

INTERNATIONAL MIGRATION BULLETIN

No. 3, November 1993

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, while the *Bulletin* presents and analyses these data.

Highlights

- ◆ The total number of refugees and displaced persons in and from the former Yugoslavia due to ongoing warfare exceeded 5.0 million in late October 1993; 4.3 million of whom remained in the countries of ex-Yugoslavia and over 700,000 who had left -- mostly to western Europe. In Bosnia-Herzegovina the numbers affected increased from 800,000 in October 1992 to 2,740,000 in October 1993 .
- ◆ The total number of asylum applications for the whole of 1993 will be between 750,000 and 800,000, a decline from the 821,000 in 1992. Considerable decreases in asylum applications were registered in Austria, Finland, Germany, Sweden and Canada, while the numbers increased in Belgium, Denmark, the Netherlands, Norway, Switzerland and the United States of America.
- ◆ More than 500,000 immigrants and refugees have entered Russia from the former territories of the Soviet Union during the first half of 1993, half of them from the central Asian republics and Kazakhstan. The Russian Federal Migration Service estimates that a total of 3 to 6 million refugees will enter Russia, which is of concern to the Russian government.
- ◆ New migration streams of irregular and illegal migrants from eastern Europe and the developing countries have emerged following the collapse of the authoritarian regimes in central and eastern Europe. The magnitude of these flows, labeled "transit migration", is difficult to estimate, but they are of significant concern to the respective governments because they cause disruptions and strain in the economic, social, and political fabric of these societies.
- ◆ A series of immigration legislation reforms went into effect during 1993 in France. Their general purpose is to make it more difficult to obtain permission to enter and to reside in the country and to acquire French citizenship.
- ◆ The Fifth Conference of European Ministers Responsible for Migration Affairs agreed on the need for a comprehensive policy to moderate migration flows and on policy measures to combat racism, xenophobia and intolerance.



**United Nations
Geneva, 1993**

Introduction

We would like to acknowledge the institutions and individuals whose contributions of information and data for this third issue of the *Bulletin* have made it possible to fulfill our mandate to collect, analyse and disseminate up-to-date, concise, and comprehensive information on international migration in the UN/ECE region. In addition to the data collected directly by the UN/ECE Population Activities Unit in collaboration with the UN/ECE Statistical Division, we wish to acknowledge, in particular, the data provided by the United Nations High Commissioner for Refugees (UNHCR) and the Inter-governmental Consultations (IGC)¹. We would also like to thank the following colleagues (in alphabetical order) for their collaboration and contributions: Mr. Michael Bisi, IGC, Geneva, Switzerland; Mr. Jiri Grumlik, Ministry of Interior, Prague, Czech Republic; Mr. Jan Henneman, UNHCR, Geneva, Switzerland; Mr. Allan Jury, US Mission to the UN in Geneva, Switzerland; Mr. Tomasz Kozlowski, Ministry of the Interior, Warsaw, Poland; Mr. Roger Kramer, US. Department of Labor, Washington, D.C., United States; Mr. Gérard Moreau, Ministère des Affaires Sociales de la Santé et de la Ville, Paris, France; Mr. Marek Okolski, University of Warsaw, Warsaw, Poland; Mr. Henrik Olesen, IGC, Geneva, Switzerland; Mr. John Salt, University College London, United Kingdom; Mr. Oleg Shamshur, Ukrainian Mission to the UN, Geneva, Switzerland; and Mme. Michelle Tribalat, Institut National d'Etudes Démographiques.

Refugees and displaced population due to armed conflicts

The number of refugees and displaced persons due to armed conflicts in the UN/ECE region has steadily augmented in the second half of 1993. Bosnia-Herzegovina and the Transcaucasian countries remain the principal areas experiencing this increase. Most of the refugees and displaced persons are suffering severe hardships, such as lack of food, fuel, adequate shelter, and basic health care. Frequently they are subject to harsh persecution and are in direct danger of serious injuries or losing their lives due to ongoing warfare. Under such conditions estimates concerning the numbers of people involved are inaccurate. Data for former Yugoslavia, however, are reasonably reliable given the major involvement of international organizations, in particular the UN High Commissioner for Refugees and the International Committee of the Red Cross, in humanitarian assistance.

In Bosnia-Herzegovina the number of refugees and displaced persons that remained in the country increased from 800,000 at the end of October 1992 to 2,300,000 in late March 1993 and again to about 2,740,000 in late October 1993², a 3.5-times increase in one year. In addition, tens of thousands of refugees and asylum seekers left Bosnia-Herzegovina, either for neighboring countries of ex-Yugoslavia or for other European countries. The number of asylum applications filed in seven west European countries alone during 1993 totals approximately 60,000 (See next section below).

As of late October 1993, almost 4,300,000 people in the territory of former Yugoslavia were receiving UNHCR humanitarian assistance³. The numbers of displaced persons/refugees

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 United Nations High Commissioner for Refugees (UNHCR), Office of the Special Envoy for former Yugoslavia, Information Notes on Former Yugoslavia, No. 11/93, November 1993, p. 7.

³ UNHCR, *Information Notes on Former Yugoslavia*, No. 11/93, November 1993, p. 7.

estimated to be receiving assistance were 690,000 in Croatia, 565,000 in Serbia, 110,000 in United Nations-protected areas (in Croatia), 82,000 in Montenegro, 45,000 in Slovenia, and 27,000 in the Former Yugoslav Republic of Macedonia, in addition to the 2,740,000 in Bosnia-Herzegovina.

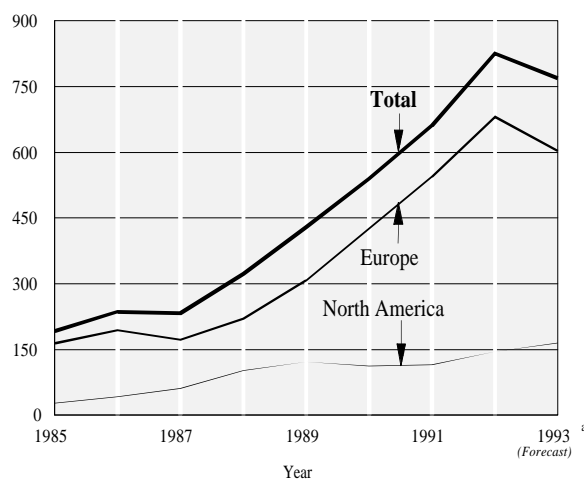
To arrive at the total number of refugees and displaced persons from the former Yugoslavia, the refugees and asylum seekers that have left, mostly for west European countries, have to be added. Available evidence indicates that there are more than 700,000 such persons. The UNHCR *Survey of the Implementation of Temporary Protection*⁴ reported that as of early 1993 there were over 600,000 persons that had left ex-Yugoslavia for other countries of the UN/ECE region. During the first nine months of 1993 the estimated number of asylum seekers was about 130,000 (See next section below). All in all, as of late October 1993, the total number of refugees and displaced persons in and from the former Yugoslavia exceeded 5,000,000 persons.

Much less is known about the numbers of refugees and displaced persons in the territory of the former Soviet Union. There is no doubt that, due to ongoing warfare in the Transcaucasian republics of Armenia, Azerbaijan and Georgia, these numbers are significant. A recent report in the *Economist* estimates that "up to 900,000 Azerbaijanis have been displaced by the war"⁵ and according to a UN draft resolution submitted to the General Assembly, "the number of refugees and displaced persons in Azerbaijan has recently exceeded one million, and is increasing further"⁶. Comparably large numbers of population are affected in the other countries, however, reliable estimates are not available. Nevertheless, expert and media reports indicate that the majority of people in these three countries is suffering severely from the consequences of warfare⁷.

Asylum seekers

The total number of asylum applications in the UN/ECE region for 1993 will still be large -- between 750,000 and 800,000. However, it appears that the trend of continuous increase from one year to the next has ceased. The estimate for all of 1993, based on actual numbers for the first nine months, indicates that the number of asylum seekers in the UN/ECE region will be smaller than it was in previous years. The decline was particularly noticeable in Europe and Canada. Among the reasons for the decline in the number of asylum seekers is that several west European countries have taken measures to streamline and/or tighten

Asylum applications in
UN/ECE region
(In thousands)



Note:

^a Data for 1993 are an extrapolation of asylum applications lodged during the first nine months.

Source: IGC

⁴ UNHCR, *Survey of the Implementation of Temporary Protection*, Comprehensive Response to the Humanitarian Crisis in Former Yugoslavia, mimeographed, 30 April 1993

⁵ *The Economist*, 13 November 1993, p. 31.

⁶ Draft resolution, *Emergency international assistance to refugees and displaced persons in Azerbaijan*, doc. A/C.3/48/L.23, 9 November 1993

⁷ As of 1 January 1990, 15.9 million people were living in these republics: 5.5 in Georgia, 7.1 in Azerbaijan and 3.3 in Armenia (USSR Goskomstat, *Demograficheskiy Ezhegodnik SSSR 1990 [USSR Demographic Yearbook 1990]*, p.11.)

regulations for admitting them. The parliaments or governments of Austria, Canada and Germany adopted such measures in 1992 and 1993 (See *Bulletin* No. 2, May 1993). The measures taken in France and the United Kingdom are described in the section on *Legislative developments* below.

ASYLUM APPLICATIONS IN WESTERN EUROPE AND NORTH AMERICA
(In thousands)

	1991	1992	1993 forecast ^a	Change in %	
				1992/1991	1993/1992
Western Europe	544	680	603	25	-11
North America	101	141	165	40	17
TOTAL	645	821	768	27	-6

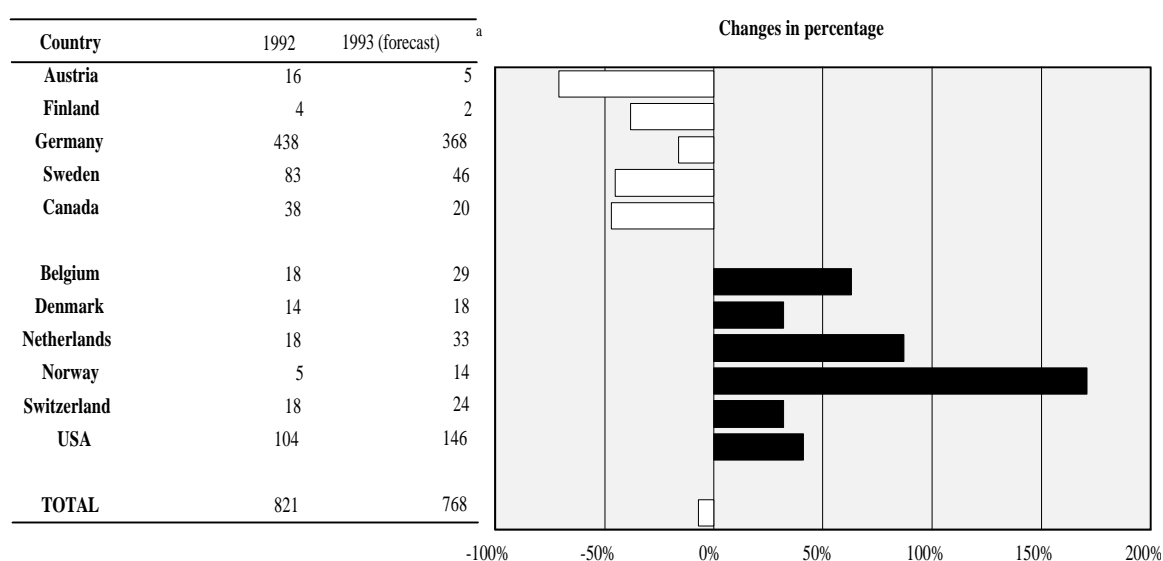
Note:

^a The data for 1993 are based on an extrapolation for each country to the end of the year of asylum applications lodged during the first nine months.

Source: IGC

The overall decline in the number of asylum seekers is not shared equally by all countries. In some the numbers will be significantly lower in 1993 compared to 1992 and in others the numbers will be higher. Taking the forecasted data for 1993 (which are based on actual numbers through September), considerable declines are registered in Austria, Finland, Sweden and Canada. The percentage decline in Germany is not likely to be large, however, since so many people apply for asylum in Germany, the absolute numbers for 1993 will probably be significantly lower than in 1992. Belgium, Denmark, the Netherlands, Norway, Switzerland, and the United States of America are experiencing major increases in the number of asylum seekers in 1993.

Asylum Applications, Selected Countries, 1992-1993
(In thousands)



Note:

^a Data for 1993 are an extrapolation of asylum applications lodged during the first nine months.

Source: IGC

The increase in asylum applications in some countries is primarily the result of the steady exodus from the countries of former Yugoslavia due to armed conflicts and to unstable political, social, and economic conditions. In addition, asylum applicants are increasingly aware of the tighter regulations in certain countries and therefore file their applications in countries which still have reasonably liberal conditions.

A significant proportion of the asylum seekers in Europe during the first nine months of 1993 come from the former Yugoslavia, around half of them from Bosnia-Herzegovina. For instance, the majority of the asylum applications, over 80 per cent in Sweden, Denmark and Norway are from citizens of ex-Yugoslavia. Large numbers of former Yugoslav citizens have applied for asylum in the Netherlands (almost 8,000) and in Germany (over 72,000). Altogether about 130,000, i.e. almost 30 per cent of the total number of applications through September 1993, are from people of former Yugoslavia, and a large proportion of those are from Bosnia-Herzegovina. In Germany there was also a large number of asylum applications from Romanian citizens (over 70,000). However, according to the German Ministry of Interior, in recent months there has been a noticeable drop in applicants from Romania (and Bulgaria), apparently because "the rules on safe third countries and safe countries of origin, as well as the agreement with Romania to return those who come across the border must be working".⁸

One half of the asylum seekers in the US come from four countries: Guatemala, El Salvador, China, and Haiti. The numbers of asylum seekers from the latter three countries have increased in 1993 compared to 1992. They have, however, also increased from many other countries. The largest number from any one country in 1993 --over 31,000-- coming from Guatemala, is actually significantly less than in 1992 when there were almost 44,000 from this country. Relatively few asylum seekers from eastern Europe come to the US.

Regular migration

All available information indicates that most west European countries continued to be net immigration countries during the first half of 1993. Often a rough generalization applies that about twice as many people immigrate than leave a country. Such is the situation as portrayed by preliminary data for January-June 1993 in Denmark (19,000 immigrants vs. 13,000 emigrants), Finland (7,000 vs. 2,000), the Netherlands (54,000 vs. 26,000), Norway (12,000 vs. 7,000), Sweden (20,000 vs. 14,000) and Switzerland (57,000 vs. 34,000).

The composition of immigrants by country/region of origin is relatively stable in the short run. During the first half of 1993, more than three quarters of all immigrants to the United States and Canada came from the developing world. This contrasts with Europe where the majority of immigrants tend to come from other European countries. Slightly more than half of the immigrants to the Netherlands (52 per cent) and Sweden (51 per cent) were of European origin, compared with certain other countries where three quarters or more of the immigrants are Europeans, as for example, Norway with 72 per cent and Switzerland with 86 per cent. Among these, immigrants from the former Yugoslavia currently comprise a significant proportion.

Albania constitutes a special case. During the past several years large numbers have left the country. According to preliminary estimates, between 250,000 to 300,000 Albanians may

⁸ *International Herald Tribune*, 14 September 1993, p. 2.

be living in Greece and 40,000 to 100,000 in Italy. Assuming these estimates are reasonable, between 9 and 14 per cent of the total 1989 population of 3,200,000 live abroad.⁹

INTERNATIONAL MIGRATION, RUSSIAN FEDERATION, JANUARY-JUNE 1993, PRELIMINARY DATA
(In thousands)

Region/Country	Immigrants	Forcibly Displaced Persons ^a	All immigrants	Emigrants	Net migration
a	1	2	3 (equals 1+2)	4	5
Baltic republics	27	1	28	3	+25
Transcaucasian republics	70	45	115	9	+106
Central Asian republics & Kazakhstan	201	54 ^b	255	60	+195
Other European republics (Ukraine, Belarus, Moldova)	103	3	106	136	-30
Germany	-	-	-	30	-30
Israel	-	-	-	10	-10
Other	-	21 ^c	21	9	+12
TOTAL	401	124	525	257	+268

Notes:

^a See footnote 10.

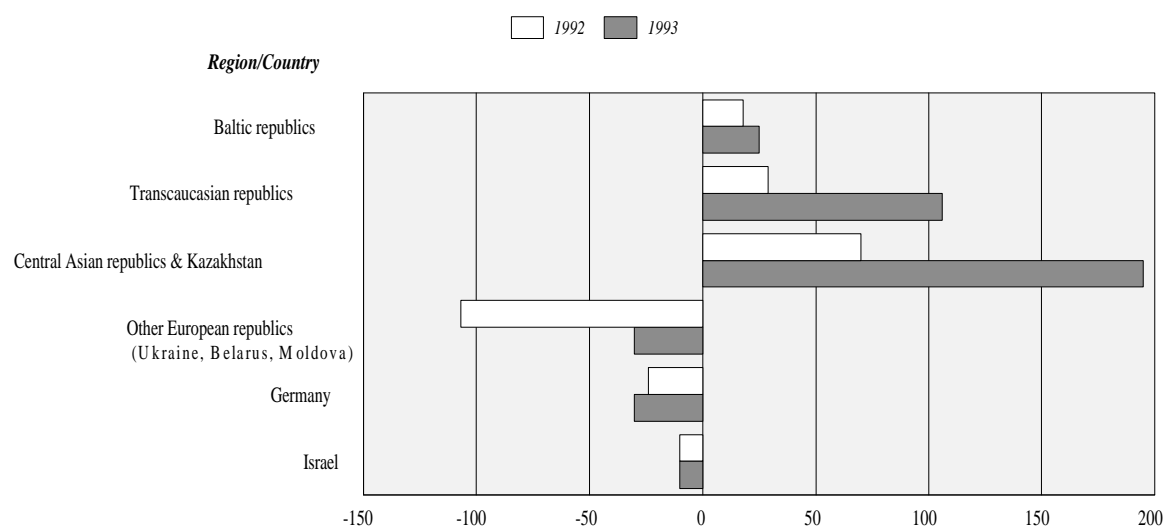
^b The majority, 44 thousand, are from Tajikistan.

^c These are forcibly displaced persons that had to leave their place of residence within the territory of the Russian Federation.

Source: Russian Federation State Committee on Statistics.

Relatively large migration movements continue to occur in the territory of the former Soviet Union. The direction of the movements are quite similar to what they were in the first

Net migration, Russian Federation, January-June 1992 and 1993
(Immigrants minus emigrants in thousands)



Source: Russian Federation State Committee on Statistics.

⁹ Misja, Vladimir, *Des aspects de la migration internationale en Albanie*, paper presented at the PAU/UN/ECE Workshop on the Causes and Consequences of Emigration from Central and Eastern European Countries., Geneva, 14-15 September 1993.

half of 1992 (see *Bulletin*, No. 1, November 1992), but it appears that more people are now entering Russia than before. Particularly significant are the flows from the central Asian republics and from the Transcaucasian countries. Included in these numbers are regular migrants as well as "forcibly displaced persons", i.e. people who left their place of permanent residence due to violence or persecution.¹⁰

In a report presented by the head of the Russian Federal Migration Service at a meeting of the presidium of the Russian Cabinet it was stated that "migration has become an issue of state security. Around two million refugees and economic migrants have come to Russia. Mass migration is expected to total approximately 400,000 from the Transcaucasus, around 3 million from Central Asia and almost 500,000 from the Baltic republics. Estimates of refugees from the near abroad¹¹ range from a minimum of 3 million to a maximum of almost 6 million".¹²

Irregular and illegal migration

UNITED STATES OF AMERICA

The US Immigration and Naturalization Service (INS)¹³ estimated the number of illegal aliens residing in the United States as of October 1992 at 3.2 million. Since the close of the IRCA legalization program four years ago when the illegal resident population was estimated at 2.0 million, there was an average annual growth of 300,000. The principal countries of origin are Mexico (31 per cent), followed by El Salvador (9 per cent), Guatemala (4 per cent) and Canada (3 per cent). According to these estimates just over 100,000 resident illegal aliens come from Poland (3 per cent).

"TRANSIT MIGRATION" IN CENTRAL EUROPE

Significant flows of irregular and illegal migrants from the Third World and from east European countries have developed in the years following the demise of authoritarian regimes in central and eastern Europe, mostly through central Europe (the Czech Republic, Hungary, Poland and the Slovak Republic) to western Europe. This has come to be known as "transit migration"¹⁴. East European countries, including CIS republics, are not only sources of transit migration but are experiencing transit migration of their own from countries farther to the east and south. In this context the concept "transit migration" denotes "migration to a country with intention of seeking the possibility there to emigrate to another country as the country of final destination" by means that are partially, if not fully, illegal. Legal transit migration is a normal phenomenon and was practiced in this part of the world in the recent past, when, between 1968 and

¹⁰ 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.

¹¹ The "near abroad" is the term commonly used in Russia to denote other countries of the former Soviet Union.

¹² *Rossiyskiye Vesti (Russian News)*, 12 November 1993.

¹³ U.S. Immigration and Naturalization Service, *Estimates of the Resident Illegal Alien Population: October 1992*, Mimeographed internal document, September 1993.

¹⁴ The UN/ECE Population Activities Unit convened an informal workshop *The Study of Transit Migration in Central Europe*, 14-15 June 1993 in Geneva and is planning a *Second Workshop on the Study of Transit Migration in Central Europe* for 16-17 December 1993 in Warsaw. The results of these workshops will be published early in 1994. All recipients of the present *Bulletin* will receive copies of this publication. Preliminary information presented here is based on papers prepared for the workshops.

1989, over 365,000 Jews from the former Soviet Union emigrated through Austria to Israel and the US.

Among the reasons why the present form of transit migration concerns both governments of the countries through which the flows occur and to the governments of the countries of destination is that it involves large numbers of people and its illegal nature can be accompanied by disruptions and strain in the economic, social and political fabric of the respective societies.

The number of people detained in attempted illegal border crossings, for instance, indicates the size of the flows. Since the number of persons that have managed to cross the border illegally without detection is unknown these numbers only suggest the minimum magnitude of transit migration. Thirty-six thousand and seventy-one people were detained at the borders of the Czech Republic during the first ten months of 1993; over half of whom were nationals of the former Yugoslavia, followed by Bulgarians (12 per cent) and Romanians (10 per cent). In Poland, from January through September 1993 there were 15,248 detained persons at the borders; over 40 per cent of whom were Romanians, followed by Bulgarians (10 per cent), Ukrainians (7 per cent) and Russians (5 per cent). Detained Chinese, Indians and Albanians were among the nationalities whose numbers were increasing in 1993. Apparently the Chinese have established functioning illegal networks, first in Hungary, then in the Czech Republic and in Poland to smuggle thousands to eastern Europe and then to the West. A one-room Chinese bistro with eight tables in Prague was found to have 325 employees¹⁵.

Legislative developments

FRANCE

A series of immigration legislation reforms went into effect during 1993. Their purpose is to make it more difficult to obtain permission to reside in France and to acquire French citizenship.

A comprehensive law on the conditions of entry, reception and stay of foreigners in France (*La loi relative aux conditions d'entrée, d'accueil et de séjour des étrangers en France*) was adopted by Parliament on 24 August 1993. It contains extensive provisions on residence and entry, family reunification, asylum applications, and deportation. Its objective was to strengthen the legislative mechanism controlling migration and to minimize procedural delays. Considerations of public order are systematically taken into account.

Regarding *residence and entry*, several types of restrictions to obtain full-privilege resident permits valid for a period of 10 years have been introduced. The spouse of a French national may not obtain such a permit until he or she has lived with the French spouse for at least one year. Resident permits are no longer granted to foreigners who have studied in France for more than 10 years, to children coming to France before reaching 10 years of age, and to foreigners who can prove that they have resided in France for more than 15 years. Resident permits will no longer be granted to polygamous foreign nationals, nor to the spouses of such nationals. Special provisions aim to curb illegal practices, such as marriages arranged for the purpose of acquiring residence permits.

The provisions regarding *family reunification* have been modified significantly: lengthening the minimum duration of previous residence to two years; introducing the requirement of the mayor's judgment at the place of residence on housing conditions and

¹⁵ *International Herald Tribune*, 10 November 1993, p.1

resources following an investigation of the International Organization for Migration; requiring a single, comprehensive family reunification. Harsh provisions are those that call into question the right to possess residence permits for children who, at 16 or 18 years of age, may be denied such a permit on the grounds that family reunification conditions are no longer met. Only those persons who arrived before the age of six years will be protected and can retain their resident permit.

Regarding *asylum applications*, previously prefectures were required to grant temporary authorization of stay to asylum seekers who, once in possession of this permit, were then obliged to file their application with the French Office for the Protection of Refugees and Stateless Persons (O.F.P.R.A.). Now, the Ministry of the Interior will perform a pre-examination on the nature of the application and may refuse admission in the event of fraudulence or if its review reveals a previous asylum application in another country. It was necessary to amend the Constitution so that the latter stipulation could be put into effect. The French Constitution required authorities to accept and review all asylum applications, including those of applicants who had previously applied in another country. Parliament approved the respective constitutional change on 19 November 1993. The asylum procedure will function henceforth at "two speeds": those who are admitted for stay and maintain more or less the same privileges as before; and those who are not admitted and are subject to an expedited procedure.

The law of 24 August 1993 stiffens measures designed to facilitate the *deportation* of foreigners in irregular circumstances or those disturbing the public order. The Residence Commission and the commission charged with the responsibility of rendering judgments on deportation decisions now have only a consultative role. In addition, the categories of foreigners shielded from deportation are reduced. Administrative detention prior to deportation may from now on last up to 10 days; the previous limit was three days.

Another measure was approved by Parliament on 26 April 1993 authorizing verification of an individual's identification, which may be performed as a preventative procedure.

Finally, the law on French nationality was changed on 22 July 1993. This law modifies the rules of acquiring French nationality at birth for children born in former departments, overseas territories and colonies whose parents are French nationals but who themselves were born in former departments, overseas territories, and colonies. The law introduces other changes. A foreigner marrying a French national can now acquire French citizenship only after two years of living together in France. The law also changes the method of acquiring French nationality for children of foreigners born in France when they reach majority. Previously it was acquired automatically unless they turned it down between the ages of 17 and 18. In order to obtain French nationality children must now submit an application between the ages of 16 and 21.

UNITED KINGDOM

The Asylum and Immigration Appeals Act 1993 received Royal Assent on 1 July 1993; its clauses put into effect later that month. The Act is designed to accelerate and simplify decision making in asylum cases, and to streamline the immigration appeals system.

The main provisions of the Act :

- define a claim for asylum in terms of the United Kingdom's obligations under the 1951 Geneva Convention, and establish the precedence of the Convention over the Immigration Rules in the event of a conflict;
- empower officials to fingerprint asylum applicants;

- modify the duty of local authorities regarding the housing of asylum applicants;
- provide appeal rights, with special adjudicators to hear asylum cases;
- remove rights of appeal against a decision to refuse entry to certain groups (visitors, short-term or prospective students);
- provide for the Immigration (Carriers Liability) Act 1987 to be amended to make provision for a visa requirement on certain transit passengers passing through the United Kingdom.

UKRAINE

Migration-related legislation in the Ukraine has been determined by the urgent need to respond appropriately to the changing character of migration flows and diversification of their structure, as well as to establish institutional mechanisms that can regulate migratory processes. To this end a set of pertinent bills (draft laws) has been submitted for the consideration of the Ukrainian Parliament, specifically those on refugees, immigration, legal status of foreign citizens, and exit and re-entry procedures of Ukrainian citizens. In the following paragraphs only the last bill is discussed.

Once approved, the bill on procedures of exit and re-entry of Ukrainian citizens will supersede the Ukrainian Cabinet of Ministers regulation of 31 December 1992 "On urgent measures to resolve the problems pertaining to the exit of citizens of Ukraine abroad", thus finalizing the juridical dismantlement of the prohibitive model of emigration control in Ukraine.

The bill abolishes the practice of issuing exit visas and simplifies the issuance of foreign passports¹⁶. Normally, these will be issued -- within three months, or three days in emergencies -- to any Ukrainian citizen aged 18 years and over upon his/her request, and will be valid for 10 years with the possibility of prolongation.

According to the bill, a Ukrainian citizen can be temporarily denied the right to obtain a foreign passport or the right to exit only in cases of the possession of state secrets (for a period of five years), contested or unfulfilled alimony, contractual or other civil obligations, indictment or conviction, military draft or deliberate provision of false biographical data. In contrast to previous Soviet regulations, citizens will have the option to contest the denial to issue a foreign passport in court. The law will also guarantee property and legal rights of emigrants in the home country.

The bill is still under deliberation in parliamentary commissions as of early November 1993. However, an important section pertaining to the issuance of foreign passports was enacted by a decree of the Ukrainian President "On the passport of the citizen of Ukraine for exit abroad" on 28 October 1993.

UNITED STATES OF AMERICA

The North American Free Trade Agreement (NAFTA) was approved by the US Congress in November 1993. It goes into effect 1 January 1994. While it contains very few stipulations directly related to international migration, it was a major policy issue in the United States for several months because of its possible impact on the labor market and on migration, regular and

¹⁶ Every citizen above age 16 has an "internal passport" as the basic identification document. The "foreign passport" is a document required for travel beyond the borders of Ukraine.

illegal. However, NAFTA does not create a common market for the movement of labor. Each country maintains its rights to protect the permanent employment base of its domestic labour force, to implement its own immigration policies, and to protect the security of its borders.

Four groups of temporary migrants are specifically dealt with in the Agreement: business visitors; traders and investors; intra-company transferees and professionals. Entry of the first three categories --clearly and in detail defined-- into the United States will be facilitated under NAFTA. For the time being, the US and Mexico have agreed to an annual limit of 5,500 Mexican professionals entering the United States.

Meetings

FIFTH CONFERENCE OF MINISTERS RESPONSIBLE FOR MIGRATION AFFAIRS (Athens, 18-19 November 1993)

The principal items on the agenda were:

1. Ways of moderating migration flows and
2. Racism, xenophobia and intolerance.

Considerably more time in the discussion was devoted to the first item and lack of time prevented more time spent on the second, however, the *Conclusions* of the meeting clearly indicate the importance the Ministers attached to the combating of racism, xenophobia and intolerance.

There was a general consensus on the need for a comprehensive policy approach to achieve moderating of migration flows which was expressed in the *Conclusions* as follows: "The Ministers underline the need for a comprehensive approach to migration challenges bringing together protection for refugees and assistance to forcibly displaced persons; immigration management and control policies; integration and anti-racism policies; and comprehensive prevention measures, including development cooperation, designed to address root causes of irregular movements. They also observe that effective management of international migration depends increasingly on international cooperation, real commitment and mutual support between countries concerned... They consider that increased cooperation between all States concerned, together with the relevant international agencies and fora, a gradual conversion of immigration control systems and the harmonisation of asylum procedures, would create the conditions for maximising freedom to travel in Europe. The Ministers confirm at the same time their determination to provide protection to those in need under the Geneva Convention relating to the Status of Refugees of 28 July 1951 and the New York Protocol of 31 January 1967".¹⁷

Regarding the second theme, "[T]he Ministers strongly express their abhorrence of racism and xenophobia and share the current concern at the growth of these evils in Europe. They therefore emphasize the importance of the adoption by Heads of State and Government of the Council of Europe, meeting at their first Summit Conference in Vienna on 8-9 October 1993, of a Declaration and Plan of Action on combating racism, xenophobia, antisemitism and intolerance. ...The Ministers have agreed that action to combat racism, xenophobia and intolerance needs to be seen as an integral part of integration and community relations policy".

¹⁷ Council of Europe, Fifth Conference of European Ministers Responsible for Migration Affairs, *Conclusions*, Athens, 18-19 November 1993, MMG-5 (93) 4.

This issue of the *Bulletin* was edited by Tomas Frejka with the assistance of other PAU staff. The Population Activities Unit would appreciate receiving any comments from readers of this *Bulletin*. We plan to improve future issues and would therefore like to know about your specific data and analysis needs so that we may better accommodate them. Please address all comments and suggestions to Miroslav Macura, Chief, PAU/DEAP/UN/ECE, Palais des Nations, CH 1211 Genève 10, Switzerland