

INTERNATIONAL MIGRATION BULLETIN

No. 4, May 1994

This *Bulletin* is published semi-annually, in May and November, by the Population Activities Unit (PAU) of the Division for Economic Analysis and Projections of the United Nations Economic Commission for Europe (UN/ECE). The *Bulletin* is a product of *The Rapid Information System* of the PAU project "International Migration in the ECE Region" funded by the United Nations Population Fund. *The Rapid Information System* collects up-to-date and comprehensive information on various forms of international migration in the UN/ECE region, and the *Bulletin* presents and analyses these data.

Highlights

- ◆ At the end of 1993 there were over 9.5 million refugees, internally displaced persons and UNHCR-assisted war victims in the ECE region. That is over 40 percent of the world total. Armed conflicts in former Yugoslavia and the Transcaucasian republics are the main causes.
- ◆ The total number of asylum applications in 1993 was large, 720,000. Still, that was a 13 percent decline from 1992. The steady increase in the number of asylum seekers from the mid-1980s to the early 1990s has been reversed. This is confirmed by continued declines in the first several months of 1994 in almost all western countries except the Netherlands, where there was an increase, and the United States, where applications leveled off.
- ◆ North America and western Europe continued to be regions of considerable net immigration: the estimate is a positive balance of around 2 million in 1992 and around 1.75 million in 1993.
- ◆ Germany has been *the* country in the world with the largest number of immigrants in recent years. It had an annual average of almost 1.4 million for 1992 and 1993, compared to an annual average of 800,000 in the US and over 900,000 in Russia in 1993.
- ◆ The dissolution of the Soviet Union and the transition to a market economy and democracy in the former Soviet Union is generating increased population mobility. In 1993 Russia gained population from all the other former Soviet republics except Belarus. The net increase due to migration from these republics was over 550,000, an increase of 56 per cent over 1992.
- ◆ Economic growth and the current openness in China have launched a new wave of emigration. About half a million Chinese are believed to have entered Europe, the former Soviet Union and North America illegally during the early 1990s.
- ◆ The European Union continues to develop comprehensive and balanced immigration and asylum policies. It issued a *Communication from the Commission to the Council and the European Parliament* which calls for action in treating the causes of migration pressure, in controlling migration flows, and in improving the integration of legal migrants into the societies of host countries.



United Nations
Geneva, 1993

Introduction

The purpose of the *Bulletin* is to provide timely data and basic evaluation and analysis of recent trends, patterns and policies in international migration. It is interesting to note that in addition to the emergence of new facts, some known long-term trends are being confirmed and new or less-known trends are becoming apparent. This essentially applies to all the issues highlighted on the cover page. One might furthermore point to an emerging hypothesis – that in the early 1990s, in contrast to previous decades of the post-World War Two period, political rather than labour antecedents appear to be more important in activating international migration to and particularly within Europe. Most prominent among these are the armed conflicts in the former Yugoslavia and in some of the former Soviet republics. In general, it appears that the consequences and impacts of the disintegration and collapse of the authoritarian systems of central and eastern Europe are the leading forces shaping international migration in Europe at present.

It needs to be stressed that while we are very concerned with the quality of the data published in the *Bulletin*, the nature of the publication and limited space do not permit the discussion of various details concerning background and qualifications. Readers are advised that we take great care to assure the reliability and accuracy of the published data. However, because we aim to provide the most recent information possible, we often use preliminary figures that may subsequently be revised. In addition, by their nature, data on migration flows are subject to such problems as underestimation --for example, because of undocumented migration-- and double-counting.

Numerous colleagues and sister institutions have been instrumental in gathering data and information, and others have contributed substantially to individual sections of the *Bulletin*. In addition to the data collected directly by the UN/ECE Population Activities Unit in collaboration with the UN/ECE Statistical Division, we acknowledge, in particular, data provided by the United Nations High Commissioner for Refugees (UNHCR) and by the Inter-governmental Consultations (IGC).¹ Our particular appreciation for collaboration is extended to (in alphabetical order): Mr. Michael Bisi, IGC, Geneva; Mr. Marco Gramegna, International Organization for Migration, Geneva; Mr. Bela Hovy, UNHCR, Geneva; Mr. Henrik Olesen, IGC, Geneva; Mr. Oleg Shamshur, Ukrainian Mission to the UN, Geneva; and special acknowledgment is due to Mr. Paul J. Smith, Pacific Forum, Center for Strategic and International Studies, Honolulu, Hawaii, US, who contributed the section on Chinese emigration.

Refugees and displaced persons due to armed conflicts

The United Nations High Commissioner for Refugees has recently undertaken a major effort to compile the best possible data on refugees, internally displaced persons and other assisted persons.² This enables the *Bulletin* to provide a reasonably comprehensive overview for the ECE region, which comprises Europe, including the Commonwealth of Independent States, Israel, and North America. As of the end of 1993, there were an estimated 9.6 million refugees, displaced persons, and others of similar status. A large proportion of these refugees, displaced

¹ The full title of this organization is *Inter-governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia*. The following countries are members: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Italy, Netherlands, Norway, Spain, Sweden, Switzerland, United Kingdom, and the United States of America. The IGC has an administrative arrangement with the International Organization for Migration (IOM) and the UNHCR.

² UNHCR, *Populations of concern to UNHCR: A statistical overview 1993*, Geneva, May 1994; almost all information and data in this section are derived from the cited publication.

persons and UNHCR-assisted war victims came from within the region. Worldwide there were 23 million such people, meaning that over 40 percent were in the ECE region.

The most serious problems in the ECE region continue to be in the former Yugoslavia and in the Transcaucasian republics. At the end of 1993, as a result of armed conflict, over 4.2 million persons on the territory of former Yugoslavia were in one way or another directly affected and were receiving UNHCR assistance. If one adds asylum seekers and refugees who have left for other countries,³ mostly in western Europe and particularly Germany and Sweden, the total number of refugees, displaced persons and assisted war victims within and outside former Yugoslavia may add up to around 5 million. The adjoining table provides more detailed information. By the end of 1993, the number of persons affected by the war in Bosnia and Herzegovina amounted to over 2.7 million. Large numbers of refugees and other war affected people are also in Croatia and the Federal Republic of Yugoslavia.

**REFUGEES, INTERNALLY DISPLACED PERSONS AND ASSISTED WAR VICTIMS,
ECE REGION, DECEMBER 1993**
(In thousands)

<i>Country/region</i>	<i>Refugees</i>	<i>Internally displaced persons</i>	<i>Assisted war victims</i>	<i>Total</i>
<i>Former Yugoslavia</i>	819	1,634	1,788	4,241
Bosnia and Herzegovina	-	1,290	1,450	2,740
Croatia	280	344	176	800
Yugoslavia FR	479	-	150	629
Other	60	-	12	72
<i>Former Soviet Union</i>	646^a	1,635	-	2,281^a
Armenia	341	77	-	418
Azerbaijan	230	778	-	1,008
Georgia	-	260	-	260
Russian Federation	45 ^a	-	-	45 ^a
Tajikistan	1	520	-	521
Other	29	-	-	29
<i>Europe (excl. the above)</i>	1,816	-	-	1,816
France	183	-	-	183
Germany	1,068	-	-	1,068
Sweden	257	-	-	257
Other	308	-	-	308
<i>North America</i>	1,291	-	-	1,291
Canada	339	-	-	339
United States	952	-	-	952
ECE REGION, TOTAL	4,573^a	3,269	1,788	9,630^a

Note: ^a Forcibly displaced persons from other CIS countries as defined by Russian law are not included (see section on Former Soviet Union)

Source: UNHCR, *Populations of concern to UNHCR: A statistical overview 1993*, Geneva, May 1994

Statistical data for the former Soviet Union indicate that about 2.3 million persons were known to have been affected by armed conflicts and by other acts of oppression or persecution which forced them to leave their normal places of residence. As the network of international assistance agencies is weak in the CIS countries, it is likely that the real numbers are higher. Also, so-called “forcibly displaced persons” coming from the “near abroad” – that is, from other

³ UNHCR, *Survey of the Implementation of Temporary Protection: Comprehensive Response to the Humanitarian Crisis in Former Yugoslavia*, mimeographed, 30 April 1993

CIS countries – into Russia, as registered by the Russian Migration Service, are not included. Anecdotal evidence from the Transcaucasian countries indicates that living standards are at unusually low levels – people are suffering from severe shortages of food, fuel, and suitable housing.

Refugees in Western Europe and North America have come from all over the world. In late 1993 there were about 3 million, mainly in Germany, the United States, Canada, and Sweden. The data for Europe include refugees who acquired this status before arriving in their countries of destination, and spontaneously arriving refugees who have acquired various types of legal status. The data for Germany, for example, include a large number of officially labeled “de facto” refugees – persons who did not apply for asylum or whose applications were rejected, but who for political or humanitarian reasons cannot return to their home countries.

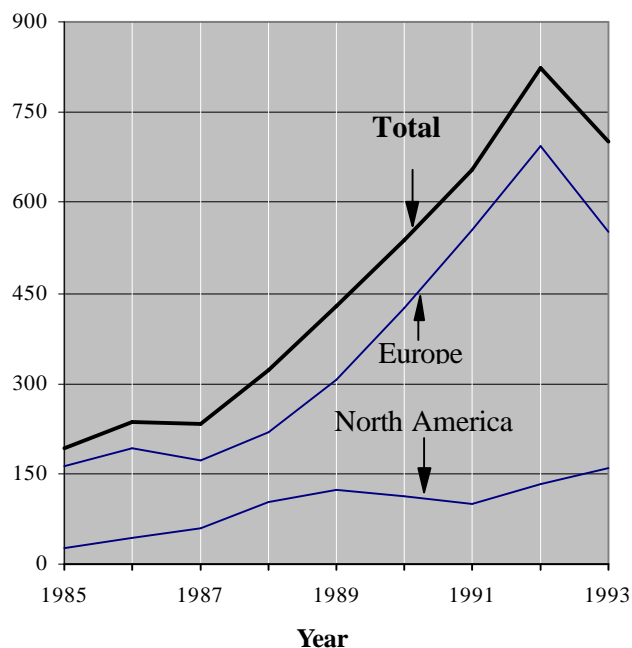
For Canada and the United States, the statistics are based on the number of persons granted refugee status both abroad and within the country during the 1984-1993 period. In the US, 94 per cent are resettled refugees and only 6 per cent are recognized asylum seekers. In contrast, in Europe the proportion of resettled refugees is very small, only about 7 per cent, whereas the proportion of those granted asylum, plus those allowed to stay even though their asylum applications have been rejected, is 93 per cent.

Asylum seekers

The total number of asylum seekers in the ECE region for 1993 was still large. There were some 720,000 applications. Nevertheless, this was a significant decline from 1992. It appears that the continuous increase in the numbers of asylum seekers during the mid- to late 1980s and early 1990s has been reversed. As a whole, there were over 100,000 fewer asylum applications in 1993 than in 1992 – a 13 per cent drop. While the decline is widespread in western Europe and in Canada, applications did increase in a number of countries, including a large absolute increase in the United States.

The decline can be attributed to several factors, although it is difficult to ascertain the relative importance of each. Prominent among these were the direct and indirect effects of changes in asylum legislation and/or procedures adopted in many ECE countries. New legislation has been passed in Austria, Canada, France, Germany and the United Kingdom, as described in earlier issues of the *Bulletin*. During 1993, a number of countries, among them the Nordic countries, introduced visa requirements for citizens of former Yugoslavia. Other countries are involved in ongoing reviews and revisions of asylum-related legislation. In early June 1994 the Swiss government, for instance, issued guidelines for the process of revising by the end of 1995 its Asylum Law and the Law on Residence and Settlement of Foreigners. In the meantime, some special measures were enacted by the Swiss Parliament in March 1994.

**ASULYM APPLICATIONS IN
UN/ECE REGION**
(in thousands)



Source: IGC

ASYLUM APPLICATIONS, WESTERN EUROPE AND NORTH AMERICA, 1991-1993

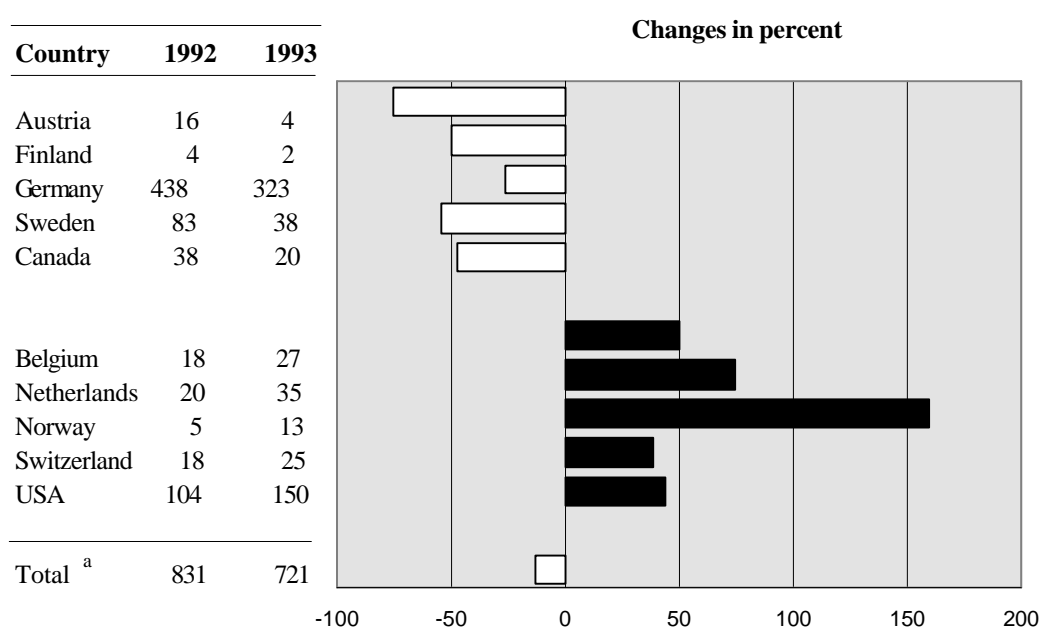
	Number of applications (Thousands)			Change (Per cent)	
	1991	1992	1993	1992/1991	1993/1992
Western Europe	554	690	550	25	-20
North America	101	141	171	40	21
TOTAL	655	831	721	27	-13

Source: IGC

The overall decline in the number of asylum seekers was not shared equally. Meaningful declines in absolute numbers in 1993 were especially notable in Germany and Sweden. The impact of recent policy changes in Germany is also reflected in the number of deportations of rejected asylum seekers: 5,583 in 1990, 10,798 in 1992 and 35,915 in 1993. ⁴ A few countries experienced increases in the number of applications, in particular the Netherlands and Norway. Also, the numbers of asylum seekers increased by almost one half in the United States.

ASYLUM APPLICATIONS, SELECTED COUNTRIES, 1992-1993

(In thousands)



Note: ^a Total includes other countries with relatively small changes.

Source: IGC

The decline in the number of asylum applications was even more pronounced during the first three to four months of 1994. That was true in the majority of west European countries; for example, Sweden had about 6,000 applications in the period January to April 1994 compared to 18,000 during the same period a year earlier. In Germany, where new asylum regulations went

⁴ *International Herald Tribune*, 18-19 June 1994, p. 2

into effect as of 1 July 1993, it is not surprising that there were much fewer applications in the first four months of 1994 – 48,000 as compared to 161,000 for January-April 1993. However, even compared to the last four months of 1993, when there were over 63,000 applications, there was a 24 per cent decline. It was only in the Netherlands that the number of asylum seekers increased. The rate of applications in the United States continued at 1993 levels.

It appears that the composition of asylum seekers by nationality of origin is undergoing some changes. While the proportion of central and east European nationals in west European countries was almost 60 per cent in 1992 and 1993, it declined to about 45 per cent in early 1994. The proportion from former Yugoslavia remained at somewhat over 30 per cent, but significantly fewer were arriving from Romania and Bulgaria.

Regular migration

There is no doubt that North America and Western Europe continued to be regions of considerable net immigration in 1993. A rough estimate based on the data discussed below indicates a net population increase due to migration of around 2 million people in 1992 and around 1.75 million in 1993.

The number of immigrants to North America was 1,011,000 in 1992 and 1,076,000 in 1993. As, however, there is no registration of emigration in the US and figures are incomplete in Canada, estimates of net migration cannot be made in the short term. Still, it is generally known that the numbers of emigrants tend to be relatively small.

For a number of west European countries reasonably reliable data on immigration and

INTERNATIONAL MIGRATION, SELECTED ECE COUNTRIES, 1992-1993

(In thousands)

Country	1992			1993		
	Immigrants	Emigrants	Net migration	Immigrants	Emigrants	Net migration
North America						
Canada	248	n.a.	n.a.	244	n.a.	n.a.
United States	763	n.a.	n.a.	832	n.a.	n.a.
Western Europe						
Denmark	43	32	11	43	32	11
Finland	14	6	8	15	6	9
Germany	1,489	701	788	1,266 ^a	783 ^a	483 ^a
Netherlands	117	59	58	119	59	60
Norway	26	16	10	31	18	13
Sweden	45	26	19	62	30	32
Switzerland	128	80	48	117	71	46
Central and Eastern Europe						
Czech Republic ^b	0	7	7	0	5	5
Estonia	4	37	-33	2	16	-14
Latvia	5	52	-47	3	31	-28
Lithuania	7	29	-22	3	16	-13
Poland	7	18	-11	6	21	-15
Romania	0	32	-32	1	20	-19

Note: ^a Estimate for 1993 based on data through November 1993.

^b To be comparable, data for 1992 and 1993 do not include migration between the Czech and Slovak Republics, even though they became independent on 1 January 1993.

Sources: Reports of National Statistical Offices to UN/ECE

emigration are available, mainly for the Nordic countries, Netherlands, Germany, and Switzerland. These countries alone had a net addition of population due to migration of close to 950,000 in 1992 and 650,000 in 1993. For other countries there are indications of net immigration; for example, in Italy 64,000 more residence permits for foreigners were issued in 1993 than in 1992. On the other hand, the United Kingdom in 1992 had slightly more emigrants than immigrants (data for 1993 are delayed).

The majority of countries of central and eastern Europe for which data are available appear to have lost population due to regular migration. The losses were probably larger than indicated in the table as the registration of immigrants tends to be better than that of emigrants.

A major proportion of immigration in western Europe in the early 1990s involves Germany. Data published by the Federal Statistical Office permit a distinction between German nationals, which include ethnic Germans living abroad even if for centuries, and foreigners, meaning everybody else. The two most important immigrant streams of recent years

INTERNATIONAL MIGRATION BY COUNTRY OF ORIGIN OR DESTINATION, GERMANY, 1991-1992

(In thousands)

Nationality Country of origin/destination	1991			1992		
	Immigrants	Emigrants	Net migration	Immigrants	Emigrants	Net migration
<i>Germans</i>	263	85	178	282	87	195
Poland	17	3	14	12	3	9
Romania	23	1	22	11	0	11
Former Soviet Union	156	1	155	192	1	193
<i>Foreigners:</i>	920	497	423	1,207	614	593
Former Yugoslavia	223	54	169	383	129	254
Romania	84	31	53	110	52	58
Turkey	83	37	46	81	40	41
TOTAL	1,183	582	601	1,489	701	788

Source: Statistisches Bundesamt, *Statistisches Jahrbuch 1993 für die Bundesrepublik Deutschland*, Wiesbaden, 1993

have been ethnic Germans coming from central and eastern Europe, mainly from Poland, Romania and the former Soviet Union, and nationals of other central and eastern European countries, particularly of former Yugoslavia, Romania and Turkey.

Recently Germany has been *the* country in the world with the largest number of *immigrants* per year. Compared to Germany's almost 1.4 million average for 1992 and 1993, the United States of America had an annual average of about 800,000, and Russia, for 1993, had somewhat over 900,000, as we shall see below.

FORMER SOVIET UNION

The dissolution of the former Soviet Union and the transition to a market economy and democracy in the former Soviet Union is characterized by an increasing population mobility. Tens of millions of people now live outside the newly independent republics of their declared nationalities. In addition, the economic crisis, political tensions, and wars are no doubt increasing migration.

Net immigration in Russia in 1993 was 430,000. According to preliminary data of the Russian Federation State Committee on Statistics, during 1993 over 920,000 people entered the country and about half a million emigrated. These numbers include the inflow of 238,000 refugees and "forcibly displaced persons" – that is, those fleeing violence or persecution.⁵ According to this classification of the Russian authorities, every fourth immigrant qualified as a refugee or forcibly displaced person. It is worth noting that almost 100,000 more immigrants entered Russia in 1993 than entered the United States.

INTERNATIONAL MIGRATION, RUSSIAN FEDERATION, 1993, PRELIMINARY DATA

(In thousands)

<i>Region/Country</i>	<i>Immigrants</i>	<i>Forcibly Displaced Persons^a</i> <i>(included in previous column)</i>	<i>Emigrants</i>	<i>Net migration</i>
July-December 1993				
Baltic republics	33	5	3	+30
Transcaucasian republics	85	67	8	+77
Central Asian republics & Kazakhstan	264	61	51	+213
Other European republics (Ukraine, Belarus, Moldova)	140	2	97	+43
Germany	-	-	43	-43
Israel	-	-	11	-11
Other	-	-	14	-14
TOTAL July - December 1993	522	135	227	+295
TOTAL January - June 1993^b	401	103	257	+144
GRAND TOTAL 1993	923	238	484	+439

Notes: ^a The status of a "forcibly displaced person" is assigned on the basis of the *Law of the Russian Federation on Forcibly Displaced Persons*, approved by the Russian Parliament on 19 February 1993 which went into effect on 20 March 1993. Data in this column do not include forcibly displaced persons within the Russian Federation, but only those from other republics.

^b Data in this line do not correspond to the analogous line in Bulletin No. 3, p. 6, because the forcibly displaced persons within the Russian Federation were erroneously included in the calculations for net migration

Source: Russian Federation State Committee on Statistics.

In 1993 the Russian Federation experienced its largest annual increase in migration since the Second World War.⁶ Russia gained population from all other republics of the former Soviet Union with the exception of Belarus. The net increase in Russia's population from this influx was over 550,000 in 1993.⁷ Compared to 1992 the net inflow of population grew almost from all directions and amounted to a total increase of 56 per cent.

The data also indicate that immigration into Russia, particularly net immigration, was higher during the second half of 1993 than during the first half. Increasing migration to Russia was a universal feature of practically all the former Soviet republics. Over half the immigrants came from the central Asian republics, mainly Kazakhstan and Kyrgyzstan. The situation of Ukraine is interesting because previously it was gaining population from Russia, whereas in the second half of 1993 it experienced considerable net emigration.

⁵ The status of a "forcibly displaced person" is assigned on the basis of the *Law of the Russian Federation on Forcibly Displaced Persons*, approved by the Russian Parliament on 19 February 1993. The law took effect on 20 March 1993.

⁶ Russian Federation State Committee on Statistics, *The Social and Economic Situation in Russia*, Moscow, 1994, p. 178.

⁷ The data are taken from the report of the Russian Federation State Committee on Statistics. They correspond with reasonable accuracy to reports from most former Soviet republics.

**NET MIGRATION TO RUSSIAN FEDERATION
FROM FORMER SOVIET REPUBLICS, 1989-1993**

(In thousands)

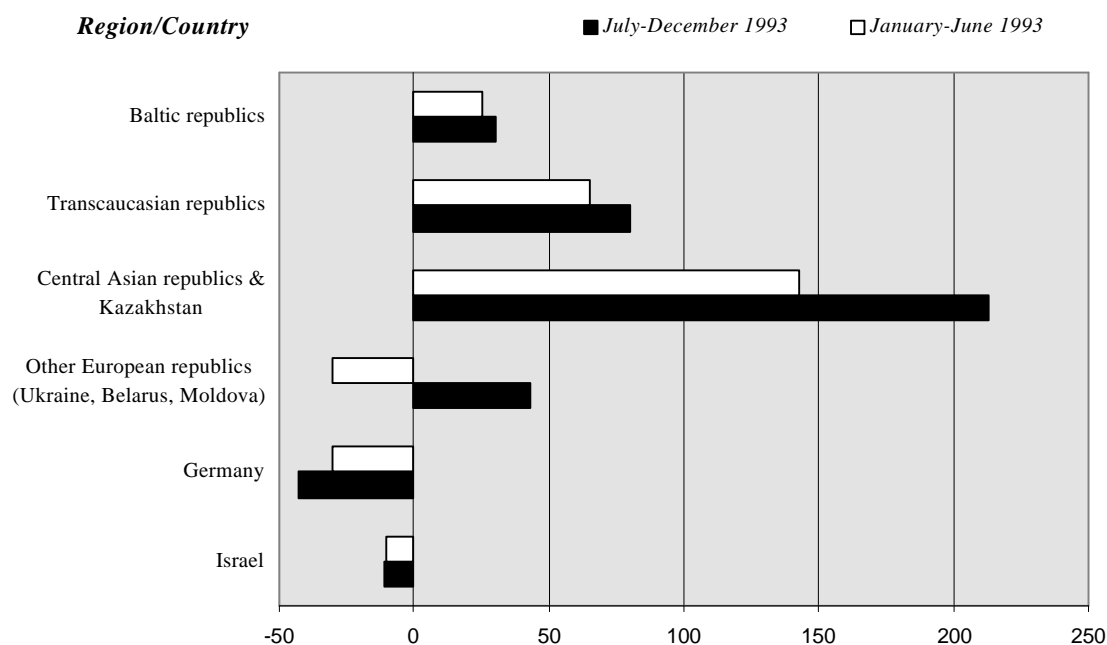
<i>Republics</i>	<i>1989</i>	<i>1990</i>	<i>1991</i>	<i>1992</i>	<i>1993</i>
Ukraine	- 2	- 4	-66	-110	17
Belarus	- 5	23	- 5	-21	-11
Moldova	2	1	3	10	5
Kazakhstan	44	55	30	97	127
Baltic republics	4	13	14	57	54
Transcaucasian republics	57	68	54	109	136
Central Asian republics	58	133	76	215	227
TOTAL	158	288	105	356	554

Sources Zayonchkovskaya, Zhanna, Migrations of Russia's population, paper presented at *Workshop on the causes and consequences of emigration from central and eastern Europe, Geneva*, September 1993; and Russian Federation State Committee on Statistics.

Tajikistan is one of the more extreme examples of the possible consequences and implications of emigration of non-titular nationals over the past few years. Approximately 560,000, or 11 per cent of the total population of 5,240,000 in late 1989, were "Russian speaking" (predominantly Russian, but also Ukrainians and Belarussians). As of early 1994 no more than 70,000 to 80,000 of these remained. The first large stream began to flow in 1989 when a law on the status of the state language was approved. It stipulated a complete switch to Tajik as the official language by 1995. In subsequent years, when allegedly anti-Russian pogroms occurred, many more Russian-speakers left, the peak being in 1992 when over 100,000 departed. Among them were many professionals and qualified workers, and their exodus was a major reason why numerous educational institutions and economic enterprises suffered or even had to close. It is mainly old people who have remained, often because they do not have the means to emigrate or a place to go to. Even so, according to data of the Russian embassy, some 7,000 to 8,000 residents were leaving monthly in early 1994.⁸

NET MIGRATION, RUSSIAN FEDERATION, 1993

(Immigrants minus emigrants in thousands)



⁸ Izvestia, 6 May 1994, p. 3.

Irregular and illegal migration

TRANSIT MIGRATION⁹ IN CENTRAL AND EASTERN EUROPE¹⁰

The International Organization for Migration (IOM) is conducting a Migration Information Programme designed to document and understand trends in migration flows in central and east European countries, including the former Soviet Union. This programme has carried out transit migration studies in Bulgaria, the Czech Republic, Hungary, Poland, Romania, the Russian Federation, and Ukraine. To date, IOM has published studies for all countries except Hungary and Ukraine. We present here selected highlights from the five published studies.

Migrants enter transit countries both legally and illegally; they may come with business, student, or tourist visas, or with no visas at all. Regardless of how they enter a country, transit migrants intend to use it as a stepping stone to preferred destinations elsewhere. It has been difficult for governments to control border crossings by transit migrants. Bulgaria, Romania, and the Russian Federation possess what IOM calls *porous* borders. Undocumented and irregular entry into these countries poses little challenge for migrants. The majority traversing the Czech Republic, Poland, and Bulgaria originate in eastern Europe, including former Yugoslavia and the former Soviet Union. Significant proportions, however, also come from Asia, Africa, and the Middle East – in particular those passing through Russia and Romania. A growing number come from China.

The tools that might deal effectively with transit migration – migration legislation, administrative infrastructure, and experience – are generally lacking in the countries most affected. The problems of transit countries have been compounded by more restrictive migration policies adopted by the true destination countries, usually in western Europe. Thus transit countries are left on their own to deal with repatriating or integrating transit migrants stranded within their borders.

Once in a transit country, a transit migrant's stay may range from a few days to a lifetime. Those with sufficient resources are apt to pass through quickly; those who encounter difficulties, such as money shortages or denial of entry into their intended destination countries, may end up staying much longer. During this time they often work illegally to accumulate the money they need and to become better acquainted with organized migration networks; eventually some succeed in going where they want to go. Others, unable to reach their desired destinations and unwilling or unable to return to their home countries, seek permanent settlement in the transit State.

Estimates of the number of transit migrants without full legal documentation in selected central and east European countries during 1993 are as follows: at least 100,000 in Poland, between 100,000 and 140,000 in the Czech Republic, between 30,000 and 50,000 in Bulgaria, and about 42,000 in Romania. Over the past three years, a significant number of foreigners

⁹ Transit migration is understood in this context as "migration to a country with intention of seeking the possibility there to emigrate to another country as the country of destination." (For a more extensive discussion see *International Migration Bulletin*, No. 3, November 1993, p. 7-8.)

¹⁰ The information contained in the present section was derived from the following studies: *Transit migration in Bulgaria*, March 1994; *Transit migration in the Czech Republic*, May 1994; *Transit migration in Poland*, April 1994; *Transit migration in Romania: Annex to the IOM study: Profiles and motives of potential migrants in Romania*, November 1993; and *Transit migration in the Russian Federation*, June 1994. All studies are published by the International Organization for Migration in Geneva, Switzerland, as a part of its Migration Information Programme.

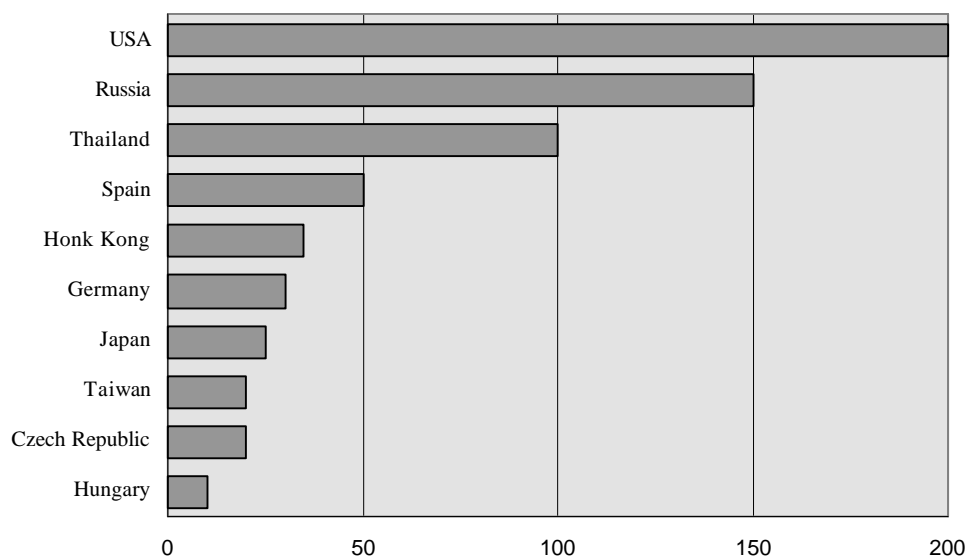
crossing into Poland have been Romanians and Bulgarians; the number of crossings by persons originating from these countries decreased during 1993, while the number of crossings by persons from the former Soviet Union has increased steadily.

CHINESE EMIGRATION TO EUROPE AND NORTH AMERICA

Economic modernization in China is spurring an annual exodus of tens of thousands seeking opportunity abroad. Many come from the coastal regions of South Fujian and East Guangdong where emigration has been common for centuries. China's new openness to the outside world has not only made it easier to leave the country but has brought in media images – conveyed by ubiquitous VCRs and satellite television – promoting the idea that no matter how wealthy China is becoming, greater opportunities exist elsewhere.

Capitalizing on this widespread, pent-up demand among millions of Chinese, criminal syndicates are transforming human smuggling into a major international security concern. Europe and the United States are believed to be the primary destinations. Roughly 100,000 Chinese have migrated to Europe in recent years.¹¹ American officials estimate that approximately 100,000 Chinese are illegally smuggled into the US every year.¹² Altogether, it appears that during the early 1990s around half a million Chinese have entered Europe, the former Soviet Union, and North America illegally in one way or another. Given the illegal nature of this migration, it is obvious that the data cited provide only a rough estimate of the order of magnitude

ESTIMATES OF CHINESE ILLEGAL IMMIGRANTS, BY COUNTRY, EARLY 1994
(In thousands)



¹¹*South China Morning Post*, 27 March 1994, p. 14

¹²Tim Weiner, 'Head of CIA Calls Gangsters a Major Global Problem', *International Herald Tribune*, 21 April 1994. See also remarks of Robert M. Perito, Department of State's Coordinator for Prevention of Alien Smuggling, in 'USIA Foreign Press Center Briefing-Topic: Smuggling of Illegal Aliens', *Federal News Service*, 13 August 1993.

Source: Paul J. Smith, "The strategic implications of Chinese emigration," *Survival*, vol. 36, no. 2, Summer 1994, pp. 60-77.

Evidence of criminal gangs organizing or facilitating this emigration has added a security dimension to this growing international trend. Criminal smuggling syndicates have reportedly organized a labyrinth of international air, sea, and land routes for human smuggling that involves roughly 30 countries. In some cases, human smuggling has become so lucrative for criminal gangs that it has replaced drug trafficking as the enterprise of choice.¹³

Central Europe's "crossroads" position between Russia and Western Europe has made it particularly vulnerable to Chinese smuggling operations. International press reports suggest that criminal syndicates are using the region as a forward staging base for smuggling Chinese into Western Europe and the United States.¹⁴ Countries that tend to be favored by criminal smugglers for "trans-shipping" Chinese migrants include Poland, Hungary, and the Czech and Slovak republics. Although the exact number of immigrants involved remains elusive, officials in both the Czech Republic and Hungary believe that a large proportion of their Chinese populations (estimated at 20,000 and 10,000 respectively)¹⁵ are involved in human smuggling, either as organizers or as participants.¹⁶

The smuggling of Chinese immigrants into Western Europe has been reported in the international media. Reports circulated last November that Chinese and Iranian criminal gangs had organized a vast smuggling ring stretching from East Asia to Austria, which then served as a transit point for migrants destined for Germany, Italy, and Spain.¹⁷ Spanish officials estimate that between 30,000 and 50,000 Chinese have been smuggled illegally into their country.¹⁸ Many of these arrivals are exploited in low-paying "workshops" in Madrid. Similar trends are being documented in France and Germany where tens of thousands of Chinese reportedly reside.¹⁹

In North America, the United States remains the primary destination for illegal Chinese immigrants. Since 1991, syndicates have smuggled thousands of Chinese into the US on ships and freighters.²⁰ When a series of smuggling ships entered the US last summer, President Bill Clinton declared the tactic a threat to national security and authorized the National Security Council to direct the US response.²¹

¹³Dave Todd, 'People Smuggling Now Rivals Drug Smuggling', *Toronto Star*, 24 April 1994.

¹⁴John Pomfret, 'Chinese Refugees' New Western Stop: East Europe; Thousands of Illegal Aliens, Many Bound for U.S., Stranded in Prague, Other Cities', *Washington Post*, 9 November 1993, p. A1. See also, 'Bratislava Crime Rising Fastest in Central Europe', *CTK National Newswire*, 28 January 1994. See also, 'German Border Guards Say Migrant Situation on Eastern Border "Alarming"', (Czech Radio-Radiozurnal, Prague) reported in *BBC Summary of World Broadcasts*, 17 November 1993, EE/1848/A.

¹⁵See 'Ten Thousand Chinese to Hungary', *MTI Econews*, 23 July 1993. See also Nilda Navarrete, 'Europe-Crime: Illegal Chinese Immigrants Flood into Prague', *Inter Press Service*, 27 November 1993.

¹⁶*Ibid.* See also, 'Black Market of Chinese Passports in Budapest', *Central News Agency*, 7 April 1994

¹⁷Steve Pagani, 'Asian Gangs Smuggle Immigrants Via East Europe', *Reuters*, 25 November 1993.

¹⁸Ciaran Giles, 'Restaurant Murders Turn Spotlight on Chinese on Spain', *AP Worldstream*, 2 February 1994; see also, *South China Morning Post*, 27 March 1994, p.14.

¹⁹Arthur Allen, 'Germany Alarmed by Rise of Chinese Crime Syndicate', *AP Worldstream*, 25 January 1994. See also, *South China Morning Post*, 27 March 1994, p. 14.

²⁰Ruth Ellen Wasem, 'Chinese Migration to the United States: Trends and Issues', *CRS Report for Congress*, 11 August 1993.

²¹Louis Freedberg, 'Immigration Now a Security Concern; Smuggling Forces White House to Bring in Intelligence Agencies', *San Francisco Chronicle*, 23 June 1993, p. A1.

More recently US officials are recognizing that despite last summer's crackdown, such smuggling continues unabated.²² Syndicates are relying on far more clandestine and circuitous routes. These involve many countries, among the most popular being Guatemala, the Dominican Republic, Mexico, and Belize.²³

Legislative developments

EUROPEAN UNION

The European Union has taken further steps to develop comprehensive and balanced immigration and asylum policies. In February 1994 it issued a *Communication from the Commission to the Council and the European Parliament*²⁴ as a background document for this purpose. The 17-member European Commission is the executive body of the European Union, and one of its major tasks is to initiate policy.

The Communication calls for action in three main areas – in treating the causes of migration pressure, in controlling migration flows, and in improving the integration of legal migrants into their host countries. The basic ideas are set forth in summary form at the end of the report in what is called a “new framework for action by the Union”. The framework is termed “not... a definitive work plan at this stage” but “a coherent set of proposals which Member States and the Commission itself will want to consider in drawing up a long-term action programme... to take account of the new challenges and new opportunities offered by the European Union.” This is the Commission’s second Communication on immigration and asylum. The first was issued on 23 October 1991 and urged that attention be paid to the same three major issues.

The report argues that immigration and asylum policies must be basic components of the European Union’s relations with external States – that such matters must be “fully integrated into the Union’s external policies.” The various instruments available for conducting policy with non-members should be used to address the root causes of migration. Trade programmes, development and cooperation policies, humanitarian assistance, and human-rights policies might be used towards that end, the report says. For any of this to work, it adds, accurate information on migration patterns and future migration trends will be needed.

Controlling migration flows “will mean defining and implementing common approaches to admission policies as regards admission of workers, self-employed persons, and students, and the approximation of admission policies for humanitarian reasons,” the Communication states. Steps will be needed to deal more effectively with illegal immigration “by way of preventive measures and measures to address the issue of persons illegally resident in the Community, with a particular focus on combating illegal employment”. The report goes on to add that in European Union policies involving refugees and other persons needing protection, the aim should not be to control flows but to ensure that examination of asylum applications continues to be carried out in a fair and efficient manner. The Union also should act cooperatively to give temporary protection to those uprooted by the war in ex-Yugoslavia,

²²Roberto Suro, 'Chinese Smuggling Grows, Forcing U.S. Reassessment', *Washington Post*, 2 June 1994, p.A1.

²³*South China Morning Post*, 1 May 1994, p. 14.

²⁴ Commission of the European Communities, *Communication from the Commission to the Council and the European Parliament, On Immigration and Asylum Policies*, COM(94) 23 final, Brussels, 23. 02. 1994.

the Communication recommends, with member States farther afield sharing the burden of those States “caught in a front-line position in responding to such situations”.

The Communication stresses that strengthening integration policies to benefit legal immigrants is “an essential element of the wider need to promote solidarity and integration in the Union.” The practical and emotional conditions of life for legal, third-country nationals should be improved “in a meaningful way,” the report comments. It says further steps should be taken “towards assimilating their rights with those of citizens of the Member States.” Employment and education should be improved for legal migrants, and “racial discrimination and all forms of racism and xenophobia” should be combated. The Commission further advocates that all Member States sign and ratify the United Nations Convention on Migrant Workers and Members of Their Families.

UKRAINE

In practically all the former socialist countries of central and eastern Europe migration policies and legislation are in a state of flux and new systems are being developed. In *Bulletin*, no. 3, we reported that a set of pertinent bills had been submitted to the Ukrainian Parliament and discussed a bill on exit and re-entry procedures for Ukrainian citizens. The part of that bill “On the passport of the citizen of Ukraine for exit abroad” had been enacted by a presidential decree.

In a further development, the Verkhovna Rada (Parliament) of Ukraine adopted a law “On refugees” on 24 December 1993. This law introduced a definition of “refugee” corresponding to the one provided by the 1951 United Nations Convention Relating to the Status of Refugees – that is, persons subject to persecution, or fear of persecution because of race, religion, nationality or political opinions. Also, conditions under which refugee status shall not be granted are defined: recognition of human rights and absence of persecution in the country of citizenship; the person committed crimes against peace, war crimes, or crimes against humanity; the person committed crimes of a non-political nature outside the borders of Ukraine prior to arrival on its territory; prior to arrival in Ukraine the person resided in a state where asylum could have been obtained or refugee status acquired.

The Migration Service of the Ministry for Nationalities and Migration has to make a decision on granting refugee status no later than one month after an application is filed. Refugees have a wide range of rights and obligations. They include choice of place of temporary residence from a list of areas of residence proposed by the Migration Service, and free movement on the territory of Ukraine; right to employment or participation in entrepreneurial activities; acquisition of property under conditions envisaged by Ukrainian legislation for foreigners; education, health protection, housing, financial assistance and other social security benefits. Refugees also are guaranteed fundamental human rights and freedoms.

The law specifically prohibits deportation or forceful return of a refugee to a country where the conditions remain in effect that led to his refugee status in the first place. The Ukrainian legislature also has reiterated its willingness to cooperate with other states and international organizations to eliminate the causes of refugee flows, to improve the material situations of refugees and bolster their legal status, and to ease the voluntary return of refugees to their home countries.

This issue of the *Bulletin* was compiled and edited by Tomas Frejka with the assistance of other PAU staff. The Population Activities Unit would appreciate receiving comments from readers. We plan to improve future issues and would like to know about the specific needs of readers for data and analysis so that we can provide more useful information. Please address all comments and suggestions to Miroslav Macura, Chief, PAU/DEAP/UN/ECE, Palais des Nations, CH 1211 Genève 10, Switzerland. Telephone: 41 22 917 2476 Telefax: 41 22 917 0101