unemployment rate--4.1 percent. However, citizens from European Economic Community (EEC) countries 1/ can work in Germany without a work permit because of an agreement signed by all member countries in 1957. German Labor Ministry officials stated that this agreement could pose problems for the German labor market because Turkey, Greece, Spain, and Portugal--countries

1/The European Economic Community, also referred to as the Common Market, is an economic association of the following Western European countries: France, Belgium, Luxemburg, The Netherlands, Italy, West Germany, United Kingdom, Denmark, and Ireland. One of its original purposes was to assure the mobility of labor between member nations.

with high unemployment rates--are interested in joining the EEC.

If these countries are admitted to the EEC, Germany could expect a large influx of citizens from these countries seeking employment in Germany. Labor officials expressed the opinion that controls would be necessary to prevent an adverse impact on the German labor market.

The following table shows by major contributing country, the number of guest workers admitted to Germany during the period 1974-77.

| <u>Country</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> | <u>Total</u> |
|--------------------------|------------------|------------------|------------------|------------------|------------------|
| Turkey | 606,815 | 543,326 | 520,989 | 517,467 | 2,188,597 |
| Yugoslavia | 466,689 | 415,883 | 387,222 | 377,206 | 1,647,000 |
| Italy | 331,504 | 292,435 | 279,096 | 281,224 | 1,184,259 |
| Greece | 229,178 | 196,210 | 173,097 | 162,495 | 760,980 |
| Spain | 149,718 | 124,533 | 107,518 | 100,311 | 482,080 |
| Austria | 83,710 | 77,149 | 75,859 | 74,985 | 311,703 |
| Total above countries | <u>1,867,614</u> | <u>1,649,536</u> | <u>1,543,781</u> | <u>1,513,688</u> | <u>6,574,619</u> |
| Total guest workers | 2,286,625 | 2,038,779 | 1,920,895 | 1,888,585 | 8,134,884 |

REFUGEES

According to German immigration officials, for humanitarian reasons refugees from Chile and Uganda have been accorded special assistance to immigrate to Germany. Each state has been required to accept a certain number of refugees and to pay a portion of the refugees' transportation costs. These refugees were given residency permits and allowed to work in such occupational fields as industrial and service-related jobs.

People seeking political asylum in Germany are granted temporary residence permits until the courts decide if they are bona fide refugees. According to an immigration official, this procedure can take several months or years because of the backlog of court cases and the bureaucracy involved. In

the interim, refugees are given free housing, educational assistance, and medical assistance.

If the court decides a refugee is bona fide, the individual is granted a residency permit and provided employment training. Once employed, free services cease, and the individual has the same rights as any other immigrant. If the court decides the refugee is not bona fide, the individual is asked to leave Germany. From 1973-77, 10,233 aliens were granted refugee status in Germany.

PERMANENT RESIDENT ALIENS

As discussed on page 36, certain temporary residency conditions must be met before aliens are granted permanent residence status. Once granted, however, aliens enjoy the same rights as German citizens, except the right to vote and run for political office.

The following table shows, by major contributing country, the number of aliens granted residence permits (both permanent and temporary) during the period 1973-77.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|-------------------------|------------------|------------------|------------------|------------------|------------------|
| Turkey | 910,525 | 1,027,700 | 1,077,863 | 1,079,300 | 1,118,041 |
| Yugoslavia | 701,588 | 707,771 | 677,863 | 640,380 | 630,027 |
| Italy | 630,735 | 629,628 | 601,405 | 567,984 | 570,825 |
| Greece | 407,614 | 406,394 | 390,455 | 353,733 | 328,465 |
| Spain | 287,021 | 272,676 | 247,447 | 219,427 | 201,429 |
| Austria | 173,160 | 177,002 | 173,993 | 169,182 | 168,777 |
| Portugal | 111,969 | 121,533 | 118,536 | 113,720 | 110,977 |
| The Netherlands | 106,179 | 109,850 | 110,473 | 108,227 | 107,311 |
| United States | 70,330 | 72,365 | 74,416 | 73,185 | 72,969 |
| United Kingdom | 47,690 | 51,953 | 55,215 | 57,288 | 61,795 |
| France | 56,369 | 59,059 | 60,424 | 59,917 | 60,614 |
| Total above countries | <u>3,503,180</u> | <u>3,635,931</u> | <u>3,587,324</u> | <u>3,442,343</u> | <u>3,431,230</u> |
| Total residence permits | 3,966,200 | 4,127,366 | 4,089,594 | 3,948,337 | 3,948,278 |

CITIZENSHIP

An alien may apply for German citizenship after residing in Germany for 10 years, or after 5 years if married to a German citizen and residing together in Germany during that period.

The following table shows by major contributing country the number of aliens granted German citizenship during the period 1973-76.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|----------------------------------|---------------|---------------|---------------|---------------|---------------|
| Rumania | 2,876 | 4,707 | 5,733 | 5,935 | 19,251 |
| Yugoslavia | 2,818 | 3,592 | 3,147 | 3,478 | 13,035 |
| Hungary | 1,665 | 2,098 | 1,965 | 2,281 | 8,009 |
| Italy | 1,338 | 1,804 | 1,631 | 1,542 | 6,315 |
| Austria | 1,311 | 1,446 | 1,479 | 1,856 | 6,092 |
| Poland | 1,186 | 1,649 | 1,407 | 2,003 | 6,245 |
| Czechoslovakia | 932 | 981 | 853 | 1,308 | 4,074 |
| Russia | 474 | 879 | 1,477 | 2,488 | 5,318 |
| Total above countries | <u>12,600</u> | <u>17,156</u> | <u>17,692</u> | <u>20,891</u> | <u>68,339</u> |
| Total aliens granted citizenship | 18,858 | 24,744 | 24,925 | 29,481 | 98,008 |

PROBLEMS

The guest workers Germany vigorously recruited before 1973 have created a labor surplus that has increased its unemployment problems. Furthermore, the families of these guest workers have had problems assimilating into German society, due primarily to language and cultural differences.

If the EEC grants admission to Turkey, Greece, Spain, and Portugal, the above problems could be compounded unless the German government takes a strong stand against allowing aliens to work in Germany.

FRANCEINTRODUCTION

France has recruited foreign labor for the past 100 years. Before World War I, immigrants from Italy, Belgium, Poland, and the Slavic countries were recruited to work in the mines and agricultural regions of northern France. Heavy losses of workers during World War I caused France to initiate an intensive alien labor recruitment campaign that, by the 1930s, made aliens an important part of France's overall labor force. The economic crisis during the 1930s temporarily ended further recruitment of foreign labor.

After World War II France again initiated an intensive foreign labor recruitment campaign to rebuild the country after the devastation caused by the war. Many areas of France had lost large numbers of their primary work force--young adult males--which had to be replaced by alien workers.

In 1972 the source of foreign labor began to be depleted. France began experiencing an economic crisis that led to rising unemployment, and, in July 1974, it decided to suspend all further importation of foreign labor. In August 1978 immigration officials said that 4 million aliens work in France; Algerians and Portuguese comprised the major portion of this alien work force. This number also includes the worker's family members.

Officials at the French Ministry of Labor told us in August 1978 that few new work permits were being issued. The bilateral agreement with Algeria permitting workers to enter France has been permanently suspended, and similar agreements with several other African countries have been at least temporarily suspended. Only citizens of EEC countries are still permitted free access into France's labor market; however, not many have immigrated since employment opportunities in their own countries are similar to those in France.

Any alien from a non-EEC country must obtain a residency permit after being in France for 3 months. This permit is a type of identity card. The police spot check anyone on the street appearing to be an illegal alien. Aliens found to have been in France longer than 3 months, as indicated by the entry date stamped on their passports, and not possessing residency permits, can be temporarily detained by the police until they apply for the permit. In some cases, deportation proceedings may be initiated against such persons. The residency permit is the primary means by which alien status control is maintained.

French citizens can also obtain an optional identification card which can be used as a substitute for a passport if they travel to an EEC country. Since a passport is more costly, many citizens obtain the card instead. The cost to issue the identification card is reported to be the same as the cost of a residency permit.

Aliens identified by the police as illegal or (1) legal but have committed crimes, or (2) legal but appearing to threaten the public order are subject to deportation. The Minister of Interior makes deportation decisions, and aliens that have been given a deportation order have the right to appeal the decisions. However, aliens deported as being a threat to public order must appeal from outside France.

During 1977 the Ministry of Interior made 5,472 decisions for deportation. The alien law does not provide for forcible deportation or the detention of aliens; therefore, aliens depart France voluntarily except when they threaten the public order, such as in cases of espionage. Then they are immediately escorted out of France.

French immigration authorities have no way to be sure aliens ordered deported actually leave unless they are subsequently apprehended. Although the alien law provides for a fine and/or a 10-day to 1 month jail sentence for aliens who fail to leave after receiving a deportation order, an immigration official stated that usually a 15-day suspended sentence is imposed. Aliens ordered to leave France for past criminal activity may receive jail terms of 6 months to 3 years.

France's Parliament enacts the alien laws, whereas the Council of Ministers (Cabinet) passes decrees that are modifications to the basic law. The Ministry of Interior is responsible for the total administration and implementation of the alien laws, modifications to the laws and immigration policies. The Ministry of Interior functions through a network of local alien offices in police prefects in each of France's 95 departments (provinces). In small villages, the local mayor's office administers alien policies.

VISITORS

Immigration officials stated that citizens of approximately 70 countries are permitted free entry to France with no visa required. Entry visas are required for aliens from some countries mainly because those countries require visas of French citizens. The United States is an exception to

this policy. Visitors are allowed to stay for up to 3 months without special permission; beyond 3 months they must apply for residency permits.

STUDENTS

In August 1978 an official at the French Ministry of Universities said that about 105,000 of the 800,000 students attending public French universities are aliens. Foreign students study mostly in universities, but a few also attend trade schools. Additionally, about 6,000 foreign students study architecture, engineering, and the arts at specialty schools.

Students must remain in a temporary residence permit status and renew their permit each year. Before being granted a residence permit, students must show proof that they have been accepted for attendance and registration at a university and that they can support themselves while in France. They are allowed to work by special permission of the Ministry of Labor during summer months and 20 hours a week during the school year.

Foreign students are entitled to the same social and medical benefits as French citizens. They do not pay tuition since the schools are government supported.

The following table shows the 10 major contributing countries of foreign students ^{1/} admitted to France for the years 1974/1975 and 1977/1978.

^{1/}Figures, representing university-level students only, were provided by the Ministry of Universities and do not include about 6,000 architecture, agriculture, fine arts, and engineering students who fall under other Ministries. We could not obtain data on the number of foreign students in trade schools.

| <u>Country</u> | <u>1974/75</u> | <u>1977/78</u> |
|--------------------------------|----------------|----------------|
| Morocco | 7,382 | 11,732 |
| Algeria | 4,909 | 8,551 |
| Tunisia | 6,741 | 8,514 |
| Lebanon | - | 4,444 |
| Greece | 2,109 | 4,039 |
| United States | 3,423 | 3,469 |
| Iran | - | 3,225 |
| Cameroon | 1,857 | 3,150 |
| Ivory Coast | 1,778 | 2,676 |
| Federal Republic of Germany | - | 2,337 |
| Libya | 2,499 | - |
| Vietnam | 2,469 | - |
| Spain | <u>2,013</u> | <u>-</u> |
| Total above countries | <u>35,180</u> | <u>52,137</u> |
| Total foreign students | 75,001 | 104,488 |

GUEST WORKERS

Foreign workers must have a job contract before applying for a work permit. Permits can be issued for three basic types of workers--laborers, tradesmen, and businessmen (white collar workers). Aliens must have a work permit before applying for a residency permit. Residency permits are also issued to family members joining the head of the household who already has residency in France. Family members are initially prohibited from working. After 1 year's residency, however, a spouse can apply for a work permit. As previously mentioned, few work permits are being issued at the present time.

Immigration officials stated that restrictions are not placed on occupations because most aliens are unskilled, and perform menial labor-type jobs not desired by French citizens. Although alien workers hold menial jobs that French workers do not want, eventually, unskilled workers develop skills that enable them to compete with French workers for better jobs. The large number of guest workers is regarded as having a negative effect on the French labor market.

The following table lists the 10 major contributing countries of guest workers 1/ in each of the years 1973 through 1977.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|--------------------------------|----------------|---------------|---------------|---------------|---------------|
| Portugal | 32,082 | 14,329 | 4,946 | 4,216 | 2,217 |
| Morocco | 26,748 | 14,072 | 2,905 | 1,802 | 1,300 |
| Algeria | 21,364 | - | - | - | - |
| Tunisia | 20,857 | 4,190 | 820 | 883 | 370 |
| Turkey | 18,628 | 9,675 | - | - | - |
| Spain | 6,885 | 2,761 | 1,050 | 729 | 701 |
| Italy | 4,827 | 5,414 | 4,113 | 4,204 | 3,432 |
| Great Britain | 1,884 | 2,204 | 2,351 | 2,281 | 2,218 |
| Federal Republic of Germany | 1,459 | 1,532 | 1,494 | 1,340 | 1,262 |
| Belgium | 996 | 1,022 | 1,096 | 1,185 | 991 |
| United States | - | 811 | 670 | 478 | 545 |
| The Netherlands | - | - | 453 | 418 | 338 |
| Total above countries | <u>135,730</u> | <u>56,010</u> | <u>19,898</u> | <u>17,536</u> | <u>13,374</u> |
| Total guest workers | 153,419 | 64,462 | 25,591 | 26,949 | 22,666 |

REFUGEES

Since 1952 the Ministry of Foreign Affairs' Office for Processing Refugee Actions (OFPRA) has specifically handled refugee settlement cases. Aliens seeking political asylum apply to OFPRA, which judges whether applicants meet the requirements adopted by the Geneva Convention of 1951.

While applications are being adjudicated, aliens are given temporary residence status. If needed, they are provided housing, medical assistance, and educational assistance. When bona fide refugee status is granted, employment training can also be provided. If an applicant's request is denied, the alien can appeal to a special commission whose decision is final. If the appeal is denied, the alien must leave France. Accepted refugees are issued temporary residency permits.

The following table lists the major contributing countries of refugees who were living in France in 1977.

1/Numbers do not include seasonal workers (fruit pickers and other agricultural workers).

| <u>Country</u> | <u>1977</u> |
|-----------------------|---------------|
| Spain | 26,903 |
| Soviet Union: | |
| Russia (note a) | 6,756 |
| Armenia (note a) | 7,831 |
| Ukraine (note a) | 2,151 |
| Poland | 10,079 |
| Yugoslavia | 5,247 |
| Hungary | 3,582 |
| Vietnam | 7,652 |
| Cambodia | 10,617 |
| Laos | <u>5,740</u> |
| Total above countries | <u>86,558</u> |
| Total refugees | 102,427 |

a/States within the Soviet Union

PERMANENT RESIDENT ALIENS

An "ordinary" residence permit, valid for 3 years, is issued if an alien has abided by the terms of the temporary residence permit (for example, abiding with the permit's prohibition against working). After 3 years, the alien may apply for a "privileged" residence permit that in essence is a permanent residence permit. This permit is valid for 10 years and is automatically renewable thereafter.

Except for special restrictions on certain residence permits, such as those for foreign students and family members who are not allowed to work, aliens granted residency status have the same rights and privileges as French citizens except the right to vote or run for public office.

The following table shows the number of aliens issued residence permits (both permanent and temporary, but excluding refugees) by major contributing countries for the years 1973-77.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|--------------------------------|------------------|------------------|------------------|------------------|------------------|
| Algeria | 845,694 | 871,223 | 884,320 | 803,986 | 829,572 |
| Portugal | 812,007 | 840,460 | 858,929 | 882,541 | 881,985 |
| Italy | 572,803 | 564,660 | 558,205 | 582,298 | 528,809 |
| Spain | 570,995 | 584,600 | 531,384 | 513,791 | 486,299 |
| Morocco | 269,680 | 302,255 | 322,067 | 347,984 | 376,055 |
| Tunisia | 148,805 | 162,479 | 167,463 | 174,486 | 176,154 |
| Yugoslavia | 79,345 | 79,445 | 77,810 | 79,199 | 77,354 |
| Belgium | 63,832 | 64,315 | 64,548 | 64,498 | 64,891 |
| Turkey | 45,363 | 59,178 | 65,889 | 74,148 | 80,482 |
| Federal Republic of Germany | 42,717 | 44,316 | 45,776 | 46,610 | 47,386 |
| Total above countries | <u>3,451,241</u> | <u>3,572,931</u> | <u>3,576,391</u> | <u>3,569,541</u> | <u>3,548,987</u> |
| Total residence permits | 3,950,145 | 4,037,726 | 4,246,042 | 4,246,443 | 4,134,567 |

CITIZENSHIP

After 5 years of continuous residence in France, an alien who has abided by the conditions of a "privileged" residence permit may be granted French citizenship. After 3 years residence in France, the spouse of a French citizen may be granted citizenship.

The following table shows by major contributing country, the number of aliens granted French citizenship for the years 1972-76.

| <u>Country</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|--|---------------|---------------|---------------|---------------|---------------|----------------|
| Spain | 10,823 | 9,593 | 9,450 | 9,501 | 9,924 | 49,291 |
| Italy | 9,653 | 8,813 | 8,137 | 9,329 | 9,372 | 45,304 |
| Portugal | 3,233 | 3,800 | 4,784 | 5,263 | 5,552 | 22,632 |
| Poland | 1,991 | 1,602 | 1,693 | 1,740 | 1,864 | 8,890 |
| Tunisia | 1,796 | 2,084 | 2,064 | 2,061 | 1,822 | 9,827 |
| Morocco | 1,283 | 1,628 | 1,439 | 1,954 | 1,955 | 8,259 |
| Vietnam | 1,157 | 587 | 904 | 1,302 | 2,648 | 6,398 |
| Yugoslavia | 629 | 844 | 941 | 1,241 | 1,364 | 5,019 |
| Algeria | 661 | 707 | 772 | 994 | 1,239 | 4,373 |
| Total above countries | <u>31,226</u> | <u>29,658</u> | <u>29,984</u> | <u>33,385</u> | <u>35,740</u> | <u>159,993</u> |
| Total aliens granted citizenship | 35,222 | 33,615 | 35,977 | 41,243 | 45,103 | 191,160 |

PROBLEMS

According to French immigration officials, the biggest immigration problem is the impact on the labor market caused by too many aliens. Although this has been somewhat controlled by not issuing work permits, family members joining workers already in France and refugees are still coming in large numbers. These immigrants also seek work, which adds to the unemployment problem.

A new law, passed in July 1976 makes the hiring of illegal aliens a crime. An employer who employs an illegal alien can be fined and made to pay all normal employer contributions, such as social security and unemployment compensation, that would have been paid had the alien been a French citizen employee. French officials stated that since January 1978 employer work permit applications for alien workers have increased by about 5,000 to 6,000, which indicates that the July 1976 law is affecting the employment of illegal aliens. In addition, immigration officials said that as of September 1978 about 1,000 fines had been levied against employers hiring illegal aliens.

According to immigration officials another problem causing concern is the social assimilation of alien workers. Children who previously had little formal education find it difficult to learn in French schools, and as a result, the schools' educational standards have to be lowered to accommodate the alien children. French citizens' children who attend these schools are not receiving the quality of education that they could be receiving. Additionally, aliens from some African countries find it difficult to assimilate into the French culture. Both the French and the aliens harbor discriminatory attitudes, each desiring to keep apart. This causes social adaptation problems for the government.

GREAT BRITAININTRODUCTION

Great Britain's immigration policies have historically encouraged people from former colonies and British Commonwealth countries to immigrate to Britain. In addition to offering a better standard of living to many people fleeing the hardships related to the social and economic development of their own countries, Britain has needed to supplement its labor force with workers willing to take jobs of a menial nature that are not normally desired by British workers.

After World War II, labor recruitment programs in certain Commonwealth countries augmented the British labor force in reconstructing Britain. For example, during the 1950s a West Indian recruitment program provided workers who helped renovate the London Underground Transport System.

Because throngs of immigrants came to Britain in the 1960s, the British Government began imposing restrictions on the number allowed to enter. Although the British colonies gained their independence one by one, they remained members of the British Commonwealth of Nations, mainly because of foreign trade benefits.

Commonwealth country citizens were given preferential treatment in immigration matters over people from non-Commonwealth countries. Until 1973 Commonwealth country citizens were generally given free labor rights in Britain; however, since then they have been required to obtain work permits as would any other foreign national who desired to work in Britain.

Britain's immigration laws are made through Parliament's legislative actions. In 1971 Parliament reformed the immigration laws. Basically, this reform was intended to put more restrictions on immigration because of overcrowded conditions and a rising unemployment rate. An integral part of the reform was the so-called "work permit scheme" which requires work permits for all non-EEC citizens desiring employment and also requires employers wanting to hire a foreign national to first consider hiring someone from the resident labor force who is qualified for the job.

The British Home Office has responsibility for the implementation of the British immigration laws. The Immigration and Nationality Department within the Home Office has specific immigration control responsibility, including eligibility determinations at the ports-of-entry, foreign

national control after entry, and deportation. It also handles citizenship proceedings of immigrants desiring to settle permanently in Britain.

According to department officials, the administration of the immigration laws is aimed at achieving three primary objectives:

- Controlling the number of immigrants admitted to avoid the overcrowding that had caused housing shortages and adverse social conditions.
- Protecting Britain's labor market from greater unemployment caused by an oversupply of workers.
- Protecting the public from the entry of foreign nationals who threaten the general welfare, such as criminals.

Immigration officials stated that because Britain is an island, immigration controls have been concentrated at the ports-of-entry. Britain exercises little control over foreign nationals' activities after they gain entry. The law does not provide for spot street checks of suspected illegal aliens.

Although foreign nationals granted residency status are required to carry identification cards, British citizens are not required to have an identity card. Many foreigners who desire to remain in Britain illegally do not obtain these cards, since the cards are not necessary to take advantage of Britain's welfare services and because it is more difficult to detect an alien's illegal status without them. Immigration officials do not regard these cards as an effective control device.

Upon arrival and departure, foreign nationals are required to fill out immigration control cards. The information contained on the arrival card serves as the basis for the immigrant statistics that are compiled. The card is stamped at the port-of-entry to show the alien's date of arrival. The departure card is also date stamped and is eventually matched up with the corresponding arrival card. The Immigration and Nationality Department can identify aliens who have overstayed when the cards cannot be matched. Those who are identified as having overstayed are reported to the police.

The police are required to make an effort to apprehend people who have stayed so they can be either processed for

legal change of status or deported. However, checking the arrival and departure cards takes time and is complicated by the fact that some foreign nationals, especially Arabs and Africans, use different names. There is an 11 month backlog on checking the cards; therefore, this is not considered a very reliable or effective immigrant control measure.

Immigration officials could not provide information on the number of immigrants in Britain because immigration totals are tabulated only at the time of entry. Using British Census Bureau statistics, we estimated that roughly 4.2 million resident aliens resided in Britain at the end of 1977. These immigrants are mainly from the developing Commonwealth nations of Pakistan and India.

The illegal alien problem in Britain has not been given much attention by government officials. Immigration officials stated that because surveillance at the ports-of-entry is strict, any illegal alien in Britain had at one time entered legally. The number of illegal aliens presently in Britain is not known. However, because controls over foreign national activity after entry are limited, officials admit that a very large number of foreign nationals could be in Britain illegally.

VISITORS

Normally, visitors are allowed to remain in Britain up to 6 months without special entry documents. However, Britain requires entry visas of persons from some countries. Extensions of stay beyond 6 months are normally approved if persons have a valid reason for wanting to remain longer. The number of extensions granted depends on circumstances in each case.

According to immigration rules, visitors are not permitted to work; however, a Department of Employment official said that unless work restrictions are stamped in the visitors' passports, they can take any job they can get. Such jobs would be considered temporary jobs and no work permit would be required. He added that when visitors have a job it is easy for them to obtain a national insurance card and a permanent identification number. Once they have these, detection of visitors taking long-term jobs is difficult.

STUDENTS

Initially foreign students are admitted for up to 1 year. they must follow a course of study at a university or a bona fide private educational institution; spend not less than

15 hours a week in organized daytime studies; and show that they can financially meet the course cost and their own and any dependents' living cost. After the first year, extensions of stay are granted by the Immigration and Nationality Department, provided students are making satisfactory progress.

Foreign students are not allowed to take full-time employment but are normally allowed to work in their spare time and during vacations if approved by the Department of Employment. Spouses and children under age 18 who accompany foreign students are allowed to work. Foreign students and their families are entitled to social health services and public financial assistance if needed. However, permits to stay will not be extended unless the students can show financial self support.

Government-supported schools are given a subsidy to cover the extra expenses incurred by foreign students. The government has decided to keep the amount of the subsidy constant, thereby indirectly imposing a limitation on the number of foreign students that can be enrolled. A Department of Education official said that a past problem involved foreigners obtaining status as a student merely to gain entry into Britain.

The following table lists the 10 major contributing countries of foreign students 1/ admitted to the United Kingdom 2/ for each of the years 1972/73 through 1976/77.

1/Figures include foreign students at all types of educational institutions beyond high school.

2/The United Kingdom includes Great Britain (England, Scotland, and Wales), Northern Ireland, the Channel Islands, and Isle of Man.

| <u>Country</u> | <u>1972/73</u> | <u>1973/74</u> | <u>1974/75</u> | <u>1975/76</u> | <u>1976/77</u> |
|------------------------|----------------|----------------|----------------|----------------|----------------|
| Malaysia | 8,208 | 10,582 | 11,613 | 15,027 | 16,085 |
| Iran | 2,925 | 4,696 | 6,348 | 8,825 | 11,618 |
| Nigeria | 2,672 | 3,426 | 4,178 | 5,273 | 6,336 |
| Hong Kong | 2,211 | 2,949 | 3,436 | 4,434 | 4,676 |
| United States | 3,396 | 4,055 | 3,762 | 3,711 | 4,142 |
| Greece | - | 2,645 | 3,018 | 3,365 | 3,866 |
| Ireland | 3,041 | - | 3,021 | 3,771 | 3,616 |
| France | 4,020 | 4,203 | 3,907 | 4,330 | 3,341 |
| Sri Lanka | - | - | - | 2,862 | 3,275 |
| Switzerland | 2,597 | - | 2,875 | - | 2,848 |
| Mauritius | 2,736 | 2,940 | 2,579 | 2,678 | - |
| Germany | 2,201 | 2,524 | - | - | - |
| India | - | 2,378 | - | - | - |
| Total above countries | <u>34,007</u> | <u>40,398</u> | <u>44,737</u> | <u>54,276</u> | <u>59,803</u> |
| Total foreign students | 82,834 | 95,209 | 100,609 | 114,064 | 124,942 |

GUEST WORKERS

Generally, only the citizens of other EEC countries and bona fide political refugees are allowed to work in Britain without a work permit. However, British Employment Department officials stated that few EEC nationals come to Britain to work since the job market in their own countries is often as good as Britain's. Officials also stated that the number of refugees is small and, therefore, has little impact on either the labor market or social services.

Before hiring foreign workers, an employer must first consider hiring a resident worker. Only guest workers with professional qualifications, skills, or experience are granted work permits. During the time workers are residents in Britain they are entitled to all the welfare benefits available to British citizens. Work permits are issued only for workers in the following categories:

- Those holding professional qualifications.
- Administrative and executive workers.
- Skilled craftworkers and experienced technicians.
- Specialized clerical and secretarial staff.

- Workers in commerce or retail distribution with special experience or qualifications relevant to the post offered.
- Exceptionally highly skilled workers in hotel and catering, for example, head chefs and head waiters in appropriate establishments and highly skilled workers who have successfully completed appropriate full-time training courses of at least 2 years duration at approved hotel schools abroad.
- Some other workers in the hotel and catering industry.
- Resident domestic workers without children under the age of 16.
- Certain workers in hospitals and similar institutions.
- Commonwealth trainees coming for a fixed period of training "on the job" approved by the Department of Employment.
- Foreign student employees coming to Britain for employment in a supernumerary capacity.
- Other persons only if, in the opinion of the Secretary of State for Employment, their employment is in the national interest.

In order to be granted entry into Great Britain, workers must present a work permit, a valid passport, and, where necessary, a visa to immigration authorities. The work permit is valid for 1 year and then must be renewed by the Immigration and Nationality Department for workers obtaining an extension of stay.

After 4 years in approved employment, foreign workers may apply to the department for removal of the time limit on their stay. If the time limit is removed, workers can accept employment at any position without the department's permission. During the 5-year period 1973-77, 29,643 Commonwealth, 84,299 non-Commonwealth (exclusive of EEC nations) and 13,891 EEC nationals have been granted permission to work in Britain.

Foreign workers who do not abide by the conditions of their permits are considered to be in an illegal immigration status and are susceptible to being deported as are other illegal aliens. There is no legal penalty for employing an illegal alien. Immigration officials believe it would be

difficult to hold employers responsible for such acts when they could be easily deceived by illegal aliens through no fault of their own.

The following table lists the 10 major contributing countries of guest workers admitted to the United Kingdom for each of the years 1973-77.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|-----------------------|---------------|---------------|---------------|---------------|---------------|
| United States | 4,743 | 4,354 | 4,444 | 4,301 | 4,055 |
| Spain | 3,114 | 2,504 | 2,098 | 787 | 402 |
| France | 1,745 | 1,598 | 1,269 | 1,032 | 980 |
| Germany | 1,462 | 1,083 | 888 | 740 | 691 |
| Switzerland | 1,666 | 1,151 | 893 | 534 | 371 |
| Japan | 990 | 931 | 880 | 766 | 705 |
| Sweden | 984 | 892 | - | - | - |
| Portugal | 872 | - | 790 | - | - |
| South Africa | 722 | - | - | - | - |
| Finland | 614 | - | - | - | - |
| Malaysia | - | 1,121 | 1,283 | 1,020 | 1,180 |
| Mauritius | - | 883 | 811 | 496 | 484 |
| Caribbean Islands | - | 816 | - | - | - |
| Hong Kong | - | - | 867 | 613 | - |
| Philippines | - | - | - | 2,020 | 1,566 |
| Australia | - | - | - | - | 361 |
| | ----- | ----- | ----- | ----- | ----- |
| Total above countries | <u>16,912</u> | <u>15,333</u> | <u>14,223</u> | <u>12,309</u> | <u>10,795</u> |
| | ----- | ----- | ----- | ----- | ----- |
| Total guest workers | 34,873 | 32,579 | 29,929 | 22,406 | 19,040 |

REFUGEES

The total number of refugees admitted each year is quite small. In August 1978 immigration officials said that refugees mainly from Chile and Rhodesia were being admitted. Refugees are regarded as a special immigrant category and the requirements for their admission are in accordance with the Geneva Convention of 1951. An immigration official said that since 1973 approximately 2,700 refugees from Latin America, mostly Chile, and, since 1975, about 1,000 refugees from Indochina have been admitted. He said that only when a major flareup occurs somewhere, such as in Rhodesia, does Britain become involved in large scale refugee programs.

After refugees have been determined by the Government to be bona fide, they are granted all the rights and privileges of other permanent residents, including job skill

training. During the time their refugee status is being verified, they are given free housing and food.

PERMANENT RESIDENT ALIENS

After foreign nationals have resided in Britain for 4 years, they may apply for permanent residence. Permanent residence may also be granted to anyone who is accepted for settlement as the dependent of a person already settled in Britain.

The following table lists the 10 major contributing countries of aliens granted permanent residence in the United Kingdom for the years 1973-77.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|---------------------------|---------------|---------------|---------------|---------------|---------------|
| India | 6,240 | 6,654 | 10,195 | 11,021 | 7,339 |
| United States | 3,621 | 3,977 | 4,048 | 3,504 | 3,236 |
| Pakistan | 3,638 | 4,401 | 7,724 | 11,699 | 13,331 |
| Spain | 3,578 | 3,461 | 2,956 | 1,974 | - |
| Bangladesh | 1,753 | - | 3,276 | 3,975 | 3,306 |
| Australia | 1,672 | 2,051 | 3,018 | 3,387 | 3,414 |
| Hong Kong | 1,561 | 1,990 | 2,089 | 1,930 | 1,676 |
| Jamaica | 1,554 | 1,475 | - | - | - |
| Italy | 1,240 | - | - | - | - |
| Portugal | 1,042 | 1,699 | - | - | - |
| Kenya | - | 1,737 | 2,157 | 1,544 | - |
| Malaysia | - | 1,571 | 2,019 | 2,080 | 2,116 |
| Cyprus | - | - | 1,957 | - | - |
| New Zealand | - | - | - | 1,576 | 2,114 |
| Philippines | - | - | - | - | 2,347 |
| South Africa | - | - | - | - | 1,438 |
| | <u>-----</u> | <u>-----</u> | <u>-----</u> | <u>-----</u> | <u>-----</u> |
| Total above countries | <u>25,899</u> | <u>29,016</u> | <u>39,439</u> | <u>42,690</u> | <u>40,317</u> |
| | <u>-----</u> | <u>-----</u> | <u>-----</u> | <u>-----</u> | <u>-----</u> |
| Total permanent residents | 55,162 | 68,878 | 82,405 | 80,745 | 69,313 |

CITIZENSHIP

After immigrants have resided in Britain for 5 years, they are eligible to apply for British citizenship. Immigrants can also be granted citizenship if they marry British citizens.

PROBLEMS

Problems in Great Britain resulting from immigration can be classified into two areas--labor market problems and social adjustment problems.

Labor market problems have generally been caused by an oversupply of labor and too few jobs. This situation has led to economic problems for both British citizens and foreigners. In recent years efforts have been made to limit the number of foreign workers allowed in Britain.

British officials said that so many "loopholes" presently exist in the immigrant control system that it is easy to gain employment illegally. They said that until more stringent laws are enacted to plug these loopholes and penalties are imposed for violations, the adverse effect on the British labor market will continue. The official did not know how many illegal alien workers were now involved in Britain's labor market but guessed that it must be a large number.

Other problems concern the social adjustment of some immigrants who are not being assimilated into the British culture. These immigrants form their own subcultures and often do not try very hard to adopt British ways. Partly as a result of this, some British citizenry have developed prejudices and racial conflicts have occurred.

Another social adjustment problem concerns the effects foreign children have on the schools they attend. Since most immigrant children have had little previous formal schooling, the schools' academic standards have to be lowered to accommodate the immigrants' slower-learning capability. Also, special English language training must often be given. Government officials are concerned that the immigrants' educational development may not be sufficient to enable them to obtain responsible positions in the future.

GUATEMALAINTRODUCTION

Guatemala has not experienced great waves of immigration since its colonial days. The immigration law was adopted by legislative action. A Ministry of Foreign Relations official said the law is general and allows for on-the-spot administrative decisions.

In Guatemala immigration is the responsibility of the Director General of Immigration. The Director General functions independently but is under the jurisdiction of the Interior Ministry. The Office of Immigration employs 146 persons; however, no data concerning its annual budget was available.

VISITORS

Visitors from the Central American countries of El Salvador, Honduras, Nicaragua, and Costa Rica are required to present only a local pass (border crossing card) to enter. This pass specifies areas in Guatemala where the person can go, and limits to 90 days the maximum number of days the person can stay.

Visitors from other countries are allowed stays of 30, 60, 90, or more days depending upon their visa conditions. Extensions of stay are granted based on the need of the visitor. According to immigration regulations, visitors are not permitted to work.

No limitations are placed on the number of visitors allowed in the country. Visitors can be fined for exceeding their authorized stay; however, no system is used to control overstays except occasional spot checks by the local police. Although Guatemalan officials said that people overstay quite often, no statistics were available on the number who do.

Border officials do not allow visitors to leave the country unless they show a departure visa bearing a government stamp showing that the stay was legal.

Between 1973 and 1977, 1,915,203 tourists visited Guatemala. In 1976 and 1977, visitors from El Salvador and the United States comprised about 526,000 of Guatemala's 852,780 tourists. Visitors are not entitled to assistance from the Government.

STUDENTS

Foreign students attend schools through the university level. University students are required to have valid passports which show their legal stay and their grade level. Such students are granted tourist visas for 6-month periods. These visas are renewed by showing proof of being a student. Foreign students are not permitted to work nor provided government services.

A Ministry of Foreign Relations official said that although the number of foreign students allowed to study in Guatemala is not limited, there are very few foreign students.

GUEST WORKERS

The control of guest workers is the responsibility of local authorities such as the police. Guest workers, primarily agricultural workers from El Salvador, are selected by plantation owners or managers who have responsibility for recruiting workers from and returning the workers to their countries of origin. The workers are restricted to one agricultural season and can bring their families with them. Statistics were not available concerning the number of guest workers.

REFUGEES

A Ministry of Foreign Relations official said that Guatemala has a general policy of not encouraging refugees to settle there. In fact, Guatemalan immigration officials do not recognize a refugee immigrant category. Instead, refugees wishing to enter Guatemala are given temporary 6-month visas and are considered temporary residents. Such immigrants are provided no government services and cannot vote or serve in the military. "Refugees" are under the exclusive jurisdiction of the Ministry of Foreign Relations.

PERMANENT RESIDENT ALIENS

Permanent resident aliens either apply for residency through the Guatemalan Embassy in their country of origin, or apply after they enter the country. Permanent resident aliens are selected on their technical, professional, and special abilities and their investment capabilities. The majority of permanent resident aliens are either retired or annuitant residents who were encouraged to settle in Guatemala for investment purposes. The government imposes no restrictions on the number admitted, and does not provide them with government services.

Retired residents are persons who have been pensioned by official government organizations or private companies. Annuitant residents are persons 50 years of age or more who enjoy other types of permanent annuities originated abroad. The government encourages them to become permanent resident aliens by offering them tax-free importation of household goods and automobiles and exemptions from paying income taxes.

The Guatemala Tourist Commission is in charge of reviewing residency applications. Potential retirees are required to substantiate their means of support. Retirees cannot vote or work in paid jobs. During the period 1973-77, Guatemala admitted 5,087 permanent resident aliens.

CITIZENSHIP

Guatemala's immigration law states that naturalized citizenship generally may be granted to

--aliens who have been residents for 5 years prior to filing the citizenship application if they have not been absent from the country for more than 6 months during that period, and

--aliens who have been residents during periods which total at least 10 years.

In addition, applicants must show documentary or testimonial evidence of their good conduct and their ability to earn an honorable livelihood. Applicants are required to take a Spanish language examination as well as a Guatemalan history, geography, and civics examination.

Guatemalan officials did not respond to our request for citizenship data.

PROBLEMS

Guatemalan officials said that the country has no serious immigration problems. It does have a problem with illegal aliens from El Salvador. Most of these aliens enter the country legally and exceed their authorized stay. Immigration officials said the El Salvadorans take jobs that Guatemalan workers should have.

Apprehended illegal aliens can be punished by fines of one Quetzal (one U.S. dollar) a day for each day that they

exceed their authorized stay; ordered to leave the country voluntarily; deported; and in special cases held for trial. Aliens may file an appeal or an injunction proceeding against the deportation resolution. During the period 1973-77, Guatemala deported 4,596 aliens.

HAITIINTRODUCTION

The immigration laws are administered by the Immigration Service which is under the Ministry of Interior and National Defense. The Service has inspectors at airports, seaports, and along the border between Haiti and the Dominican Republic. Service agents cooperate with the Haitian army to control the illegal entry of Dominicans along the border.

The Immigration Service is the sole agency that can deport anyone. Although the courts may impose deportation, only the Service can carry out the deportation order. A Haitian official told us that deportations are minimal and are usually imposed against persons involved in drugs. Other alien violators, such as visitors who stay longer than permitted and students or visitors caught working, are generally told to leave voluntarily within a specified period.

Immigration laws are selectively enforced. For example, we were informed by an embassy official that most American businessmen and missionaries are in Haiti illegally. The official believes the government tolerates their presence and even favors it because it serves its needs, economically and socially. He stated that if a situation ever arises where the government has to take some action to change these Americans' status, it has a legal basis for doing so.

VISITORS

Visitors are granted a 3-month visa, which can be extended for an additional 3-month period. U.S. citizens can stay for 3 months with only a tourist card which they acquire upon arrival. If the card expires during the visitor's stay he simply has to buy a new card.

Visitors are not permitted to work and those who work and are apprehended are asked to leave the country, but neither provision is rigidly enforced.

STUDENTS

Approximately 100 foreign students are in Haiti by special government permission. If a student drops out of school or attends classes less than full time, the school notifies the Immigration Service and the student could be asked to leave the country. Students are not permitted to work while in Haiti.

GUEST WORKERS

In order to work in Haiti, aliens must have a valid work permit, which is issued for 1 year and may be renewed for additional 1-year periods up to 5 years. To obtain a work permit, an applicant must have a passport, a resident permit (permis de sejour), an identity card, three photographs, a police certificate of conduct, an endorsed contract of employment, and a university degree or certificate. The permit costs half the alien's first months salary. The application is submitted to the Department of Social Affairs. The work permit is good only for the duration of the employment contract.

Guest workers are classified in a nonimmigration status which prohibits their ownership of property and denies them the right to own a business. The Director General of Labor estimates that 75 to 100 permits have been issued to guest workers, the majority of whom are U.S. citizens.

Certain alien workers, such as the following do not need work permits.

- Persons employed exclusively in a managerial capacity.
- Persons engaged in a family-owned business.
- Aliens married to Haitians for at least 3 years, who have resided in Haiti for at least 5 years.
- Persons with Haitian children and 5 years of continuous residence in Haiti.
- The clergy.
- Staff of diplomatic missions.
- Staff of international organizations that have entered into agreements with the Haitian Government.
- Aliens who have resided in Haiti for 10 years or who are in the service of an employer bound to the State by an employment contract.

The Director General stated that enforcement of work permit laws is on a case-by-case basis. He gave the following example.

- Seven aliens without permits were found working in a tannery. Because their skills were unique, they

were allowed to go back to their country one at a time to get the proper documentation.

REFUGEES

Haiti has only two Cuban refugees still living there. Most refugees who had been living there have gone to the United States. The Haitian Government provided no additional information about its refugee program.

PERMANENT RESIDENT ALIENS

Application for a residence permit must be submitted to a Haitian consulate in the applicant's country of residence. The application should include name, date of birth, nationality, copies of any diplomas or vocational training certificates, and proof of financial support, either a certificate showing that \$10,000 has been deposited in a Haitian bank or an affidavit of sponsorship from a Haitian national. Upon approval, the applicant will receive an immigrant visa.

Permanent resident aliens can purchase property and engage in business enterprises but cannot work in government employment. The government's policy is not to have a large population of resident aliens, especially Canadians and U.S. citizens. There is the fear that resident aliens would buy up the land and drive up the cost of living.

CITIZENSHIP

Citizenship applications must be submitted through a Haitian consulate in the applicant's country of residence. The requirements for citizenship are residency in Haiti for 10 years; a police certificate showing no convictions during the residency period; and proof of financial support--this is evidenced by a certificate showing a \$10,000 deposit in a Haitian bank.

The 10-year residency requirement may be waived by the President. A Haitian lawyer involved in immigration matters estimated that in 95 percent of the citizenship cases, the President grants a waiver.

PROBLEMS

Visitors working illegally represent a problem according to Haitian immigration officials. Many visitors find that they have very marketable job skills in Haiti and can earn a good wage. They become illegal when they work without

securing the proper papers. This problem results from a combination of factors including the unskilled Haitian labor force, the economic condition within the country, and the lax enforcement of the immigration laws.

The government tends to overlook some infractions of the law due to the economic or social benefits it derives. To illustrate this point, a Haitian lawyer told us about one case in which a tourist located a job and attempted to secure the proper job authorizations. The Haitian officials contacted asked the visitor why he wanted papers and told him to go ahead and work.

Adding to the problem of visitors working illegally are a number of naturalized Haitian-Americans who return to Haiti and work without a work permit. Because of their backgrounds, they are almost impossible to detect.

JAMAICAINTRODUCTION

During most of the past 100 years, Jamaican history has been one of emigration. Since 1962 emigration has slowed and its character has changed to one heavily involving professionals and semiprofessionals. Many of these persons emigrated to the United States and Canada.

Internal political developments and the government's takeover of private businesses have caused considerable business uncertainty as potential investors and lenders await further developments. Although substantial private capital flowed into the country until 1975, the trend reversed in 1976 and capital began flowing out.

Tourism and bauxite are two large producers of foreign exchange for Jamaica. However, tourism declined 39 percent between 1974 and 1977, and a government-imposed bauxite production levy forced foreign buyers to look to cheaper sources of supply, furthering Jamaica's foreign exchange problem. Unemployment is reported at 25 to 30 percent. Also, inflation, fed by a currency devaluation, climbed to an annual rate of 24 percent during the first quarter of 1978. These unstable economic conditions have spurred emigration.

The immigration laws are administered by the Ministry of Justice. The Jamaican Police are responsible for enforcing these laws.

VISITORS

Visitors to Jamaica may stay for 6 months without a visa; extensions are not permitted. Jamaican officials said some U.S. pensioners without visas live in Jamaica for 6 months, return to the United States and a week later return for another 6-month period. They added that the pensioners could easily obtain a visa authorizing a stay longer than 6 months.

The U.S. Embassy attributed the 39 percent decline in the number of tourists between 1974 and 1977 to the U.S. recession and partly to unfavorable press reports on crime in Jamaica. U.S. visitors account for about 70 percent of all visitors. The following table shows the number of visitors 1/ for the three major contributing countries for 1973-77.

1/Does not include cruise ship passengers.

| <u>Country</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|---------------------------|----------------|----------------|----------------|----------------|----------------|
| United States (note a) | 325,315 | 339,694 | 291,326 | 229,338 | 179,840 |
| Canada | 36,867 | 37,445 | 46,769 | 48,516 | 42,328 |
| United Kingdom | <u>17,737</u> | <u>17,201</u> | <u>15,987</u> | <u>14,402</u> | <u>10,289</u> |
| Total above countries | <u>379,919</u> | <u>394,340</u> | <u>354,082</u> | <u>292,256</u> | <u>232,457</u> |
| Total visitors | 418,257 | 432,987 | 395,809 | 327,706 | 264,921 |

a/Includes Puerto Rico.

STUDENTS

To qualify for a student visa, aliens must have a valid passport and a letter of acceptance from a Jamaican school. A student visa is good for 1 year.

Schools are not required to report students who drop out or attend less than full time although the police encourage the schools to report these students. Such students are usually apprehended as a result of citizen complaints.

Foreign students generally come from the West Indies, Venezuela, and Colombia, but Jamaican officials could not estimate how many students were attending schools.

GUEST WORKERS

To get a work permit, an alien must first have a job offer. The application for a permit is submitted to the Ministry of Labor and costs \$600 (Jamaican) for each year the permit is issued. Permits are usually issued for periods of 2 or 3 years and fees can be paid in installments. Work permits are issued only to persons with skills which are in short supply in Jamaica, such as teachers, engineers, business managers, or doctors. Only Jamaican citizens or aliens possessing exemption certificates can work without a work permit.

Exemption certificates are granted to the following persons.

- Foreigners working for the Jamaican Government.
- Certain foreign technicians who install and repair equipment that cannot be repaired by Jamaicans.
- Company inspectors or auditors.
- Foreign widows of Jamaican citizens.
- Registered full-time students.
- Ministers of religion.
- Foreign husbands of Jamaican citizens.

Employers who hire workers without work permits are subject to prosecution. They can be fined and imprisoned for up to 6 months. Only four or five cases have been prosecuted in the last 3 years.

The table below shows the number of work permit applications received, granted, and refused from 1970-77.

| <u>Year</u> | <u>Applications</u> | | |
|-------------|---------------------|----------------|----------------|
| | <u>Received</u> | <u>Granted</u> | <u>Refused</u> |
| 1970 | 4,207 | 3,551 | 57 |
| 1971 | 3,835 | 3,660 | 63 |
| 1972 | 3,238 | 2,812 | 134 |
| 1973 | 2,919 | 2,607 | 189 |
| 1974 | 2,297 | 2,247 | 166 |
| 1975 | 2,325 | 2,297 | 206 |
| 1976 | 1,640 | 1,585 | 192 |
| 1977 | 1,174 | 1,245 | 138 |

Active work permits totaled 1,936 on December 31, 1977. Also, during 1977, 739 exemption certificates were issued to aliens.

REFUGEES

Jamaican officials reported that some Cuban refugees had immigrated to Jamaica, but subsequently left for the United States. Jamaica also received some Haitians, who subsequently went to the United States or France. The officials were aware of only four Haitian refugees still in Jamaica.

No additional information about Jamaica's refugee program was obtained.

PERMANENT RESIDENT ALIENS

To apply for permanent residence in Jamaica, aliens must submit their applications through the Jamaican consulate in their country of residence. The British consulate will accept applications in countries that have no Jamaican consulate. In addition to the application, the alien must show financial stability and good health. If the applicant is from a Communist country, a security check is made.

Accepted applicants are required to spend a provisional year plus an additional year in Jamaica before they are accepted for permanent residence. From 1974-77 Jamaica admitted 22,895 aliens for residency.

Permanent resident aliens are entitled to all social services. However, they cannot vote in Jamaican elections.

CITIZENSHIP

Two classes of applicants exist for citizenship. Commonwealth applicants (from countries belonging to the British Commonwealth) and other alien applicants. All applicants must meet the following requirements:

- Reside in Jamaica for a minimum of 5 years (Commonwealth citizens must live in Jamaica for a continuous period of 5 years. Other aliens must have 1 year of continuous residence prior to application and have had Jamaican residence for 5 of the last 7 years.)
- A police check to determine that the applicant has lived in a lawful manner during his residency.
- Possess a work permit or an exemption certificate.
- Produce evidence of contributing to society, such as membership in a social club.

The Minister of Justice may grant an exception to the 5-year residence requirement providing the applicant has resided in Jamaica at least 1 year. In July 1978 approximately 250 people were in the process of getting their citizenship.

PROBLEMS

The Senior Superintendent of Police in Charge of Immigration and Passports stated that Jamaica did not have any serious immigration problems but that it did have serious emigration problems. The Superintendent said that deportations of alien violators were rare because they were time-consuming and expensive and therefore offenders are usually just told to leave. If a crime is committed by an alien who is subsequently convicted in a court of law, the alien may be sentenced to prison or fined and required to leave the country, but not deported. Aliens who overstay their visas are required to leave although the Superintendent said this was not a problem.

MEXICO

As of the date of this report we have not received the data we requested from the Mexican Government. Upon its receipt, we will submit it to the Committee.

The request for information, similar to that submitted to other countries we visited, was translated into Spanish by Embassy officials in Mexico City and delivered to the Mexican Government in July. During our visit in September, Mexican officials informed us that the information had not been compiled due to other priorities and that because of existing priorities we would be unable to meet with responsible Mexican immigration officials to discuss the government's immigration policies and practices. Also, Mexican officials said they would try to furnish the information before we completed our visit.

On November 1, 1978, the Embassy, on our behalf, wrote the Mexican Director General of Population again requesting the information. As noted above, we still have not received it.

A Mexican authority on Mexicans who illegally enter the United States informed us that Mexico has strict immigration laws, but that they are not necessarily enforced. From our review of portions of the law, it appears that provisions regarding matters such as fraudulent marriages and smuggling aliens out of the country carry stiff penalties. Since we were unable to speak to responsible immigration officials, we were unable to ascertain how well Mexico implements its immigration laws.

NEW ZEALANDINTRODUCTION

New Zealand's immigration system began with the Chinese Immigration Act of 1881. This act imposed limitations on the number of Chinese that ships could bring to New Zealand and levied a poll tax against the Ship's Master for each Chinese person landed. New Zealand began an entry permit system in 1920. Except for those of British birth having European ancestry, immigrants were required to obtain entry permits. In 1974 it became mandatory for all persons arriving in New Zealand as permanent residents to obtain such permits.

New Zealand has special immigration arrangements with a number of its South Pacific neighbors. Citizens and permanent residents of Australia and New Zealand, have unrestricted movement between the two countries. Under a special agreement with Fiji, Tonga, and Western Samoa, work permits are available to people from these areas who have a specific job offer from a New Zealand employer. The maximum stay under this agreement is 11 months. Citizens from these areas who wish to go to New Zealand as visitors are limited to a 1 month stay. Additionally, New Zealand has agreed to accept up to 1,100 unskilled Samoans a year for permanent settlement.

In February 1978 it became mandatory for anyone coming to New Zealand to work to obtain a work permit. Permanent entry is now restricted to persons who have skills in needed occupational categories or who have close family ties in New Zealand.

New Zealand, like Australia, has a parliamentary system of government which places responsibility for management of specific functions with its Ministers. The Minister for Immigration is responsible for all immigration matters and is accountable to the Prime Minister and other Cabinet members. The administration of the immigration laws and policies is through the Immigration Division of the Labor Department.

The Immigration Act and its amendments are enacted through various committees of Parliament. However, since the Minister of Immigration has full responsibility for immigration, he can initiate changes without going through the legislative process. The Minister has discretion in all immigration matters, including deportations.

The courts must order the deportation of any aliens convicted of violating the Immigration Act. Persons so convicted have the right to appeal to the Minister to overturn the deportation order. During the period 1973-77, New Zealand deported 1,479 aliens of which 363 were from Tonga.

VISITORS

More than 1.3 million persons visited New Zealand during the 5-year period 1973-77, with about 59 percent coming from Australia (799,016). Other major contributing countries were the United States (210,065), United Kingdom (86,089), and Canada (50,949).

Australian visitors, under a 1972 arrangement, are exempted from entry permit requirements and are not required to hold passports. All other visitors are subject to entry permit requirements which vary by country as to length of visit and need for entry approval prior to reaching New Zealand. Generally, the maximum allowable time a visitor visa is valid is 12 months. Visitors are usually prohibited from changing to a permanent resident status.

Visitors are prohibited from working unless they are granted a work permit. Usually, temporary visitors can apply for the permit after entering the country, and the permit would be granted if no local person is qualified and willing to take the job. Visitors also are prohibited from entering for the purpose of obtaining medical services or to study.

STUDENTS

New Zealand has admitted an average of about 3,650 students each year during the 5-year period 1973-77. New Zealand's primary aim is to provide foreign students with skills which will contribute to the development of their own country. Students are not restricted to particular schools but the course of study must be relevant to life in their own country. New Zealand gives first preference to students from the South Pacific region and second preference to those from Southeast Asia. In addition to meeting regular immigration requirements, students must have guaranteed entry into an educational institution and provide proof of adequate financial support.

Students may bring their spouses and minor children, and all are entitled to free medical services. Students and their spouses are generally prohibited from voting or working; otherwise, they have essentially the same rights as citizens.

Student visas are issued for 1 year, but are renewable each school year while studies are continued at a satisfactory level. Schools are responsible for reporting to the Immigration Division if alien students develop problems with their school work or do not attend regularly. Immigration can refuse to renew their visas and send them home. Students may appeal immigration decisions to an Education Advisory Committee. Very few students are sent home, according to an immigration official, because Immigration and the Committee work with the students to help overcome any problems.

GUEST WORKERS

In the past New Zealand has placed few restraints on individuals seeking employment. Although various requirements have been imposed for entry into New Zealand, once there, even individuals on visitor visas were free to find employment with little or no formal requirements, and many overstayed. The exception involved persons from the South Pacific who were required to obtain permits, which were valid for 3 months and renewable for 1 additional month.

In 1975 and 1976, New Zealand signed agreements with Fiji, Tonga, and Western Samoa which allow workers with specific job offers to come to New Zealand for a period of 4 months with extensions up to 11 months. The New Zealand Government will advance funds to employers for the workers' airfare, but the employers must repay the loan within 3 months of the workers' arrival. Guest workers are not permitted to bring their families with them. As part of these agreements, visitors' visas now limit stays to 1 month and prohibit employment.

New Zealand took several actions aimed at reducing the number of workers that overstay and limiting illegal alien employment. A new law effective February 1, 1978, prohibits temporary visitors from working unless they obtain a permit to work. The law also provides penalties for persons who violate its provisions. Both the employee and the employer who hired the individual can be fined up to \$200 plus \$20 a day for working or for hiring aliens who have no work permit.

In addition, the Immigration Division set up special teams to locate individuals who have overstayed. Persons suspected of overstaying are identified from computerized arrival card information which alerts the Immigration Division to such aliens due to the absence of corresponding departure card data. The special teams then attempt to track these people. Although the teams have no enforcement authority, they will ask for police assistance if the aliens will not accompany them voluntarily.

Because permits have been required only since early 1978, few statistics concerning guest workers are available except for the South Pacific workers. During the period 1975-77, New Zealand issued 2,609 work permits to Fijians and Tongans.

REFUGEES

New Zealand has received just over 1,000 refugees since 1974 with over 500 coming from Vietnam and about 300 from Chile. Refugees are selected using the same general criteria as that used to select permanent residents. (See below.) Refugees can also be accepted for humanitarian reasons when they cannot otherwise qualify.

Although the government has ultimate responsibility for the refugees, an Inter-Church Committee on Immigration and Refugee Resettlement assumes initial responsibility for getting them settled in the community and finding them employment. Upon arrival, the refugees are taken to an orientation center where English and New Zealand history are taught.

During their 4-week stay at the center they receive unemployment benefits and are provided free medical services. As all residents are entitled to free medical care, the refugees continue to be eligible for this benefit after leaving the center. In addition, refugee children are provided free primary and secondary education in State schools, as are all residents.

Refugee groups are encouraged to make it on their own initiative, with moral support from church and community groups. Refugees are also encouraged to retain their own ethnic identity and share their culture with others in the community. The Director of the Inter-Church Committee believes these two factors are most important in fostering mutual acceptance by the refugees and community groups.

PERMANENT RESIDENT ALIENS

Between March 1974 and March 1978, approximately 120,000 permanent resident aliens immigrated to New Zealand, with over 52 percent (62,985) coming from the United Kingdom. Other major countries contributing during this period were Australia (26,476), the United States (3,213), and Canada (3,052). Permanent entry is now limited to (1) persons with job skills needed but not available in the labor market, (2) individuals with close family ties, or (3) persons who qualify for humanitarian reasons.

Persons applying for permanent entry on the basis of occupational skills must be between the ages of 18 and 45, and have no more than four dependent children. Quotas are not established for specific countries though special limiting agreements have been made with Fiji, Tonga, and Western Samoa.

Application for permanent residence generally must be made before arriving in New Zealand, and individuals entering as visitors or students cannot change their status.

Before 1976 New Zealand offered incentives to immigrants with certain job skills. Under one plan, New Zealand assisted with the immigrant's passage costs. Another plan provided government subsidies to persons coming by employer sponsorship. With the help of these subsidies, sponsoring employers could get immigrant employees already skilled in their occupational fields. For this reason, employers were not accepting New Zealanders at the apprentice levels. However, local employees, through their unions, voiced strong objections to the assistance programs and as a result the plans were discontinued in 1975.

CITIZENSHIP

During the period March 1973 to March 1977, citizenship was granted to about 21,570 persons with more than 57 percent (12,389) coming from the United Kingdom. Citizenship is the responsibility of the Minister for Internal Affairs. An Internal Affairs official said that the separation of immigration and citizenship responsibility was designed to make each function more objective.

New Zealand has six criteria which aliens must meet to achieve citizenship. The persons must

- have resided in New Zealand for at least 3 years,
- be a legal permanent resident as defined in the Immigration Act,
- be of good character,
- have sufficient knowledge of citizenship responsibilities,
- have sufficient knowledge of English and
- intend to continue residing in New Zealand.

Traditionally, British citizens were given preferential treatment under the citizenship laws. Only a 3-year residency was required for them, but 5 years for others. In 1978 the legal residency requirement became 3 years for all aliens applying for citizenship.

The 1978 law also provides that an offspring born outside New Zealand is a citizen if either parent is a New Zealand citizen. The previous law recognized such citizenship only if the father was a citizen.

PROBLEMS

According to the Assistant Secretary for Immigration, New Zealand's major immigration problem generally is Pacific Islanders who stay longer than the time allowed by their entry permit. In November 1977 the Minister of Immigration stated that at any one time, between 3,000 and 4,000 aliens are in this category. New Zealand officials were concerned that persons overstaying their permits as well as visitors illegally employed, were taking jobs needed by New Zealanders.

PHILIPPINESINTRODUCTION

The Philippine Immigration Act of 1940, as amended, was patterned after U.S. legislation. Prior to this act, U.S. immigration laws and regulations were extended to the Philippines under various methods. In 1899 the U.S. Secretary of War extended to the Philippine Territory the laws and regulations governing immigration to the United States. Later by an act of Congress in 1917, the U.S. law that controlled and regulated the admission of aliens was expressly extended to the Philippines.

The immigration law is administered by the Commission on Immigration and Deportation. Organizationally, the commission is a part of the Ministry of Justice. The commission's 1977 budget was 1.6 million pesos and it was authorized 891 staff persons.

The immigration law was initially adopted by legislative action, and changes had to be made through the legislative process. However, since the proclamation of martial law in September 1972, the President can change the law by decree. Rules and regulations implementing the law are developed by the Commissioner on Immigration and Deportation who makes all final decisions concerning immigration and deportation. His decisions are subject to review only by the courts. During the period 1973-77, 38 illegal aliens were deported, including 13 from the United States. Concerning deportation, we were told that most of the deported illegal aliens had entered legally but either overstayed or committed undesirable acts.

VISITORS

According to immigration officials, a visitor is prohibited from entering if circumstances indicate that the person may become a public charge. A visitor may not work while in the Philippines, and the maximum time of the visit is 1 year. However, an extension can be approved by the commissioner. All persons entering or leaving the Philippines must complete an entry/exit card at the time of arrival and departure. Visitors are provided emergency medical services only, on a reimbursable basis.

During the 5-year period 1973-77, there were about 2.6 million visitors. The majority of these visitors came from Japan, the United States, Great Britain, and Australia.

STUDENTS

Student visas are issued to persons 18 years of age or over who come to the Philippines for the sole purpose of studying above the high school level. The school must be approved by the Commissioner of Immigration and Deportation and students must have sufficient means for their education and support.

Student visas are initially valid for 1 year, but may be extended on a year-to-year basis. For a student to extend the visa, the school must certify that the student is continuing a full course of study.

GUEST WORKERS

Guest workers in the Philippines consist mainly of Japanese and American business people who are managers or technical advisors. In 1975 the Philippines had about 1,000 guest workers. Most of these workers came from Japan (400), the United States (118), and Great Britain (116). A Department of Labor official estimated that in July 1978 guest workers also numbered about 1,000. Most guest workers are involved in joint ventures, partnerships, or the tourism industry. Generally, workers affiliated with international organizations such as chain hotels are transferred to the Philippines because of their expertise in a specific field, such as an executive chef.

Guest workers must obtain a work permit and guest worker visa prior to obtaining employment. Such visas can be authorized only by the Commissioner of Immigration and Deportation. The petition for a work permit is filed by the employer who certifies that no person can be found in the Philippines who is competent and willing to do the specific job and that admission of the worker would be beneficial to the public interest.

Guest workers in some cases are required to designate two Filipino understudies. Understudies are required if the worker will assume functions that are permanent and are needed for the continued operation of an enterprise or office established in the Philippines. Understudies are also required if the worker's services are obtained by contract because the person's skills or expertise are in short supply.

Approved guest workers can bring their wives and unmarried minor children. There are no specific restrictions placed on guest workers but wives are not permitted to work.

Guest worker visas and work permits are valid for 2 years and can be extended. Persons often enter with visitors' visas and then convert to guest worker status. We were told that this is a fairly easy practice.

The penalty for employing illegal aliens is a fine of up to 10,000 pesos for the employer. In addition, the principal officers can be charged and fined. Illegal aliens can also be charged, fined, or deported and the employer may have to pay the deportation expenses. An alien can appeal charges by the Ministry of Labor to the courts; however, the government does not provide counsel.

The government monitors working aliens by requiring business establishments that hire 10 or more alien workers to make quarterly reports on these workers. The Ministry of Labor uses the reports to determine whether the workers have been issued work permits.

REFUGEES

The Philippines shelter about 1,100 Vietnam refugees, under the auspices of the United Nations High Commission on Refugees, while waiting for their acceptance by a third country. During the period of processing, usually 5 to 8 months, they are housed in a government facility near Manila. The refugees are provided housing, clothing, food, and other necessities. The Government also offers them language classes, handicrafts, and vegetable growing assistance.

Medical assistance is provided by government hospitals and by private doctors on a voluntary basis. In extreme cases, where special medical attention is needed, private facilities are utilized. Expenses in these cases are paid by the United Nations High Commission on Refugees. While refugees are in the Philippines, they are usually restricted to staying at the refugee center or within the metropolitan Manila area.

PERMANENT RESIDENT ALIENS

The Philippines grant permanent resident status only to citizens of reciprocating countries. The immigration law provides that nonimmigrating aliens cannot remain in the Philippines permanently. Therefore, aliens in the Philippines who want to convert to permanent resident status must leave the Philippines and obtain a permanent resident visa before returning.

Aliens may be excluded from entering the Philippines for reasons set forth in the immigration laws. Generally, those excluded are: persons deemed morally, mentally, or physically undesirable; illiterates; those who advocate the overthrow of the government; persons likely to become public charges; and persons coming to perform unskilled labor. Also the commissioner can exercise discretion as to which aliens may enter or be excluded.

For the 5-year period 1973-77, permanent resident status was granted to 9,178 immigrants, of which 6,880 came from the United States.

CITIZENSHIP

The 1973 constitution defines citizens of the Philippines as those persons

- who were citizens of the Philippines at the time of the constitution's adoption,
- whose fathers or mothers were citizens of the Philippines,
- who elect citizenship under the provisions of the 1935 constitution, and
- who were naturalized under the law.

There were no detailed statistics available on the number of persons granted citizenship by country of nationality.

PROBLEMS

Government officials stated they had no major immigration problems but noted there was a problem concerning the many Chinese who came to the Philippines seeking refuge from the Communist takeover of mainland China. These people were admitted as visitors and subsequently stayed beyond their authorized length of time. The problem of how to treat these temporary visitors was resolved by granting them citizenship. About 16,000 persons have taken advantage of this program and another 22,000 are in the process of being considered for citizenship.

SWEDENINTRODUCTION

During World War II, the initial wave of immigrants consisted of war refugees from the Nordic countries of Norway, Denmark, Iceland, Finland; the Baltic countries; and other European countries in flight from Nazism. After World War II, Sweden needed workers to facilitate its development as an industrialized nation and began recruiting European workers. This need helped to satisfy the post-war unemployment problem of war-torn Europe. After 1954 immigration from other Nordic countries increased when these countries created a common labor pool which provided for free access among the countries.

During the 1960s, Sweden experienced major immigration waves from Finland and the southern European countries of Yugoslavia, Greece, and Turkey. The total net immigration in the 1960s was 235,000. Immigration in the 1970s has been more restricted since aliens seeking employment are required to obtain a labor permit before entering. As a result, immigration of workers from non-Nordic countries has virtually stopped. However, the number of workers from Nordic countries, who are not prohibited from entering, and the number of refugees coming to Sweden has greatly increased.

In recent years, average annual immigration has totaled 40,000--nearly half of which has come from non-Nordic countries as refugees or as relatives of immigrants already granted residency. Of the 39,000 foreigners who immigrated to Sweden in 1977, 20,000 were citizens of other Nordic countries and 19,000 were from non-Nordic countries. Some 15,000 aliens emigrated from Sweden in 1977, resulting in a net immigration of 24,000.

Over 60 percent of Sweden's immigrants are from other Nordic countries, the following is a breakdown of the major portion of the immigrant population that had not become citizens as of March 1978.

| Country of <u>origin</u> | Number residing <u>in Sweden</u> |
|-----------------------------|-------------------------------------|
| Finland | 188,000 |
| Yugoslavia | 41,000 |
| Denmark | 37,000 |
| Norway | 28,000 |
| Greece | 18,000 |
| Germany | 17,000 |
| Turkey | 10,000 |
| Great Britain | 8,000 |
| Poland | 8,000 |
| Italy | 6,000 |
| Hungary | <u>4,000</u> |
| Total | <u>365,000</u> |

The Parliament of the Swedish Government establishes the immigration laws by legislative action. The Aliens' Act of April 30, 1954, remains the nucleus of Sweden's immigration policy. In 1975 Parliament passed a bill with new policy guidelines concerning immigrants and ethnic minorities. This new policy had three objectives: equality between immigrants and Swedes; cultural freedom of choice for immigrants; and cooperation and solidarity between the Swedish native majority and the various ethnic minorities. Of great significance in this reform is that it gave aliens who have resided in Sweden for at least 3 years the right to vote in local elections and run for office.

Responsibility for implementation of the immigration laws has been delegated to one central government authority--the National Swedish Immigration and Naturalization Board (SIV). It is a separate authority directly responsible to the Swedish Parliament. The SIV, with a staff of approximately 230, makes judgments concerning alien applications for visas, work permits, residency permits, permanent residency, citizenship, and deportations.

SIV officials said that their decisions are not always final and that aliens have the right to appeal cases to the appropriate Swedish Government Ministry. The decision of the Ministry is usually final unless extenuating circumstances require further consideration by the Swedish courts, as might occur in deportation actions.

SIV officials stated that Sweden's immigration policies were written by Parliament to provide the same opportunities to immigrants as those enjoyed by Swedish citizens. The

Government regards political refugees as the most needy type of immigrant and therefore the immigration laws regarding the admission of refugees are very lenient.

Sweden's immigration philosophy is very humanitarian; government officials believe the country has a moral responsibility to provide assistance to the underprivileged and oppressed people of the world. Officials stated, however, that Sweden's liberal attitude toward immigrants has adversely affected the labor market and the labor unions, which have a strong voice in Sweden, have been very vocal about immigrants taking jobs away from Swedes.

Labor Ministry officials said that work permits are not being granted to aliens because of the present job shortage. Although the present unemployment rate is 2 percent, that figure does not include people who are receiving public assistance payments. Officials did not know how much the unemployment rate would be increased if persons receiving public assistance were included.

Labor Ministry officials stated that the impact of immigration on the Swedish labor market has not been severe. Immigrants are required to take industrial and service type employment during their first year in Sweden and these jobs are reportedly not desired by Swedes. After the first year immigrants can compete for any job without restriction. Labor officials added that the Ministry has made no official study to determine when the impact of immigration would become so severe as to require stronger controls to slow down the rate of immigration.

VISITORS

Generally, so long as visitors have valid passports, they will be allowed to enter Sweden for a 3-month period. If asked by authorities at the port-of-entry, visitors must be able to demonstrate that they are financially able to support themselves during their stay. No other restrictions are imposed. After their period of stay, visitors are expected to either apply for residency permits or to leave. If they do neither, they violate entry conditions and are classed as illegal aliens. Immigration officials stated that they have no system to prevent or control this situation.

STUDENTS

Foreign students in Sweden must meet two basic requirements before they are granted a residency permit to attend

school. First, they must be able to show that they are financially able to support themselves during their stay and that they possess valid passports from their home countries. Second, they must meet the academic requirements of the school they desire to attend, present evidence of having been accepted by the school, and be proficient in both the English and Swedish languages.

Foreign students are allowed to work during the summer months between school terms. They are entitled to the same rights and privileges as all other immigrants that have a residency permit.

Most foreign students attend colleges and universities; however, they can attend some specialty schools.

According to immigration officials, schools are required to report students who do not attend classes regularly or fail to make adequate academic progress. However, schools cannot be forced to do so and many do not want to cause a foreign student to be forced to leave Sweden.

GUEST WORKERS

Sweden does not have a "guest worker" immigrant category. Immigration officials said that all immigrants who desire to work in Sweden must obtain a work permit. This permit is issued usually for a 1-year period in a particular occupational field--industrial and service related activities. However, after the worker has been in Sweden for 1 year the individual can apply for a permanent residence permit and then is eligible to work at any job.

REFUGEES

As previously mentioned, refugees are a large category of the immigrants who enter Sweden. According to Swedish records, from 1975 to 1977, 5,000 (26 percent) of all non-Nordic immigrants were political refugees. Of these, 1,250 were "quota" refugees. Sweden has established an annual quota of 1,250 political refugees it will accept from Chile, Uruguay, and Argentina. It pays the transportation costs and other costs of these refugees after they arrive in Sweden. All other refugees have come at their own expense. A Stockholm police inspector stated that it is impossible to refute an alien's claim of being a political refugee and the burden of proof is on the Swedish authorities instead of the individual.

Once granted a residency permit, the refugee is entitled to the same rights and privileges as a Swedish citizen with the exception of not being allowed to vote in parliamentary elections. These privileges include financial assistance as well as public assistance for health care, educational services, housing, and employment training.

PERMANENT RESIDENT ALIENS

After aliens have resided in Sweden with a residency permit for 1 year, they are eligible to apply for a permanent resident alien permit. Aliens living in Sweden have the same rights as Swedish citizens to services such as social benefits and education; however, the basic pension and the right to vote in parliamentary elections is reserved for Swedish citizens. After an alien has resided in Sweden for 3 years, the individual can vote and run for office in local elections but not parliamentary elections.

CITIZENSHIP

Citizens of other Nordic countries can apply to the SIV for citizenship after being in Sweden for 2 years. Citizens of non-Nordic countries are eligible after a residence of 5 years. Foreign nationals who marry Swedish citizens do not automatically receive citizenship but must apply for it. The number of aliens applying for citizenship has greatly increased due to the large influx of immigrants.

PROBLEMS

Labor Ministry officials said illegal immigrants who enter surreptitiously and those who enter legally but violate their immigrant status were having an adverse effect on Sweden's job market. Officials estimate that 20,000 to 30,000 illegal aliens currently work in restaurant and building maintenance firms. They said that immigration laws prohibit the employment of illegal aliens but that the law is not enforced. Adding to the job market problem, labor officials said, is a free labor agreement that Sweden has with other Nordic countries.

Swedish Government officials do not believe any serious immigration problems exist at the present time. They acknowledge that the large numbers of immigrants over the years has placed a strain on the labor market and social services; however, they state that Sweden is able to cope with this strain. Some measures have been taken to control intolerable

labor market stresses such as curtailing the issuance of new immigrant work permits. Refugees are not regarded as an impending threat to the labor market even though Swedish labor unions strongly disagree.

THAILANDINTRODUCTION

In 1950 Thailand enacted its first immigration law. The law is quite restrictive as to the categories and number of aliens admitted to Thailand. Prior to this law, people could move freely across Thailand's borders without passports or visas.

The act lacked the flexibility needed to cope with modern day tourists and business travelers, so a new immigration act has been drafted that should facilitate the entry and exit of travelers. The proposed act increases the penalty for entering illegally or aiding an illegal alien. The National Legislative Assembly is considering the draft legislation, and an immigration official believes it will be enacted.

The National Legislative Assembly enacts the immigration laws as well as others. The Ministry of the Interior is responsible for implementing the law and issuing the regulations. The Police Department's Immigration Division actually administers and enforces the immigration act for the Ministry. Additional agencies involved in alien entry procedures are the Ministry's Department of Labor, which issues work permits, and the Ministry of Education which is responsible for alien students.

The Immigration Division's fiscal year 1978 budget was about 11 million baht (about \$1.5 million), and it has a staff of about 700 people. For fiscal year 1979 the division has budgeted 14 million baht (\$1.9 million) and a staffing level of 1,200 people.

VISITORS

Around August 1, 1978 Thailand administratively extended the authorized period of stay of visitors for business, pleasure, health, or other purposes from 30 to 60 days. Under the 1950 act, the period of stay was limited to 30 days but could be extended another 30.

According to the act, visitors must stay at the quarters they designate upon their entry. In addition, when a visitor travels to another province for a stay of 24 hours or more, the local police must be notified. A further requirement is that the local police also be notified of any change in residence.

The proposed immigration act would extend the allowable length of stay for tourists from 60 to 90 days and would not contain the reporting requirements discussed above. The act also would define several additional categories of visitors not included in the existing act. A specific length of stay would be defined for each of these categories. For example, businessmen, representatives of the news media, and missionaries would be allowed to stay for 1 year.

About 4.9 million persons visited Thailand during the period January 1974 to March 1978. During this period Japan supplied the most visitors (663,864). Other major contributing countries included the United States (539,152), West Germany (340,984), Australia (322,976), and the United Kingdom (319,139).

STUDENTS

Under law, students are allowed to stay 30 days plus one 30-day extension. The 30-day extension can be further extended by the Minister of Interior. The proposed immigration act would replace this 30-day, plus extension, limit with a 1-year entry authorization.

Since no special visas are required for students and no central records of foreign students at universities are kept by the Ministry of Education, statistics on the number of foreign students in Thailand could not be obtained.

GUEST WORKERS

The 1950 act makes no separate provisions for guest workers. Persons entering Thailand for business purposes are generally treated as tourists and the same requirements on length of stay, i.e., 60 days, apply to both types of temporary visitors. Lack of a separate category has caused considerable confusion and is one of the major reasons for revising the act.

Present regulations require persons entering Thailand for employment of any kind to obtain a work permit from the Department of Labor. Work permits are valid only for the period of time the applicant has been granted permission to stay and lapse when the holder leaves the country without obtaining a reentry permit. In addition, it must be shown that no Thai national is available for the specific job of the applicant. Thailand prohibits aliens from holding certain jobs such as those related to construction work,

civil engineering and architectural work, auditor or accountant, legal or lawsuit services, and office or secretarial work.

In June 1978 the Parliament passed a law designed to curb employment of illegal aliens. Under the law, aliens caught working illegally face up to 5 years in prison and fines of up to \$25,000. Their employers can also be jailed for one month and fined \$3,000.

During the period 1974-77, Department of Labor statistics shows that about 5,900 work permits were issued, of which about 1,090 and 1,200 were issued to persons from the United States and Japan, respectively.

REFUGEES

We were unable to obtain any information from Thai officials regarding the refugee situation. However, a U.S. Embassy official provided the following information. Thailand's attitude toward refugees is one of tolerance. They are permitted to stay, but no special assistance of any kind is provided. The largest number of refugees are from Vietnam, including about 40,000 who entered during the 1940s and were permitted to live and work in Thailand but were not permitted to own land. In addition, about 150,000 recent Vietnamese refugees are interned in several camps awaiting processing to other countries. These refugees are being controlled and supported by the United Nations.

PERMANENT RESIDENT ALIENS

The 1950 act sets an immigration quota of up to 200 permanent resident aliens a year from each country. In practice, the Minister of Interior fixes the quota each year which is presently set at 100 persons from each country. A person admitted for permanent residence must apply for a certificate of residence which is permanently valid unless the holder leaves Thailand without obtaining an endorsement for return. If an endorsement is not obtained, the certificate becomes invalid and the holder must reapply for admission under the quota system for immigrants.

During the period 1974-78 (7 months of 1978 only) about 2,200 persons were admitted for permanent residence. Over that period the largest number of permanent residents were from the United States.

CITIZENSHIP

Thai citizenship is granted under conditions set forth in the Nationality Act of 1965. It provides that citizenship can be acquired by birth, marriage of an alien woman to a Thai national, or naturalization. Naturalization can be obtained when the following requirements are met. Persons applying must

- be of legal age under Thai law and the law of their nationality,
- be of good conduct,
- have a substantial occupation,
- have lived in Thailand for not less than 5 years, and
- have sufficient knowledge of the Thai language as may be required.

PROBLEMS

According to a Police Department Immigration Division official, one of its major immigration problems stems from the antiquated immigration act. The act provides only for very short stays for all types of visitors and is very confusing for businessmen who need to stay longer. In addition, the act makes it difficult for temporary visitors to leave Thailand and then return after a short absence. This official believes that these problems will be reduced under the proposed immigration act.

Another problem stems from Thailand's location. Its long borders, which adjoin very poor countries, make it difficult to control illegal entry from those countries, particularly from Burma. The proposed act would impose severe penalties on people who aid illegal aliens and on those entering illegally. These penalties are expected to help control the problem.

VENEZUELAINTRODUCTION

In Venezuela immigration is the responsibility of the Ministry of Interior's Department of Identification and Immigration. The department employs 5,000 people and has an annual budget of \$20 million. Eighty percent of the budget is devoted to the identification aspect, which consists of fingerprinting and issuing national identity cards and social security cards. The national identity card, which is valid for 10 years, is necessary to vote, obtain a passport and a social security card, or enroll at a university. The card is issued for about 60 percent of its cost.

The department's immigration aspect consists of visas, consuls, naturalization, ports-of-entry, and control of foreigners. Until 1974 immigration was restricted and discouraged; however, with the oil industry boom the demand for immigrant labor has increased. We were informed that the country has no formal immigration policy and that immigration practices are loosely implemented through administrative action.

GUEST WORKERS

We were informed that Venezuela, in conjunction with the ICEM has instituted a Selective Migration Program to seek highly skilled workers. To be considered, workers must have 4 years' experience using the desired skills. A tripartite committee of representatives from government, management, and labor determine the skills and number of workers needed and submit a request for them to ICEM.

The tripartite committee is part of the Human Resource Program in the Venezuela Ministry of Planning. Foreign workers who are accepted are provided a 1 year visa which can be renewed for another year. After 2 years foreign workers can request resident visas or naturalized citizenship.

The following indicates, by occupational area, the number of foreigners brought into Venezuela under the ICEM program between 1975 and 1977.

| <u>Occupation</u> | <u>1975</u> | <u>1976</u> | <u>1977</u> |
|--|-------------|-------------|--------------|
| University teachers | 3 | 3 | 2 |
| Other teachers and instructors | 8 | 23 | 9 |
| Engineering and professional occupations | 12 | 17 | 81 |
| Engineering technicians | 8 | 16 | 62 |
| Draftsmen and technicians | 1 | 2 | 4 |
| Other subprofessional occupations | 6 | 12 | 5 |
| Textile and leather products workers | 1 | 1 | 2 |
| Metal and electrical workers | 14 | 15 | 407 |
| Woodworkers | - | - | 93 |
| Others | <u>4</u> | <u>4</u> | <u>385</u> |
| Total | <u>57</u> | <u>93</u> | <u>1,050</u> |

The Ministry of Interior also brings in an additional 10,000 to 12,000 foreign workers annually by granting individual work visas. Specific information as to the skills of these workers was not available.

CITIZENSHIP

Citizenship can usually be obtained after a 2-year residency period, 1 year under a worker's visa and 1 under a resident visa. An examination of the applicant's knowledge about Venezuela is generally required for individuals who have lived in the country less than 10 years and are under 50 years of age. The country has about 200,000 naturalized citizens, half of whom have been naturalized in the past 4 years.

PROBLEMS

Immigration officials stated that Venezuela does not have a serious immigration problem. Estimates of the number of persons who illegally cross the borders or overstay their tourist visas and/or work ranges from 500,000 to 1.2 million.

Apprehended illegal aliens are deported and these aliens, as well as persons refused visas, have no right of appeal.

- - - -

Other information regarding the country's immigration policies and practices, such as visitors, students, and permanent residents, was either not available or had not been received as of the date of this report.

PRO FORMA STATEMENT PROVIDED
TO EACH OF THE COUNTRIES VISITED

GENERAL

We would like to obtain copies of the following materials:

--Applicable laws and regulations.

--Any publication about the history of the country's immigration.

What government agency is responsible for immigration? Organizationally, is the agency independent or does it report to another agency such as Justice or Labor? Who is it responsible to? How many people does it employ? What is its annual budget?

How are immigration policies adopted

--By legislative action?

--By administrative action?

--Other (referendum, court decisions)?

Describe the process.

How is citizenship achieved? On the attached format 1/ please include how many immigrants were granted citizenship, by year, for the past 5 years or annual accounting periods.

IMMIGRANTS

We would like to obtain statistical information in accordance with the attached format for each of the following types of immigrants for the past 5 calendar years or annual accounting periods; in total and for the countries of origin listed below. Also, would you please answer the questions listed under each type of immigrant. We recognize that some of the information requested will not be applicable to each country visited.

1/For purposes of this report the format has been deleted.

Specific countries

United States
 France
 Federal Republic of Germany
 Sweden
 Great Britain
 Philippines
 Thailand
 Australia
 New Zealand

Canada
 Mexico
 Dominican Republic
 Haiti
 Jamaica
 Guatemala
 Colombia
 Venezuela
 Argentina

Visitors

How are visitors selected? What restrictions are placed on visitors (monetary, employment)? Is the amount of time they are allowed to stay controlled? How is it controlled? Are extensions of stay allowed? How many and for how long? What is the maximum allowable length of visit and what happens if the visitor overstays his visit? How often does this occur? Is there a system to prevent or control this type of situation? If so, describe the system.

Refugees

How are refugees selected? What restrictions are placed on refugees? Are government services provided to refugees? What kind and for how long

- Financial assistance?
- Housing assistance?
- Education assistance?
- Employment training assistance?
- Medical assistance?
- Other (describe)?

Guest workers

How are guest workers selected? For what jobs are they hired? Is the amount of time they are allowed to stay controlled? What is the maximum amount of time they are allowed to stay? What restrictions are placed on guest workers? What happens if a guest worker overstays his allowable time? How often does this occur? Is there a system to control this situation? Are government-authorized incentives offered to attract critically needed job skills? If so, what kinds of incentives? Are guest workers entitled to government services? If so, what kinds? Can guest workers bring their families to live with them during their stays?

Permanent resident aliens

How are permanent resident aliens selected? What restrictions are placed on them? What government services are they entitled to?

Students

What type of requirements do they have to meet? What restrictions are placed on them? What government services are they entitled to? What types of schools are they attending?

IMMIGRATION PROBLEMS

What are the country's immigration problems? What actions have been taken or planned to deal with these problems? On the attached format would you please include the number of immigrants deported and/or excluded from the country in the past 5 years, by year, and by the specific country and type of immigrant listed above? What happens to apprehended illegal aliens? How are they punished? How do illegal aliens enter the country, surreptitiously, or do they enter legally, violate immigration laws and thus become illegal? Are illegals a significant problem? How large a problem are they? What other problems do they create?

ENTRY INTO THE UNITED STATESBY SELECTED CATEGORIES

The following tables show entry into the United States by visitors, students, guest workers, refugees, and permanent resident aliens from those countries included in our review and for the five major contributing countries for the period 1972-76. Also included is a table on naturalized citizenship granted persons from the countries we reviewed and for the five major contributing countries for the same time period. This data was obtained from Immigration and Naturalization Service annual reports for the period indicated.

VISITORS

| <u>Reviewed countries</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>19</u> |
|--------------------------------|-------------|-------------|-------------|-------------|-----------|
| Argentina | 33,129 | 29,795 | 42,671 | 77,189 | 43 |
| Australia | 53,784 | 70,876 | 86,179 | 93,385 | 123 |
| Canada | 202,488 | 206,597 | 243,954 | 257,920 | 304 |
| Colombia | 50,877 | 57,393 | 51,502 | 47,489 | 54 |
| Dominican Republic | 48,613 | 50,042 | 59,757 | 67,698 | 59 |
| Federal Republic of Germany | 177,808 | 224,591 | 268,045 | 253,799 | 275 |
| France | 110,795 | 136,146 | 140,737 | 122,182 | 144 |
| United Kingdom | 266,659 | 334,652 | 370,884 | 348,962 | 377 |
| Guatemala | 19,695 | 22,116 | 24,118 | 23,279 | 27 |
| Haiti | 9,388 | 10,584 | 11,104 | 13,154 | 17 |
| Jamaica | 41,450 | 45,091 | 49,281 | 54,151 | 66 |
| Mexico | 1,250,095 | 1,439,538 | 1,675,408 | 1,908,421 | 2,072 |
| New Zealand | 22,473 | 30,596 | 35,574 | 34,535 | 48 |
| Philippines | 26,099 | 10,697 | 9,440 | 12,161 | 15 |
| Sweden | 31,526 | 38,466 | 37,056 | 38,510 | 47 |
| Thailand | 2,838 | 2,928 | 3,468 | 4,709 | 5 |
| Venezuela | 52,054 | 63,962 | 73,231 | 80,793 | 108 |

APPENDIX XIX

APPENDIX XIX

| <u>Five major contributing countries</u> | <u>Total 1972-76</u> |
|--|--------------------------|
| Mexico | 8,346,103 |
| Japan | 2,550,770 |
| United Kingdom | 1,698,852 |
| Canada | 1,215,554 |
| Federal Republic of Germany | <u>1,199,604</u> |
| Total above countries | <u>15,010,883</u> |
| Total visitors | 22,917,811 |

STUDENTS

| <u>Reviewed countries</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> |
|--------------------------------|-------------|-------------|-------------|-------------|-------------|
| Argentina | 1,029 | 939 | 962 | 955 | |
| Australia | 1,385 | 1,457 | 1,466 | 1,544 | 1 |
| Canada | 12,660 | 9,707 | 11,684 | 12,742 | 11 |
| Colombia | 3,784 | 3,755 | 3,576 | 3,247 | 3 |
| Dominican Republic | 1,555 | 1,653 | 2,032 | 1,652 | 1 |
| Federal Republic of Germany | 3,284 | 3,684 | 4,400 | 3,636 | 3 |
| France | 3,912 | 3,822 | 4,104 | 3,922 | 3 |
| United Kingdom | 9,116 | 7,960 | 8,374 | 7,032 | 6 |
| Guatemala | 889 | 810 | 839 | 770 | |
| Haiti | 356 | 358 | 1,029 | 502 | |
| Jamaica | 1,751 | 1,761 | 1,577 | 1,659 | 2 |
| Mexico | 7,608 | 7,022 | 9,304 | 9,726 | 11 |
| New Zealand | 434 | 493 | 504 | 618 | |
| Philippines | 2,161 | 1,639 | 1,996 | 1,625 | 1 |
| Sweden | 1,338 | 1,734 | 1,979 | 1,890 | 2 |
| Thailand | 4,836 | 4,815 | 5,242 | 3,890 | 3 |
| Venezuela | 3,957 | 3,645 | 4,188 | 5,953 | 7 |

APPENDIX XIX

APPENDIX XIX

| <u>Five major contributing countries</u> | <u>Total 1972-76</u> |
|--|--------------------------|
| Canada | 58,515 |
| Japan | 45,819 |
| Mexico | 45,588 |
| Iran | 40,535 |
| United Kingdom | <u>38,615</u> |
| Total above countries | <u>229,072</u> |
| Total students | 760,650 |

GUEST WORKERS

| <u>Reviewed countries</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> |
|--------------------------------|-------------|-------------|-------------|-------------|
| Argentina | 157 | 157 | 228 | 278 |
| Australia | 362 | 327 | 311 | 260 |
| Canada | 16,139 | 15,460 | 14,643 | 14,651 |
| Colombia | 203 | 222 | 282 | 250 |
| Dominican Republic | 740 | 736 | 1,072 | 1,112 |
| Federal Republic of Germany | 977 | 1,276 | 618 | 938 |
| France | 668 | 804 | 656 | 799 |
| United Kingdom | 2,997 | 3,243 | 3,400 | 3,315 |
| Guatemala | 48 | 109 | 126 | 115 |
| Haiti | 70 | 118 | 104 | 196 |
| Jamaica | 8,203 | 7,595 | 8,762 | 9,280 |
| Mexico | 2,375 | 2,372 | 2,792 | 2,361 |
| New Zealand | 126 | 212 | 78 | 161 |
| Philippines | 3,275 | 2,648 | 4,771 | 3,456 |
| Sweden | 248 | 271 | 232 | 374 |
| Thailand | 30 | 19 | 28 | 17 |
| Venezuela | 170 | 185 | 254 | 223 |

APPENDIX XIX

APPENDIX XIX

| <u>Five major contributing countries</u> | <u>Total 1972-76</u> |
|--|--------------------------|
| Canada | 69,885 |
| Jamaica | 43,431 |
| Philippines | 16,137 |
| United Kingdom | 15,935 |
| Mexico | <u>11,646</u> |
| Total above countries | <u>157,034</u> |
| Total guest workers | 278,991 |

REFUGEES

| Reviewed countries (note a) | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|-----------------------------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Canada | 5 | 5 | 2 | 14 | 4 | 30 |
| Federal Republic of Germany | 17 | 26 | 9 | 10 | 17 | 79 |
| France | 18 | 19 | 17 | 14 | 13 | 81 |
| United Kingdom | 9 | 5 | 1 | 7 | 7 | 29 |
| Mexico | 17 | 16 | 9 | 24 | 30 | 96 |
| Philippines | 2 | - | 1 | - | 2 | 5 |
| Sweden | - | 2 | - | - | 1 | 3 |

a/No data was available on refugees from Argentina, Australia, Colombia, Dominican Republic, Guatemala, Haiti, Jamaica, New Zealand, Thailand, and Venezuela.

| <u>Five major contributing countries</u> | <u>Total 1972-76</u> |
|--|--------------------------|
| Cuba | 113,607 |
| Soviet Union | 11,246 |
| Yugoslavia | 9,016 |
| China (note a) | 8,700 |
| Spain | <u>3,063</u> |
| Total above countries | <u>145,632</u> |
| Total refugees (note b) | 168,593 |

a/Includes Taiwan.

b/This total does not include approximately 135,000 Indo-chinese refugees who entered the United States in fiscal years 1975 and 1976.

PERMANENT RESIDENT ALIENS

| <u>Reviewed countries</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|--------------------------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Argentina | 2,451 | 2,869 | 2,883 | 2,778 | 2,650 | 13,631 |
| Australia | 2,055 | 1,969 | 1,594 | 1,471 | 1,704 | 8,793 |
| Canada | 18,596 | 14,800 | 12,301 | 11,215 | 11,439 | 68,351 |
| Colombia | 5,225 | 5,287 | 5,852 | 6,434 | 5,701 | 28,499 |
| Dominican Republic | 10,839 | 14,011 | 15,722 | 14,090 | 12,473 | 67,135 |
| Federal Republic of Germany | 7,760 | 7,565 | 7,238 | 5,861 | 6,642 | 35,066 |
| France | 2,870 | 2,587 | 2,160 | 1,816 | 2,030 | 11,463 |
| United Kingdom | 11,521 | 11,860 | 11,661 | 12,244 | 12,970 | 60,256 |
| Guatemala | 1,665 | 1,793 | 1,641 | 1,875 | 1,964 | 8,938 |
| Haiti | 5,491 | 4,641 | 3,780 | 4,955 | 5,266 | 24,133 |
| Jamaica | 12,730 | 9,615 | 12,174 | 10,867 | 8,743 | 54,129 |
| Mexico | 64,209 | 70,411 | 71,863 | 62,552 | 58,354 | 327,389 |
| New Zealand | 495 | 497 | 384 | 333 | 429 | 2,138 |
| Philippines | 28,690 | 30,248 | 32,461 | 31,323 | 36,773 | 159,495 |
| Sweden | 654 | 597 | 637 | 507 | 568 | 2,963 |
| Thailand | 4,077 | 4,915 | 5,007 | 4,339 | 7,005 | 25,343 |
| Venezuela | 961 | 1,183 | 999 | 907 | 852 | 4,902 |

APPENDIX XIX

APPENDIX XIX

Five major
contributing countriesTotal
1972-76

| | |
|-------------|---------------|
| Mexico | 327,389 |
| Philippines | 159,495 |
| Korea | 126,595 |
| Cuba | 113,868 |
| Italy | <u>78,681</u> |

| | |
|-----------------------|----------------|
| Total above countries | <u>806,028</u> |
|-----------------------|----------------|

| | |
|---------------------------|------------------|
| Total permanent residents | <u>1,964,416</u> |
|---------------------------|------------------|

NATURALIZED CITIZENSHIP

| <u>Reviewed countries</u> | <u>1972</u> | <u>1973</u> | <u>1974</u> | <u>1975</u> | <u>1976</u> | <u>Total</u> |
|--------------------------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Argentina | 1,241 | 1,376 | 1,358 | 1,325 | 1,258 | 6,558 |
| Australia | 160 | 174 | 195 | 177 | 184 | 890 |
| Canada | 4,173 | 4,239 | 3,584 | 3,138 | 3,044 | 18,178 |
| Colombia | 1,285 | 1,297 | 1,483 | 1,677 | 1,715 | 7,457 |
| Dominican Republic | 903 | 1,082 | 1,452 | 1,516 | 1,559 | 6,512 |
| Federal Republic of Germany | 7,122 | 6,808 | 6,002 | 5,259 | 5,163 | 30,354 |
| France | 1,005 | 1,007 | 959 | 949 | 907 | 4,827 |
| United Kingdom | 4,758 | 5,082 | 5,495 | 5,003 | 5,210 | 25,548 |
| Guatemala | 249 | 248 | 284 | 306 | 320 | 1,407 |
| Haiti | 792 | 1,009 | 1,492 | 1,972 | 2,104 | 7,369 |
| Jamaica | 668 | 997 | 1,580 | 2,181 | 2,595 | 8,021 |
| Mexico | 5,870 | 5,521 | 5,218 | 5,781 | 5,600 | 27,990 |
| New Zealand | 59 | 91 | 75 | 82 | 77 | 384 |
| Philippines | 7,066 | 8,286 | 13,747 | 15,397 | 14,823 | 59,319 |
| Sweden | 207 | 226 | 223 | 189 | 173 | 1,018 |
| Thailand | 190 | 260 | 357 | 411 | 693 | 1,911 |
| Venezuela | 154 | 151 | 181 | 150 | 132 | 768 |

APPENDIX XIX

APPENDIX XIX

| <u>Five major contributing countries</u> | <u>Total 1972-76</u> |
|--|--------------------------|
| Cuba | 96,027 |
| Philippines | 63,646 |
| China (note a) | 48,904 |
| Italy | 45,842 |
| United Kingdom | <u>42,752</u> |
| Total above countries | <u>297,171</u> |
| Total aliens granted citizenship | 700,869 |

a/Includes Taiwan.

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