

## MIGRATION NEWS

>Vol. 12, No. 2, April 2005

>

>Migration News summarizes the most important immigration and  
>integration developments of the preceding quarter.

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>Topics are grouped by region: North America, Europe, Asia and Other.

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>less. Many issues also contain summaries and reviews of recent  
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>of Ag and Resource Economics, University of California, Davis,  
>California 95616 USA.

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>Editor: Philip Martin  
>Managing Editor: Cecily Sprouse  
>Department of Ag and Resource Economics,  
>One Shields Ave  
>University of California, Davis  
>Davis CA 95616  
>Tel (530) 752-1530  
>Fax: (530) 758-4928  
>Email: migrant@primal.ucdavis.edu  
>Home Page: <http://migration.ucdavis.edu>

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>MIGRATION NEWS

>THE AMERICAS

>UNAUTHORIZED, IMMIGRATION AGENCIES

>BUSH: UNAUTHORIZED, GUEST WORKERS

>CONGRESS, STATES

>MEXICO: MIGRANTS, MEXICANS IN US, ECONOMY

>JOBS, SOCIAL SECURITY  
>H-WORK VISAS, STUDENTS  
>CANADA: MINISTERS, INTEGRATION  
>LATIN AMERICA  
>EUROPE  
>EU: MIGRATION, SERVICES, EMPLOYMENT  
>GERMANY: VISAS, LABOR, ASYLUM  
>UK: ELECTIONS, ADMISSIONS, IRELAND  
>SPAIN, PORTUGAL, ITALY  
>FRANCE, BENELUX  
>RUSSIA, NORTHERN, EASTERN EUROPE  
>ASIA  
>CHINA: MIGRANTS, FARMS  
>JAPAN; ENTERTAINERS, DEMOGRAPHY  
>MALAYSIA, SINGAPORE, THAILAND  
>INDIA: REMITTANCES, HIGH-TECH  
>OTHER  
>AUSTRALIA: IMMIGRATION  
>MIDDLE EAST  
>AFRICA: MIGRANTS, JOBS, CUSTOMS  
>GLOBAL TRENDS: MIGRATION, POPULATION, DEVELOPMENT  
>RESOURCES  
>SKILLED MIGRANTS  
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>THE AMERICAS

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>Unauthorized, Immigration Agencies

>

>Demographer Jeff Passel estimated that there were 10.3 million  
>unauthorized foreigners in the US in March 2004, up from 8.4 million  
>in 2000, suggesting an increase of almost 500,000 a year despite the  
>legalization or departure of 200,000 to 300,000 unauthorized each  
>year. There were about 36 million foreign-born US residents in 2004;  
>almost 30 percent were unauthorized.

>

>About 57 percent or 5.9 million of the unauthorized were Mexican, and  
>over 80 percent of migrants from Mexico in recent years have been  
>unauthorized. Most of the unauthorized are between 18 and 40, but  
>1.7 million or about a sixth are children under 18, suggesting that  
>there may be three million US-born siblings of these unauthorized  
>children in families headed by an unauthorized persons. Only 1.1  
>million of the unauthorized are over 40.

>

>Half of the unauthorized arrived before 1994, a quarter between 1994  
>and 1999, and a quarter between 1999 and 2004.

>

>California had 2.4 million or 24 percent of the unauthorized,  
>followed by 14 percent in Texas and nine percent in FloridaÑ these  
>three states had half of the unauthorized. The share of the  
>unauthorized in these states has fallen as new destination states in  
>the southeast and Midwest became important destinations.

>

>President Bush proposed a \$12.9 billion FY06 budget for the three  
>major immigration-related agencies of the Department of Homeland  
>Security. The U.S. Customs and Border Protection (CBP) agency, which

>apprehends about 3,000 foreigners a day just inside US borders, was  
>to add 2,000 Border Patrol agents in FY06 under previous legislation,  
>but Bush proposed adding 210 more agents in the \$6.6 billion CBP  
>budget. Interior enforcement and removals are handled by Immigration  
>and Customs Enforcement (ICE), which is slated to receive a 13  
>percent increase to \$4.4 billion.

>  
>Bush proposed \$1.9 billion for U.S. Citizenship and Immigration  
>Services (USCIS), which collects most of its budget in fees from  
>applicants for services.

>  
>CBP. Beginning in 1994 with Operation Gatekeeper, the Border Patrol  
>positioned agents visibly on the border and added fences and lights  
>to deter migrants from attempting illegal entry. However, that has  
>merely shifted migrants from one part of the border to another rather  
>than deterring them. In FY04, some 1.1 million foreigners were  
>apprehended (half in Arizona), up 24 percent from FY03.

>  
>Two approaches frame the current political discussion of what to do  
>about continued entries without inspections on the US-Mexican border.  
>At the one end of the spectrum are those who call for more agents and  
>fences, plus using the military to help "secure the border."

>  
>Private groups have already stepped into this role. The private  
>Minuteman Project led by Chris Simcox, publisher of the weekly  
>newspaper, The Tombstone Tumbleweed, brought over 1,000 volunteer  
>"Minutemen" to Tombstone, Arizona, site of the famous OK Corral, to  
>patrol 23 miles of the Arizona-Mexico border during the month of  
>April 2005. The Minutemen drew journalists from around the world  
>and counter-demonstrators, including ACLU monitors who said they  
>would follow every Minuteman. Mexican police, humanitarian workers  
>and military personnel were reportedly trying to dissuade migrants  
>from illegally entering the United States during the April 2005  
>protest.

>  
>The Border Patrol, which has 2,400 agents on the Arizona border, says  
>it encourages private groups to report suspected unauthorized  
>foreigners, but not to detain them. Just before the Minuteman  
>Project was to begin operations, the Bush administration added 534  
>Border Patrol agents to the 370-mile Arizona border.

>  
>At the other end of the spectrum are proposals to reduce illegal  
>entries by opening channels for legal entry, such as creating the new  
>guest worker program as proposed by President Bush. Rep. Jeff Flake  
>(R-Arizona) said: "we cannot solve this problem with border  
>enforcement alone. We need a comprehensive temporary-worker program,  
>and Congress needs to begin working on a proposal." However,  
>Homeland Security Secretary Tom Ridge, before leaving office in  
>February 2005, said "You can't have a strong temporary worker program  
>without strong enforcement provisions. That includes on the business  
>community that would hire workers outside the temporary worker  
>program."

>  
>The New York Times on March 23, 2005 noted that tunnels continue to  
>be found under the border, suggesting that the US remains vulnerable  
>to unauthorized migrants, drugs and terrorists.

>

>Those apprehended are photographed and fingerprinted before being  
>returned to Mexico. Of 680,000 illegal migrants arrested from May  
>through December 2004 by U.S. authorities along the Mexican border,  
>about 30,000 were identified as having criminal records or warrants  
>out on them.

>

>ICE. In October, 2003, Immigration and Customs Enforcement agents  
>arrested 250 illegal migrants who worked as janitors for outside  
>contractors at 60 Wal-Mart stores in 21 states. Most reported  
>earning \$350 to \$400 a week for 56-hour weeks, or \$6.25 to \$7 an  
>hour, and most did not receive overtime pay for hours worked after 40  
>in a week.

>

>In March 2005, Wal-Mart Stores Inc. agreed to pay the federal  
>government \$11 million. Wal-Mart argued that it did not know its 12  
>independent contractors were hiring illegal workers, and the  
>government agreed, so Wal-Mart escaped criminal penalties. The  
>contractors agreed to plead guilty to criminal charges of hiring  
>illegal workers and to pay a \$4 million fine. Wal-Mart agreed to  
>develop a mechanism within 18 months to make sure that its cleaning  
>contractors "are taking reasonable steps to comply with immigration  
>laws."

>

>ICE director Michael J. Garcia said the Wal-Mart settlement would be  
>a "model for future casesÉ.this is a record dollar amount for a civil  
>immigration settlement [and] this settlement requires Wal-Mart to  
>create an internal program to ensure future compliance with  
>immigration laws by Wal-Mart contractors and by Wal-Mart itself."

>

>A 24-hour ICE hot line, 1-866-DHS-2ICE (1-866-347-2423), accepts  
>calls that report suspected immigration and customs violations; it  
>gets about 2,000 a month.

>

>On May 14, 2003, 19 of 74 migrants died inside a sealed tractor-  
>trailer in south Texas. During the trial of those accused of  
>organizing the effort to smuggle migrants, the alleged ringleader,  
>Honduran Karla Chavez, pleaded guilty. She then tried to withdraw  
>her plea as her lawyers alleged that the US government knew about the  
>smuggling operation (the truck was stopped briefly at a Border Patrol  
>checkpoint, but allowed to proceed).

>

>The truck driver, Jamaican immigrant Tyrone M. Williams, is the only  
>one of 14 defendants to have faced the death penalty; he abandoned  
>the truck in the scorching heat of Victoria, Texas. A jury convicted  
>Williams, who received \$7,500 for driving the migrants north, of  
>human smuggling charges, but spared him the death penalty by  
>deadlocking on questions of how much he was to blame for the migrant  
>deaths. However, prosecutors announced that they would retry  
>Williams on a conspiracy charge that could carry a death sentence.

>

>Los Angeles in 1979 approved Special Order 40, which prohibited local  
>police officers from interacting with immigration agents. Many other  
>US cities approved "sanctuary policies" at about the same time with  
>the goal of encouraging foreigners to cooperate with local police.

>

>The sheriffs of Los Angeles and Orange counties, as well as the Los Angeles city police department, are considering a change in policy that would let selected officers be trained by ICE so that they could arrest previously-deported criminals who have returned illegally to the US. Under federal law, foreigners who re-enter the US after being deported can be imprisoned 10 years for a second US offense and 20 years for a third. The aim of the policy shift is to go after gang members by e.g. contacting immigration authorities when police encounter a person believed to be illegally in the US. However, New York and Chicago plan to keep their strict ban on police interaction with immigration officers.

>  
>USCIS. USCIS said that it is on track to handle applications for immigration benefits in six months or less (<http://uscis.gov/>). The backlog of applications for immigrant visas, naturalization and work authorization was 3.8 million in January 2004, down to 1.5 million in October 2004.

>  
>USCIS announced in January 2005 that a Russian woman who accused the Russian security services of a series of 1999 apartment-building bombings that killed hundreds of people in Moscow has been granted asylum in the United States. The woman had asked for an international investigation of the bombings, which some believe were carried out by Russian security agents as a reason to restart the war with the breakaway region of Chechnya.

>  
>Courts. The US Supreme Court, in a 7-2 ruling on January 12, 2005, declared that foreigners ordered deported for US crimes whose countries of origin refuse to accept them cannot be detained indefinitely in the US. The 7-2 ruling could free over 900 foreigners who have served sentences for US crimes but are being detained because their countries refuse to take them back.. In another 5-4 decision, the Supreme Court ruled that the US government could order foreigners deported to Somalia though that country lacks a functioning government to accept or oppose the return of nationals convicted of US crimes.

>  
>In the 2001 *Zadvydas v. Davis* Supreme Court decision, US immigration authorities were given six months after migrants served US sentences for US crimes to remove them from the US or consider freeing them.

>  
>Visas. Travelers from 27 countries, mostly European, can travel visa-free to the US, but only if they have passports with fingerprints or other biometric data to help safeguard against the use of stolen passports by terrorists to enter the US. The US has set an October 26, 2005 deadline for travelers from visa-waiver countries to have such passports, but most European countries are unlikely to have issued new passports by then. Some 13 million foreigners arrive each year without visas, and the State Department has warned that it does not have the resources to interview them and issue visas.

>  
>DHS has proposed that Americans will require passports to re-enter the United States from Mexico, Canada, Panama and Bermuda by January 2008. Several Congressmen called for the creation of an improved Social Security card to facilitate travel to nearby countries.

>

>Scott Gold, "Trucker to Be Retried in Smuggling Case," Los Angeles  
>Times, April 12, 2005. James C. McKinley Jr., "At Mexican Border,  
>Tunnels, Vile River, Rusty Fence," New York Times, March 23, 2005.  
>Elise Castelli, "Wal-Mart Settles Case on Illegal Cleaning Crews for  
>\$11 Million," Los Angeles Times, March 19, 2005. Kevin Sullivan,  
>"Upgraded Security at U.S. Border Hasn't Deterred Illegal Immigration  
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>2005. Diane Lindquist, "Employer sanctions seen in bill," San Diego  
>Union-Tribune, January 18, 2005. Passel, Jeffrey S. 2005. Estimates  
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>Bush: Unauthorized, Guest Workers

>

>President Bush in January 2005 urged Congress to enact immigration  
>reforms: "whether or not you agree with the solution or not, we have  
>a problem in America when you've got eight million undocumented  
>workers here." Bush opposes legalization: "I strongly oppose instant  
>citizenship. I think all that would do is cause the problem to occur  
>again. I believe that if they want to be a citizen, they need to get  
>in line like the other people have done. The system has broken down.  
>And I think by legalizing work, we take a lot of pressure off our  
>borders."

>

>Bush endorsed a guest worker program in his February 2, 2005 State of  
>the Union speech: "America's immigration system is also outdated --  
>unsuited to the needs of our economy and to the values of our  
>country. We should not be content with laws that punish hard-working  
>people who want only to provide for their families, and deny  
>businesses willing workers, and invite chaos at our border. It is  
>time for an immigration policy that permits temporary guest workers  
>to fill jobs Americans will not take, that rejects amnesty, that  
>tells us who is entering and leaving our country, and that closes the  
>border to drug dealers and terrorists."

>

>Bush suggested that unauthorized workers who have jobs in the US are  
>needed: "I believe that if a person, an employer, can't find  
>somebody willing to do a job in America, they ought to be able to  
>legally hire somebody who is not a citizen of our country, and that  
>that person ought to be treated with respect."

>

>Bush met with Mexican President Vicente Fox and Canadian Prime  
>Minister Paul Martin in Texas on March 23, 2005 against the backdrop  
>of Fox's criticism of the US for not moving faster to facilitate the  
>flow of Mexican migrants. Fox has asserted that, if the US continues  
>tightening the border with new fences and more agents, security will  
>be lessened as more Mexicans attempt to enter the US illegally,  
>thereby enlarging the network of people-smugglers who can also bring  
>terrorists to the US.

>

>At the meeting, Bush repeated his support of a new guest worker  
>program and said: "I will continue to push our Congress to come up  
>with rational, common-sense immigration policy." The Washington Post  
>predicted a showdown between Republicans over illegal immigration in

>April 2005, dividing them into law-and-order conservatives and  
>business interests that rely on immigrant labor.  
>  
>Concluding the meeting, leaders of Canada, Mexico and the US endorsed  
>a Partnership for Security and Prosperity for North America to  
>"reduce the costs of trade through the efficient movement of goods  
>and people."  
><http://www.whitehouse.gov/news/releases/2005/03/20050323-3.html>  
>  
>Several bills are reportedly being prepared to deal with unauthorized  
>foreigners. Republican senators Jon Kyl of Arizona and John Cornyn of  
>Texas plan to introduce a bill that would emphasize enforcement and  
>guest workers, with Cornyn asserting that the US "must have strong  
>border protection between ports of entry and a strong employee  
>verification program to put an end to the jobs magnet for illegal  
>entry." Kyl said the bill would not "reward the lawbreakersÉwho came  
>here illegally and used illegal documentation to get employment and  
>in many cases are creating a drain on our society."  
>  
>Senator John McCain (R-AZ) is working on a bipartisan immigration  
>plan with Edward Kennedy (D-MA) that is expected to include some kind  
>of an earned path to immigrant status.  
>  
>Perspective. There is general agreement that, with the number of  
>unauthorized foreigners at about 10 million, and the 80 percent of  
>them in the labor force spreading to more industries and areas, the  
>US should "do something" about illegal migrant workers for equity,  
>security and other reasons. The major US proposals share the goal of  
>converting currently unauthorized foreigners into legal residents and  
>workers, but differ on: (1) who would qualify for legal status; and  
>(2) the final status of unauthorized foreigners.  
>  
>President Bush would turn currently employed unauthorized workers  
>into guest workers who could, after paying a fee of \$1,000 or \$2,000,  
>obtain six-year work visas that allowed them to change US employers  
>and travel in and out of the US. Under the Bush proposal, guest  
>workers would have to remain employed or risk losing their guest  
>worker status, and should return to their countries of origin at the  
>end of six years. A new inducement to return would be credit in the  
>home country social-security system for legal work done in the US.  
>  
>The key features of the Bush plan are confirmation from a US employer  
>that the unauthorized worker is employed, having the migrant pay a  
>registration fee for a work permit, and aiming to have the migrant  
>leave the US after a maximum of six years. The Bush plan would turn  
>currently unauthorized workers into guest workers and open up the US  
>labor market to an unlimited number of guest workers by making it  
>easier for US employers to hire them.  
>  
>The major Democratic proposal would allow unauthorized foreigners who  
>satisfy residence, work and other criteria to become immigrants. One  
>proposal would require unauthorized foreigners wanting to legalize to  
>have been in the US at least five years, to have worked in the US at  
>least two years, and to pass English tests and security checks.  
>Unauthorized foreigners who did not satisfy these criteria could  
>nevertheless receive a temporary status and stay and work in the US

>legally until they qualified for immigrant status. There would be  
>additional guest worker programs, but Democrats would cap annual  
>admissions of unskilled guest workers at 350,000 a year.  
>  
>The key provisions of the Democrats' proposal are legal status for  
>most unauthorized foreigners in the US and a path that leads to legal  
>immigrant status for others. The effect of the plan would be to  
>increase legal immigration but cap unskilled guest worker admissions.  
>  
>The third current approach to deal with illegal migration applies  
>only to agriculture. AgJOBS would allow unauthorized foreigners who  
>have done at least 100 days of farm work in a previous one-year  
>period to apply for a temporary legal status that would permit them  
>to remain in the US for six years and protect their family members  
>from deportation. If AgJOBS workers did sufficient qualifying farm  
>work over the next six years, they and their family members could  
>become legal immigrants.  
>  
>Thus, AgJOBS would give temporary legal status to unauthorized farm  
>workers now in the US and open to them a path to immigrant status.  
>Ag JOBS would increase the dependence of US agriculture on guest  
>workers, since housing and other requirements that farmers must now  
>satisfy to hire legal guest workers would be relaxed.  
>  
>Reactions. Much of the debate over what to do about illegal migrants  
>begins from the same starting point: concern about the presence of 10  
>million unauthorized foreigners in the US. Republican leaders of the  
>immigration subcommittees in Congress favor more enforcement, but not  
>"amnesty," and some of the debate among Republicans is whether the  
>Bush plan to give unauthorized workers temporary work permits is an  
>amnesty. Some Democrats, on the other hand, argue that the US is a  
>nation of immigrants, and that foreigners invited to work here should  
>be able to live in the US permanently and become citizens if they  
>wish.  
>  
>The Washington Post on January 18, 2005 reported that, when asked:  
>"Do you think illegal immigrants who are living and working in the  
>United States now should be offered a chance to keep their jobs and  
>eventually apply for legal status, or do you think they should be  
>deported back to their native country?," 61 percent of those polled  
>across the US agreed with legalization and 36 percent supported  
>deportation.  
>  
>A poll of 4,800 Mexicans in the US, conducted at Mexican consulates  
>over six months as Mexicans, mostly unauthorized, applied for Mexican  
>identity documents, found that 79 percent would sign up for "Bush  
>work visas" that required them to leave the US eventually, even  
>though 51 percent of the unauthorized who were questioned said they  
>wanted to stay in the US permanently  
><http://pewhispanic.org/files/reports/41.pdf>). Some unauthorized  
>workers agreed with those who said that the survey supports  
>speculation that unauthorized Mexicans would sign up for work visas,  
>but would nonetheless remain in the US after they expired.  
>  
>Most of those interviewed were young (half were 18 to 29), male and  
>had arrived in the United States within the past five years. Most



>spoke little or no English, and most earned under \$400 a week.

>

>David North, a pioneer with Marion Houstoun in studying irregular  
>migration in the 1970s, summarized the lessons of legalization under  
>the 1986 IRCA as follows: first, more foreigners applied than were  
>expected, over three million, and 2.7 million were legalized, with  
>most of the excess applications in the Special Agricultural Worker  
>program. Approval rates were 94 percent for those who applied, both  
>to the general and to the SAW legalization programs. North noted  
>that the SAW program did not undergo close Congressional scrutiny,  
>and was added "at the last minute" to overcome agribusiness  
>opposition to IRCA ([www.cis.org/articles/2005/back105.html](http://www.cis.org/articles/2005/back105.html)).

>

>Shailagh Murray, "Conservatives Split in Debate on Curbing Illegal  
>Immigration," Washington Post, March 25, 2005.

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>Congress, States

>

>When the 109th Congress convened, the Republican chairs of the  
>committees dealing with immigration announced their opposition to  
>"amnesty." Representative Tom Tancredo (R-Colorado) heads the 71-  
>member House Immigration Reform Caucus, which opposes both  
>legalization and converting unauthorized workers into legal guest  
>workers. Representative John Hostettler (R-Indiana), who chairs the  
>House Judiciary subcommittee on immigration, and Representative F.  
>James Sensenbrenner Jr. (R-Wisconsin), who chairs the overall  
>Judiciary Committee, oppose legalization, as does Senator John Cornyn  
>(R-Texas), who chairs the Senate's Judiciary immigration  
>subcommittee.

>

>Sensenbrenner argued that more enforcement must come before any kind  
>of legalization for unauthorized foreigners, and asked the Bush  
>administration to support a doubling of Border Patrol agents over the  
>next five years to 20,000 and a tripling of immigration investigators  
>to 6,000. Many commentators said that most rank-and-file Republicans  
>oppose legalization and guest workers, and predicted that, if  
>President Bush pushed hard for a new guest worker program, many  
>Republicans in the House would not support him.

>

>House Majority Leader Tom DeLay (R-Texas) said that he favors a guest  
>worker program but not legalization: "What I understand as a guest-  
>worker program is one where you apply for the guest-worker program in  
>your country of origin, and you have a job when you apply. You  
>cannot bring your family with you. You commit to work a certain  
>period of time, and you go home."

>

>The House on a 261-161 vote approved the REAL ID Act (HR 418) in  
>February 2005, which prohibits federal agencies from accepting  
>driver's licenses issued by the ten states that give them to  
>unauthorized foreigners, and allows the final three miles of a 14-  
>mile border fence on the Mexico-US border to be completed despite  
>environmental concerns. The bill also tightens asylum procedures by  
>giving immigration judges more discretion to deny applications.

>

>States have various ways to deal with licenses for unauthorized

>foreigners. Tennessee, for example, stamps "For Driving Privileges  
>Only Ñ Not Valid For Identification" on licenses issued to those with  
>Individual Tax Identification Numbers (ITINs) rather than social  
>security numbers.

>

>Many provisions of the USA Patriot Act, passed in Fall 2001, are  
>scheduled to expire in Fall 2005. President Bush has made renewal of  
>the Patriot Act one of his top legislative priorities, but many civil  
>liberties groups are skeptical of the broad powers that the Patriot  
>Act gave to the government to use wiretaps and secret search warrants  
>to prevent terrorism. One provision that may not be renewed is that  
>allowing the government to obtain library borrowing records and  
>prevent libraries from telling the individuals whose records are  
>provided to the government.

>

>In 2004, the US received 52,400 asylum applications and granted  
>asylum to 11,434 foreigners. The US Commission on International  
>Religious Freedom reported in February 2005 that there is significant  
>variation in whether asylum seekers are detained (almost all were  
>detained in New Orleans, compared to almost none along the Texas-  
>Mexican border), and noted that over 80 percent of Cubans received  
>asylum in the US, while less than 15 percent of Haitians received  
>asylum. The overall recognition rate of asylum seekers is about 40  
>percent ([www.uscirf.gov/reports/ERSrpt/index.php3](http://www.uscirf.gov/reports/ERSrpt/index.php3))

>

>States. The Arizona group that spearheaded the successful 2004  
>campaign for a state initiative requiring proof of citizenship to  
>register to vote has gone national. "Protect Arizona Now" has become  
>"Protect America Now" and promises to put similar initiatives before  
>voters in other states. Proposition 200, which won 56 percent of the  
>vote, requires those registering to vote to prove US citizenship and  
>those showing up to vote to provide identification. It also denied  
>some state-funded benefits to illegal aliens.

>

>Arizona in February 2005 billed the federal government for nearly  
>\$118 million in unreimbursed costs for imprisoning 3,600 criminals  
>who were illegal immigrants. President Bush proposed ending the  
>State Criminal Alien Assistance Program, which provided \$500 million  
>in FY00 and \$305 million in FY05 to states and cities to cover the  
>cost of incarcerating unauthorized foreigners.

>

>Students with limited English proficiency are almost 25 percent of  
>California's six million public school children, and the state has  
>been testing their English proficiency since 2001. Tests in 2004  
>showed that 47 percent of the 1.3 million LEP students are fluent in  
>English, but only eight percent were re-classified as fully English  
>proficient, about the same as in previous years. Almost 85 percent  
>of the English learners were born in the US, and 85 percent are  
>mainly Spanish speakers.

>

>New York City's population reached an all-time high of 8.1 million in  
>2000. Almost three million New York City residents, 36 percent,  
>were born abroad; 43 percent of the New York City labor force is  
>foreign-born. The percentage of foreign-born is higher in Miami and  
>Los Angeles, but New York City's immigrants are more diverse.  
>Dominicans are 13 percent of New York City immigrants; Chinese nine

>percent; and Jamaicans six percent. (Some immigrant groups,  
>including Mexicans, say their number was severely underestimated.)

>

>Some 41,000 non-US citizens were in the US Armed Forces in January  
>2005, including 3,600 Mexican immigrants; at least 63 immigrants are  
>among the 1,500 Americans killed in Iraq. Immigrants who are  
>discharged honorably receive US citizenship almost automatically, and  
>those killed receive it posthumously.

>

>The No Child Left Behind Act provided a small increase in federal  
>funding for K-12 schools, but required them to test and measure the  
>progress of all students, penalizing schools that do not raise the  
>test scores of students. The Center on Education Policy reported in  
>March 2005 that, in about 75 percent of states and school districts,  
>achievement gaps between different student groups were narrowing, but  
>that it was unrealistic to expect non-English-speaking students to  
>perform as well as other students by 2014, which No Child Left Behind  
>requires.

>

>States set proficiency targets for schools and those that fail to  
>reach them for two consecutive years are deemed to be "failing  
>schools" whose students are allowed to transfer to non-failing  
>schools. However, only one percent of students in failing schools  
>took advantage of the right to transfer from schools labeled failing.  
>Some research suggests that, as more schools "teach to the test," the  
>gap between white and minority test scores may rise, reversing the  
>trend reported by the CEP.

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>Mexico: Migrants, Mexicans in US, Economy

>

>The Mexican government published a 31-page "Guide for the Mexican  
>Migrant" in January 2005 that advises Mexicans how to enter the  
>United States safely, raising a firestorm among anti-migrant US  
>groups. Unauthorized migrants in the US said that they did not find  
>the booklet useful, and reported that current smuggling fees are  
>\$2,000 to travel from the Mexican side of the border to Phoenix.  
>Migrants in the US said it was best to hire smugglers while in their  
>hometowns rather than at the border, and if apprehended to never tell  
>US officials the name of the smuggler to avoid retribution. They  
>also recommended wearing layers of clothes and using tobacco to ward  
>off snakes while sleeping in the desert.

>

>Mexico received \$16.6 billion in remittances in 2004, reflecting more  
>migrants as well as lower costs to send money home; some transfer  
>firms advertise rates of \$6 per \$100 sent, much less than previous  
>charges that were 10 to 20 percent of the amount remitted. There  
>were 50.9 million transfers averaging \$327 in 2004, according to  
>Mexico's Central Bank.

>

>Some 2.2 million Mexicans in the US have matricula consular cards,  
>which are accepted as valid forms of identification by 377 cities,  
>163 counties, 178 financial institutions and 1,180 police  
>departments. About 75 percent of the matricula consular cards are  
>newer versions with security features.

>

>Mexican-born. According to the US Census, there were 9.2 million  
>Mexican-born US residents in 2000. They included 2.3 million who had  
>become naturalized US citizens, 2.1 million legal immigrants and 4.8  
>million unauthorized Mexicans.

>

>Mexican-born US residents differ from Mexicans still in Mexico. For  
>example, 16 percent of Mexicans were 25-35 years old in 2000, but 30  
>percent of Mexican-born US residents were in this age group. About  
>34 percent of Mexicans are under 15, but only 10 percent of Mexican-  
>born US residents are under 15.

>

>Most Mexicans migrate to the US for jobs, and 48 percent of the  
>Mexican-born in the US are employed, compared to 38 percent of those  
>in Mexico. About 55 percent of Mexican-born US residents are  
>employed in construction and services, compared to 37 percent of  
>Mexicans in Mexico. Finally, a higher percentage of Mexican-born US  
>residents are employed in manufacturing, 21 percent compared to 19  
>percent of Mexicans in Mexico.

>

>Most Mexican-born US residents succeed in raising their incomes by  
>moving to the US. Only 11 percent of US households headed by  
>Mexican-born persons have incomes below \$10,000 a year, while 80  
>percent of Mexican households have incomes below \$10,000 a year.  
>Banamex in November 2004 reported that average household income was  
>\$31,500 for US households headed by Mexican-born persons and \$10,000  
>for Mexican households.

>

>In 2000, there were 62 million Mexicans aged 15 to 64, including 22  
>million in the 15- to 25-age group from which most first-time  
>unauthorized migrants are drawn. By 2012, Conapo (Mexico's  
>population agency) predicts there will be 77 million 15- to 64-year  
>olds, and 23 million 15- to 25-year olds, that is, there will be  
>little growth in the age group from which most first-time migrants  
>are drawn. This should significantly reduce emigration pressures,  
>especially if more Mexican youth stay in school longer, fewer  
>Mexicans come of age in rural areas, where network links to the US  
>are strongest, and formal jobs are created in Mexico.

>

>The 1963 Vienna Convention on Consular Relations requires countries  
>to give foreigners arrested access to their nation's consular  
>representatives before and during trial. US state and local  
>governments do not routinely do this, and the International Court of  
>Justice in the Hague (World Court), in a March 2004 decision ruled  
>that 51 Mexicans on death row in the US who had not been informed at  
>the time of their arrests that they could seek assistance from  
>Mexican consular officials had the right to "effective review" of  
>their convictions and sentences.

>

>A federal appeals court, in *Medellin v. Dretke*, No. 04-5928,  
>concluded that Mexican national Medellin could not raise the World  
>Court ruling after his trial and conviction. However, President Bush  
>in March 2005 said that he would order state courts to review  
>convictions of foreigners who were not advised of their consular  
>rights.

>

>Hometown Associations. Mexican Hometown Associations (HTAs) are

>becoming more powerful in Mexican politics, reflecting remittances  
>sent to Mexico and the voluntary contributions of Mexicans in the US  
>to improve their home towns. Southern California is the capital of  
>the Mexican diaspora, and organizations such as the Federation of  
>Zacatecan Clubs are playing an increasingly important role in the  
>politics of both countries.

>

>HTAs are key to the Tres por Uno, or Three for One programs, under  
>which each dollar contributed by migrants for civic improvements is  
>matched by local, state and federal governments. However, there are  
>often disagreements over priorities, with HTAs wanting to renovate  
>churches while local mayors want roads or electricity. In one sign  
>of migrant strength, Three for One now matches migrant contributions  
>to renovate churches.

>

>In one town whose population dropped from 2,000 to 600, the mayor  
>says that remittances and Three for One are a mixed blessing. The  
>more people go, the more remittances, but more remittances also  
>inspire more people to emigrate. Once everyone is gone, migrants  
>will not have any reason to send remittances, and the improvements  
>will be "empty palaces."

>

>HTAs sometimes do not raise all of the money pledged, and state and  
>local governments do not always make their expected matches. As a  
>result, the \$20 million contributed by migrants to Three for One  
>programs are only about one percent of total remittances.

>

>Economy. Employment in Mexico's maquiladora industry rose seven  
>percent in 2004 to 1.1 million; exports were \$19 billion.  
>Maquiladora employment peaked in 2000 at 1.3 million, and analysts  
>warned that much of the recent employment growth was in "service"  
>maquiladoras, such as those that sort supermarket coupons and repair  
>home appliances returned to retailers under warranty by US consumers.

>

>Mexico's housing sector is booming. The federal housing lender,  
>Infonavit, has made two million loans since 2001, more than in the  
>previous 28 years. Many of the new houses are 700-square-foot two-  
>story attached units that sell for \$24,000 each in the suburbs of  
>Mexico City. It is far easier to provide services to homes in  
>planned subdivisions than to bring water, sewer and other services to  
>self-built homes that lack such amenities.

>

>Beginning January 1, 2005, Mexico's average minimum wage is 45.40  
>pesos (\$4.12) a day; the minimum wage varies slightly between areas.

>

>Mexico City Mayor Andres Manuel Lopez Obrador, the leading candidate  
>for president in 2006 according to polls, outlined alternatives to  
>the free trade and privatization model that Mexico has followed for  
>the past 15 years. If Lopez Obrador and the Democratic Revolution  
>Party come to power, Mexico may retreat from the economic integration  
>with the US symbolized by Nafta.

>

>However, in April 2005, a committee of the Mexican Congress cleared  
>the way for a vote to impeach Lopez Obrador, who is accused of  
>disobeying a 2001 judicial order to halt construction of an access  
>road to a hospital. Lopez Obrador is very popular in Mexico City, in

>part because he launched a program to provide 370,000 elderly with  
>\$64 a month pensions issued on plastic cards the size of driver's  
>licenses and usable in many stores (60 percent of Mexicans over the  
>age of 60 are poor). Critics say such giveaways are unsustainable;  
>supporters say that Lopez Obrador has cut bureaucracy enough to pay  
>for the \$342-million program.

>  
>Marla Dickerson, "Seniors Rally Around Mayor of Mexico City," Los  
>Angeles Times, April 13, 2005. Ginger Thompson, "Mexico's Migrants  
>Profit From Dollars Sent Home," New York Times, February 23, 2005.  
>Charlie deDuff and J. Emilio Flores, "The Everymigrant's Guide to  
>Crossing the Border Illegally," New York Times, February 9, 2005.

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>Jobs, Social Security

>  
>The US economy added 2.2 million jobs in 2004, the most since 1999,  
>and average hourly earnings were almost \$16. The unemployment rate  
>remained at about 5.5 percent because fewer Americans were in the  
>labor force, 66 percent, compared to over 67 percent in mid-2000.  
>Some young people are staying in school rather than looking for jobs,  
>and some older workers have stopped looking for work.

>  
>In February 2005, employment rose by 262,000, but the unemployment  
>rate was 5.4 percent as some of those not in the labor force sought  
>jobs; in March 2005, there were 111,000 additional jobs, and the  
>unemployment rate fell to 5.2 percent. California's unemployment  
>rate was 5.8 percent, and employment in the state's information  
>sector crept back toward 500,000. However, half of the 2003-04 job  
>growth in California has been attributed in some way to the booming  
>real estate sector, so that a slowdown in housing could slow job  
>growth.

>  
>However, real wages fell for the first time in years in 2004 despite  
>strong productivity growth. Median weekly earnings for the 102  
>million full-time US wage and salary workers were \$650 at the end of  
>2004, and ranged from \$720 for men to \$580 for women. Hispanics had  
>a median \$470; Blacks, \$520; whites, \$670; and Asians \$700. Adults  
>without a high-school diploma earned a median \$400, high school  
>graduates averaged \$580, and college graduates \$1,000 a week.

>  
>Lifetime earnings for those getting BA degrees in 2004 were estimated  
>to be \$1.3 million; for MS degrees, \$1.7 million; for PhDs \$2.6  
>million; and for professional degrees, \$3.6 million. However, among  
>those with college degrees, there were differences in annual  
>earnings. White men with BA degrees averaged \$66,000 a year in 2003,  
>compared with \$38,000 for women with BA degrees. Black and Asian  
>women with bachelor's degrees earn slightly more than similarly  
>educated white women; among college-educated men, Asians earned  
>\$52,000 a year, Hispanics \$49,000 and blacks \$45,000.

>  
>The US minimum wage, \$5.15 since 1997, may be raised. A worker  
>employed full time at the minimum earns \$10,300 a year, which is just  
>over the poverty line for an individual, \$9,570 in 2005. Democrats  
>>want to raise the minimum wage by \$2 an hour, so that it would be  
>\$7.15 an hour in 2007; Republicans favor a smaller \$1.10 an hour

>increase to \$6.25 over two years.

>

>A February 2005 study by CareerXroads reported that a third of new  
>hires in major US firms in 2003 resulted from internal referrals, a  
>third from the firm's own web site, and less than 10 percent from web  
>sites such as Monster.com. The study found that web sites such as  
>Monster have so many resumes that hiring managers are unlikely to  
>spot a particular person unless an employee calls attention to  
>him/her.

>

>The 100 largest US firms in 2004 included Wal-Mart, with \$285 billion  
>in sales and 1.5 million employees; Exxon-Mobil, with \$270 billion  
>and 860,000; GM, \$195 billion and 324,000; Ford, \$170 billion and  
>325,000; and GE, \$150 billion and 305,000 employees. Major employers  
>among the largest 100 firms ranked by sales include McDonalds,  
>420,000 employees; IBM, 370,000; UPS, 355,000; Target, 330,000; and  
>Home Depot, 300,000.

>

>Profits/CEOs. Corporate profits rose in 2004, and so did the pay of  
>chief executive officers (CEOs). CEOs receive four major types of  
>pay: salary, bonus, the value of restricted stock at the time of  
>grant, gains from stock-option exercises and other long-term  
>incentive payouts. In a study reported by the Wall Street Journal on  
>February 25, 2005, the median annual total direct compensation of  
>CEOs in 2004 was \$4.4 million, about 160 times more than the \$28,000  
>earned by the average US production worker.

>

>Another study estimated that the average total pay (including stock  
>options) of CEOs rose from \$3.7 million in 1993 to \$10.3 million in  
>2002. Harvard Law Professor Lucian Bebchuk reported that pay for the  
>top five executives of publicly traded US firms was 10 percent of  
>total corporate profit between 1998 and 2002.

>

>The AFL-CIO, saying there was "a continuing disconnect between CEO  
>pay and performance," highlighted several examples of what it  
>considers excessive CEO pay in April 2005. For example, Amgen CEO  
>Kevin W. Sharer cashed in \$42 million in stock options in recent  
>years, but did not own any of the biotech firm's shares outright.  
>Amgen changed its rules in 2002 to require company executives and  
>directors to own more of the company's stock, but granted a five-year  
>window for compliance.

>

>CPS. Since January 1994, the Current Population Survey, which  
>interviews 60,000 households each month, has been collecting data on  
>whether members of the household were born in the US or abroad. The  
>US Department of Labor's Bureau of Labor Statistics prepares a report  
>that includes averages of these monthly data  
><http://www.bls.gov/news.release/forbrn.nr0.htm>.

>

>In 2003, there were 21.1 million foreign-born workers in the US labor  
>force, 14 percent of the 146 million total. The labor force  
>participation rate for the foreign-born was slightly higher than for  
>the US born, 67.4 compared to 66. One percent of those 16 and older  
>were employed or looking for work, and their unemployment rates were  
>also higher, 6.6 compared to 5.9 percent. Foreign-born men were more  
>likely to be in the labor force than US-born men, 81 compared to 72

>percent, and foreign-born women less likely, 54 compared to 60  
>percent.

>

>Foreign-born workers were 60 percent male, while 52 percent of US  
>workers are male. Some 37 percent of the foreign-born workers were  
>in the western states, compared to 20 percent of US workers. About  
>48 percent of the foreign-born work force was Hispanic and 22 percent  
>was Asian, compared to seven and one percent of US-born workers. By  
>contrast, 20 percent of the foreign-born workers were white, compared  
>to 80 percent of US-born workers. About 30 percent of the foreign-  
>born 25 and older had not completed high school, compared to seven  
>percent of the US-born. Similar percentages had a college degree or  
>more, 31 and 32 percent.

>

>Social Security. In his February 2, 2005 State of the Union address,  
>President Bush called for partial privatization of Social Security,  
>highlighting the challenges facing the US and other aging societies.  
>Federal spending on the elderly was 29 percent of the federal budget  
>in 1990, 35 percent in 2000, and is projected to be 43 percent in  
>2010, with the fastest spending growth in Medicare and Medicaid.  
>About 40 million Americans, almost 15 percent, receive Social  
>Security benefits, and workers and employers each pay a tax of 6.2  
>percent of their first \$90,000 in annual earnings to cover the cost  
>of the benefits paid.

>

>Bush proposed that workers be allowed to divert a third of their  
>social security taxes to private or personal investment accounts in  
>the hope that higher private returns can offset expected future  
>benefit cuts. However, creating personal accounts does not change  
>the reality that in two decades Social Security benefits owed will  
>exceed the Social Security taxes paid.

>

>Two extremes mark the spectrum of opinion about the implications of  
>aging for the financial stability of governments and societies. At  
>the one extreme, are those who argue that the generosity toward the  
>elderly that was possible as populations were growing rapidly must  
>now be curbed, so that future retirees with fewer children must  
>accept fewer government benefits. In an extreme example of how the  
>demographic twist affects employers, Lucent (formerly part of AT&T)  
>has 20,000 active US workers and 120,000 retirees, and has cut their  
>health benefits.

>

>At the other extreme are those who argue that aging's effects are  
>very manageable if retirement ages are raised gradually and  
>productivity and incomes rise for the fewer workers remaining. The  
>percentage of men 55 to 64 years old in the work force fell steadily  
>from 87 percent in 1950 to under 65 percent in 1994, and has since  
>risen to 70 percent. About 20 percent of men 65 and older are in the  
>labor force.

>

>Other changes that would keep Social Security solvent until 2075 or  
>later include: eliminating the current \$90,000 a year cap on earnings  
>subject to Social Security taxes, raising the current payroll tax by  
>two percent, or cutting benefits by 13 percent. About 25 percent of  
>state and local government workers are not in Social Security, and  
>bringing them into the system would increase tax payments. Many



>conservatives oppose such "tinkering" because they see at least  
>partial privatization of Social Security as a step toward an  
>"ownership and investor" society.

>

>Private retirement plans are changing. Many private companies have  
>shifted from defined benefit to defined contribution pension plans,  
>or from a fixed schedule of retirement benefits to a fixed schedule  
>of contributions with uncertain benefits. In 1979, about 80 percent  
>of workers covered by a company retirement plan had a defined-benefit  
>pension, but only 40 percent did in 2001. The share of large  
>employers offering health insurance to retirees dropped from two-  
>thirds in 1988 to a third in 2004.

>

>If current trends continue, spending on social security is projected  
>to rise 50 percent by 2050, but spending on Medicare and Medicaid is  
>projected to increase by three or four times. When aid to the  
>elderly programs began, age was often a proxy for poverty. That is  
>no longer the case, and many argue that the key to keeping government  
>benefits in an aging society affordable is to do more means-testing  
>of elderly benefit recipients.

>

>The president did not mention immigration as a factor that might  
>mitigate the financial burdens of a changing and aging US population.  
>However, several organizations tried to influence the Social Security  
>debate by releasing studies on immigration and pensions. The  
>National Foundation for American Policy estimated that net legal  
>immigration is 600,000 a year, and net illegal immigration is 300,000  
>a year, and that if immigration were increased by a third over the  
>next 75 years, the Social Security deficit would fall by 10 percent.  
>Unauthorized foreigners in the US may not receive UI benefits and are  
>generally barred from receiving Social Security and earned income tax  
>credit benefits.

>

>The federal deficit was \$521 billion in FY04. President Bush laid  
>out plans to halve the deficit by 2009 by freezing all discretionary  
>spending unrelated to defense or homeland security.

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>H-Work Visas, Students

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>In order for US employers to get immigrant visas or green cards for  
>workers, they must prove that qualified US workers are not available,  
>a process called certification in which the US Department of Labor  
>supervises the recruitment of US workers and keeps tab on why US  
>workers who applied were not hired. DOL certification procedures  
>have long been criticized as costly and inefficient. After a period  
>of one or two years, over 95 percent of employer requests for  
>immigrants are approved.

>

>To speed up the certification process, DOL introduced the Program  
>Electronic Review Management system on March 28, 2005, under which  
>employers file applications with DOL on line and DOL approves them  
>within six to eight weeks. DOL says that employers must keep  
>supporting documents and make them available for audits, but expects  
>its new trust-the-employer approach to reduce certification costs  
>while still protecting US workers. However, there are fears that the

>on-line system will make it easier to defraud the government and get  
>DOL certification for friends and relatives that can lead to  
>immigrant visas.  
>  
>H-Work Visas. The annual limit on H-1B visas, 65,000, was reached on  
>October 1, 2004, the first day of FY05. The Visa Reform Act of 2004  
>allows an additional 20,000 H-1B visas a year to be issued to foreign  
>graduates of US universities who hold Masters or PhD degrees, but  
>also increased the employer-paid fee by \$500 to step up efforts by  
>the US Department of Labor to detect fraud and underpayment of wages.  
>DOL conducted 118 investigations of H-1B employers in FY04.  
>  
>Critics say that the US produces too many advanced degree graduates  
>in science and engineering. For example, there are about two MS  
>engineering degrees for each BS engineering degree in the US,  
>compared to a 10 to 1 ratio in China.  
>  
>The annual cap of 66,000 H-2B visas was reached on January 3, 2005,  
>just three months into FY05; in 2004, the cap was reached within six  
>months. The H-2B program allows employers to request foreign workers  
>to fill temporary or seasonal US jobs. Bills in Congress would raise  
>the ceiling, primarily by exempting H-2B workers who were employed in  
>the US previously from the limit.  
>  
>For example, one pending bill would exempt foreigners who worked in  
>the US with an H-2B visa during at least one of the three previous  
>years from the cap.  
>  
>Students. The Institute of International Education reported 572,509  
>foreign students in US universities in 2003-04, down slightly. IIE  
>estimates the economic impact of foreign students at \$13 billion a  
>year.  
>  
>Beginning in 1998, foreign students and researchers engaged in  
>sensitive research areas that are not publicly listed had to receive  
>security clearances in order to get visas. After September 11, 2001,  
>the backlog in the Visas Mantis program got much longer, and visas  
>had to be renewed each year; both requirements have been blamed for  
>contributing to the decline of foreign student enrollment at US  
>universities.  
>  
>In February 2005, the State Department announced that visas would be  
>valid for four years for students and two years for researchers. The  
>GAO reported that the average wait for a visa was reduced to two  
>weeks by February 2005 for business visitors, students and  
>researchers, but noted that in China, India and Russia, there were  
>still long waits to get a mandatory interview with US consular  
>officials.  
>  
>The US awarded 60,000 BS engineering degrees in 2001, while China  
>awarded 220,000 and Japan 105,000, reflecting the fact that five  
>percent of US BA/BS degrees are in engineering compared to 40 percent  
>in China and 20 percent in Japan.  
>  
>The OECD released a report on international student migration that  
>estimated that two percent of the world's 100 million university

>students are enrolled outside their country of birth or citizenship.  
>With annual fees totaling about \$30 billion a year,  
>internationalization and competition are the buzzwords in some  
>university circles, and Chinese students are often the prize. There  
>are expected to be 16 million Chinese enrolled in universities in  
>2005, including 100,000 enrolled in OECD countries.  
>  
>There may be a move toward internationally standard degrees, such as  
>the Chartered Financial Analyst (CFA) qualification. A US  
>association now issues this certificate. Most applicants study  
>economics, law and accountancy in private institutions in preparation  
>for the \$1,500 test; about 40 percent of test-takers pass. However,  
>quality standards for the CFA certificate may be hard to maintain,  
>especially in private institutions more interested in collecting  
>tuition payments than in upholding academic integrity.  
>  
>Tech. A study using employer-reported payroll tax data found that  
>over half of those employed in California technology companies in  
>early 2000 had left the technology industry or the state by the end  
>of 2003. The Sphere Institute study tracked a million workers over  
>nine years and found a significant migration into the Bay Area in the  
>late 1990s, followed by a significant outflow after the tech bust in  
>2000. As with workers displaced from aerospace in southern  
>California in the early 1990s, 40 percent those who left the tech  
>industry but stayed in the Bay Area had lower earnings.  
>  
>California's 2004 Private Attorneys General Act permits workers to  
>sue employers to enforce the state's labor code, and some high-tech  
>workers are suing their employers for unpaid overtime. Some allege  
>that their employers ordered them to work long hours and did not  
>offer overtime pay.  
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>Canada: Ministers, Integration

>  
>Immigration minister Judy Sgro resigned in January 2005 after Indian  
>immigrant Harjit Singh alleged that she promised him asylum in Canada  
>in exchange for pizza and campaign volunteers from his restaurants.  
>Singh arrived in Canada in 1988 on a tourist visa and applied for  
>asylum. His application was rejected, he appealed, his children were  
>found to be refugees in 1994, and he won the right to stay on  
>humanitarian grounds in 1996, but did not get an immigrant visa  
>because of convictions in India and Canada for credit card fraud.  
>Singh was deported in February 2005.  
>  
>Sgro has filed a \$750,000 defamation suit against Singh and others,  
>and Singh is counter-suing Sgro for slander and libel. Earlier, Sgro  
>was accused of promising a Romanian dancer an immigrant visa in  
>exchange for her work on Sgro's re-election campaign.  
>  
>The new immigration minister is Joe Volpe, who immediately rescinded  
>a rule that required some spouses of immigrants to return to their  
>countries of origin for immigrant visas. On February 18, 2005 Volpe  
>told the House of Commons that "all spouses and common-law partners  
>in Canada, regardless of their immigration status can apply for  
>permanent residence from within Canada, rather than having to do so

>from outside the country." Some 2,600 spouses are affected.

>

>The governing Liberal Party was floundering in Spring 2005, as a  
>scandal over \$100 million in payments to advertising firms to  
>publicize federal activities in Quebec and counter separatist  
>sentiment. It appears that some of the money was laundered back into  
>Liberal Party coffers. In opinion polls, the Conservative Party led  
>by Stephen Harper had the support of 36 percent of voters, compared  
>to 25 percent for the governing Liberal Party led by Paul Martin.

>

>Canadian immigration policy allows significant administrative  
>discretion. Several families seeking to immigrate have been turned  
>down because they have disabled children who could place "excessive  
>demands" on social services. The government says that it is easy for  
>prospective immigrants to promise to pay for services privately, but  
>much harder to enforce private commitments once the family arrives in  
>Canada.

>

>US critics have sometimes accused Canada of being lax on potential  
>terrorists. Algerian-born Ahmed Ressay arrived in Canada in 1994,  
>applied for asylum and was rejected, and despite several arrests on  
>charges of breaking into automobiles, was not deported because Canada  
>stopped deporting Algerians in 1997. Ressay obtained a Canadian  
>driver's license and passport under a false name with a forged  
>baptismal certificate, and in December 1999 was caught attempting to  
>enter the US from Canada with bomb-making materials that he allegedly  
>planned to use at the Los Angeles International Airport. Ressay is  
>scheduled to be sentenced in April 2005 to 27 years of prison in the  
>US for the bombing attempt.

>

>Integration. The labor force participation rates and earnings of  
>immigrants are falling relative to Canadian-born men. In 1980, newly  
>arrived immigrant men earned 80 percent as much as Canadian-born men,  
>but the ratio fell to 60 percent by 1996. The employment rate fell  
>as well for immigrant men from 86 to 68 percent, while for Canadian-  
>born men the drop was from 91 to 85 percent.

>

>Statistics Canada released a study in February 2005 that found home  
>ownership rates among immigrant families in Montreal, Toronto and  
>Vancouver have dropped significantly over the past 20 years.

>

>Elizabeth Thompson, "Ottawa eases immigration rules to speed up  
>reuniting of spouses," Montreal Gazette, February 2005. Michael  
>Dentand, "Immigration rules eased for spousal applicants," Globe and  
>Mail, February 19, 2005. Kirk Makin, "Disabled immigrant cases reach  
>top court," The Globe and Mail, February 7, 2005. Marina Jimenez and  
>Katie Rook, "Protesting Singh deported," Globe and Mail, February 3,  
>2005.

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>Latin America

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>The Inter-American Development Bank estimated that remittances to  
>Latin America and the Caribbean were \$45.8 billion in 2004, exceeding  
>foreign investment and official development assistance for the third  
>year in a row; about 38 percent of the remittances went to Mexico.

>The IAD estimated that 25 million Latin Americans live and work  
>outside their country of citizenship. Remittances to developing  
>countries were believed to be \$120 billion in 2004.

>

>In March 2005, the U.S. Coast Guard reported that over 440 Dominican  
>and Haitian migrants were intercepted trying to reach Puerto Rico in  
>small boats. The Dominican Republic, with 8.8 million residents, is  
>in the midst of an economic crisis, as is Haiti, with 8.1 million  
>residents.

>

>The Central American Free Trade Agreement is due to be taken up by  
>Congress in April-May 2005. In an unusual twist, some US textile  
>firms favor Cafta as a way to compete with China: under Cafta,  
>textile imports must include US-made cloth, so US firms could ship  
>cloth to Central America, where some of the 400,000 apparel workers  
>could sew it into clothes.

>

>Central America. During Central American civil wars, millions came to  
>the US, but were often in limbo for a decade or more, as their  
>applications for asylum were rejected but they were not deported; in  
>the late 1990s, most were allowed to become legal immigrants. Gangs  
>formed among youth in many families, and those who were convicted of  
>US crimes and were not naturalized US citizens were subject to  
>deportation when they completed their sentences. Between 1993 and  
>2003, the US deported over 40,000 criminals to Central America.

>

>El Salvador and Honduras have taken harsh measures against returning  
>gang members, including imprisoning some upon arrival. Salvadoran  
>police estimate there are 10,000 gang members among six million  
>residents, and they conduct periodic raids on gang members and  
>associates.

>

>The Mara Salvatrucha or MS-13 and MS-18 gangs that have their roots  
>in Los Angeles are among the most feared, and in April 2005 the  
>presidents of Honduras, El Salvador, Nicaragua and Guatemala issued  
>an international plea for help in providing jobs to deported  
>criminals so that they do not begin gang activities in areas with  
>weaker police and courts.

>

>Central American countries in the 1990s created up to 500,000 jobs in  
>garment factories that helped lift many families out of poverty by  
>paying wages of \$5 a day. The end of the 1974 Multi-Fiber Agreement  
>in January 2005 is reducing employment in garment factories around  
>the world, as production shifts to China, which offers both low wages  
>and economies of scale in producing large volumes at low cost. About  
>70 percent of the garments assembled in Central America are exported  
>to the US, so the closure of garment factories is expected to  
>increase emigration to the US.

>

>Brazil. Brazil, the world's fifth most populous country with 180  
>million residents, has one of the world's most unequal distribution  
>of income. There has been an economic boom recently, and one result  
>is increased emigration of the poor. Mexico ended visa requirements  
>for Brazilians in 2002 and falling airfares encouraged more  
>Brazilians to fly to Mexico and attempt to enter the US. Some 8,600  
>Brazilians were apprehended attempting illegal entry into the US via

>Mexico in FY04 and 20,000 are expected to be apprehended in FY05.

>

>There are about three million Brazilians abroad, including 800,000 in  
>the US. Brazilians in the US sometimes provide the \$1,500 needed for  
>their relatives to buy a plane ticket to Mexico and take a bus to the  
>US-Mexican border. Many use smugglers to get them to Boston, the US  
>city with the most Brazilians.

>

>Panama. The 51-mile long Panama Canal, completed in 1914 and turned  
>over to Panama in December 1999, can accommodate ships up to 965 feet  
>long, forcing "post-Panamax ships" that can hold 8,000 standard 20-  
>foot containers or their equivalent, double a Panamax ship's  
>capacity, to bypass the canal. Panama is likely to undertake a \$5  
>billion project to create a parallel set of locks that would  
>accommodate ships up to 1,265 feet long. More than the current  
>maximum 42 ships a day could be accommodated with parallel locks.

>

>Expansion might take 10 years and 10,000 workers. Building the  
>Panama Canal brought waves of migrants, especially from the  
>Caribbean, many of whom died until tropical diseases such as malaria  
>were brought under control.

>

>Joel Millman, "Brazilian Influx Tests Theories of How to Stem  
>Northward Flow to US," Wall Street Journal, January 24, 2005.

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>EUROPE

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>EU: Migration, Services, Employment

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>EU Justice, Freedom and Security Commissioner Franco Frattini on  
>January 12, 2005 recommended that the EU rather than national  
>governments regulate skilled immigration; Frattini wants to issue a  
>draft directive on migration by the end of 2005. The EU suggested  
>that the 25 member states create an early warning system to keep each  
>other informed of important changes in their immigration policies.

>

>Providing Services. The EU continues to push member nations to fully  
>implement four freedoms: freedom to move goods, capital, workers and  
>services over national borders within the EU. However, steps toward  
>liberalization of trade in services can be painful, as richer  
>countries such as France and Germany worry about wage or social  
>dumping, meaning that workers from lower-wage countries are sent  
>abroad by service firms and paid according to wage laws in their  
>country of origin.

>

>For example, some German, Dutch, and other firms have established  
>employee leasing firms in lower-wage countries such as Portugal and  
>Poland, and then sent local workers to Germany, the Netherlands and  
>the UK. These workers are often paid a wage that is below the local  
>minimum or prevailing wage, explaining why Portuguese workers are  
>often found on construction sites in the UK, and Ukrainian workers  
>are often found on Portuguese construction sites.

>

>The previous Prodi EU Commission proposed liberalization of freedom  
>to provide services, and the key feature of the proposed services

>directive is that the laws of the country of origin should govern  
>service providers abroad. As a result, professionals such as  
>architects and doctors would be able to offer lower prices because  
>they are would be covered by different labor laws while they provided  
>services in other EU countries.

>

>Germany and other high-wage EU-15 countries are worried about wage  
>dumping. Germany has no minimum wage law, and employee leasing firms  
>have reportedly replaced half of the 60,000 slaughterhouse workers in  
>Germany with cheaper Polish workers. In response to an influx of  
>lower-wage workers from Portugal and the UK in the mid-1990s, Germany  
>mandated that union-negotiated minimum wages apply to all workers in  
>construction. Germany plans to extend this model of applying the  
>minimum wages negotiated between unions and employers to other  
>sectors.

>

>Nationals of the EU-10 countries that joined the EU on May 1, 2005  
>may visit the EU-15 without visas, but not work unless they obtain  
>work permits except in Ireland and the UK. However, EU-10 nationals  
>are entitled to provide services in the EU-15. The current Barroso EU  
>Commission said that competition and lower wages and prices are what  
>France and Germany need to create jobs and reduce unemployment.  
>However, the governments of France and Germany blocked implementation  
>of the services directive in March 2005, saying they feared a  
>backlash that could lead to rejection of the EU constitution.

>

>The EU-10 accession countries that joined the EU-15 on May 1, 2004  
>are scheduled to become part of the Schengen open-borders agreement  
>in October 2007. Under Schengen, incoming travelers are checked by  
>officials only at an outer frontier of the EU, and then have freedom  
>to cross all the other national borders in the Schengen states. EU-  
>members Britain and Ireland have retained control over cross-border  
>flows, but non-EU Norway and Iceland are in Schengen.

>

>Employment. The EU is struggling to raise its economic growth rate  
>and lower its unemployment rate. In 2004, economic growth in the  
>European Union was 2.2 percent, compared to 4.3 percent in the United  
>States and 4.4 percent in Japan. The EU unemployment rate was 8.9  
>percent, compared to 5.4 percent in the United States and 4.4 percent  
>in Japan. The 2000 Lisbon agenda hoped to make Europe the "most  
>competitive and dynamic knowledge-based economy in the world" by  
>2010.

>

>EU employment and social affairs commissioner Vladimir Spidla in  
>February 2005 announced measures to increase the flexibility of EU  
>labor markets and ensure that the rising number of elderly can be  
>cared for by governments. The EU aims to increase its employment  
>rate to 70 percent from 63 percent; half of EU residents are expected  
>to be 55 or older by 2025.

>

>The European Commission released a report on March 17 that predicts  
>that a drastic drop in birth rates combined with an aging population  
>will undermine Europe's economic growth within the next 20 years  
>unless life is made easier for parents and immigration is encouraged.  
>The report also concludes that "ever larger migrant flows may be  
>needed to meet the need for labor and safeguard Europe's prosperity."

>  
>Stephen Castle, "Fall in population threatens economic future of  
>Europe," The Independent, March 18, 2005. "Brussels must be tougher  
>on eastern European immigration: Spain," Agence France Presse,  
>February 14, 2005. "EU calls for better communication on immigration  
>policies," Agence France Presse, February 11, 2005. David Gow,  
>"Europe faces 20 m workforce shortfall," The Guardian, February 9,  
>2005.

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>Germany: Visas, Labor, Asylum

>  
>Visas. There were calls for Foreign Minister Joschka Fischer, leader  
>of the Green Party and the most popular German politician in most  
>polls, to resign after he took responsibility for a program that  
>allowed thousands of Ukrainians to get tourist visas. After visa  
>requirements were loosened, the number of Ukrainian visa applications  
>soared from 217,000 in 2000 to 330,000 in 2001, and about 90 percent  
>were approved.

>  
>Some of the Ukrainians getting tourist visas were criminals, and  
>criminal gangs were involved in smuggling prostitutes and others to  
>Germany. Other Ukrainians got tourist visas but traveled on to  
>Portugal to work in construction; there are 65,000 Ukrainians legally  
>in Portugal, and perhaps another 50,000 unauthorized. Fischer was  
>accused of being slow to tighten visa controls when evidence of abuse  
>surfaced.

>  
>Labor. Germany's unemployment rate was 12.6 percent in February 2005,  
>as 5.2 million workers were jobless, including able-bodied recipients  
>of social welfare payments who were previously not considered jobless  
>but now are required to accept so-called one-Euro jobs created by  
>local governments if they cannot find jobs on their own.  
>Unemployment insurance reforms limit jobless benefits of up to 60  
>percent of former earnings for 12 months, followed by smaller welfare  
>benefits.

>  
>France also reported an unemployment rate above 10 percent, the  
>highest level in five years.

>  
>On March 17, 2005, Chancellor Gerhard Schröder proposed new tax cuts  
>and new spending measures to reduce unemployment, and held a jobs  
>summit with opposition leaders to accelerate their enactment. Agenda  
>2010, the government program to reform Germany's labor market, has  
>not yet begun to reduce unemployment, and Schröder urged business to  
>take advantage of lower taxes and more labor market flexibility and  
>create jobs in Germany.

>  
>Germany's Employment Service is matching a smaller percentage of  
>unemployed workers with jobs: only 20 percent in 2004, down from 40  
>percent in 2002. About 60 percent of the unemployed said that they  
>found jobs on their own. Germans continue to work fewer hours than  
>workers in other countries. According to the OECD, South Koreans  
>worked an average of 2,400 hours in 2003; Mexicans, 1,900 hours;  
>Americans, 1,800 hours; and Germans, 1,450 hours.

>



>Foreigners continue to arrive in Germany to work. In 2003, some  
>318,549 seasonal workers were admitted for up to 90 days (some return  
>several times to work on German farms, so fewer individuals were  
>involved). The number of project-tied workers was 44,000 in 2003,  
>about the same as the year before, and the number of green cards  
>issued was 2,300 in 2003, down from 2,600 in 2002 and 6,400 in 2001.  
>A total of 870,000 employer requests for foreign workers were  
>approved in 2004, although in some cases the same individual could  
>have come to Germany several times for different employers, as with  
>the seasonal worker program.

>  
>German data released in March 2005 showed that the share of poor  
>residents, those earning less than 60 percent of the average income,  
>rose from 12.1 percent in 1998 to 13.5 percent in 2003; the poverty  
>line was E938 (\$1235) a month. Foreigners are twice as likely as  
>Germans to be poor.

>  
>Asylum. Some 35,607 foreigners applied for asylum in 2004, down from  
>50,563 in 2003; the leading country of origin was Turkey. Germany  
>granted asylum to 960 foreigners in 2004, 1.5 percent, about the same  
>recognition rate as in 2003.

>  
>Germany's Jewish population rose from 29,000 in 1990 to over two  
>million in 2005 under a policy that made it very easy for Jews in the  
>ex-USSR to immigrate. This open-door policy was suspended in January  
>2005, when Germany's new immigration law that looks at the  
>educational and language qualifications of newcomers took effect.  
>The question is whether Jews from the former Soviet Union should  
>have to meet these qualifications. Germany had permitted a wide  
>range of those claiming Jewish ancestry to migrate, so that fewer  
>than half officially joined Jewish communities in Germany.

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>UK: Elections, Admissions, Ireland

>  
>Elections. Immigration became a major issue in elections slated for  
>May 5, 2005. In some polls, a quarter of likely voters said that  
>immigration was the major issue. In 2001, 14 percent of voters  
>selected immigration as their top priority and 58 percent said health  
>care.

>  
>Conservative (Tory) Party leader Michael Howard announced that, if he  
>became Prime Minister, the UK would stop recognizing the 1951 United  
>Nations Convention on Refugees and impose a 20,000 annual limit on  
>immigration; net arrivals of foreigners averaged 157,000 a year  
>between 1998 and 2003. Howard, son of Romanian immigrants, asserted  
>that "uncontrolled immigration" is putting community relations at  
>risk.

>  
>Howard admitted that his grandfather may have been an illegal migrant  
>when he applied for British citizenship in 1947. His father left  
>Romania in the 1930s and changed the family name to Howard after  
>arriving in London; Howard's grandmother died in Auschwitz. Labor  
>MP Stephen Pound said: "There is a certain element of 'do as I say,  
>not as I do'. Michael Howard's grandfather was extremely lucky in  
>two things, one in finding asylum in Britain and two that Michael

>Howard was not Home Secretary when he came here."  
>  
>Tony Blair accused Conservatives of trying to exploit public concerns  
>about immigration, and said that Howard was making a mistake by  
>"putting all his eggs in the immigration basket."  
>  
>Admissions. Over the next five years, the Labor government wants to  
>shift migrant admissions to a four-tier system to ensure that  
>newcomers have "skills, talents and abilities." Tier-one  
>professionals such as doctors, engineers and IT specialists will be  
>allowed to enter the UK without job offers. Tier-2 skilled workers  
>such as nurses must have a job offer to enter the UK and work in  
>"shortage occupations and areas," while Tier-3 unskilled workers can  
>enter only if they are from the expanded EU or the UK has a quota  
>program, as currently for agriculture and food processing and  
>restaurants and hotels. Tier-3 workers would have to post bonds that  
>they forfeit if they do not depart as scheduled, and employers would  
>face £2,000 fines for hiring unauthorized workers.  
>  
>Tier 4 covers foreign students and special groups such as athletes  
>and employees of international companies based in the UK. The new  
>policy would end the current automatic right to permanent residency  
>after four years in the UK, and require those seeking permanent  
>residence rights to prove they can support themselves, have been in  
>the UK at least five years and can speak English.  
>  
>Some 7.5 million foreigners enter the UK each year as tourists,  
>300,000 arrive to study and 140,000 to work; a third of the work  
>permits go to nurses.  
>  
>Enlargement. Britain and Ireland were the only two "old" EU 15  
>countries that did not impose restrictions on Eastern Europeans from  
>the "new" EU 10 seeking work. Most studies predicting likely labor  
>migration if there were immediate freedom of movement projected  
>relatively little migration, under 350,000 migrant workers a year in  
>the first years, and quickly falling to 150,000 a year.  
>  
>The UK Office of National Statistics reported that a million East  
>Europeans entered in 2004, and that 90,000 registered in the first  
>five months after the May 1, 2004 entry, indicating they intended to  
>remain more than 90 days, based on the International Passenger  
>Survey. Between October and December 2004, another 40,000 East  
>Europeans registered, bringing the total to 130,000, which was more  
>than the UK government expected, but less than the "millions" some  
>predicted. East Europeans are especially numerous in the UK  
>construction industry.  
>  
>A 27-year old homeless Ukrainian woman in Belfast admitted under the  
>Sector Based Skills (SBS) scheme had her frostbitten legs amputated  
>in January 2005. The SBS allows workers between 18 and 30 to receive  
>work permits for up to 12 months in the food manufacturing, or fish,  
>meat and vegetable processing sectors. Her contract was terminated  
>after 10 months and she wound up homeless.  
>  
>The families of the 58 Chinese who died in a truck en route from  
>Rotterdam to Dover in June 2000 were paid £600,000 in February by

>insurance company Axa.

>

>The UK minimum wage is scheduled to rise from L4.85 (\$9.30) an hour  
>to L5 in October 2005, and to L5.35 in October 2006.

>

>Ireland. Like the UK, Ireland is considering a revamped admissions  
>process that would allow foreigners with skills in short supply and  
>who can support themselves to get a green card; after five years of  
>legal residence, green card holders could apply for Irish  
>citizenship. Under the Employment Permits Bill, Irish employers  
>would have to satisfy a number of criteria to seek work permits for  
>unskilled foreign workers from outside the EU-25 countries, and there  
>would also be E50,000 fines or five years in prison for employers  
>found guilty of breaches of labor law.

>

>Ireland allows skilled non-EEA workers to bring their families under  
>a work visa or authorization scheme, which is renewable every two  
>years. Other non-EEA workers receive a 12-month renewable work  
>permit that is retained by the employer. Some 37,000 work permits  
>were issued in 2004, down from 47,500 in 2003, with the reduction  
>attributed to the 60,000 Eastern Europeans who arrived after May 1,  
>2005 and who no longer need permits.

>

>Far more Eastern Europeans have come to Ireland to work than  
>projected. Some 33,000 Poles received Personal Public Service numbers  
>between May 2004 and February 2005, indicating that they are working  
>legally in Ireland; another 15,000 may be working without PPS numbers  
>for employers who do not want to pay taxes on their wages.

>

>Most Poles and other Eastern Europeans are young people who arrive by  
>bus and have the names of friends and family who will help them find  
>jobs. Many accept low-level jobs until their English and knowledge of  
>the Irish labor market enables them to move up. The Irish are  
>seemingly tolerant of the newcomers, given stories of abuse of Irish  
>migrants, but unions report that there are fears among workers that  
>employers will hold down their wages with threats to turn to Poles  
>and other Eastern Europeans.

>

>Stores of migrant worker abuse are increasing. Turkish-owned Gama  
>Construction was accused in April 2005 of underpaying its Turkish  
>workers posted to Ireland, who took to the streets in protest. Gama  
>paid its Irish workers E13 an hour, but gave its Turkish workers a  
>small stipend in Ireland, and then diverted their wages to accounts  
>in the Netherlands that the workers said they were unaware of and  
>could not access. Gama employs 800 migrants in Ireland on several  
>public works projects, and was considered a model employer of  
>migrants.

>

>There are 21 inspectors to monitor compliance with labor and  
>immigration laws in the workplace, and there are 300 cases of  
>possible employer violations pending. There were 5,160 inspections  
>of employers in 2004, and 14 employers were prosecuted for  
>violations. After the Gama case, the government announced plans to  
>add 11 additional labor inspectors.

>

>Some 28,000 non-EEA students were registered in Ireland in Spring

>2005, with much of the increase due to Chinese and other Asian  
>students arriving for short-term English-language courses. There has  
>been significant abuse of the student entry door, with some schools  
>charging a tuition that some students who require visas to come to  
>Ireland see as a "visa-and-work permit fee" (students do not need  
>work permits while working part time in Ireland). There have been  
>cases of schools admitting students that had no facilities to teach  
>them, and of students arriving but not attending classes.

>

>Beginning April 1, 2005, non-EU foreign students can work part-time  
>(up to 20 hours a week) while studying only if they are participating  
>in a full-time course of study lasting at least one year and leading  
>to a recognized qualification. The purpose of the new restrictions  
>on part-time work by students is to crack down on English-language  
>schools whose tuition charges are often seen by students as a way to  
>obtain a work permit ([www.ictu.ie/foreign\\_students.htm](http://www.ictu.ie/foreign_students.htm)).

>

>Ireland is sometimes referred to as the Celtic Tiger. Its gross  
>domestic product per person was 70 percent of the European Union  
>average in 1987 and 136 percent of the EU's average in 2003, while  
>the unemployment rate sank to four percent from 17 percent. The  
>average wage of full-time workers is about \$40,000; the minimum wage  
>has been E7 an hour since February 1, 2004

>

>Alan Travis, "Asylum claims down 65%," The Guardian, February 23,  
>2005. Simon Jeffery, "Fall in number of asylum seekers," Guardian,  
>February 22, 2005. George Jones, "Tories exploiting immigration  
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>"Tory leader admits father falsifies asylum application," The  
>Telegraph, February 13, 2005. Ed Vulliamy, "UK demands crackdown on  
>sex trafficking," Guardian, February 9, 2005. Jean Eaglesham,  
>"Clarke sets out immigration aims," Financial Times, February 8,  
>2005. Alan Travis and Michael White, "Clarke aims to steal Tories'  
>thunder with tough immigration package," The Guardian, February 7,  
>2005.

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>Spain, Portugal, Italy

>

>Spain reported that 450,000 foreigners moved into the country in  
>2004, bringing the immigrant population to 3.5 million, eight percent  
>of residents. Some 1.9 million non-EU foreigners are registered to  
>live in Spain, another 500,000 EU foreigners are believed to live in  
>Spain, and the others are thought to be unauthorized.

>

>Spain launched its fifth legalization program (there were three in  
>2000-01 that are usually grouped together as one) on February 7,  
>2005. It allows unauthorized foreigners in Spain who were registered  
>in their municipality before February 7, 2005, who have a job  
>contract valid for at least six months (three months in agriculture),  
>and who can produce a no-criminal record certificate from their  
>country of origin, to legalize their status. After May 7, 2005,  
>there is to be stepped-up enforcement, including penalties on  
>employers of up to E60,000 (\$77,000).

>

>These tougher-than-usual conditions are likely to restrict the number

>of unauthorized foreigners who qualify for legalization to hundreds  
>of thousands rather than millions. Although some other EU countries  
>were reportedly upset with the prospect of Spain granting  
>unauthorized foreigners the right to travel freely in the EU, EU  
>commissioners supported the program, especially because the required  
>work contract in Spain is expected to anchor newly legalized migrants  
>in the country.

>  
>Spain, a country of 43 million, has received E85 billion in EU aid  
>since joining in 1986. In February 2005, Spanish voters approved the  
>325-page EU constitution in an election marked by low turnout; the EU  
>constitution abolishes national vetoes in forging a common EU  
>immigration and asylum policy.

>  
>Portugal. The largest group of foreigners in Portugal is from the  
>Ukraine. The Ukrainians and other Eastern Europeans began arriving  
>in large numbers in 2000-01, when unemployment was under four percent  
>and the construction industry was eager to hire additional workers.  
>A 2001 legalization program allowed foreigners with a formal sector  
>job to get a renewable one-year work and residence permit; after five  
>years in Portugal, foreigners can become permanent residents.

>  
>"200,000 immigrants take advantage of amnesty," Agencia EFE and  
>Expatica News, March 21, 2005.

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>France, Benelux  
>  
>French interior minister Dominique de Villepin released a report in  
>February 2005 that concluded that France needed immigrants and also  
>needed to step up the fight against illegal immigration. A November  
>2003 law already restricted family unification and stepped up efforts  
>to prevent false marriage and to remove failed asylum seekers.

>  
>France is scheduled to vote on the EU constitution on May 29, and 11  
>opinion polls in March 2005 found that more would vote no than yes.  
>The constitution consolidates past European Union treaties into a  
>single document and eliminates national vetoes from policy areas such  
>as immigration, but leaves national sovereignty intact in foreign and  
>defense policy.

>  
>In 1995, with unemployment at 12.6 percent, France's socialist  
>government introduced the 35-hour work week in an effort to create  
>more jobs. The theory was that, with currently employed workers  
>employed fewer hours, more workers would be hired. Unemployment has  
>remained at about 10 percent, and in 2005 the center-right government  
>relaxed the 35-hour law, even though opinion polls showed that most  
>French supported the shorter work week.

>  
>In a new book, France in Crisis, Timothy Smith argues that the 35-  
>hour week is an example of French insiders "capturing" the welfare  
>state and benefiting themselves even as they announce they are  
>helping outsiders, such as jobless migrants. Instead of tinkering  
>with the work week, he argues that France needs to de-regulate its  
>economy and labor market, which would create jobs in service  
>industries such as hotels and taxi driving.

>  
>A new study by the National Consultative Commission on Human Rights  
>found that racist and anti-Semitic violence in France nearly doubled  
>in 2004. Anti-Semitic acts rose to 970 compared to 601 in 2003 and  
>threats against Muslims rose from 232 in 2003 to 595 in 2004.

>  
>Netherlands. The Netherlands government announced plans to require  
>those applying for immigrant status to pass a test of Dutch language  
>and culture in their countries of origin before receiving immigration  
>visas. Visa applicants would have to pay an exam fee of E350, and  
>eventually the 755,000 non-EU foreigners living in the Netherlands  
>may also have to also pass the language and culture test.

>  
>Several Dutch politicians who have spoken out against fundamentalist  
>Islam have received death threats; filmmaker Theo van Gogh was killed  
>in Amsterdam in November 2004 by a Muslim who disliked the way Islam  
>was portrayed in his films. Two members of the Dutch Parliament who  
>criticized the behavior of militant Muslim migrants are escorted by  
>plainclothes police officers around the clock.

>  
>In 2002, Pim Fortuyn entered the political scene and upended the  
>Dutch tradition of consensus politics with an anti-immigrant stance  
>summed up with his phrase "Holland is full." He was killed in May  
>2002 by an animal rights activist. Pim Fortuyn used the phrase "the  
>boat is full" to oppose immigration; today, many Dutch talk openly of  
>overcrowding, noise and anti-social behavior by immigrants.

>  
>The Dutch government has ordered four imams deported for provoking  
>hatred and inciting holy war, or jihad; they are appealing. In a  
>2005 opinion poll, 35 percent of the native Dutch had negative views  
>about Islam.

>  
>The New York Times on February 27, 2005 reported that more middle-  
>class Dutch families are considering emigration because of rising  
>immigration and tensions. About 30,000 Dutch nationals emigrated in  
>1999, and 40,000 in 2004, although some of those who leave for  
>Australia and Canada are not in government statistics.

>  
>Belgium. About two-thirds of the 860,287 foreigners in Belgium at  
>the end of 2004 were from other EU countries. Belgium has 10.2  
>million residents, and the foreigner share is 8.4 percent. The three  
>largest groups of foreigners are 183,021 Italians, 114,943 French and  
>100,700 Dutch; the largest non-EU groups are Moroccans, 81,762, and  
>Turks, 41,336. There are believed to be another 100,000 unauthorized  
>foreigners.

>  
>"Immigrant mothers sent to integration classes," Expatica News, March  
>24, 2005. "Attacks Rise vs. French Jews and Muslims," Associated  
>Press, March 21, 2005. Marlise Simons, "More Dutch Plan to Emigrate  
>as Muslim Influx Tips Scales," New York Times, February 27, 2005.  
>"Two-thirds of Belgium's foreigners are from the EU," Expatica News,  
>February 11, 2005.

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>Russia, Northern, Eastern Europe

>

>Russia. Russia had 129,000 registered migrant workers in 1994, and  
>378,000 in 2003. There are an estimated three to four million  
>unauthorized foreign workers in Russia, so that legal and  
>unauthorized migrants may be six percent of Russian workers.  
>  
>Perhaps two-thirds of Russia's migrants are from ex-USSR countries  
>who can enter Russia without visas for up to 90 days. Most irregular  
>workers enter Russia legally, but violate their status by staying  
>more than 90 days and/or going to work. In most cases, neither  
>migrants nor their Russian employers in urban construction and  
>services are registered as required to be legal.  
>  
>Beginning on January 1, 2005, there are national and regional quotas  
>on migrants, and Russian employers have to obtain permission from the  
>Federal Migration Service to hire foreigners for one year. Job  
>offers and permissions are sent to migrants abroad, who complete  
>forms upon their arrival in Russia.  
>  
>Many of Russia's 32 million pensioners and veterans demonstrated in  
>January 2005 against plans to end benefits such as free  
>transportation and subsidies for housing, forcing the government to  
>backtrack. The average pension is about \$75 a month.  
>  
>Northern/Eastern Europe. In Denmark, the coalition government that  
>includes Liberals, Conservatives and the anti-immigration Danish  
>People's party won 54 percent of the vote in February 2005 elections.  
>After coming to power in November 2001, the coalition government  
>restricted immigration and access to asylum, and reduced the number  
>of asylum applicants from 12,512 in 2001 to 3,222 in 2004.  
>  
>Norway's Confederation of Trade Unions in February 2005 demanded that  
>a minimum wage of 125 kronen (E15) an hour should apply to both  
>>Norwegian and foreign construction workers to prevent wage dumping.  
>In Sweden, unions picketed several sites that used Latvian workers at  
>below-normal wages, prompting Latvia to complain to the European  
>Commission.  
>  
>The Czech Republic reported 170,000 legal foreign workers in mid-  
>2004, up sharply from 20,000 a decade earlier. Most of the migrants  
>are Slovaks (72,000), followed by Ukrainians (39,400) and Vietnamese  
>(21,400).  
>  
>Southern Slovaks are migrating over the bridge connecting Sturovo,  
>Slovakia and Esztergom, Hungary in search of jobs and higher wages,  
>an example of a new form of labor migration within the EU-10  
>accession countries. Suzuki Motor Corp.'s car plant in Esztergom  
>reports that 40 percent of the work force of 2,700 are Slovaks but,  
>with the Slovak economy booming, Slovaks may eventually decide to  
>stay home; the minimum wage in Slovakia is Ť163 per month, versus  
>Ť232 in Hungary.  
>  
>Marton Dunai, "In EU, Labor Flow Has Limits," Dow Jones,  
>April 4, 2005.  
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>ASIA

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>China: Migrants, Farms  
>  
>In 2005, the Chinese Lunar New Year or Spring Festival fell on  
>February 9, there were some two billion trips by car, bus, train, boat  
>or airplane, many involving the 120 million migrants returning from  
>coastal cities to their villages in rural inland areas. In some  
>cases, migrants are not paid regularly by their employers, and Spring  
>Festival is the time when back wages are to be paid so that migrants  
>can take gifts and money back to relatives and friends. In some  
>areas, construction bonds equivalent to two percent of each firm's  
>contracts are being established so that migrants who are not paid can  
>collect at least some of their back wages.  
>  
>The central government ordered employers to pay back wages for fear  
>that there may be more situations such as that in the Pearl River  
>Delta, where the failure to pay migrants has reportedly led to labor  
>shortages. Surveys of employers in Guangdong and Fujian who report  
>vacant jobs find that most are not planning to raise wages to attract  
>workers, but employers in the Yangtze River Delta region near  
>Shanghai already offer higher wages, as much as \$150 a month at the  
>Zhongce Rubber tire plant.  
>  
>The city of Dongguan announced that the minimum wage there would rise  
>from Rmb450 (\$55) to Rmb574 a month in March 2005, and urged  
>employers, for instance, not to fine workers who make mistakes or  
>take bathroom breaks, lowering their take-home pay. Some employers  
>have loosened hiring rulesÑ previously, workers had to be 18 to 25  
>and high school graduates, and some bankers speculate that rising  
>wages may divert some of the investment now pouring into China to  
>lower-wage countries such as Vietnam.  
>  
>The annual report on the 14-million resident city of Beijing  
>estimated there were four million migrants without permanent resident  
>permits in the city. They earned an average 800 yuan or \$100 a  
>month, about 40 percent as much as registered Beijing residents.  
>  
>China's one-child policy was launched in 1980, and one unanticipated  
>side effect is the growing gap between the number of boys and girls:  
>130 boys for every 100 girls born in some places. Ultrasound tests  
>to determine gender are prohibited, but there are widespread reports  
>of women seeking to determine the sex of their fetuses and aborting  
>girls.  
>  
>Agriculture. China in February 2005 announced reduced taxes and  
>increased subsidies for farmers aimed at improving the incomes of the  
>800 million Chinese in rural areas. Rapid economic growth has lifted  
>average per capita incomes to more than \$1,000 a year within a  
>generation, but the benefits have been concentrated in urban areas.  
>Urban incomes averaged more than 3.2 times rural incomes in 2004, and  
>the gap was widened by benefits, since urban employees often receive  
>housing and other benefits not available to rural residents.  
>  
>Rural-urban inequality has risen in part because the government  
>invested billions in coastal areas and encouraged private enterprise  
>but maintained tight control over the rural economy. For example,



>farmers get their land on 30-year contracts that can be altered by  
>local governments, and, since collective farms were dismantled in  
>favor of private farms in the early 1980s, have had to pay an annual  
>tax.

>

>As part of the reforms, the government announced that 24 of China's  
>31 provinces and metropolitan regions would eliminate the basic  
>agricultural tax by the end of 2005, and other provinces soon  
>afterward. Farmers, who earn an average of \$350 a year, must pay the  
>\$5 a year farm tax plus local supplements, while urban residents do  
>not pay taxes unless they earn more than \$1,200 a year.

>

>Outlook. There are predictions that the world is entering "The  
>Chinese Century," with China on track to have the largest GDP  
>measured by purchasing power. Like Japan, which rose to second place  
>in world GDP rankings in 30 years after WWII, China has a highly  
>educated population, an undervalued currency and access to capital  
>and technology.

>

>China was the world's largest economy for much of the 700 years  
>starting around 1000, as the introduction of early-ripening rice and  
>later of New World crops like maize and sweet potatoes created food  
>surpluses, allowing the buildup of porcelain and silk industries that  
>dominated global trade in these goods. In 1730, China may have  
>produced a third of world manufactured goods, compared to an eighth  
>today.

>

>Hong Kong. Migration from mainland China to Hong Kong fell sharply in  
>2004, to 38,100 from 53,507 in 2003.

>

>Joseph Kahn, "China to Cut Taxes on Farmers and Raise Their  
>Subsidies," New York Times, February 3, 2005. Kathleen E.  
>McLaughlin, "It's Chinese New Year. Will workers get paid?" Christian  
>Science Monitor, February 1, 2005.

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>Japan; Entertainers, Demography

>

>Japan approved a new law aimed at combating trafficking in humans,  
>and one side effect is expected to be a reduction in the number of  
>entertainer visas. Currently, some 80,000 visas a year are granted  
>to Filipinos, but that number could be reduced to 8,000 a year under  
>a new anti-trafficking law. Japan signed the 2002 United Nations  
>protocol against human trafficking, but could not ratify it without a  
>law against trafficking that is also expected to reduce the number of  
>entertainers who become prostitutes.

>

>The three largest sources of foreign prostitutes in Japan are  
>Thailand, Colombia and the Philippines, with the Colombian Embassy  
>estimating that 3,500 Colombian women work as prostitutes in Japan.  
>Under the new Japanese law, victims without proper papers will not be  
>deported immediately so that they can cooperate in investigations  
>against traffickers.

>

>Japan continues to struggle with Zainichi, a term that literally  
>means "to stay in Japan," but that is usually shorthand for Koreans

>who came here during Japan's colonial rule, and their descendants.  
>General civil service positions such as public health nurse have been  
>opened to Zainichi, but not management positions.  
>  
>Zainichi are often considered outsiders in both Japan and Korea, as  
>the case of a woman with a Japanese mother and a South Korean father  
>illustrated. The Japanese Supreme Court upheld earlier decisions  
>that barred the woman from taking the a test needed to become a  
>supervisor at her public health center because she is a foreigner.  
>There were about two million Koreans in Japan in 1944, but most  
>returned after WWII, leaving only 600,000 by 1947. In 1952, Zainichi  
>were asked to choose between South or North Korean citizenship and  
>were recognized as permanent residents of Japan. Their number as  
>been dropping as more become naturalized JapaneseÑthere were 470,000  
>in 2003.  
>  
>Japan has a baby bust and senior citizen boom that is most apparent  
>in rural villages, some of which are merging with nearby cities as  
>their populations decline. In many villages with fewer than 10,000  
>residents, there are twice as many deaths as births, so that the  
>Japanese population of 128 million is projected to decline to 126  
>million by 2015 and to 101 million by 2050. Demographic change is  
>apparent in schools, where the number of elementary and junior high  
>students fell from 13.4 million in 1994 to 10.9 million in 2004; some  
>of the schools that are closed are being turned into senior centers.  
>  
>Efforts to raise Japan's population growth rate begin with raising  
>the birth rate, but the list of obstacles is long. When Japan's  
>economic bubble burst in 1990, many companies seeking less expensive  
>alternatives to hiring career men began hiring women part-time.  
>Since marriage often means staying home and raising children, 70  
>percent of Japanese women who are now financially independent in one  
>poll say that they have no desire to marry and have children.  
>  
>With the average woman having only 1.3 babies, many local governments  
>are offering cash awards for additional children, so far with little  
>success.  
>  
>Norimitsu Onishi, " Born to Be a Foreigner in Her Motherland," New  
>York Times, April 2, 2005. Norimitsu Onishi, "Japan, Easygoing Till  
>Now, Plans Sex Traffic Crackdown," New York Times, February 16, 2005.  
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>Malaysia, Singapore, Thailand

>  
>Malaysia. Malaysia has 10 to 20 percent foreign workers, with the  
>uncertainty due in part to the large number of illegal workers; there  
>are a million legal foreign workers and perhaps another million  
>unauthorized foreigners. Unauthorized foreigners are subject to  
>M\$10,000 (\$2,600) fines and two-year prison terms, while Malaysian  
>employers face up to a year in jail and a fine of up to M\$50,000 for  
>each illegal worker hired, with those hiring more than five also  
>liable to caning.  
>  
>Caning is a standard punishment for more than 40 crimes in Malaysia,  
>ranging from sexual abuse to drug use. Administered with a thick

>rattan stick, it splits the skin and leaves scars.

>

>Some 380,000 unauthorized foreigners left during an "amnesty" that  
>began in Fall 2004 and was extended several times. During amnesties,  
>unauthorized foreigners can leave without paying fines for being  
>illegally in the country. On March 1, 2005, some 300,000 policemen  
>as well as the 560,000-strong Peoples Volunteer Corp began searching  
>for the remaining unauthorized foreigners under Operation Tegas; the  
>volunteers receive M\$100 for each foreigner arrested.

>

>Some Malaysian employers apparently withheld wages due to  
>unauthorized migrants, assuming that they would not have to be paid  
>if the migrants went into hiding or were deported. Critics noted  
>that, under the government's plan, unauthorized foreigners would be  
>allowed to re-enter Malaysia after paying for health checks and work  
>permits, so that the exercise might wind up benefiting transport  
>companies and hospitals while imposing costs on migrants.

>

>Critics also noted that the Indonesian government did little to  
>assist returning unauthorized migrants. In September-October 2002,  
>some 350,000 migrant workers were deported from Sabah, Malaysia, to  
>the Indonesian frontier town of Nunukan, East Kalimantan under such  
>poor conditions that at least 85 died and thousands were near  
>starving.

>

>The "roundup" is popular in Malaysia. Many Malaysians blame  
>foreigners for crime and other social ills, and the government says  
>that foreigners do not pay tax and put a heavy burden on state  
>services, such as education and health care.

>

>By mid-March 2005, when 3,000 unauthorized foreigners had been  
>apprehended, there were complaints of shortages of up to 400,000  
>workers, half in manufacturing. The Malaysian government announced  
>that it would import additional legal foreign workers in a way that  
>minimized dependence on Indonesians, mentioning recruitment in  
>Pakistan, Vietnam, Burma, Sri Lanka, Bangladesh, China, India and  
>Cambodia. On March 18, the government announced it would recruit  
>100,000 male Pakistanis to work in all areas including construction,  
>manufacturing and services.

>

>The government charges employers a levy or tax on each foreign worker  
>employed, and most employers deduct the M\$365 to M\$1,200 a year levy  
>from migrant wages. In 2005, the Home Ministry wants to require  
>Malaysian employers to pay at least 30 percent of the levy and  
>penalize those employers who recoup this portion of the levy from  
>workers. Employers who hire migrants in a low-levy sector such as  
>plantations, but have them work in a higher-levy sector such as  
>manufacturing, are to be penalized, as are employers who hire  
>migrants from other Malaysian employers (sub-contracting).

>

>Malaysia and Indonesia announced that they would develop one-stop  
>shops to issue passports (for \$16) and work permits to Indonesians  
>heading legally to Malaysia. A May 2004 Malaysia-Indonesia MOU sets  
>out procedures for Indonesians to work in Malaysia; it allows  
>Malaysian employers to hold workers' passports and other documents  
>for "safekeeping."

>  
>However, the Association of Labor Exporters to the Asia-Pacific  
>Region (Ajaspac) complained in March 2005 that the Indonesian  
>Manpower and Transmigration Ministry was aiming to make money off  
>migrants returning to Malaysia by charging excessive fees. According  
>to Ajaspac, Malaysia-bound migrants are charged Rp 120,000 (US\$13) to  
>apply for a passport, Rp 250,000 for a health check, and Rp 100,000  
>for a Malaysian work visa— all fees in excess of cost, since Malaysia  
>does not charge for work visas.

>  
>Singapore. Singapore, a city-state of four million, had about 600,000  
>foreign workers and 750,000 foreign residents in 2003; foreigners are  
>about 30 percent of the labor force. The government makes a sharp  
>distinction between unskilled and skilled foreigners. Unskilled  
>foreigners (generally those earning less than S\$2,500 a month)  
>receive work permits and cannot bring their families, and their  
>Singaporean employers must pay monthly levies or taxes to the  
>government for the privilege of employing them.

>  
>About 20 percent of the foreign workers are considered skilled, and  
>they receive employment passes that permit them to bring their  
>families to Singapore. However, only about half of the employment  
>pass holders are expatriates receiving housing and other benefits  
>from their employers. Indeed, the employment pass system has become  
>multi-layered since July 1994: P-passes are available to those  
>earning S\$3,500 a month or more, and they have more rights than S-  
>pass holders, who must satisfy education, work experience and job  
>requirements in Singapore criteria. If S-pass holders earn at least  
>S\$2,500 a month, they can bring their dependents to Singapore, but  
>their employers must pay a levy that varies with market conditions,  
>and S-pass holders cannot be more than five percent of a company's  
>labor force.

>  
>Singapore's leaders have consistently said that the resource-poor  
>country needs foreign talent to compete globally, and most studies  
>suggest that foreign workers complement Singapore workers and speed  
>economic growth. However, since white-collar workers have suffered  
>more-than-usual unemployment since 1997, public attitudes toward even  
>skilled foreign workers have become more skeptical. But with leaders  
>proclaiming that foreign talent is necessary, and with employment  
>passes issued quickly and in a transparent manner, there is little  
>prospect for major changes in Singapore's two-track foreign worker  
>policy.

>  
>Thailand. Thailand had an estimated 2.2 million foreign residents in  
>2003, including 800,000 unregistered and thus illegal foreigners,  
>514,424 registered migrant workers from Myanmar, Laos and Cambodia,  
>409,258 overstayers (legal entries who did not depart), 288,780  
>displaced persons from Myanmar, and about 192,500 legal foreign  
>residents and workers.

>  
>In 2004, the Thai government allowed all unauthorized foreigners in  
>the country before November 2003 to register, and 1.5 million did so  
>by November 2004. They included 72 percent from Myanmar, 15 percent  
>from Cambodia, and 13 percent from Laos. However, in order to get  
>work permits to stay in Thailand and work for up to four years,

>registered migrants had to get health checks. By December 2004,  
>only 814,000 had done so; they were 75 percent from Myanmar, 13  
>percent from Cambodia and 12 percent from Laos.

>

>These 814,000 now legal guest workers were concentrated in  
>agriculture, 22 percent; domestic helpers, 16 percent; fisheries, 16  
>percent; and construction 14 percent. The remaining migrants who  
>registered have until June 2005 to get health checks and work  
>permits. In the meantime, there are active efforts to locate and  
>remove unauthorized foreigners; some 204,000 were removed in 2004.

>

>The Thai government wants to manage migration, and aims to do so by  
>preventing illegal entries and employment and putting national and  
>provincial quotas on the number of migrant workers allowed. The  
>Deputy Minister of Labor chairs a committee to the Administer  
>(Illegal) Alien Workers program, and for 2005 the national quota is  
>1.5 million migrants, which is also the number of foreigners who  
>registered in 2004. Thailand has signed Memoranda of Understanding  
>with the governments of Myanmar, Laos, and Cambodia which calls on  
>these countries to issue their nationals in Thailand who do not have  
>ID documents the IDs necessary to get work permits.

>

>Others. Indonesia has a labor force of 103 million, with 40 percent  
>employed in agriculture. However, agriculture generated only 15  
>percent of GDP in 2004 and, except for oil palm and rubber, there are  
>limited prospects for developing a significant plantation-based  
>agriculture that can compete in global markets.

>

>Vietnam's Ministry of Labor, War Invalids and Social Affairs urged  
>labor export firms to target new markets for migrants, including  
>European and African countries. Some 67,450 migrants were sent  
>abroad in 2004, according to the Ministry's Overseas Worker  
>Management Department.

>

>A January 2005 Asian Development Bank study of poverty distinguished  
>income poverty from access poverty—do the poor have access to  
>essential services? In the Philippines, there was little poverty  
>reduction since 2000 despite economic growth. Almost half of the  
>rural residents were poor, as were 20 percent of urban residents.  
>However, the worst outcomes were in access—two-thirds of all  
>children finish elementary school, but only a third of poor children.

>

>Asean has been moving towards allowing the freer movement of skilled  
>workers between its 10 member countries, but it has yet to address  
>the much larger movement of unskilled workers.

>

>"Malaysia to hire 100,000 Pakistanis to plug labor vacuum," Agence  
>France Presse, March 18, 2005.

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>India: Remittances, High-Tech

>

>India receives more remittances from migrant workers than any other  
>country, \$23 billion in 2004, compared to \$17 billion sent to Mexico.  
>As in Mexico, remittances to India have increased sharply in recent  
>years; remittances to India were only \$10 billion in 2001.

>

>Most Indian migrants are unskilled workers employed for several years  
>in construction, transport and as domestic helpers in the Gulf oil  
>exporters as well as in southeast Asian nations such as Malaysia, but  
>there is also a significant flow of more skilled migrants who tend to  
>stay in the English-speaking immigration countries such as Australia,  
>UK and the US permanently.

>

>India has some world-class educational institutions, and 20 to 30  
>percent of the graduates of the Indian Institutes of Technology  
>(IITs) emigrate at least temporarily, as do half of the graduates of  
>the All India Institute for Medical Sciences (AIIMS). India has a  
>large numbers of well-trained and English-speaking graduates willing  
>to work for relatively low wages, at least initially.

>

>Information technology (IT) has been the driving force for exporting  
>skilled Indian workers, and there is an oft-told story of how  
>multinationals "discovered" the skills of Indian IT workers,  
>transferred them to foreign locations, and set in motion Indian IT  
>migration flows to many countries. The Indian IT industry has been  
>able to move up the "value chain," shifting from sending only workers  
>abroad to selling custom software and sending IT migrants to maintain  
>it.

>

>In the year ending March, 2004, the National Association of Software  
>and Service Companies, or Nasscom estimated that 770,000 workers were  
>employed in the software export industry, generating revenues of  
>\$12.8 billion; a year later, revenues were estimated at \$17.3  
>billion. They included 350,000 workers employed in call centers,  
>generating \$5.1 billion in revenue. Salaries for IT workers in India  
>are rising, with entry-level college graduate IT workers earning \$250  
>to \$330 a month. However, Nasscom estimated that, in 2001-02, India  
>still had a surplus of IT workers, putting demand at 416,000 and  
>supply at 428,000.

>

>Health care workers also emigrate. It is estimated that 10 to 15  
>percent of all those trained as doctors in India have emigrated, and  
>the percentage of those trained as specialists who emigrate is higher  
>despite restrictions that include having to pass tests in the country  
>of destination in order to practice medicine. Unlike many other  
>developing countries, India does not require health care workers  
>educated at government expense to serve several years in India. Most  
>Indian analysts say that, if there were fewer migration barriers,  
>more Indians would emigrate temporarily or permanently.

>

>Reports of Indians who were successful abroad returning to India to  
>participate in the country's rapid economic growth usually focus on  
>the IT sector, not health care, but there are private medical groups  
>such as Apollo, Escorts and Manipal that were begun by returned  
>doctors to develop a "medical tourism" industry. Indian government  
>policy is to encourage where possible the provision of medical  
>services to foreigners in India, which can help establish links and  
>multiplier effects on the Indian economy.

>

>India and China share a 2,175-mile border, and in April 2005  
>announced plans to settle border disputes that led to a brief war in

>1962 that China is generally acknowledged to have won. The two  
>countries hope to increase trade, with China having the edge in  
>manufacturing and computer hardware and India in software and  
>services.

>

>Pakistan. Pakistan expects a record 14 billion bale (375 pounds)  
>cotton crop in the year ending June 2005; it is the world's fourth-  
>largest cotton producer, after the United States, China and India.  
>With the end of textile quotas, there is competition between China  
>and other major cotton producers about which textile firms will be  
>able to compete with Chinese firms.

>

>Pakistan's economy expanded by over six percent in 2004, in part  
>because remittances once sent home through informal banking channels  
>are now landing in the banks, lifting the country's foreign reserves.  
>Pakistanis abroad unsure about their status after September 11 have  
>invested at home, fueling both stock market and real estate booms.  
>However, the poor are not benefiting: a third of Pakistanis were  
>considered poor in 2001, and there is little evidence of a trickle-  
>down effect of the recent boom.

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>Australia: Immigration

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>Australia received 111,000 immigrants in 2003-2004, up from 91,000 in  
>2002-03. The leading country of origin was the UK, with 18,000  
>immigrants, followed by New Zealand, China, India, South Africa, the  
>Sudan and the Philippines. Six months after arrival, 10 percent of  
>immigrants in Australia were unemployed, compared to 26 percent in  
>Canada.

>

>Immigration Minister Amanda Vanstone is considering adding 20,000  
>slots for skilled workers to fill vacant jobs, which would raise  
>immigration toward peak 140,000 a year levels.

>

>Australia receives about 100,000 working holiday makers a year, young  
>people from Commonwealth countries who can work to support their  
>vacations, and 60 percent of the 171,000 foreign students in  
>Australia applied to work while studying--most of those in both  
>groups who work are employed in agriculture and restaurants. There  
>is a proposal to allow up to 30,000 Chinese guest workers to work in  
>Australian agriculture for three to six months, especially after  
>fruit allegedly rotted on trees in February-March 2005 in Victoria's  
>Goulburn Valley for lack of workers.

>

>The number of foreign workers applying to enter Australia rose from  
>187,000 in 1999 to 325,000 in 2004.

>

>Boat People. In August 2001, Prime Minister John Howard declared that  
>migrants headed to Australia in boats to seek asylum would not be  
>allowed to land. Howard said "We decide who comes to this country  
>and the circumstances in which they come," and handily won re-  
>election.

>

>The Howard government has adopted a so-called "Pacific solution" to  
>the boat people problem, sending migrants headed to Australia to  
>island nations such as Papua New Guinea, Tuvalu and Nauru, where  
>UNHCR screened them to determine if they were refugees. Nauru  
>received 1,232 asylum seekers, and 454 remain there.

>

>A poll in Fall 2004 found that a majority of Australians believe that  
>all boats carrying asylum seekers should be turned back and most  
>believe that the present level of immigration is "about right."  
>Those polled generally had positive attitudes towards migrants,  
>seeing them as good for the economy.

>

>Michael Gordon, "Call to revisit asylum claims," The Age, March 28,  
>2005. Penelope DeBelle, "Six arrested, woman trampled in Baxter  
>protest," The Age, March 27, 2005. Joseph Kerr and Andrew Stevenson,  
>"New visa is useless, say refugee advocates," The age, March 25,  
>2005. Louise Dodson, "Immigration levels sufficient, poll finds,"  
>Sydney Morning Herald, March 25, 2005.

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>Middle East

>

>Israel received only 21,000 immigrants in 2004, the lowest number  
>since 1989. Between 1990 and 2001, a million immigrants from the ex-  
>Soviet Union arrived, as annual immigration ranged from 44,000 to  
>200,000 a year.

>

>Bahrain. Bahrain is considering extending labor rights to domestic  
>helpers, which would make it the first Gulf country to explicitly  
>guarantee their rights. Families seeking foreign domestic helpers  
>must pay a fee of BD30 for a two-year permit, but once the foreigner  
>arrives, she is considered part of the family where she works and is  
>not covered by labor laws. Advocates want domestic helpers included  
>under labor laws.

>

>Saudi Arabia. Saudi Arabia is the major employer of migrant workers  
>in the Gulf region, and has been aiming to reduce the number of  
>migrants to open jobs for Saudis, a process called Saudization.  
>Saudi Arabia has a population growing at almost three percent a year,  
>and many new labor force entrants are unable to find jobs.

>

>Saudization is based on not granting work permits to foreigners for  
>employment in 22 occupations, and mandating the hiring of a certain  
>number of Saudis in others. However, many employers prefer migrants,  
>who earn \$150 to \$200 a month if they are unskilled and \$400 to  
>\$1,000 a month if they are skilled.

>

>In several cases, the Saudi government announced that particular  
>occupations were only for Saudis, and then relented. For example,  
>foreigners were to be banned from taxi driving beginning in February  
>2005, but the government put off the ban to 2008. The Labor Ministry  
>says there is no link between terrorism and unemployment in Saudi  
>Arabia.

>

>Syria. Many Syrian workers are leaving Lebanon, fearful that they  
>will be blamed for the killing of ex-premier Rafiq Hairiri. There



>are more than 300,000 Syrian migrant workers, and their departure  
>threatens construction and agriculture with labor shortages. One  
>businessman said that 75 percent of the skilled and unskilled workers  
>in Lebanon are Syrian.

>

>Nayla Razzouk, "Syrians flee Lebanon fearing reprisals after Hariri  
>assassination," Agence France Presse, February 23, 2005. "Saudi  
>minister on unemployment, Saudization figures," BBC Worldwide  
>Monitoring, February 12, 2005.

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>Africa: Migrants, Jobs, Customs

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>Migration to US. Since 1990, about 50,000 legal African immigrants a  
>year have arrived in the US, tripling the number of sub-Saharan  
>African US residents in the past 15 years. African and Caribbean  
>immigrants accounted for a quarter of the Black population increase  
>during the past decade, so that 7.3 percent of Black US residents  
>were born abroad. Most African and Caribbean immigrants have high  
>levels of education and earn more than American-born blacks.

>

>An estimated 500,000 Africans were brought to the US as slaves before  
>the slave trade was halted in 1807; during peak years, about 30,000  
>arrived. Far more African slaves went to the Caribbean and Brazil,  
>but more died producing sugar cane there than cotton in the US. In  
>the 1960's, 28,954 legal immigrants were admitted to the US from all  
>of Africa; 80,779 in the 1970's; 176,893 in the 1980's; and 354,939  
>in the 1990's.

>

>The Washington DC area has the world's largest concentration of  
>Ethiopians outside of Africa, and the African Economist magazine  
>reported that some are returning to Addis Ababa to open businesses  
>there. The government is encouraging returns with tax breaks on  
>imported belongings and flexible land ownership laws, and is  
>especially keen to attract doctors-- there are more Ethiopian doctors  
>living in the United States than in Ethiopia.

>

>Ethiopia, a country of 70 million in the horn of Africa, is the  
>birthplace of both Homo sapiens and coffee. It was never colonized,  
>and has retained its cultural and religious traditions. Many of the  
>Ethiopians in the US came as refugees during the socialist military  
>government in power during the 1980s and early 1990s.

>

>South Africa . South Africa, a country of 44 million, has at least a  
>million unauthorized foreigners. They include unskilled migrants  
>from poorer neighboring countries such as Mozambique as well as  
>highly skilled migrants from most other African countries.

>

>The presence of the foreigners combined with a high unemployment  
>rates for local Blacks has spurred a backlash. Many of the migrants  
>report being stopped by police and being called makwerekwere, a  
>derogatory term for foreigners, even though the highly skilled  
>migrants often launch small businesses and employ South Africans.

>

>Most national borders in Africa were drawn by colonial powers in the  
>nineteenth century, and the conventional wisdom is that now-

>independent nations that tinker with them run the risk of wars  
>between ever-smaller nation states. However, the 2005 peace  
>agreement between the Arab-dominated Sudanese government and the  
>African and mostly Christian south includes a referendum in 2011  
>that will allow the southerners to secede and form a new nation that  
>includes most of Sudan's oil reserves.

>

>Africa already has an eighth of the world's population and a quarter  
>of the world's nation-states. The prospect of more nation-states  
>promises more international migration, and perhaps more wars that  
>produce refugees. On the other hand, current nation-states that  
>include numerous tribes and ethnic groups allow dictators to play one  
>off against another to stay in power.

>

>Ghana. Ghana's immigration service said it had broken up a Chinese  
>human trafficking ring that promised jobs in Europe and the US.  
>There is growing belief that access to Europe or North American is  
>easier from African nations rather than from the migrants' home  
>countries.

>

>Jobs. Call centers are a relatively easy entry industry that can  
>employ educated workers in developing countries to sell products over  
>the telephone to consumers in rich countries or to respond to their  
>queries. Kenya is the one of the first African countries where  
>college-educated Africans can be hired for under \$500 a month to  
>staff call centers.

>

>Datamonitor estimates that about one percent of the six million call  
>center jobs globally are in Africa, generally in South Africa. Most  
>of the African call centers are engaged in telemarketing, the least  
>profitable part of the call center business.

>

>Customs. In most sub-Saharan African countries, the father's side of  
>the family inherits a son's property when he dies, which can leave  
>mothers and their children with nothing. The tradition is rooted in  
>the notion that men are the breadwinners and the property of a  
>married couple represents the fruits of the man's labor.

>

>There is variance, so that in matrilineal tribes, children are  
>considered descendants of the mother, and the family typically lives  
>in the mother's village and keeps the house and household goods if  
>the father dies. However, in patrilineal tribes, children are  
>considered the father's descendants and men are seen as the sole  
>property owners. If her husband dies, the wife may be allowed to  
>stay in the couple's house, sometimes on condition that she marry one  
>of her husband's relatives. If the husband died of AIDS, some  
>relatives worry that the wife has AIDS and evicts her from the home.

>

>Mitochondrial Eve. The National Geographic Society announced a five-  
>year project to trace human migrations by collecting DNA from more  
>than 100,000 people around the world. According to the NGS, "humans  
>spread out of Africa, then moved out of Eurasia, but it gets very  
>hazy after that." Researchers plan to collect 10,000 DNA samples  
>from each of 10 indigenous groups that remained in one place for long  
>periods, such as the Navajos in the United States.

>

>All humans today received their mitochondrial DNA, the cellular  
>powerhouses that are passed down through mothers, from one woman  
>(mitochondrial Eve), or perhaps a few, living in Africa between  
>50,000 and 200,000 years ago. Researchers have traced the Y  
>chromosome of males back to a "genetic Adam" in roughly the same time  
>and place. Earlier analyses found that peoples' genomes fell into  
>five major clusters corresponding to their continent of origin and,  
>in effect, to their race.

>  
>Nicholas Wade, "Geographic Society Is Seeking a Genealogy of  
>Humankind," New York Times, April 13, 2005. Lydia Polgreen, "What of  
>the Borders?" New York Times, February 9, 2005.

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>Global Trends: Migration, Population, Development

>  
>The Global Commission for International Migration (GCIM) is an effort  
>supported largely by Sweden and Switzerland to examine ways to put  
>international migration on the global agenda. As the GCIM considers  
>its options for an October 2005 report, US Assistant Secretary of  
>State Arthur Dewey said that "The United States would not support the  
>creation of any UN agency on international migration" but would back  
>improved coordination of UN migration issues.

>  
>Dewey said that the 109-member International Organization for  
>Migration (IOM) is "best placed to handle" international migration  
>issues; however, China, India and Russia are not members of IOM.

>  
>In 2003, remittances to developing countries reached \$115 billion, up  
>from \$98 billion in 2002. Remittances doubled between 1990 and 1996,  
>when they surpassed Official Development Assistance (ODA), and  
>doubled again by 2003. Foreign direct investment of \$152 billion in  
>2003 still surpasses remittances, but the gap is narrowing. Capital  
>market flows, representing, for instance, stock investments in  
>developing countries, fluctuate widely, while ODA is the net flow of  
>assistance that does not have to be repaid to donor nations.

>  
>The UN in February 2005 projected a world population rising from 6.5  
>billion to 9.1 billion in 2050. The population of developed  
>countries is expected to remain at 1.2 billion; all the growth will  
>be in developing countries. The UN projected that India would become  
>the world's most populous nation by 2030, and have 1.6 billion  
>residents in 2050, when China has 1.4 billion.

>  
>Refugees. UNHCR reported that the number of asylum applications in 50  
>countries in 2004 was 396,400, down from the 2001 peak of 655,100.  
>The leading countries of origin were Russia (Chechens), Serbia  
>(Kosovo) and China. The leading countries receiving applications  
>were France, 61,600; US, 52,400; UK, 40,200; and Germany, 35,600.  
>About 80 percent of asylum applications are made in Europe, where  
>Turkish Kurds are the third leading source of applicants.

>  
>The U.N. High Commissioner for Refugees, Ruud Lubbers, resigned in  
>February 2005 after being accused of a "pattern of sexual  
>harassment." Lubbers, a former Dutch prime minister who refused a  
>\$300,000 a year in salary and expenses, was initially cleared of the

>charges by top UN officials, but leaks of the UN investigators'  
>report highlighted their conclusion that Lubbers should go. UNHCR  
>has a staff of 6,000 and a \$1 billion a year budget.  
>  
>Development. The OECD reported that its major members provided \$69  
>billion in Official Development Assistance in 2003, including \$16  
>billion from the US, \$9 billion from Japan and about \$7 billion each  
>from France, Germany and the UK. The Scandinavian countries led by  
>Norway contributed the highest percentage of their GDP in ODA, over  
>the UN target of 0.7 percent; the average OECD country contributed  
>0.4 percent. The US, which contributed 0.2 percent, noted that its  
>openness to immigrants leads to significant flow of remittances to  
>developing countries.  
>  
>In February 2005, the world's 28 richest countries agreed to increase  
>their contributions to the World Bank's International Development  
>Association, which provides assistance to 81 nations, from \$34  
>billion from \$23 billion. The very poorest nations would get grants,  
>and richer nations that could eventually repay them would get loans.  
>The World Bank provides about 10 percent of all foreign aid.  
>  
>The World Bank's Global Development Finance report includes net  
>official flows, which are about half as much because they subtract  
>from ODA technical assistance (usually tied aid) and repayments from  
>aid of past debt. Aid includes grants plus the concessional element  
>of official loans, as when interest rates are below market rates.  
>  
>In the mid-1990s, the World Bank and IMF, at the prodding of  
>industrial countries, offered heavily indebted poor countries debt  
>relief in exchange for their spending more on education and health  
>care to benefit poor residents. The so-called Highly Indebted Poor  
>Countries (HIPC) initiative has largely failed to get development  
>going in the 27 targeted countries because many saw the prices of  
>their exports fall, so that lower debt payments simply offset  
>declining export earnings.  
>  
>The current Doha round of trade negotiations is expected to  
>liberalize trade in ways that benefit poor countries, but most of the  
>world's poorest countries already can send their goods duty-free to  
>rich countries. For example, if farm trade is liberalized, the  
>winners are likely to be middle-income developing countries such as  
>Brazil and Thailand, but the poorest developing countries that are  
>net food importers may lose as rich countries stop dumping their  
>excess production.  
>  
>There are 2.7 billion people whose per capita income is less than \$2  
>a day, and 1.2 billion who have less than \$1 a day. On January 17,  
>2005, a team of 265 led by Columbia University economist Jeffrey D.  
>Sachs recommended that rich countries increase their official  
>development aid to 0.7 percent of GDP to achieve the eight Millennium  
>Development Goals set for 2015. The MDG include halving the number  
>of people in extreme poverty (defined as having less than \$1 a day  
>per person), achieving universal primary education and halting the  
>spread of HIV/AIDS.  
>  
>The lengthy report and supporting documents included a series of

>"quick wins," described as simple and cost-effective ways to save and  
>improve millions of lives that governments can implement immediately,  
>such as providing school lunches for children, mosquito nets in  
>malaria areas and generators for hospitals and schools. About 18  
>percent of the world's 6.4 billion people have incomes of less than  
>\$1 a day.

>

>The "Investing in Development" report, based on the work of 10 task  
>forces, did not mention migration in its 10 key recommendations.  
>However, its education task force called attention to the emigration  
>of professionals, especially health care workers and urged rich  
>countries not to engage in the aggressive recruiting of health care  
>workers. Developing countries were urged to create programs to train  
>community health workers who can provide services but will not find  
>it easy to emigrate because they lack internationally recognized  
>credentials. However, the report also urges liberalization of trade  
>in services, including Mode 4 movement of service providers over  
>borders, which could accelerate brain-drain migration.

>

>The report was generally welcomed, although the research team itself  
>noted that only 30 percent of a typical ODA dollar currently provides  
>services to the poor. Some critics warned that asking developing  
>countries to draw up new plans for reducing poverty, and then having  
>rich countries provide the funds, would dramatically expand the role  
>of government and could increase corruption. Others noted that, even  
>if additional aid flowed to sustain new anti-poverty efforts,  
>emigration has left too few teachers, doctors and engineers to  
>implement "scaled-up" aid, especially in sub-Saharan Africa.

>

>Critics said that providing more aid without developing incentives to  
>use it efficiently could repeat the mistakes of the past. Others  
>said that the report showed the limits of what outsiders could do to  
>reduce entrenched poverty; they say that poor countries must make  
>deep political and social changes to reduce poverty  
>(www.unmillenniumproject.org).

>

>The G-7 finance ministers met in London in February 2005, and agreed  
>to write off 100 percent of the debts owed by the world's poorest  
>countries, many of which are in Africa. However, the US disagreed  
>with the UK on how to provide debt relief (the US wants the World  
>Bank to forgive loans that are not likely to be repaid). The World  
>Bank favors loans over grants, and notes that some African countries  
>continue to take on new debt as old debt is forgiven.

>

>Globalization or economic integration should have three beneficial  
>effects on the poor: provide them with access to capital to raise  
>their productivity and wages, open new markets for goods, which  
>should raise export sector prices and wages, and perhaps open new  
>channels to migrate abroad, raising wages.

>

>A UN Report, "In Larger Freedom: Towards Development, Security, and  
>Human Rights For All," attempts to reconcile the security interests  
>of wealthy countries, which want the world body to focus on combating  
>terrorism and stemming weapons proliferation, and poor nations, which  
>are more concerned with the consequences of poverty and disease, by  
>expanding the 15-nation Security Council to 24 members.

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## >RESOURCES

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### >Skilled Migrants

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>Two centuries ago, the dominant economic theory was mercantilism, which held that governments should amass large quantities of gold and silver by encouraging exports and discouraging imports, that colonies should be sources of raw materials as well as captive markets for mother country products, and that emigration should be discouraged in order to keep wages low and export goods competitive. Today, theories of economic growth stress the importance of human capital to knowledge-based economies, and many countries are recognizing that the stock of brainpower in a country's labor force can be increased via immigration.

>

>Perhaps 10 percent of the world's 3.1 billion workers could be considered skilled, with a college degree or more. A key feature of college-educated professionals is that their training takes time to acquire, so the number of professionals in a country cannot be increased quickly unless qualified workers who are not employed are induced to rejoin the work force, such as nurses who are not working as nurses. Alternatively, professionals can be imported from abroad to quickly increase the supply of college-educated workers. The number of skilled workers who cross national borders for employment has been rising in response to factors that include the globalization of business, more flexible forms of employment, and more foreign students as well as employer recruitment, especially for IT and health care workers.

>

>Most economists believe that attracting immigrant professionals is good for destination countries because their presence raises incomes and growth rates in three major ways. First, professional migrants can fill vacant jobs until more local workers are trained in boom sectors such as Information Technology, helping to minimize production losses due to labor shortages in booming sectors. Second, professional migrants can increase productivity in strategic sectors by increasing the diversity of work teams, which may boost the rate of innovation as people with different backgrounds and perspectives work together to solve problems. Third, foreign professionals can add to the labor supply in particular sectors, helping to hold down wage increases and reduce the cost of providing labor-intensive services such as medical care and education.

>

>Of course, recruiting migrant professionals can also dull incentives for local students to go into particular fields of study. In the US, for example, only about a sixth of Bachelor's degrees are in science and engineering, compared to about two-thirds in China and Singapore, and one reason may be that US business majors can expect to earn more than scientists and engineers over their lifetimes. Recruiting foreign professionals can also make labor market reforms less urgent. For example, many countries with "shortages" of nurses have persons trained as nurses who are not working in nursing, a fifth of those trained as nurses in the US. The nursing salary structure is often relatively flat, so that instead of wages rising with experience,

>climbing the job ladder in nursing may be associated with "better  
>working conditions," such as working during the day in suburban  
>hospitals, leaving shortages at nights in inner city hospitals that  
>do not pay a sufficient wage premium.

>

>How many skilled workers cross national borders? There are no  
>reliable data, but the US, which accepts about 1.5 million newcomers  
>a year, is the key country used to estimate global skill flows. Most  
>studies begin with the number of immigrants born in particular  
>countries who were 25 or older at the time of the US census, and put  
>them into one of three educational categories: primary for up to  
>eight years of schooling, secondary for nine to 12 years, and  
>tertiary for more than 12 (note that tertiary education in most  
>studies does not necessarily mean having a college degree). US  
>census data do not say which college the foreign-born person  
>attendedÑ the education could have been obtained in the US, at home  
>or in a third country, but do allow calculations of emigration rates  
>from particular countries.

>

>The emigration rate is the percentage of all persons from a  
>particular country with a particular level of education who are  
>enumerated in the US census. In 2000, of all the adults with a  
>tertiary education born in El Salvador, Dominican Republic and Sri  
>Lanka, between a quarter and a third were in the US. For countries  
>such as Mexico and the Philippines, emigration rates for adults with  
>a tertiary education were about 15 percent, and for China, India and  
>Egypt, about four percent.

>

>Generally, the harder it is to get into the US, the higher the  
>percentage of emigrants from that country in the US that have a  
>tertiary education, which is why, for example, 80 percent of the  
>Nigerians in the US have a college education. Some countries produce  
>so many college graduates that, even though most immigrants are well  
>educated, they are a small percentage of all persons with a college  
>education. For example, about 80 percent of the adult Indians in the  
>US in 2000 had a tertiary education, but they were only four percent  
>of persons born in India with a tertiary education.

>

>Recruitment. There are four broad approaches to attracting and  
>evaluating foreign talent: evaluating foreigners according to supply,  
>demand or investor characteristics, or admitting foreigners as  
>students and then, if they graduate, allowing them to stay  
>temporarily or permanently. Supply-side approaches often utilize  
>point systems under which individuals are rated according to their  
>human capital characteristics, such as years of schooling and  
>language; those scoring enough points are admitted as immigrants or  
>temporary workers. Demand-side approaches aim to fill vacant jobs,  
>and give an employer's willingness to hire a foreigner the most  
>weight in admissions policy; although the government may set minimum  
>standards for foreigners, such as the requirement in the US H-1B  
>program that the foreigner have a college degree or equivalent.

>

>Investor policies generally grant probationary immigrant status to  
>foreigners who invest at least a certain amount, \$250,000 to  
>\$500,000, that creates or preserves jobs, and the foreigner becomes a  
>permanent resident after two or three years of successful investment.

>Finally, foreign student policies can allow foreign graduates to stay  
>temporarily or permanently if local employers offer them jobs.  
>Regardless of which policy is used to attract and evaluate foreign  
>talent, the most successful recruitment countries are English-  
>speaking and open to foreigners, in the sense that foreigners can  
>fairly quickly be integrated and accepted.

>

>Do industrial countries "need" more professional migrants? "Need" is  
>not found in most economic texts; instead, the operative phrase is  
>supply and demand, which interact to determine an equilibrium price  
>and quantity that clears markets, eliminating shortages and  
>surpluses. Professional migrants normally enter an industrial  
>country in response to employer requests, and employers "need"  
>migrants because they cannot find local workers to fill vacant jobs  
>at the wages they offer. As with inner city hospitals seeking nurses  
>at standard wages, or university labs seeking post-doctoral  
>researchers at below-industry wage levels, there are alternatives to  
>importing foreign professionals, including raising the wages offered.  
>Higher wages tend to reduce the demand for and increase the supply of  
>workers.

>

>The general trend in policy toward foreign professionals has been to  
>reduce and remove barriers to the employment of well-educated  
>foreigners, simplifying labor market tests, raising annual quotas and  
>ceilings, and sometimes making it easier for spouses to work. For  
>example, the US H-1B program uses an attestation or trust-the-  
>employer approach "to meet urgent, short-term demand for highly  
>skilled, unique individuals who are not available" in the US. Most  
>employers simply fax a form to the Department of Labor asserting that  
>the vacant job requires a college degree or more and the foreigner  
>whose admission is sought has a college degree and is being paid the  
>prevailing wage. The employer's fax must be approved unless it has  
>obvious mistakes, such as offering a H-1B worker the minimum wage,  
>and approval allows the issuance of a visa even if US workers are  
>laid off to open jobs for foreigners.

>

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>Policy Research Working Paper No. 3381.  
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