

N A T O   C O N F I D E N T I A L31st January, 1977ISD/140

To: Members of the Political Committee  
From: Acting Chairman  
Subject: PREPARATIONS FOR BELGRADE MEETINGS: HUMAN CONTACTS:  
WARSAW PACT COUNTRY PAPERS

I attach draft country papers describing the degree of compliance by each member country of the Warsaw Pact with the provisions on Human Contacts in Basket III of the Final Act.

2. The country papers have been drafted in the light of the conclusions in the Political Committee's report to the Ministerial Council (C-M(76)76) that at Belgrade the review of implementation "should study not merely the list of new implementation measures since Helsinki, but overall compliance with the Final Act in each sector". The Political Committee's six-monthly reports to the Council on implementation have so far centred mainly on new measures since Helsinki. The country papers attempt to put these new measures into an overall picture of current compliance with Final Act provisions.

3. Each Eastern country is considered in turn under the four main sub-sections of the Human Contacts chapter (but not under the more general provision for freer movement and contacts in the preamble to that chapter). There is also a consolidated Appendix at the end of the seven country papers which will give information on Western travel documentation.

4. The country papers are primarily intended as reference sources for officials involved in preparations for Belgrade, and perhaps eventually for the delegates themselves. However, each section begins with a "General Assessment and Summary" which highlights the main points for the more general reader.

5. The country papers are based on the replies to the questionnaire in POLADS(76)19, together with other material available to the Secretariat. They are drafted with two aims: to present the information we do have; and to indicate the information we still need in order to obtain a fair picture of the performance of each Warsaw Pact country.

N A T O   C O N F I D E N T I A L

ISD/140

-2-

6. The replies to the questionnaire in POLADS(76)19 provided some excellent information, and they have, I think, afforded considerable insight into the problems which several Allies share in the different Eastern countries. However the information in the replies was inevitably sometimes incomplete, occasionally ambiguous and at times apparently contradictory (even bearing in mind that the experience of each Ally is bound to vary). I should emphasise therefore that the draft country papers are very much at an initial stage. The Secretariat have indicated in them the worst gaps and obscurities in our knowledge. But even when there is no special indication, the text can sometimes represent no more than the Secretariat's best attempt to interpret inadequate information.

7. If the country papers are considered to be of value, they will need careful and critical scrutiny by the relevant Embassies in Warsaw Pact capitals. I also suggest that in the future, instead of providing separate replies to the questionnaire in POLADS(76)19, Embassies should insert the new information into the appropriate part of the country papers so that they are brought progressively up-to-date. It would greatly help to present a coherent picture if those Embassies who so wished were to contact each other in order to compare information. In accordance with standard practice, it is for each Allied authority to decide whether and how they contribute.

8. I suggest that we discuss the action proposed in paragraph 6 above at the Political Committee's meeting on 15th February, 1977.

(Signed) E.L. KILLHAM

HUMAN CONTACTS

SOVIET UNION

FAMILY MEETINGS

General assessment and summary

To leave the Soviet Union on family visits

The Soviet Union adopts a firmly restrictive attitude towards family visits. Applicants experience considerable difficulty and delay. There are considerable numbers of refusals and long waiting times (sometimes over several years).

Apart from this overall restrictive attitude towards applications, the other major difficulties are:

- (a) long and complex procedure;
- (b) very high cost of passport (2½ months average wage);
- (c) need to leave a close relative in the Soviet Union as a "hostage" prevents families travelling together;
- (d) applicants may sometimes be subject to penalties, but there is little actual evidence of this;
- (e) the handling of urgent cases is erratic: priority is sometimes given, sometimes refused.

There has in general been little improvement since Helsinki. The cost of the passport has been somewhat lowered, but is still high: procedures have been somewhat simplified but are still complex. The United States and Netherlands have experienced an increase in the number of successful applications, but other Allies have detected no improvement.

To enter the Soviet Union on family visits

The Soviet Union's attitude towards entry into that country for family visits is generally rather more relaxed. Most applicants experience little to moderate difficulty and delay.

Most applications are granted. The main exceptions are persons on the Soviet "black list" and ex-emigrants from the Soviet Union, who meet long delays or refusals.

Another difficulty is that visitors are not allowed to visit the homes of relatives in the areas closed to foreigners: but they may meet outside those areas.

There has been no general improvement since Helsinki.

\*\* \*\* \* \* \* \* \*

I. Performance by Soviet Union as regards exit documents for family visits

A. Compliance with specific Final Act criteria

(i) "... will favourably consider applications for travel ..."

Considerable difficulties are experienced in obtaining permission to leave the Soviet Union in order to visit relatives. There are considerable numbers of cases of long delays and refusals (Table I).

/N.B. Special difficulties to visit ex-emigrants?/

(ii) "... without distinction as to country of origin ..."

It is easier to obtain permission to visit relatives in Warsaw Pact than in Western countries. Cost of passport is much cheaper for Warsaw Pact countries (30 roubles c.f. 300 roubles).

(iii) "... reasonable time limits ..."

Delays vary greatly from case to case. 1-12 months is required for processing an application. But in the significant number of cases in which complications exist there can be delays of several years before approval is given.

(iv) "... cases of urgent necessity ... will be given priority treatment."

Practice varies widely: priority is sometimes given and visas can then be issued quickly: but priority is sometimes refused.

- (v) "... fees for official travel documents and visas are acceptable."

Despite the small reductions made since Helsinki, the fees to Western (but not to Eastern) countries are still very high:

Fee for passport: 300 roubles

Fee on application: 30 roubles

(Average monthly income: About 130 roubles)

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family."

There may sometimes be penalties against applicants or their families, but there is little actual evidence of this. At least one close relative normally has to remain in the Soviet Union as a "hostage" for the return of the applicant. If a temporary visitor does not return, future requests for exit permission by his family are unlikely to be granted. Elderly Soviet visitors are deterred from remaining abroad permanently by their inability to draw pensions outside the Soviet Union.

B. Aspects of performance not mentioned specifically in the Final Act

- (i) Application procedures:

See Annex.

The administrative procedures are long and complex.

- (ii) Frequency of visits:

Visits are allowed, if at all, normally not more than once a year to visit relatives, and several times a year to visit a spouse, but there are no specific rules.

- (iii) Acquisition of foreign currency:

/N.B. No information. Is an affidavit of support from the hosts required?/

- (iv) Access to foreign Embassies by Soviet citizens

/No information. Is this still highly restricted, with access being prevented by the police unless visitor has prior Soviet permission to enter?/

ISD/140

-4-

(v) Availability to Soviet citizens of information about procedures:

Very poor. Difficult even for foreign Embassies to establish the procedures. Soviet statute on obtaining passports and entry/exit visas has been published as a legal compendium, but it is out-of-date and difficult for an ordinary citizen to obtain.

(vi) Availability to applicants of reasons for refusals:

/N.B. No information/

(vii) Duration of stay abroad:

/N.B. Any time limits?/

II. Performance by Soviet Union as regards entry visas for family visits

A. Compliance with specific Final Act criteria

(i) "... will favourably consider applications for travel ..."

Allies have found that entry visas are nearly always or frequently granted. The main exceptions are persons on the Soviet "black list" or ex-emigrants, who experience long delays or refusals.

(ii) "... without distinction as to the country of origin ..."

/N.B. No information/

(iii) "... reasonable time limits ..."

/N.B. Is it the same as for Travel and Tourism?/

(iv) "... cases of urgent necessity ... will be given priority treatment."

/N.B. No information/

(v) "... fees for official travel documents and visas are acceptable."

/N.B. No information. Is it the same as for Travel and Tourism?/

(vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

/N.B. No information/

B. Aspects of performance not covered specifically in Final Act

(i) Application procedures

/N.B. No information. Is it the same as for Travel and Tourism?/

(ii) Foreign currency regulations

/N.B. No information. Is it the same as for Travel and Tourism?/

(iii) Frequency of visits

/N.B. No information/

(iv) Restrictions on visitors

Visits are not allowed to the homes of relatives in areas closed to foreigners, but they may meet elsewhere.

III. Developments in the Soviet Union since Final Act

See Tables III and IV

Soviet exit visas

Some Allies have seen no improvement in the handling of applications since Helsinki. The US and the Netherlands on the other hand have experienced a considerable rise in the number of successful applications for family visits. (However, in the case of the United States this has been balanced by a decrease in the number of group tourists and is consistent with a pre-Helsinki rising trend in the numbers of these two categories combined. In the case of the Netherlands the increase is consistent with a pre-Helsinki rising trend in family visits.) Germany detects a faster and more generous handling of urgent cases only.

Fees have been reduced:

Passport fees from 400 to 300 roubles

Application fees from 40 to 30 roubles

Soviet entry visas

No general change. US report issue of a visitor visa in a case of urgency to a recent Soviet emigrant to Israel who is therefore not a Soviet citizen: this represents a departure from past Soviet prohibition against such visits.

ISD/140

-6-

IV. Western performance

Little or no difficulty and delay is placed by Allied countries on application by Soviet citizens to visit their families. Italy, Germany, UK: No applications for family visits refused. See Appendix for cost and length of time for issue of entry visas.

No difficulty or delay placed by Allies on citizens wishing to visit their families within the Soviet Union. See Appendix for cost and length of time for issue of passport.

N.B. Please highlight any comparisons between Allied and Soviet performance, especially cost and length of time to issue exit/entry documents, and frequency of refusal of visas.

TABLE I

Degree of difficulty and delay placed by Soviet Union on applications for exit visas to visit families:

Great	Canada
Considerable	Germany, Netherlands, Norway, UK, US*
Moderate	Italy
Little	-
None	-

\*IS interpretation

TABLE II

Degree of difficulty and delay placed by Soviet Union on applications for entry visas to meet families:

Great	-
Considerable	-
Moderate	Germany
Little	Italy, US*
None	-

\*IS interpretation



TABLE III

Degree of improvement in Soviet Union performance since Helsinki Final Act:

Much            -  
 Moderate      Netherlands, US\*  
 Little         Germany  
 None            Italy, Norway, UK  
 Worse          -

\*IS interpretation

TABLE IV

Number of Allied entry visas issued to Soviet citizens to visit their families:

	Germany	Greece	Italy	Netherlands	UK	US
1st s 74	221	Nil	} 73	24	93 (232)	} 1,135
2nd s 74	456	Nil		32		
1st s 75	330	Nil	} 73	36	68 (266)	510
2nd s 75	468	Nil		55	85 (252)	673
1st s 76	465	Nil	} 73	68	97 (331)	743

( ) Numbers known to have applied for Soviet visas

∟N.B. Please add where possible:

(numbers known to have applied for Soviet exit visas)

∟numbers of known Soviet refusals.∟∟

HUMAN CONTACTS

SOVIET UNION

FAMILY REUNIFICATION

General assessment and summary

The Soviet Union in general adopts a very restrictive attitude towards family reunification. Most applicants experience great or considerable difficulty and delay, with a minority of cases proving only moderately difficult. Many applications are refused.

Applicants often suffer penalties including loss of jobs, expulsion from education, and in a few cases, threats or actual physical abuse.

Priority is frequently not given to urgent cases.

There are instances of refusal to allow children to join parents who have emigrated abroad, sometimes sending them to "re-education camps". [N.B. Is this correct?]

The procedure is long and complex, and information about it is difficult to obtain. Fees for exit documents are very high (an exit passport costs 2½ months average wage).

Since Helsinki there has been little or no general improvement. There have been a number of procedural improvements in accordance with Final Act provisions (some reduction in the still high exit document fees, and some simplification of the still complex procedures). These small steps forward have been balanced, however, by an increasingly restrictive interpretation of how close the relationship of the family sponsor has to be; as well as by restrictions on the entry of financial remittances and gift parcels from abroad.

In general there is no evidence that these procedural changes have led to an increase in the number of successful applicants. Two exceptions are the significant increases in the numbers going to the Federal Republic of Germany and to the United States, but extraneous factors were partly responsible.

\*\*   \*\*   \*\*   \*\*   \*\*

ISD/140

-9-

I. Performance by Soviet Union as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit ..."

In general there is little or no positive spirit in considering applications (Table I). All the Allies have great difficulty with unresolved personal cases. (US solved one-third of 109 family cases (August 1975-1976), slightly less than the rate for the previous year's list; UK solved six out of 50 cases first half 1976).

The FRG estimate that about two-thirds of applicants experience great difficulty; and that several thousand applications a year are refused.

The FRG and US have experienced better treatment in certain categories of cases, though in both instances extraneous factors were partly responsible (see II.A). Otherwise there is no evidence that the procedural changes since Helsinki (see II) have led to an increase in the number of successful applicants.

Cases of refusal to allow children to follow emigrating parents, sometimes sending them to "re-education camp". /N.B. Is this correct?/

The application of Soviet regulations varies considerably between different ethnic groups and between different regional administrations in the Soviet Union. Those ethnic groups which have received the highest number of permissions for emigration are Jewish, German and Armenian. Those regional administrations who seem most restrictive include the Baltic States, and the Ukraine. /N.B. Special difficulties to join ex-emigrants?/

- (ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old."

Practice varies, but frequently priority is not given.

- (iii) "... deal with applications ... as expeditiously as possible."

Moderate to great delay (some for as long as 15 years). /N.B. More specific information?/

(iv) "... fees ... moderate ..."

Despite the small reductions made since Helsinki, the fees are still very high:

Fee for passport: 300 roubles

Fee on application: 30 roubles

Emigrants to Israel: an additional 500 roubles for the required renunciation of Soviet citizenship.

(Average monthly income: about 130 roubles).

(v) "... applications ... may be renewed ... and ... reconsidered at reasonably short intervals ... fees will be charged only when applications are granted."

As a result of changes since Helsinki, applications can be filed six months after refusal of first application. 30 rouble fee payable on application only required for first application, and rest of 300 rouble fee for passport payable when granted. /N.B. Is this correct?/ This seems to comply with Final Act provision.

(vi) "... ship ... household and personal effects ..."

Permission is given to ship household effects and furniture owned for three years, and small amounts of jewellery.

(vii) "... /until permission granted/ meetings and contacts ... may take place /in accordance with provisions for family meetings./"

The "Helsinki Group" of Soviet dissidents has drawn attention to governmental interference with postal and telephone communications, including those with persons abroad. /N.B. No other information/

(viii) "... states will support the efforts of Red Cross and Red Crescent Societies."

/N.B. No information/

- (ix) "... an application .. will not modify the rights and obligations of the applicant or of members of his family ..."

Applicants often suffer a variety of penalties: loss of job; manual labour for professionals; expulsion from higher education for students, and delay or indefinite deferral of earned degrees; less frequently obligatory move to smaller apartments; in a few cases, verbal threats or physical abuse from police or individuals. Regional or ethnic factors appear to apply: Armenian applicants suffer fewer penalties than applicants from several other republics, and Jewish applicants suffer more than any other ethnic category.

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

The administrative procedures are long and complex.

(ii) Access to foreign Embassies

/N.B. No information. Is this still highly restricted with access being prevented by police unless visitor has prior Soviet permission to enter?/

(iii) Discrimination as to country of destination

Permission easier for Warsaw Pact countries, and cost of passport much lower (30 roubles c.f. 300 roubles). /N.B. Is this correct?/

(iv) Property other than household and personal effects

/N.B. No information/

(v) Special priority for cases involving solely children

Far from granting priority, there are cases where children have not been allowed to join emigrating dissidents. Some have been sent to "re-education camps". /N.B. Is this true?/

(vi) Availability to Soviet citizens of information about procedures

Very poor. Difficult even for foreign Embassies to establish the procedures. Soviet statute on obtaining passports and entry/exit visas has been published as a legal compendium, but it is out-of-date and difficult to obtain for an ordinary citizen.

II. Developments in the Soviet Union since Final Act

A. General assessment

See Tables II and III. Little or no general improvement. There has been a number of small procedural improvements; but some new general regulations (see IIC2) will have increased the difficulties of applicants. In general there is no evidence that these procedural changes have led to an increase in the number of successful applications. Canada has found a deterioration in performance in some respects.

While most Western countries have experienced little if any improvement in Soviet performance, there are two exceptions. Germany has experienced a significant increase in the number of Soviet German emigrants (monthly average: 1974 - 530; January-July 1975 - 450; August 1975-November 1976 - 750); continued bilateral efforts played a part in achieving this. Soviet emigration to the United States is over twice 1975 levels (1,162 in 1975; 1,301 in first half of 1976), but this increase consists largely of Armenians, and is due in part to extraneous factors, e.g. the unsettled situation in the Lebanon: the increase is also consistent with an upward trend since 1970.

B. Developments with respect to specific Final Act criteria

Positive

- (i) Armenian applicants allowed to change destination designated in Soviet passport for Lebanon to the US on basis of affidavit of support from US relatives, instead of requiring new application for exit permission: factor in substantial increase in flow of emigrants to US in first half of 1976.
- (ii) Passport fee dropped from 400 to 300 roubles.  
Application fee dropped from 40 to 30 roubles.
- (iii) Applications for emigration which have been refused can now be renewed after six months instead of one year.

ISD/140

-13-

- (iv) 30 rouble fee payable on application now only required on first application. /N.B. Does rule that rest of application fee (now 270 roubles) need only be paid when permission granted date from before or after Helsinki?/
- (v) Children under 16 may now be listed in parents' passports, thus obviating the need to purchase separate passports.

C. Developments with respect to aspects not mentioned specifically in the Final Act

1. Positive

The completion of emigration application formalities has been simplified to omit or lessen the need for "character references" from one's employment supervisor, local trade union leader and local party chief. /N.B. Does this improvement date from before or after Helsinki?/

2. Negative

Increasingly restrictive interpretation of family sponsorship requirements (now immediate family members only, i.e. parent, spouse, sibling or child). And use of Final Act family reunification provisions to justify refusals, on grounds that departure impossible if any other family member still in USSR.

More restrictive general regulations on entry of financial remittances from abroad; and increase in duties (100% to 600%) on gifts from abroad as well as limits on numbers of articles per package.

III. Western performance

See Table III.

Little or no difficulty and delay by Allies in granting reunification documentation. Germany and United Kingdom report no applications refused. United States report all family reunification applications accepted: under special programme for other emigrants, whose US sponsors do not qualify them under US law for immigrant visas, only two applicants have been refused entry since August 1975. See Appendix for costs of entry visas and time for issue.

There are hardly any restrictions on emigration by Western nationals, the cost of passports is moderate and they are issued with little delay - see Appendix.

N.B. Please highlight any comparisons between Allied and Soviet performance, especially cost and length of time to issue exit/entry documents, and frequency of refusal.7

TABLE I

Degree of difficulty and delay placed by Soviet Union on Soviet Union applicants for family reunification:

Great	Germany (two-thirds), UK
Considerable	Canada*, Norway, US*
Moderate	Germany (one-third)
Little	-
None	-

\*IS interpretation

TABLE II

Degree of improvement in Soviet Union performance on family reunification since Helsinki Final Act:

Much	-
Moderate	Germany, US* (Armenians)
Little	-
None	Canada*, Norway, UK, US* (other categories)
Worse	-

\*IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE



ISD/140

TABLE III

Number of Soviet citizens granted Allied entry visas to be reunited with their families:

	Canada	Germany	Greece/ Italy	Netherlands	UK	US
1st s 1974	1,499(a)	3,275			-	} 1,019
2nd s 1974		3,070			5 (9)	
1st s 1975	} 278	2,711	Nil		3 (21)	} 1,162
2nd s 1975		3,041			10 (18)	
1st s 1976	62(b)	5,627		1	13 (14)	1,301

{a) 1971-1974

{b) 1st quarter 1976

N.B. Please add where possible:

(numbers known to have applied for Soviet exit visas)

[numbers of known Soviet refusals.]

HUMAN CONTACTS

SOVIET UNION

BI-NATIONAL MARRIAGES

General assessment and summary

Mainly reluctant tolerance, but with instances of a highly restrictive attitude.

In general, permission to marry is given with little difficulty once the two partners are in the Soviet Union; and exit visas are normally granted after the marriage with routine bureaucratic red-tape and delay.

However, there are certain categories who experience considerable or great difficulty in obtaining exit visas:

- (a) Individuals in poor standing with the Soviet Authorities. Reasons given include debts, "secret" employment, bad reputation.
- (b) Spouses separated by emigration are rarely granted permission to leave.
- (c) Spouses separated as a result of war and border changes are also rarely granted exit documents: a number of outstanding cases date back to the Second World War.

The Soviet Authorities much prefer marriages to take place within the Soviet Union, and exit visas specifically for marriage abroad are often refused. Entry visas specifically for marriage in the Soviet Union are also sometimes refused, and it is easier to obtain permission to enter if more acceptable reasons (e.g. business, study) are cited.

There has been little or no change since Helsinki.

\*\*   \*\*   \*\*   \*\*   \*\*

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

I. Performance by Soviet Union as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably ... requests for exit or entry permits ..."

Exit permits

In the case of recent marriages, most applications by spouses for exit permits are granted with little difficulty: exceptions normally involve debts, "bad reputation", "secret" employment, military service. Soviet husbands experience rather greater difficulty than Soviet wives. Cases involving previous marriages and especially children by a previous spouse are usually more difficult (Table III).

In the case of spouses separated as a result of war, border changes or emigration, exit permission is rarely granted.

Emigration is not normally allowed until after the marriage, though occasionally permission is given (Table II).

Entry permits

There seems to be a sharp contrast in the treatment of Allies (Table II). The US has found that permits are consistently refused to prospective spouses who openly state their intention to marry; and Americans who marry Soviet citizens have usually obtained entry permits for other purposes. Since Helsinki, there have been four refusals of entry permits for US citizens who specified intention to marry. However, the UK and Italy report little difficulty in obtaining entry permits for marriage.

/N.B. Is there an explanation, e.g. that in the case of Italy and UK the successful entrants did not specify their intention to marry when applying for entry permits?/

(ii) Family reunification provisions will be applied to: (a) documentation for marriage; (b) documentation for entry/exit visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

(a) Marriage permission: little difficulty once both prospective spouses are in the Soviet Union (Table I).

(b) and (c) Exit/entry permits: see I A (i)

- "... deal with applications ... as expeditiously as possible."

In the case of recent marriages: Italy, Netherlands, UK, US report no undue delay in permission to marry, and exit permission usually 2-6 months, sometimes slightly longer (US has one case delayed since August 1974). However, German statistics show delays over 6 months in a high proportion of applications to marry; though a steady improvement in delays for exit permits means that now only a small proportion is delayed over 6 months.

/N.B. Is this a correct interpretation of German statistics?/

In the case of World War II marriages: exit permission still awaited after about 30 years.

- fees, re-applications, household and personal effects

/N.B. No information - the position as regards exit is presumably the same as for family reunification?/

- "... an application ... will not modify the rights and obligations of the applicant or of members of his family ..."

US reported in November 1975 that a wide variety of sanctions are applied arbitrarily to Soviet citizen spouses of Americans or of nationals of other non-Communist countries while awaiting permission to join spouse abroad: loss of job or student status upon marriage; denial of temporary visitors visa to the foreign spouse.

/N.B. No other Ally has reported any sanctions. Has this practice now ceased?/

ISD/140

-19-

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage.

(b) Entry visas to marry in the Soviet Union.  
Exit documents to marry abroad.

(c) Exit documents after marriage.

/N.B. No information but position as regards exit is presumably the same as for family reunification?/

(ii) Discrimination as to country of foreign partner

Easier for Socialist countries.

/N.B. Is this correct?/

(iii) Discrimination as to sex

Soviet husbands experience rather greater difficulty than Soviet wives.

II. Developments in the Soviet Union since Helsinki Final Act

See Table III.

Little or no change.

/N.B. Have sanctions against applicants ceased since Helsinki?/

III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of bi-national marriages. Procedures are speedy. Cost of documentation is moderate or low. See Appendix.

TABLES

/N.B. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding the Soviet performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Soviet performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided)/

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in the Soviet Union (local formalities, procedures, etc.)

Great

Considerable

Moderate

Little

None

/N.B. To be completed/

TABLE II

Degree of difficulty and delay placed by the Soviet Union on applications to enter/to exit the Soviet Union for purposes of concluding a bi-national marriage:

(a) foreigners entering to marry Soviet citizens:

Great

Considerable

Moderate

Little

None

/N.B. To be completed/

(b) Soviet citizens exiting to marry foreigners:

Great

Considerable

Moderate

Little

None

/N.B. To be completed/

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE III

Degree of difficulty and delay placed by the Soviet Union on applications to enter/to exit the Soviet Union in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) foreigners entering to settle in the Soviet Union:

Great

Considerable

Moderate

/N.B. To be completed/

Little

None

(b) Soviet citizens exiting to settle in country of foreign spouse:

Great

Considerable

Moderate

/N.B. To be completed/

Little

None

TABLE IV

Degree of improvement in performance by Soviet Union since Helsinki Final Act:

Much

-

Moderate

-

Little

Germany

None

Italy, Netherlands, UK

Worse

-

HUMAN CONTACTS

SOVIET UNION

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage).

General assessment and summary

USSR travellers to the West

Foreign travel and tourism by Soviet citizens is very restricted.

Individual private tourism is normally not possible. Group tourism is open to relatively few: it is a form of reward and usually arranged through unions. Permission to travel for official purposes or for individual professional purposes approved by the state (e.g. approved cultural activities) is most easily obtained but concerns a small number. Travel for individual professional reasons not approved by the state is stringently restricted.

In addition to the very restrictive attitude towards applications, other major difficulties are:

- (a) long and complex procedure;
- (b) very high cost of passport (2½ months average income, even after reduction since Helsinki);
- (c) very small foreign currency allowance (90 roubles a person per journey);
- (d) need to leave behind a close member of the family.

Foreign travellers to the Soviet Union

Foreign travel and tourism within the Soviet Union is welcomed. However, it is subject to tight and restrictive control of movement.

Most applications for entry visas are approved, though there are a few refusals for political reasons. The visa application procedure is simple, quick and with no charge.



ISD/140

-23-

However, the movement of foreigners is tightly monitored and curtailed. Considerable areas are closed to visitors: access for tourists is to only about 135 towns and 130 connecting routes. Detailed prior itineraries including travel times have to be submitted, and visas are granted only to specific locations. Separate application has to be made in order to depart in any way from the previously agreed route (even to leave the designated highway at all).

The high cost of hotels in the Soviet Union (discriminatory charges for foreigners) is another limiting factor.

The contrast between the comparative ease with which foreign tourists are allowed into the Soviet Union and the difficulty for Soviet citizens to leave that country is reflected in the gap between the large number of Western travellers into the Soviet Union and the smaller number of Soviet travellers to Western countries.

Since Helsinki there has been no significant improvement in the Soviet performance as regards travel and tourism either from the Soviet Union or to the Soviet Union. However, the number of USSR visitors to some but not all Western countries has risen since Helsinki, though in some cases this has been the continuation of a trend over many years. The Soviet Union has slightly reduced the still high cost of exit passports and somewhat simplified the still complex procedures. There is also evidence of Soviet attempts to encourage Western tourism into the Soviet Union by improving hotels and other facilities.

The Soviet Union has proposed to several Allies that bilateral agreements should be concluded on time limits for visa issuance to various categories of visitors and on certain improvements for visas for Embassy staffs.

\*\* \*\* \* \* \* \*\*

I. Performance by Soviet Union as regards Travel and Tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... /and/ to promote the development of tourism, on an individual or collective basis."

Soviet travellers to the West

Permission to travel is granted only to very limited categories (Table I):

- (a) Permission for travel by officials or for official purposes is most easily obtained but is open to relatively few.
- (b) Permission is normally not granted to individual tourists: it is usually permitted only to groups and is open to relatively few: it is a form of reward and usually arranged through unions.
- (c) Travel for private professionals (e.g. some intellectuals) is tightly controlled.
- (d) For family visits see "Family Meetings". Usually only one family member can travel at the same time.

Foreign travellers to the Soviet Union

These are welcome, but their travel within the country is subject to considerable formalities and restrictions, especially for private individual travellers. It is easier under Intourist auspices and easiest on official invitation. A few examples of refusal for entry on political grounds, e.g. US CSCE Commission (Table II).

Contrast between comparative ease of entry into the Soviet Union for foreign visitors and difficulty of exit from the Soviet Union for Soviet citizens is reflected in the wide difference in numbers of visitors in the two directions (see Tables IV and V). It should be noted that a wide discrepancy sometimes exists between Intourist statistics and those produced by the Allied Authorities.

- (ii) "... gradually to simplify and to administer flexibly the procedures for exit and entry [for travel] ... and the simplification and expediting of necessary formalities relating to tourism"

Soviet travellers to the West

Procedures are complex - see Annex.

Length of time for completing exit formalities is considerably longer than in the case of the Allies. In the Soviet Union formalities vary from weeks to several months depending on the rank of the applicant and priority of travel (see Table VI).

Foreign visitors into Soviet Union

Simple procedure. Soviet Union complains that some Allied procedures are more cumbersome.

In general Soviet visas are issued with somewhat less delay than some Allied visas (see Table VI).

- (iii) "... to ease regulations concerning movement of visitors/ .."

The movements of all foreigners in the Soviet Union are tightly monitored: degree of restrictions depends on status of visitor. Considerable areas closed to visitors. Access for tourists is granted to about 135 towns and 130 connecting routes. To these areas requests are often granted routinely though visits are sometimes possible only in groups and with an official guide. Detailed prior announcement of travel time is required. Visas are only granted for specific locations. Separate application has to be made for an additional visa in order to depart from previously agreed route. It is forbidden to leave the designated highway. In effect, this means that foreigners can only visit the major towns.

Soviet practice for travel by businessmen for clearly business purposes is mixed, but often forthcoming.

Diplomats are subject to a comprehensive travel control system: direct refusals are infrequent but indirect discouragement and prevention often used.

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from Soviet Union: Soviet passport costs 300 roubles which is very high and compares most unfavourably with cost of Allied passports (see Table VI).

Entry into Soviet Union: Soviet visa is free (the same is true of most but not all Allies) (see Table VI).

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

/N.B. No information/

- (vi) "... religious faiths, institutions ... can ... have contacts and meetings among themselves and exchange information."

/N.B. No information/. The refusal of entry permission to 8 US professors in December 1976 to attend a symposium on Jewish culture in the USSR can be said to violate this provision.

- (vii) "... encourage the provision of appropriate /tourist/ facilities."

High cost of hotels in Soviet Union: individual Western travellers must pay 25-50 roubles for 3rd class hotel rooms for which the Russians have to pay 3-5 roubles: this is much more than comparative costs in most Western countries. Evidence of more hotel building in Soviet Union and staff training, both sometimes in connection with Western firms.

- (viii) "... co-operate in the development of tourism, in particular ... increase information relating to travel to other countries and to the reception and service of tourists."

No concrete results have yet emerged from US consultations with Intourist on encouraging expansion of Soviet tourism to the US.

/N.B. No further information/

B. Aspects of performance not mentioned specifically in the Final Act

Soviet travellers to the West

(i) Currency regulations

Onerous restrictions. Allowance of 90 roubles per person irrespective of duration of journey.

(ii) Access to foreign Embassies by Soviet citizens

/N.B. No information. Is this still highly restricted with access being prevented by the police unless visitor has prior Soviet permission to enter?/

(iii) Discrimination by country

Permission for journeys to Warsaw Pact countries easier to obtain, and cost of passport much lower (30 roubles).

(iv) Availability to Soviet citizens of information about procedures

/N.B. No information/

(v) Availability to applicants of reason of refusal

/N.B. No information/

(vi) Duration of stay abroad

/N.B. No information/

(vii) Frequency of travel permits

/N.B. No information/

(viii) Expulsion of dissidents

The forcible expulsion of certain dissidents is contrary at least to the spirit of the Human Contacts section of the Final Act which stresses the need for freer movement of people.

Foreign visitors to the Soviet Union

Currency regulations

/N.B. Is there a compulsory exchange of foreign currencies?/

II. Developments in the Soviet Union since Final Act

No significant improvement in Soviet performance (Table III).

However, since 1970 there has been a rising trend in the numbers of both Soviet tourist and professional visitors to the US, which has to some extent continued since Helsinki. There has been a rise in both the total number of visitors and number of tourists to Germany in the first half of 1976. The number of tourists to Greece rose in the second half of 1975 and first half of 1976, while the total number of visitors was already rising before Helsinki. Other Allied statistics show mixed changes (Table V).

Cost of Soviet passport and exit visa reduced from 400 to 300 roubles.

The Soviet Union has proposed to several Allied governments agreements on time limits for visa issuance to various categories of visitors: these proposals are under review. The Soviet Union has also proposed to several Allied governments certain improvements in visas for Embassy staffs.

See III below on Western proposals in the same field. S.S. Nikitin, Chief of USSR Company for Foreign Travel has claimed (Literaturnaya Gazeta) that the Soviet Union since Helsinki is encouraging tourism within the Soviet Union, e.g. by simplifying formalities for individual travellers, simplifying foreign currency regulations (there is so far no evidence to substantiate these two claims), and large-scale projects for building more hotels and training staff. The Soviet 10th Five-Year Plan provides for an increase in tourism in the USSR by not less than 50%.

III. Western performance

Entry into Allied countries

- (i) Allies normally grant visas. However there are a few cases of refusals, e.g. refusals of waivers to US law restricting entry of Communist Party members: these refusals are criticised by the Soviet Union.
- (ii) They also claim that the time for issuing Allied visas is longer than the comparative time for Soviet entry visas. This is in fact only true in the case of some Allies and then the difference is usually a matter of a few days only. Moreover, the Soviet processing period is counted from the time applications with complete itineraries and confirmed accommodation are received, which in itself can take weeks to arrange: such information is not required with applications for Western visas.

ISD/140

-29-

- (iii) Full freedom of movement (except for retaliatory restrictions on diplomats), in marked contrast to Soviet Union.

Exit from Allied countries

- (i) With rare exceptions, full freedom of travel abroad.
- (ii) Cost of travel documents low, in contrast to high cost of Soviet passport.
- (iii) Exit formalities completed speedily, again unlike the Soviet Union.

No change since Helsinki as regards either entry or exit.

The UK has proposed to the Soviet Union bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons. The US have also made proposals to Bulgaria, Czechoslovakia and Poland to lower or abolish visa fees. In both cases there has been no reaction.

N.B. Please highlight any comparisons between Allied and Soviet performance, especially cost and length of time to issue entry/exit document, and frequency of refusals.<sup>7</sup>

TABLE I

/N.B. To be completed/

Degree of difficulty and delay placed by Soviet Union on applications by Soviet citizens wishing to travel abroad.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

TABLE II

/N.B. To be completed/

Degree of difficulty and delay placed by Soviet Union Authorities on applications from Western foreigners wishing to enter Soviet Union while travelling abroad.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			



ISD/140

-31-

TABLE III

Degree of improvement in performance by Soviet Union since Helsinki Final Act

Much	-
Moderate	-
Little	-
None	Germany, Greece, Netherlands, UK, US (except reduction in cost of Soviet passport and exit visa)
Worse	-

TABLE IV

Number of Allied visitors to the Soviet Union

	Germany	UK	US
1974	1 } 2 } 100,000*		} 84,600*
1975	1 } 2 } 117,000*	} c 65,000* tourists	} 98,774*
1976	1		at about 1975 rate

\* Intourist figure

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE V

Number of visas granted to Soviet citizens by Allies for travel and tourism

	GERMANY		GREECE		ITALY		NETHERLANDS		NORWAY	TURKEY	UK		US		
	1	2	1	2	1	2	1	2	1 + 2	1 + 2	1	2	1	2	
1st semester 1974	1,033	2,394*	}	495	}	}	472	646	}	}	1,093	}	}	734	3,632
2nd semester 1974	1,016	2,370					881	675			1,329			2,617	1,632
1st semester 1975	1,292	2,186	50	}	}	}	48	755	}	}	1,279	2,183	2,346	887	3,112
2nd semester 1975	757	2,789	300				1,879	697			649	1,380	2,298	1,801	986
1st semester 1976	1,558	2,956	500	}	}	}	475	824	}	}	1,712	3,057	1,062	3,010	

1 Number of tourist visas

2 Number of other non-immigrant visas

\* Tourist visas and visas for family reunification not counted

TABLE VI

Cost and length of time for issue of Soviet (a) entry visa  
(b) exit passport and visa

(a) Entry visa

Length of time

Most (businessmen and, often, exchange visitors and group tourists)      about 8 days

Others      longer

Cost      free

(b) Exit passport and visa

Length of time

from week to several months

Cost      300 roubles

(Average monthly Soviet income: DM. 500) /N.B. Please put in roubles/

Procedures for exit passports and visas from Soviet Union

N.B. Please give brief description of procedures for acquisition of passports and exit visas under I, including processing time and costs, and in II any special procedures applying to exit for (a) family visits; (b) emigration; (c) bi-national marriages; (d) travel and tourism. Following is only information so far available and some of this may be out-of-date. /

I. General Requirements

The Soviet Government continue to reserve the right to refuse exit permission to their citizens on political grounds. There is a tendency towards a graded system of passports (diplomatic, service and ordinary), which separates the individual from the official traveller and in practice discriminates against the former. Travel is easier between Communist countries than to the West.

In the Soviet Union the citizen has no constitutional rights to go abroad, and for him to leave the country without specific permission is a criminal offence (Article 83 of the RSFSR Criminal Code).

For those Soviet citizens who wish to go abroad, the administrative procedures are daunting. The citizen needs to build up an "exit dossier" containing an exhaustive autobiography, character references and the approval of officials at his place of work. The dossier passes by way of regional Community Party organizations to an "Exit Commission" of the Central Committee of the CPSU, which, having taken into account the opinion of the Committee for State Security (KGB) will either approve or reject the application. Since this administrative procedure is carried out through party channels and thus is not described in any published law, the rejected applicant has no recourse to legal channels to appeal against the decision. The approved applicant is issued with a foreign passport which is in practice effective only for one journey to specified countries.

II. Additional Requirements

(a) Family visits

As a rule, a validated invitation from the relative has to be submitted, as well as "declarations of no objection" from the members of the family remaining behind, from the applicant's employer and from the local party organization.

---

Average monthly Soviet income DM. 500 N.B. Roubles? /

ANNEX to  
ISD/140

-35-

(b) Family Reunification

/N.B. No information. Is there special emigrant visa? Procedures? Is reimbursement of education costs necessary, and is this onerous?

(c) Bi-national Marriages

/N.B. No information.

(d) Travel and Tourism

/N.B. No information.

HUMAN CONTACTS

BULGARIA

FAMILY MEETINGS

General assessment and summary

/NB. This is an IS attempt to reconcile apparently conflicting information.<sup>7</sup>

To leave Bulgaria on family visits

There is a major distinction between the treatment of visits to relatives who left Bulgaria "legally" and "illegally". Visits to "legal" emigrants meet little to moderate difficulty and delay. Visits to "illegal" emigrants meet great difficulty and delay.

Apart from the general strong reluctance to grant exit visas for visits to "illegal" emigrants, other main difficulties are:

- (a) the need for a close family relationship;
- (b) the need for an affidavit of support;
- (c) a complex application procedure;
- (d) a close family member must often remain behind as a "hostage".

Two other inhibiting factors are the rather high cost of exit documents and the prohibition of visits to foreign Embassies.

If all the necessary criteria are fulfilled, exit documents can be issued without too much delay. Otherwise, delays of several years can be encountered or permission can be completely withheld, especially when "illegal" emigrants are involved.

Priority is sometimes given in urgent cases to visit "legal" emigrants, but not to visit "illegal" emigrants.

ISD/140

-2-

To enter Bulgaria on family visits

The same major distinction is drawn between applications from "legal" and "illegal" emigrants. "Legal" emigrants can enter Bulgaria for family visits with little difficulty and delay. But "illegal" emigrants are faced with moderate to great difficulties and delay. They are often refused permission to enter Bulgaria, and if they do enter they may have difficulty in getting out again.

Since Helsinki there has been little or no improvement as regards family visits to Bulgaria or from Bulgaria. However, the United States has experienced a small increase in the provision of Bulgarian exit permits for visits to "illegal" emigrants.

\*\* \*\* \* \* \* \*\* \*\*

I. Performance by Bulgaria as regards exit documents for family visits

A. Compliance with specific Fina Act criteria

- (i) "... will favourably consider applications for travel ..."

The Bulgarian attitude is mixed (see Table I). Treatment is determined in the first place by whether the relative to be visited is a "legal" or "illegal" emigrant. In the case of visits to "legal" emigrants little to moderate difficulty is encountered. On the other hand, in the case of visits to "illegal" emigrants, great difficulty is met in attempting to obtain exit permission. Applications are often refused and, when successful, are usually only granted after persistent pressure from Western Embassies.

In addition to the highly restrictive attitude to applications to visit "illegal" emigrants, Bulgarians limit the definition of "family" to close family relationships. Furthermore, a close relative often has to be left behind as a "hostage", so it is not possible for a married couple and their children to travel abroad together.

- (ii) "... without distinction as to country of destination ..."

It is easier for Bulgarians to visit relatives in socialist countries. An affidavit of support is not required. (See Annex.)

- (iii) "... reasonable time limits..."

Passports and exit visas are normally issued within 60 days (4 to 6 weeks on average) of application to visit "legal" relatives. Several years, if granted at all, to visit "illegal" relatives.

- (iv) "... cases of urgent necessity ... will be given priority treatment ..."

Priority is sometimes given in "legal" cases but not in "illegal".

- (v) "... fees for official travel documents and visas are acceptable."

Rather high fees - see Travel and Tourism.

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

No evidence of sanctions, but these cannot be ruled out, and fear of sanctions may be an inhibiting factor.

B. Aspects of performance not mentioned specifically in the Final Act.

- (i) Application procedures

See Annex.

Complex and extensive procedure: the collection of all the supporting documents could cause difficulties and must always be time-consuming.

- (ii) Frequency of visits

The maximum frequency is once a year.



ISD/140

-4-

(iii) Acquisition of foreign currency

Unless an affidavit of support is presented, an exit visa will not be approved. There is no foreign currency allotment for family visits.

(iv) Access to foreign Embassies by Bulgarian citizens

Severely limited, especially since Helsinki.

(v) Availability to Bulgarian citizens of information about procedures

Very poor availability.

(vi) Availability to applicants of reason for refusals

[NB. No information.]

(vii) Duration of stay abroad

[NB. No information on any limits.]

(viii) Compulsory payments other than exit document fees

[NB. No information.]

II. Performance by Bulgaria as regards entry visas for family visits

A. Compliance with specific Final Act criteria

(i) "... will favourably consider applications for travel ..."

Usually little difficulty for visits by family members who had emigrated "legally" from Bulgaria. Moderate to great difficulty for family members who had left Bulgaria "illegally"; and if allowed into Bulgaria they might have difficulty in leaving. (See Table II.)

(ii) "... without distinction as to country of origin ..."

Easier to enter from socialist countries.

(iii) "... reasonable time limits ..."

Little delay for "legal" visitors. /NB. How long?/ Several months, if granted at all, for "illegal" visitors.

(iv) "... cases of urgent necessity ... will be given priority treatment ..."

/NB. No information./

(v) "... fees for official travel documents and visas are acceptable ..."

Fees low - see Travel and Tourism.

(vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

/NB. No information./

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

Simple procedure.

/NB. Any further information?/

(ii) Foreign currency regulations

/NB. Is there a requirement to change \$10 per day for family visitors?/

(iii) Frequency of visits

Permission given usually to visit no more than once a year.

(iv) Restrictions on visitors

/NB. Visits can be paid to relatives in any part of the country?/

ISD/140

III. Developments in Bulgaria since Final Act

See Tables III and IV.

The position remains with little or no change since the Final Act as regards family visits both to and from Bulgaria.

The United States experienced a small increase in the provision of Bulgarian exit permits for visits to "illegal" emigrants (total of two pre-Helsinki, six since). There has, as yet, been no similar movement in other cases involving "illegal" emigrants.

From early 1976 access by Bulgarians to foreign Embassies has been forbidden to those without special permission: the Bulgarian Authorities themselves seek foreign visas for their nationals.

IV. Western performance

Little or no difficulty and delay is placed by Allied countries on applications by Bulgarians for entry visas to visit their families.

Netherlands: no applications for visas refused. See Appendix for cost and length of time for issue of entry visas.

No difficulty or delay placed by Allied countries on citizens wishing to visit their families within Bulgaria. See Appendix for cost and length of time for issue of passport.

/NB. Please highlight any comparisons between Allied and Bulgarian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal of visas.

TABLE I

Degree of difficulty and delay placed by Bulgaria on applications for exit visas to visit families:

- Great: Netherlands, US\* (to visit "illegal" emigrants)
- Considerable: UK, Italy
- Moderate: Germany
- Little: US\* (to visit "legal" emigrants)
- None: -

\*IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

Degree of difficulty and delay placed by Bulgaria on applications for entry visas to meet families:

Great:           US\* ("illegal" applicants)  
 Considerable: Italy  
 Moderate:       Germany, Netherlands ("illegal" applicants)  
 Little:           UK (but if "illegal" applicants, may have difficulty obtaining exit visas at end of stay)  
                   US\* (other than "illegal" applicants)

None:            -

\*IS interpretation

TABLE III

Degree of improvement in Bulgarian performance since Helsinki Final Act:

Much:            -  
 Moderate:       -  
 Little:           Germany, UK, US\*  
 None:            Italy, Netherlands  
 Worse:           -

\*IS interpretation

TABLE IV

Number of Bulgarians granted Allied entry visas to visit their families:

	Germany	Italy	Netherlands	UK	US
1st s 1974 2nd s 1974	} 1,345	} $\leq$ 150	21	see total visas	
			23		
1st s 1975 2nd s 1975	} 496 667	} $\leq$ 150	19	Travel & Tourism	96*
			34		
1st s 1976	546		42		114

\*12 months to 1st October, 1975

/NB. Please add where possible:

(numbers known to have applied for Bulgarian exit visas)

/numbers of known Bulgarian refusals/.

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

BULGARIA

FAMILY REUNIFICATION

General assessment and summary

The Bulgarian attitude towards applications to leave the country for family reunification is generally restrictive, and highly restrictive in the case of applications to join relatives who had emigrated "illegally".

Those who wish to join "illegal" emigrants experience great difficulty and delay. Their applications are normally refused, though in the first half of 1976 the United States achieved some successes as a result of Embassy pressure.

Those who wish to join "legal" emigrants face moderate difficulty. Applications are normally eventually granted, but sometimes only after long pressure.

Priority in urgent cases is only given in connection with "legal" emigrants, not "illegal" emigrants.

Some applicants lose rights and property from the time of application.

Requirement to repay education costs, long and complex procedures, lack of available information about procedures, high cost of emigration documents, and severe limitations on access to foreign Embassies are other difficulties.

Since Helsinki, there has been little change. The United States has found a somewhat more favourable attitude towards reunification with "illegal" emigrants during the first half of 1976. But other Allies have discerned little or no change, with Canada experiencing a hardening of attitude. New negative developments are the requirement for Western governments to "guarantee" authenticity of invitations from relatives, and the limitation on access of Bulgarian citizens to foreign Embassies.

\*\* \*\* \* \* \*

ISD/140

-9-

I. Performance by Bulgaria as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit with applications ..."

The applications of those who wish to join "illegal" emigrants are normally refused, though in the first half of 1976 the United States achieved some successes after long Embassy pressure.

The applications of those who wish to join "legal" emigrants are normally eventually granted, but sometimes only after long pressure.

- (ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old."

Priority given in "legal" cases but not in "illegal".

- (iii) "... deal with applications ... as expeditiously as possible."

In the case of reunification with "legal" emigrants: several weeks if no complications, otherwise there can be long delays.

In the case of reunification with "illegal" emigrants: long delay over several years, if granted at all.

- (iv) "... fees ... moderate ..."

Rather high fees: 110 leva for permanent departure.

/NB. Conflicting information given on this point.7

- (v) "... applications may be renewed ... and reconsidered at reasonably short intervals ... fees will be charged only when applications are granted."

/NB. No information.7

- (vi) "Persons may bring with them or ship all personal effects ..."  
/NB. No information.7
- (vii) "Until ... reunited meetings and contacts between /families/ may take place ..."  
/NB. No information.7
- (viii) "... states will support the efforts of the Red Cross and Red Crescent societies ..."  
/NB. No information.7
- (ix) "... an application will not modify the rights and obligations of an applicant or of members of his family."

Some evidence of loss of rights and property from the time of application, and fear of such sanctions must be an inhibiting factor.

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

Complex and extensive procedures. Providing all the information and supporting documents could be difficult and time-consuming.

(ii) Access to foreign Embassies

Since early 1976 access to foreign Embassies is forbidden to Bulgarian citizens except to those with prior permission.

(iii) Discrimination as to country of destination

Easier to obtain permission to emigrate to socialist countries.

/NB. Is this correct?7

ISD/140

-11-

(iv) Property other than household and personal effects

[NB. No information.]

(v) Special priority for cases involving solely children

[NB. No information.]

(vi) Availability to Bulgarian citizens of information about procedures

Very poor. Difficult even for foreign Embassies to establish the procedures.

(vii) Availability to applicants of reason for refusals

[NB. No information.]

(viii) Compulsory payments other than exit document fees

It is necessary to repay education costs. This can place a heavy burden on applicants.

## II. Developments in Bulgaria since Final Act

Most Allies have found that there has been little or no change in the Bulgarian performance on family reunification. However, the United States has experienced moderate improvement, especially for the "illegal" divided family cases: in April 1976 approval was promised for 42 such cases. On the other hand, Canada has found a hardening of attitude and procedures, e.g. requirement for Canadian Government to "guarantee" authenticity of invitations from relatives (which it is impossible for the Canadian Authorities to fulfil). Another deterioration is that applicants can no longer visit foreign Embassies: Bulgarian Authorities themselves obtain foreign visas for their nationals.

## III. Western performance

Western countries place no difficulty and delay in the way of Bulgarian applicants wishing to be reunited with their families.



Germany, Italy and Netherlands: no entry visas refused for this purpose.

The cost of entry visas is either nothing or low, and they are issued with moderate delay - see Appendix.

There are hardly any restrictions on emigration by Western nationals, the cost of passports is moderate and they are issued with moderate delay - see Appendix.

/NB. Please highlight any comparisons between Allied and Bulgarian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal.7

TABLE I

Degree of difficulty and delay placed by Bulgaria on Bulgarian applications for family reunification:

Great: Canada\*, Italy, Netherlands, Germany ("illegal")  
Considerable: US ("illegal")\*  
Moderate: US ("legal")\*, UK, Germany ("legal")  
Little: -  
None: -

\*IS interpretation

TABLE II

Degree of improvement in Bulgarian performance on family reunification since Helsinki Final Act:

Much: -  
Moderate: US ("illegals")\*  
Little: Germany  
None: Italy, Netherlands, UK  
Worse: Canada\*

\*IS interpretation

ISD/140

-13-

TABLE III

Number of Bulgarians granted Allied entry visas to be reunited with their families:

	Germany	Netherlands	UK	US
1st s 1974	} 43	6	see total visas	1
2nd s 1974		5		4
1st s 1975	32	3	Travel & Tourism	4
2nd s 1975	33	6		2
1st s 1976	4	2		4

NB. Please add where possible:

(numbers known to have applied for Bulgarian exit visas)  
numbers of known Bulgarian refusals 7 7

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

BULGARIA

BI-NATIONAL MARRIAGES

General assessment and summary

In general the Bulgarians put only moderate difficulties in the way of bi-national marriage and exit after marriage; but they create considerable difficulties for certain categories of applicants.

The main areas of difficulty are:

- (a) fiancé(e)s having left Bulgaria "illegally";
- (b) any member of either family having left Bulgaria "illegally";
- (c) knowledge of "state secrets";
- (d) members of certain professions;
- (e) need to repay cost of education;
- (f) Bulgarian wives are treated much more favourably than Bulgarian husbands: the latter are usually not given exit permission.

If none of these complications apply, permission to marry and leave the country after marriage is normally granted, though sometimes with long delays. Permission is given considerably more readily for marriage than for exit after marriage. If any of the restricting factors apply, there are nearly always long delays and often refusals.

There has been little change since Helsinki. A further new complicating factor is that Bulgaria has tightened documentation requirements to prove eligibility of the foreign partner to marry.

\*\*   \*\*   \*\*   \*\*   \*\*

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

I. Performance by Bulgaria as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably ... requests for exit or entry permits ..."

Exit permits

Usually permission given to Bulgarian wives, though refusals occur when there are "complicating factors", e.g., unpaid debt to state (normally through provision of higher education), fiancé having left Bulgaria "illegally", any member of either family having left Bulgaria "illegally", knowledge of "state secrets" or member of certain professions. Much more restrictive for Bulgarian husbands who are normally not given exit permission.

/NB. No information on exit permits in order to marry abroad.7

Entry permits

/NB. No information.7

- (ii) Family reunification provisions will be applied to: (a) documentation for marriage; (b) documentation for entry/exit visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

- (a) Marriage permission: the same criteria apply as in the case of exit permits after marriage. However, they are applied more flexibly in the case of marriage permits than exit permits.

(b) & (c) Exit/entry permits: See I.A(i).

- "... deal with applications ... as expeditiously as possible."

- (a) Marriage applications:

In best cases about three months; but sometimes long delay especially when complicating factors exist, if granted at all.

(b) Entry applications to marry in Bulgaria:

/NB. No information.7

Exit applications for marriage abroad:

/NB. No information.7

(c) Exit applications after marriage:

At best 3-6 months; but sometimes long delays, especially when complicating factors exist, if granted at all.

Fees, re-applications, household and personal effects

/NB. No information. The position as regards exit is presumably the same as for family reunification?7

"... an application ... will not modify the rights and obligations of the applicant or of members of his family ..."

/NB. No information.7

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage:

/NB. No information.7

(b) Entry visas to marry in Bulgaria:

/NB. No information.7

Exit documents to marry abroad:

/NB. No information.7

(c) Exit documents after marriage:

/NB. No information but position is presumably the same as for family reunification?7

- (ii) Discrimination as to country of foreign partner

/NB. Easier for socialist countries?/

- (iii) Discrimination as to sex

Bulgarian husbands are treated much more harshly than Bulgarian wives: they are not usually given exit permission.

## II. Developments in Bulgaria since the Final Act

There has been little or no improvement since the Final Act. The Netherlands has found the treatment of marriage applications moderately better. On the other hand, Bulgaria now requires more documentation to prove the eligibility of the foreigner to marry and to prove that the country of origin of the foreigner does not condone bigamy.

## III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of bi-national marriages. Procedures are speedy. Cost of documentation is moderate to low. See Appendix.

### TABLES

/NB. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding the Bulgarian performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Bulgarian performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided)./

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in Bulgaria, (local formalities, procedures, etc.).

Great:

Considerable:

Moderate:            /NB. To be completed./

Little:

None:

TABLE II

Degree of difficulty and delay placed by Bulgaria on applications to enter/to exit Bulgaria for purposes of concluding a bi-national marriage:

(a) Foreigners entering to marry Bulgarian citizens:

Great:

Considerable:

Moderate:            /NB. To be completed./

Little:

None:

(b) Bulgarian citizens exiting to marry foreigners:

Great:

Considerable:

Moderate:            /NB. To be completed./

Little:

None:

TABLE III

Degree of difficulty and delay placed by Bulgaria on applications to enter/exit Bulgaria in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) Foreigners entering to settle in Bulgaria:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

(b) Bulgarian citizens exiting to settle in country of foreign spouse:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

TABLE IV

Degree of improvement in the Bulgarian performance since Helsinki Final Act:

Much: -

Considerable: Netherlands (marriages)

Little: Germany, UK

None: Italy, Netherlands (exit), US

Worse: -



HUMAN CONTACTS

BULGARIA

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage.)

General assessment and summary

Bulgarian travellers to the West

The Bulgarian Authorities have a restrictive attitude towards travel and tourism in the West, especially journeys on a non-official basis.

Those wishing to travel for official purposes or on behalf of state business enterprises encounter little difficulty, but this is open to comparatively few. Similarly, group tourism to the West can be arranged easily, once an applicant has been chosen, but again the opportunity is given to comparatively few.

Individual travel and tourism meets considerably more difficulty. Even when applicants are viewed sympathetically, delays can be encountered. When applicants are not considered sympathetically, for either political or professional reasons, they meet long delays and refusals.

The quite high cost of the Bulgarian passport is also something of a deterrent, as is the prohibition on access by Bulgarian citizens to foreign Embassies.

Foreign travellers to Bulgaria

Foreign travel and tourism in Bulgaria is easy. The entry visa procedure is simple, quick and there is either no charge, or a reasonable charge. Movement within the country is free except for certain frontier and military areas.

ISD/140

-21-

The requirement to change a minimum of \$10 per day can be burdensome and must, to some extent, restrict the growth of foreign visitors.

This contrast in attitude is reflected in the gap between the large numbers of Western travellers to Bulgaria and the smaller numbers of Bulgarian travellers to Western countries. /NB. Generally true?/

Since Helsinki there has been little change in travel and tourism either from or into Bulgaria, apart from a slightly rising trend in group tourism to some Western countries.

From January 1976 the previous visa-free régime for tourists from all countries has been abolished, and now all nationalities except Warsaw Pact countries require visas.

However, Bulgaria has proposed entry visa abolition or simplification agreements to several Western countries.

\*\* \*\* \* \* \*\*

I. Performance by Bulgaria as regards travel and tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... [and] to promote the development of tourism, on an individual or collective basis."

Bulgarian travellers to the West

Applications are viewed favourably in most cases for travel to the West on state business: however, this affects relatively few people. Bulgarian Authorities also view reasonably favourably applications for group tourism, although they limit the total numbers and opportunities are again open to relatively few.

Applications for individual tourism or for non-official professional travel (e.g. intellectuals) are viewed in a much more restrictive manner, and considerable difficulty and delay can be encountered. (Table I.)

Foreign visitors to Bulgaria

These are welcomed. It is normally easy to obtain an entry visa and there are few formalities and restrictions within the country. (Table II.)

/NB. Is it more difficult for ex-emigrants to enter, and in particular "illegal" emigrants?/

A restricting factor is the requirement that visitors should spend a minimum of \$10 a day.

- (ii) "... gradually to simplify and to administer flexibly the procedures for exit and entry /for travel/ ... and the simplification and expediting of necessary formalities relating to /tourism/."

Bulgarian travellers to the West

Procedures are complex - see Annex. Length of time for completing exit formalities varies. Officially sponsored business or group tourist visas or some emergency cases: a few days. Private individual travel and tourism: when considered sympathetically: 1-2 months; in other cases: period extended to several years. (Table VI.)

Foreign visitors to Bulgaria

Simple procedure. Tourist entry visas are issued immediately at the border post. Entry visas issued through Embassies can take from 2 to 4 weeks. /NB. Is this correct?/ (Table VI.)

- (iii) "... to ease regulations concerning movement of ... /visitors/ ..."

Freedom of movement is unlimited, except for requirement for special permission to enter certain frontier and military areas.

ISD/140

-23-

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from Bulgaria: rather high cost of Bulgarian passport - (see Table VI).

Entry into Bulgaria: either no cost or reasonable cost. /NB. Conflicting information.7 (See Table VI.)

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

/NB. No information.7

- (vi) "... religious faiths, institutions, ... can ... have contacts and meetings among themselves and exchange information."

/NB. No information.7

- (vii) "... encourage the provision of appropriate /tourist/ facilities."

/NB. No information. Facilities quite good?7

- (viii) "... co-operate in the development of tourism, in particular ... increase information relating to travel to other countries and to the reception and service of tourists."

/NB. No information. Presumably restrictive attitude towards Western tourism offices and promotion in Bulgaria?7

B. Aspects of performance not mentioned specifically in the Final Act

Bulgarian travellers to the West

- (i) Currency regulations

A currency allotment up to \$100 for tourists.

- (ii) Access to foreign Embassies by Bulgarian citizens

Since January 1976 access has been forbidden to Bulgarian citizens without prior permission.

(iii) Discrimination by country

A very large percentage of Bulgarians travelling abroad go to socialist countries.

(iv) Availability to Bulgarian citizens of information about procedures

/NB. No information.7

(v) Availability to applicants of reason for refusals

/NB. No information.7

(vi) Duration of stay abroad

/NB. No information.7

(vii) Frequency of travel permits

/NB. No information.7

(viii) Compulsory payments other than exit document fees

/NB. No information.7

Foreign visitors to Bulgaria

Currency regulations

Requirement to spend at least \$10 a day while in Bulgaria can be burdensome.

II. Developments in Bulgaria since Final Act

There has been little or no change since Helsinki. (Table III.) Since 1st January, 1976 the previous visa-free régime for tourists from all countries has been abolished, and now all nationalities except Warsaw Pact countries require visas.

Since January 1976, access to foreign Embassies has been forbidden to Bulgarian citizens without prior permission: Bulgarian Authorities themselves obtain foreign visas for their nationals.

Bulgaria has expressed interest to several Western countries in the abolition of entry visa requirements or simplification of procedures on a basis of reciprocity. However it has replied negatively to proposals from the US to reduce or abolish visa fees.

ISD/140

-25-

III. Western performance

Exit from Allied countries

With rare exceptions full freedom to travel abroad. Exit formalities simple and speedy. Cost of travel documents moderate. No change since Helsinki. (See Appendix.)

Entry into Allied countries

Allies only refuse visas in a very few cases. Waivers are necessary to United States law restricting entry of Communist Party members. Unlike Bulgaria, in some Western countries entry visas are not immediately available at the frontier (see Appendix). Cost of some Allied entry visas lower than Bulgarian entry visas for citizens of the respective Western country (see Appendix).

/NB. Please highlight any comparisons between Allied and Bulgarian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.

The UK has proposed to Bulgaria bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons, but has so far received no response. See II above for US proposal.

TABLE I

/NB. To be completed.

Degree of difficulty and delay placed by Bulgaria on applications by Bulgarian citizens wishing to travel abroad:

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

/NB. To be completed./

Degree of difficulty and delay placed by Bulgarian Authorities on applications from Western foreigners wishing to enter Bulgaria while travelling abroad.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

TABLE III

Degree of improvement in Bulgaria's performance since Helsinki Final Act:

Much: -  
 Moderate: -  
 Little: Germany, UK (tourist groups)  
 None: Italy, Netherlands, US\*

\*IS interpretation

TABLE IV

Number of Allied visitors to Bulgaria:

	Italy 1 + 2	Netherlands 1 + 2	UK 1 + 2
1st s 1974 2nd s 1974	} 38,372	Travel 5,383	
1st s 1975 2nd s 1975	} 43,074	Tourist 677	} 74,911*
1st s 1976			
1. Number of tourist visas 2. Number of non-immigrant visas *Bulgarian statistics			

TABLE V

Number of visas granted to Bulgarians by Allied countries for travel and tourism:

	Germany	Italy	Netherlands		Turkey	UK	US	
	1 + 2	1 + 2	1	2	1 + 2	1	1*	2
mid-1974	} 3,680	} <u>≤</u> 10,000	153	834	2,000	} 1,792	194	162
end-1974			113	1,531	1,998		103	252
mid-1975	} 1,452	} <u>≤</u> 13,731	98	1,412	2,149	} 2,194	90	140
end-1975			2,370	144	756		2,376	133
mid-1976	1,920		169	860		901	130	151

1. Number of tourist visas  
 2. Number of other non-immigrant visas  
 \*Tourist visas include a high proportion of family visits



TABLE VI

Cost and length of time for issue of (a) Bulgarian entry visa  
(b) exit passport and visa

(a) Entry visa

Length of time

∕NB. Conflicting information:

UK            Short tourist/business visit - 10 days  
              Long visit (more than 3 months) - 4 weeks  
              Diplomatic length stay - 6 weeks.

Italy:        Private passports immediately on frontiers.  
              Private passports at short notice at Bulgarian  
                  Embassy abroad.  
              Diplomatic and service passports - about 1 month.

US:            Visitors' visas immediately at frontier.  
              Visitors' visas at Bulgarian Embassies abroad -  
                  several weeks.7

Cost

∕NB. Conflicting information:

Germany:    No visa fees for tourists.

Italy:        Entry visas \$8.50 at Embassy, \$15 at frontiers;  
              multiple entry fees \$18 at Embassy, \$24 at  
              frontiers; transit visas \$4.50 at Embassy,  
              \$11 at frontiers; double transit visas \$9 at  
              Embassy, \$15 at frontiers.

Nether-      Transit, one journey, H.fl. 14; transit, two  
lands:        journeys H.fl. 28; entry visa H.fl. 28; entry  
              visa 3 months, several journeys H.fl. 56.

US:            Standard tourist visa leva 10; transit visa  
              leva 5; surcharge on visas obtained at frontier  
              leva 5.

(b) Exit passport and visa

Length of time

Officially sponsored business or group tourist visas or  
some emergency cases - few days.

Private individual travel and tourism - when considered  
sympathetically - 1-2 months; in other cases periods  
extending to several years.

Cost

Depends on country to be visited, e.g. for Germany DM. 150.  
For Netherlands/UK leva 65.

To replace lost passport leva 100.

(Average monthly income: DM. 300-350) ∕NB. In leva please.7

HUMAN CONTACTS

BULGARIA

/NB. Please check, clarify and expand the following information on exit procedures from Bulgaria, particularly any special circumstances applying to Family Meetings, Family Reunification, Bi-national Marriages and Travel and Tourism.7

I. General requirements

Travel documents required

For travel and tourism and family meetings, both passport and exit visa are required. They are apparently applied for at the same time on the same application. /NB. If one may retain a valid passport from previous trip, how does one apply for a new exit visa?7

Travel to Eastern countries requires only a passport.

Emigrants are normally issued a tourist passport. Any emigration passport is issued only to those who have acquired Bulgarian citizenship subject to birth.

Individuals may not apply in person to foreign Embassies for visas. This is done by Bulgarian Authorities on their behalf. It is not certain whether the exit visa is inserted into the passport until all necessary foreign visas are secured.

A. Acquisition of passport and visa valid for Western countries

/NB. No information on duration and geographical limitations, if any, placed on Bulgarian passports.7

Application forms are issued by the Ministry of the Interior.

The application for the Ministry of the Interior requests the following information:

- necessity for travel;
- when last travelled abroad;
- "declaration" of personal details, including political memberships, functions and state awards;
- military service;

---

Average monthly Bulgarian income: DM. 300/350. /NB. In leva please.7

ANNEX to  
ISD/140

-30-

- arrests and convictions;
- names and other details of persons being visited;
- other friends and relatives abroad.

The following documents are requested:

- statistical list /NB. ?/
- declaration on tax payments;
- affidavit of support from hosts;
- certificate of leave granted by employer;
- authorization of regional committee of Communist Party (if applicant is party member).

Also attached to the application is a form which, when completed, comprises a written request to the Ministry of Justice. It requires the following documents:

- copy of "declaration" of personal details (mentioned above);
- birth, marriage certificates;
- extract from local police records;
- certification of freedom from legal procedures;
- certification of completion of military duty;
- certification of payment of all taxes owed state;
- certifications of no outstanding debts (from National Bank, Savings Bank, state insurance, public notary);
- certification from necessary authorities that those who completed education before the end of 1957 have repaid loans and other education expenses. /NB. Is this for all applicants or just emigrants?/

Completed application is submitted to the Ministry of the Interior, along with request to Ministry of Justice.

Those two Ministries approve applications. Bulgarian Authorities then approach foreign Embassies for necessary visas for new passports. Exit visa may or may not be issued before foreign visas secured. /NB. Which is it?/

Processing time

Depends on case:

- Private travel and family meetings: normally 60 days (4 to 6 weeks on the average) for exit to visit "legally" emigrated relatives; years, if at all, for visits to "illegal" emigrants.
- Group and business travel: a few days.
- Family reunification: several weeks for reunification with "legal" emigrants; years, if at all, for cases involving "illegal" emigrants.
- Bi-national marriages: 3 to 6 months, possibly years, if at all, in difficult cases.

Cost of passport

/NB. This needs confirmation.7

Passport and visa (a) For travel and family meetings, cost varies by country, e.g. DM. 150 /NB. in leva please/ for travel to Germany; 65 leva to Netherlands and United Kingdom.

(b) For permanent departure: 110 leva.

Permission of Ministry of Justice: 20 leva stamp fee on application.

To replace lost passport: 100 leva.

Acquisition of foreign currency

Applicants need not have permission to buy foreign currency before applying for passport and visa.

Tourists can bring up to \$100 in foreign currency.

B. Acquisition of passport and visa valid for socialist countries (includes Yugoslavia)

Application procedures are the same as for passports to capitalist countries, /NB. including permission from Ministry of Justice?/.

ANNEX to  
ISD/140

-32-

Information and documentation requested is less extensive than for capitalist countries. For example no long "declaration" of information, no affidavit of support is needed for most countries.

Additional documentation: customs control lists.  
/NB. List of accompanying personal belongings?/

Application is presented with identity card to Ministry of the Interior.

Processing time

/NB. No information./

Cost

/NB. Incomplete information. Cost of passport and visa?/

plus

- Those travelling with declaration of support from hosts pay a tax of 8 leva.
- Those travelling without a declaration of support from hosts pay a tax of 16 leva.

II. Additional requirements

A. Family meetings

- As stated above, affidavit of support from hosts is essential. /NB. Does new requirement for Western governments to "guarantee" invitations from relatives in reunification cases also apply to family meetings?/

B. Emigration (Family Reunification)

- Emigration passports are issued only to persons who acquired Bulgarian citizenship subsequent to birth; they incur loss of Bulgarian citizenship.
- Other persons are normally issued standard tourist passports. Procedure is as described above, except that requirements are more onerous for proof of discharge of all financial and social obligations, including all education costs. /NB. Is this correct?/

- Recent requirement of "guarantee" by Allied governments of authenticity of invitation of relatives.

/NB. Information from Canada only. Is this common experience in reunification cases?7

C. Bi-national marriages

- /NB. No information. Presumably same procedures etc. as for family reunification?7

D. Travel and Tourism

- /NB. Little information on special requirements.7

Tourists need not have affidavit of support but can have up to \$100 in foreign currency.

HUMAN CONTACTS

CZECHOSLOVAKIA

FAMILY MEETINGS

General assessment and summary

The Czechoslovakian authorities impose firmly restrictive criteria on applicants for both exit permits for Czechoslovaks to visit relatives abroad and entry permits for foreigners to visit relatives within Czechoslovakia.

The main problem concerns "illegal" emigrants. Applications to visit "illegal" emigrants are mostly refused, though there have been a few successful cases. Applications from "illegal" emigrants to visit Czechoslovakia are also mostly refused, though again with a few positive exceptions: if they do return they risk prosecution and punishment. Some "illegal" emigrants are attempting to regularise their legality with the Czechoslovakian authorities but encounter considerable difficulties.

Other major restrictions are:

- (a) the need for close family relationship (visits to e.g. cousins are frequently refused)
- (b) applications supported by an affidavit of support from the hosts have a much greater chance of success.

On the other hand, if all the above criteria are met, especially if the emigrant has a "legal" status, applications for exit permits meet only little or moderate difficulty, and entry permits little or no difficulty.

Practice varies as regards priority treatment for urgent cases: this is given only in some cases.

The requirement for each foreign visitor to Czechoslovakia to change \$5 a day could be somewhat burdensome in some cases.

ISD/140

-2-

There has been little to moderate improvement since Helsinki. The main small step forward is "that in a few cases permission has been granted to visit "illegal" emigrants in Western countries: the persons concerned were pensioners wishing to visit children who had left "illegally".

\*\* \*\* \* \* \* \*\*

I. Performance by Czechoslovakia as regards exit documents for family visits

A. Compliance with specific Final Act criteria

- (i) ".. will favourably consider applications for travel .."

Restrictive criteria are applied to applicants for family visits in Western countries. (Table I). Treatment depends above all on whether the persons to be visited left Czechoslovakia as "legal" or "illegal" emigrants. The law permits the Czechoslovakian authorities to refuse an exit permit to anyone who wishes to visit an "illegal" emigrant: applications for such visits are normally refused, though a few have been allowed.

Other major restrictions are:

- (i) the need for a close family relationship (visits to e.g. cousins are frequently forbidden);
- (ii) an affidavit of support from the host much improves the chances of success;
- (iii) preference given to politically reliable applicants.  
/NB. Need to leave behind a family "hostage"?/
- (ii) ".. without distinction as to country of destination .."

It is easier for Czechoslovaks to visit Eastern European countries than Western countries and Yugoslavia. A different kind of exit visa is used for trips to Eastern countries. Currency allotment fees are lower for Eastern countries.

- (iii) ".. reasonable time limits .."

/NB. Conflicting information on time to issue exit documents. Belgium: 8-15 days, Germany: 3-4 weeks/  
Reasonable delay.



- (iv) ".. cases of urgent necessity .. will be given priority treatment .."

Exit documents can be granted in one to two days in an emergency, but Czechoslovakian practice is inconsistent in affording priority treatment.

- (v) ".. fees for official travel documents and visas are acceptable."

Fees low for passports (10 Czechoslovak crowns (KC) stamp fee) and exit visas (10 KC stamp fee).

- (vi) ".. an application .. will not modify the rights and obligations of the applicant or members of his family .."

There are no obvious penalties.

[NB. Need to leave behind a family "hostage"?]

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

The information and documentation required for an application is complex and extensive, and can take several months to collect. Any errors or omissions can be used as an excuse to deny an application.

(ii) Frequency of visits

Not more than one a year at most, but if foreign currency is needed this can normally only be granted a maximum every three years. See I.B.(iii).

(iii) Acquisition of foreign currency

See Annex.

If relatives abroad are paying for the trip, exit visas can be approved without a declaration from the Central Bank that the applicant can have foreign currency. (The applicant may still apply for some currency, but will only get \$20 for the entire trip, if outside Europe, or \$10 if inside Europe).

ISD/140

-4-

If relatives abroad are not prepared to pay for entire trip, a visa request must be accompanied by a declaration from Central Bank that applicant may have foreign currency. Currency requests can be made only once a year, in January, and are normally granted to one individual once every three years at the most.

Fees on approved currency applications: 100 Czechoslovak krowns (KC) for trips of 4 days or less; 300 KC for trips over 4 days long. (For trips to Eastern countries the fee is 50 KC.)  
/NB. UK reports a similar scale of charges, but as "customs declaration fees" payable when leaving the country. No reference to connection with currency applications. Clarification requested.7

The amounts of foreign currency given are limited but not severely: US \$11 per day up to a total of US \$220 (a slight increase on amounts allotted in mid-1975 (see III)).

The exchange rate is artificially high (e.g. US \$1 = 23 KC = B.fr. 164.32), five times the official rate.

(iv) Access to foreign Embassies by Czechoslovaks

/NB. No information7

(v) Availability to Czechoslovaks of information about procedures

/NB. No information7

(vi) Availability to applicants of reasons for refusals

/NB. No information7

(vii) Duration of stay abroad

Not more than 20 days to a capitalist country.

II. Performance by Czechoslovakia as regards entry documents for family visits

A. Compliance with specific Final Act criteria

(i) ".. will favourably consider applications for travel .."

The problem concerns "illegal" emigrants. Permission is rarely given to "illegals" to visit relatives in Czechoslovakia, and if they do return they risk prosecution and punishment. However entry permission has recently been given to a few such cases after Embassy representations.

Family members who have emigrated "legally" have little or no difficulty in obtaining entry visas. (Table II)

(ii) ".. without distinction as to country of origin .."

Easier for visitors from Socialist countries  
/NB. Is this correct?/

(iii) ".. reasonable time limits .."

/NB. Same as for tourists? - see Travel and Tourism/

(iv) ".. cases of urgent necessity .. will be given priority treatment."

/NB. No information/

(v) ".. fees for official travel documents and visas are acceptable .."

/NB. Same as for tourists? - see Travel and Tourism/

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

/NB. No information/

(ii) Foreign currency regulations

All visitors to Czechoslovakia must purchase a certain amount of Czechoslovakian currency daily. The amount for family visits is lower than for ordinary tourists: US \$5 (an increase from \$3.50 since Helsinki). This could be somewhat burdensome in some cases.

(iii) Frequency of visits

Not more often than one per year

(iv) Restrictions on visitors

No closed areas. Visitors must register with local police.

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-6-

III. Developments in Czechoslovakia since Final Act

See Tables III and IV.

There has been little to moderate improvement in Czechoslovakian performance since Helsinki. For three Allied countries there has been a small increase in the numbers of Czechoslovak family visitors in the first half of 1976 over the corresponding period in 1975, but one Ally reports a small decline.

The main small improvement has been the granting of exit permission in a few cases to pensioners visiting children who had left Czechoslovakia "illegally". Such permission was almost never given before Helsinki, and is still denied brothers and sisters and working-age parents of "illegal" emigrants.

In addition Embassy representations have resulted in successful reconsideration of some outstanding applications for entry visas (US - six out of 16 cases in first half of 1976). As regards foreign currency the picture is mixed. In early 1976, the amounts of foreign currency allotted to Czechoslovaks making "private" visits abroad rose from \$9 to \$11 per day, to a total of \$220, up from \$180. At the same time, however, the minimum amount of Czechoslovakian currency which must be purchased by foreign visitors rose from \$3.50 to \$5 per day for those visiting relatives (\$7 to \$10 for others).

IV. Western performance

Little or no difficulty and delay is placed by Allied countries on applications by Czechoslovaks for entry visas to visit their families. Germany, Italy, Netherlands and US: no applications refused. See Appendix for cost and length of time for issue of entry visas.

No difficulty or delay placed by Allied countries on citizens wishing to visit their families within Czechoslovakia. See Appendix for cost and length of time for issue of passport.

NB. Please highlight any comparisons between Allied and Czechoslovak performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal of visas.

TABLE I

Degree of difficulty and delay placed by Czechoslovakia on applications for exit visas to visit families:

- Great: -
- Considerable: UK (visits to "illegal" emigrants);  
Netherlands\*, US\*
- Moderate: Germany
- Little: Italy, Netherlands (if criteria in I.A.(i) are met)
- None: UK (visits to "legal" emigrants)

\* IS interpretation

TABLE II

Degree of difficulty and delay placed by Czechoslovakia on applications for entry visas to meet families:

- Great: UK\* (applications from "illegal" emigrants)
- Considerable: US\* (applications from "illegal" emigrants)
- Moderate: -
- Little: Germany, US\* (applications from "legal" emigrants)
- None: UK (no cases of refusals on applications from "legal" emigrants)

\* IS interpretation

TABLE III

Degree of improvement in Czechoslovakian performance since Helsinki Final Act:

- Much: -
- Moderate: Germany, Netherlands
- Little: UK, Italy, US
- None: -
- Worse: -

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE IV

Number of entry visas granted to Czechoslovaks to visit their families in Allied countries:

	Germany	Italy	Netherlands	UK	US*
1st s 1974	8,084	}	699	NA	1,286
2nd s 1974	11,632			420	1,465
1st s 1975	12,636	4-5,000	484	534	1,797
2nd s 1975	12,769		309	396	1,526
1st s 1976	12,258		496	555	2,050

\* These are tourist visa statistics, of which one can assume a constantly high percentage are in the family visit category

NB. Please add where possible:

(numbers known to have applied for Czechoslovakian exit visas)

/numbers of known Czechoslovakian refusals7.7

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

CZECHOSLOVAKIA

FAMILY REUNIFICATION

General assessment and summary

The treatment of applications for family reunification by Czechoslovakia is extremely restrictive (see Table I). Many applications are refused; and the comparatively few permissions granted are normally given only after persistent representations by Western Embassies, and sometimes after repeated applications over several years.

Permission is granted in only exceptional cases for reunification with "illegal" emigrants. There are many wives and children of individuals who left Czechoslovakia in 1968/69 who are still unable to be reunited. Of these a considerable number involve solely children. The few successful cases have been the result of long pressure by Western Embassies, and the Czechoslovaks have attempted to obtain in return advantages in bilateral relations with the Western countries concerned.

Even those wishing to join "legal" emigrants experience moderate to great difficulty, sometimes having to wait several years for permission. The least difficulties are experienced by ethnic Germans (covered by a special bilateral agreement), old age pensioners and mixed marriages.

In addition to the general highly restrictive attitude towards applications, other major difficulties are:

- (i) the need to repay high education costs as a condition of emigration;
- (ii) complex and long emigration procedures;
- (iii) failure to give some applicants the reason for refusal and even to inform some that their applications have been refused;

ISD/140

-10-

- (iv) applicants sometimes suffer loss of jobs and are denied the right to study and other benefits;
- (v) although the rules governing the household and personal effects of successful applicants are reasonable, emigrants have to surrender all other financial and real estate resources.

There has been little or no improvement in the Czechoslovakian performance since Helsinki. An important small step forward has been that two Allies have obtained permission for the reunification of a few children with parents who left Czechoslovakia "illegally". But otherwise the picture so far remains bleak.

The considerable increase in the movement of ethnic Germans since Helsinki is mainly due to a special bilateral agreement.

\*\* \*\* \* \* \* \*\*

I. Performance by Czechoslovakia as regards family reunification

A. Compliance with specific Final Act criteria

- (i) ".. will deal in a positive and humanitarian spirit with applications .."

The treatment of applications by Czechoslovakia is extremely restrictive. There are large numbers of outstanding cases, including cases involving solely children. (Table I)

The worst treated are applications for reunification with "illegal" emigrants. This involves many wives and children of people who left Czechoslovakia in 1968/69. Permission is only granted in exceptional cases, and after strong and sustained efforts by Western Embassies.

The Czechoslovaks try to make the grant of any such permissions a factor in obtaining specific bilateral benefits from Western countries.

Even those wishing to join "legal" emigrants have moderate to great difficulty. The least difficulties are experienced by ethnic Germans covered by a special bilateral agreement, old age pensioners and mixed marriages.



- (ii) ".. special attention .. to requests of an urgent character - such as .... persons who are ill or old."

/NB. No information/

- (iii) ".. deal with applications .. as expeditiously as possible."

Some applicants must wait up to six years and submit a number of applications before emigration is approved. In the best cases, processing takes from one to six months.

- (iv) ".. fees ... moderate ..."

Application for a passport - 10 Czechoslovak crowns (KC); Application for a visa - 10 KC.

/NB. Conflicting information. Netherlands reports an additional charge of 10 KC on issuing the passport and the UK notes a total charge of 20 KC for a passport. Netherlands also notes a 300 KC charge for an exit visa. However, other evidence suggests this charge is not associated with emigration, but is rather the fee paid the State Bank on successful applications for foreign currency for private trips abroad (see Family Meetings and Annex)./

- (v) ".. applications may be renewed .. and reconsidered at reasonably short intervals .. fees will be charged only when applications are granted."

/NB. No information/

- (vi) "Persons may bring with them or ship all personal effects..."

/NB. Conflicting information. Emigrants for family reunification are usually permitted to take their personal effects with them but high customs duties are assessed (US). There are limits /undisclosed/ on the export of personal effects (Italy)./

- (vii) "Until ... reunited meetings and contacts between /families/ may take place ..."

/NB. No information/

ISD/140

-12-

(viii) "... states will support the efforts of the Red Cross and Red Crescent societies..."

[NB. No precise information]

(ix) ".. an application will not modify the rights and obligations of an applicant or of members of his family."

Applicants are regarded as having rejected socialist society and are sometimes removed from their jobs and denied the right to study and other benefits. A successful applicant loses right to much of his property and pension rights (see I.B.(v)).

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

Complex and extensive procedures. A large number of documents are required from numerous sources. The collection of these is very time consuming, and any errors or omissions can be used to refuse an application.

(ii) Access to foreign Embassies

[NB. No information]

(iii) Discrimination as to country of destination

Emigration to Eastern countries appears to be easier; and an emigrant there need not renounce his ownership of immovable property and liquid assets.

Yugoslavia is treated the same as Western countries.

(iv) Property other than household and personal effects

Emigrants are required to give up all real estate and all other financial resources including bank accounts, pension rights and other payments to which they are or might eventually be entitled.

(v) Special priority for cases involving solely children

Such cases have been subject to the same extremely restrictive approach as all other cases involving reunification with "illegal" emigrants. However in recent months a few such cases have been resolved.

(vi) Availability to Czechoslovaks of information about procedures

/NB. No information/

(vii) Availability to applicants of reasons for refusals

Reasons for refusals are sometimes not given, and applicants sometimes receive no reply at all.

(viii) Compulsory payments other than exit document fees

Before an exit visa is granted, prospective emigrants must compensate the state for the costs of their education. This amount can be high and can constitute a major difficulty for individuals concerned.

/NB. Conflicting information. Netherlands reports the basic unit used in calculating the compensation is 400 KC multiplied by 1-25 depending on the education involved. Although this theoretically amounts to 10,000 KC, higher charges of 12,500 KC are common; charges as high as 20,000 have been reported. Italy notes that the "school decree" places charges between 10,000 and 12,500 KC; Germany reports charges between 15,000 and 20,000 KC. The UK says the maximum is 12,500 KC./

Persons living abroad "illegally" who wish to legalize their situation vis-à-vis Czechoslovak authorities usually pay much more because of the unfavourable exchange rate employed on these occasions by the Czechoslovak Embassies abroad.

(ix) Emigration of persons for second time

There are some cases (reported by Canada) of women, some with children, who returned home in 1973 to benefit from an amnesty for "illegal" emigrants and who are now having difficulty re-emigrating legally.

II. Developments in Czechoslovakia since Final Act

There has been little or no improvement in the Czechoslovakian performance since Helsinki. (See Tables II and III).

The Czechoslovakian attitude towards applications remains extremely restrictive.

An important small step forward has been that two Western countries (Canada and United States) have after long representations obtained permission in some cases for children

ISD/140

-14-

to be reunited with parents who left Czechoslovakia "illegally". Czechoslovakian officials have said they will also re-examine adult cases, but there is so far no evidence of progress. At present there has been no movement in other cases involving "illegal" emigrants: there are still many such cases outstanding and there have been a number of refusals since Helsinki.

Germany has had a substantial increase in the number of reunifications since Helsinki, but this upward trend dates back to a special bilateral agreement of 1973. The US has resolved 10 out of 63 persons on their representation list of October 1975, and Canada one out of 58 cases in a list of May 1976, though both countries with promises of ten more permits each (for children).

III. Western performances

Western countries place no difficulty and delay in the way of Czechoslovak applicants wishing to be reunited with their families. Applications are very rarely refused. See Appendix for the cost of entry visas and length of time to issue them.

There are hardly any restrictions on emigration by Western nationals, and the cost of passports is moderate as is the time for issuing them - see Appendix.

[NB. Please highlight any comparisons between Allied and Czechoslovakian performance, especially cost and length of time to issue exit/entry documents, and frequency of refusal.]

TABLE I

Degree of difficulty and delay placed by Czechoslovakia on on Czechoslovak applicants for family reunification:

Great: Canada\*, Germany, UK (to join "illegal" emigrants) US\*

Considerable: Netherlands, UK (others)

Moderate: Italy

Little: -

None: -

\* IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

Degree of improvement in Czechoslovak performance on family reunification since Helsinki Final Act:

Much: -  
 Moderate: -  
 Little: Canada\*, Germany, US\*  
 None: Canada, Italy, Netherlands, UK  
 Worse: -

\* IS interpretation

TABLE III

Number of Czechoslovaks granted Western entry visas to be reunited with their families

	Germany*	Italy	Netherl.	Lux.	Norway	UK	US
1st s 1974	92	approx. 100		NA	no noticeable increase	None	23
2nd s 1974	87		3	NA			20
1st s 1975	136		2	NA			28
2nd s 1975	202		2	NA			25
1st s 1976	288		0	1			38

\* Special exchange of letters on humanitarian questions within context of German-CSSR Treaty of 1973.

∩NB. Please add where possible:

(numbers known to have applied for Czechoslovak exit visas)

∩numbers of known Czechoslovak refusals 7.7

HUMAN CONTACTS

CZECHOSLOVAKIA

BI-NATIONAL MARRIAGES

General assessment and summary

Bi-national marriages are subject in general to only moderate difficulties and delays in Czechoslovakia.

Usually permission to marry and to leave after marriage is granted without major problems, though after bureaucratic delay.

The main problems are:

- (i) normally permission to leave Czechoslovakia is not granted in order to marry abroad;
- (ii) while permission to the foreign fiancé(e) to enter Czechoslovakia is often given without difficulty, there are several cases of refusals when the foreigner is considered a persona non grata by the Czechoslovakian authorities, either because he is an "illegal" emigrant or because of his political attitude towards Czechoslovakia.

In general there has been no improvement since Helsinki. However one Ally (Netherlands) has noted a moderate improvement particularly in the speed of granting applications.

\*\* \*\* \*

I. Performance by Czechoslovakia as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) ".. will examine favourably ... requests for exit or entry permits .."

Exit permits

The attitude towards applications for exit permits after marriage is general positive (see Table III) (as is the attitude towards the application to marry - see I.A.(ii)). A delay of several months

may be involved but this seems mainly due to bureaucratic inefficiency. Normally the Czechoslovakian authorities prefer the marriage to take place within Czechoslovakia, and exit permits in order to marry abroad are usually not given (see Table II).

Entry permits

Permission is normally given without major difficulty, but there are several cases of refusals when the foreign fiancé(e) is not viewed favourably by the Czechoslovakian authorities either because he is an "illegal" emigrant or because of his political attitude towards Czechoslovakia (see Table II).

- (ii) Family reunification provisions will be applied to:  
(a) documentation for marriage; (b) documentation for entry/exit visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- ".. will deal in a positive and humanitarian spirit.."

(a) marriage permission: after the foreign partner has been allowed into Czechoslovakia (see I.A.(i)), permission to marry is normally granted without major difficulty though subject to bureaucratic delay.

(b) and

(c) Exit/Entry permits: see I.A(i)

- ".. deal with application .. as expeditiously as possible."

(a) Marriage applications:

(b) Entry applications to marry in Czechoslovakia:

Exit applications for marriage abroad:

(c) Exit applications after marriage:

/NB. Insufficient information. Netherlands reports 3-5 months but it is unclear whether this is for entry/exit permission in order to marry, or applies to emigration/entry of one spouse after marriage, or both. US reports 3 months to effect emigration of Czechoslovakian spouse after marriage.<sup>7</sup>

- Fees, re-applications, household and personal effects

/NB. No information. Position as regards exit is presumably the same as for family reunification?7

/NB. Is it necessary to repay education costs as for "family reunification"?7

- ".. an application .. will not modify the rights and obligations of the applicant or of members of his family .."

/NB. No information7

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage: complex, bureaucratic and time-consuming.

(b) Entry visas to marry in Czechoslovakia:  
/NB. No information7

Exit documents to marry abroad: /NB. No information, but presumably the same procedure as for family reunification?7

(c) Exit documents after marriage: /NB. No information but position as regards procedure the same as for family reunification?7

(ii) Discrimination as to country of foreign partner

Easier for socialist countries /NB. Is this correct?7

(iii) Discrimination as to sex

In contrast to the forthcoming attitude towards bi-national marriage between foreign men and Czechoslovakian women, the Authorities occasionally raise objections to marriages between foreign women and Czechoslovakian men though generally this is not a major problem.



ISD/140

-19-

II. Developments in Czechoslovakia since the Final Act

Most Western countries have noted no improvement since Helsinki (see Table IV).

One country (Netherlands) however considers a moderate improvement has taken place, particularly as regards the delay in granting permission.

Since Helsinki the US have had success in only one out of 10 cases involving US citizens (all "illegal" emigrants" wishing to enter Czechoslovakia in order to marry.

III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of bi-national marriages. Procedures are speedy. Cost of documentation is moderate to low. See Appendix.

TABLES

NB. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding Czechoslovakia's performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Czechoslovakian performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided)/

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in Czechoslovakia, (local formalities, procedures, etc.)

Great:

Considerable:

Moderate:

Little:

None:

NB. To be completed

TABLE II

Degree of difficulty and delay placed by Czechoslovakia on applications to enter/to exit Czechoslovakia for purposes of concluding a bi-national marriage:

(a) foreigners entering to marry Czechoslovak citizens:

Great:

Considerable:

Moderate: √NB. To be completed

Little:

None:

(b) Czechoslovak citizens exiting to marry foreigners:

Great:

Considerable:

Moderate: √NB. To be completed

Little:

None:

TABLE III

Degree of difficulty and delay placed by Czechoslovakia on applications to enter/to exit Czechoslovakia in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) Foreigners entering to settle in Czechoslovakia:

Great:

Considerable:

Moderate: √NB. To be completed

Little:

None:

(b) Czechoslovak citizens exiting to settle in country of foreign spouse:

Great:

Considerable:

Moderate: √NB. To be completed

Little:

None:

TABLE IV

Degree of improvement in Czechoslovak performance since Helsinki in treating bi-national marriage cases, in all aspects:

Much:	-
Moderate:	Netherlands
Little:	-
None:	Italy, Germany, UK, US
Worse:	-

HUMAN CONTACTS

CZECHOSLOVAKIA

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage)

General assessment and summary

Czechoslovakian travellers to the West

The Czechoslovakian attitude to travel to the West is restrictive.

The situation is easiest for official and semi-official travel (e.g. for State business enterprises), followed by group tourism. Permission is harder to obtain for individual tourism and for private professional reasons (e.g. intellectuals). Among the two latter categories, although information is imprecise, it seems that many applications are not granted, especially at the stage of obtaining State Bank authorization for foreign currency.

Permission is most readily given to retired people, those who are politically reliable, those whose expenses will be provided by their hosts and those who can leave a close family member behind as a guarantee of return.

Permission to travel is normally given, if at all, no more than once every three or four years.

Since Helsinki there has in general been little improvement, though the numbers of Czechoslovakians visiting some Western countries for tourism and other travel purposes has risen modestly especially in the first half of 1976. A small step forward has been an increase in the amount of foreign currency allotted for private visits abroad.

Foreign visitors to Czechoslovakia

The Czechoslovakians welcome and encourage foreign tourism. An exception is made in the case of "illegal" emigrants who find it difficult to obtain an entry permit and who would face prosecution if they did come [NB. Is this correct?]. The only other inhibiting factor is the requirement for each visitor to spend \$10 per day while in Czechoslovakia (less for family visits: both increased since Helsinki).

No other significant change since Helsinki.

This contrast in attitude is reflected in the gap between the large number of Western travellers into Czechoslovakia and the small number of Czechoslovakian travellers to Western countries (though this conclusion is contested by the Czechoslovakians).

\*\* \*\* \* \* \* \*\*

I. Performance by Czechoslovakia as regards travel and tourism

A. Compliance with specific Final Act criteria

- (i) ".. intend to facilitate wider travel .. for personal or professional reasons .. /and/ to promote the development of tourism, on an individual or collective basis."

Czechoslovakian travellers to the West

Czechoslovakians can experience considerable difficulty in obtaining permission to travel to Western countries (see Table I). Least difficulties are experienced for official and semi-official travel (e.g. for state business enterprises) followed by group tourism. Those wishing to travel as individual tourists and for private professional reasons (e.g. some intellectuals) often meet considerable obstacles. There have been recent examples of dissidents being refused permission for foreign travel. Although information is not clear, it seems that many other applications are refused, especially at the stage of seeking State Bank authorization for foreign currency.

Authorization for private travel is most readily available to retired people, those whose expenses will be provided by their hosts, those who are politically reliable and those who can leave a close family member behind as a guarantee of return.

Permission to travel abroad is normally given, if at all, not more than once every three or four years.

Foreign visitors to Czechoslovakia

These are in general welcome (see Table II). It is normally easy to obtain an entry visa and there are few formalities and restrictions within the country.

The main exception is "illegal" emigrants who find it difficult to obtain entry visas and who risk arrest if they do come /NB. Is this correct?/. Entry visas are not normally granted to members of the clergy or police unless invited by the Czechoslovakian authorities /NB. Is this correct?/. An important restricting factor is the requirement that foreign travellers should change at least \$10 per day while in Czechoslovakia.

This contrast in attitude is reflected in the wide gap between the large numbers of Western tourists in Czechoslovakia and the comparatively small numbers of Czechoslovakians travelling to the West (see Tables IV and V). However the Czechoslovakian authorities point to alleged differences in length of stay and differences in total populations, and claim that if these factors are taken into account the balance lies in their favour.

- (ii) ".. gradually to simplify and to administer flexibly the procedures for exit and entry /for travel/ .. and the simplification and expediting of necessary formalities relating to /tourism/"

Czechoslovakian travellers to the West

Procedures are complex and extensive - see Annex.

Providing all the supporting documentation could present difficulties and be time-consuming. Preparing the documents plus the time processing them can take from several weeks to six months, considerably longer than in the case of the Allies (see Table VI).

Once issued the exit visa normally has a time limit (three months); it may stipulate a certain length of stay abroad (no more than 20 days in Western countries); and it is usually valid for one country and necessary transits.

Foreign visitors into Czechoslovakia

Simple procedure. Entry visa often issued immediately. However "illegal" emigrants have difficulty in obtaining an entry visa and run the risk of prosecution if they do enter. Cases involving former Czechoslovakian citizens are referred to Prague and take up to two weeks. Entry visas are also not usually granted to members of the clergy and police /NB. Is this correct? unless they are invited by the Czechoslovakian Government. Applications from journalists are treated restrictively.

Diplomatic visas normally take 2-3 weeks to be issued.

- (iii) ".. to ease regulations concerning movement of .. visitors/.."

No restrictions on the movement of foreigners, though they must register with the police if not at an hotel.

- (iv) ".. gradually lower .. fees for visas and official travel documents."

Exit from Czechoslovakia: fees are low: passport - 10 KC /NB. Plus a further 10 KC stamp fee at issue of passport?/

Exit visa - 10 KC (see Table VI).

Entry into Czechoslovakia: /NB. Information conflicting. Germany - B.fr. 400; Netherlands - H.fl. 17.50 in the morning, H.fl. 35 in the afternoon; UK £2.50; US \$8. Is there discrimination?/ (See Table VI).

- (v) ".. agreements .. for the improvement of arrangements to provide consular services, including legal and consular assistance."

Czechoslovakia has so far not ratified the US/ Czechoslovakian consular agreement.

- (vi) ".. religious faiths, institutions .. can .. have contacts and meetings among themselves and exchange information."

/NB. No information/

- (vii) ".. encourage the provision of appropriate /tourist/ facilities."

/NB. No information. Facilities good and being further developed?/

- (viii) ".. co-operate in the development of tourism, in particular .. increase information relating to travel to other countries and to the reception and service of tourists."

/NB. No information/

B. Aspects of performance not mentioned specifically in the Final Act

Czechoslovakian travellers to the West

(i) Currency regulations:

For Czechoslovakians wishing to travel abroad privately as tourists (and without the support of relatives abroad - see Family Meetings I.B.(iii)) a visa request must be accompanied by a declaration from the Central Bank that the applicant may have foreign currency. This constitutes a major hurdle.

Currency requests can be made only once a year, in January, and are normally granted to one individual no more than once every three years.

Fees on approved applications are high: 100 Czechoslovak crowns (KC) for trips of 4 days or less; 300 KC for trips over 4 days. (For trips to Eastern countries the fee is only 50 KC).

/NB. The UK reports a similar scale of charges, but calls them "customs declaration fees" payable when leaving the country. No reference to connection if any, with currency allocation procedure. Clarification needed./

The amounts given are limited but not severely: US \$11 per day, up to a total of US \$220, up slightly from amounts allotted in mid-1975 (see III.C.(i)). The exchange rate is artificially high (e.g. US \$ = 23 KC = B.fr. 164.32), five times the official rate.

(ii) Access to foreign Embassies by Czechoslovakian citizens

/NB. No information/

(iii) Discrimination by country

Travel to East European countries is easier than travel to Western countries and Yugoslavia. A different kind of exit visa is used for trips to Eastern countries. Lower fee on currency allotment.



ISD/140

-27-

(iv) Availability to Czechoslovakians of information about procedures

/NB. No information/

(v) Availability to applicants of reason for refusal

Authorities need give no reason for turning down applications and often do not

(vi) Duration of stay abroad

Not more than 20 days in Western countries.

(vii) Frequency of travel permits

In theory a maximum of one trip to a capitalist country each year. In practice usually no more than once every three or four years, if at all.

Foreign visitors to Czechoslovakia

Currency regulations

Requirements to exchange US \$10 per day (up to US \$7 per day before May 1976) can be burdensome. Travellers visiting family members resident in Czechoslovakia need only purchase \$5 per day in KC (up from \$3.50 per day).

II. Developments in Czechoslovakia since Final Act

There has been little to moderate improvement in the Czechoslovakian performance since Helsinki. One Ally sees no improvement (see Table III).

Since Helsinki there has been some moderate increase in travel (both tourism and other travel) to some Western countries especially during the first half of 1976 (see Table V).

A small step forward since Helsinki has been the increase in the amount of foreign currency allotted to Czechoslovakians making private visits abroad from \$9 to \$11 per day with the total maximum being increased from \$180 to \$220 (for 20 days). A balancing retrograde step, however, since Helsinki has been the increase in the compulsory minimum per diem purchase of Czechoslovakian currency by foreign tourists from \$7 to \$10 (from \$3.50 to \$5 for family visits).

Czechoslovakia claims that it has opened up two new frontier points on the Czechoslovakian/Austrian border.

See III below on attitude towards UK and US proposals to simplify visa regulations.

III. Western performance

Exit from Allied countries

With rare exception full freedom to travel abroad. Exit formalities simple and speedy. Cost of travel documents moderate. No change since Helsinki. (See Appendix.)

Entry into Allied countries

Allies only refuse visas in a very few cases. Waivers are necessary to US law restricting entry of Communist Party members. Delay by some Western countries in issuing entry visas is somewhat longer than Czechoslovakia for most but not all visitors (see Appendix).

On a US initiative, the Czechoslovakians have agreed to a bilateral arrangement to eliminate travel restrictions on each other's accredited diplomats and official personnel. Czechoslovakia has not replied to other US proposals to facilitate travel by a reasonable reduction or elimination of visa fees, and a reciprocal issuance of official and diplomatic visas within one week of application. The UK has also proposed to Czechoslovakia bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons, but has so far received no reply.

/NB. Please highlight any comparisons between Allied and Czechoslovakian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.7

TABLE I

/NB. To be completed7

Degree of difficulty and delay placed by Czechoslovakia on applications by Czechoslovak citizens wishing to travel abroad.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

ISD/140

-29-

TABLE II

/NB. To be completed/

Degree of difficulty and delay placed by Czechoslovak authorities on applications from Western foreigners wishing to enter Czechoslovakia while travelling abroad.

	<u>Professional</u>	<u>Group Tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

TABLE III

Degree of improvement in Czechoslovak performance since Helsinki Final Act:

	<u>Travel Abroad</u>	<u>Visitors to Czechoslovakia</u>
Much	-	-
Moderate	Netherlands, Italy	-
Little	Germany, UK	-
None	US	-
Worse	-	-

<u>TABLE IV</u>					
Number of Allied visitors to Czechoslovakia					
	Germany	UK		US	
	1 + 2	1 + 2		1	2
1st s 1974 2nd s 1974	341,066	17,136		34,829*	
1st s 1975 2nd s 1975	327,521	Not available (not likely much more than peak of 21,654 in 1972).		38,477*	
1st s 1976	114,898	NA		14,960*	
1. Number of tourist visas 2. Number of non-immigrant visas  * Czechoslovak tourist statistics					

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE V

Number of visas issued to Czechoslovaks by Allied countries for  
personal and professional travel abroad

	GERMANY*		GREECE**		ITALY		NETHERLANDS		NORWAY	TURKEY	UK*		US****	
	1	2	1	2	1	2	1	2***	1 + 2	1 + 2	1	2	1	2
1st semester 1974	14,654		} 2,083	}	-	-	} 1,426	} 4,307	-	} 590	} 1,401	} 3,368	1,286	859
2nd semester 1974	2,984	5,281												
1st semester 1975	4,791	5,195	} 3,417	} 16,000	} 4,772	} 724	} 3,164	} 1,974	} 2,189	} 1,782	} 2,515	} 1,797	} 369	
2nd semester 1975	2,223	5,737												804
1st semester 1976	4,983	6,113	2,343	8,500	2,185	1,001	3,103	-	-	1,858	2,886	2,050	788	

1 Tourist visas

2 Other non-immigration visas (e.g. businessmen, sports and culture, truck drivers, diplomatic, official, etc.)

\* Figures are for applications received, not visas issued

\*\* Greece has reported for 5 semesters above (1) 6,643 tourist visas issued and (2) 1,200 visas for professional travel to Czechoslovaks

\*\*\* Netherlands divides professional visas as follows: (1) businessmen - 713, 310, 455 and 410; (2) others (excluding diplomatic, official) - 3,594, 2,854, 2,602 and 2,702

\*\*\*\* Tourist visas include a high proportion of family visits

TABLE VI

Cost and length of time for issue of (a) Czechoslovak entry visa  
(b) exit passport and visa

(a) Entry visa

Length of time

Immediately (2 weeks for ex-emigrants)

Cost

√NB. Conflicting information: Germany B.fr. 400, Netherlands H.fl. 17,50 (mornings), H.fl. 35.00 (afternoons), UK £2.50, US \$8. Please give correct amount.7

(b) Exit passport and visa

Length of time\*

1-4 weeks minimum to process documents, sometimes longer, when favourably considered; long delay otherwise.

Cost

Passport: 10 KC √NB. + further 10 KC on issue?7

Visa: 10 KC

\* not including time to obtain information for application documents.

(Average Czechoslovakian monthly income: DM. 350

√NB. In KC please.7

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

CZECHOSLOVAKIA

Regulations and Procedures governing exit from Czechoslovakia  
by Czechoslovak citizens

Legal base

Decree Law No. 265 of 1969 (terms of which are secret).

I. General Requirements

Documents required

A passport and an exit visa (either emigration or non-emigrant) are required. A passport must be secured before a visa can be requested.

Acquisition of a Passport

Passport is good for five years and may be renewed for two five-year periods.

An application form is submitted, along with two photos, and identity card (may be done by mail or by third person).

The application requires the following information:

- social and political organization membership of applicant and spouse;
- nationality of applicant and close relations (Czech or Slovak);
- names and addresses of employers, schools, etc. of applicant, spouse, children, sisters and sisters-in-law, brothers and brothers-in-law;
- professions and functions of the above;
- full particulars on relatives living abroad, including the date of departure;
- names of members of family serving with armed forces or Ministry of Interior and where;
- whether applicant has done military service.

Processing period for Passport

One to four weeks, with longer delay in summer and close to Christmas/New Year.

Note: Average monthly income in Czechoslovakia: DM. 350  
/NB. In Krowns please?/

ANNEX to  
ISD/140

-34-

Cost of Passport

A stamp fee of 10 Czechoslovak crowns accompanies application /NB. Is a further 10 KC stamp fee levied when passport is issued?/

II. Additional Requirements

(a) Family Meetings/Travel and Tourism

Acquisition of a visa for travel in capitalist countries

Visa is not stamped in passport, but is two-page document, mentioning the authorized duration of travel (maximum 20 days to West) and the countries for which it is applicable.

An application form is submitted by the applicant or by head of family.

The following documents are required:

- identity card;
- valid passport;
- for minors and others of limited legal standing /?, the written agreement of the guardian, certified by the local National Committee, or the local tribunal or notary of the state;
- a copy of the applicant's police record, not over 60 days old (not required for the aged or those under 18);
- declaration of the State Bank guaranteeing the applicant foreign currency to pay for the voyage (see below), or, a legalized invitation from relatives abroad stating the visa application is based on an invitation from them and that they will pay all the costs of the trip;
- the agreement of:
  - (a) chief or representative of enterprise where applicant is employed, or
  - (b) the president of the co-operative of which he is a member, or
  - (c) the director of school or official of university where applicant studies, or
  - (d) the local National Committee, if applicant does not work or study;



- agreement of military authorities, if applicant:
  - (a) has not done military service;
  - (b) is doing military service;
  - (c) is on unlimited leave or member of reserve;
- other documents, including translations, could also be required by Czechoslovak authorities.

Children under 15 can be included in parents' voyage documents or have separate visa; in both cases, permission of both parents is necessary. Children over 15 and under 18 must have individual documents, on own application, with permission of both parents or guardian (if parents not in agreement, agreement of local court necessary).

Processing period for visa

/No information/

Cost of visa

A stamp of 10 Czechoslovak crowns accompanies the application.

Associated costs

The copy of the police record costs 6 Czechoslovak crowns.

The acquisition of foreign currency, if needed, costs:

- (a) 50 Czechoslovak crowns for trips to socialist countries;
- (b) 100 Czechoslovak crowns for trips to non-socialist countries for 1-4 days;
- (c) 300 Czechoslovak crowns for trips to non-socialist countries for more than 4 days.

Frequency of travel permit

Tourists: once every 3 or 4 years. Family: one a year.

Acquisition of foreign currency for travel abroad

A declaration from the State Bank saying applicant may have foreign currency is only necessary for those who do not have relatives abroad to pay the travel costs. Nonetheless, even those applicants may apply for foreign currency, but the amount approved will be no more than \$20 total.

ANNEX to  
ISD/140

-36-

The application for currency may be submitted to the State Bank only once a year, at the beginning of January.

On application, applicant must indicate travels abroad undertaken in past three years.

Application must be supported by employer, head of educational institution, local National Committee, or trade union.

Bank refers all applications to Ministry of Interior; therefore once foreign currency allocation approved, applicants know they will be given exit visa.

Successful applicants hear at the end of February, those not advised can consider their applications refused.

In urgent cases, the Bank can allocate currency with only short delay at any time of the year.

There is no consistency in approvals, though one every three/four years seems usual maximum. Some get approvals every year, others never. It helps to have acquaintances or contacts within the bureaucracy.

Amounts are moderate: maximum authorized is \$11 per day for up to 20 days (\$220) for visits to capitalist countries.

Tourists going abroad in group plans receive only a small "pocket money" allocation since foreign currency costs of trip are paid by travel agency.

The price of foreign currency is artificially high:

US \$1 = 23 KC = B.fr. 164,32, five times the official rate.

(b) Family Reunification

Acquisition of a visa for emigration

An application form must be submitted in person.

The following documents are required:

- identity card;
- two passport photos;
- for minors (less than 15) and others of limited legal standing, the agreement of the guardian, properly certified;
- a copy of the applicant's police record;

- the agreement of authorities on the competence of the applicant, chief of enterprise, co-operative, school/university or local National Committee;
- agreement of military authorities for those who could have military obligations, including women;
- (for Warsaw Pact countries and Yugoslavia) an attestation from local diplomatic mission that an immigration visa will be issued;
- document certifying applicant has met his responsibilities to his family;
- document from National Committee certifying that applicant renounces all his fixed assets (except for applicants less than 15 accompanying parents, and those emigrating to Warsaw Pact countries);
- certification that applicant has no financial obligations;
- certification from State that all property, at home and abroad, has been registered and nothing bars emigration;
- certification that all taxes have been paid;
- certification that all rents have been paid;
- a curriculum vitae and statement about applicant's family, wealth of family, professions of family members; names, address and professions of those family and friends already emigrated, reasons for their emigration, and year of departure; list of all foreigners which applicant has ever met.

Processing period for visa

One to several months.

Cost of visa

A stamp fee of 10 Czechoslovak crowns accompanies the application.

Associated costs

The copy of the police record costs 6 Czechoslovak crowns. The emigrant must reimburse the State for the cost of education received. This can be high (see Family Reunification I.B(viii)). Previous duty with "social organizations" is given as a credit in computing amount of reimbursement.

ANNEX to  
ISD/140

-38-

(c) Bi-national Marriages

Treated as emigration. See (b) above.

Application for emigrant visa must include a legalized copy of the marriage document.

III. Summary: reasons for refusal

In summary, passport and visas can be refused if:

- the trip is a risk to the security of the State, interior order, or public health and morale;
- the applicant wishes to visit countries with which Czechoslovakia does not have diplomatic relations;
- the applicant wishes to visit a Czechoslovak citizen who has settled abroad without authorization of the State;
- the applicant is accused of non-support of his family or has not met the financial obligations set by the State or a "socialist organ";
- the applicant appears to be intending to stay abroad after the date fixed for his return (travel and family meetings);
- the applicant does not have adequate funds to pay for the voyage (in cases where the family abroad is not paying the costs);
- the applicant is the object of a judicial enquiry or has been found guilty of a criminal offence and has not yet been rehabilitated;
- the applicant has compromised the good name of Czechoslovakia abroad;
- legislation protecting State secrets is applicable.

HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

FAMILY MEETINGS

General assessment and summary

To leave the German Democratic Republic on family visits

The GDR applies a highly restrictive policy as regards family visits (Table I). The only category to experience little difficulty is pensioners. The treatment is as follows:

- (a) Pensioners (men over 65, women over 60) - little difficulty;
- (b) Others in urgent cases - moderate to considerable difficulty;
- (c) Others, apart from (a) and (b) - great difficulty.

In addition to this severe treatment of applications, the main difficulties are:

- (i) it is normally only possible for one member of a family to travel abroad at any one time;
- (ii) stringent currency restrictions make it impossible to travel without financial help from abroad.
- (iii) Applicants are often not told reason for refusal.  
[NB. Correct?]

Lack of implementation of the Final Act is particularly conspicuous in this area.

To enter the German Democratic Republic on family visits

The GDR is fairly relaxed towards entry into that country for family visits (Table II). Little or no difficulty is normally experienced, though there have been some refusals on security or political grounds. The requirement to change at least 13 Marks a day could be somewhat burdensome in some cases.

(Explanatory note: Relations between the Federal Republic of Germany and the German Democratic Republic in this sphere are governed by the Basic Relations Treaty of December 1972 and subsequent agreements. Other Allies have no such special bilateral agreements.)

ISD/40

-2-

There has in general been little or no improvement as regards either exit from, or entry into, the GDR for family meetings since Helsinki. There has been a strong rise in the number of FRG visitors into the GDR, but this upward trend pre-dates Helsinki and has to be seen in the light of the 1972 Basic Relations Treaty.

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by the German Democratic Republic as regards exit documents for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

The GDR's attitude towards applications for exit visas for family visits is highly restrictive (Table I). In accordance with the law, only the following visits are specifically permitted:

- (a) Pensioners (men over 65, women over 60) and full invalids, irrespective of their age, may visit relatives in capitalist countries;
- (b) Other citizens may visit close relatives (grandparents, parents, children, brothers and half-brothers, sisters and half-sisters) in capitalist countries for "urgent family matters" (births, marriages, major wedding anniversaries, serious illness, deaths).

In practice applications from pensioners are generally allowed, but there are frequent refusals of applications for "urgent family matters" which are subject to the following restrictions:

- (a) requests are subject to restrictions for "reasons of security";
- (b) persons with high professional qualifications have greater difficulty in getting permission;
- (c) members of families are not generally permitted to travel abroad with spouse or children;

(d) Government officials and members of the armed forces, police, etc. and their families are not permitted to travel.

/NB. Special difficulties to visit ex-emigrants?/

(ii) "... without distinction as to country of destination ..."

Easier to obtain permission to visit relatives in socialist countries.

/NB. Is this correct?/

(iii) "... reasonable time limits ..."

For pensioners, visa and passport applications are processed quickly (a preliminary reaction after three or four weeks). But others wait up to several months.

There is a delay of three to ten days only in the case of visits to the Federal Republic of Germany.

(iv) "... cases of urgent necessity ... will be given priority treatment ..."

Performance seems erratic. Although regulations permit family visits in urgent cases, official approvals are still mixed with cases of refusals (see I(A)(i) above). Approvals are often received too late.

(v) "... fees for official travel documents and visas are acceptable ..."

Fees are low: Passport /NB. Conflicting information: 20 Marks or 15 Marks; for 2 years' validity - 10 Marks, 10 years' - 30 Marks/  
Exit visa - 5 Marks.

(vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

No evidence of any penalties.

Need to leave behind a family "hostage" (see I(A)(i)).

ISD/40

-4-

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex II. The procedures are complex. The collection of the extensive information required is time consuming.

(ii) Frequency of visits

/NB. No information/

(iii) Acquisition of foreign currency

Travellers may only purchase from 10-15 Marks worth of hard currency for an entire trip abroad. Although GDR citizens have recently been permitted to pay for air fares on Socialist airlines for trips to Western countries of less than 45 days in GDR currency (see III), other costs needing foreign currency make travel possible only if the family being visited pays for the trip, if the traveller is helped by friends with hard currency or if the applicant has money outside the GDR.

(iv) Access to foreign Embassies by GDR citizens

Although a 1963 law makes access subject to prior permission from GDR Authorities, in practice access has been permitted without such permission. (But early in 1977 intermittent barring of FRG Mission occurred.)

(v) Availability to GDR citizens of information about procedures

/NB. No information/

(vi) Availability to applicants of reason for refusals

Under the law, reasons need not be given for refusing applicants, and are often not given.

/NB. Is this correct?/

(vii) Duration of stay abroad

/NB. Conflicting information. Visas for travel abroad for personal reasons are limited to 14 days a year, except for pensioners whose stay abroad is unlimited/limited to 30 days a year. Pensioners may pay family visits to the FRG for up to 30 days a year./



II. Performance by the GDR as regards entry visas for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

The GDR treats entry visa applications for family visits with little or no difficulty (Table II). However, applicants are sometimes refused on security or political grounds. The number of FRG visitors has strongly increased since the beginning of 1975.

- (ii) "... without distinction as to country of origin ..."

/NB. No information/

- (iii) "... reasonable time limits ..."

In the case of citizens of the Federal Republic of Germany, entry permission is given in three to four weeks.

/NB. Is this the same for other allies?/

- (iv) "... cases of urgent necessity ... will be given priority treatment ..."

GDR Authorities sometimes expedite entry in urgent cases.

- (v) "... fees for official travel documents and visas are acceptable ..."

/NB. No information/

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

No evidence of penalties against prospective GDR hosts.

B. Aspects of performance not mentioned specifically in Final Act

- (i) Application procedures

/NB. No information/

ISD/40

-6-

(ii) Foreign currency regulations

Foreigners must purchase at least 13 Marks per day with hard currency while visiting the GDR. This can be burdensome.

(iii) Frequency of visits

[NB. No information]

(iv) Restrictions on visitors

No closed areas.

III. Developments in GDR since Final Act

There has been little or no improvement in the GDR performance since Helsinki (see Table III).

GDR exit visas

Three Allied countries report an increase in the number of family visits by GDR citizens in the first half of 1976 over the corresponding period in 1975 (in one case the rise was particularly among non-pensioners): one country has seen a decline. The number of pensioners and visitors in urgent cases visiting the Federal Republic of Germany in early 1976 appears to be holding steady with numbers in 1975 (see Table IV).

From November 1975, GDR travellers to the United States may pay airfares in GDR Marks on Socialist airlines if return trip is less than 45 days. Before this, travellers had to pay airfares in hard currency, which meant that relatives abroad had to pay. [NB. Is this improvement applicable to all Western countries?]

GDR entry visas

In general no change. However, the FRG has seen a considerable increase in the numbers of FRG citizens visiting the GDR since Helsinki: refusals of requests for entry permits have become relatively rare.

IV. Western performance

Inhabitants in the GDR are regarded as Germans under the law of the FRG. They do not require visas and are not subject to any entry limitations.

Other Western countries in general place little or no difficulty and delay in the way of entry for family meetings. Italy, the Netherlands and the United Kingdom have granted all applications since 1974. See Appendix for cost and length of time for issue of entry visa.

No difficulty or delay placed by Allied countries on citizens wishing to travel to the GDR. See Appendix for cost and length of time for issue of passport.

NB. Please highlight any comparisons between Allied and GDR performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.7

TABLE I

Degree of difficulty and delay placed by GDR on applications for exit visas to visit families:

Great	Netherlands, UK, Italy, Germany
Considerable	Netherlands <sup>2*</sup>
Moderate	Germany <sup>2</sup> , US <sup>2*</sup>
Little	UK <sup>1</sup> , Netherlands <sup>1*</sup> , Germany <sup>1</sup>
None	-

1 Applications by pensioners

2 Urgent cases

\* IS interpretation

TABLE II

Degree of difficulty and delay placed by GDR on applications for entry visas to meet families:

Great	-
Considerable	-
Moderate	-
Little	Netherlands, Germany
None	Italy

ISD/40

TABLE III

Degree of improvement in GDR performance since Helsinki Final Act:

Much	-	
Moderate	-	
Little		Italy, Germany*
None		Netherlands, US
Worse	-	

\* IS interpretation

TABLE IV

Number of GDR citizens granted entry visas to visit their families in Allied countries:

	Germany*	Italy	Netherlands	UK	US**
1st s 74	} 1,316 million pensioners, 38,300 urgent cases	59	234	-	-
2nd s 74		7	209	120	6
1st s 75	} 1,330 million pensioners, 40,400 urgent cases	9	284	172	840
2nd s 75		5	191	170	494
1st s 76	} 612,800 pensioners, 20,700 urgent cases	22	337	233	764

\* Since inhabitants of the GDR are regarded as German nationals under the law of the Federal Republic of Germany, they do not need a visa to enter. Figures are therefore actual numbers of family visitors crossing from GDR.

\*\* These are tourist visa statistics, of which one can assess a constantly high percentage are in the family visit category.

⌈NB. Please add where possible:  
 (numbers known to have applied for GDR exit visas)  
 ⌈numbers of known GDR refusals⌋.7

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

FAMILY REUNIFICATION

General assessment and summary

The GDR is highly restrictive as regards family reunification. Those wishing to join families in the West experience great difficulties. Many applications are refused, and applications normally have to be repeated several times over a number of years. Pensioners receive the least restrictive treatment.

Some outstanding cases involve solely children, who are sometimes compulsorily adopted by politically "reliable" families.

Persons applying for family reunification have frequently suffered harassment including loss of good jobs.

Since Helsinki, although some Allies have noticed no significant improvement in the GDR's performance, the Federal Republic of Germany has seen some substantial improvement. There has been a strong rise in the permits for the FRG, more distant relatives are allowed to benefit and the procedures have been somewhat simplified. This favourable trend pre-dates Helsinki and has to be seen in the light of the 1972 Basic Relations Treaty. Despite the improvement, the level of permits is far below the number of applicants for exit permission which has steadily increased especially since Helsinki. This rise in applications to leave is viewed with growing concern by the GDR Authorities.

\*\* \*\* \* \* \*

(Explanatory Note: Relations between the GDR and the Federal Republic of Germany in this matter are covered by the Basic Relations Treaty of 1972 and subsequent agreements. The other Allies do not have any such special bilateral agreements.)

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/40

-10-

I. Performance by the GDR as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit with applications ..."

The GDR treats applications for exit permits to join families abroad with great difficulty. (See Table I.) In many cases applications are refused. Applications must generally be repeated several times over a number of years.

Treatment depends on the applicants' professional standing and on so-called security considerations and in particular:

- (a) applications from pensioners (men over 65, women over 60) receive relatively more positive treatment;
- (b) applications from persons with high professional standing (e.g. professors, technicians, specialists) are almost always refused;
- (c) government employees, members of the armed forces, police and security services, are apparently not permitted to emigrate and this includes members of their families.

The Federal Republic of Germany estimates that just under a half of known applications from mid-1973 have been refused, and that the proportion of actual refusals would have been even higher.

Several outstanding cases involve solely children (see I(B)(v)).

- (ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old ..."

[NB. No information]

- (iii) "... deal with applications ... as expeditiously as possible ..."

About six months when favourably considered: otherwise indefinite.

[NB. Is this correct?]

(iv) "... fees ... moderate ..."

Fees are low.

NB. Conflicting information:

Passport: cost varies (US) - 15 or 20 Marks (Belgium) - for 2 years, 10 Marks; for 10 years, 30 Marks (UK). Exit permit: 5 Marks.

What is correct?

(v) "... applications may be renewed ... and ... reconsidered at reasonably short intervals ... fees will be charged only when applications are granted ..."

Applications may be renewed.

NB. Otherwise, no information

(vi) "... ship ... household and personal effects ..."

Emigrants may not take or ship personal effects beyond those which can be placed on one or two suitcases to accompany them on departure.

NB. Is this correct?

(vii) "... until permission granted meetings and contacts ... may take place in accordance with provisions for family meetings / ..."

NB. No information

(viii) "... states will support the efforts of Red Cross and Red Crescent Societies."

NB. No information. Activities of the Red Cross allowed?

(ix) "... an application ... will not modify the rights and obligations of the applicant or of members of his family."

Some applicants have had pressures applied by mid-level authorities, have lost good jobs and have been snubbed by colleagues.

ISD/40

-12-

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex II. Complex and time-consuming procedures entailing the provision of extensive information.

(ii) Access to foreign Embassies

Although a 1963 law restricts access to foreign missions to persons with prior permission of GDR Authorities, in practice access has been permitted without such permission. However, since early 1977 access to FRG mission has been intermittently barred to those without prior permission.

(iii) Discrimination as to country of destination

Easier to obtain permission to emigrate to Socialist countries.

[NB. Is this correct?]

(iv) Property other than household and personal effects

[NB. No information]

(v) Special priority for cases involving solely children

Far from giving priority, there are some cases of children being prevented from being reunited with parents in the West, particularly in the Federal Republic of Germany. These children have been sometimes adopted by "reliable" families without parents' permission.

[NB. Is this correct?]

(vi) Availability to GDR citizens of information about procedures

[NB. No information]

(vii) Availability to applicants of reason for refusals

[NB. No information. Reasons often not given?]

(viii) Compulsory payments other than exit document fees

[NB. No information. Compulsory repayment of state education costs?]



II. Developments in the GDR since Final Act

Most Allies have experienced no improvement in the GDR performance since Helsinki. (See Tables II and III.)

An exception is the Federal Republic of Germany which has seen a moderate improvement in performance based on its special bilateral agreements with the GDR: in particular

- (a) there has been a significant increase in the number of persons coming from the GDR for family reunification;
- (b) length of processing time has been shortened;
- (c) the processing of applicants has been formalised;
- (d) more distant relatives are considered eligible for family reunification.

These developments are a continuation of a favourable trend which pre-dates Helsinki.

On the other hand, since mid-December 1976 the GDR Authorities appear to be taking a harder line towards applications for family reunification in the Federal Republic of Germany, advising unsuccessful candidates not to re-apply for the time being. This hardening of attitude seems to have been connected with the concern of the GDR Authorities at the large increase since Helsinki in numbers of applications to leave the GDR for family reunification in the Federal Republic of Germany, in which the Final Act is often cited.

III. Western performance

Western countries in general cause little or no difficulties or delay in connection with family reunification.

Inhabitants of the GDR do not need entry visas for the Federal Republic of Germany. Other Allies rarely or never have refused visas.

Entry visas are issued speedily and at moderate cost. (See Appendix.)

There are hardly any restrictions on emigration by Western nationals and the cost of passports is moderate and they are issued with little delay - see Appendix.

NB. Please highlight any comparisons between Allied and GDR performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.<sup>7</sup>

TABLE I

Degree of difficulty and delay placed by the GDR on GDR applicants for family reunification:

Great	US, Italy, Germany
Considerable	-
Moderate	-
Little	-
None	

Note: Netherlands has had little difficulty with the GDR, largely a result of apparent special interest by East German Authorities, in connection with the establishment of diplomatic relations, to settle the few outstanding cases.

TABLE II

Degree of improvement in GDR performance since Helsinki Final Act:

Much	-
Moderate	Germany*
Little	-
None	US, UK, Netherlands
Worse	-

\* IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE III

Number of GDR citizens granted Western visas to be reunited with their families:

	Germany*	Italy	Netherlands	UK	US
1st semester 1974	} 2,273	1	3		
2nd semester 1974		0	9	N	
1st semester 1975	} 5,499	0	1	0	27
2nd semester 1975		0	7	E	
1st semester 1976		0	2		7

\* Inhabitants of GDR do not need entry visas for the Federal Republic of Germany. Figures are actual numbers of GDR inhabitants who have entered the Federal Republic for family reunification.

NB. Please add where possible:

(numbers known to have applied for GDR exit visas)  
/numbers of known GDR refusals/.7

HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

BI-NATIONAL MARRIAGES

General assessment and summary

The GDR has a highly restrictive general attitude towards bi-national marriages.

The main obstacle is the need for official approval for the marriage: this is very difficult to obtain. Most applications are refused initially, and this refusal is often maintained on subsequent re-applications. Those applicants who have eventually succeeded, have done so only after a considerable period of time (6 months - 2 years) and also often after persistent representations by Western Embassies.

Once marriage approval has been given, the necessary exit or entry visas are usually granted after bureaucratic delay.

The number of marriages between citizens of the Federal Republic of Germany and the GDR are higher than the very restrictive general policy of the GDR would suggest, since most such marriages are treated as cases of family reunification and are thus handled rather more flexibly.

Applicants for marriage approval sometimes suffer considerable harassment, including dismissal from jobs and withdrawal of identity card (to prevent escape via another Eastern European country).

(Explanatory Note: Special considerations apply to relations between the Federal Republic of Germany and the German Democratic Republic in this area:

- (a) the adjective "bi-national" cannot accurately describe marriages between citizens of these countries, since they are both of the same nation;
- (b) marriages between citizens of the two countries are normally realized under bilateral "family reunification" agreements within the Basic Relations Treaty of 1972.)

ISD/40

-17-

Since Helsinki there has been little or no improvement. However, the Federal Republic of Germany has found that fiancé(e)s benefit from the moderate improvement experienced by the Federal Republic of Germany in the family reunification sphere as a whole.

\*\* \*\* \* \* \* \*\*

I. Performance by German Democratic Republic as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably and on the basis of humanitarian consideration requests for exit or entry permits ... /for the purposes of marriage/."

Marriages between nationals of the GDR and others states must receive the approval of GDR Authorities before the question of exit or entry is considered: this approval is very difficult to obtain.

Exit permits

Once the marriage has been approved, the visa to leave after the marriage is normally issued in due course.

If the marriage is approved, GDR citizens can in principle leave their country to conclude marriages abroad, though the cases are not numerous and there is probably a strong preference by the GDR for marriages on its territory.

Entry permits

Most marriages, when approved, take place within the GDR. Permission to enter is usually given if the marriage approval has been granted.

In the special case of the Federal Republic of Germany the position is rather different. Since permission to marry is only given by the GDR in a few cases involving citizens of the GDR and the Federal Republic of Germany, the question of marriages has been treated more successfully under a wide definition of "family reunification" arrangements.

Most couples remain engaged until the GDR fiancé(e) can be re-settled in the Federal Republic of Germany at which time the marriage takes place. There is no question of the GDR specifically approving a marriage and subsequent exit, though GDR Authorities are certainly aware of and agree to the circumstances of the "reunification".

- (ii) Family reunification provisions will be applied to: (a) documentation for marriage; (b) documentation for entry/exit visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

- (a) Marriage permission: The GDR is highly restrictive towards applications for marriage approval. Most applications are initially refused, and often the refusal is maintained when re-applications are submitted. In those cases in which permission is eventually given, a number of applications over a considerable period of time (6 months - 2 years) has been necessary, and also often representations by Western Embassies.

(b) and (c) Exit/entry permits: see I(A)(i).

- "... deal with applications ... as expeditiously as possible."

- (a) Marriage applications: usually 6 months - 2 years - if permission is given at all.

(b) Entry applications to marry a GDR citizen: [NB. No information]

Exit applications for marriage abroad: [NB. No information]

- (c) Exit applications after marriage: 1-4 months after marriage application granted.

ISD/40

-19-

- Fees, re-applications, household and personal effects

Possible to renew applications involved in seeking approval for marriage and necessary entries and exits before and after marriage.

/NB. No further information. Position as regards exit is presumably the same as for family reunification?

- "... an application ... will not modify the rights and obligations of the applicant or of members of his family ..."

In a number of cases, retaliatory action has been taken against applicants: hindrances at work, dismissal from jobs, withdrawal of identity card (to prevent escape via another East European country).

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage: /NB. No information?

(b) Entry visas to marry in the GDR: /NB. No information?

Exit documents to marry abroad: /NB. No information. Is procedure the same as for family reunification?

(c) Exit documents after marriage: /NB. No information. Presumably the same as for family reunification?

(ii) Discrimination as to country of foreign partner

Easier for Socialist countries.

/NB. Is this correct?

(iii) Discrimination as to sex

/NB. No information?

II. Developments in the GDR since Final Act

For most Allies there has been little, if any, improvement in the GDR performance. The Federal Republic of Germany has found that fiancé(e)s have benefitted from the moderate improvement experienced in the "family reunification" area as a whole. Italy cites "moderate" improvement but gives no specific evidence.

III. Western performance

Western countries cause little or no difficulty and delay as regards any of the aspects of bi-national marriages.

TABLES

NB. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding the GDR's performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of GDR performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided)/

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in GDR, (local formalities, procedures, etc.).

Great

Considerable

Moderate

Little

None

/To be completed/



TABLE II

Degree of difficulty and delay placed by GDR on applications to enter/to exit GDR for purposes of concluding a bi-national marriage:

(a) foreigners entering to marry GDR citizens:

Great

Considerable

Moderate

/To be completed/

Little

None

(b) GDR citizens exiting to marry foreigners:

Great

Considerable

Moderate

/To be completed/

Little

None

TABLE III

Degree of difficulty and delay placed by GDR on applications to enter/to exit GDR in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) foreigners entering to settle in GDR:

Great

Considerable

Moderate

/To be completed/

Little

None

(b) GDR citizens exiting to settle in country of foreign spouse:

Great

Considerable

Moderate

/To be completed/

Little

None

TABLE IV

Degree of improvement in GDR performance since Helsinki in treating bi-national marriage cases, in all aspects:

Much

Moderate Italy, Germany\*

Little Netherlands

None US, UK

Worse

\* IS interpretation

HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage.)

General assessment and summary

GDR travellers to the West

Although the GDR is very relaxed towards travel and tourism towards Socialist countries, it is highly restrictive towards travel and tourism to the West (see Table I).

Applicants experience great difficulties. Many applications are refused. Apart from official travellers, authorization is mainly restricted to pensioners and urgent cases, and only rarely given to other private persons. There is hardly any pure and simple tourism out of the GDR to the West. Most personal travel is for family meetings in the Federal Republic of Germany.

Foreign visitors to the GDR

The GDR imposes moderate difficulties on entry by Western citizens for travel and tourism within that country (see Table II). Unlike some other East European countries, the GDR does not encourage the entry of Western tourists. On the contrary, the entry procedures are cumbersome and quite long and considerable restrictions are imposed on movement within the country.

(Explanatory Note: The Basic Relations Treaty of 1972 between the GDR and the Federal Republic of Germany, and subsequent agreements, are relevant to relations in this area, although no special agreements apply specifically to Travel and Tourism. In this respect the position of the Federal Republic of Germany differs from that of the other Allies.)

ISD/40

-24-

Despite these difficulties, large numbers of visitors from the Federal Republic of Germany travel to the GDR, nearly all to visit relatives or friends.

Little pure and simple tourism by visitors from the West.

There has been little or no improvement since Helsinki in travel and tourism out of the GDR to Western countries. As regards travel and tourism into the GDR from the West, there has been a steep rise in the numbers of FRG citizens travelling to the GDR, but this trend pre-dates Helsinki and has to be seen in the light of the 1972 Basic Relations Treaty.

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by GDR as regards travel and tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... /and/ to promote the development of tourism, on an individual or collective basis."

GDR travellers to the West

The GDR imposes great difficulties in the way of travel and tourism to the West (see Table I).

To the extent that they are not official visits on behalf of the government, the political parties or industry, visits are only permitted to pensioners (apart from about 40,000 visits per year in urgent family matters). These visits are primarily made to relatives in the Federal Republic and West Berlin; the reason is that the pensioners from the GDR are unable to bring with them foreign exchange in sufficient amounts and are therefore in practically all cases dependent on invitations from the West. There are practically no tourist visits to the Federal Republic and only very few to the other Western countries.

Privately employed persons, especially intellectuals, wishing to travel abroad for professional reasons find themselves under the same tight restrictions as those wishing to make private visits abroad.

[NB. Is this correct?]

It is worth noting that, by contrast, the GDR is very relaxed towards travel and tourism to Socialist countries. Most of the journeys abroad are to Socialist countries (about 80% in 1975). These visits have strongly increased in number over the last decade. Indeed among the Warsaw Pact countries the GDR allows the largest number of people to leave the country.

[NB. Need to leave behind a family "hostage"?]

#### Foreign visitors to the GDR

The GDR imposes moderate difficulties in the way of entry for travel and tourism from the West. (See Table II).

Personal travel and tourism is not as easy in the GDR as it is in most other East European countries. Entry procedures are cumbersome, take several weeks, and include submission of a firm itinerary and either an invitation or prepaid hotel bookings.

Large numbers of visitors come from the Federal Republic of Germany: visits from other Allies are comparatively few. All residents of the Federal Republic of Germany are permitted to enter the GDR, though entry visas take from 4 to 6 weeks to secure.

Nearly all travellers into the GDR visit relatives or friends, while a small number are there for professional reasons: pure and simple tourist travel is insignificant. There are also a large number of visitors from Socialist countries.

- (ii) "... gradually to simplify and to administer flexibly the procedures for exit and entry for travel/... and the simplification and expediting of necessary formalities relating to tourism/"

#### GDR travellers to the West

Procedures are severe and time-consuming (see Annex II).

Length of time for exit documents to be issued - 1-4 months (see Table VI).

No evidence of flexibility in favour of applicant (see I(A)(i)).

Foreign visitors to the GDR

Procedure is cumbersome. Applicants for entry visas must first obtain a "visa entitlement certificate" from the GDR mission.

To qualify, applicants must have:

- (a) confirmed and prepaid hotel accommodation or an invitation from a GDR citizen and
- (b) a firm itinerary.

It can take up to several (4-6) weeks to qualify for the "visa entitlement certificate". With this certificate, an entry visa, single or multi-entry, is issued immediately.

- (iii) "... to ease regulations concerning movement of /visitors/..."

Regulations governing the movement of tourists are stringent. Tourists must submit an itinerary when applying for a visa and keep to it when visiting the GDR. Prepaid hotel accommodation ensures tourists are more likely to stay at places they have indicated.

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from GDR: fees are low (see Table VI).

Entry into GDR: fees are low (see Table VI).

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

Consular conventions completed since Helsinki Final Act:

with UK: May 1975

Consular conventions under negotiation:

with US: as of April 1976

with Belgium, Italy and France: as of May 1976

- (vi) "... religious faiths, institutions, ... can ... have contacts and meetings among themselves and exchange information."

/NB. No information/

(vii) "... encourage the provision of appropriate /tourist/ facilities."

/NB. No information. Little development of tourist facilities?/

(viii) "... co-operate in the development of tourism, in particular ... increase information relating to travel to other countries and to the reception and service of tourists."

/NB. No information. GDR presumably does not facilitate Western tourism promotion?/

B. Aspects of performance not mentioned specifically in Final Act GDR travellers to the West

(i) Currency regulations

/NB. No information. Presumably very difficult to obtain allotment of foreign currency for non-official travel?/

(ii) Access to foreign Embassies by GDR citizens

Although a 1963 law restricts access to foreign missions to persons with prior permission of GDR Authorities, in practice access has been permitted without such permission. However, since early 1977 access to FRG mission has been intermittently barred to those without prior permission.

(iii) Discrimination by country

Journey to Warsaw Pact countries much easier.

(iv) Frequency of travel permits

/NB. No information/

(v) Availability to GDR citizens of information about procedures

/NB. No information/

(vi) Availability to applicants of reason for refusals

/NB. Presumably often not given?/

(vii) Duration of stay abroad

/NB. No information. Same as for family meetings?/

(viii) Expulsion of dissidents

The recent expulsion and refusal of the right to return of certain dissidents is contrary at least to the spirit of the Human Contacts section of the Final Act which stresses the need for freer movement of peoples.

Foreign visitors to GDR

Currency regulations

There is a requirement for foreign visitors to change 13 Marks per day from hard currency.

II. Development in GDR since Final Act

There has been little improvement since Helsinki as regards either entry into or exit from the GDR for purposes of travel and tourism (see Table III).

The trends in numbers travelling from the GDR to Allied countries have been mixed, with some countries experiencing a small increase in some categories or in total visas, but others experiencing a small decline. In the other direction, the only large increase has been in the special case of the Federal Republic of Germany, which saw a substantial rise in the number of visits to the GDR in 1975, a rise which was maintained in the first half of 1976: however this steep upward trend pre-dates Helsinki and has to be viewed in the context of the 1972 Basic Relations Treaty. Most of these journeys by FRG citizens have been for visits to family or friends.

There has been no simplification of the complicated exit and entry procedures since Helsinki.

III. Western performance

Exit from Allied countries

With rare exceptions, full freedom to travel abroad. Exit formalities simple and speedy. Cost of passport moderate, but, in some cases, slightly more expensive than the GDR exit documents. No change since Helsinki (see Appendix).

Entry into Allied countries

Since residents of the GDR are German nationals, there is no requirement for a visa to enter the Federal Republic of Germany. Other Allies normally grant visas, but with some rare refusals. Waivers are necessary to US law restricting entry of Communist Party members. Moderate delay and reasonable cost. No restrictions on travel within the country unlike the GDR. No change since Helsinki (see Appendix).



Since Helsinki, the US has proposed the bilateral elimination of visa fees, but the GDR has refused. The UK has made a series of visa simplification proposals, but has so far received no reply.

NB. Please highlight any comparisons between Allied and GDR performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.

TABLE I

To be completed

Degree of difficulty and delay placed by GDR on applications by GDR citizens for travel and tourism in Allied countries.

	Professional	Group tourism	Individual private travel and tourism
Great			
Considerable			
Moderate			
Little			
None			

TABLE II

To be completed

Degree of difficulty and delay placed by GDR on applications from Western foreigners wishing to enter GDR for travel and tourism.

	Professional	Group tourism	Individual private travel and tourism
Great			
Considerable			
Moderate			
Little			
None			

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE III

Degree of improvement in GDR performance since Helsinki Final Act.

	<u>Travel abroad</u>	<u>Visitors to GDR</u>
Much		
Moderate	Italy	Italy
Little	Germany	Germany
None	UK, US	UK, US
Worse		

TABLE IV

Number of Allied visitors to the GDR\*

	Germany**	Greece
	Total visitors	
1st semester 1974	) (a) 1.919 million ) (b) 2.6 million ) (c) 2 million	20
2nd semester 1974		
1st semester 1975	) (a) 3.124 million ) (b) 3.2 million ) (c) approx. 2 million	
2nd semester 1975		
1st semester 1976	(a) 1.455 million (b) 1.8 million (c) approx. 2 million	
* The GDR does not issue tourist or other visitor statistics. ** 95% of visits are to relatives and friends. Categories are: (a) Visits to GDR by residents of Federal Republic. (b) Visits to GDR and East Berlin by residents of West Berlin. (c) Day visits to East Berlin by residents of Federal Republic.		

TABLE V

Number of visas granted to GDR citizens for travel and tourism by Allies

	Germany*		Greece		Italy		Neth.		Norway		Turkey		UK		US		
	1	2	1	2**	1	2	1	2	1	2	1	2	1	2	1***	2	
1974	no data available				12	975	No tourism apart from family visits	No figures supplied			75		} 120	1,024	-	-	
1974					44	1,102			60			6			6		
1975			6	531	115	1,494			} 928			65		172	892	840	220
1975					95	1,543						141		170	1,268	494	342
1976			8	414	131	1,281								233	1,049	764	256

1. Number of tourist visas.
2. Number of other non-immigration visas (e.g. businessmen, sports and culture, lorry drivers, official, etc.).

\* Since residents of the GDR are German nationals, there is no requirement for a visa to enter the Federal Republic of Germany.

\*\* Solely diplomatic and official visas.

\*\*\* Tourist visas include a high proportion of family visits.

TABLE VI

Cost and length of time for issue by GDR of (a) entry visa (b) exit passport and visa.

(a) Entry visa

Length of time: 4-6 weeks

Cost: for FRG: one day: 5 M

several days: 15 M

for other: single: 15 M

multiple: 40 M

(b) Exit passport and visa

Length of time (not including time to collect information for application form): 1-4 months.

Cost: NB. Information conflicting

passport: cost varies (US), 15 M (Belgium, Italy), for two years - 10 M, for 10 years - 30 M (Greece, UK)

exit visa: 5 M

Average monthly GDR income: NB. Please complete 7

BERLIN

The situation as regards Berlin is governed by the Quadrapartite agreement of 1971. The CSCE Final Act also applies to Berlin. NB. IS information is fragmentory and unclear. Please give brief description under:

- (i) family meetings;
- (ii) family reunification;
- (iii) binational marriage;
- (iv) travel and tourism.7

Procedures for exit passports and visas from GDR

NB. Little information. Please clarify points below and provide more complete information, particularly any special circumstances applying to (1) Family Meetings, (2) Family Reunification, (3) Bi-national Marriages and (4) Travel and Tourism.

I. General Requirements

Travel documents required

GDR citizens require both passport and exit visa to travel abroad or to emigrate. NB. No information if special emigration visa required.

NB. Please clarify following conflicting information: Passports and exit visas can be requested at the same time on submission of appropriate applications to local police authorities.

or

Passports and exit visas may not be applied for at the same time. Passports are requested from local police authorities. Visa requests are sent to the GDR "travel office" after passport is secured.

NB. Can an individual hold a valid passport and apply separately for a special exit visa?

A passport is required before GDR citizens are permitted contact with Western missions.

Acquisition of passports

NB. No information of any geographical limitations.

Passports are issued for validities of 2 or 10 years. The application form requires the following information:

NB. Little information. Please complete.

- Professional activities
- Family ties outside GDR
- A written invitation or other evidence of need to make the trip (family meetings).

Average monthly salary in GDR is NB. Please provide/

ANNEX II to  
ISD/40

-36-

The following documentation is required:

/NB. No information<sup>7</sup>

Cost of passport

/NB. Conflicting information - please clarify:

Validity of 2 years: 10 Marks;  
Validity of 10 years: 30 Marks.

or

Passport cost: 20 Marks

or

Passport cost: 15 Marks<sup>7</sup>

Acquisition of exit visas

Exit visas are issued for different periods of validity depending on the reason for exit:

- (a) To pensioners for any reason: /NB. Conflicting information. No limitation or 30 days per year; family visits to Federal Republic of Germany - 30 days per year<sup>7</sup>
- (b) To others: for personal reasons - 14 days  
for family visits - /NB. No information<sup>7</sup>

The application form requires the following information:  
/NB. Little information. Please complete<sup>7</sup> - professional activities - family ties outside the GDR - written invitation or other evidence of need to make visit (family visits).

The following documentation is required: /NB. No information<sup>7</sup>

Cost of visa

An exit visa to leave the GDR for any purpose costs 5 M.

Processing period for delivery of passport and exit visa

Period depends on type of case:

- Pensioners' applications are processed very quickly.
- In general, a preliminary reaction is possible after 3 to 4 weeks and up to 8 weeks is the average delivery time for a passport with a visa. In some cases, applications have been approved in one week, in others 4 months.



- For emigration (family reunification) - 6 months, otherwise indefinite.
- To permit bi-national marriage abroad - NB. No information?
- For family visits to Federal Republic of Germany - 3-10 days.

Acquisition of foreign currency

It is not necessary to have permission to buy foreign currency in advance of applying for passport or visa. Those without support from abroad may have from 10-15 Marks per day of travel.

II. Additional Requirements

(a) Family meetings

According to GDR regulations dated 17th October, 1972 (applying between GDR and Federal Republic of Germany but which are generally worded so as to apply also to travel to all non-Socialist states), only the following visits are permitted:

- (i) pensioners (men over 65, women over 60), full invalids (irrespective of age, may visit relatives in capitalist countries);
  - (ii) other citizens may visit close relatives (grand parents, parents, children, brothers and half brothers, sisters and half sisters) in capitalist countries for "urgent family reasons" (births, marriages, major wedding anniversaries; serious illnesses, deaths).
- Applications for passports and visas require a written invitation or other evidence of need to make a visit.
  - See processing time for family visits to Germany.

(b) Emigration (family reunification)

NB. No information if special visa is required for emigration, or does regular exit visa apply? In either case, what special formalities, information and documentation is required? Must education costs be reimbursed?

ANNEX II to  
ISD/40

-38-

(c) Bi-national marriages

/NB. No specific information. Is it same as for family reunification? Any special requirements or procedures?

(d) Travel and tourism

- as described above
- see processing time differences above.

HUMAN CONTACTS

HUNGARY

FAMILY MEETINGS

General assessment and summary

To leave Hungary on Family visits

Hungary imposes moderate exit documentation and considerable currency exchange difficulties on persons wishing to visit the West.

Exit documentation is usually denied to persons with close relatives who have left Hungary or stayed abroad "illegally". It is also denied to any person suspected of wishing to remain abroad. Moreover, since a close relative often has to stay behind, it is usually not possible for a family to travel together. The small amount of foreign currency allowed means that normally the host relative has to provide a good deal of support. Travellers to distant Western countries such as the US have to produce an affidavit of support before permission to leave is granted.

Within these restrictions, the Hungarian performance is rather liberal.

To enter Hungary on family visits

Hungary liberally permits Allied citizens to visit relatives within that country. Denials of entry visas are few and are only applied to persons who may have been active in the 1956 revolution, or against whom there may be legal charges outstanding in Hungary or who have been involved in anti-Communist activities. The requirement for each foreign visitor to change \$7.50 a day could be burdensome in some cases.

Since Helsinki there has been little change in the already fairly relaxed Hungarian policy towards family visits to and from Hungary.

\*\* \*\* \* \* \*

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-2-

I. Performance by Hungary as regards exit documents for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

The Hungarian Authorities are in general reasonably forthcoming in considering exit applications for family visits. (Table I) The main restricting factors are:

- (a) strict currency control; only a small amount of currency every three years;
- (b) the need for an affidavit of support for family visits to the more distant Western countries such as the US;
- (c) usually refusal of permission to applicants with close relatives who are "illegal" emigrants;
- (d) refusal if there is suspicion that the applicant would not return from his visit abroad;
- (e) the need to leave a close relative behind as a "hostage" in most cases.

- (ii) "... without distinction as to country of destination ..."

Lower exit documentation fees for Socialist countries.

- (iii) "... reasonable time limits ..."

Only moderate delay; 1-2 months unless there are complicating factors.

- (iv) "... cases of urgent necessity ... will be given priority treatment ..."

Visas are issued on a "priority" basis to old and ill persons and in cases of serious illness or death of relative abroad. Exit documentation is completed in a matter of days.

- (v) "... fees for official travel documents and visas are acceptable ..."

/N.B. Conflicting information: passport: 600 forints (US), 450 forints (Italy), DM. 49.35 (FRG). Exit permit 300-600 forints (US)7

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

Only infrequent cases of penalties against applicants, when they have occupied sensitive positions. Need in many cases to leave behind a family "hostage" (see IA(i)).

B. Aspects of performance not mentioned specifically in the Final Act

- (i) Application procedures

See Annex.

- (ii) Frequency of visits

Once every two years for family visits though foreign currency available only once every three years.

- (iii) Acquisition of foreign currency

A maximum of DM. 62 irrespective of duration of visit: granted once every three years.  
/N.B. Amount in forints?7 Affidavit of support required for permission to visit distant Western countries such as the US.

- (iv) Access to foreign Embassies by Hungarian citizens

/N.B. No information7

- (v) Availability to Hungarian citizens of information about procedures

/N.B. No information7

- (vi) Availability to applicants of reason for refusals

/N.B. No information7

- (vii) Duration of stay abroad

/N.B. No information7

ISD/140

-4-

II. Performance by Hungary as regards entry visas for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

Most applications are granted. (Table II)

Entry visas are occasionally denied to persons who may have been active in the 1956 revolution, or against whom there may be legal charges outstanding in Hungary or who may be considered to be involved in anti-Communist activities. Such denials are very few.

- (ii) "... without distinction as to country of origin ..."

/N.B. No information/

- (iii) "... reasonable time limits ..."

Entry visas quickly - see Travel and Tourism.

- (iv) "... cases of urgent necessity ... will be given priority treatment ..."

/N.B. No information/

- (v) "... fees for official travel documents and visas are acceptable..."

Fees are low - see Travel and Tourism.

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

/N.B. No information. Presumably no penalties?/

B. Aspects of performance not mentioned specifically in Final Act

- (i) Application procedures

/N.B. No information/

(ii) Foreign currency regulations

N.B. conflicting information. Foreigners must change at least \$7.50 (per day - US) (per day for only 10 days - FRG). This requirement can be burdensome in some cases.

(iii) Frequency of visits

N.B. No information

(iv) Restrictions on visitors

No closed areas.

III. Developments in Hungary since Final Act

There has been little change in the already comparatively relaxed Hungarian policy towards family visits to and from Hungary. (Tables III and IV)

N.B. Has there been any rise in the amount of foreign currency available for family visits abroad since Helsinki?

IV. Western performance

Western countries place little or no difficulties or delay in the way of entry for family meetings. See Appendix for cost and length of time for issue of entry visa. No difficulty or delay placed by Allied countries on citizens wishing to travel to Hungary. See Appendix for cost and length of time for issue of passport.

N.B. Please highlight any comparisons between Allied and Hungarian performance.

TABLE I

Degree of difficulty and delay placed by Hungary on applications for exit visas to visit families

Great

Considerable

Moderate            Germany, Italy\*, Netherlands\*\*, US\*

Little                Netherlands

None

\* IS interpretation

\*\* Netherlands reported little to moderate difficulty in general, and great difficulty for one specific case

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-6-

TABLE II

Degree of difficulty and delay placed by Hungary on applications for entry visas to visit families

Great

Considerable

Moderate

Little

Germany, US\*

None

\* IS interpretation

TABLE III

Degree of improvement in Hungarian performance since Helsinki Final Act

Much

Moderate

UK

Little

None

Germany, US\*

Worse

\* IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE



<u>TABLE IV</u>			
Number of Hungarians granted Allied entry visas to visit their families			
	GERMANY	ITALY	US*
1st semester 1974	} 14,026	} 60-80	4,106
2nd semester 1974			2,233
1st semester 1975	8,211	} 60-80	3,490
2nd semester 1975	3,491		1,376
1st semester 1976	8,148	62	4,474
<p>* These are tourist visa statistics, of which, it can be assumed that a high percentage are in the family visit category</p>			
<p><u>N.B.</u> Please add where possible:  (Numbers known to have applied for Hungarian exit passport.) <u>Numbers of known Hungarian refusals.</u></p>			

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

HUNGARY

FAMILY REUNIFICATION

General assessment and summary

The Hungarian Authorities impose modest to considerable delay on applications for family reunification. The main complications arise when the family member abroad is considered an "illegal" emigrant. In these cases applications are often refused, though persistent pressure and sometimes Embassy representation usually lead to eventual success. The number of refusals and long outstanding applications is less than is to be found in other East European countries. There is occasional harassment of applicants.

Since Helsinki there has been little or no change in the Hungarian performance. One positive step has been the reduction of emigrant passport charges.

\*\* \*\* \* \* \* \* \*

I. Performance by Hungary as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit with applications ..."

There are a number of refusals or long-delayed applications, though in fewer cases than is found in other East European countries. These are mainly connected with applicants to be reunited with "illegal" emigrants.

It is easy to obtain permission for the elderly, who are almost never refused.

Canada has found that some individuals and families who had previously emigrated to Canada, then returned to Hungary for permanent residence, and subsequently decided to return to Canada are being denied permission to emigrate for the second time. (Table I)

ISD/140

-9-

- (ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old ..."

Priority is given to requests of an urgent nature.

- (iii) "... deal with applications ... as expeditiously as possible ..."

/N.B. Little information. Processing of emigration passports apparently takes rather a long time./

- (iv) "... fees ... moderate ..."

Since January 1976 Hungarian passports for emigration to the West have cost 1,000 forints (US \$48). Even though previously the cost was still higher it did not prove a bar to applicants.

- (v) "... applications may be renewed ... and ... reconsidered at reasonably short intervals ... fees will be charged only when applications are granted ..."

/N.B. No information/

- (vi) "... ship ... household and personal effects ...."

Emigrants to Western countries are permitted to ship household and personal effects up to a limit of 20,000 forints in value for family head and 10,000 for each family member.

- (vii) "... /until permission granted/ meetings and contacts ... may take place /in accordance with provisions for family meetings/..."

/N.B. No information/

- (viii) "... states will support the efforts of Red Cross and Red Crescent Societies."

/N.B. No information/

- (ix) "... an application ... will not modify the rights and obligations of the applicant or of members of his family."

Some experience a degree of harassment, e.g. regarding lodgings and job, especially if they occupy sensitive positions.

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

A considerable number of supporting documents are required for the application.

/N.B. No further information/

(ii) Access to foreign Embassies

/N.B. No information/

(iii) Discrimination as to country of destination

/N.B. No information/

(iv) Property other than household and personal effects

/N.B. No information/

(v) Special priority for cases involving solely children

/N.B. No information. No special problems?/

(vi) Availability to Hungarian citizens of information about procedures

/N.B. No information/

(vii) Availability to applicants of reason for refusals

/N.B. No information/

(viii) Compulsory payments other than exit document fees

/N.B. No information. Is compulsory payment of state education costs required?/

II. Developments in Hungary since Final Act

In general little or no change. (Tables II and III)  
The US has found an infusion of some humanitarian leavening in the normally legalistic Hungarian approach to divided family problems.

Emigration passport fees were reduced in January 1976 from 1,500 forints to 1,000 forints.

ISD/140

-11-

III. Western performance

Western countries in general cause little or no difficulties or delay in cases of family reunification. Germany, the Netherlands, UK and US granted all applications for entry visas. Entry visas are issued speedily and at moderate cost. See Appendix.

There are hardly any restrictions on emigration by Western nationals, the cost of passports is moderate and they are issued with little delay. See Appendix.

N.B. Please highlight any comparisons between Allied and Hungarian performance.

TABLE I

Degree of difficulty and delay placed by Hungary on Hungarian applicants wishing to be reunited with their families in the West.

Great

Considerable Netherlands, UK

Moderate Germany, Italy\*

Little US\*

None

\* IS interpretation

TABLE II

Degree of improvement in Hungarian performance since Helsinki Final Act

Much

Moderate UK

Little

None Germany, Italy, US

Worse

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

<u>TABLE III</u>					
Number of Hungarian persons granted Western entry visas to be reunited with their families					
	GERMANY*	ITALY	NETHERLANDS	UK	US
1st semester 1974					) 144
2nd semester 1974	319	No more than 2 or 3 cases per year	Around 50 from 1975 to the middle of 1976	Nil	)
1st semester 1975	151			Nil	) 112 [8]
2nd semester 1975	187			Nil	)
1st semester 1976	126			1 [1]	53 [13]
<p>[Please add where possible:                      (Numbers known to have applied for Hungarian exit visas)                      [Numbers of known Hungarian refusals].]</p> <p>* including binational marriages</p>					

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

HUNGARY

BI-NATIONAL MARRIAGES

General assessment and summary

In general the Hungarian attitude is liberal. There are occasional refusals or delays of permission to marry and to leave the country after marriage but these are infrequent. No change since Helsinki.

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by Hungary as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably and on the basis of humanitarian consideration requests for exit or entry permits .. /for the purposes of marriage/.

Exit permits

Exit permission is normally granted after marriage, but there are a few refusals, e.g. on the grounds that the Hungarian husband had not fulfilled military service.

/N.B. No information on exit permits to go abroad in order to marry/

Entry permits

/N.B. No information. Normally granted easily?/

- (ii) Family reunification provisions will be applied to: (a) documentation for marriage; (b) documentation for exit/entry visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

- (a) marriage permission: there is normally no difficulty, but there are occasional problem cases.  
(Table I)

(b) and (c) entry/exit permits: see IA(i).

- "... deal with applications ... as expeditiously as possible."
  - (a) marriage applications: up to six months.
  - (b) entry applications to marry a Hungarian citizen  
/N.B. No information/  
exit applications for marriage abroad  
/N.B. No information/
  - (c) exit applications after marriage: issue of consular passport normally within a month.
- Fees, re-applications, household and personal effects  
/N.B. No information. Position as regards exit is presumably the same as for family reunification?/
- "... an application ... will not modify the rights and obligations of the applicant or of members of his family ..."  
/N.B. No information. Presumably no penalties?/

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

- (a) Marriage: /N.B. No information/
- (b) Entry visas to marry in Hungary:  
/N.B. No information/  
Exit documents to marry abroad:  
/N.B. No information; is procedure the same as for family reunification?/
- (c) Exit documents after marriage: in order to obtain a consular passport the Hungarian spouse presents a certificate of marriage together with a certificate from the Embassy of the other spouse's country promising an entry visa.



(ii) Discrimination as to country of foreign partner

/N.B. No information/

(iii) Discrimination as to sex

/N.B. No information/

II. Developments in Hungary since Final Act

No change. (Table IV)

III. Western performance

Western countries cause little difficulty or delay as regards any of the aspects of bi-national marriages.

/N.B. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from the statistics regarding Hungary's performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of Hungarian performance on bi-national marriages. It is therefore requested that the new Tables I, II and II should be completed (as well as Table IV which is based on information already provided).

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in Hungary (local formalities, procedures, etc.)

Great

Considerable

Moderate

/To be completed/

Little

None

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

Degree of difficulty and delay placed by Hungary on applications to enter/to exit Hungary for purposes of concluding a bi-national marriage

(a) foreigners entering to marry Hungarian citizens

Great  
Considerable  
Moderate /To be completed/  
Little  
None

(b) Hungarian citizens exiting to marry foreigners

Great  
Considerable  
Moderate  
Little  
None /To be completed/

TABLE III

Degree of difficulty and delay placed by Hungary on applications to enter/to exit Hungary in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them.

(a) foreigners entering to settle in Hungary

Great  
Considerable  
Moderate /To be completed/  
Little  
None

(b) Hungarian citizens exiting to settle in country of foreign spouse

Great  
Considerable  
Moderate /To be completed/  
Little  
None

TABLE IV

Degree of improvement in Hungarian performance since Helsinki in treating bi-national marriage cases in all aspects

Much	
Moderate	UK
Little	
None	Germany, Italy*, US
Worse	

\* IS interpretation

HUMAN CONTACTS

HUNGARY

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage.)

General assessment and summary

Hungarian travellers to the West

In general, the Hungarian attitude towards travel and tourism to the West is reasonably forthcoming, though some problems exist.

The main problem is lack of foreign currency. Foreign currency allocations are normally available only once every three years at the most. Once a currency allotment is granted, the Hungarian Authorities are fairly forthcoming in issuing passports. However, a close member of the family is often required to stay behind.

Individual tourists may be issued with a passport once every three years. The time limit is reduced if he is visiting relatives or friends who will pay expenses, or is travelling with an organized group, or is over working age.

Foreign travellers to Hungary

Foreign travel and tourism in Hungary is welcome and normally easy. The obligation to change \$9 a day can be burdensome in some cases.

Since Helsinki there has been only a few small new improvements as regards travel and tourism to or from Hungary. The number of Hungarian tourists to the West was already rising before Helsinki, and this upward trend has continued.

\*\* \*\* \* \*\* \*

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-19-

I. Performance by Hungary as regards travel and tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... [and] to promote the development of tourism, on an individual or collective basis."

Hungarian travellers to the West

Normally applications for passports are treated in a positive manner. The main difficulty is to obtain the necessary foreign currency allotment which is available normally only once every three years at the most. An individual tourist can only obtain a passport once every three years, with reduced time limits for those visiting relatives or friends who will pay the cost, those travelling with an organized group and pensioners.

Another restriction is that in many cases it is not possible for all members of a family to travel together, as one member has to remain behind as a "hostage".

Travel on state business is normally easy to arrange. The privately employed, such as some intellectuals, can be treated less favourably.

[N.B. Problems to visit ex-emigrants?]

Foreign visitors to Hungary

These are welcome. It is normally easy to obtain an entry visa, and there are few formalities or restrictions within the country.

[N.B. Problems for ex-emigrants?]

- (ii) "... gradually to simplify and to administer flexibility the procedures for exit and entry [for travel] ... and the simplification and expediting of necessary formalities relating to [tourism]"

Hungarian travellers to the West

Procedures create moderate difficulties - see Annex. The need for several supporting documents could cause problems and be time consuming.

Applications are processed fairly quickly: usually within 30 days, unless there are problems. (See Table VI)

Foreign visitors into Hungary

Simple procedure. Tourists entry visas are issued at the border almost immediately and within a few days at Embassies. (See Table VI)

- (iii) "... to ease regulations concerning movement of... /visitors/..."

Freedom of movement within Hungary is unlimited. Last remaining restrictions on US officials were lifted in September 1975.

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from Hungary: moderate cost of passport, lower for group travel and invited visits. (See Table VI)

Entry into Hungary: reasonable fees (See Table VI).

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

Hungarians have proposed to various Western countries new consular agreements and agreements concerning legal assistance.

- (vi) "... religious faiths, institutions ... can ... have contacts and meetings among themselves and exchange information."

/N.B. No information./

- (vii) "... encourage the provision of appropriate /tourist/ facilities."

First class hotel accomodation is short, though new ones are being built.

/N.B. No further information. Presumably Hungarians do not favour promotion of tourism to the West?/

ISD/140

-21-

B. Aspects of performance not mentioned specifically in the Final Act

Hungarian travellers to the West

(i) Currency regulations

Hungarians wishing individual travel or tourism to Western countries (without the support of relatives or friends abroad) must, as a first step, apply for a foreign currency allotment. Normally this is allowed once every three years at the most. The amount given is \$140.

N.B. No information on the amount of foreign currency allowed for group travel and tourism.

(ii) Access to foreign Embassies by Hungarian citizens

N.B. No information. Access not restricted?

(iii) Discrimination by country

Travel to Eastern European countries is considerably easier. Passports are cheaper (150 forints), are normally issued within 7 days after simpler procedures and provide for five journeys. Travel could be made once every year, and foreign currency allotments are available with the same frequency.

(iv) Availability to Hungarians of information about procedures

N.B. No information

(v) Availability to applicants of reason for refusal

N.B. No information

(vi) Duration of stay abroad

N.B. No information

(vii) Frequency of travel permits

Once every three years - individual tourists

Once every two years - to visit relatives  
and friends who will  
cover the cost

Once every one year - with organized group

Once every one year - pensioners  
N.B. is this correct?

Foreign visitors to Hungary

Currency regulations

Foreign tourists are obliged to exchange a minimum of \$ for each day in Hungary. This can be burdensome in some cases.

II. Developments in Hungary since Final Act

Little change in Hungarian performance since Helsinki. The numbers of Hungarian travellers to the West were growing before Helsinki, and have continued to increase since.

There has been a slight increase in the amount of foreign currency given to individual private travellers to the West. In April 1976 the amount was raised from 3,300 to 3,600 forints.

The Hungarians have concluded a bilateral agreement with the United States on reducing the length of time for issuance of entry visas to US officials and lifting restrictions on the movements of US officials within Hungary. The initiative in both cases came from the US.

As part of wide-ranging proposals for bilateral action under the Final Act made by Hungary to various Western countries, they have proposed various improvements in visa procedures including speedy issuance for tourist travel and abolition for certain officials. They have also proposed consular agreements.



ISD/140

-23-

III. Western performance

Exit from Allied countries

With rare exceptions full freedom to travel abroad. Exit formalities simple and speedy. Cost of travel documents moderate. No change since Helsinki. (See Appendix)

Entry into Allied countries

Allies only refuse visas in a very few cases. Waivers are necessary to US law restricting entry of Communist Party members. Issue of entry visas speedy and fees low. (See Appendix).

See II above on US initiative regarding improvement in time of issuing certain entry visas. In addition, the UK has proposed to Hungary bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons, but have so far received no response.

N.B. Please highlight any comparisons between Allied and Hungarian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.

TABLE I

N.B. to be completed

Degree of difficulty and delay placed by Hungary on applications by Hungarian citizens wishing to travel abroad:

(a) For Personal Reasons

Great

Considerable

Moderate

Little

None

(b) For Professional Reasons

Great

Considerable

Moderate

Little

None

TABLE II

/N.B. To be completed/

Degree of difficulty and delay placed by Hungarian Authorities on applications from Western foreigners wishing to enter Hungary while travelling abroad:

(a) For Personal Reasons

- Great
- Considerable
- Moderate
- Little
- None

(b) For Professional Reasons

- Great
- Considerable
- Moderate
- Little
- None

TABLE III

Degree of improvement in Hungarian performance since Helsinki Final Act:

	<u>Travel abroad</u>	<u>Visitors to Hungary</u>
Much		<u>/N.B. To be completed/</u>
Moderate	UK	
Little		
None	Germany, Italy, US	
Worse		

N A T O C O N F I D E N T I A L

ISD/140

TABLE IV

Number of Allied visitors to Hungary

	Germany		Italy*	UK	US	
	1	2	1/2	1/2	1	2
1st s 1974 2nd s 1974	} 301,000	} 81,000	} 78,000		} 54,000	} 2,000
1st s 1975 2nd s 1975	} 352,000		} 72,000	1,239 (Sept-Dec)	} 53,500	
1st s 1976				954	20,100	

1 - Tourist visas

2 - Other non-immigrant visas

\* - Non-tourist visas total to approximately 100 per year

N A T O C O N F I D E N T I A L

Number of visas issued to Hungarians by Allied countries for personal and professional travel abroad

	Germany		Greece		Italy*		Netherlands**		Turkey****	UK		US*	
	1	2	1	2	1	2	1	2	1 + 2	1	2	1	2
1st s 1974	41,379		2,924		52,170				3,674	Data not available		4,106	4,565
2nd s 1974			2,580						4,622			2,239	2,911
1st s 1975	25,461	4,328		56,062		8,350		5,842	3,490			4,019	
2nd s 1975	15,515	4,743						5,423	1,976			2,480	
1st s 1976	29,058		9,027		29,133		7,530						4,472

1. Tourist visas
2. Other non-immigrant visas

\* Figures include transit visas. The number of non-tourist visas - official and diplomatic - amounts to approximately 7,000 per year

\*\* Figures show total number of applications. Visas granted are presumed to be almost the same. 1976 figures are up to 30th August.

\*\*\* Tourist visa figures include family visits.

\*\*\*\* Number of visas for all purposes

ISD/140

-27-

TABLE VI

Cost and length of time for issue of Hungarian (a) entry visa;  
(b) exit passport and visa

(a) Hungarian Entry Visa

Length of time

Immediately at entry points, two-three days at  
Embassies

Cost

√N.B. appear to differ slightly:

Germany:	B.fr. 240
Italy:	US \$9 (approx.)
Netherlands:	H.fl. 16 (approx.)
Greece:	91.35 Forints = US \$4.5
UK:	100 forints
US:	US \$67

(b) Hungarian exit passport and visa

Length of time\*

Normally within 30 days if no problems, but can take  
up to 3 months.

Cost

Passport: 40 forints

Stamp fee: 600 forints

(cheaper for group travel and for travel to  
family and friends - see Annex).

---

\* Not including time to collect information for application  
forms.

Average Hungarian monthly income DM. 350

√N.B. In forints please/

Procedures for exit passports from Hungary

N.B. Please check, clarify and expand the following information on exit procedures from Hungary, particularly any special circumstances applying to Family Meetings, Family Reunification, Bi-national Marriages and Travel and Tourism.

I. General Requirements

Documents required:

A passport is required to exit Hungary. Different passports are required for travel to Socialist countries (Red) and Capitalist countries (Blue), involving different procedures. For emigration a special "consular" passport is issued.

(a) Application for "Red" passport valid for Socialist countries

Passport is valid for 5 years and initially good for 5 trips to Socialist countries; additional trips are authorized case by case on payment of a fee. The passport can be renewed or recalled.

Application forms are available from any post office on the payment of a fee.

The following information is required:

N.B. Lacking information

resident address in country to be visited.

The following documents are required:

N.B. No information

Applicant presents completed application, along with identity card to local? police, who issue passport.

Processing time:

One week

ANNEX to  
ISD/140

Cost of passport:

Passport - 50 forints

Compulsory fee for 5 trips to Socialist countries -

5 times 20 forints

Additional trips (each) - 5 forints.

Frequency of exit:

Once a year.

Purchase of foreign currency:

Requests for a passport need not include evidence of advance permission to purchase foreign currency.

For trips to Socialist countries individual may buy 6,000 forints per year in Socialist currencies.

- (b) Application for a "Blue" passport valid for capitalist countries (including Yugoslavia)

N.B. Lacking information on validity of passport but it may vary with purpose of travel; e.g. for visits to family and friends on invitation, validity is one month.

Application forms are available from travel agents on payment of a fee.

The following information is required:

N.B. No information

Average monthly income: DM. 350 (N.B. In forints please)

The following documentation is required:

N.B. No information

N.B. Lacking information on where applications are submitted for processing. To travel agencies? Police?

Processing time

About one month.

Cost

Fees are paid when application form is picked up.  
Amounts depend on purposes of travel:

(a) travel to visit family and friends:

passport - 40 forints  
stamp fee - 400 forints

(b) individual tourist travel:

passport - 40 forints  
stamp fee - 600 forints

(c) group travel:

passport - 40 forints  
stamp fee - 400 forints (UBUSZ travel agency)  
or 200 forints (from Express or Syndical travel agencies)

Stamp fees are refunded if passport is refused.

Frequency of exit

Frequency depends on purpose of travel:

- (a) for family meetings - once every two years;
- (b) for individual tourist travel - once every three years;
- (c) for group travel - once every year;
- (d) for pensioners - once every year  
/N.B. Is this correct?/

Acquisition of foreign currency

Those travelling in response to an invitation need not have advance permission to buy foreign currency before applying for a passport. However, they are entitled to only \$5 currency for the entire trip.



ANNEX to  
ISD/140

Individuals making private tourist visits abroad need advance authorization to buy foreign currency before applying for passport. This takes about 30 days. The amount is limited to \$140.

/N.B. There is no information with regard to individuals participating in group travel abroad.7

II. Additional requirements

(a) Family meetings

- In addition to procedures outlined above, evidence of a legally validated written invitation from abroad is required.
- see information above on fees, frequency of travel, and acquisition of foreign currency.

(b) Emigration (Family reunification)

Application for emigration passport

Passport is issued to applicants wishing to settle abroad.

/N.B. Information suggests it is only issued to those involved in bi-national marriages. Is this true?7

/N.B. No information on validity.7

Passport permits holder to enter and exit Hungary at will.

Applications require the following information:

/N.B. No information7

Applications require the following documentation:

/N.B. No information7

/N.B. What about reimbursement of education costs?7

Processing time:

About one month.

Cost:

Passport:

[N.B. No information]

Passport "tax": 1,000 forints

(c) Bi-national marriages

- See emigration (b) above;
- additional documentation required:
  - certificate of marriage;
  - attestation by Embassy of receiving country that visa will be issued following delivery of Hungarian passport.

(d) Travel and Tourism

- Procedures are as outlined above; see special information on cost, frequency of travel and acquisition of foreign currency.

HUMAN CONTACTS

POLAND

FAMILY MEETINGS

General assessment and summary

To leave Poland on family visits

In general the Polish authorities are fairly forthcoming. Applications will normally be granted, except when the following main limitations apply:-

- (a) the need in most cases for an affidavit of support from hosts, or proof of prior possession of at least \$130; a special allocation of foreign currency for this purpose is difficult to obtain;
- (b) the need to leave behind a close relative as a hostage: this usually limits travel to one adult per family;
- (c) applications are often refused if there are grounds to suspect that emigration is the final aim.

Even though comparatively few people are prevented from leaving Poland to meet their families if they have fulfilled all the necessary conditions, applicants face an arduous bureaucratic process. It is common to have to queue for up to 40 hours for the relevant documentation. The rather high passport fee could also be burdensome in some cases.

To enter Poland on family visits

The Polish authorities are in general relaxed towards the entry of foreigners to visit relatives in Poland. Normally permission is granted with little difficulty. However, applicants who are former emigrants or who did not behave properly (in Polish eyes) during a former visit are often refused.

Little or no change in Polish performance since as regards either leaving Poland or entering Poland for family visits. Extraneous causes are involved in fluctuations in numbers travelling to Western countries.

\*\* \*\* \* \* \*

I. Performance by Poland as regards exit documents for family visits

A. Compliance with specific Final Act criteria

(i) "... will favourably consider applications for travel ..."

Fairly forthcoming attitude to applications to leave Poland in order to visit relatives.  
(Table I)

The main limitations are:

- (a) in most cases an affidavit of support is required from the hosts, or proof of prior possession of at least \$130: it is difficult to obtain a special allocation of foreign currency for this type of travel;
- (b) the need to leave behind a close relative as a hostage, which usually limits travel to one adult per family;
- (c) application is often refused if there are grounds to suspect that emigration is the final aim.

(ii) "... without distinction as to country of destination ..."

It is easier for Poles to visit Eastern European countries as there are no passport requirements and fewer currency restrictions. All family members can travel together to Warsaw Pact countries.

(iii) "... reasonable time limits ..."

Can be considerable delay: from one to seven months to obtain a passport when favourably considered. /N.B. However, Belgium reports one month to six weeks at busy periods. Does this apply to the bulk of applications. Please clarify/

(iv) "... cases of urgent necessity ... will be given priority treatment ..."

Urgent cases are often given priority treatment and documents can be granted in one to three days.

(v) "... fees for official travel documents and visas are acceptable."

/N.B. Reports on passport fee charged by Poland are not clear. While some Allied countries report 2,000 Zloty as a passport fee, Belgium identifies 2,000 Zloty as a frontier tax, charged for a Polish citizen leaving the country for a visit abroad at the frontier, in the form of a stamp fee. Belgium also reports a stamp fee of 100 Zloty when applying for a passport. On the other hand, Germany reports that in addition to a passport fee of DM. 250 for tourists and family visits (DM. 127 and DM. 76 for pensioners and students respectively), an unspecified fee of approximately DM. 35 is charged for family visits.

While an amount of 100 Zloty as a passport fee should seem acceptable, a frontier tax of Zloty 2,000 could be described as quite high. Please clarify position./

(Average Polish monthly salary approximately DM. 452)

/N.B. in Zlotys please/

ISD/140

-4-

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

Occasionally Polish citizens have encountered some form of difficulty as a result of an application for a passport for travel to the West, but this does not seem to have entailed loss of job or special sanctions. These rare instances of difficulties could be interpreted as minor harassment, perhaps at local initiative.

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

Even though comparatively few people are prevented from leaving Poland to meet their families if they have fulfilled all the necessary conditions, applicants face an arduous bureaucratic process. It is common to have to queue for up to 40 hours for the relevant documentation. The information required in the application forms is extensive.

(ii) Frequency of visits

[N.B. No information]

(iii) Acquisition of foreign currency

Unless relatives abroad are prepared to pay for entire trip, including accommodation, a passport request will normally not be approved. An exception to this general rule is made when the applicant proves that he is in possession of a minimum \$130 in a bank account received from abroad through official ways.

In theory, an allowance of US \$130 can be given every three years, but this is difficult to obtain.

The tight control of foreign exchange seems to be the principal factor inhibiting increased travel to the West.

- (iv) Access to foreign Embassies by Polish citizens  
/N.B. No information/
- (v) Availability to Polish citizens of information about procedures  
/N.B. No information/
- (vi) Availability to applicants of reason for refusals  
/N.B. No information/
- (vii) Duration of stay abroad  
/N.B. No information on limitations/

II. Performance by Poland as regards entry visas for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

Forthcoming attitude to applications for entry visas to visit relatives in Poland. Normally permission is granted with little difficulty. However, applicants who are former emigrants or who did not behave properly (in Polish eyes) during a former visit are often refused. (Table II)

- (ii) "... without distinction as to country of origin ..."

/N.B. No information/

- (iii) "... reasonable time limits ..."

/N.B. Conflicting reports:

UK reports 2 days-5 weeks

Germany reports 3-4 weeks

Italy reports 8 days-3 to 4 weeks

US reports 1½-2 hours

Which is correct?/

ISD/140

-6-

(iv) "... cases of urgent necessity ... will be given priority treatment."

/N.B. No information/

(v) "... fees for official travel documents and visas are acceptable ..."

See Travel and Tourism.

(vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

No evidence of penalties against prospective Polish hosts. /N.B. Is this correct?

B. Aspects of performance not mentioned specifically in Final Act

(i) Application procedures

/N.B. No information/

(ii) Foreign currency regulations

/N.B. No information/

(iii) Frequency of visits

/N.B. No information/

(iv) Restrictions on visitors

No closed areas.

III. Developments in Poland since Final Act

See Tables III and IV.

There has been in general little or no change in the Polish performance since Helsinki.

While the numbers of Poles allowed to visit relatives abroad have in some cases dropped and in others risen since Helsinki, extraneous causes have been involved in these changes, e.g. fluctuations in economic ability of Western relatives to finance visits. The most marked increase in numbers has been in the case of Germany, but this was partly due to bilateral efforts.



IV. Western performance

The Allies place little or no difficulty and delay on applications by Poles for entry visas to visit their families. They rarely refuse such visas, issue them within a few days, and charge a moderate fee. See Appendix.

No difficulty or delay placed by Allied countries on citizens wishing to visit their families within Poland. See Appendix for cost and length of time for issue of passport.

N.B. Please highlight any comparisons between Allied and Polish performance, especially cost and length of time to issue exit/entry documents, and frequency of refusal of visas.

TABLE I

Degree of difficulty and delay placed by Poland on applications for exit visas to visit families:

Great	-
Considerable	-
Moderate	UK, Germany, Italy*
Little	Netherlands, US*
None	-

\* IS interpretation

TABLE II

Degree of difficulty and delay placed by Poland on application for entry visas to meet families:

Great	-
Considerable	-
Moderate	Germany
Little	UK, Netherlands, US*
None	-

\* IS interpretation

TABLE III

Degree of improvement in Polish performance since Helsinki Final Act:

Much	-
Moderate	Germany
Little	Netherlands, Italy*, US*
None	UK
Worse	-

\* IS interpretation

TABLE IV

Number of Poles granted Allied entry visas to visit their families

	Germany	UK*	US**
1st \$ 1974	15,010	-	9,388
2nd \$ 1974	19,427	11,077	10,111
1st \$ 1975	18,540	19,094	6,433
2nd \$ 1975	21,452	10,447	2,677
1st \$ 1976	22,311	19,159	8,401

\* Approximately half visit the UK to meet members of their families

\*\* These are tourist visa statistics, of which a high percentage are in the family visit category.

N.B. Please add where possible:

(numbers known to have applied for Polish exit visas)  
numbers of known Polish refusals]

HUMAN CONTACTS

POLAND

FAMILY REUNIFICATION

General assessment and summary

The overall Polish performance as regards family reunification cases ranges from moderate to considerable difficulty.

Decisions seem to depend largely upon local authorities, and it is difficult to identify consistent criteria.

Refusals of applications are common. The main difficulties seem to be cases involving reunification with "illegal" emigrants, and applicants with professional skills in demand in Poland. A restrictive definition of family relationships eligible for reunification is also sometimes applied. However, long persistence often results in eventual success. Relatively few are denied permission to leave indefinitely for political or security reasons.

The procedure can cause extreme bureaucratic difficulties. It is sometimes necessary to queue overnight on repeated occasions over several weeks. These difficulties can wear down the resolve of the applicants. The procedures also involve a number of stringent conditions including payment of a substantial sum by university graduates to cover the cost of their state education. The exit documents are also rather high.

Since Helsinki there has been little or no general improvement in the Polish performance. There has been a large increase in the numbers to Germany, but this has been due to a special bilateral agreement.

\*\* \*\* \* \*\* \*\*

ISD/140

-10-

I. Performance by Poland as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit with applications ..."

Applications encounter from moderate to considerable difficulties (Table I). Practice seems to vary considerably, partly owing to the large degree of responsibility left to local authorities in dealing with applications; and it is difficult to identify Polish criteria.

Some Allies experience a large number of repeated refusals of applications. For example, in the first half of 1976, the US knew of 484 people refused permits as compared with 691 people granted permits, and it is likely that the actual number of refusals was higher. However, the applicant who continues to appeal not infrequently wears down the resistance of the local authorities in the end. Some other Allies find the general Polish attitude relatively forthcoming, though most experience several cases of refusals.

The main difficulties seem to be encountered by those who:

- (a) wish to join a relative who emigrated "illegally";
- (b) have professional skills in demand in Poland.

The largest flow is to Germany, but this is governed by a special bilateral agreement.

- (ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old."

Forthcoming attitude in urgent cases.

- (iii) "... deal with applications ... as expeditiously as possible."

/N.B. No information. Long delay?/

(iv) "... fees ... moderate ..."

Emigration passport cost: 5,000 Zloty  
(2,500 Zloty for retired persons?).  
This is high.

(v) "... applications may be renewed ...  
and ... reconsidered at reasonably  
short intervals ... fees will be charged  
only when applications are granted."

Applications can be renewed.

/N.B. No information on whether reconsidered  
at short intervals or on whether additional  
fees charged./

(vi) "... ship ... household and personal effects ..."

Rather good implementation. A Polish citizen  
who can prove he is going abroad for permanent  
residence by presenting an emigrant passport  
is exempted from the payment of export duties  
on clothes, household goods, furniture, one  
car per family and thirty art objects per  
family.

(vii) "... /until permission granted/ meetings and  
contacts ... may take place /in accordance with  
provisions for family meetings."/

/N.B. No information/

(viii) "... states will support the efforts of  
Red Cross and Red Crescent Societies."

/No information/

(ix) "... an application ... will not modify the  
rights and obligations of the applicant or  
of members of his family ..."

Instances of harassment against applicants  
are rare and unsystematic.

ISD/140

-12-

B. Aspects of performance not mentioned specifically in Final Act

(i) Application procedures

See Annex.

Applicants can encounter extreme difficulties. It is sometimes necessary to queue overnight on repeated occasions over several weeks. This can cause applicants to give up in despair.

(ii) Access to foreign Embassies

/N.B. No information/

(iii) Discrimination as to country of destination

Easier to obtain permission to emigrate to Socialist countries.

/N.B. Is this correct?/

(iv) Property other than household and personal effects

/N.B. No information/

(v) Special priority for cases involving solely children

/N.B. No information/

(vi) Availability to Polish citizens of information about procedures

/N.B. No information/

(vii) Availability to applicants of reason for refusals

/N.B. No information/

(viii) Compulsory payments other than exit document fees

Those wishing to emigrate must compensate the state for the costs of their education if they are university graduates.

/N.B. Please give estimate of amount./

II. Developments in Poland since Final Act

See Tables II and III.

There has been little or no improvement in the Polish performance since Helsinki.

Only Germany has experienced a high increase in the number of persons applying for visas to join families. This was due to the Emigration Protocol of October 1975 signed between Germany and Poland, in which the Polish side has undertaken to allow about 120,000 persons of German ethnic origin to emigrate.

III. Western performance

Western countries cause little or no difficulties or delays in regard to family reunification cases. Entry visas are normally granted, though two countries reported some refusals. Documents are issued speedily and at moderate cost - see Appendix.

There are hardly any restrictions on emigration by Western nationals, cost of passports is moderate and they are issued with little delay - see Appendix.

N.B. Please highlight any comparisons between Allied and Polish performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal.

TABLE I

Degree of difficulty and delay placed by Poland on Polish applicants for family reunification:

- Great
- Considerable            Germany
- Moderate                UK, Netherlands, US\*
- Little
- None

\* IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

Degree of improvement in Polish performance on family reunification since Helsinki Final Act:

Much	Germany
Moderate	-
Little	Italy*, Netherlands
None	UK, US*
Worse	-

\* IS interpretation

TABLE III

Number of Poles granted Western entry visas to be reunited with their families:

	Germany	US
1st s 1974	2,432	794
2nd s 1974	1,852	1,072
1st s 1975	1,432	497
2nd s 1975	3,083	457
1st s 1976	8,941	691

N.B. Please add where possible:  
 (numbers known to have applied for Polish exit visas)

[numbers of known Polish refusals]

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE



HUMAN CONTACTS

POLAND

BI-NATIONAL MARRIAGES

General assessment and summary

Polish performance on bi-national marriages is in the main reasonably relaxed, though there are some problems.

Bi-national marriages can normally be contracted in Poland without difficulty. Entry into Poland for marriage similarly usually meets no major problems. Permission is rarely given for a Polish citizen to leave to marry abroad, but this in practice is not a great hardship as most Poles themselves prefer to marry in their own country.

When problems arise it is usually in connection with obtaining permission to leave Poland after marriage. This is granted in most cases after some bureaucratic delay. But there are some refusals, and repeated applications and representations by Western Embassies are sometimes necessary to obtain a permit.

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by Poland as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably ... requests for exit or entry permits ..."

Exit permits

While little or no problems are usually encountered concerning the marriage ceremony, difficulties can be met in obtaining permission to leave Poland after the marriage (see Table III). In most cases permission is given, but there are a number of refusals. In these cases Embassy representations generally lead to eventual permission to leave, though sometimes repeated applications are necessary.

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

Polish authorities (and most Polish citizens) prefer the marriage to take place within Poland, and few exit permits are issued for marriage abroad (see Table II).

Entry permits

Entry permits for marriage are usually given without any major difficulty (see Table II).

- (ii) Family reunification provisions will be applied to:
- (a) documentation for marriage; (b) documentation for entry/exit visas in order to marry;
  - (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

- (a) Marriage permission: usually no difficulty. Neither the Polish nor foreign partner has to obtain permission. However the foreigner does have to meet the requirement of Polish law in order to prove he is free to marry, e.g., a person who has previously been married has to initiate court proceedings to prove that the previous marriage was legally terminated. (See Table I)

(b) & (c) Exit/Entry permits - See I.A(i)

- "... deal with applications ... as expeditiously as possible"

- (a) Marriage applications: no permission needed.

- (b) Entry applications for marriage to a Pole:

/N.B. No information/

Exit applications for marriage abroad:

/N.B. No information. Long delay?/

- (c) Exit applications after marriage: up to 6 months

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

- Fees, re-applications, household and personal effects

/N.B. No information. Position as it concerns exit is presumably the same as for family reunification? Need to repay education costs for university graduates?/

- "... an application ... will not modify the rights and obligations of the applicant or of members of his family..."

/N.B. No information. No penalties?/

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage:

No special permission needed - see I.A(ii)

(b) Entry visas to marry in Poland:

/N.B. No information/

Exit documents to marry abroad:

/N.B. No information/

(c) Exit documents after marriage:

/N.B. No information, but procedure presumably the same as for family reunification?/

(ii) Discrimination as to country of foreign partner

/N.B. Any discrimination in favour of Socialist countries?/

(iii) Discrimination as to sex

/N.B. No information. No discrimination?/

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-18-

II. Developments in Poland since Final Act

Little or no general improvement in Polish performance since Final Act.

Germany reports much improvement from beginning of 1976, but this is due to special bilateral agreement on family reunification.

III. Western performance

Western countries in general raise little or no difficulties concerning the various aspects of bi-national marriages. However, some Western countries have to take employment difficulties into account in considering applications for entry permits for male Polish citizens married to Italians, though such cases are very rare. See Appendix.

TABLES

N.B. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding Poland's performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Polish performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided).

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in Poland, (local formalities, procedures, etc.).

Great

Considerable

Moderate

Little

None

N.B. To be completed

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE II

Degree of difficulty and delay placed by Poland on applications to enter/to exit Poland for purposes of concluding a bi-national marriage:

(a) foreigners entering to marry Polish citizens:

Great

Considerable

Moderate /N.B. To be completed/

Little

None

(b) Polish citizens exiting to marry foreigners:

Great

Considerable

Moderate /N.B. To be completed/

Little

None

TABLE III

Degree of difficulty and delay placed by Poland on applications to enter/to exit Poland in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) foreigners entering to settle in Poland:

Great

Considerable

Moderate /N.B. To be completed/

Little

None

(b) Polish citizens exiting to settle in country of foreign spouse:

Great

Considerable

Moderate /N.B. To be completed/

Little

None

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE IV

Degree of improvement in Polish performance since  
Helsinki Final Act:

Much	Germany (beginning of 1976 onwards)
Moderate	-
Little	Italy*
None	Germany (until the end of 1975), Netherlands, UK, US
Worse	

\* IS interpretation

HUMAN CONTACTS

POLAND

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage)

General assessment and summary

Polish travellers to the West

Poland has a fairly forthcoming attitude towards applicants for travel and tourism abroad (see Table I). Tourist passports are rather freely available to most Poles, though they are sometimes withheld from those in official political disfavour.

However, a major limitation on the number of travellers abroad is imposed by the difficulty in obtaining the necessary foreign currency. The official allotment is small, can only be issued once every three years, and is often refused. It is much easier to travel abroad if expenses are paid by the hosts or if the applicant already owns foreign currency.

Another major difficulty is the inability of a family to travel together because of the need to leave behind a "hostage".

When an application is refused the reason is not usually given. The rather high passport fee could be burdensome in some cases.

Foreign visitors to Poland

Foreign travel and tourism within Poland is easy and welcomed (see Table II). There is no substantial impediment.

This contrast in ease of travel is reflected in the gap between the large number of Western travellers into Poland and the smaller number of Polish travellers to Western countries.

Little or no change since Helsinki in either travel to or travel from the West. (See Table III.)

\*\* \*\* \* \*\* \*\*

ISD/140

-22-

I. Performance by Poland as regards Travel and Tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... /and/ to promote the development of tourism, on an individual or collective basis."

Polish travellers to the West

Tourist passports are usually issued to applicants, though they are sometimes withheld to those in official disfavour (see Table I). The tight restrictions on foreign currency limits the amount of foreign travel and discourages any growth.

Foreign visitors to Poland

Foreign travel and tourism within Poland is easy and welcomed (see Table II).

This contrast in ease of travel is reflected in the gap between the large numbers of Western tourists in Poland and the smaller numbers of Poles travelling to the West (see Tables IV and V).

- (ii) "... gradually to simplify and to administer flexibly the procedures for exit and entry /for travel/ ... and the simplification and expediting of necessary formalities relating to /tourism/"

Polish travellers to the West

The information required is complex and extensive - see Annex. Length of time for completing exit formalities is considerably longer (1-7 months) than in the case of Allies (see Table VI).

Foreign visitors into Poland

Simple procedure. Time for issue of entry visa varies between a few hours up to one month (see Table VI).

/N.B. Please clarify time/



- (iii) "... to ease regulations concerning movement of visitors/ ..."

No closed areas. Hotel or host has to report foreigners' presence to authorities within 48 hours.

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from Poland: rather high (see Table VI).

Entry into Poland: moderate fees

/N.B. Information conflicting. Is there discrimination?/ (See Table VI),

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

/N.B. No information./

- (vi) "... religious faiths, institutions ... can ... have contacts and meetings among themselves and exchange information."

/N.B. No information. Considerable links between Catholic Church and West?/

- (vii) "... encourage the provision of appropriate tourist/ facilities."

Facilities good and being further developed.

- (viii) "... co-operate in the development of tourism, in particular ... increase information relating to travel to other countries and to the reception and service of tourists."

Active Polish tourism promotion in West.

/N.B. No information on attitude towards Western tourism offices and promotion in Poland./

ISD/140

-24-

B. Aspects of performance not mentioned specifically in the Final Act

Polish travellers to the West

(i) Currency regulations

Maximum of \$130 every three years, but this is often not granted /N.B. Please confirm/. This constitutes the main limitation on the growth of tourism and travel abroad.

(ii) Access to foreign Embassies by Polish citizens

/N.B. No information. Free access?/

(iii) Discrimination by country

Journeys to Warsaw Pact countries are easier. No passport requirements, lower costs, fewer currency restrictions. All family can travel together.

(iv) Availability to Polish citizens of information about procedures

/N.B. No information/

(v) Availability to applicants of reason for refusals

The reason is not normally given (apart from quoting a law).

(vi) Duration of stay abroad

Different type of passport required for stay over two years.

/N.B. Any other limitation? 6 months maximum for tourist visa?/

(vii) Frequency of travel permits

No formal restrictions on frequency of travel: however, currency restrictions, in most cases, make it impossible to travel more frequently than once every three years at the most.

Foreign visitors to Poland

Currency regulations

[N.B. No information. Minimum currency expenditure requirement?]

II. Development in Poland since Final Act

Little or no change in the Polish performance since Helsinki. (See Table III)

III. Western performance

Exit from Allied countries

With rare exceptions, full freedom to travel abroad. Exit formalities simple and speedy. Cost of travel documents moderate and lower than Polish. No change since Helsinki (see Appendix).

Entry into Allied countries

Allies normally grant visas. Waivers are necessary to US law restricting entry of Communist Party members. Delay in issuing entry visas is normally somewhat shorter than in the case of Poland. [N.B. Is this correct?] See Appendix.

The UK has proposed to Poland bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons. The US has proposed the reduction or abolition of visa fees. In neither case has there so far been a response.

[N.B. Please highlight any comparisons between Allied and Polish performance, especially cost and length of time to issue entry/exit documents, and frequency of refusals.]

TABLE I

/N.B. To be completed/

Degree of difficulty and delay placed by Poland on applications by Polish citizens for travel and tourism in Allied countries:

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

TABLE II

/N.B. To be completed/

Degree of difficulty and delay placed by Poland on applications from Western foreigners wishing to enter Poland for travel and tourism:

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private travel and tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE III

Degree of improvement in Poland's performance since Helsinki Final Act:

	<u>Travel abroad</u>	<u>Visitors to Poland</u>
Much -		/N.B. To be completed/
Moderate -		
Little Italy*		
None Germany, Netherlands, UK, US		

\* IS interpretation

TABLE IV

Number of Allied visitors to Poland:

	Germany	Neth.	US
	1 + 2	1 + 2	1 + 2
1st s 1974	} 237,665	} 22,000	} 43,000*
2nd s 1974			
1st s 1975	} 274,074	} 22,000	} 46,000*
2nd s 1975			
1st s 1976	130,000/ 140,000		39,000**

- 1. Number of tourist visas
- 2. Number of non-immigrant visas
- \* Polish official statistics
- \*\* Unofficial Polish statistics

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE V

Number of visas granted to Poles by Allied countries for travel and tourism:

	Germany*	Greece	Italy	Norway	Turkey	UK	US*	
	1 + 2	1 + 2	1 + 2	1 + 2	1 + 2	1 + 2	1	2
mid-1974	16,645	} 9,600	} 35,180		4,326	} 38,000	9,388	2,337
end-1974	16,767				12,613		10,111	2,430
mid-1975	16,184	} 13,700	} 37,080	} 2,970	8,570	} 45,000	6,433	2,605
end-1975	16,591				17,109		2,677	2,583
mid-1976	16,485					NA	8,401	4,527

- 1. Number of tourist visas
- 2. Number of other non-immigrant visas
- % Percentage increase or decrease over corresponding period in previous year.
- \* Tourist visas include a high proportion of family visits.

TABLE VI

Cost and length of time  
for issue of:

- (a) Polish entry visa
- (b) exit passport and visa

(a) Entry visa

Length of time

/N.B. Conflicting information, ranging from  
1 hour to 5 weeks. What is correct?/

Cost

/N.B. Apparently conflicting information.  
Is there discrimination? Please clarify:

Germany	B.fr. 360
Netherlands	Tourist visa: H.fl. 26 Business visa: H.fl. 36
UK	Visitor's visa: 160 Zloty Multi-entry visa: 600 Zloty Transit visa: 80 Zloty
US	Tourist and business visas: \$10 Transit visa: \$5.50 Students and their dependents: \$14.50 Temporary workers: \$14.50 Reporters, resident businessmen: \$21.00/

(b) Exit passport and visa

Length of time\*

1-7 months.

Cost

/N.B. Information unclear:

Germany	Tourists: DM. 250 Pensioners: DM. 127 Students: DM. 76
Netherlands	Passport for short duration: 2,000 Zloty (H.fl. 280) Passport for long (2years) duration: 5,000 Zloty (H.fl. 560)
Belgium	Frontier stamp duty: 2,000 Zloty./

\* Not including time to collect information for  
application forms.

(Average Polish monthly income: approx. DM. 452)

/N.B. Please put in Zloty/

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

POLAND

N.B. Please check, clarify and expand the following information on exit procedures from Poland, particularly any special circumstances applying to Family Meetings, Family Reunification, Bi-national Marriages and Travel and Tourism.7

I. General requirements

A passport is required to travel abroad.

The same application procedures apply to all types of trips abroad, including emigration. However, a special emigration passport is issued.

N.B. Please confirm if there is a visa, provide details of application and issue, e.g. is it issued as a matter of course with passport? If a person holds a passport, how does he apply for new exit visa?7

Acquisition of passport

Passport may permit one or more exits. Duration?7  
It is usually good for travel to one country plus necessary transits. If stay abroad is more than 2 years, a different passport is issued. N.B. Please confirm all this.7

Passport application forms are available from the police. N.B. and from others, i.e. tourist agencies?7

Application forms request information on the following:

- personal details;
- trips abroad taken and applications refused;
- persons being visited and paying cost of trip;
- military service;
- financial situation;
- family already living or visiting abroad.

---

Average monthly Polish income: DM. 452 N.B. in Zlotys please7



ANNEX to  
ISD/140

The following documents must be attached:

- separate information sheet for Ministry of the Interior (personal information, details and reasons for trip, person(s) being visited)

[N.B. others?]

The application must be signed by the appropriate work supervisor, university official or party chief, approving the applicant's absence for a stated period.

The completed application is submitted to the police, or in the case of tourist travel to another authorized institution.

[N.B. What is it? the tourist agency?]

Persons giving false information in a passport application are subject to imprisonment of up to five years.

Law permits authorities to refuse to accept passport applications which are completed in an inexact or illegible manner.

A recommendation from the party is not necessary but it facilitates issue of passport.

Processing period

[N.B. Please clarify conflicting information]

1 to 7 months [Germany];

about one month to 6 weeks in busy season [Belgium]

(some urgent cases can be processed in one to 3 days, at most a week).

Cost of passport

[N.B. Conflicting information. Please check and clarify]

A. For travel abroad

Passport ( 2,000 Zloty\*  
( or 100 Zloty (paid on application)  
( or DM. 250 [N.B. in Zlotys?]  
(regular rate)

\* Belgium identifies this as a frontier tax to be paid each time at exit. Radio Free Europe Research (30th April, 1976) reports this amount as 300 Zloty.

- DM. 127 /N.B. in Zlotys? (pensioners)
- DM. 76 /N.B. in Zlotys? (students)

Plus other unspecified fees:

/N.B. Please specify?

- DM. 50 /N.B. in Zlotys? (tourists)
- DM. 35 /N.B. in Zlotys? (family visits)
- DM. 13 /N.B. in Zlotys? (pensioners)

B. For emigration

- Passport - 5,000 Zloty regular price
  - 2,500 Zloty retired persons
- /N.B. Please check?

II. Additional requirements

A. Family Meetings

Invitation from persons being visited must include undertaking to pay all costs of trip (unless applicant can prove he has minimum \$130 in the bank, imported through official channels).

See above for costs applying in family meeting cases.

B. Emigration (Family Reunification)

/N.B. Little information. Procedures are apparently the same as for travel passport, but a special emigrant passport is issued. Please expand.

Applicants must wait for hours to file applications with local police.

See above for costs applying in emigration cases.  
/N.B. Is there need to repay education costs as part of application?

ANNEX to  
ISD/140

C. Bi-national Marriages

[N.B. Lack of information. Appear to be handled merely as emigration, with procedural delays and costs about the same. Please expand.]

D. Travel and Tourism

[N.B. No additional information. As above.]

HUMAN CONTACTS

ROMANIA

FAMILY MEETINGS

General assessment and summary

To leave Romania on family visits

Considerable to great difficulties are experienced by Romanians wishing to visit relatives abroad (see Table I).

The Romanian policy is to discourage visits abroad for non-official purposes. Very few persons of working age are allowed to leave, and when permission is granted it is usually only after strong Embassy representations. Even in cases of serious illness and death of relatives, permission is usually refused.

Apart from this overall highly restrictive policy, other major difficulties are:

- (i) stringent control of hard currency: the invitee has to cover all costs;
- (ii) long and complex procedures: it is necessary first to apply for an application form, and then to submit an application for travel documents;  
/NB. Is this correct?
- (iii) persons who persist in applying for travel permission may be subject to penalties including loss of job;
- (iv) ten-year interval normally necessary between visits abroad;
- (v) close relative kept in Romania as "hostage" for return;
- (vi) reasons for refusals not normally given to applicants.

ISD/140

-2-

Since Helsinki the position has in general further deteriorated. While the UK and US have experienced a very small increase, several Western countries have found that the number of applications granted has declined, sometimes sharply, since Helsinki (though a proportion of cases have been solved since mid-1976 after high-level representations). Administrative delays have also somewhat increased.

To enter Romania on family visits

Generally there are little or no difficulties or delays in granting visas to foreigners for family visits within Romania (see Table II). Exceptions are mainly people who in the past left Romania "illegally", but their position may have been eased by a recent amnesty for certain categories of "illegals".

Factors limiting the growth of family visits (and tourism generally) are the requirement for each visitor to spend \$10 a day and the decree prohibiting foreigners from lodging with Romanians, except close relatives.

No change since Helsinki.

\*\* \*\* \* \* \*

I. Performance by Romania as regards exit documents for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

The Romanian attitude is highly restrictive (see Table I). Considerable to great difficulties are experienced in obtaining permission to leave Romania in order to visit relatives. Very few persons of working age are allowed to leave, especially any whose loyalty or willingness to return to Romania are suspected. Those who gain approval normally only do so after strong Embassy representations. A close relative is normally kept in Romania as a "hostage", so it is not possible for a married couple and their children to travel abroad together.

- (ii) "... without distinction as to country of destination."

Easier to obtain permission to visit relatives in socialist countries. /NB. Is this correct?7

- (iii) "... reasonable time limits ..."

It takes 2-6 months to obtain a passport, if there are no complications, once an application has been submitted. But the would-be applicant has first to obtain permission to be given an application form (see Annex), and this permission can be outstanding for several months or years. /NB. Is this correct?7

- (iv) "... cases of urgent necessity ... will be given priority treatment ..."

The Romanian authorities are extremely reluctant to issue exit visas even in cases of extreme family urgency, and generally will not do so. In the few positive cases, exit visas are issued quickly: immediately - 4 weeks.

- (v) "... fees for official travel documents and visas are acceptable."

Fees are moderate: /NB. Information on exact fees varies: FRG: approximately DM. 30 for passport and DM. 7/10 for other fees; Belgium: 200 Lei; US: 350 Lei. Which is correct?7

(Average Romanian monthly salary between 2,000 and 3,000 Lei.)

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

Persons who persist in applying for visitors' visas may be subject to discriminatory practices at their place of work and sometimes lose their jobs. Measures are also likely to be taken against the "hostage" if visitor does not return to Romania.

/NB. Is the last sentence correct?7

ISD/140

-4-

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

The procedures are long and complex, with the need to apply first for an application form, and then to submit application for exit documents.

/NB. Is this correct?/

(ii) Frequency of visits

Very poor: visits are normally allowed only once every ten years (even visits to Soviet countries being counted for this purpose).

/NB. Information taken from Greek Report. However, German Report states that period is theoretically every two years./

(iii) Acquisition of foreign currency

No foreign currency is allowed to persons who have obtained permission to visit. As part of application process they must present an affidavit of support, including return travel ticket, from hosts.

(iv) Access to foreign Embassies by Romanian citizens

/NB. No information./

(v) Availability to Romanian citizens of information about procedures

/NB. No information. Poor availability, even to foreign Embassies?/

(vi) Availability to applicants of reason for refusals

Generally no explanation given: often no reply at all is given to the applicant.

(vii) Duration of stay abroad

/NB. No information./

(viii) Compulsory payments other than exit document fees

/NB. No information./

II. Performance by Romania as regards entry visas for family visits

A. Compliance with specific Final Act criteria

- (i) "... will favourably consider applications for travel ..."

Little or no difficulty placed in the way of foreigners wishing to visit relatives in Romania, (see Table II). Generally, such visits are welcomed for the hard currency they bring. Exceptions are mainly people who originally left Romania "illegally": it is possible that their position will be eased by recent [NB: date?] amnesty for certain categories for such "illegals".

- (ii) "... without distinction as to country of origin ..."

[NB. No information.]

- (iii) "... reasonable time limits ..."

[NB. No information.]

- (iv) "... cases of urgent necessity ... will be given priority treatment."

[NB. No information.]

- (v) "... fees for official travel documents and visas are acceptable ..."

[NB. No information. Same as Travel and Tourism?]

- (vi) "... an application ... will not modify the rights and obligations of the applicant or members of his family ..."

No evidence of penalties against prospective Romanian hosts.

B. Aspects of performance not mentioned specifically in Final Act

- (i) Application procedures

[NB. No information.]



ISD/140

-6-

(ii) Foreign currency regulations

The growth of family visits (and tourism generally) has been limited by:

- (a) law requiring each tourist from a hard currency country to spend a minimum of US \$10 a day while in Romania;
- (b) decree prohibiting foreigners from lodging with Romanians except close relatives.

(iii) Frequency of visits

[NB. No information.]

(iv) Restrictions on visitors

No closed areas.

III. Developments in Romania since Final Act

See Tables III and IV.

Romanian exit visas

The situation has generally deteriorated since Helsinki as regards family visits abroad by Romanians. While the UK and US have seen very small increases, several Western countries have experienced a decline in the number of applications granted. In the case of Germany this decline has been sharp since mid-1975, and the number declined by more than one half in 1975 compared with 1974. However, since the second half of 1976, the figure for Germany has increased again, and several, but not all, Western countries (Belgium, France, Luxembourg, Norway) have solved a proportion of outstanding cases, largely after sustained and high level pressure.

Some Western countries have noted increased administrative delays.

Romanian entry visas

No change.

IV. Western performance

Little or no difficulty and delay is placed by Allied countries on applications by Romanians for entry visas to visit their families. Germany and Netherlands: no applications for family visits refused. See Appendix for cost and length of time for issue of entry visas.

No difficulty or delay placed by Allied countries on citizens wishing to visit their families within Romania. See Appendix for cost and length of time for issue of passport.

NB. Please highlight any comparisons between Allied and Romanian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal of visas.<sup>7</sup>

TABLE I

Degree of difficulty and delay placed by Romania on applications for exit visas to visit families:

Great: Netherlands (worst cases), US\*  
Considerable: Germany, Greece, Netherlands (best cases), UK\*  
Moderate: -  
Little: -  
None: -

\*IS interpretation

TABLE II

Degree of difficulty and delay placed by Romania on applications for entry visas to meet families:

Great: -  
Considerable: UK ("illegals")  
Moderate: -  
Little: Netherlands  
None: Germany, UK (except "illegals"), US\*

\*IS interpretation

TABLE III

Degree of improvement in Romanian performance since Helsinki Final Act:

Much: -  
Moderate: -  
Little: UK (numbers granted), US\*  
None: -  
Worse: Germany, Netherlands, UK (administrative delay)

\*IS interpretation

TABLE IV

Number of Romanians granted Allied entry visas to visit their families:

	Germany	Luxembourg	Netherlands	UK	US*
1st s 1974	4,414		42		405
2nd s 1974	5,893		33		445
1st s 1975	1,641		25	38(44)	292
2nd s 1975	2,946		31	65(75)	462
1st s 1976	1,965	1	29	88(98)	482

\*Total tourist visas: proportion for family visits not known.

NB. Please add where possible:

(numbers known to have applied for Romanian exit visas)  
numbers of known Romanian refusals 7.7

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

ROMANIA

FAMILY REUNIFICATION

General assessment and summary

Considerable to great difficulties and delay are experienced by Romanians wishing to emigrate for family reunification (see Table I). Most Allies have found that the overall position has either not improved since Helsinki or has grown worse, but with some movement forward for some though not all Allies since mid-1976.

The Romanians do all they can to discourage their citizens from emigrating, and applicants face very considerable difficulty. A varying proportion of those that persevere eventually receive permission, but it is normally necessary for the recipient government to make repeated and high level representations.

The worse difficulties are experienced by Germany with estimates of outstanding applications from 40,000 to 120,000. All the Allies have long delays in resolving representation cases, sometimes lasting over years.

Several Allies found that the Romanian treatment of applications hardened after Helsinki. In particular Germany has suffered a steady and large decrease, which began early in 1975. The main exception to this restrictive treatment is the United States: they have had a significant increase in the number of permissions granted since mid-1975, but this has been due more to the Jackson Amendment to the grant of MFN treatment to Romania than to the Final Act. In addition since mid-1976 some Allies (Belgium, France, Luxembourg and Norway) have solved a number of outstanding representation cases (about  $\frac{3}{4}$  of the list of one country).

ISD/140

As well as the overall restrictive policy towards applications, the following major difficulties are experienced:

- (i) the Romanian Authorities vigorously discourage emigration both through a patriotic campaign at national level under President Ceausescu's leadership, and by routinely subjecting individual applicants to organized attempts to persuade them to withdraw their applications: this campaign has considerably intensified since Helsinki;
- (ii) applicants also sometimes suffer harassment at work and school, and sometimes loss of job;
- (iii) long and complex procedures, including the need to obtain permission to apply before submitting an application;
- (iv) reasons for refusal not generally given to applicant;
- (v) if permission to emigrate is granted, only a minimal amount of personal effects may be taken.

\*\* \*\* \* \* \*

I. Performance by Romania as regards family reunification

A. Compliance with specific Final Act criteria

- (i) "... will deal in a positive and humanitarian spirit with applications ..."

Considerable to great difficulty is experienced by applicants. (Table I)

There are numerous applications which are not granted over periods of years. The worst difficulties are experienced by Germany: the German Red Cross estimates 40,000-60,000 outstanding emigration demands of ethnic German Romanians, and the real number could be twice as high. The United States on the other hand as found that despite many difficulties and delays, perseverance and sometimes publicity eventually lead to approval in most cases (but special extraneous factors are largely responsible - see II). The experience of other Allies is mixed; all have long delays in resolving representation cases, and a varying proportion are eventually successful (see II).

The Romanian Authorities vigorously discourage emigration. President Ceausescu has led a strong publicity campaign. Individual applicants are subjected to organized persuasion and sometimes harassment (see I.A(ix)).

(ii) "... special attention ... to requests of an urgent character - such as ... persons who are ill or old."

/NB. No information. Usually no priority given?

(iii) "... deal with applications ... as expeditiously as possible."

Considerable to great delays. In best cases 6-12 months. In worst cases applications outstanding for one or more years, if permission is given at all.

(iv) "... fees ... moderate ..."

Fees are quite high but not prohibitive. /NB. Information conflicting: documents for permanent departure - United States -

passport application	25 Lei
passport	25 Lei
exit visa	<u>350</u> Lei
Total	<u>400</u> Lei

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

ISD/140

-12-

stateless person's passport	
passport and visa	400 Lei
renunciation of citizenship	1,000 Lei
	<u>1,400 Lei</u>
Total	<u>1,400 Lei</u>

Belgium -	
passport	200 Lei
renunciation of citizenship	2,000 Lei
	<u>2,200 Lei</u>
Total	<u>2,200 Lei</u>

(average monthly wage 2-3,000 Lei).

What is correct version?7

(v) "... applications may be renewed ... and ... reconsidered at reasonably short intervals ... fees will be charged only when applications are granted."

/NB. No information.7

(vi) "... ship ... household and personal effects ..."

Restrictive policy. Only a minimal amount of personal effects may be taken.

(vii) "... /until permission granted7 meetings and contacts ... may take place /in accordance with provisions for family meetings."/

/NB. No information.7

(viii) "... states will support the efforts of Red Cross and Red Crescent Societies."

/NB. No information. Activities of Red Cross allowed?7

(ix) "... an application ... will not modify the rights and obligations of the applicant or of members of his family."

Official nation-wide campaign against emigration. Individual applicants actively encouraged to renounce their requests, including standard appearance for this purpose before a Commission of the local Peoples' Council or Communist Party.

Sometimes applicants are subjected to discrimination at work or school including loss of pay and demotion: some lose their jobs.

Pressures are also sometimes put on applicant's family.

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

See Annex.

Long and complex procedures including need to seek permission to apply before submitting an actual application.

(ii) Access to foreign Embassies

/NB. No information.7

(iii) Discrimination as to country of destination

Easier to obtain permission to emigrate to socialist countries.

/NB. Is this correct? Any other form of discrimination?7

(iv) Property other than household and personal effects

No money transfers allowed. Successful applicants must dispose of almost all their property and sell their residences for below current market prices.

(v) Special priority for cases involving solely children

/NB. No information.7

(vi) Availability to Romanian citizens of information about procedures

/NB. No information.7



ISD/140

-14-

(vii) Availability to applicants of reason for refusals

Reasons for refusals are not generally given, and applicants often receive no reply at all.

(viii) Compulsory payments other than exit document fees

/NB. No information.

II. Developments in Romania since Final Act

Most Allies have found that the overall Romanian attitude has either not improved since Helsinki or has grown worse (see Tables II and III). Controls have become tighter, the national campaign against emigration has considerably intensified and the new routine practice of applicants appearing before local official commissions to be persuaded to withdraw (see I.A(ix)) was instituted in December 1975.

Several Allies had greater difficulties in obtaining the solution of representation cases after Helsinki. The steady and large decline in numbers of successful applicants to Germany since the beginning of 1975 further accelerated in the first half of 1976. The most notable exception to the deterioration in treatment after Helsinki is the United States: the numbers increased in the second half of 1975 sixfold and this large increase has been maintained during the first half of 1976. However this has been due more to the Jackson Amendment to the grant of MFN treatment in mid-1975 than to the Helsinki Final Act. After an initial post-Helsinki hardening, Belgium, France, Luxembourg and Norway have solved a number of outstanding representation cases since mid-1976, largely after sustained and high-level pressure: France about three-quarters of its list and Norway about two-thirds. Some degree of success has been achieved by Canada (18 out of 95 cases in first half of 1976), Greece (4 out of 11 people up to early 1976), the Netherlands (3 out of 5 cases - 1974-mid-1976) and the UK (9 out of 13 in the second half of 1975), after repeated representations, but at levels roughly the same as or lower than before Helsinki.

III. Western performance

Western countries cause little or no difficulty or delay with regard to family reunification.

Entry visas rarely refused, issued speedily and at moderate cost - see Appendix.

There are hardly any restrictions on emigration by Western nationals, the cost of passports is moderate and they are issued with little delay - see Appendix.

/NB. Please highlight any comparisons between Allied and Romanian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal of visas.

TABLE I

Degree of difficulty and delay placed by Romania on Romanian applicants for family reunification:

Great: Germany  
Considerable: Canada\*, Netherlands\*\*, UK, US\*  
Moderate: -  
Little: -  
None: -

\* IS interpretation

\*\* Between "Considerable" and "Great" difficulty

TABLE II

Degree of improvement in Romanian performance on family reunification since Helsinki Final Act:

Much: US\*  
Moderate: -  
Little: -  
None: Canada\*, Netherlands  
Worse: Germany, UK

\*IS interpretation

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE III

Number of Romanians granted Allied entry visas to be reunited with their families:

	Canada	Germany	Greece	Netherlands	UK	US*
1st s 1974		2,000				172
2nd s 1974		3,402				131
1st s 1975		1,990		3(5)	5(7)	131
2nd s 1975		1,936			9(13)	814
1st s 1976	approx. 18(95) cases	1,008	4(11)			576

\*Total number of immigrant visas and parolees, of which a high proportion are family reunification cases.

/NB. Please add where possible:

(numbers known to have applied for Romanian exit visas)  
/numbers of known Romanian refusals 7.7

DECLASSIFIED - PUBLICLY DISCLOSED - PBN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

HUMAN CONTACTS

ROMANIA

BI-NATIONAL MARRIAGES

General assessment and summary

The Romanian performance on bi-national marriages is poor, and has grown worse since Helsinki.

The main point of difficulty is the restrictive attitude towards applications for marriage, with frequent delays over months and sometimes years and a considerable number of refusals. There is some variation in the experience of Allies: some have a significant proportion of refusals (e.g. UK 1974-mid-1976 - 14 refusals out of 50) while the United States finds that most are eventually granted. There are a large number of outstanding cases. Once permission to marry is granted exit/entry permits are normally always granted, though with some administrative delay.

Another major difficulty is the pressure put upon the Romanian fiancé(e) to withdraw the application to marry. There is both a vigorous national propaganda campaign and committees to dissuade individual applicants.

After Helsinki all Allies found it more difficult to obtain marriage permissions, though some permissions have been granted especially since mid-1976, largely after long and often high level representations. The dissuasion campaign has considerably intensified since Helsinki.

\*\* \*\*

ISD/140

I. Performance by Romania as regards bi-national marriages

A. Compliance with specific Final Act criteria

- (i) "... will examine favourably ... requests for exit or entry permits ..."

Exit permits

The main difficulty is to obtain permission to marry (see I.A(ii)). Once this is given, it implies permission to leave in principle. A delay of several months may occur between marriage and permission to leave, but this seems due to an overcrowded administrative system and approval is normally given (see Table III).

Normally the Romanian Authorities prefer the marriage to take place in Romania, but exit permits are occasionally issued for marriage abroad (see Table II).

√NB. Is this correct?

Entry permits

The main difficulty is to obtain permission to marry (see I.A(ii)). Once given there is no difficulty about the entry permit (see Table II).

√NB. Is this correct?

- (ii) Family reunification provisions will be applied to: (a) documentation for marriage; (b) documentation for entry/exit visas in order to marry; (c) application for exit permission by couples and minor children after marriage

- "... will deal in a positive and humanitarian spirit ..."

- (a) Marriage permission: The Romanian Authorities are highly restrictive towards applications for bi-national marriages (see Table I). Delays over many months and sometimes years are frequent, and a considerable number of applications are refused. The UK 1974-mid-1976 has been involved in 50

cases, out of which 14 have been refused and 22 have taken more than six months to resolve (one is still outstanding after three years). Germany has had 50 successful applications out of 450 in 1976. The experience of the United States is much better, with most marriages being finally approved.

(b) & (c) Exit/entry permits: (see I.A(i)).

"... deal with applications ... as expeditiously as possible."

(a) Marriage applications: about 8-12 months when considered; worst cases (short of refusal) take up to several years.

(b) Entry applications to marry in Romania:

/NB. No information.7

Exit applications for marriage abroad:

/NB. No information.7

(c) Exit applications after marriage: about 2-6 months.

Fees, re-applications, household and personal effects

/NB. No information. Position as regards exit is presumably the same as for family reunification?7

B. Aspects of performance not mentioned specifically in the Final Act

(i) Application procedures

(a) Marriage: all cases have to go for decision to the Marriage Committee of the Council of State which has a cumbersome procedure.

(b) Entry visas to marry in Romania: /NB. No information.7

ISD/140

-20-

Exit documents to marry abroad: /NB. No information but position is presumably the same as for family reunification?7

(c) Exit documents after marriage:

/NB. No information but position as regards procedure for exit is presumably the same as for family reunification?7

(ii) Discrimination as to country of foreign partner

Easier for socialist countries.

/NB. Is this correct?7

(iii) Discrimination as to sex

/NB. No information.7

## II. Developments in Romania since Final Act

Since Helsinki there has been a tightening up of control of bi-national marriages (see Table IV). The flow of approvals virtually dried up over some of that time, though several countries have managed to obtain some permissions especially since mid-1976, largely after lengthy and often high-level representations (including Head of State visits by France, Luxembourg and the Netherlands). Large numbers of cases are still outstanding. The rate of approval for Germany dropped from three-quarters before Helsinki to one-ninth in the first half of 1976. The United States and the Netherlands also consider that the Romanians are less ready to grant applications than before Helsinki.

The propaganda campaign against foreign marriages has considerably intensified since Helsinki, and the committees to dissuade individual Romanian applicants have been instituted since Helsinki.

## III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of bi-national marriages. Procedures are speedy. Cost of documentation is moderate to low. See Appendix.

TABLES

/NB. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the questionnaire POLADS(76)19 show that the numbers involved in bi-national marriages are in general so small that it is difficult to draw conclusions from statistics regarding the Romanian performance. It is therefore proposed to drop these questions. It is requested, however, that figures should be included where appropriate in this paper to illustrate the trends described in the commentary.

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Romanian performance on bi-national marriages. It is therefore requested that the new Tables I, II and III should be completed (as well as Table IV which is based on information already provided).

TABLE I

Degree of difficulty and delay encountered by couples in concluding bi-national marriages in Romania, (local formalities, procedures, etc.).

Great:

Considerable:

Moderate: /NB. To be completed.

Little:

None:



TABLE II

Degree of difficulty and delay placed by Romania on applications to enter/to exit Romania for purposes of concluding a bi-national marriage:

(a) Foreigners entering to marry Romanian citizens:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

(b) Romanian citizens exiting to marry foreigners:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

TABLE III

Degree of difficulty and delay placed by Romania on applications to enter/to exit Romania in order to permit couples, after bi-national marriages, to settle permanently in the country of permanent residence of one of them:

(a) Foreigners entering to settle in Romania:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

(b) Romanian citizens exiting to settle in country of foreign spouse:

Great:

Considerable:

Moderate: /NB. To be completed.7

Little:

None:

TABLE IV

Degree of improvement in performance by Romania since Helsinki Final Act:

Much:

Moderate:

Little:

None:

Worse:           Germany, Netherlands, UK\*, US\*

\*IS interpretation

HUMAN CONTACTS

ROMANIA

TRAVEL AND TOURISM

(See also separate sections on travel for family meetings, reunification and marriage.)

General assessment and summary

Romanian travellers to the West

The Romanian attitude towards travel and tourism to the West is highly restrictive, and applicants meet considerable to great difficulties and delays. (See Table I.) The position in general has deteriorated since Helsinki. (See Table III.)

Permission for travel and tourism is granted to comparatively few. The situation is somewhat easier for official and professional travel, but very restrictive for group non-official travel and even worse for individual non-official travel. Permission for individual tourism pure and simple is rarely given: an invitation or special purpose has to be proved.

Other major difficulties are:

- (i) currency restrictions;
- (ii) the inability of a family to travel together because of the need to leave behind a "hostage";
- (iii) complex and long procedures.

Since Helsinki some Allies have found that applications have been considered in an even more restrictive manner, especially for tourism. Other Allies have seen a modest rise in numbers.

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

Foreign visitors to Romania

The Romanians welcome and encourage foreign visitors (see Table II). An inhibiting factor is the requirement for each visitor to spend \$10.00 a day; and, to a lesser extent, the decree prohibiting foreigners from living with Romanians except close relatives.

No change since Helsinki.

Since Helsinki the Romanians have pressed still more actively proposals to Western countries to simplify and even reduce visa requirements.

\*\* \*\* \* \* \*

I. Performance by Romania as regards travel and tourism

A. Compliance with specific Final Act criteria

- (i) "... intend to facilitate wider travel ... for personal or professional reasons ... [and] to promote the development of tourism, on an individual or collective basis."

Romanian travellers to the West

Romanians experience very considerable difficulty in obtaining permission to travel abroad, especially on a non-official basis (see Table I). A tourist passport is rarely issued for pure and simple tourism, particularly for individual rather than group tourism: the applicant must show a precise reason for travel or present a letter of invitation. The restrictive regulations for travel and tourism are similar to those described for family meetings, including the need to leave a hostage behind which prevents a family travelling together.

Foreign visitors to Romania

These are welcome (see Table II). It is normally easy to obtain an entry visa and there are few formalities and restrictions within the country.

A restricting factor is the requirement that visitors from hard currency countries should spend a minimum of \$10 a day (unless on official invitation). Moreover foreign visitors cannot stay privately with Romanians except close relatives.

- (ii) "... gradually to simplify and to administer flexibly the procedures for exit and entry /for travel/ ... and the simplification and expediting of necessary formalities relating to /tourism/."

Romanian travellers to the West

Procedures are complex - see Annex.

Length of time for completing exit formalities is considerably longer than in the case of the Allies (usually 2-6 months, when favourably considered, otherwise indefinite) (see Table VI). No evidence of flexibility in favour of applicant (see I.A(i)).

Foreign visitors to Romania

Simple procedure. Entry visa normally issued immediately on point of entry or within a few days at Romanian Embassies. Romania complains that some Allied procedures are more cumbersome (see Table VI).

- (iii) "... to ease regulations concerning movement of /visitors/ ..."

Apart from a small number of restricted security areas, there is free movement anywhere in Romania.

- (iv) "... gradually lower ... fees for visas and official travel documents."

Exit from Romania: moderate fees (see Table VI).

Entry into Romania: /NB. Information conflicting. US - free; UK - £2; FRG - B.fr. 75-100. Is there discrimination? (See Table VI).

- (v) "... agreements ... for the improvement of arrangements to provide consular services, including legal and consular assistance."

/NB. No information.7

(vi) "... religious faiths, institutions ... can ... have contacts and meetings among themselves and exchange information."

/NB. No information.7

(vii) "... encourage the provision of appropriate /tourist/ facilities."

/NB. No information. Facilities good and being further developed?7

(viii) "... co-operate in the development of tourism, in particular ... increase information relating to travel to other countries and to the reception and service of tourists."

Active Romanian tourism promotion in West.

/NB. No information on attitude towards Western Tourism offices and promotion in Romania.7

B. Aspects of performance not mentioned specifically in the Final Act

Romanian travellers to the West

(i) Currency regulations

Onerous restrictions. Daily personal allowance \$2; car petrol allowance per person \$30 or air ticket; maximum currency \$50 per person and journey irrespective of duration. /NB. Is this correct?7

(ii) Access to foreign Embassies by Romanian citizens

/NB. No information.7

(iii) Discrimination by country

Journeys to Warsaw Pact countries generally easier.

(iv) Compulsory payments other than exit document fees

/NB. No information.7

(v) Frequency of travel permits

/NB. No information.7

(vi) Availability to Romanian citizens of information about procedures

/NB. No information.

(vii) Availability to applicants of reason for refusals

/NB. No information.

(viii) Duration of stay abroad

/NB. No information.

Foreign visitors to Romania

Currency regulations

Requirement to spend at least \$10 a day while in Romania (unless on official invitation) can be burdensome.

## II. Developments in Romania since Final Act

The Romanian attitude towards travel and tourism to the West has to some extent hardened further since Helsinki (see Table III). It is reflected in a downward trend in the number of Romanian tourist travellers to some Western countries, though some others have noted a small increase. A similar downward trend however is not evident in the number travelling for professional reasons (lorry drivers, dance and other cultural groups) (see Table V).

The forthcoming attitude towards Western tourists in Romania has not changed since Helsinki.

Even before Helsinki the Romanians pressed certain Western countries for simplified visa formalities, and since Helsinki they have increased pressure with reference to the Final Act and have even proposed visa abolition. See III below for Western proposals in the same field.

## III. Western performance

### Exit from Allied countries

With rare exceptions full freedom to travel abroad. Exit formalities simple and speedy. Cost of travel documents moderate. No change since Helsinki (see Appendix).

ISD/140

-29-

Entry into Allied countries

Allies normally grant visas. Waivers are necessary to US law restricting entry of Communist Party members. Delay in issuing entry visas is somewhat longer than Romania in the case of some but not all Western countries. (See Appendix.)

The UK has proposed to Romania bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons. The US has also made visa simplification proposals to Romania. In both cases there has so far been no response from the Romanians.

/NB. Please highlight any comparisons between Allied and Romanian performance, especially cost and length of time to issue entry/exit documents, and frequency of refusal.7

TABLE I

/NB. To be completed.7

Degree of difficulty and delay placed by Romania on applications by Romanian citizens wishing to travel abroad.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

TABLE II

/NB. To be completed.7

Degree of difficulty and delay placed by Romanian Authorities on applications from Western foreigners wishing to enter Romania for travel and tourism.

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate			
Little			
None			

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE



TABLE III

Degree of improvement in Romanian performance since Helsinki Final Act:

	<u>Travel abroad</u>	<u>Visitors to Romania</u>
Much	-	
Moderate	-	
Little	Greece, US*	/NB. To be completed.7
None	-	
Worse	Germany, Netherlands, UK	
*IS interpretation		

TABLE IV

Number of total Allied visitors to Romania:

	Germany		UK	
	1 + 2	1*	2	
1st s 1974 2nd s 1974	} 250,000	} 484	1,627	
1st s 1975 2nd s 1975	} 200,000	86 71	1,844 2,204	
1st s 1976		95	1,961	

1. Number of tourist visas  
2. Number of non-immigrant visas

\* Includes family meetings, reunification and marriages.

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

TABLE V

Number of visas granted to Romanian citizens by Allies for travel and tourism:

	Germany	Netherlands		UK		US	
	1 + 2	1	2	1	2	1	2
1st s 1974	4,564	603	1,095	} 398	} 1,343	405	1,111
2nd s 1974	4,620	605	1,439			445	708
1st s 1975	3,224	476	959	63	1,346	292	1,135
2nd s 1975	3,734	411	1,422	51	1,843	462	874
1st s 1976	3,492	492	1,614	53	1,456	482	1,375

1. Number of tourist visas
2. Number of non-immigrant visas

/NB. Figures for Germany, Netherlands and UK given here are taken from replies to questionnaire in POLADS(76)19. They seem different from figures given in Belgian paper (distributed in NATO Political Committee, February 1976) for those countries.7

TABLE VI

Cost and length of time for issue of Romanian (a) entry visa  
(b) exit passport and visa

(a) Entry visa

Length of time

Immediate - point of entry  
Few days - Romanian Embassies

Cost

/NB. Conflicting information on cost: US - free, UK - £2. Germany - B.fr. 75-100. Please give correct amount in Lei.7

(b) Exit passport and visa

Length of time

Law states two months but usually up to six months when favourably considered, and indefinite when unfavourably considered.

Cost

/NB. Conflicting information - 100 Lei, 125 Lei, 200 Lei. What is correct?7

(Average Romanian monthly income 2-3,000 Lei.)

DECLASSIFIED - PUBLICLY DISCLOSED - PDN(2012)0003 - DÉCLASSIFIÉ - MISE EN LECTURE PUBLIQUE

Procedures for exit passports and visas from Romania

/NB. Please check, clarify and expand the following information on exit procedures from Romania, particularly any special circumstances applying to Family Meetings, Family Reunification, Bi-national Marriages and Travel and Tourism.7

I General Requirements

Stage I - Preliminary Permission

/NB. This procedure applies to those emigrating from Romania. Is it necessary for all foreign travel?7

Application to local authorities for permission to the local police authorities for permission to apply for exit passport and visa. This is the more difficult stage. Permission is granted only on instructions from the Central Passport Office in Bucharest.

Stage II - Application for passports and visas

Both passports and visas are necessary.

/NB. Not clear if one application or two must be made for passports and visas. If two applications are necessary, please separate requirements for each.7

Application(s) for passports and visas require completion of ten separate forms. Information required includes 7-page questionnaire on applicant's civil, educations, professional, political and legal situation, and information on family to include the circumstances of departures of any abroad.

Application(s) require following documents:

- (i) birth, marriage and death certificates as appropriate;
- (ii) government certification that applicant has never been convicted of political, criminal or other contravention of state law;
- (iii) government certification that applicant has no minor or incapacitated dependents;

---

Average monthly Romanian income is 2-3,000 Lei

ANNEX to  
ISD/140

-33-

- (iv) certificate from local council that applicant has no municipal debts;
- (v) certificate from employer that applicant has no debts and has had no access to secret information.

When passport is ready for issue, applicant(s) must re-submit documents (ii) to (v) above along with certification that gas, electrical, telephone and rent bills have been paid.

Processing Period

There is no general processing period; period varies with each case. Tourist passports and visas can take two to six months to secure, emigration documents can take anywhere from six to twelve months.

Cost of passport and visa

Passport - /NB. Conflicting information - 100 Lei,  
125 Lei, 200 Lei.7

Visa - /NB. No information.7

II. Additional Requirements

(a) Family Meetings

- applicant must prove he has an invitation;
- affidavit of support from host, including undertaking to pay return travel ticket.

(b) Emigration (family reunification)

/NB. As above? Or is special emigrant passport and/or visa required?7

- applicant must seek authorization of local police authorities before proceeding to apply for passport and visa;
- compulsory appearance before Committee of Party or factory for "dissuasion" session;

- /NB. Reimbursement of educational costs?7
  - higher costs of exit documentation /NB.  
Conflicting information on costs - see Family Reunification7.
- (c) Bi-national marriages
- /NB. As for emigration? No information.7
- (d) Travel and Tourism
- letter of invitation from host or other evidence of valid reason to travel abroad.

HUMAN CONTACTS

WESTERN PERFORMANCE

- A. Cost and length of time for issue of family/tourist and business entry visas.

N.B. The information so far available to the International Secretariat is sometimes unclear and rather than set it out below it would seem better to ask that further information be provided under this heading. Individual Allied countries should note any variation in the cost of their visas from country to country in Eastern Europe.

	FAMILY/TOURIST		BUSINESS	
	Cost	Length of time	Cost	Length of time
Belgium				
Canada				
Denmark				
France				
Greece				
Iceland				
Italy				
Luxembourg				
Netherlands				
Norway				
Portugal				
Turkey				
United Kingdom				
United States				

HUMAN CONTACTS

WESTERN PERFORMANCE

Cost and length of time for issue of passports of Allied countries.

/N.B. The information so far available to the International Secretariat is sometimes unclear and rather than set it out below it would seem better to ask that further information be provided under this heading/

	COST	LENGTH OF TIME OF ISSUE
Belgium		
Canada		
Denmark		
France		
Greece		
Iceland		
Italy		
Luxembourg		
Netherlands		
Norway		
Portugal		
Turkey		
United Kingdom		
United States		