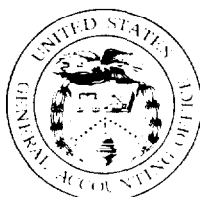


April 1989

IMMIGRATION

Projected Immigration  
Under S. 448 and  
Recent Trends in Legal  
Immigration



Program Evaluation and  
Methodology Division

B-233618.2

April 4, 1989

The Honorable Edward M. Kennedy  
Chairman, Subcommittee on Immigration and Refugee Affairs  
Committee on the Judiciary  
United States Senate

The Honorable Paul Simon  
Subcommittee on Immigration and Refugee Affairs  
Committee on the Judiciary  
United States Senate

This report responds to your request for additional information after our testimony at the Subcommittee's March 3, 1989, hearing. You asked for (1) a projection of legal immigration between 1990 and 1999 under S. 448 (to accompany our projections under current law and S. 358) and (2) historical data on legal immigration.

## Projections Under S. 448

Our estimates suggest that S. 448 would increase family preference immigration over the 10-year period of the projection in comparison with the level projection estimated under current law and the declines predicted under S. 358 (see table I.1 and figure I.2 in appendix I). Family preference immigration during 1990 to 1999 would total an estimated 3,240,000 under S. 448, 2,160,000 under current law, and 1,213,133 under S. 358 (assuming no increase in the 440,000 family connection limitation). If the 440,000 level were increased by 5 percent annually beginning in 1994, family preference immigration under S. 358 would be 1,635,071.

We estimate that occupational preference immigration during 1990-99 would be slightly higher under S. 448, or about 1,404,000 (assuming a continuation of the Pilot Point System Program during 1994-99), compared with 1,251,000 under S. 358. Both figures are substantially higher than the 540,000 estimate under current law.

We estimate total immigration would be 8,022,616 under S. 448, 6,203,622 under S. 358, and 6,078,616 under current law. The 8,022,616 estimate could be considered an underestimate. The figure would be substantially higher if it included the number of aliens who would be given a special status under S. 448 by providing them with two important rights of permanent residents—protection from deportation and the right to work in the United States. This special status would be provided

to qualified spouses and children of legalized immigrants under the Immigration Reform and Control Act of 1986 while the spouses and children's petitions for permanent resident status were pending. To qualify for the special status, a spouse or child must meet various requirements, including having resided in the United States on January 1, 1989, and having entered the United States before that date. We could not develop a satisfactory estimate of how many people are likely to be affected by this provision, because we have no means of determining how many spouses and children of beneficiaries under the 1986 act who did not qualify under that program are inside or outside the United States.

We predict under both S. 358 and S. 448 a smaller proportion of family preference immigration among the 8 high-demand countries we studied in relation to total family preference immigration (see table I.2 and figure I.5). Our projections for both bills reverse the pattern under current law, in which there is more family preference immigration from the 8 high-demand countries than the 167 remaining countries but for different reasons. Under S. 358, the change is caused by reductions in the total number of visas that would be made available, combined with reductions in per-country ceilings. Under S. 448, the change results because more total visas would be made available and per-country ceilings would not be reduced. Further detail on all the projections is provided in appendix II.

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## Historical Data on Immigration

Selected information on trends in the major components of immigration during 1949-64 and 1965-88 is included in appendix IV (see tables IV.1 and IV.2). Data for 1948 and earlier are not included because they are incomplete.

Any linkages between trends in legal immigration during those periods must be made with extreme caution, for three reasons. First, data for 1949 to 1964 reflect the quota system in effect during those years, which was a very different system from the current one of admitting up to 20,000 immigrants annually from any country within a worldwide ceiling. Second, immigration from the independent countries in the Western Hemisphere, including Canada and Mexico, was not subject to any numerical limitations until 1968. Third, some definitions of immigrant classes were changed during both periods.

At the request of Senator Kennedy's office, we selected four countries—the Dominican Republic, El Salvador, the Philippines, and Sweden—to illustrate trends in annual legal immigration from 1949 to 1988 (see

figures IV.1, IV.2, and IV.3). Immigration from the Dominican Republic was greatly restricted until 1961, presumably as a result of actions by the Trujillo regime. Immigration from the Philippines and other Asian countries was severely limited prior to the amendment of the Immigration and Nationality Act in 1965. Military and political unrest has caused legal immigration from El Salvador to increase from about 2,000 annually during the early 1970's to more than 10,000 annually during the past 4 years. Immigration from Sweden has been less than 2,500 annually since 1949.

At your request, we did not seek written comments from the agencies involved.

Copies of the report will be sent to the Subcommittee on Immigration, Refugees, and International Law of the House Committee on the Judiciary. Copies will also be sent to the attorney general, the secretary of State, the secretary of Labor, the director of the Bureau of the Census, and the commissioner of the Immigration and Naturalization Service, and we will make copies available to others upon request.

I hope this information is helpful. If you have further questions about these data, please contact me on (202) 275-1854 or Lois-ellin Datta, my Director of Program Evaluation in Human Services Areas, on (202) 275-1370. This report was prepared under the direction of Robert L. York, Assistant Director. Other major contributors are listed in appendix V.



Eleanor Chelimsky  
Assistant Comptroller General

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# Tables and Figures for the Projections

**Table I.1: Projected Total Immigration to the United States Under Current Law, S. 358, and S. 448, During Fiscal Years 1990-99**

Immigrant class	S. 358			S. 448
	Current law	No increase in 440,000 level	5% annual increase in 440,000 level beginning in 1994	
Immediate relatives	3,280,697	3,539,897	3,539,897	3,280,697
Family preference				
1st	117,600	83,901	117,600	117,600
2nd <sup>a</sup>	1,124,440	838,004	1,141,857	1,972,200
4th	216,000	121,314	163,507	216,000
5th <sup>b</sup>	702,000	169,914	212,107	934,200
<b>Subtotal</b>	<b>2,160,000</b>	<b>1,213,133</b>	<b>1,635,071</b>	<b>3,240,000</b>
<b>Total family connected</b>	<b>5,440,697</b>	<b>4,753,030</b>	<b>5,174,968</b>	<b>6,520,697</b>
Occupational preference				
3rd	270,000	316,800	316,800	405,000
6th	270,000	316,800	316,800	405,000
Investors	<sup>c</sup>	51,000	51,000	89,100
Selected immigrants <sup>d</sup>	<sup>c</sup>	566,400	566,400	504,900 <sup>e</sup>
<b>Total occupational preferences</b>	<b>540,000</b>	<b>1,251,000</b>	<b>1,251,000</b>	<b>1,404,000</b>
All other classes	97,919	199,592	199,592	97,919
<b>Total</b>	<b>6,078,616</b>	<b>6,203,622</b>	<b>6,625,560</b>	<b>8,022,616<sup>f</sup></b>

<sup>a</sup>Includes estimated "falldown" of unused 1st preference visa numbers.

<sup>b</sup>Includes estimated "falldown" of unused 4th preference visa numbers.

<sup>c</sup>Not applicable.

<sup>d</sup>Since there is no basis for estimating unused visa numbers in higher preferences, no estimates of "falldown" of unused numbers have been included in projecting this class.

<sup>e</sup>Assumes a continuation of the Pilot Point System Program during 1994-99.

<sup>f</sup>A potentially very large group is not reflected in this total: certain spouses and children of beneficiaries of the Immigration Reform and Control Act of 1986 who under S. 448 would be allowed to remain and work in the United States while their petitions for permanent resident status were pending. We have no data to support any conjecture as to the potential number of spouses and children who could be affected by this provision.

Appendix I  
Tables and Figures for the Projections

Table I.2: Projected Differences in Distribution of Family Preference Class Visas Under Current Law, S. 358, and S. 448 During Fiscal Years 1990-99

Family preference	Current law	S. 358		S. 448
		No increase in 440,000 level	5% annual increase in 400,000 level beginning in 1994	
8 high-demand countries	1,120,000 <sup>a</sup>	511,923 <sup>c</sup>	647,101 <sup>b</sup>	1,151,500 <sup>c</sup>
167 remaining countries	1,040,000	701,210	987,970	2,088,500
<b>Total</b>	<b>2,160,000</b>	<b>1,213,133</b>	<b>1,635,071</b>	<b>3,240,000</b>

<sup>a</sup>Assumes a 16,000 per-country limit.

<sup>b</sup>Assumes a variable per-country limit.

<sup>c</sup>Assumes a 16,500 per-country limit.

Figure I.1: Estimated Annual Immediate Relative Immigration Under Current Law, S. 358, and S. 448 During Fiscal Years 1990-99

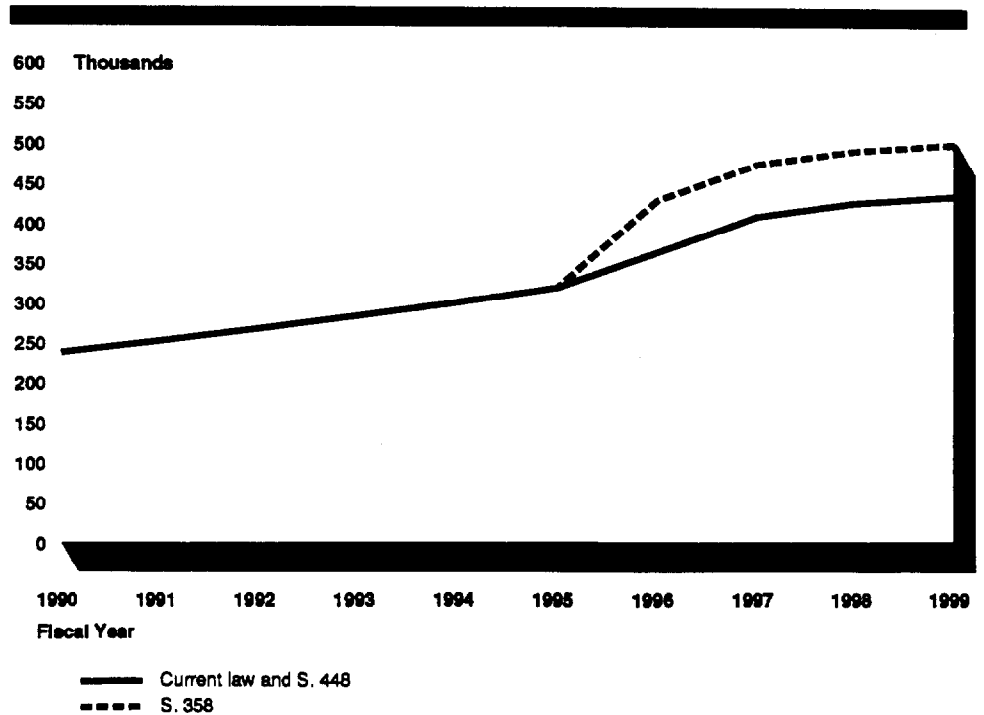




Figure I.2: Estimated Annual Family Preference Immigration Under Current Law, S. 358, and S. 448 During Fiscal Years 1990-99

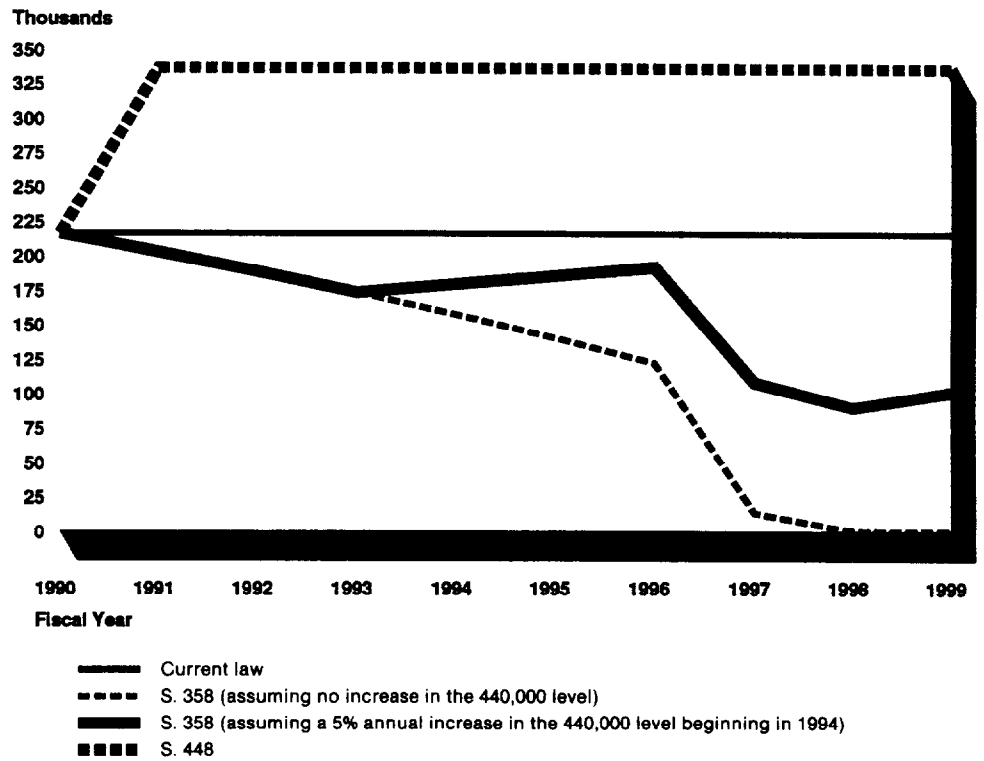
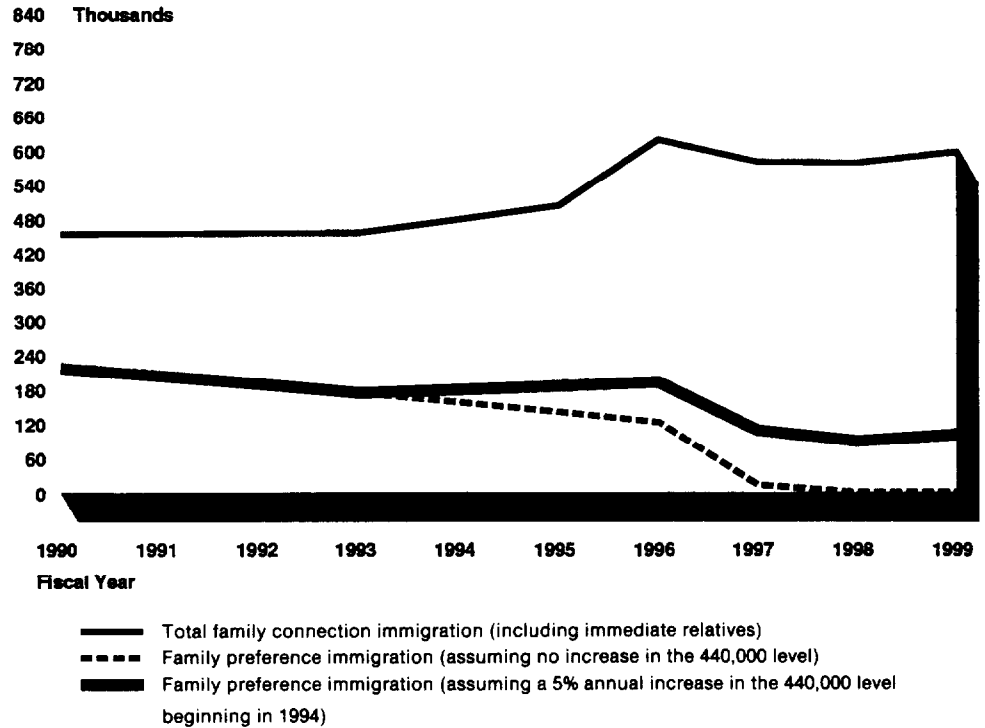


Figure I.3: Estimated Total Annual Family Connection Immigration Under S. 358 During Fiscal Years 1990-99<sup>a</sup>



<sup>a</sup>This figure illustrates total annual family connection immigration of 5,174,968, assuming a 5% annual increase in the 440,000 level beginning in 1994. If there were no increase in the 440,000 level, family preference immigration would decrease as shown by the dotted line, and total family connection immigration would be 4,753,030.

Figure I.4: Estimated Total Annual Family Connection Immigration Under S. 448 During Fiscal Years 1990-99

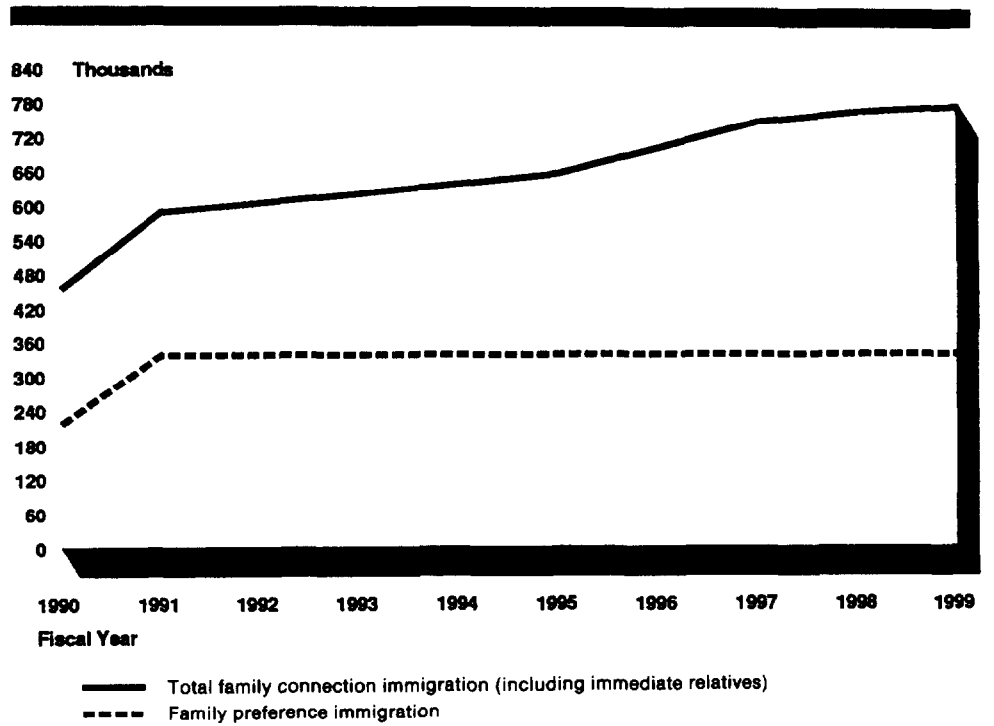
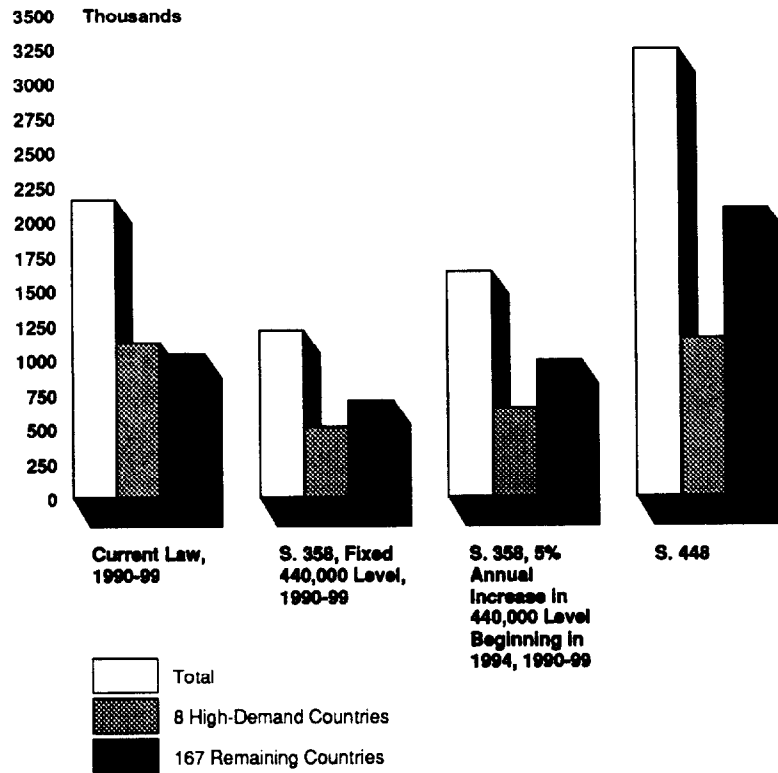


Figure I.5: Projected Differences in Distribution of Family Preference Class Visas Under Current Law, S. 358, and S. 448 During Fiscal Years 1990-99<sup>a</sup>



<sup>a</sup>The high-demand countries are defined as those likely to use all the family preference visas made available to them up to the maximum per-country limit under law in the 1990-99 period. We selected eight countries for analysis: China, the Dominican Republic, Great Britain, Hong Kong, India, Mexico, the Philippines, and South Korea.

# Immigration Experts We Consulted

---

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**Appendix III**  
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U.S. Bureau of the Census  
Washington, D.C.

# Tables and Figures for the Historical Data on Legal Immigration

**Table IV. 1: Annual Legal Immigration to the United States by Major Immigrant Categories During Fiscal Years 1965-88<sup>a</sup>**

Year	Total	Immediate relatives <sup>b</sup>	Relative preference <sup>c</sup>	Occupational preference <sup>d</sup>	All other
1988	<b>643,025</b>	219,340	200,772	53,607	169,306
1987	<b>601,516</b>	218,575	211,809	53,873	117,259
1986	<b>601,708</b>	223,468	212,939	53,625	111,676
1985	<b>570,009</b>	204,368	213,257	50,895	101,489
1984	<b>543,903</b>	183,247	212,324	49,521	98,811
1983	<b>559,763</b>	177,792	213,488	55,468	113,015
1982	<b>594,131</b>	168,398	206,065	51,182	168,486
1981	<b>596,600</b>	152,359	226,576	44,311	173,354
1980	<b>530,639</b>	151,131	216,856	44,369	118,283
1979	<b>460,348</b>	138,178	213,729	37,709	70,732
1978	<b>601,442</b>	125,819	123,501	26,295	325,827
1977	<b>462,315</b>	105,957	117,649	21,616	217,093
1976	<b>398,613</b>	102,019	102,007	26,361	168,226
1976 TC	<b>103,676</b>	27,895	28,382	5,621	41,778
1975	<b>386,194</b>	91,504	95,945	29,334	169,411
1974	<b>394,861</b>	104,844	94,915	28,482	166,620
1973	<b>400,063</b>	100,953	92,054	26,767	180,289
1972	<b>384,685</b>	86,332	83,165	33,714	181,474
1971	<b>370,478</b>	80,845	82,191	34,563	172,879
1970	<b>373,326</b>	79,213	92,432	34,016	167,665
1969	<b>358,579</b>	60,016	92,458	31,763	174,342
1968	<b>454,448</b>	43,677	68,384	26,865	315,522
1967	<b>361,972</b>	46,903	79,671	25,365	210,033
1966	<b>323,040</b>	39,231	54,935	10,525	218,349
1965	<b>296,697</b>	32,714	13,082	4,986	245,915

<sup>a</sup>The categories we have listed are generally used to describe large groups of immigrants. During 1965-88, minor changes were made in the qualifications for some immigrant classes making up these categories.

<sup>b</sup>Spouses of citizens, children (unmarried and younger than 21) of citizens, and parents of citizens 21 or older.

<sup>c</sup>The 1st, 2nd, 4th, and 5th categories of the immigrant preference system. The 1st preference allows the entry of unmarried sons and daughters (older than 21) of U.S. citizens. The 2nd preference covers spouses and unmarried sons and daughters of aliens lawfully admitted for permanent residence. The 4th preference allows for the entry of married sons and daughters of U.S. citizens. The 5th preference deals with the brothers and sisters of U.S. citizens, provided such citizens are at least 21 years old.

<sup>d</sup>The 3rd and 6th categories of the immigrant preference system. The 3rd preference allows for the admission of members of the professions and scientists or artists of exceptional ability. The 6th preference covers skilled or unskilled occupations for which labor is in short supply in the United States.

**Appendix IV  
Tables and Figures for the Historical Data on  
Legal Immigration**

**Table IV.2: Annual Legal Immigration to the United States by Major Immigrant Categories During Fiscal Years 1949-64<sup>a</sup>**

Year	Total	Spouses and children of U.S. citizens <sup>b</sup>	Quota immigrants		Western Hemisphere natives and their spouses and children <sup>b</sup>	All other <sup>e</sup>
			Relative preference <sup>c</sup>	Occupational preference <sup>d</sup>		
1964	<b>292,248</b>	33,669	14,745	4,862	139,284	99,688
1963	<b>306,260</b>	30,606	14,770	4,662	147,744	108,478
1962	<b>283,763</b>	30,316	11,729	7,034	133,505	101,179
1961	<b>271,344</b>	32,551	14,933	7,218	112,836	103,806
1960	<b>265,398</b>	34,215	13,299	7,066	91,701	119,117
1959	<b>260,686</b>	36,402	14,386	6,627	68,196	135,075
1958	<b>253,265</b>	35,320	12,927	7,120	88,575	109,323
1957	<b>326,867</b>	32,359	13,466	5,731	113,488	161,823
1956	<b>321,625</b>	31,742	11,930	3,366	124,032	150,555
1955	<b>237,790</b>	30,882	10,894	3,012	94,274	98,728
1954	<b>208,177</b>	30,689	10,717	2,456	80,526	83,789
1953	<b>170,434</b>	22,543	10,002	806	61,099	80,628
1952	<b>265,520</b>	19,315	9,782	764	48,408	187,251
1951	<b>205,717</b>	11,462	9,031	445	35,274	149,505
1950	<b>249,187</b>	16,275	11,408	751	33,238	187,515
1949	<b>188,317</b>	35,854	12,286	2,093	36,394	101,690

<sup>a</sup>The categories we have listed are generally used to describe large groups of immigrants. During 1949-64, minor changes were made in the qualifications for some immigrant classes making up these categories.

<sup>b</sup>Nonquota (numerically unrestricted) immigrants.

<sup>c</sup>Parents of U.S. citizens at least 21, spouses and children of resident aliens, and other relatives of U.S. citizens

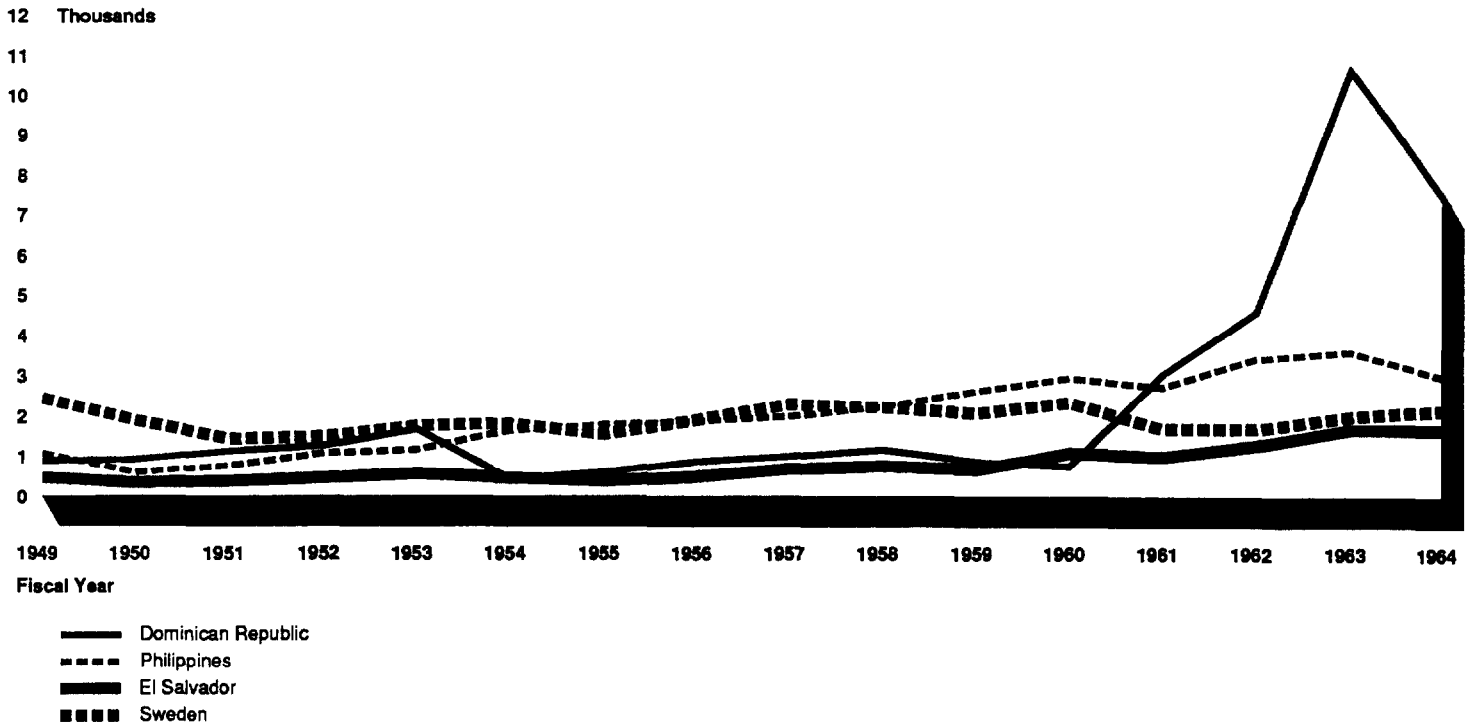
<sup>d</sup>Immigrants with special skill or ability and their spouses and children.

<sup>e</sup>Includes nonpreference quota immigrants and admissions under the Displaced Persons Act of 1948, as amended.



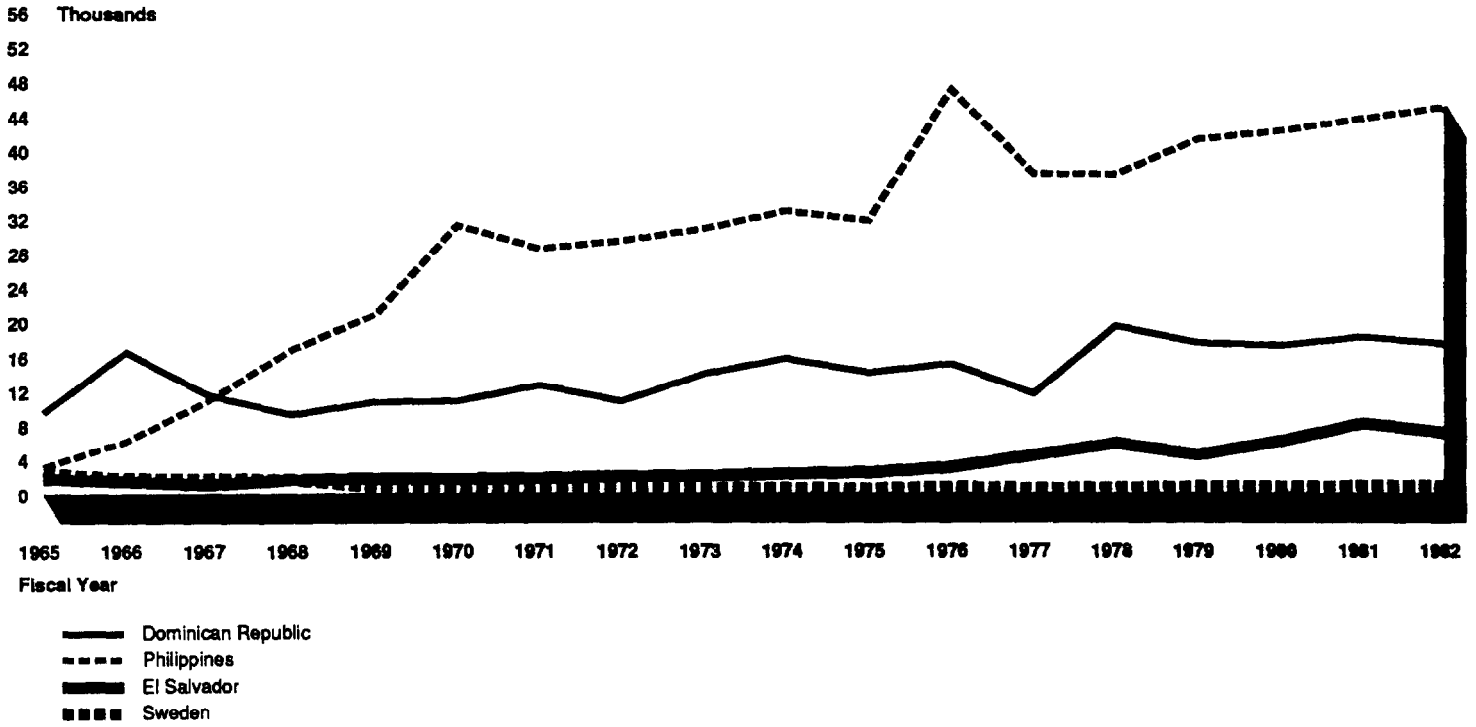
Appendix IV  
Tables and Figures for the Historical Data on  
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Figure IV.1: Annual Legal Immigration to the United States From the Dominican Republic, El Salvador, the Philippines, and Sweden During Fiscal Years 1949-64



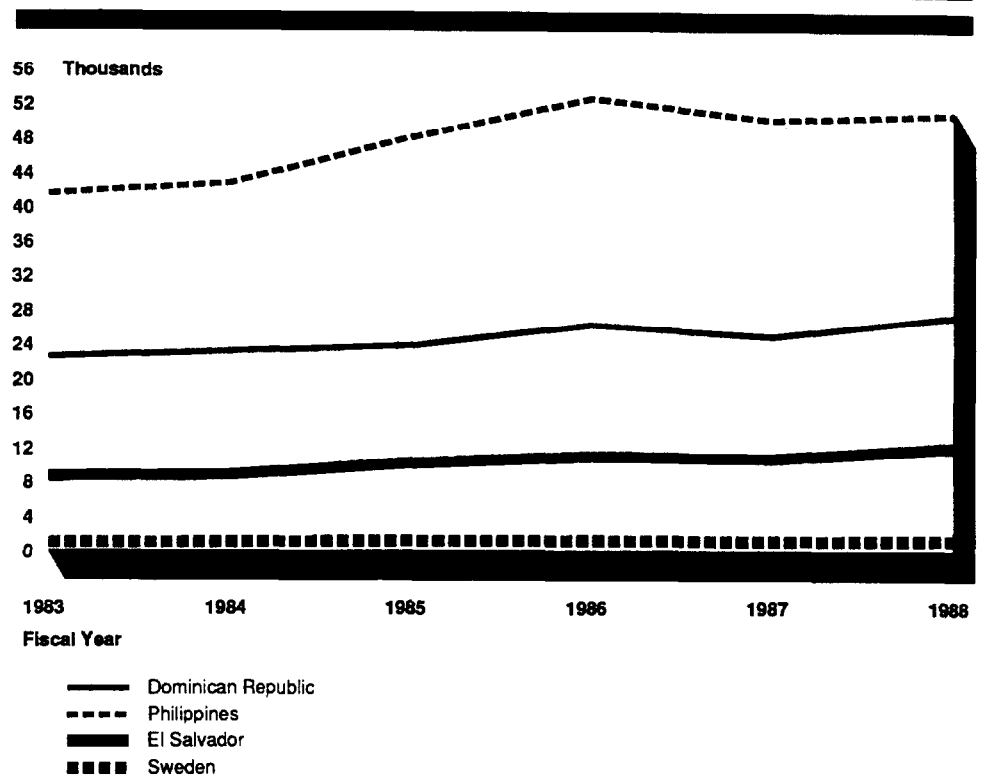
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 Legal Immigration

Figure IV.2: Annual Legal Immigration to the United States From the Dominican Republic, El Salvador, the Philippines, and Sweden During Fiscal Years 1965-82



Appendix IV  
 Tables and Figures for the Historical Data on  
 Legal Immigration

Figure IV.3: Annual Legal Immigration to the United States From the Dominican Republic, El Salvador, the Philippines, and Sweden During Fiscal Years 1983-88



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