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27th July, 1977.

ISD/140(Revised)

To:           Members of the Political Committee

From:         Acting Chairman

PREPARATIONS FOR BELGRADE MEETINGS: HUMAN CONTACTS  
WARSAW PACT COUNTRY PAPERS

I attach a revised text of the country papers describing the degree of compliance by each member country of the Warsaw Pact with the provisions of Human Contacts in Basket III of the Final Act. This text incorporates the comments received from Embassies in Eastern capitals, of those countries which decided to contribute.

2. These comments were very helpful and they have gone a long way towards giving the comprehensive picture we require. However, some gaps, uncertainties and inconsistencies still remain in varying degrees in all country papers, but particularly those on Bulgaria, Romania and the USSR from where co-ordinated replies were not received. Given the importance of the Soviet Union, it is especially desirable to have a thorough and concerted response from Moscow. Moreover, none of the replies to ISD/140 provided the thorough statistical material for the second half of 1976 that we needed for the tables.

3. I would ask those member countries wishing to contribute kindly to instruct their Embassies in Eastern countries to concert together to agree on a text on which all the questions are answered and gaps filled. Statistical information is needed for the second semester of 1976 and the first semester of 1977. It would be very helpful to have one text from each Eastern capital which has been thoroughly checked and completed. There should be no need for any further editing by the International Secretariat.

4. Your attention is also drawn to the need to provide information for the Appendix which deals with two aspects of Western performance in Human Contacts areas.

5. It is suggested that a deadline of 1st September should be set (so that the final version is available to help the Political Committee complete its work on preparations for the Belgrade Main Meeting).

(Signed) T.A.H. SOLESBY

1. The first part of the document discusses the general principles of the law of contract, including the formation of a contract and the obligations of the parties.

2. The second part of the document discusses the specific rules governing the performance of a contract, including the remedies available to the parties in the event of a breach.

3. The third part of the document discusses the specific rules governing the termination of a contract, including the grounds for termination and the consequences of termination.

4. The fourth part of the document discusses the specific rules governing the assignment of a contract, including the requirements for a valid assignment and the effect of an assignment.

5. The fifth part of the document discusses the specific rules governing the subrogation of a contract, including the requirements for a valid subrogation and the effect of a subrogation.

6. The sixth part of the document discusses the specific rules governing the novation of a contract, including the requirements for a valid novation and the effect of a novation.

7. The seventh part of the document discusses the specific rules governing the rescission of a contract, including the grounds for rescission and the consequences of rescission.

8. The eighth part of the document discusses the specific rules governing the annulment of a contract, including the grounds for annulment and the consequences of annulment.

9. The ninth part of the document discusses the specific rules governing the voidness of a contract, including the grounds for voidness and the consequences of voidness.

10. The tenth part of the document discusses the specific rules governing the enforceability of a contract, including the requirements for a valid contract and the consequences of non-enforceability.

10/10

11. The eleventh part of the document discusses the specific rules governing the interpretation of a contract, including the principles of interpretation and the consequences of misinterpretation.

CONTENTS

	<u>Page Nos.</u>
Chapter I: <u>BULGARIA</u>	
Family Meetings	4 - 17
Family Reunification	18 - 29
Binational Marriages	30 - 38
Travel and Tourism	39 - 57
Human Contacts Annex	58 - 65
Chapter II: <u>CZECHOSLOVAKIA</u>	
Family Meetings	66 - 78
Family Reunification	79 - 89
Binational Marriages	90 - 97
Travel and Tourism	98 - 112
Human Contacts Annex	113 - 121
Chapter III: <u>GERMAN DEMOCRATIC REPUBLIC</u>	
Family Meetings	122 - 133
Family Reunification	134 - 144
Binational Marriages	145 - 153
Travel and Tourism	154 - 168
Berlin Annex	169 - 170
Human Contacts Annex	171 - 175
Chapter IV: <u>HUNGARY</u>	
Family Meetings	176 - 186
Family Reunification	187 - 193
Binational Marriages	194 - 199
Travel and Tourism	200 - 214
Human Contacts Annex	215 - 220

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ISD/140(Revised)

-3-

Page Nos.

Chapter V:	POLAND	
	Family Meetings	221 - 232
	Family Reunification	233 - 241
	Binational Marriages	242 - 248
	Travel and Tourism	249 - 260
	Human Contacts Annex	261 - 264
Chapter VI:	RUMANIA	
	Family Meetings	265 - 278
	Family Reunification	279 - 293
	Binational Marriages	294 - 301
	Travel and Tourism	302 - 315
	Human Contacts Annex	316 - 320
Chapter VII:	SOVIET UNION	
	Family Meetings	321 - 331
	Family Reunification	332 - 344
	Binational Marriages	345 - 352
	Travel Tourism	353 - 368
	Human Contacts Annex	369 - 370
APPENDIX:	Western Performance	371 - 374

HUMAN CONTACTS

BULGARIA

FAMILY MEETINGS

General assessment and summary

[NB. This is an IS attempt to reconcile apparently conflicting information.]

To leave Bulgaria on family visits

Until recently there has been major distinction between the treatment of visits to relatives who left Bulgaria "legally" and "illegally". Visits to "legal" emigrants met and still meet little to moderate difficulty and delay. Visits to "illegal" emigrants met great difficulty and delay. This distinction is not now being as clearly maintained (see below).

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";
- (e) working-age people have special difficulty;
- (f) whether or not relative visited has engaged, in Bulgarian view, in anti-Bulgarian activities.

Two other inhibiting factors are the rather high cost of exit documents and the fact that all applications for foreign visas are submitted to the MFA which deals with the Embassies (visits by Bulgarians with pending applications to leave are prohibited by law).

Chapter I  
BULGARIA  
ISD/140(Revised)

-5-

Family Meetings (Contd)

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, namely to visit "legal" emigrants.

To enter Bulgaria on family visits

The same major distinction has been drawn between applications from "legal" and "illegal" emigrants. "Legal" emigrants can enter Bulgaria for family visits with little difficulty and delay. But "illegal" emigrants have been faced with moderate to great difficulties and delay. This situation has improved somewhat since Helsinki.

Since Helsinki there has been little or no improvement as regards family visits to Bulgaria or from Bulgaria. However, since mid-1976 the United States has experienced a small increase in the provision of Bulgarian exit permits for visits to "illegal" emigrants. It appears therefore, that the Bulgarian government is no longer drawing as clear a distinction between cases involving "legal" and "illegal" emigrants. The 1975 Amnesty under which some "illegals" abroad could regularise their standing may be partial reason.

\*\* \*\* \*

Family Meetings (Contd)

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

A. Compliance with specific Final Act criteria

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

The Bulgarian attitude is mixed (see Table I). There is evidence that employees of some Passport Offices discourage applications for travel (implications of harassment), or refuse them very quickly (4 to 10 days) indicating little consideration of case has been done. In not recent past ✓NB. Before Helsinki<sup>7</sup> employers were known to refuse to accept applications.

Until recently treatment has been 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 was and is still encountered. On the other hand, in the case of visits to "illegal" emigrants, great difficulty was met in attempting to obtain exit permission.

Applications were often refused and, when successful, were usually only granted after persistent pressure from Western Embassies.

Since the Amnesty of 1975, however, when some "illegals" were able to regularise their positions, and in particular since mid-1976 (for the US), Bulgaria seems to no longer be drawing a clear distinction between cases involving "legals" and "illegals".

Chapter I  
BULGARIA  
ISD/140(Revised)

-7-

Family Meetings (Contd)

An important additional criterion is whether or not the visited relative has, in Bulgarian view, indulged in any anti-Bulgarian behaviour.

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.

Elderly people have the least difficulty; those of working age (20 to 45) the most.

- (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. [NB. Is this changing for "illegals"??]

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

Priority is sometimes given in "legal" cases but not in "illegal". [NB. Is this changing for "illegals"??]



Family Meetings (Contd)

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

Rather high fees. Same as Travel and Tourism:

Passport application - 20 leva

Passport with visa of up to one month validity -  
10 leva - socialist countries  
60 leva - capitalist countries

Passport with visa of up to one year validity -  
15 leva - socialist countries  
80 leva - capitalist countries

√NB. Some confusion in precise costs - see  
Table VI Travel and Tourism<sup>7</sup>

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

Some evidence of sanctions, but only in very few cases. Certainly fear of sanctions may be an inhibiting factor, especially since employees of some Passport Offices discourage applicants with implication that application would adversely affect job or reputation.

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.

Chapter I  
BULGARIA  
ISD/140(Revised)

-9-

Family Meetings (Contd)

(ii) Frequency of visits

There seems to be no rule on frequency. A few privileged individuals are able to pay more than one visit a year to their families abroad. These families are all "legally" emigrated.

(iii) Acquisition of foreign currency

Unless an affidavit of support is presented an exit visa will not be approved. However, some hard currency is allotted though only enough to attain one's destination. Individuals each are given \$50 to \$100 plus additional \$45 per car if the trip is by automobile. Currency is bought as 70% above the official rate.

(iv) Access to foreign Embassies by Bulgarian citizens

With one exception, access to foreign Embassies is in principle unlimited. In practice, visitors are intimidated by presence of Bulgarian Militia, by tradition, and by the possibility they might be followed and asked questions later.

The one exception concerns Bulgarians who have passport visa applications for any purpose (travel visits, emigration) pending with the authorities. This includes request for foreign visas which must be made through the Consular Department of the MFA and not directly. By July 1974 law these persons may not visit foreign Embassies while their application is being considered unless they first have permission of Consular Department. Embassies were informed of this regulation in January 1975;

Family Meetings (Contd)

apparently they told the MFA they reserved to interview applicants if they needed more details about their request for Western visas.

NB. Is this correct?

(v) Availability to Bulgarian citizens of information about procedures

Officials supply information on request about procedures. Forms have been published in Official Gazette along with rules. NB. Is this in practice good, fair or poor availability?

(vi) Availability to applicants of reason for refusals

Reasons for refusals are not given. Bulgarian applicant may ask for reason, but is not necessarily given answer. Applicant may appeal refusal to Chief of Passport Office or to review board at each Office. If refused again, applicant may appeal to Deputy Minister, Internal Affairs for review of refusal.

Before Helsinki, such appeals were probably quite unusual. Since Helsinki, applicants appear more willing to pursue appeal procedure vigorously.

(vii) Duration of stay abroad

Exit permit: from a few days to two months; in exceptional cases, some months more.

Validity of passport is adapted to circumstances and validity of visa or exit permit and varies case to case, from 3 months to 5 years. Puts definite limit on stay abroad though it can be extended at a Bulgarian Embassy. Is valid for

Chapter I  
BULGARIA  
ISD/140(Revised)

-11-

Family Meetings (Contd)

use abroad only and must be returned to Passport Office of issuance on return (internal identity document is surrendered when picking up passport to ensure travellers comply with this regulation).

(viii) Compulsory payments other than exit document fees

Translation and legalisation of documents in another language. (Such as invitation from abroad, declaration of support - possibly 7 to 10 leva.) (Note also inflated cost of hard currency (iii) above.)

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

A. Compliance with specific Final Act criteria

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

Usually little difficulty for visits by family members who had emigrated "legally" from Bulgaria. In past, moderate to great difficulty for family members who had left Bulgaria "illegally"; this situation has improved somewhat since Helsinki. If allowed into Bulgaria they might have difficulty in leaving though it is unlikely someone with questionable status would try it. (See Table II.)

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

Likely easier to enter from socialist countries but no confirming evidence.

Family Meetings (Contd)

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

At Bulgarian Embassy abroad: 4/6 weeks; at border: immediately. "Illegal" emigrants wishing to return for visit would formerly have waited several months on application, if granted at all; evidence that Bulgaria is no longer applying this distinction as clearly as before. /NB. Effect on time limit?]

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

/NB. No information.]

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

Fees same as Travel and Tourism - Table VI; hard currency equivalents at Embassies abroad

- single entry - 10 leva
- multiple entry - 20 leva
- surcharge of 8 leva for issue of visa at frontier (paid in foreign currency).

- (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

With exception of visitors from Norway and Denmark among Allies (waiver agreement) entry visa required. Simple procedure but special information on

Family Meetings (Contd)

application needed. Visitor who wishes to stay with relative in Bulgaria needs affidavit of support from Bulgarian relative (close relatives only - parents, brothers, sisters). More distant relatives cannot stay with family and must apply as tourists subject to entry visa (see Travel and Tourism).

(ii) Foreign currency regulations

Up until early 1977, there was requirement for all individual tourists to exchange \$10 per day (this excluded "close" relatives staying with Bulgarian families, and group tourists). This requirement included many family visitors who were not "close" relatives and had to stay in hotels as tourists. This requirement has now been generally dropped and so will benefit this latter group of family visitors.

(iii) Frequency of visits

Permission given usually to visit no more than once a year, but there are exceptions, which suggests there is no specific limitation.

(iv) Restrictions on visitors

No geographical restrictions. Some closed areas around military/security installation and near borders.

Family Meetings (Contd)

III. Developments in Bulgaria since Final Act

See Tables III and IV.

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

The US has noticed much improvement in Bulgarian treatment of cases specifically raised by US officials: in February 1977, all but two cases of 1975 list were approved for travel. The US also sees a little improvement in the regular processing of cases. The processing time has been significantly reduced and there has been a substantial increase in the numbers of visits approved. The US cannot make predictions about the longevity of this improved performance, since it seems mainly an effort to show improvement for Belgrade. It is also in part motivated by bilateral considerations.

The US also believes Bulgaria is no longer consistently drawing a distinction between visits to relatives who left Bulgaria "illegally" and to those who left "legally" or prior to 1945. Since about mid-1976, the US Embassy has been issuing visas to Bulgarians to visit "illegals" in the US. The UK and Belgium also see some blurring in the distinction, but not to the extent recorded by the US. (The Amnesty of 1975 [pre-Helsinki?] may be having some effect.) Belgium still finds examples of discrimination against cases involving "illegals". The US and to some extent the UK also see some improvement regarding applications for "illegals" to pay family visits to Bulgaria. Belgium does not.

Chapter I  
BULGARIA  
ISD/140(Revised)

Family Meetings (Contd)

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. The US must seek waiver for former or present members of Bulgarian Communist Party. Otherwise visas issued immediately at no charge. US require affidavit of support for Bulgarian travellers because of limited foreign currency given visitor by Bulgaria.

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.

UK sees its visas cheaper than Bulgaria (£5 as compared to £13.50) issued at point of entry, and little discrepancy in delays for issue. [NB. Please highlight any other 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 (depending on circumstances) [NB. What is average?]
Considerable:	Italy	
Moderate:	Germany, UK	
Little:		
None:		

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Family Meetings (Contd)

TABLE II

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

Great:	Belgium ("illegal")	} US (depending on circumstances) /NB. What is average?/
Considerable:	Italy	
Moderate:	Germany, Netherlands ("illegal" applicants)	
Little:	UK (but if "illegal" applicants, may have difficulty obtaining exit visas at end of stay)	
None:		

TABLE III

Degree of improvement in Bulgarian performance since Helsinki Final Act:

Much:	US (in cases raised by Embassy)
Moderate:	-
Little:	Germany, US, Belgium, Denmark
None:	Italy, Netherlands, UK
Worse:	-

TABLE IV

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

	Belgium**	Denmark	Germany	Italy	Netherlands**	UK	US			
1st s 1974	38	2 1	} 1,345	} c 150	21 23	see total visas				
2nd s 1974										
1st s 1975	44	1 1	} 496 667	} c 150	19 34	Travel & Tourism	96 (Oct-Oct)			
2nd s 1975										
1st s 1976	32	3	546		42		67*			
2nd s 1976								78*		
1st s 1977							47* (Jan-Mar)			

\* "close" families only

\*\* figures have been reduced to reflect family visits to permanently residing families in Belgium and Netherlands

( ) numbers known to have applied for Bulgarian exit visas

[ ] numbers of known Bulgarian refusals

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-17-

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 until recently has been highly restrictive in the case of applications to join relatives who had emigrated "illegally".

Those who wish to join "illegal" emigrants still experience somewhat greater difficulty and delay than others. Their applications are normally refused in the first instance. Since April 1976, however, the United States has achieved significant successes with the settlement of refused cases as a result of Embassy pressure. In 1977 other countries have also registered movement with their outstanding cases.

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 given in connection with "legal" emigrants. ∕NB. "Illegal" emigrants?∕

Some applicants lose jobs, university places and other rights and property from the time of application.

Other difficulties are:

requirement to repay education costs in some cases, the "behaviour" of emigrant family abroad in Bulgarian eyes, long and complex procedures (see below), lack of easily available information about procedures, high cost of emigration documents, and prohibition on access to foreign Embassies while applications are being considered.

Chapter I  
BULGARIA  
ISD/140(Revised)

-19-

Family Reunification (Contd)

Since Helsinki, there has been some change for the better. The United States and to a lesser extent other Allies, have found a more favourable attitude towards reunification with "illegal" emigrants. (This followed a period immediately after Helsinki in which most Allies discerned little or no change, with Canada experiencing a hardening of attitude.) The movement on outstanding cases being registered by most Allies, especially the United States, suggests a concerted effort in advance of Belgrade. The US has noticed a real acceleration in processing of all applications beginning in October 1976, and a simplification of procedures in December resulting in further acceleration. A negative development is the requirement for one Western government to "guarantee" authenticity of invitations. [NB. Apparently only Canada?]

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 ..."

(Bulgarian officials have claimed approval is granted in 70% to 80% of all cases. Of special difficulty are "illegals" abroad but who could be released from this nationality. Bulgarian government reserved right to refuse application involving "illegal" emigrants.)

The applications of those who wish to join "illegal" emigrants are normally refused, though in 1976 and especially in 1977 the United States has achieved some successes after long Embassy pressure in getting eventual approvals. Other Allies have also had some successes in similar cases in 1977.

Family Reunification (Contd)

The applications of those who wish to join "legal" emigrants are normally eventually granted, but usually after one refusal and sometimes only after long pressure. Some unevenness in performance by various Passport Offices throughout Bulgaria.

- (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". [NB. Is this changing for "illegal" cases?]

- (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, usually involving one refusal.

In the case there has been of reunification with "illegal" emigrants: long delay over several years, if granted at all, after many applications. This may be changing. US noticed some alteration in processing of applications beginning in October 1976.

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

Since Bulgarian Government prefers not to recognise existence of emigration, almost all emigrants (family reunification/binational marriages) are issued the Regular Passport issued to tourists and travellers. Cost is same. [NB. Please confirm. Any additional charges?]

Chapter I  
BULGARIA  
ISD/140(Revised)

-21-

Family Reunification (Contd)

Cost: Application - 20 leva

Passport with visa - 10 leva (socialist  
valid up to one countries)  
month 60 leva (capitalist  
countries)

Passport with visa - 15 leva (socialist  
valid up to one countries)  
year 80 leva (capitalist  
countries)

NB. Some confusion over precise costs -  
see Table VI, Travel and Tourism.]

In a few cases, Bulgaria insists an Emigration  
Passport be issued. This involves going through  
the difficult process of renouncing citizenship.

Cost: Authorization for  
loss of citizenship - 20 leva

Authorization for  
Emigration Passport - 5 leva

Passport

(1) for individual - 50 leva (to socialist country)  
150 leva (to capitalist country)

(2) for family - 40 leva (to socialist country)  
250 leva (to capitalist country)

(Decree // 35 of Council of 20th July, 1973)

(Note: Average monthly Bulgarian income - 140 leva)

Family Reunification (Contd)

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

Applications may be renewed but, there is conflicting information how often (Belgium experience is every 6 months, US experience is every year with response due to applicant within 90 days). /NB. What about others?/ A reapplication fee of 5 leva is collected for each renewal.

In addition, refused applicants may appeal to the Passport Office, a Review Board at each Office, or to the Deputy Minister, Internal Affairs. Appeal process being pursued more vigorously since Helsinki.

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

/NB. Further information needed./ Belgium believes it unlikely export of all effects is possible, especially artistic works and icons. Moreover transport fees are high.

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

Normally no problem. Belgium finds an exception in cases involving "illegal" emigrants.

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

/NB. No information on involvement in Family Reunification./ Bulgaria Red Cross is active internationally but as state-organized is not independent.

Chapter I  
BULGARIA  
ISD/140(Revised)

-23-

Family Reunification (Contd)

- (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 time of application, loss of jobs, discrimination in education, and in housing. Sometimes banishment from major cities. 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.

Most applicants for Family Reunification complete applications for Regular Passports since Bulgaria chooses not to recognise those departing Bulgaria as emigrating. In a few cases, Bulgaria insists on issuing Emigrant Passports which are essentially same procedure except that difficult process of applying for release from Bulgarian nationality is required. This concerns [NB. Only?] persons who acquired citizenship subsequent to birth.

Both systems have complex and extensive procedures especially renunciation of citizenship. Providing all the information and supporting documents could be difficult and time-consuming. US noticed some simplification of procedures took place in December 1976. [NB. Details?]

Canada has been asked since Helsinki, to "guarantee" the authenticity of invitations from relatives for family reunification. UK, US and Belgium have not received a similar request.



Family Reunification (Contd)

(ii) Access to foreign Embassies

With one exception, access to foreign Embassies is in principle unlimited. In practice, visitors are intimidated by presence of Bulgarian Militia, by tradition, and by the possibility that they might be followed and asked questions later.

The one exception concerns Bulgarians who have passport visa applications for any purpose (travel visits, emigration) pending with the authorities. This includes requests for foreign visas which must be made through the Consular Department of the MFA and not directly. By July 1974 law these persons may not visit foreign Embassies while their application is being considered unless they first have permission of Consular Department. Embassies were informed of this regulation in January 1975; apparently they told the MFA they reserved to interview applicants if they needed more details about their request for Western visas. [NB. True?]

(iii) Discrimination as to country of destination

No evidence that it is easier to obtain permission to emigrate to socialist countries but proposition seems likely.

[NB. Further comments?]

(iv) Property other than household and personal effects

[NB. No information.]

Chapter I  
BULGARIA  
ISD/140(Revised)

-25-

Family Reunification (Contd)

- (v) Special priority for cases involving solely children

[NB. Limited information.] Only case known is of Bulgarian couple in US since 1968 being refused emigration for two children still in Bulgaria.

Bulgarian authorities have recently taken court steps to deprive parental rights to emigrated parents (trial was to take place in May 1977).

- (vi) Availability to Bulgarian citizens of information about procedures

[NB. Some conflict to resolve.]

Very poor. Difficult even for foreign Embassies to establish procedures (information available earlier to NATO IS). Bulgarian citizens generally uninformed about application procedures and unaware of appeal procedures available to them when passport refused. Apparently employees of state more helpful than before in providing information (US). Passport offices provide lists of documents which must be submitted; procedures are set out in regulations published in Official Gazette. Applicants do not hesitate to employ lawyer when applications refused (Belgium).

- (vii) Availability to applicants of reason for refusals

Generally not available. Regarded as restricted information.

Family Reunification (Contd)

(viii) Compulsory payments other than exit document fees

Requirement to repay education costs appears to be applied selectively. In some cases has been used as threat but not pressed to conclusion when individuals received permission to depart. Certainly not requirement for all emigrants.

[NB. Is there any formula used in cases reimbursement is required?]

Other charges: supplementary fees for translation and legalisation of documents coming from abroad necessary for emigration. Possibly 7 to 10 leva.

II. Developments in Bulgaria since Final Act

Up until the end of 1976 most Allies had found 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 following a decision by President Todor Zuvkov. This development had strong bilateral overtones. On the other hand, Canada had found a hardening of attitudes 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).

Since late 1976, there has been a more positive approach to some Allies, suggesting concerted effort to resolve outstanding cases for Belgrade. Many involve "illegal" families abroad. Canada was informed in February 1977 that 19 cases (25 persons) were being approved. Ten of the cases were on Canadian list; one case rejected until applicant completed military service; final case has been dropped. Germany reports settlement of all

Chapter I  
BULGARIA  
ISD/140(Revised)

-27-

Family Reunification (Contd)

outstanding cases involving ethnic Germans as well as most cases on recent list involving only Bulgarian nationals. France has solved 12 of 17 cases. Bulgaria has promised to solve 4 long outstanding cases with Belgium. Netherlands has also seen some improvement since start of 1977.

US continues to see considerable improvement in Bulgarian performance vis-à-vis its cases. Most of 1975 cases have now received passports and cases since then are being approved, though usually after one refusal. US noted real acceleration in processing beginning in October 1976 and a simplification of procedures in December resulting in further acceleration. NB. What was nature of simplification? Have others noticed same with regard to their cases?

III. Western Performance

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

UK, US, Belgium, 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. US has encountered some delay because sponsors in US have not provided immigration visa, petitions or current affidavit of support for visa issuance.

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.

Family Reunification (Contd)

TABLE I

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

Great:	Denmark, Canada*, Italy, Netherlands, Belgium* ("illegal"), Germany ("illegal")	} US (depending on circumstances) /NB. Average difficulty/
Considerable:		
Moderate:	UK, Germany ("legal")	
Little:		
None:		
*IS interpretation		

TABLE II

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

Much:	US
Moderate:	
Little:	Germany (since start 1977: Canada*, Belgium*, Netherlands)
None:	Italy, Netherlands, UK
Worse:	Canada*
*IS interpretation	

Family Reunification (Contd)

TABLE III

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

	Belgium	Denmark	Germany	Netherlands	UK	US			
1st s 1974	0	1	} 43	6	see total visas	1			
2nd s 1974		0		5		4			
1st s 1975	0	0	32	3	Travel & Tourism	4			
2nd s 1975		0	33	6		2			
1st s 1976	0	1	4	2		4			
2nd s 1976						12			
1st s 1977									

( ) numbers known to have applied for Bulgarian exit visas

[ ] numbers of known Bulgarian refusals

HUMAN CONTACTS

BULGARIA

BINATIONAL MARRIAGES

General assessment and summary

In general the Bulgarians put only moderate difficulties in the way of binational 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 (not demanded in all cases);
- (f) Bulgarian wives are treated much more favourably than Bulgarian husbands: the latter are usually not given exit permission;
- (g) position of family members with regard to Communists or partisans during Second World War (Belgium's experience). NB. For other categories of Human Contacts too?;
- (h) possible "anti-Bulgarian" behaviour of foreign fiancé(e), in Bulgarian eyes.

Chapter I  
BULGARIA  
ISD/140(Revised)

-31-

Binational Marriages (Contd)

If none of these complications apply, permission to marry and leave the country after marriage is normally granted though sometimes with long delays. Each stage is separate and must be pursued in sequence. Some Allies find permission for marriage can be quick; one other finds it can take much longer to receive than for exit after marriage. This does not mean exit naturally follows marriage approval. Each exit case is judged separately "on its merits" as for Family Reunification. If any of the restricting factors apply, there are nearly always long delays and often refusals.

There has been little change since Helsinki. The difficulty with cases involving "illegals" has, with Family Reunification and Family Meetings, lessened. A further new complicating factor is that Bulgaria has tightened documentation requirements to prove eligibility of the foreign partner to marry.

I. Performance by Bulgaria as regards binational 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, possible "anti-Bulgarian"



Binational Marriages (Contd)

behaviour of foreign fiancé, attitude of family to Communists and partisans during World War II. Much more restrictive for Bulgarian husbands of working age who are normally not given exit permission. (1975: one Belgian case.)

∕NB. No information on exit permits in order to marry abroad.∕ Belgium: no cases.

Entry permits

Normally no difficulty. Some Americans have entered simply as tourists without stating marriage as reason for visit. There is one case of Belgian male being repeatedly refused entry to marry beginning 1974. Marriage plans were eventually dropped.

- (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, in some cases (US) they are applied more flexibly in the case of marriage permits than exit permits; in others marriage permission has taken longer than subsequent exit permission (UK). ∕NB. Experience of Allies seems to vary widely on which is more critical and difficult permission to get: marriage or exit afterwards. (See immediately below.) Please clarify.∕

Chapter I  
BULGARIA  
ISD/140(Revised)

Binational Marriages (Contd)

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

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

(a) Marriage applications:

In best cases about three months (US); but long delay from 6 months to 2 years are common (UK) especially when complicating factors exist if granted at all. Longer period permits time to dissuade Bulgarian party.

(b) Entry applications to marry in Bulgaria:

Those who enter as "tourists" can get visa immediately at border. [NB. Those who specify marriage - no information but Belgium case of one reported refusal.]

Exit applications for marriage abroad:

[NB. No information.]

(c) Exit applications after marriage:

Can be submitted only after marriage concluded. At best 3 to 6 months; but sometimes long delays, especially when complicating factors exist if granted at all.

- Fees, reapplications, household and personal effects

Position is the same as for family reunification.

Binational Marriages (Contd)

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

[NB. No information.]

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

(i) Application procedures

(a) Marriage:

Complex and time-consuming, and apparently involves seeking permission from number of authorities. One known authority.

[NB. Perhaps main one?] is local District People's Council. Bulgarian fiancé(e) must submit statutory declaration from foreign fiancé(e) stating that he/she is free to marry, plus statement from appropriate foreign authorities that: (a) Bulgarian marriage would be recognised; (b) that local laws do not favour polygamy; and (c) that marital and legal rights of Bulgarian spouse are guaranteed in foreign country. All translated in Bulgarian. Foreign fiancé(e) must undergo medical examination in Bulgaria.

[NB. Further information/clarification?]

(b) Entry visas to marry in Bulgaria:

[NB. No information.]

Exit documents to marry abroad:

[NB. No information.]

Chapter I  
BULGARIA  
ISD/140(Revised)

Binational Marriages (Contd)

(c) Exit documents after marriage:

Position is the same as for family reunification.

(ii) Discrimination as to country of foreign partner

Belgium thinks likely to be easier for citizens of socialist countries to marry Bulgarians. UK has no experience. [NB. Others?]

(iii) Discrimination as to sex

Bulgarian wives normally receive permission to exit, though with some delay. Bulgarian husbands are not usually given exit permission if they are working and/or military service age. They apparently also have some greater difficulty getting marriage 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. Belgium has seen a little improvement since late 1976. The US, too, has seen a recent slight improvement: a case initially refused was approved three days later following threats by an influential US husband to make an issue in Congress.

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. [NB. UK has no information confirming this. What is the experience of others?]

Binational Marriages (Contd)

III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of binational marriages. Procedures are speedy. Cost of documentation is moderate to low. US must seek waivers for members or former members of Bulgarian Communist Party.

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 binational 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 binational marriages. It is therefore requested that Tables I, II, III and Table IV should be completed.<sup>7</sup>

Chapter I  
BULGARIA  
ISD/140(Revised)

-37-

Binational Marriages (Contd)

TABLE I

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

Great:

Considerable: US

Moderate: US, Belgium\* ∕NB. To be completed.∕

Little:

None:

\*IS interpretation

TABLE II

Degree of difficulty and delay placed by Bulgaria on applications to enter/to exit Bulgaria for purposes of concluding a binational marriage.

(a) Foreigners entering to marry Bulgarian citizens:

Great:

Considerable:

Moderate: ∕NB. To be completed.∕

Little: US

None: UK

(b) Bulgarian citizens exiting to marry foreigners:

Great:

Considerable:

Moderate: UK (estimate) ∕NB. To be completed.∕

Little:

None:

No experience: US, UK

Binational Marriages (Contd)

TABLE III

Degree of difficulty and delay placed by Bulgaria on applications to enter/exit Bulgaria in order to permit couples, after binational 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./

None: UK (woman)

No experience: US, UK (with men)

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

Great: UK (men), Belgium (men)\*

Considerable: } US (women  
Moderate: /NB. To be completed./ } only)

Little: UK (women), Belgium (women)\*

None:

\*IS interpretation

TABLE IV

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

Much: -

Considerable: Netherlands (marriages)

Little: Germany, Belgium, US

None: Italy, Netherlands (exit), UK

Worse: -

HUMAN CONTACTS

BULGARIA

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Family Reunification and Binational Marriages.)

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 states 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.

Additional deterrents are the quite high cost of the Bulgarian passport, the prohibition on access to foreign Embassies by Bulgarian citizens with passport/visa applications pending (by law, foreign visas are to be secured by the Consular Department of the MFA from foreign Embassies), the very restricted availability of foreign currency, the high cost of air fares originating in Bulgaria, and the complex application procedures.



Chapter I  
BULGARIA  
ISD/140(Revised)

-40-

Travel and Tourism (Contd)

Foreign travellers to Bulgaria

Foreign travel and tourism in Bulgaria is easy. The entry visa procedure is simple, quick and there is no visa fee (no visas for group tourism) or reasonable charge (private tourists going to Embassies). Charges for visa issue at border, however, are a bit high. Movement within the country is free except for certain frontier and military areas.

Until early 1977, when it was abolished, the requirement on private tourists (groups, tours and family visitors were excluded) to exchange \$10 per day was probably burdensome and must have, to some extent, restricted the growth of foreign visitors.

The contrast in attitude is reflected in the gap between the large number of Western travellers to Bulgaria and the small numbers of Bulgarian travellers to Western countries.

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

One recent (1977) positive move has been the dropping of the compulsory exchange requirement of \$10 per day to which individual tourists had previously been subject (family visitors, groups, tourists had been exempt).

This will in part offset the negative step taken by Bulgaria in November 1975 when the preferential tourist exchange rates for non-socialist currencies were dropped, making tourism to Bulgaria about 25% more expensive. Tourist figures almost levelled off in 1976 after some years of significant growth.

Travel and Tourism (Contd)

Bulgaria has proposed entry visa abolition or simplification agreements covering all kinds of travellers to several Western countries. It has also rejected a US proposal on reducing or abolishing visa fees, and given no response to a UK proposal on certain improvements.

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. As of early 1977, there is a tougher regulation stipulating that official trips abroad for any year must be submitted for approval by 1st August of the previous year. [NB. From Belgium. Further information or elaboration of the difficulties?] 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.)

Chapter I  
BULGARIA  
ISD/140(Revised)

Travel and Tourism (Contd)

Foreign visitors to Bulgaria

These are welcome as source of foreign currency. It is normally easy to obtain an entry visa and there are few formalities and restrictions within the country. (Table II.)

It is not necessarily more difficult for ex-emigrants to enter, though in some cases, e.g. involving "illegal" emigrants, these persons may have trouble leaving and would want assurances from Bulgaria before entering. While welcome, travellers are still strictly controlled: hotel registration, deposit of passport at hotel during stay, requirement to stay at hotels or lodging arrange by "Balkantourist".

- (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 to 2 months; in other cases: consideration of many applications over period up to several years.

Exit permits must be used within 4 months of issuance. If not, both permit and passport lapse, and reapplication is necessary.

Travel and Tourism (Contd)

Foreign visitors to Bulgaria

Bulgaria unilaterally applies a visa-free régime to tourists from all countries who enter Bulgaria using the facilities of the Bulgarian agency "Balkantourist".

Tourists who enter Bulgaria as individuals or without "Balkantourist" affiliation, and other travellers (including family visitors) require a visa, issued at a Bulgarian Embassy, or at the border.

Bulgaria has some visa-waiver agreements covering more than just group tourists with some Western countries (e.g. Norway, Denmark, Sweden. NB. Any others?7).

When visas necessary, simple procedure. Although tourist entry visas can be issued immediately at the border post, a supplementary fee is charged. Entry visas issued through Embassies normally can take from 10 days to 4 weeks, but up to 6. This may be function of irregular diplomatic pouch as much as anything. (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.

Chapter I  
BULGARIA  
ISD/140(Revised)

Travel and Tourism (Contd)

- (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 (tourist groups, package tours, nationals of countries with waiver agreements), reasonable cost (at Embassies) or higher (at borders). (See Table VI.)

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

US/Bulgarian Consular Convention (1974);  
Belgium/Bulgarian Consular Agreement  
(18th December, 1976).

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

[NB. Conflicting information.] Yes (UK); very little contact up to now (Belgium).

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

Facilities are good for group tourists, less good for individual tourists. Something to be desired in numerous cases. Bulgaria is investing much money in facilities.

Travel and Tourism (Contd)

- (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 ..."

For UK, Bulgarians have shown willingness to co-operate in tourism and proposed official agreement on tourism with UK in 1976. However, Belgium notes little exchange or co-operation in tourism towards West.

Although there are no restrictions on opening offices or promoting tourism, lack of foreign currency given Bulgarians means there is little interest among Western tourist agencies in doing so in Bulgaria. Moreover, probably little possibility of working independently since all must be done in collaboration with "Balkantourist".

As for Western airlines, some have offices in Bulgaria but they are not permitted to sell tickets for journeys originating in Bulgaria. Bulgarian citizens able to pay in Bulgarian leva for flights abroad must use East European airline.

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

Bulgarian travellers to the West

(i) Currency regulations

A currency allotment from \$50 to \$100 per person for tourists and additional \$45 per car when travel is by automobile. Exchange rate is 70% above official price. This is so little that tourist visits

Chapter I  
BULGARIA  
ISD/140(Revised)

-45-

Travel and Tourism (Contd)

are virtually impossible to most Western countries for any period of time. Therefore Bulgarians require affidavit of support from Western friend or relative before they approve visa.

(ii) Access to foreign Embassies by Bulgarian citizens

With one exception, access to foreign Embassies is in principle unlimited. In practice, visitors are intimidated by presence of Bulgarian Militia, by tradition, and by the possibility they might be followed and asked questions later.

The one exception concerns Bulgarians who have passport visa applications for any purpose (travel visits, emigration) pending with the authorities. This includes requests for foreign visas which must be made through the Consular Department of the MFA and not directly.

By July 1974 law these persons may not visit foreign Embassies while their application is being considered unless they first have permission of Consular Department. Embassies were informed of this regulation in January 1975; apparently they told the MFA they reserved to interview applicants if they needed more details about their request for Western visas. /NB. Is this true?7

Travel and Tourism (Contd)

(iii) Discrimination by country

It is easier to travel to socialist countries than the West. A very large percentage of Bulgarians travelling abroad go to socialist countries.

(iv) Availability to Bulgarian citizens of information about procedures

Officials supply information on request about procedures. Forms have been published in Official Gazette along with rules. [NB. Is this in practice good, fair or poor availability?]

(v) Availability to applicants of reasons for refusals

Reasons for refusals are not given. Bulgarian applicant may ask for reason, but is not necessarily given answer. Applicant may appeal refusal to Chief of Passport Office or to review board at each office. If refused again, applicant may appeal to Deputy Minister, Internal Affairs for review of refusal.

Before Helsinki, such appeals were probably quite unusual. Since Helsinki, applicants appear more willing to pursue appeal procedure vigorously.

(vi) Duration of stay abroad

Exit permit: from a very few days to two months; in exceptional cases, some months more.

Validity of passport is adapted to circumstances and validity of visa or exit permit and varies case to case, from 3 months to 5 years. Puts definite limit on stay abroad though it can be extended at a

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Chapter I  
BULGARIA  
ISD/140(Revised)

-48-

Travel and Tourism (Contd)

Bulgarian Embassy. Is valid for use abroad only and must be returned to Passport Office of issuance on return (internal identity document is surrendered when picking up passport to ensure travellers comply with this regulation).

(vii) Frequency of travel permits

There seems to be no rule on frequency. Some privileged individuals receive permission to travel abroad more than once a year.

(viii) Compulsory payments other than exit document fees

Translation and legalisation of documents in another language. (Such as invitation from abroad, declaration of support - possibly 7 to 10 leva.) (Note also inflated cost of hard currency (iii) above.)

Foreign visitors to Bulgaria

Currency regulations

Up to early 1977, there was requirement to spend at least \$10 a day for individual tourists while in Bulgaria. Group tourists were exempted.

This requirement has now been dropped.

II. Developments in Bulgaria since Final Act

There has been little or no change since Helsinki (Table III) (but see third paragraph below). There has been slight increase in group tourism to some Western countries.

Travel and Tourism (Contd)

In November 1975 Bulgarian authorities took the step of abolishing the preferential tourist exchange rates on non-socialist currencies. This made tourism and travel in Bulgaria about 25% more expensive. Tourist figures in 1976 almost levelled off after a strong rising trend in previous years.

NB. The following needs clarification: in January 1976 according to US report, Bulgaria ended the previous visa-free régime for tourists from all but Warsaw Pact countries. This was included in the first draft of ISD/140 for Bulgaria. Subsequent reports indicate this did not happen. But did something else? Is it possible that Bulgaria did take the step of making visas necessary for individual tourists from non-Pact countries, keeping the visa-free régime for group tourism arranged through the Bulgarian agency "Balkantourist"?7

In early 1977 Bulgaria became the first COMECON country to abolish the compulsory exchange requirement for visitors. As a result private tourists no longer have to exchange \$10 per day. (Table III was completed before this development: some "little" improvement might now be in order.)

Bulgaria has expressed interest to several Western countries in the complete abolition of entry visa requirements or simplification of procedures on basis of reciprocity. See III below for Bulgarian reaction to certain Allied proposals.

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.)

Chapter I  
BULGARIA  
ISD/140(Revised)

-50-

Travel and Tourism (Contd)

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. This takes minimum 3/4 days and if not applied well enough in advance a telegram fee of \$5 is charged. In addition, because \$100 per day given to Bulgarian citizens by Bulgaria is inadequate for travel to US, an affidavit of support from US friend or relative is necessary to get US entry visa. This is no loss of time since Bulgarians ask for same affidavit. Unlike Bulgaria, in some Western countries entry visas are not immediately available at the frontier. 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. Bulgaria has replied negatively to US proposals to reduce or abolish visa fees.

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Travel and Tourism (Contd)

<u>TABLE I</u>			
[NB. To be completed.]			
Degree of difficulty and delay placed by Bulgaria on applications by Bulgarian citizens wishing to travel abroad.			
	Professional	Group tourism	Individual private travel and tourism
Great			
Considerable			Belgium, US, UK
Moderate			
Little	Belgium	Belgium, US, UK	
None	US, UK		

<u>TABLE II</u>			
[NB. To be completed.]			
Degree of difficulty and delay placed by Bulgarian authorities on applications from Western foreigners wishing to enter Bulgaria			
	Professional	Group tourism	Individual private travel and tourism
Great			
Considerable			
Moderate			
Little	US	US	US
None	UK, Belgium	UK, Belgium	UK, Belgium

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

Chapter I  
BULGARIA  
ISD/140(Revised)

-52-

Travel and Tourism (Contd)

TABLE III

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

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

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Travel and Tourism (Contd)

TABLE IV

Number of Allied visitors to Bulgaria

	Belgium 1 + 2	Italy 1 + 2	Netherlands 1 + 2	UK 1 + 2	US 1 + 2			
1st s 1974 2nd s 1974	} 14,972*	} 38,372	Travel 5,383		not			
1st s 1975 2nd s 1975	} 17,850*	} 43,074	Tourist 677	} 74,911*	avail-			
1st s 1976 2nd s 1976	) 14,930* ) (1)				able			
1. Number of tourist visas								
2. Number of non-immigrant visas								
* Bulgarian statistics								
(1) 11,421 stayed more than 48 hours								

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

-53-

-53-

Chapter I  
BULGARIA  
ISD/140(Revised)

Travel and Tourism (Contd)

<u>TABLE V</u>										
Number of visas granted to Bulgarians by Allied countries for travel and tourism:										
	Belgium		Germany	Italy	Netherlands		Turkey	UK	US	
	1	2	1 + 2	1 + 2	1	2	1 + 2	1	1*	2
1st s 1974	325	1,208	} 3,680	} c 10,000	153	834	2,000	} 1,792	194	162
2nd s 1974					113	1,531	1,998		103	252
1st s 1975	269	1,353	1,452	} c 13,731	98	1,412	2,149	} 2,194	90	140
2nd s 1975			2,370		144	756	2,376		133	285
1st s 1976	381	807	1,920		169	860		901	130	151
2nd s 1976				118	114					
1. Number of tourist visas 2. Number of other non-immigrant visas * Tourist visas include a high proportion of family visits										

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

-54-

-54-

TABLE VI

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

(a) Entry visa

Note: As result of agreements, persons from Norway and Denmark visiting less than 90 days do not require visas. In addition, Bulgaria unilaterally applies visa-free régime for tourists (usually group tours) visiting Bulgaria from 24 hours to 2 months who make arrangements through "Balkantourist" agency.

Length of time

Some variation. Depends on where visa is requested, at the frontier or at Embassies abroad. In latter case, delay may depend on frequency and speed of diplomatic pouch. Also depends on type of visit being made.

(a) at Embassies:

tourist/businessmen - 10 days to 2 weeks in most cases; 4 weeks for stays longer than 3 months; in some cases, depending on circumstances, up to 6 weeks.

family visits - 4 to 6 weeks

diplomatic visas - 1 day

diplomatic/service visas for assignments - 3 to 6 weeks

(b) at frontier: immediately

Cost of visa

Cost at Embassies abroad based on appropriate local currency equivalents of tariff schedule published 13th September, 1976 in State Gazette:

- |     |                |            |                          |
|-----|----------------|------------|--------------------------|
| (1) | single entry   | - 10 leva* | ) tourists, businessmen, |
| (2) | multiple entry | - 20 leva  | ) family visitors        |
| (3) | single transit | - 5 leva   |                          |
| (4) | double transit | - 10 leva  |                          |

\* e.g., £5, \$10, B.fr. 400



Chapter I  
BULGARIA  
ISD/140(Revised)

-56-

Travel and Tourism (Contd)

TABLE VI  
(Contd)

Cost of visa at frontier is as above with surcharge of 8 leva.

[NB. There seems some inconsistency here, since UK reports high charge of £13.50 for entry visa at border which should cost 18 leva (about £9). Moreover, US reports some visitors are charged \$20 at border for entry visa, while others are charged nothing! Belgium, Italy and Netherlands prices follow proper equivalents for issue of visas at Embassies and at frontier. Please clarify.]

(b) Exit passport and visas

Length of time

Officially sponsored business or group tourism, some emergency cases: a few days.

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

Cost

Application form: 20 leva

Passport: different costs for different validities of passport and between socialist countries and non-socialist countries (Decree No. 35, 20th July, 1973):

(1) with visa\* valid for up to one [up to 6] months:

[11] 10 leva (socialist countries)

[65] 60 leva (capitalist countries)

(2) with visa\* valid for up to one year:

[16] 15 leva (socialist countries)

[85] 80 leva (capitalist countries)

[NB. Conflicting information comes from same source - Belgium; please clarify.]

TABLE VI  
(Contd)

(Passport fee includes necessary exit visa.)

Replacement of lost passport: same fee plus fine.

∟NB. Confirmation needed.∟

\*∟NB. Presume validity is for visa, since elsewhere it has been reported passport validities are not less than 3 months.∟

- Note: (1) Average monthly income in Bulgaria: 140 leva.  
(2) US \$1 = .956 leva at tourist/official rate.  
25th April, 1977

HUMAN CONTACTS ANNEX

BULGARIA

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM  
BULGARIA BY BULGARIANS

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

I. General requirements

Travel documents required

For travel and tourism and family meetings, both passport and exit visa are required. They are applied for at the same time on the same application.

Individuals may not apply in person to foreign Embassies for visas. This is done by Bulgarian authorities on their behalf. The exit visa is inserted into the passport when all necessary foreign visas are secured, and then issued to the applicant.

Bulgarian citizens must turn in their passports immediately on return from abroad. Failure to do so is punishable by a fine. Authorities confiscate internal identity documents of those to whom they issue passports in order to help enforce this regulation. Passports valid for travel are not valid internal identity documents.

Emigrants are normally issued the regular Bulgarian passport. There are cases, however, where Bulgaria insists that the emigrant be issued an emigration passport (see II(c) below).

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Note: (1) Average monthly Bulgarian income: 140 leva  
(2) US \$1 = .956 leva at tourist/official rate,  
25th April, 1977

Chapter I  
BULGARIA  
ISD/140(Revised)

Travel to Eastern countries requires a different passport (or travel document) than the passport issued for travel to Western countries. It is used in conjunction with an identity card.

A. Acquisition of regular passport and visa valid for travel to Western countries

Passports are issued with a duration of from 3 months to 5 years, depending on the circumstances of the stay abroad.

Geographical limitations are placed in passports, such as making them valid for the country of destination and those in transit.

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;
- 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;
- certification 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 (all applicants).

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 is not stamped in passport until foreign visas secured.

Chapter I  
BULGARIA  
ISD/140(Revised)

-61-

Processing time

Depends on case:

- private travel and tourism: 1-2 months when considered sympathetically; in other cases periods of up to several years;
- officially sponsored business or group tourism, some emergency cases: a few days;
- for family meetings: 4-6 weeks; longer, if at all, to visit "illegal" emigrants;
- when used for permanent departure:
  - (a) family reunification: several weeks for reunification with "legal" emigrants; years, if at all, for cases involving "illegal" emigrants;
  - (b) following binational marriages: 3-6 months, possibly years, if at all, in difficult cases.

Cost of passport

- permission of Ministry of Justice: 20 leva;
- passport and visa: depends on validity
  - (i) valid for up to one month = 60 leva;
  - (ii) with visa valid for up to one year = 80 leva.

[NB. Some conflict as to exact prices. See Table VI  
Travel and Tourism and correct if necessary.]

(passport includes necessary exit visa)

Replacement of lost passport: same fees as above plus fine.

[NB. Please confirm.]

[NB. Is there an additional charge, or different fee structure, when regular passport is issued to emigrants?]

Acquisition of foreign currency

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

Tourists are allotted from \$50-100 per person in foreign currency plus \$45 per car if voyage is made by automobile. Purchase price is 70% higher than official rate.

B. Acquisition of passport and visa valid for social countries (including Yugoslavia)

Application procedures are same as for passports to capitalist countries except that permission from Ministry of Justice is not needed. Permission of Bulgarian police, however, is required.

Passport is more of character of a special travel document than passport. It can be used with identity card.

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: on customs control list of personal belongings must be prepared and seen by customs officials on departure. This is to avoid payment of customs duties upon re-entering.

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

Processing time

[NB. No precise information.] less time than for issuing passport for capitalist countries. In addition, there are fewer documents to collect in advance of making application.

Chapter I  
BULGARIA  
ISD/140(Revised)

-63-

Cost

Application form: 20 leva

Passport and visa: depending on validity:

- (i) with visa valid up to one month - 10 leva
- (ii) with visa valid for up to one year - 15 leva.

NB. Some conflict as to precise figures. See Table VI  
Travel and Tourism and correct if necessary.7

Replacement of lost passport: same fee as above plus  
fine.

NB. Please confirm.7

(passport fee includes necessary exit visa.)

Additional costs

Those travelling with "declaration" of support from  
hosts pay tax of 8 leva.

Those travelling without a declaration of support from  
the host pay a tax of 18 leva.

II. Additional requirements

A. Family meetings

As stated above, affidavit of support from hosts is  
essential. (New requirement, apparently for Canada only, to  
"guarantee" invitations from relatives in reunification cases  
does not apply to family meetings.)

B. Emigration (family reunification)

Persons emigrating from Bulgaria are normally issued  
regular passports. (Bulgarian government has told US Embassies  
it will issue regular passports to emigrants as it does not  
recognise any of those individuals departing as emigrating.)



- 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;
- recent requirement, apparently for Canada only, to "guarantee" authenticity of invitations from relatives applies. (UK, US, Belgium - No.) [NB. Others?]
- in a few cases when issued, it has [NB. Only?] involved persons who have acquired Bulgarian citizenship subsequent to birth;
- procedure is largely the same as for regular passport [NB. Please confirm?], except that authority must be arranged from Ministry of Justice for applicant to renounce citizenship. This is apparently complicated procedure and very difficult to obtain. [NB. According to US, it is in practical terms, impossible procedure to complete. If this is so, why does US report Bulgaria insists on issuing it in some cases?]
- emigration passport is good for exit only from Bulgaria.

Processing time

[NB. No information?] presumably renunciation of citizenship can be time-consuming.

Cost

Application form - 5 leva. Authority from Ministry of Justice to renounce citizenship - 20 leva.

Passport:

- (i) for individual - 50 leva (to socialist countries)  
150 leva (to capitalist countries)

Chapter I  
BULGARIA  
ISD/140(Revised)

-65-

- (ii) for family - 70 leva (to socialist countries)  
250 leva (to capitalist countries)

(Decree No. 35 of Council of Ministers, 20th July, 1973)

C. Binational marriages

Same procedures apply as for family reunification.

D. Travel and Tourism

Tourists need not have affidavit of support.

NB. This is in some conflict with US experience that declaration is required by Bulgaria<sup>7</sup>, but can have up to \$100 in foreign currency. Tourists must have a declaration stating where they will stay in Western countries.

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. (An amnesty measure for 1968/69 refugees now under consideration could improve the treatment of cases involving "illegal" emigrants.)

Other major restrictions are:

- (a) the need for close family relationship (visits to e.g. cousins are frequently refused and trip must be made as "tourist" with obligation to apply for foreign currency);
- (b) applications supported by an affidavit of support from the hosts have a much greater chance of success (it is very difficult to obtain foreign currency).

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Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-67-

Family Meetings (Contd)

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 at least \$5 a day could be somewhat burdensome in some cases.

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 mainly concerned are pensioners wishing to visit children who had left "illegally", but since late 1976 permission has also been occasionally granted to other categories of relatives with family "illegally" abroad. There are also a few cases of permission being given for visits to more distant relatives without the difficult-to-obtain foreign currency allocation usually necessary in such circumstances. So far these are exceptional cases, indicating a more flexible application of existing regulations rather than a fundamental change in policy.

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

Family Meetings (Contd)

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 since Helsinki (see III below).

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.

Everyone must 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, and it is much more difficult to obtain the hard currency necessary for trips to the West.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-67-

Family Meetings (Contd)

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

Processing period for obtaining exit documents depends on who the traveller is, but 3 to 4 weeks appears to be the usual waiting time. Sometimes one month is necessary for obtaining a passport and a further 2 weeks to get an exit permit.

(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. In US experience it is seldom given.

(v) "... fees for official travel documents and visas are acceptable ..." (Same as Travel and Tourism)

The fees consist of Czechoslovakian crowns (Kcs) 10 for the passport, plus Kcs 10 for the compulsory stamp entitling one to visit socialist countries only, plus another Kcs 10 for an exit visa valid for a non-socialist country, i.e. Kcs 30 in all. (Note: monthly income is Kcs 2,400.)

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

There are no obvious penalties, apart from need to leave behind a family "hostage".

Family Meetings (Contd)

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

Depends on ability to pull strings. People visiting relations and not requiring hard currency may do so once a year. For other visitors, preference in allocating currency is given to those who have not been in the West during previous 3 years. But only a minority of applicants each year get hard currency allocation (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.)

If "close" relatives abroad are not prepared to pay for entire trip (and almost always in the case of more distant relatives e.g. cousin), a visa request

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-71-

Family Meetings (Contd)

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 crowns (Kcs) for trips of 4 days or less; Kcs 300 for trips over 4 days long. (For trips to Eastern countries the foreign currency allocation fee is Kcs 50.)

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. to acquire US dollars, US \$1 = Kcs 23 or B.fr. 164.32), i.e. five times the official rate.

(iv) Access to foreign Embassies by Czechoslovaks

Normally unimpeded. However there is form of intimidation in that visits cannot be made during working hours to most major Embassies without police guards taking note.

(v) Availability to Czechoslovaks of information about procedures

Information available.



Family Meetings (Contd)

(vi) Availability to applicants of reasons for refusals

Not usually available. Usual method of refusal is to hear nothing about one's hard currency application by the end of March (applications must be submitted in January; see Annex). Otherwise one is told visit is "not in accordance with state interests". Applicant can usually guess the real reason, which normally involves "illegal" emigrants or suspicion that applicant would defect.

(vii) Duration of stay abroad

For family visits, up to one month in Europe; and longer elsewhere and if one is pensioner.

NB. Longer than for Travel and Tourism:  
I.B(vi)? Confirm.7

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.)

Family Meetings (Contd)

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

Easier for visitors from socialist countries. With many there are visa abolition agreements. Visitors need register with police within 28 days, compared to 2 days for Western visitors.

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

Same as for tourists, usually about 2 working days. However applications from former Czechoslovakian citizens require additional questionnaire; they are referred to Prague and processing can take up to two weeks.

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

There is evidence that urgent cases are not accorded priority treatment. [NB, Further confirmation possible?]

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

Same as for tourists. Visa applications can be made by post or at any Czechoslovakian mission over-the-counter.

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

- (i) Application procedures

See II.A(iii) and (v) above. In order to qualify for a family visit visa [NB. Special application form?], one requires an invitation from a parent, child, brother or sister, who is

Family Meetings (Contd)

earning enough money to support the visitor (on this last point see (ii) immediately below). [NB. Any further information?]

(ii) Foreign currency regulations

All travellers to Czechoslovakia must purchase a certain amount of Czechoslovakian currency daily. The amount for those having family visit visas is one-half that for ordinary tourists: US \$5 (an increase from \$3.50 since Helsinki). This could be somewhat burdensome in some cases. In addition, those applying for family visit visas must have a certified invitation from a parent, child, brother, or sister, who is earning enough money to support the visitor. A pension is adequate, but a child without income cannot qualify as a "host".

(iii) Frequency of visits

Unlimited.

(iv) Restrictions on visitors

No closed areas. Non-socialist visitors must register with local police within 2 days.

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.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-75-

Family Meetings (Contd)

The main small improvement has been the granting of exit permission in a few cases to pensioners visiting children who had left Czechoslovakia "illegally" and, since late 1976, occasionally to other categories of relatives. Such permission was almost never given before Helsinki, and is still widely denied to brothers and sisters and working-age parents of "illegal" emigrants.

(Family meetings may be greatly facilitated by an amnesty to post-1968 refugees now being considered (June 1977) by the Czechoslovak government. Should these people no longer be considered "illegally" abroad, most would be able to obtain entry visas, and many more of their relations in Czechoslovakia would be able to visit them.)

The US has noted that as of late 1976, a very few Czechoslovakians have obtained permission to visit more distant relatives "legally" in the United States solely on the basis of invitation and without the difficult-to-obtain hard currency allotment generally required for visits to other than immediate family.

In addition Embassy representations have resulted in successful reconsideration of some outstanding applications for entry visas (US - 12 out of 21 cases in 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).

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Family Meetings (Contd)

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, UK and US: no application refused. Applicants for US visas needing waivers, i.e. Communist Party members, may wait 4-5 weeks unless they pay special fee to expedite waiver. Most others obtain visa immediately. See Appendix for cost and length of time for issue of Western 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.

There can be few instances where NATO countries have refused visas for family visits. Although average time for issuing entry visas by NATO countries is about 7 working days, and by Czechoslovakia only 2 working days (it can be longer for former Czechoslovakian citizens). NATO countries have easy procedures for obtaining exit documents, whereas Czechoslovakian procedures, including currency application, usually takes months.

[NB. Please highlight any other comparisons between Allied and Czechoslovak performance, especially frequency of refusal of visas.]

Chapter II  
CZECHOSLOVAKIA  
ISD/150(Revised)

-77-

Family Meetings (Contd)

TABLE I

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

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

\*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 recent "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: Denmark, UK, Italy, US  
None: -  
Worse: -

Family Meetings (Contd)

<u>TABLE IV</u>								
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			
2nd s 1976								
1st s 1977								
<p>* These are tourist visa statistics, of which one can assume a constantly high percentage are in the family visit category</p> <p>(1) numbers known to have applied for Czechoslovakian exit visas</p> <p>[ ] numbers of known Czechoslovakian refusals</p>								

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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 almost always 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. (An amnesty measure for 1968/69 refugees now under consideration could improve the treatment of cases involving "illegal" emigrants.) 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;



Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-80-

Family Reunification (Contd)

- (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;
- (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 must pay a 3% customs tax on exported property and have to surrender all other financial and real estate resources.

There has been little if any general improvement in the Czechoslovakian performance since Helsinki. An important small step forward has been the apparent high level decision to resolve outstanding cases involving children whose parents left Czechoslovakia "illegally". [NB. Many still unresolved] There have been some hints that a similarly forthcoming attitude might be taken before Belgrade towards adult cases involving "illegal" emigrants. Otherwise the picture is one of no change in fundamental policy on family reunification.

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, though since late 1976 there has been some progress in cases involving solely children. (Table I)

Family Reunification (Contd)

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."

There are many cases where the urgency criterion has clearly not been applied. There is no real difference between urgent and non-urgent cases.

- (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 two to six months.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

Family Reunification (Contd)

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

Fees involved in obtaining exit documents (passport with emigration visa) are:

- (a) Kcs 20 for passport and emigration visa application forms;
- (b) Kcs 44 for Notary's no-impediment certificate;
- (c) Kcs 20 for tax certificate;
- (d) Kcs 20 for National Committee (local council) certificate;
- (e) Kcs 6 for certificate of no crime record;
- (f) Kcs 20 for savings bank certificate;
- (g) Kcs 30 for foreign currency ∟NB. Is this obligatory if foreign currency unnecessary? How difficult to obtain?

Total Kcs 160

After obtaining emigration permission one must pay for education (see I.B(viii)) and a 3% customs exit tax on all property exported.

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

Applications can be made at any time. Fees must be paid each time for supporting documents.

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

Emigrants for family reunification are usually permitted to take their personal effects with them but a 3% customs exit tax is assessed. There are limitations on the export of certain antiques, paintings, etc..

Family Reunification (Contd)

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

There are no problems for Western spouses or fiancé(e)s coming to visit their Czechoslovak spouses or fiancée(e)s while the latter's applications are being processed. Outward visits are allowed once a year in certain cases pending final decisions.

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

The Final Act has been instrumental in bringing Czechoslovakian Authorities to agree with the German Red Cross on the approximate numbers (3,500) of outstanding cases of ethnic Germans wishing to emigrate to the Federal Republic.

- (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 the right to much of his property and pension rights (see I.B.(iv)).

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

- (i) Application procedures

See Annex.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-84-

Family Reunification (Contd)

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

Unimpeded. However, there is a form of intimidation in the presence of police in front of most major Embassies who take note of visitors.

(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 large number of such cases have been resolved.

Family Reunification (Contd)

- (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

- (a) Education costs

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.

The position is described in Decree 162 of 20th December, 1976. The basic unit used in calculating education compensation for those applying for an emigration passport is Kcs 400 multiplied by 1 to 25 depending on the education involved. The maximum charge is Kcs 10,000. But if one is aiming for renunciation of Czechoslovak citizenship the basic unit is Kcs 500, leading to a maximum charge of Kcs 12,500.

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.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

--36--

Family Reunification (Contd)

(b) Other

A 3% customs exit tax must be paid on all property exported.

(ix) Emigration of persons for second time

There are some cases (reported by Canada) of women, some with children, who returned home in 1975 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.

However, an important small step forward has been the apparent high level decision to resolve outstanding cases involving children. Since November 1976, the United States (20 cases) and France (1 case) have reported Czechoslovakian promises to let children involved in such cases join their families abroad. Canada has resolved 13 cases. Similar Czechoslovakian efforts have been reported vis-à-vis Austria and Switzerland. Czechoslovak Authorities have attempted to extract quid pro quos from concerned Western governments in the way of better bilateral arrangements.

A similarly forthcoming attitude on adult cases has been hinted at. 5 cases with Canada (not on Canadian lists) and 3 cases totalling 11 persons with the US, have been resolved in 1977. There is, however, no general trend and overall policy

Family Reunification (Contd)

is very restrictive. 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. (This could change if and when the amnesty for 1968/69 refugees, at present under consideration in Prague, is announced. This would permit "legalization" of residence abroad and could improve the chances for family reunification cases involved.)

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. Figures have tapered off in 1977. The US has resolved 10 out of 63 persons in their representation list of October 1975, (in February 1977, the US had 69 outstanding cases) and Canada 14 27 out of 58 cases in a list of May 1976. Since Helsinki, the UK knows of 2 cases of spouses being reunited and one of a Czechoslovakian wife already in the UK obtaining an emigration passport: 15 cases are still outstanding.

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. (US has restrictions on former Communist Party members). 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.



Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-83-

Family Reunification (Contd)

∕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.7

TABLE I

Degree of difficulty and delay placed by Czechoslovakia 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

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

Family Reunification (Contd)

TABLE III

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

	DENMARK	GERMANY*	ITALY	NETHERLANDS	LUXEMBOURG	NORWAY	UK	US
1st semester 1974	0	92	100	3	NA	no noticeable increase	0	23
2nd semester 1974	0	87						
1st semester 1975	0	136	approx.	2	1	1	23	
2nd semester 1975	0	202						
1st semester 1976	0	288		0	1	0	38	
2nd semester 1976								
1st semester 1977								
2nd semester 1977								

Observations:

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

( ) number known to have applied for Czechoslovak exit visas

□ numbers of known Czechoslovak refusals

HUMAN CONTACTS

CZECHOSLOVAKIA

BINATIONAL MARRIAGES

General assessment and summary

Binational 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. (An amnesty measure now under consideration could improve the treatment of cases including "illegal" emigrants.)

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

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

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Binational Marriages (Contd)

I. Performance by Czechoslovakia as regards binational 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. Czechoslovakian authorities prefer the marriage to take place within Czechoslovakia, and exit permits in order to marry abroad are not given (see Table II).

Entry permits

Entry visas are available for marriage in Czechoslovakia unless it is a marriage of convenience. 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). At least 10 Americans wishing to marry Czechoslovakians were refused visas in last half 1976; successful cases probably numbered over 22 in same period.

Binational Marriages (Contd)

- (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 for (a)

(b). 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

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-95-

Binational Marriages (Contd)

US reports 3-6 months to effect emigration of Czechoslovakian spouse after marriage. (3 spouses waited more than 6 months in second half of 1976.) Italy reports 3-4 months and Germany a little longer to effect emigration.

- Fees, re-applications, household and personal effects

Position as regards exit is the same as for Family Reunification (see I.A.(iv), (v), (vii)). Education costs must also be repaid to the state as for Family Reunification (see I.B.(viii)).

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

(See Family Reunification I.A.(ix)). There are rumours that parents of daughters who marry Westerners have suffered from reprisals.

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

(i) Application procedures

(a) Marriage: complex, bureaucratic and time-consuming. [NB. More information in procedures?]

(b) Entry visas to marry in Czechoslovakia: entry visas are available to marry in Czechoslovakia unless it is marriage of convenience. [No information on procedures. Same as for Travel and Tourism?]

Exit documents to marry abroad: it is not possible for Czechoslovaks to go abroad to marry.

Binational Marriages (Contd)

(c) Exit documents after marriage: the same as for Family Reunification procedures. See Annex.

(ii) Discrimination as to country of foreign partner

Easier for those fiancé(e)s coming from socialist countries. Same procedures apply as for Western countries, but because of generally existing bilateral agreements, there is no need for legalization of documents.

(iii) Discrimination as to sex

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

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 outstanding cases involving US citizens (all "illegal" emigrants) wishing to enter Czechoslovakia in order to marry.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-95-

Binational Marriages (Contd)

III. Western performance

Western countries cause little or no difficulty or delay in connection with any aspect of binational 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 binational 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 binational marriages. It is therefore requested that the Tables I, II, III and Table IV should be completed.

TABLE I

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

Great:

Considerable:

Moderate:

Little:           Belgium, Canada, Germany, Italy, Netherlands,  
                    UK, US

None:



Binational Marriages (Contd)

TABLE II

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

(a) foreigners entering to marry Czechoslovak citizens:

Great:

Considerable:

Moderate:

Little: Belgium, Canada, Germany, Italy, Netherlands,  
UK, US (except "illegals")

None:

(b) Czechoslovak citizens exiting to marry foreigners:

Great: Belgium, Canada, Germany, Italy, Netherlands,  
(impossible) UK, US

Considerable:

Moderate:

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 binational marriages, to settle permanently in the country of permanent residence of one of them:

(a) Foreigners entering to settle in Czechoslovakia:

Great:

Considerable:

Moderate: Belgium, Canada, Germany, Italy, Netherlands,  
UK, US

Little:

None:

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-97-

Binational Marriages (Contd)

TABLE III (Contd)

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

Great:

Considerable:

Moderate: Belgium, Canada, Germany, Italy, Netherlands, UK, US

Little:

None:

TABLE IV

Degree of improvement in Czechoslovak performance since Helsinki in treating binational marriage cases, in all aspects:

Much: -

Moderate: Netherlands

Little: -

None: Belgium, Canada, Italy, Germany, UK, US

Worse: -

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HUMAN CONTACTS

CZECHOSLOVAKIA

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Reunification of Families and Binational Marriages.)

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.

A major barrier to outward tourism is the high cost of buying air and train tickets (e.g. air travel is subject to 265% "state tax".)

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.

Chapter II  
CZECHOSLOVAKIA  
 ISD/140 (Revised)

Travel and Tourism (Contd)

Since Helsinki there has in general been little improvement. Although there has been an overall modest increase in the number of Czechoslovakians visiting some Western countries, especially in the first half of 1976, most or all of the increase is probably represented by commercial travellers or lorry drivers. 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. (An amnesty measure for 1968 refugees now under consideration could improve the treatment of cases involving "illegal" emigrants.)

Another 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

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Travel and Tourism (Contd)

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 travellers 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 risk arrest if they do come without first regularizing their position by either obtaining a Czechoslovakian emigration passport or

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

Chapter II  
CZECHOSLOVAKIA  
ISD/140 (Revised)

Travel and Tourism (Contd)

successfully renouncing Czechoslovakian citizenship. (An amnesty measure for 1968 refugees now under consideration could improve the treatment of cases involving "illegal" emigrants.) There are long visa delays for certain categories of visitors, such as government servants, journalists, publishers, clergy or police and some of these have been refused visas.

Another 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.

Travel and Tourism (Contd)

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. Application can be made by post or in person at a Czechoslovakian mission. (But see difficulties mentioned in I.A.(i) above.) Former citizens of Czechoslovakia must complete additional form. These cases are referred to Prague and can take up to 2 weeks to process.

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 non-socialist visitors must register with the police within 2 days if not at an hotel. (See I.B.(ix).)

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-103-

Travel and Tourism (Contd)

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

Exit from Czechoslovakia: fees are low: passport - Kcs 10 plus 10 Kcs compulsory stamp entitling one to visit socialist countries only; plus exit visa - Kcs 10 (see Table VI). (Average monthly wage is 2,400 Kcs.)

Entry into Czechoslovakia: ∕NB. Amounts vary from country to country. Why? Reciprocity?) Germany - B.fr 400; Netherlands - H.fl 17.50 in the morning, H.fl 35 in the afternoon; UK £2.50; US \$8. (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/CSSR consular agreement. The UK/CSSR Consular Convention came into effect in October 1976.

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

Contacts are not easy. Entry visas for clergymen have been refused or granted only after long delays.

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

Facilities fair and being further developed.



Travel and Tourism (Contd.)

(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 "close" 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 (Kcs) for trips of 4 days or less; 300 Kcs for trips over 4 days. (For trips to Eastern countries the foreign currency fee is only 50 Kcs.)

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. to acquire US dollars: US \$ = 23 Kcs or B.fr 164.32), five times the official rate.

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-105-

Travel and Tourism (Contd.)

(ii) Access to foreign Embassies by Czechoslovakian citizens

Access unimpeded. However, there is a form of intimidation in that police guards at most major Embassies may observe and take note of visitors during working hours.

(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.

(iv) Availability to Czechoslovakians of information about procedures

Apparently no problem.

(v) Availability to applicants of reason for refusal

Authorities need give no reason for turning down applications and often do not. Usual method of refusal is to hear nothing about one's hard currency application by the end of March (applications must be submitted in January: see Annex). Otherwise one is told visit is not in "state interests", which usually means suspicion that the applicant will defect, or is going to visit "illegal" emigrant relatives.

(vi) Duration of stay abroad

Not more than 20 days in Western countries.

Travel and Tourism (Contd)

(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, because of difficulties in obtaining hard currency ((i) above).

Foreign visitors to Czechoslovakia

(viii) Currency regulations

Requirements to exchange US \$10 per day (up to US \$7 per day before May 1976) can be burdensome. Travellers visiting on family visit visa must purchase at least \$5 per day of Kcs (up from \$3.50 per day).

(ix) Discrimination by country:

Easier for socialist visitors and travellers. Visa waiver agreements exist between Czechoslovakia and many socialist countries. Socialist visitors have 28 days to register with police as versus 2 days for others.

II. Developments in Czechoslovakia since Final Act

There has been little overall improvement in the Czechoslovakian performance since Helsinki (see Table III). The little to moderate improvement seen in travel abroad has been tempered by no improvement in Czechoslovakian performance with respect to foreign visitors.

Since Helsinki there has been some moderate increase in travel to some Western countries especially during the first half of 1976 (see Table V). However, most or all of the increase

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-107-

Travel and Tourism (Contd)

is probably represented by commercial travellers or lorry drivers. For example, tourists to the FRG in the first half of 1975 were 4,791 and in the first half of 1976 were 4,935, although visits generally went up far more.

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 to the Czechoslovakian/Austrian border (apparently not implemented).

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 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).

Travel and Tourism (Contd)

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.

(Czechoslovakian authorities claim that they issue visas within one or two days, compared to 2-3 weeks for Western countries. Czechoslovak visitors stay longer in Western countries than vice versa, and that in proportion to population more Czechoslovakians travel to Western countries than vice versa. They also claim that Czechoslovak visa application forms are "simple and brief" compared with those of Western countries.)

Czechoslovakia issues the majority of its entry visas much quicker than most NATO countries; however, Western countries issue passports for travel abroad much faster than Czechoslovakia issues its passports and exit visas. Czechoslovakian visitors may stay longer on the average in Western countries than vice versa, because they are given exit visas valid for only one country at a time; they cannot make "weekend" trips. More Westerners travel to Czechoslovakia than vice versa.

[NB. Please highlight any other comparisons between Allied and Czechoslovakian performance, especially cost of entry/exit documents, and frequency of refusals.]

Chapter II  
CZECHOSLOVAKIA  
 ISD/140(Revised)

Travel and Tourism (Contd)

TABLE I

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			Belgium, Canada, Germany, Italy, Netherlands, UK, US
Considerable		Belgium, Canada, Germany, Italy, Netherlands, UK,	
Moderate		US	
Little	Belgium, Canada, Germany, Italy, Netherlands, UK, US		
None			

TABLE II

Degree of difficulty and delay placed by Czechoslovak authorities on applications from Western foreigners wishing to enter Czechoslovakia:

	<u>Professional</u>	<u>Group tourism</u>	<u>Individual private Travel and Tourism</u>
Great			
Considerable			
Moderate	US		
Little	Belgium, Canada, Italy, Netherlands, UK	Belgium, Canada, Germany, Italy, Netherlands, UK, US	

Travel and Tourism (Contd)

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	Belgium, Canada, Germany, Italy, Netherlands, UK, US
Worse	-	-

TABLE IV

Number of Allied visitors to Czechoslovakia

	Denmark		Germany	UK	US	
	1	2	1 + 2	1 + 2	1	2
1st s 1974)						
2nd s 1974)	3-4,000		341,066	17,136*	34,829*	
1st s 1975)						
2nd s 1975)	3-4,000		327,521	19,200*	38,477*	
1st s 1976)						
2nd s 1976)	3-4,000		114,898	NA	14,960*	
						25,843
1st s 1977						
2nd s 1977						

Observations:

1. Number of tourist visas
2. Number of non-immigrant visas

\* based on Czechoslovak tourist statistics

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Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

Travel and Tourism (Contd)

TABLE V

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

	DENMARK		GERMANY*		GREECE**		ITALY		NETHERLANDS		NORWAY	TURKEY	UK*		US****				
	1	2	1	2	1	2	1	2	1	2***	1 + 2	1 + 2	1	2	1	2			
1st semester 1974	} 3,034		14,654		} 2,083				} 1,426	} 4,307	-	590	} 1,401	} 3,368	1,286	859			
2nd semester 1974			2,984 5,281													-	1,009		
1st semester 1975	} 3,577		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	3,057		1,160	1,326	3,317	1,526	863
1st semester 1976			4,983	6,113	2,343	8,500	2,185	1,001	3,103	-	-	1,858	2,886	2,050	788				
2nd semester 1976																			
1st semester 1977																			
2nd semester 1977																			

Observations:

- 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

-111-

-111-



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 (i.e. 2 days on average); 2 weeks for ex-emigrants

Cost

/NB. Amount apparently varies from country to country. Why? Reciprocity?/ Germany B.fr 400, in the Netherlands H.fl 17.50 (mornings), H.fl 35.00 (afternoons), in UK £2.50, in US \$8.

(b) Exit passport and visa

Length of time\*

3-4 weeks minimum to process documents, sometimes longer when favourably considered; long delay otherwise.

Cost

Passport: 10 Kcs, plus 10 Kcs compulsory stamp for visits to socialist states only.

Visa to visit non-socialist states: 10Kcs

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

(Note: (1) Average Czechoslovakian monthly income: Kcs 2,400  
(2) US \$1 = 9.96 Kcs at tourist rate on 25th April, 1977.

HUMAN CONTACTS ANNEX

CZECHOSLOVAKIA

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM  
CZECHOSLOVAKIA BY CZECHOSLOVAKIANS

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 one five-year period.

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;

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Note: (1) Average monthly income in Czechoslovakia: Kcs 2,400  
(2) US \$1 = 9.96 Kcs at tourist rate on 25th April, 1977

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Chapter II  
CZECHOSLOVAKIA  
ISD/140 (Revised)

-114-

- 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.

Cost of Passport

A stamp fee of 10 Czechoslovak crowns (Kcs) accompanies application. There is also a compulsory 10 Kcs stamp valid for travel to socialist countries only.

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 except family visitors, who may stay longer), 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  
/NB. What does this mean?/, 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 (immediate family only) 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

Chapter II  
CZECHOSLOVAKIA  
ISD/140(Revised)

-116-

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

Two weeks.

Cost of visa

A stamp of 10 Czechoslovak crowns (Kcs) accompanies the application.

Associated costs

The copy of the police record costs 6 Kcs.

The approved application for acquisition of foreign currency, if needed, costs:

("customs and hard currency declaration fee")

- (a) 50 Kcs for trips to socialist countries;
- (b) 100 Kcs for trips to non-socialist countries for 1-4 days;
- (c) 300 Kcs 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 immediate relatives abroad to pay the travel costs (more distant relatives apparently cannot qualify, even if they agree to pay). Nonetheless, even those applicants may apply for foreign currency, but the amount approved will be no more than \$20 total.

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, e.g. to acquire US dollars: US \$1 = 23 Kcs which is equivalent to 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 (Kcs) accompanies the application.

There are in addition, the following fees for supporting documentation to accompany application forms:

- (a) 44 Kcs for Notary's impediment certificate,
- (b) 20 Kcs for tax certificate
- (c) 20 Kcs for National Committee (local council) certificate,
- (d) 6 Kcs for police record,
- (e) 20 Kcs for savings bank certificate,
- (f) 30 Kcs for foreign currency 7 NB. Is this obligatory if foreign currency unnecessary? How difficult is it to obtain for emigrants?7

Total 160 Kcs



Associated costs

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. Emigrant must also pay 3% customs export tax on all property exported.

(c) Binational 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);

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- 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.

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

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.

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

(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.)

Chapter III  
GDR  
ISD/140(Revised)

-123-

Family Meetings (Contd)

on security or political grounds, which have increased as far as the FRG is concerned since 1977 began. The requirement to change at least 13 Marks a day could be somewhat burdensome in some cases.

There has in general been little or no improvement as regards either exit from, or entry into, the GDR for family meetings since Helsinki. Until 1977, there had 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. Since January 1977 there has been increasing difficulties for FRG visitors on security or political grounds.

\*\* \*\* \*

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).

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Family Meetings (Contd)

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 ("hostages");
  - (d) government officials and members of the armed forces, police, etc. and their families are not permitted to travel;
  - (e) special **difficulties** to visit ex-emigrants are experienced by most Allied countries.
- (ii) "... without distinction as to country of destination ..."

Easier to obtain permission to visit relatives in socialist countries.

- (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.

Family Meetings (Contd)

- (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:

- (1) Passport - (according to MFA)  
2 years' validity - 10 Marks  
10 years' validity - 30 Marks  
(Some Allies have had experience with GDR passports bearing different validities than these.)

Note: Pensioners [FB. All or some?] are not charged passport fees.

- (2) Exit visa - 5 Marks

Note: Average monthly wage is 865 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.(1), but not in cases of pensioners.

Family Meetings (Contd)

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

30 days per year. /NB. This duration conflicts with (vii) below. Is frequency once yearly for durations indicated in (vii)?/

(iii) Acquisition of foreign currency

Travellers may only purchase from 10-15 Marks (US \$24-36) worth of hard currency for an entire trip abroad. Although GDR citizens have recently been permitted to pay in GDR currency for return air fares on Socialist airlines for trips to Western countries of less than 45 days (see III), other costs needing foreign currency (including payment of transport by rail or means other than Socialist airlines) 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.

Chapter III  
GDR  
ISD/140 (Revised)

Family Meetings (Contd.)

For two days in January 1977, however, police were stationed outside the German mission to stop those entering. Visitors are still stopped and checked in adjoining streets; they are made to identify themselves and are questioned.

(v) Availability to GDR citizens of information about procedures

This is laid down in GDR law. Copies of individual laws can be purchased at the government stationery office. [NB. Including this one?] In any case few GDR citizens would be in any doubt about how to apply, since this is the sort of information that quickly gets around.

(vi) Availability to applicants of reason for refusals

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

(vii) Duration of stay abroad

The position varies and there seems to be no fixed rule. The usual stay is for 14 days per annum, but this is sometimes for longer periods. Pensioners can stay for 30 days/year, but this is also sometimes for longer periods (5-6 weeks). Rests on judgement of responsible officer.

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



Family Meetings (Contd)

security or political grounds. The number of FRG visitors has strongly increased since the beginning of 1975, but there have been some problems in 1977 (see (ii) below).

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

There is prejudice against former GDR citizens and against FRG citizens with GDR relatives wishing to leave. During an exchange of views in West Berlin on 15th March, 1977, the GDR emisaary gave three categories of would-be visitors who were liable to be refused entry: (1) those ex-GDR citizens with former criminal records; (2) ex-GDR citizens who have recently (and legally) left; (3) FRG citizens who have relatives in the GDR who have applied to leave.

NB. Does GDR make family visits of citizens from other Socialist countries more easy to the GDR than those of Westerners?/

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

Entry permission is given in three to four weeks including citizens of the Federal Republic of Germany.

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

GDR Authorities sometimes expedite entry in urgent cases.

Chapter III  
GDR  
ISD/140(Revised)

-129-

Family Meetings (Contd)

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

Same as Travel and Tourism. By and large acceptable, though 40 Marks for multi-entry visa is considered high by some Allies.

Cost: For FRG - 1 day - 5 Marks  
                                    several days - 15 Marks  
                            For others - single - 15 Marks  
                                    multiple - 40 Marks

- (vi) "... an application ... will not modify the rights and obligations of the applicant of 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 special information on procedures for visitor to apply for family visit. Same as tourism? Special application? Difficulty?

GDR host applies to local police station with letter from prospective guest. If approved application is sent to GDR State Travel Agency for completion of formalities.

/NB. What is linkage between this and visitor applying for visa. Are total procedures unduly complex, time-consuming? Discouraging?

- (ii) Foreign currency regulations

Foreigners must purchase at least 13 Marks (US \$5.42) per day with hard currency while visiting the GDR. This can be burdensome. /NB. No preferential treatment to Family visitors?

Family Meetings (Contd)

(iii) Frequency of visits

No restrictions.

(iv) Restrictions on visitors

No closed areas, apart from some military areas and also border areas (possibly 5 km strip along frontier with FRG) where it is necessary to get special permission to visit. This has on occasions been refused.

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).

[NB. And since?]

For two days in January 1977, however, police were stationed outside the German mission to stop those entering. Visitors are still stopped and checked in adjoining streets; they are made to identify themselves and are questioned.

From November 1975, GDR travellers to Western countries may pay return 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. (Relatives abroad still must pay for

Chapter III  
GDR  
ISD/140(Revised)

-131-

Family Meetings (Contd)

transport arranged by other means.) As regards family travel to the Federal Republic, Eric Honneker said in mid-February 1977 that free travel for GDR inhabitants was excluded as long as FRG refused to recognize GDR citizenship and there was a shortage of hard currency.

GDR entry visas

In general, possibly some deterioration. [NB. Confirm] Until early 1977 the FRG had 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. Since January 1977 however, there have been increasing difficulties for FRG visitors on security or political grounds. During an exchange of views in West Berlin on 15th March, 1977, the GDR emissary gave three categories of would-be visitors who were liable to be refused entry: (1) those ex-GDR citizens with former criminal records: (2) ex-GDR citizens who have recently (and legally) left: (3) FRG citizens who have relatives in the GDR who have applied to leave. In one short period alone, 130 Germans were denied entry to attend the 1977 Spring Leipzig Fair.

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 on the way of entry for family meetings. Italy, the Netherlands and the United Kingdom have granted all applications since 1974. US Embassy must, however, seek waiver for members or former members of the GDR "People's Party". See Appendix for cost and length of time for issue of entry visa.

Family Meetings (Contd)

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.

Although costs are comparable for visas, the length and convenience of processing, and frequency of refusals, reveals much better Allied performance.

TABLE I

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

Great	Netherlands, UK, Italy, Germany, Denmark (excluding pensioners)
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	Germany* (since January 1977), Denmark
Moderate	-
Little	Netherlands, Germany
None	Italy

\* IS interpretation

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Chapter III  
GDR  
 ISD/140 (Revised)

-133-

Family Meetings (Contd)

TABLE III

Degree of improvement in GDR performance since Helsinki Final Act:

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

\* IS interpretation

TABLE IV

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

	Denmark	Germany*	Italy	Netherlands	UK	US**
1st s 74	177	} 1.316 million pensioners, 38,300 urgent cases	59	234	-	-
2nd s 74	179		7	209	120	6
1st s 75	129	} 1.350 million pensioners, 40,400 urgent cases	9	284	172	340
2nd s 75	158		5	191	170	494
1st s 76	171	} 612,300 pensioners, 20,700 urgent cases	22	337	233	764
2nd s 76						
1st s 77						
2nd s 77						

\* 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.

AB. Please add where possible:

(numbers known to have applied for GDR exit visas)  
/numbers of known GDR refusals/ Note: Most Allies regard this as impossible to do.

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. There is no evident special treatment for urgent cases.

Some outstanding cases involve solely children, who are sometimes compulsorily adopted by politically "reliable" families. [NB. Does this continue? How many cases are known?]

Many persons applying for family reunification are under heavy pressure to reconsider their applications, and frequently suffer 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, at least up to the end of 1976. 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.

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(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.)

Chapter III  
GDR  
ISD/140(Revised)

-135-

Family Reunification (Contd)

However, despite the improvement, the level of permits for exit the FRG is far below the number of applicants for exit permission which has steadily increased especially since Helsinki (over 100,000 are said to be outstanding). This rise in applications to leave has been viewed with growing concern by the GDR Authorities. Since late 1976 many applicants who have submitted applications more than once have been told that no further re-submission will be entertained. [NB. Has this continued since April 1977?] Other steps have also been taken to discourage applications, such as briefly barring access to the FRG mission.

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. US has experienced widely varying approval periods. Depends on pressure applied by applicant and concerned government, and by state of bilateral relations. 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;



Family Reunification (Contd)

- (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. There are estimated to be over 100,000 cases pending for emigration to the FRG.

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 ..."

None evident (one Belgium case has been delayed despite clear urgency). [NB. Many others?]

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

About 1 year as a minimum. [NB. Possible confusion. What is time to process an application and given reply, either refusal or approval? One year?]

Chapter III  
GDR  
ISD/140(Revised)

-137-

Family Reunification (Contd)

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

Same passport and visa is used for emigration as for travel abroad.

Fees are low:

(1) Passport - (according to MFA)

2 years validity - 10 Marks

10 years validity - 30 Marks

(Some Allies have had experience with GDR passports bearing different validities than these.)

Note: Pensioners /NB. All or some? are not charged passport fees.

(2) Exit visa - 5 Marks

Note: Average monthly wage is 365 Marks.

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

Applications may be renewed, and often are many times. /NB. How quickly after a refusal may re-application be made?

Since late 1976 applicants who have submitted applications more than once have been told that no further re-submission will be entertained.

Fees are charged whether one is successful or not. /NB. Fee for passport or for application, if there is one?

Family Reunification (Contd)

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

One may ship all household and personal effects although this may prove costly.

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

Since January 1977, GDR officials have let it be known that they will not admit FRG citizens whose relatives in the GDR have applied to emigrate.

[NB. What about others? Are meetings possible?]

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

The Red Cross plays no significant rôle. Its efforts are not supported by the GDR.

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

Many applicants suffer, as do their relatives, losing good jobs and being snubbed by colleagues. Heavy pressure is applied by officials at all levels on applicants, their relatives and even children to get individuals to drop idea of emigration.

Unconfirmed press report of new GDR law, signed 8th March, declaring emigrant visa applications illegal. Ordinance reportedly says applicants must be fired from jobs and given other jobs at lower pay. [NB. Please confirm.]

Chapter III  
GDR  
ISD/140 (Revised)

-139-

Family Reunification (Contd)

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. For two days in January 1977, however, police were stationed outside the German mission to stop those entering. Visitors are still stopped and checked in adjoining streets; they are made to identify themselves and are questioned.

(iii) Discrimination as to country of destination

Presumably easier to obtain permission to emigrate to Socialist countries. No proof.

(iv) Property other than household and personal effects

Cars may not be taken out of GDR but they fetch a good price and funds can be disposed of. /NB. What about dwellings and other immovable property, financial assets, money?/

(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.

Family Reunification (Contd)

∕NB. Number of cases? Any progress? More information would be very useful.7

- (vi) Availability to GDR citizens of information about procedures

∕NB. No information. Available through published laws purchasable at bookstores? Freely from officials?7

- (vii) Availability to applicants of reason for refusals

Reasons for refusal are not given.

- (viii) Compulsory payments other than exit document fees

There is no compulsory repayment of state education costs. No other payments.

II. Developments in the GDR since Final Act

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

The United States has had some resolutions in its outstanding cases and in April, 7 cases were solved (likely pre-Belgrade effort). Netherlands has also had some success, as has Austria.

The major 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;

Chapter III  
GDR  
ISD/140(Revised)

-141-

Family Reunification (Contd)

- (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 have taken 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, (over 100,000 are estimated to be outstanding).

In addition to refusing to accept re-applications, the GDR has also been forbidding travel to the GDR by persons who might encourage emigration: former GDR inhabitants (including some with spouses or fiancé(e)s still living in the East), and FRG citizens with relatives in the GDR applying to emigrate (a clear contravention of the Final Act, see I.A.(vii) above). GDR Authorities are trying to discourage contact with the Federal Republic mission by following and questioning those who have visited it: for two days in January police stopped everyone from entering. /NB. Have numbers of family reunification since late 1976 reflected the hardened GDR attitude?/

Family Reunification (Contd)

There has been unconfirmed press report that by a law signed 8th March, emigration exit applications by GDR citizens have been made "illegal". Applicants are to be dismissed from jobs and given others at lower rates of pay. /NB. Please check, confirm and explain as necessary./

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. The US however, must seek waivers for former or present members of the GDR "People's Party". (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.

Allied performance is much better than the GDR in this field.

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

Chapter III  
GDR  
ISD/140(Revised)

-145-

Family Reunification (Contd)

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* /NB. And since late 1976?]
Little	US
None	UK, Netherlands
Worse	-

\* IS interpretation



Family Reunification (Contd)

<u>TABLE III</u>								
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	N				
1st semester 1976		0	2	E	7			
2nd semester 1976								
1st semester 1977								
2nd semester 1977								

\* 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⌋.]

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HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

BINATIONAL MARRIAGES

General assessment and summary

The GDR has a highly restrictive general attitude towards binational 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 somewhat higher than the very restrictive general policy of the GDR would suggest (see (b) of Explanatory Note).

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).

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(Explanatory Note: Special considerations apply to relations between the Federal Republic of Germany and the German Democratic Republic in this area:

- (a) the adjective "binational" 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.)

Binational Marriages (Contd)

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 binational 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 other states must receive the approval of the 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 and held 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 a strong preference by the GDR for marriages on its territory.

Binational Marriages (Contd)

Entry permits

Most marriages, when approved, take place within the GDR. Permission to enter is only given in practice if the marriage approval has been granted.

If the Westener wishes to stay in the GDR as a resident after marriage then he/she must go to a reception camp (there are two of these to our knowledge - Eisenberg and Molkenberg). There they are investigated for several weeks in some cases and a decision is made whether residence will be permitted.

In the case of the Federal Republic of Germany the position is somewhat better since the question of marriages is treated more closely under a wide definition of bilateral "family reunification" arrangements than is the case with other Allies.

In practice the GDR fiancé(e) is asked by the GDR Authorities at time of filing an application to marry if he or she wishes to leave the GDR in the event of the marriage. If this is the case then an application to leave the GDR must be filed and the marriage itself must take place in the GDR. Thereafter exit permission is given.

Binational Marriages (Contd)

- (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) Exit/entry permits:

and see I.A.(i).

(c)

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

(a) Marriage applications: Approval takes 6 months to 2 years (if permission is given at all). [NB. Is this processing period for each individual application?] (Foreign fiancé(e) normally can visit GDR fiancé(e) during processing period.)

Binational Marriages (Contd)

(b) Entry applications to marry a GDR citizen: /NB. No information. How long to process entry visa application once marriage approved?]

Exit applications for marriage abroad: There are a few applications of this kind. /NB. No information. How long?]

(c) Exit applications after marriage: 1-4 months after marriage application granted.

Fees, re-application, household and personal effects

Fees for departure after marriage same as for Family Reunification.

/NB. No information on marriage application fees, if any. Is visa fee to enter for marriage same as for Travel and Tourism (Table VI)?]

Possible to renew applications involved in seeking approval for marriage and necessary entries and exits before and after marriage.

Position as regards shipping household and personal effects is 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).

Chapter III  
GDR  
ISD/140(Revised)

-150-

Binational Marriages (Contd)

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

(i) Application procedures

(a) Marriage: Application is to Local City Council or police station. Voluminous documentation. Basic decisions seen made in Berlin. /NB. Any other information on difficulty of procedures?/

(b) Entry visas to marry in the GDR: Visa to be applied for in usual manner. /NB. Normal entry visa Travel and Tourism Table VI? No special application form?/ It will only be granted (in practice) if the GDR fiancé(e) has obtained permission to marry.

Exit documents to marry abroad: Few applications. /NB. But what is application procedure? Same as for Family Reunification, or for travel abroad?/

(c) Exit documents after marriage: Same as for Family Reunification.

(ii) Discrimination as to country of foreign partner  
Presumably easier for Socialist countries, but specific examples lacking.

(iii) Discrimination as to sex

Some Allies believe that GDR men are less likely to be given permission to marry a Western, and exit afterwards, than a GDR woman. Hard to substantiate. US sees no discrimination.

Binational Marriages (Contd)

II. Developments in the GDR since Final Act

Some Allies have seen a little improvement in the GDR performance. One, the US, had 11 marriages approved since Helsinki and before the end of 1976, and 3 of 13 other cases were resolved in early 1977. The Federal Republic of Germany has found that fiancé(e)s have benefitted from the moderate improvement experienced in the Family Reunification areas as a whole (see Family Reunification III). NB. How have problems since late 1976 covered in Family Reunification section affected binational marriages with FRG citizens? Italy and Denmark cite "moderate" improvement but give no specific evidence.

III. Western performance

Western countries cause little or no difficulty and delay as regards any of the aspects of binational marriages.

TABLES

NB. The answers to questions I(c)(i), (ii), (iii), (iv) and (v) in the Questionnaire POLADS(76)19 shows that the numbers involved in binational 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 binational marriages. It is therefore requested that Tables I, II, II and Table IV should be completed.



Chapter III  
GDR  
ISD/140(Revised)

-152-

Binational Marriages (Contd)

TABLE I

Degree of difficulty and delay encountered by couples in concluding binational marriages in GDR, (local formalities, procedures, etc.)

Great US, UK

Considerable

Moderate /To be completed/

Little

None

TABLE II

Degree of difficulty and delay placed by GDR on applications to enter/to exit GDR for purposes of concluding a binational marriage:

(a) foreigners entering to marry GDR citizens: (once marriage approved)

Great

Considerable UK

Moderate /To be completed/

Little US

None

(b) GDR citizens exiting to marry foreigners:

Great US, UK

Considerable

Moderate /To be completed/

Little

None

Binational Marriages (Contd)

TABLE III

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

- (a) foreigners entering to settle in GDR:
- |              |                   |
|--------------|-------------------|
| Great        |                   |
| Considerable | US, UK            |
| Moderate     | /To be completed/ |
| Little       |                   |
| None         |                   |
- (b) GDR citizens exiting to settle in country of foreign spouse:
- |              |                   |
|--------------|-------------------|
| Great        | UK, US            |
| Considerable |                   |
| Moderate     | /To be completed/ |
| Little       |                   |
| None         |                   |

TABLE IV

Degree of improvement in GDR performance since Helsinki in treating binational marriage cases, in all aspects:

- |          |                          |
|----------|--------------------------|
| Much     |                          |
| Moderate | Italy, Germany*, Denmark |
| Little   | Netherlands, UK, US      |
| None     |                          |
| Worse    |                          |
- \* IS interpretation

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HUMAN CONTACTS

GERMAN DEMOCRATIC REPUBLIC

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Family Reunification and Binational Marriages.)

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 very 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; there are also occasional bus parties to sports events in the FRG. In an interview ("Saarbrücken Zeitung") in mid February 1977 Erich Honecker stipulated two conditions for the easing of travel to the FRG: greater availability of foreign currency in the GDR; recognition of GDR citizenship - both of which are most unlikely to be met.

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,

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(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.)

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Chapter III  
GDR  
ISD/140(Revised)

-155-

Travel and Tourism (Contd)

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.

Despite these difficulties, large numbers of visitors from the Federal Republic of Germany travel to the GDR, nearly all to visit relatives or friends (but there have been problems since early 1977 - see below).

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. Since early 1977, FRG citizens have found increasing difficulties on security and political grounds in visiting the GDR. [NB. Numbers?]

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

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).

There are practically no tourist visits to the Federal Republic and only very few to the other Western countries.

Travel and Tourism (Contd)

To the extent that they are not official visits on behalf of the government, the political parties or industry, private travel abroad is only permitted to pensioners (apart from about 40,000 visits per year in urgent family matters). This travel is in the form of visits 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.

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.

Any GDR inhabitant travelling to the West would have to leave behind a "hostage". This also applies to visits to Yugoslavia. [NB. US says not usually required. Please clarify.]

It is worth noting that, by contrast, the GDR is relaxed towards travel and tourism to Warsaw Pact countries, and promotes it actively. Most journeys abroad by GDR inhabitants are to Eastern 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 to visit places in Eastern Europe.

Chapter III  
GDR  
ISD/140 (Revised)

-157-

Travel and Tourism (Contd)

(But the GDR is very cautious about trips to Yugoslavia: only 500 tourists were apparently permitted to go to Yugoslavia in 1976.)

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.

Travel and Tourism (Contd)

- (ii) "... gradually to simplify and 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

Chapter III  
GDR  
ISD/140(Revised)

-159-

Travel and Tourism (Contd)

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 1976

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."

The GDR places no obstacles in the way of clergy leaving (they are keen to see them go permanently). Congresses are held in the GDR and religious groups have been to the US and other countries.

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

These are not developed with an eye to foreign tourism and are limited to camp sites and holiday homes, mainly for the domestic population.



Travel and Tourism (Contd)

- (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. Little information] GDR does not facilitate Western tourism promotion.

B. Aspects of performance not mentioned specifically in Final Act

GDR travellers to the West

(i) Currency regulations

Very difficult to obtain allotment of foreign currency for non-official travel. [NB. Procedure?]

Travellers may only purchase from 10-15 Marks (US \$24-36) of hard currency for an entire trip abroad. Although GDR citizens have recently been permitted to pay in GDR currency for return air fares on Socialist airlines for trips to Western countries of less than 45 days, other costs needing currency (including payment of transport by other means than Socialist airlines) make travel and tourism possible only: if there is a family abroad willing to pay for the trip, if the traveller is helped by friends with hard currency or if the applicant has money of his own outside the GDR.

(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.

Travel and Tourism (Contd)

For two days in January 1977, however, police were stationed outside the German mission to stop those entering. Visitors are still stopped and checked in adjoining streets; they are made to identify themselves and are questioned.

(iii) Discrimination by country

Tourism to Warsaw Pact countries is actively promoted and travel arrangements are made much easier. No need to leave behind a "hostage" (see I.A.(i) above).

(iv) Frequency of travel permits

∕NB. No information. How often can one travel?∕

(v) Availability to GDR citizens of information about procedures

Laid down in GDR law. Copies of individual GDR laws can be purchased at government stationery office. ∕NB. Including this one?∕

(vi) Availability to applicants of reason for refusals

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

(vii) Duration of stay abroad

The position varies and there seems to be no fixed rule. The usual stay is for 14 days per annum, but this is sometimes for longer periods. Pensioners can stay for 30 days/year, but this is also sometimes for longer periods (5-6 weeks). Rests on judgement of responsible officer.

Travel and Tourism (Contd)

(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

(ix) Currency regulations

There is a requirement for foreign visitors to change 13 Marks (US \$5.43) 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). There may even be a slight deterioration vis-à-vis the FRG since early 1977. There has been no simplification of the complicated exit and entry procedures since Helsinki.

GDR exit visas

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.

From November 1975, GDR travellers to Western countries may pay return 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. (Relatives abroad still must pay for transport arranged by other means.) As regards family travel to the

Chapter III  
GDR  
ISD/140(Revised)

-163-

Travel and Tourism (Contd)

Federal Republic, Erich Honneker said in mid-February 1977 that free travel for GDR inhabitants was excluded as long as FRG refused to recognize GDR citizenship and there was a shortage of currency.

For two days in January 1977, police were stationed outside the German mission to stop those entering. Visitors are still stopped and checked in adjoining streets; they are made to identify themselves and are questioned.

GDR entry visas

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. [NB. And since?] 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.

Since early 1977, however, there has been some deterioration in the ability of FRG citizens to pay visits to the GDR. During an exchange of views in West Berlin on 15th March, 1977, the GDR emissary gave three categories of would-be visitors who were liable to be refused entry:

- (1) those ex-GDR citizens with former criminal records;
- (2) ex-GDR citizens who have recently (and legally) left;
- (3) FRG citizens who have relatives in the GDR who have applied to leave. In one short period alone, 130 Germans were denied entry to attend the 1977 Spring Leipzig Fair. In mid-March, the GDR admitted to applying it to 607 West Berlins alone. [NB. Total numbers still rising?]

Travel and Tourism (Contd)

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.

Allied performance is generally better in terms of application procedures, costs, length of processing time, willingness to reduce visa fees and frequency of refusals.

<u>TABLE I</u> <u>[To be completed]</u>			
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			UK
Considerable			
Moderate	UK		US*
Little	US		
None		US(N/A)	* but non-pensioners always refused

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Chapter III  
 GDR  
 ISD/140(Revised)

Travel and Tourism (Contd)

<u>TABLE II</u> <u>/To be completed/</u>			
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	UK, US	UK	UK, US
Little			
None		US(N/A)	

<u>TABLE III</u>		
Degree of improvement in GDR performance since Helsinki Final Act.		
	Travel abroad	Visitors to GDR
Much		
Moderate	Italy	Italy
Little	Germany	Germany
None	UK, US, Denmark	UK, US, Denmark
Worse		

Travel and Tourism (Contd)

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	
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	
2nd semester 1976		
1st semester 1977		
2nd semester 1977		
<p>* The GDR does not issue tourist or other visitor statistics</p> <p>** 95% of visits to relatives and friends. Categories are:</p> <p>(a) Visits to GDR by residents of Federal Republic</p> <p>(b) Visits to GDR and East Berlin by residents of West Berlin</p> <p>(c) Day visits to East Berlin by residents of Federal Republic</p>		

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Travel and Tourism (Contd)

TABLE V  
Number of visas granted to GDR citizens for travel and tourism by Allies

	Denmark		Germany*		Greece		Italy		Netherlands		Norway		Turkey		UK		US					
	1	2	1	2	1	2**	1	2	1	2	1	2	1	2	1	2	1***	2				
1974	virtually	approx 750	no data available				12	975					75		No tourism	1,024	-	-				
1974		800					44	1,102	No tourism apart from family visits	No figures supplied			60		ism		6	6				
1975	no	800			6	531	115	1,494			} 928			65		apart from family	892	840	220			
1975	tour	800					95	1,543						141		ily	1,268	494	342			
1976	ism	800			8	414	131	1,281						visits	1,049	764	256					
1976																						
1977																						

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

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Travel and Tourism (Contd)

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 average

Cost: for FRG: one day: 5 Marks  
                  several days: 15 Marks  
          for other: single: 15 Marks  
                  multiple: 40 Marks

(b) Exit passport and visa

Length of time (not including time to collect information  
for application form): 1-4 months.

Cost:

/NB. Any charge for application form?

Passport: (according to MFA)

2 years validity - 10 Marks  
10 years validity - 30 Marks

(Some Allies have had experience with GDR  
passports having different validities and  
costs than these.)

Note: Pensioners /NB. All or some? are not charged  
passport fees.

Exit visa - 5 Marks

Note: (1) Average monthly GDR income: 850 Marks  
(2) US \$1 = 2.40 Marks at tourist rate, 25th April, 1977.

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BERLIN ANNEX

The situation as regards Berlin is governed by the Quadrapartite Agreement of 1971. The CSCE Final Act also applies to Berlin.

The GDR treats West Berlin as a city with a "special status". The West views West and East Berlin as together forming Berlin as a whole and as such a Four Power responsibility. In practice on Human Contacts CSCE subjects there is not a vast degree of difference between experience of Allies vis-à-vis East Berlin and that experienced by the West in general vis-à-vis the GDR, as described in this country paper.

- (i) Family Meetings - nothing special (but see Travel and Tourism below).
- (ii) Family Reunification ) no difference
- (iii) Binational Marriages )
- (iv) Travel and Tourism

(Note: Information concerns entry into East Berlin only)

Developments since the Helsinki Final Act

In January 1977 the GDR decided to replace its 24-hour free pass to the Eastern sector of Berlin with a 6.50 Mark day visa. This now prevents Westerners from spending the night in the Eastern sector and has made access generally more difficult. This has been particularly hard on some who have been able to establish a quasipermanent residence in the East, subject to a daily renewal of the free pass, and who work in the West.

West Berliners cannot buy the day visa at the crossing points as other Western visitors can (including FRG citizens). They are disadvantaged in a sense in that they have to apply in advance at GDR offices set up for this purpose in West Berlin.

Chapter III  
GDR  
ISD/140(Revised)

-170-

A day visa for East Berlin is on the other hand cheaper (DM. 6.50 as opposed to DM. 13) than a visa for the GDR as a whole. Such visas permit the holder to travel within the boundaries of "Berlin, capital of the GDR". The boundaries are shown on a map on the reverse side of the visa. Until January 1977 there were also police control points on the boundary between East Berlin and the GDR, but these have now been lifted (though Western visitors are often stopped by police just outside the boundary).

A new DM. 10 road tax was imposed in February 1977 for anyone (West Berliners, FRG citizens and other Westerners included) driving into East Berlin. This tax was previously only applied (varying amounts for varying distances travelled) in the GDR proper.

[NB. Please provide any additional information that might be significant]

HUMAN CONTACTS ANNEX

GERMAN DEMOCRATIC REPUBLIC

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM  
THE GDR BY GDR CITIZENS

✓NB. Better information. Please clarify points below and provide more complete information, particularly any special circumstances applying to (1) Family Meetings, (2) Family Reunification, (3) Binational Marriages and (4) Travel and Tourism.7

I. General Requirement

Travel documents required

GDR citizens require both passport and exit visa to travel abroad or to emigrate. In the latter case, the normal exit visa is stamped "Uebersiedlung". Belgium reports it is also stamped "einmalige Ausreise" which excludes return to the GDR. The exit visa always states the purpose for exit, e.g. emigration, family visit etc.

Passports and exit visas can be requested at the same time on submission of appropriate applications to local "Peoples Police".

An individual can hold a valid passport and apply separately for an exit visa in which case the application goes to the police or to the local town council.

A passport is not required before GDR citizens are permitted contact with Western missions.

Acquisition of passports

Passports are issued for validities of 2 or 10 years. They state the country of destination. The application form requires the following information:

---

Note: (1) Average monthly salary in GDR is 850 Marks  
(2) US \$1 = 2.40 Marks at tourist rate, 25th April, 1977

Chapter III  
GDR  
ISD/140(Revised)

-172-

NB. Little information. Please complete if any more information has become available.]

- Professional activities
- Family ties outside GDR
- A written invitation or other evidence of need to make the trip (family meetings)

The following documentation is required:

NB. No information.]

Cost of passport

NB. Any cost for application form?]

Validity of 2 years: 10 Marks (information from GDR)

Validity of 10 years: 30 Marks Foreign Ministry)

(Note: Some Allies have experience with GDR passports of other validities and costs.)

Acquisition of exit visas

Exit visas are issued for different periods of validity:

- (a) To pensioners: Up to 30 days per year, but it can be longer (5-6 weeks).
- (b) To others: normally 14 days, but it can be longer (e.g. for family visits).

The application form requires the following information:

NB. Little information. Please complete.] - 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. Please supply any information that may have come to light.]

Cost of visa

An exit visa to leave the GDR for any purpose costs 5 Marks.

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) - 1 year minimum  
/NB. Is this time to consider each application, irrespective of decision?/
- To permit binational marriage abroad - rare - two years. /NB. Is this time to consider each application?/
- To permit exit after binational marriage - 1-4 months.
- 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.

Chapter III  
GDR  
ISD/140(Revised)

-174-

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) all GDR 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 (25, 50, 60 or 65 years); serious illnesses, deaths).

Those wishing to make Family Visits make application to the "People's Police" district office of their home town. They need:

- written invitation from relatives in West;
- evidence, if necessary (in (ii) above) of urgency of visit (appropriate document or official certificates authorized by authorities of Western country concerned);
- see processing time for family visits to Germany.

(b) Emigration (Family Reunification)

The regular exit visa is issued, but is stamped with "Uebersiedlung" (US). Belgium reports it is also stamped "einmalige Ausreise" which excludes return to the country. /NB. What special formalities, information and documentation is required? Must education costs be reimbursed?/

(c) Binational marriages

Same as for Family Reunification. /NB. Any special requirements or procedures?/

(d) Travel and Tourism

- as described 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 nearly always denied to persons with close relatives who have left Hungary or stayed abroad "illegally", (though one Ally finds Hungarians largely ignore this if "illegal" left 5 or more years before). It is usually denied to any person suspected of wishing to remain abroad. Moreover, since a close relative often has to stay behind it is rarely 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.

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. There is no problem with urgent cases. There are no restrictions on where an Allied citizen may stay, but if lodged privately (with friends or relatives) he has to register at the local police station within 24 hours of arrival.

Chapter IV  
HUNGARY  
ISD/140(Revised)

-177-

Family Meetings (Contd)

Since Helsinki there has been little change in the already fairly relaxed Hungarian policy towards family visits to and from Hungary. Some slight improvement in amounts of foreign currency allocated to those trying to make family visits without benefit of family support (still impossible to North America). One Ally sees greater leniency in late 1976 in letting working age, young and single persons make family visits.

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; (though the US has reported authorities appear to ignore this rule if the "illegal" left Hungary 5 or more years before);
- (d) normally refusal if there is suspicion that the applicant would not return from his visit abroad (but there have been exceptions);

Family Meetings (Contd)

(e) the need to leave a close relative behind as a "hostage" in nearly all cases.

(Head of Consular Department, MFA, said in February 1977, that 1.3% of passport applications were refused - 52,000 per annum based on 4 million Hungarians travelling abroad each year. It can be assumed the largest percentage are passports intended for travel to the West.)

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

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 larger foreign currency allotments are available with the same frequency.

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

By law, passport applications are supposed to be processed in 30 days. If refused, appeals are to be submitted in 15 days and decided upon in another thirty. In practice, this seems adhered to unless there are complicating factors.

Chapter IV  
HUNGARY  
ISD/140(Revised)

-179-

Family Meetings (Contd)

- (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 can be completed in a matter of days.

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

NB. Response to ISD/140 has not clarified the question of kinds and costs of passports and visas issued by Hungary for various purposes. Please re-examine and insert correct information into appropriate sections of this country paper including Table VI in Travel and Tourism and in the Annex.7

NB. One version for Family Meetings follows.7

Consular passport 1,000 forints NB. From UK other information suggests "consular" passport is only for emigration and that cheaper passport (44 forints) is used for travel.7

Exit visa:

- (a) 600 forints with currency allowance;  
(b) 400 forints without currency allowance.

NB. From UK. Previous information has referred to this as "stamp fee" inserted into special passport for family travel abroad and not on visa per se. Belgium reports 600 forints for passport and 150 forints for visa. Please clarify!7 Additional single exits cost the same as (a) and (b).

(Monthly average income is 3,000 forints.)

Family Meetings (Contd)

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

Only infrequent cases of penalties against applicant when they have occupied sensitive positions. Need in many cases to leave behind a family "hostage" (see I.A(i)).

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

(i) Application procedures

Procedures create moderate difficulties  
See Annex. There is need for several supporting documents, including a statement of support from relatives in distant countries.

(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

Family visits are usually made with the support of Western relatives being visited but Hungarians may still apply for foreign currency totalling, however, only \$5.00. Affidavit of support is required for permission to visit such distant Western countries as the United States.

If relatives abroad are not paying for the trip the Hungarian must get a foreign currency promise-letter from National Bank before applying for a passport and visa. This obliges

Chapter IV  
HUNGARY  
ISD/140(Revised)

Family Meetings (Contd)

the bank to supply necessary foreign currency within six months of the date of letter, if a passport can be obtained. 20-25% of applications for foreign currency are refused.

If application approved, Hungarians may purchase currency once every three years. Up to April 1976 the amount was the equivalent of 3,300 forints (US \$153). After April 1976 3,600 forints (US \$173). From 1st January, 1977 the allotment has been 4,000 forints (US \$194).

(iv) Access to foreign embassies by Hungarian citizens

Generally unrestricted access. However Hungarian police are present and can monitor comings and goings. Some professional groups, e.g. attorneys at law need approval from authorities. √NB. Please explain.<sup>7</sup>

(v) Availability to Hungarian citizens of information about procedures

Official gazette has published full set of rules governing foreign travel.

(vi) Availability to applicants of reason for refusals

Those refused receive a written "decision" stipulating passport law provision under which application has been refused. It may be specific, such as "because your husband is residing abroad illegally" or more vague: "because your travel abroad is not in state interest".

(vii) Duration of stay abroad

√NB. Please clarify apparent conflict: as a rule, 30 days (Greece, Germany, UK); or (US) working age people, 1-3 months in accordance with leave time awarded; pensioners indefinitely.<sup>7</sup>

Family Meetings (Contd)

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

(Note: There is no special entry visa for family visits. One visa application form covers all motives for travel to Hungary including a section where one can indicate "visits to relatives" among other reasons. Family visitors have been known to enter Hungary as "tourists" in urgent cases.)

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 including the publication of "unfriendly" articles for magazines or newspapers or "unfriendly" broadcasting.

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

Holders of "consular" passports, √NB. Please examine use of "consular" passport. Is it the same as in Hungary?/ from socialist states may enter Hungary at any time. They do not have to report to police after 30 days.

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

Entry visas are issued quickly. If Western family visitor applies to Hungarian Embassy well in advance of trip to Hungary, the visa issue can

N A T O C O N F I D E N T I A L

Chapter IV

HUNGARY

ISD/140 (Revised)

-105-

Family Meetings (Contd)

take up to 5 weeks. Delays are very frequent. If applicant goes to border crossing, or Budapest airport, the delay is governed by the queue. In summer it can take 6-8 hours to get visa.

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

Not really applicable since entry visas can be obtained in a few hours at every border crossing station including Budapest airport but not on trains. In urgent cases, family visitors can always try to enter as "tourists". Nevertheless persons applying for family visits on urgent basis can usually obtain visas within hours if they present themselves to a visa-issuing Hungarian mission abroad.

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

Fees vary slightly from country to country but are reasonable (same as Travel and Tourism: see Table VI).

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

[NB. No information. Presumably no penalties?]

B. Aspects of performance not mentioned specifically in Final Act

(i) Application procedures

Simple. Short application form for all types of travel to Hungary is provided in several languages (in addition see I.A(iii) and (iv) above).

N A T O C O N F I D E N T I A L

-105-



Family Meetings (Contd)

(ii) Foreign currency regulations

Tourists visiting relatives for extended periods of stay may receive 30-day staying permits which require they purchase a minimum of forints worth US \$7.50 per day for 10 days only. Regular tourists must purchase same daily quota of forints for each day of stay.

NB. Rate of exchange?7

(iii) Frequency of visits

No restrictions known.

(iv) Restrictions on visitors

No closed areas apart from some military installations and a 10-15 km "deep border area" on portions of frontier not open for transit.

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).

In April 1976, and again on 1st January, 1977, the currency allotment given Hungarians travelling abroad to visit families or as tourists was increased. Since August 1975, the amount has gone from 3,300 forints (\$158) to 4,000 forints (US \$194) (commercial rate).

United States notices more or less consistently, in late 1976, a greater number of younger, working age and single persons being permitted to visit relatives in US. Sometimes relatives are distant and sometimes only friends. Suggests greater Hungarian leniency. Visits in 1976 were up 30% over 1975.

Chapter IV  
HUNGARY  
ISD/140(Revised)

Family Meetings (Contd)

IV. Western performance

Western countries place little or no difficulties or delay in the way of entry for family meetings. US must seek waiver for members of Communist party, but, except for very few cases where visas denied, Hungarians receive visas immediately, within hours, or over-night, if necessary, for family visits.

∕NB. In view of Hungary's advance position within Warsaw Pact in human contacts field, please make note of comparison of behaviour between Hungary and Allied countries, especially in cost and speed of exit/entry documents for family meetings, frequency of refusals, etc.7

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\*, UK

Little                Netherlands

None

\* IS Interpretation

\*\* Netherlands reported little to moderate difficulty in general, and great difficulty for one specific case

TABLE II

Degree of difficulty and delay placed by Hungary on applications for entry visas to visit families

Great

Considerable

Moderate

Little                Germany, US\*, UK

None

\* IS interpretation

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TABLE III

Degree of improvement in Hungarian performance since Helsinki Final Act

Much  
Moderate  
Little                      US\*  
None                         Germany, UK  
Worse

\* IS interpretation

TABLE IV

Number of Hungarians granted Allied entry visas to visit their families

	GERMANY	ITALY	US*	UK			
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	8,491		1,376				
1st semester 1976	8,148	62	4,474				
2nd semester 1976	7,464		2,084	2,917			
1st semester 1977			480				
2nd semester 1977			(Jan-March)				

Observations:

\* These are tourist visa statistics, of which, up to 1977 almost all are in the family visit category

( ) Numbers known to have applied for Hungarian exit passport.

[ ] Numbers of known Hungarian refusals.

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HUMAN CONTACTS

HUNGARY

FAMILY REUNIFICATION

General assessment and summary

The Hungarian authorities impose modest to considerable delay on applications for family reunification. It is very rare that a Hungarian adult male of working age is permitted to rejoin his family elsewhere. The other 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. (In February 1977 the Head of Consular Department, MFA, said that 10% of applications to emigrate were refused. 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

(1) "... 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 who are working age males, or others who wish to be reunited with "illegal" emigrants.

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

Chapter IV  
HUNGARY  
ISD/140(Revised)

-183-

Family Reunification (Contd)

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)

- (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 ..."

[NB. Please clarify conflicting information: Processing of routine emigration passport applications takes 1-2 months (US); processing time not predictable and is rather long (Germany)]

- (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. (Average monthly income is 3,000 forints.)

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

Applications may be renewed as many as 3 or 4 times annually. Apparently no time limitation after each refusal. Application fees are reimbursed when refused.

Family Reunification (Contd)

(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 (US \$970) 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/..."

Family meetings are possible if sponsor is abroad "legally". US reports wives of military service Hungarians have been permitted to visit their husbands as "tourists".

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

/NB. 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. US sees no penalties.

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.

/NB. Very little information. See Annex.7

Chapter IV  
HUNGARY  
ISD/140(Revised)

-190-

Family Reunification (Contd)

(ii) Access to foreign Embassies

Generally unrestricted although Hungarian police are present and can monitor comings and goings. Some professional groups (i.e. attorneys at law) need permission from the authorities  
NB. Clarify? (Germany)? US experienced no difficulty with access for divided family members, even over number of years for some persons.

(iii) Discrimination as to country of destination

NB. No information?

(iv) Property other than household and personal effects

Real property holdings must be sold NB. Financial assets?

(v) Special priority for cases involving solely children

One Ally reports no experience as children always with parents. NB. Any other information? Special problems?

(vi) Availability to Hungarian citizens of information about procedures

Information available on application. From Hungarian authorities?

(vii) Availability to applicants of reason for refusals

General reasons usually given such as "against state interests", though "illegal" sojourn of family member abroad is cited in appropriate cases.

Family Reunification (Contd)

(viii) Compulsory payments other than exit document fees

[NB. 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 normal legalistic Hungarian approach to divided family problems. Outstanding cases with the US are relatively few in number, though in 1977 there has been a slow-down in numbers of resolutions. Other countries see no progress in family reunification.

Emigration passport fees were reduced in January 1976 from 1,500 forints to 1,000 forints.

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.

[NB. Please highlight any comparisons between Allied and Hungarian performance.]



Chapter IV  
HUNGARY  
ISD/140(Revised)

-192-

Family Reunification (Contd)

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

Little

None

Worse

Germany, Italy, US, UK

Family Reunification (Contd)

TABLE III

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

	GERMANY*	ITALY	NETHERLANDS	UK	US			
1st semester 1974		No more than 2 or 3 cases per year	Around 50 from 1975 to the middle of 1976		) 144			
2nd semester 1974	319			Nil				
1st semester 1975	151			Nil	) 112 [8]			
2nd semester 1975	187			Nil				
1st semester 1976	126			1 [1]	53 [13]			
2nd semester 1976	137			2 [2]	71			
1st semester 1977								
2nd semester 1977								

Observations:

- ( ) Numbers known to have applied for Hungarian exit visas
- [ ] Numbers of known Hungarian refusals
- \* including binational marriages

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HUMAN CONTACTS

HUNGARY

BINATIONAL MARRIAGES

General assessment and summary

It is very rare for Hungarian males of working age to obtain permission to leave Hungary after a binational marriage. For Hungarian girls, 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 binational 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

[NB. Germany reports exit permits for marriage rarely issued. Little and conflicting information on exit for marriage in West].  
US finds that Hungarians seeking to leave to marry US citizens receive emigration permission on same basis as persons already married, i.e. fairly liberally unless they have relatives who are "illegally" abroad, or are males under military obligation.

Exit permission is normally granted after marriage, but there are a few refusals. For males, the grounds that the Hungarian husband had not fulfilled military service are often invoked. Difficulties also arise in getting exit permission for children from previous marriages.

Chapter IV  
HUNGARY  
ISD/140(Revised)

Binational Marriages (Contd)

Entry permits

It is not particularly difficult to enter Hungary and marry a Hungarian, male or female. Can be done as regular tourist.

- (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: determined independently of permission to enter for marriage. There is normally no difficulty, but there are occasional problem cases. (Table I)

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

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

(a) marriage applications: up to six months;

(b) entry applications to marry a Hungarian citizen

[NB. No information]

exit applications for marriage abroad

[NB. No information]

(c) exit applications after marriage: issue of consular passport normally within a month to females only..

Binational Marriages (Contd)

- Fees, re-applications, household and personal effects

The same as for family reunification (See Family Reunification, I.A(iv), (v), (vi)).

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

NB. No information. Presumably no penalties?

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

(i) Application procedures

(a) Marriage: NB. Partial information/  
Submission of passport, birth certificate, marriage clearance certificate, divorce judgement and death certificate in case of widowed fiancés (NB. To what authorities?)

(b) Entry visas to marry in Hungary:  
Use normal visa application for entry to Hungary. Specify purpose and provide Hungarian marriage approval. Also can enter as regular tourist and arrange marriage permission subsequently.

Exit documents to marry abroad:  
Rarely issued (Germany), US finds same as for family reunification, as if marriage taken place (see I.A(i) above).

Chapter IV  
HUNGARY  
ISD/140(Revised)

Binational Marriages (Contd)

(c) Exit documents after marriage: in order to obtain a consular passport for emigrants 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

/NB. No information/

(iii) Discrimination as to sex

Adult Hungarian males of working age can only rarely leave Hungary after binational marriage.

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 binational marriages.

/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 binational 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./

Binational Marriages (Contd)

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of Hungarian performance on binational marriages. It is therefore requested that the Tables I, II, III and IV should be completed.

TABLE I

Degree of difficulty and delay encountered by couples in concluding binational marriages in Hungary (local formalities, procedures, etc.)

Great

Considerable

Moderate                      UK /To be completed/

Little

None

TABLE II

Degree of difficulty and delay placed by Hungary on applications to enter/to exit Hungary for purposes of concluding a binational marriage

(a) foreigners entering to marry Hungarian citizens

Great

Considerable

Moderate

Little                      Germany

None                        UK\*, US\*

(b) Hungarian citizens exiting to marry foreigners

Great

Considerable

Moderate                      Germany

Little                        US\*

None

\* IS interpretation

Chapter IV  
HUNGARY  
ISD/140(Revised)

-199-

Binational Marriages (Contd)

TABLE III

Degree of difficulty and delay placed by Hungary on applications to enter/to exit Hungary in order to permit couples, after binational marriages, to settle permanently in the country of permanent residence of one of them.

(a) foreigners entering to settle in Hungary

Great  
Considerable  
Moderate  
Little UK, Germany  
None

(b) Hungarian citizens exiting to settle in country of foreign spouse\*

Great UK and US\* (males)  
Considerable  
Moderate UK (girls only) Germany  
Little  
None

\* IS interpretation

TABLE IV

Degree of improvement in Hungarian performances since Helsinki in treating binational marriage cases in all aspects

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

\* IS interpretation



HUMAN CONTACTS

HUNGARY

TRAVEL AND TOURISM

(See also separate sections on Travel for Family Meetings, Family Reunification and Binational Marriages)

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. Hungary admits 20-25% of applications are refused. 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. There has been a small increase in the amounts of foreign currency allocated to Hungarian tourists, but still not enough

Chapter IV  
HUNGARY  
ISD/140(Revised)

-201-

Travel and Tourism (Contd)

to permit individual tourism to North America. This is partly compensated by a large increase in 1976-77 in group tourism to the US. The number of Hungarian tourists to the West was already rising before Helsinki, and this upward trend has continued.

Hungary has been active in proposing bilaterally to Allied countries various improvements in visa procedures, but has not been equally forthcoming in responding to certain Western proposals.

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. (See I.A(i) of Family Meetings for restrictions in these instances.)

Travel and Tourism (Contd)

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.

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.

(Head of Consular Department, MFA, said in February 1977, that 1.3% of passport applications were refused - 52,000 per annum based on 4 million Hungarians travelling abroad each year. It can be assumed the largest percentage are passports intended for travel to the West.)

- (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.

Chapter IV  
HUNGARY  
ISD/140(Revised)

-203-

Travel and Tourism (Contd)

By law, passport applications are supposed to to be processed within 30 days. If refused, appeals are to be submitted within 15 days, and decided upon in 30 more days. In practice if there are complicating factors it takes up to 3 months.

Foreign visitors into Hungary

Simple procedure. Tourists entry visas are issued at the border entry points, including airport but not trains, within 1-6 hours (6-8 hours in summer) and within 1-5 weeks at Embassies. (See Table VI)

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

Freedom of movement within Hungary is unlimited, except for some closed military areas and a "deep border area" on frontiers not open for transit.

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

/NB. From UK. Previous information has referred to this as "stamp fee" inserted into special passport for family travel abroad and not on visa per se. Belgium reports 600 forints for passport and 150 forints for visa. Please clarify!7  
(See Table VI)

Entry into Hungary: some variation country to country, but reasonable fees (see Table VI). /NB. Why variation? Reciprocity?7

Travel and Tourism (Contd)

- (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 ..."

No serious problems known. There has recently been increased travel by church dignatories to the Federal Republic of Germany.

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

First class hotel accommodation is short, though new ones are being built. In summer many private Hungarian homes offer guest facilities. More and more visitors are staying with relatives and friends which has cut down on foreign exchange earnings from tourism. NB. Presume Hungarian authorities do not favour promotion of tourism to West. If Hungarians must travel, authorities encourage group travel.

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,

Chapter IV  
HUNGARY  
ISD/140(Revised)

-205-

Travel and Tourism (Contd)

as a first step, apply for a foreign currency allotment which is allowed once every three years at the most.

This is given in the form of a promise-letter from the National Bank indicating that if a passport is issued, the Bank will provide the necessary foreign currency within 6 months of the date of the letter. Hungarians have admitted that 20-25% of currency applications are refused.

Up to April 1976, the amount of hard currency allowed was the equivalent of 3,300 forints (US \$153); thereafter the amount was 3,600 forints (US \$173). Since January 1977, the amount has been 4,000 forints (US \$194).

For those participating in group tours foreign currency allotments are possible once a year.

∟NB. Is this true?∟ Those travelling on full pension get allowance of equivalent 90 forints (US \$4.37) per day; those on half-pension get 150 forints (US \$7.28) per day.

(ii) Access to foreign Embassies by Hungarian citizens

Generally unrestricted access. However Hungarian police are present and can monitor comings and goings. Some professional groups, e.g. attorneys at law need approval from authorities. ∟NB. Please explain.∟

Travel and Tourism (Contd)

(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 larger foreign currency allotments are available with the same frequency.

(iv) Availability to Hungarians of information about procedures

Official Gazette has published full set of rules governing foreign travel. Travel agencies.

(v) Availability to applicants of reason for refusals

Those refused receive a written "decision" stipulating passport law provision under which application has been refused. It may be specific, such as "because your husband is residing abroad illegally" or more vague: "because your travel abroad is not in state interest".

(vi) Duration of stay abroad

/NB. Please clarify apparent conflict: as a rule, 30 days (Germany, UK); or (US) working age people, 1-3 months in accordance with leave time awarded; pensioners - indefinitely.<sup>7</sup>

(vii) Frequency of travel permits

Once every three years - individual tourists using own funds

Chapter IV  
HUNGARY  
ISD/140(Revised)

Travel and Tourism (Contd)

- 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 (provided relatives or friends pay costs)

Foreign visitors to Hungary

Currency regulations

Foreign tourists are obliged to exchange a minimum of US \$7.50 for each day in Hungary. This can be burdensome in some cases. (For family visitors see Family Meetings, II.B(ii)).

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 (US \$153) to 3,600 forints. (US \$173) and to 4,000 forints (US \$194) in January 1977. This is still not enough to permit individual Hungarians to finance their own trips to North America.

One compensatory improvement to this situation has been the significant increase in group tourism to the US in early 1977 (16 flights of about 600 persons plus 2 more possible in late 1977, compared with 2-3 annually before). There is a high interest, but availability of hard currency will determine if same level of tourism continues into 1978.



Travel and Tourism (Contd)

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.

For Hungarian responses to certain Western proposals see III immediately below.

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).

At US initiative, Hungary and the United States have concluded a bilateral agreement reducing the length of time for issuance of entry visas to officials and lifting restrictions on the movements of each other's officials within their countries.

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. Germany has had no reply to its proposal for the simplification of visa procedures for journalists.

Chapter IV  
HUNGARY  
ISD/140(Revised)

Travel and Tourism (Contd)

NB. Please highlight any comparisons between Allied and Hungarian 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 Hungary on applications by Hungarian citizens wishing to travel abroad:

(a) For personal reasons

- Great
- Considerable
- Moderate                      UK
- Little                              Germany
- None

(b) For professional reasons

- Great
- Considerable
- Moderate                      UK, Germany
- Little
- None

Travel and Tourism (Contd)

TABLE II

/NB. 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	Germany	) UK (often bureaucratic delays)
Little		
None		

(b) for professional reasons

Great		
Considerable		
Moderate	Germany	) UK (often bureaucratic delays)
Little		
None		

TABLE III

Degree of improvement in Hungarian performance since Helsinki Final Act:

	<u>Travel abroad</u>	<u>Visitors to Hungary</u>
Much		
Moderate		
Little	UK	
None	Denmark, Germany, Italy, US	Denmark, Germany, UK
Worse		

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TABLE IV  
Number of Allied visitors to Hungary

	Denmark		Germany		Italy*	UK	US		
	1	2	1	2	1/2	1/2	1	2	
1st s 1974			)	)	)	)	)	)	
2nd s 1974	6,388		301,000	81,000	78,000		54,000	2,000	
1st s 1975	)	)	)	)	)	)	)	)	
2nd s 1975	7,604		352,000		72,000		53,500		
1st s 1976	3,806					1,239 (Sept-Dec)		20,100	
2nd s 1976						954		40,100	
1st s 1977									
2nd s 1977									

Observations:

- 1 - Tourist visas
- 2 - Other non-immigrant visas
- \* - Non-tourist visas total to approximately 100 per year

TABLE V

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

	Denmark		Germany		Greece		Italy*		Netherlands**		Turkey****	UK		US*				
	1	2	1	2	1	2	1	2	1	2	1+2	1	2	1	2			
1st s 1974	2,039				2,924						3,674	Date not available	4,106	4,565				
2nd s 1974	1,587		41,379		2,580		52,170				4,622		2,239	2,911				
1st s 1975	2,012		25,461		4,328						5,842		3,490	4,019				
2nd s 1975	1,808		15,515		4,743		56,062		8,350		5,423		1,976	2,480				
1st s 1976	2,484		29,058		9,027		29,133		7,530				4,472	4,913				
2nd s 1976			34,229										2,084					
1st s 1977																		
2nd s 1977															930 (Jan-March)			

Observations:

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 are almost all for family visits up to 1977.

\*\*\*\* Number of visas for all purposes.

Chapter IV  
HUNGARY  
 ISD/140 (Revised)

Travel and Tourism (Contd)

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

1-6 hours at entry points (6-8 hours in summer),  
 1-5 weeks at Embassies

Cost

Some variation from country to country: Why?  
 Reciprocity?

Germany:	DM. 14 + DM. 8 admin. fees
Italy:	US \$9 (approx.)
Netherlands:	H.fl. 16 (approx.)
Greece:	91.35 Forints = US \$4.50
UK:	100 Forints
US:	US \$6
Denmark:	90 Forints - 1 entry
	150 Forints - 2 entries
	350 Forints - several entries

(b) Hungarian exit passport and visa

Length of time\*

By law, passport application must be processed within  
 30 days. If refused: 15 days for appeal and 30 days to  
 consider appeal. If problems, total process can take up  
 to 3 months, or be refused a second time.

Cost

NB. Please examine carefully and make consistent  
 with Annex and other parts of country paper.

Passport:	(a) 40 Forints <u>NB.</u> application?
	(b) 1,000 Forints to purchase passport when approved <u>NB.</u> confirm?

\* Not including time to collect information for application forms

Average Hungarian monthly income 3,000 Forints  
 (Note: US \$ = 20.60 Forints tourist rate; 25th April, 1977)

Travel and Tourism (Contd)

TABLE VI (Contd)

- Exit visa: (a) 600 Forints with currency allowance (i.e. individual tourism)  
          or (b) 400 Forints without currency allowance (i.e. family visits)  
          or (c) 400 Forints - group travel through IBUSZ travel agency  
                  200 Forints - group travel through Express or Syndical travel agency.

HUMAN CONTACTS ANNEX

HUNGARY

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM  
HUNGARY BY HUNGARIANS

NB. Please check, clarify and expand the following information on exit procedures from Hungary, particularly any special circumstances applying to Family Meetings, Family Reunification, Binational Marriages and Travel and Tourism.<sup>7</sup>

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. They are submitted to police.

The following information is required:

NB. Lacking information<sup>7</sup>

- travel route to be taken;
- resident address in country to be visited.

---

Note: (i) Average monthly income: 3,000 Forints.  
(ii) US \$1 = 20.60 Forints, tourist rate, 25th April, 1977.



Chapter IV  
HUNGARY  
ISD/140(Revised)

The following documents are required:

/NB. No information<sup>7</sup>

Applicant presents completed application, along with identity card to police, who issue passport.

Processing time:

One week.

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:

Several trips a year are possible.

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)

/NB. This section may need to be changed to note that passport costs 1,000 Forints. See Family Meetings I.A(v) and look carefully at question of what passports are used for what purpose; cost; visas; etc.<sup>7</sup>

/NB. 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.<sup>7</sup>

Application forms are available from travel agents on payment of a fee of 40 Forints.

The following information is required:

- [NB. Further information?]  
- indication of travel address.

The following documentation is required:

- statement that applicant will travel only to indicated country(ies);
- promise letter from National Bank that foreign currency forthcoming.

- [NB. Further information?]

Applications are submitted for processing to travel agency. IBUSZ in Budapest, or to police in countryside where IBUSZ not represented.

Processing time

By law - 30 days: appeals - 15 days; consideration of appeals - 30 days.

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 [NB. 1,000 Forints?]  
exit visa (stamp fee) - 400 Forints  
viz (without foreign currency allowance).

- (b) individual tourist travel:

passport - 40 Forints [NB. 1,000 Forints?]  
exit visa (stamp fee) - 600 Forints  
viz (with foreign currency allowance).

N A T O   C O N F I D E N T I A L

Chapter IV  
HUNGARY  
 ISD/140(Revised)

-218-

(c) group travel:

passport - 40 Forints /NB. 1,000 Forints?/

exit visa (stamp fee) - 400 Forints (IBUSZ  
 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, stay unlimited.

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.

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 US \$194.

Individuals participating in group travel abroad  
 pay for entire trip in Forints, but apparently are  
 also entitled to a small daily foreign currency  
 allotment depending on whether they are on full  
 pension (90 Forints) (US \$4.37) or half pension  
 (150 Forints) (US \$7.28).

N A T O   C O N F I D E N T I A L

-218-

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

A "consular" passport is issued to applicants wishing to settle abroad. [NB. Is it the same passport used for travel abroad? If not, please explain difference.]

[NB. Information suggests it is only issued to those involved in binational marriages. Is this true?]

[NB. No information on validity.]

Holders of consular passports are treated as Western foreigners and need visa to visit Hungary after they depart country.

Applications require the following information:

[NB. No information]

Applications require the following documentation:

[NB. Further information? e.g. - proof of relinquishment of dwelling

- freedom from debt
- notice of termination of employment
- freedom from court actions]

[NB. What about reimbursement of education costs?]

Chapter IV  
HUNGARY  
ISD/140(Revised)

-220-

Processing time:

One month upwards.

Cost:

Passport: 1,000 Forints

(c) Binational 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 emigrated illegally or who did not

Chapter V

-222-

POLAND

ISD/140(Revised)

Family Meetings (Contd)

behave properly (in Polish eyes) during a former visit are sometimes refused. Jewish Poles who were stripped of their citizenship and permitted to leave in 1967-68 are often not permitted to return, whatever nationality they now possess.

Little or no change in Polish performance since Helsinki 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 or 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.

Family Meetings (Contd)

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

It is easier for Poles to visit the majority of 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: 1-7 months with an average of about two months to obtain a passport.

- (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 ..."

Very high. A passport valid for travel to West Europe costs 2,000 Zloty (by means of revenue stamp placed in passport). It is returnable after every visit abroad and can only be used again on the purchase of an additional 2,000 Zloty revenue stamp.

Passports valid for travel to North America also cost 2,000 Zloty.

Pensioners pay 1,000 Zloty for their passports and students 600 Zloty, (500 Zloty for North America).



Chapter V  
POLAND  
ISD/140(Revised)

Family Meetings (Contd)

As from 1st January, 1977 Poles can travel to Eastern bloc countries on their identity cards; these need a revenue stamp costing 300 Zloty.

Additional fees are "administrative charges" of between 100 and 250 Zloty on application for a passport. [NB. More detail?]

A further expense is the notarial fee levied by Polish Embassies in some Allied countries (e.g. the FRG, and the UK) to verify invitations sent to Poles wishing to travel to the West.

A normal passport fee (in fact a "non-emigrant exit tax") of 2,000 Zloty should be described as very high when seen in the light of the average Polish monthly salary 4,100 Zloty (January 1977 figure).

(Note: US \$1 = 3.32 Zlotys basic rate or 33.20 tourist rate (25th April, 1977))

- (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.

Family Meetings (Contd)

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

There seems to be no limitation on the frequency of visits to the West for Poles wishing to see members of their families. It is quite common for Poles to visit their families in the West once a year; provided they have either \$130 or an invitation promising to cover the costs of their stay.

(iii) Acquisition of foreign currency

Unless relatives abroad are prepared to pay for the entire trip, including accommodation, a passport request will not normally be approved. An exception to this general rule is made when the applicant proves he is in possession in a bank account of a minimum \$130

Chapter V  
POLAND  
ISD/140(Revised)

Family Meetings (Contd)

account received from abroad through official ways.

In theory, an allowance of US \$130 can be given every three years, but this remains difficult to obtain. The recent change allowing an individual to deposit foreign exchange into a bank account without explaining its provenance facilitates travel to the West. However a tight control on foreign exchange still seems to be the principal factor inhibiting increased travel to the West. Since only \$130 can be legally purchased for travel abroad, for many Poles support from relatives is a practical as well as legal necessity. [NB. Exchange rate?]

(iv) Access to foreign Embassies by Polish citizens  
Free, though there is a Milicja guard on every Embassy who can take note of visitors.

(v) Availability to Polish citizens of information about procedures

Passport regulations and Allied visa regulations are readily available to the general public through the Orbis travel offices.

(vi) Availability to applicants of reason for refusals  
Very limited - not normally given (apart from quoting a law).

(vii) Duration of stay abroad

Normally passport must be exchanged for a consular [NB. Please explain cost? Formalities?] passport within 1 year if holder wishes to stay longer abroad. [NB. How long can one stay continuously abroad as family visitor?]

Family Meetings (Contd)

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 emigrated "illegally" or who did not behave properly (in Polish eyes) during a former visit are sometimes refused. Former Polish subjects of Jewish ancestry who were expelled in 1967-68 are often denied entry as tourists even to visit aged relatives. (Table II)

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

Good - no difference among Allies. √NB. But do those from socialist countries get better treatment?/

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

Allied experience varies: UK reports: 2 days to 5 weeks; Germany reports: 3 to 4 weeks; Italy reports: about 2 weeks; US reports: 8 days-2 weeks.

Time limit depends to some extent on local conditions, including postal delays.

N A T O    C O N F I D E N T I A L

Chapter V  
POLAND  
ISD/140(Revised)

-228-

Family Meetings (Contd)

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

Yes

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

Same as for Travel and Tourism, I.A(iv) and Table VI. Some consider them to be quite high; others moderate.

- (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.

B. Aspects of performance not mentioned specifically in Final Act

- (i) Application procedures

Procedures are on the whole straightforward with the possible exception of Germany where normal applicants are referred by the Consulate in Cologne and the Military Mission in Berlin to the Polish Orbis agency who charge an extra fee of DM. 25 or more for their service.

- (ii) Foreign currency regulations

Those visitors invited by relatives who declare their intention to stay with relatives, are required to exchange minimum of \$2.50 per day. Those family visitors not staying with relatives are treated as follows.

N A T O    C O N F I D E N T I A L

-228-

Family Meetings (Contd)

If Allied citizens of Polish origin come into Poland on an Allied country passport, they must exchange a minimum of \$10 a day (this charge will soon be raised to \$12 a day). If Allied citizens enter Poland on a Polish Consulate passport, the minimum foreign exchange requirement is waived, either in toto, or in part depending on the circumstances.

Students must exchange a minimum of \$5 a day and businessmen \$10 a day. Up to 1st January, 1977 campers had to exchange \$5 a day. This category has since been scrapped.

Tourist exchange rate is 10 times basic rate of 3.32 Zlotys per US \$.

(iii) Frequency of visits

No limit.

(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. This last factor is true of the 64% rise in

Chapter V  
POLAND  
ISD/140(Revised)

-230-

Family Meetings (Contd)

tourist visas to the United States in the second half of 1976. The marked increase in numbers in the case of Germany has been partly due to bilateral efforts.

IV. Western Performance

The Allies place little difficulty and delay on applications by Poles for entry visas to visit their families. They rarely refuse such visas, issue them fairly promptly and charge a moderate fee. See Appendix.

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

The Allied practice compared favourably as far as cost of exit/entry documents goes: NB. Any other comparisons, favourable or otherwise, such as length of time to issue entry documents, frequency of refusals?

<u>Cost of Polish Visa to Allied Visitors</u>	<u>Cost of Allied Visa to Polish Visitors</u>
<u>Canada</u> About \$10	No cost
<u>Germany</u> Approx. DM. 50	80 Zloty
<u>Netherlands</u> \$10 and \$13 for businessmen	65 Zloty
<u>Italy</u> About \$10	111.60 Zloty
<u>US</u> \$10	500 Zloty
<u>UK</u> £5.50	200

Notes:

- (1) Average monthly income is 4,100 Zloty
- (2) US \$1 = 33.20 Zloty tourist rate on 25th April, 1977

Family Meetings (Contd)

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*, Belgium, Denmark
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*, Belgium
None	-

\* IS interpretation



Chapter V  
POLAND  
 ISD/140(Revised)

Family Meetings (Contd)

TABLE III

Degree of improvement in Polish performance since Helsinki Final Act:

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

\* IS interpretation

TABLE IV

Number of Poles granted Allied entry visas to visit their families

	Denmark	Germany	UK*	US**			
1st s 1974		15,010	-	9,388			
2nd s 1974		19,427	11,077	10,111			
1st s 1975	1,467	18,540	19,094	6,433			
2nd s 1975	1,033	21,452	10,447	5,271			
1st s 1976	1,330	22,311	18,370	8,414			
2nd s 1976		26,216	9,217	11,203			
1st s 1977							
2nd s 1977							

Observations:

- \* 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.

( ) numbers known to have applied for Polish visas  
 [ ] number 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 military service, reunification with "illegal" emigrants, and applications with professional skills in demand in Poland. A highly restrictive definition of family relationships eligible for reunification is also sometimes applied. However, long persistence often results in eventual success. Relatively few are indefinitely denied permission to leave 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 (and recently by some apprentices) to cover the cost of their state education. The exit documents are also rather high. A charge is levied for each renewed application.

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

Chapter V  
POLAND  
ISD/140(Revised)

-234-

Family Reunification (Contd)

due to a special bilateral agreement and since December 1976 the peak figure of 3,463 individuals has not been repeated. The number of US cases resolved has not kept pace with the number of new cases and outstanding cases involved a total of about 2,900 persons in March 1977. On the positive side, Canada concludes that overall emigration to Canada is easier now than it was before Helsinki.

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

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. In the second half of 1976 while known refusals were down to 112, new immigrant visa applications totalled 1,502 and only 778 Polish visas were issued to permit emigration. 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. Canada has had an 85% success rate for 1975/76 lists.

Family Reunification (Contd)

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. (Poles have admitted they intend to restrict emigration for economic reasons, just as Western countries restrict immigration.)

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 ..."

/NB. What is time to deal with one application, irrespective of outcome?

There are cases when this may take many months, or even years. /NB. What is average for the bulk of "easy" cases?

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

Passport for emigration cost: 5,000 Zloty;  
2,500 Zloty for retired persons. This is high.  
(Average monthly income is 4,100 Zloty)

Chapter V  
POLAND  
ISD/140(Revised)

-236-

Family Reunification (Contd)

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

Fresh applications can be filed immediately after receipt of refusal. However, the process of collecting all the necessary documents is a burdensome one. A charge of 100 Zlotys is made for each application.

- (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.

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

No problem.

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

Polish performance satisfactory.

- (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.

Family Reunification (Contd)

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

Free access, though there is a Milicja guard at every Embassy who can take note of visitors.

(iii) Discrimination as to country of destination

While it may be marginally easier for a Pole to emigrate to Communist countries than to the West, this is not so in the case of those wishing to settle in the USSR or Czechoslovakia.

(iv) Property other than household and personal effects

One must show proof of having settled one's immovable property before emigration. [NB. i.e. relinquished title in some way? Money transfers?]

(v) Special priority for cases involving solely children

No difficulty, save in divorce cases involving custody of children.

(vi) Availability to Polish citizens of information about procedures

Only available from Embassies.

Chapter V  
POLAND  
ISD/I40(Revised)

-238-

Family Reunification (Contd)

(vii) Availability to applicants of reason for refusals

Rarely given.

(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. In the case of an engineering degree, for example, this would amount to 300,000 Zloty or 3 years work for the state. There have recently been cases of apprentices being asked to repay the cost of their training. (Average monthly income is 4,100 Zloty)

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. Germany has reported that the peak figure of 3,463 individuals in December 1976 has not been repeated and a decline seems possible.

Family Reunification (Contd)

Canada has had to continue submitting representation lists of outstanding cases, but the resolution rate has been about 85% for the 1975/76 lists. Canada concludes overall emigration to Canada is easier now than before Helsinki, and that some liberalization of exit controls seems evident.

On the negative side, the United States reported in March 1977 a very large number of outstanding cases (373 individuals) involving immediate family members, and an even larger number (2,530 individuals) involving non-immediate family members. The number of US cases resolved has not kept pace with the rise in numbers of new cases. The rise of 12% in emigration from early to late 1976 is insignificant when compared to the emigration of a decade ago.

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.

Allied performance compares favourably with Polish performance on cost and length of time to issue exit/entry documents, and on frequency of refusals.



Chapter V  
POLAND  
ISD/I40(Revised)

Family Reunification (Contd)

TABLE I

Degree of difficulty and delay placed by Poland on Polish applicants for family reunification:

Great	
Considerable	Germany, US
Moderate	Denmark, UK, Netherlands, Belgium, Canada*
Little	
None	

\* IS interpretation

TABLE II

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

Much	Germany
Moderate	Canada*
Little	Italy*, Netherlands, Belgium, Denmark
None	UK, US*
Worse	

\* IS interpretation

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Family Reunification (Contd)

<u>TABLE III</u>							
Number of Poles granted Western entry visas to be reunited with their families:							
	Canada	Denmark	Germany	US			
1st s 1974	629		2,432	794			
2nd s 1974			1,852	1,072			
1st s 1975	406	27	1,432	497			
2nd s 1975		35	3,083	457			
1st s 1976	503	42	8,941	691 <u>[434]</u>			
2nd s 1976			10,676	778 (1,502) <u>[112]</u>			
1st s 1977							
2nd s 1977							

Observations:

[ ] numbers known to have applied for Polish exit visas  
[ - ] numbers of known Polish refusals

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HUMAN CONTACTS

POLAND

BINATIONAL MARRIAGES

General assessment and summary

Polish performance on binational marriages is in the main reasonably relaxed, though there are some problems.

Binational 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. It is more difficult for Polish men to obtain permission to leave than for Polish women. Most Allies see little or no general improvement in Polish performance since Helsinki, but Canada, Germany and most recently the US have reported much improvement.

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by Poland as regards binational 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

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Chapter V  
POLAND  
ISD/140(Revised)

-243-

Binational Marriages (Contd)

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. (For example, the US reported 11 exit visas issued to Polish spouses in the second half of 1976, and 5 new cases of divided spouses.)

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" from the State. 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)

Binational Marriages (Contd)

(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:

No problem. No delay.

Exit applications for marriage abroad: very rare. Where attempted, there can be considerable delay, especially in the case of Polish men marrying Western women, but also in the case of Polish women.

(c) Exit applications after marriage: up to 6 months normally, but can go to 9 months.

- Fees, re-applications, household and personal effects

Position as it concerns exit is the same as for family reunification. Need to repay education costs for university graduates etc. (See Family Reunification: I.A(iv)(v)(vi))

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

Some cases of discrimination (particularly in education). Germany, however, notes considerable improvement in this field.

Chapter V  
POLAND  
ISD/140(Revised)

Binational Marriages (Contd)

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

(i) Application procedures

(a) Marriage:

√NB. Please clarify inconsistency between two statements. 7 No special permission needed (see I.A(ii)). But there is 30-day wait following submission of an application to be married.

(b) Entry visas to marry in Poland:

No problem. √NB. Special procedures, or same as tourist visa? 7

Exit documents to marry abroad:

Very rare. √NB. Are procedures difficult or is it unsympathetic treatment of requests? 7

(c) Exit documents after marriage:

Procedure the same as for family reunification. Can be very slow viz 4-9 months delay; but almost always granted.

(ii) Discrimination as to country of foreign partner

(See Family Reunification: I.B(iii)).

(iii) Discrimination as to sex

Polish men have more difficulty in leaving Poland after marriage to Western women than do Polish women after marriage to Western men.

Binational Marriages (Contd)

II. Developments in Poland since Final Act

Some Allies see little or no general improvement in Polish performance since Final Act.

Germany and Canada report much improvement from beginning of 1976; the US from beginning of 1977, Denmark moderate improvement from mid-1976; Germany sees less discrimination against applicants and members of their families.

[NB. What are the improvements seen by others?]

III. Western performance

Western countries in general raise little or no difficulties concerning the various aspects of binational marriages. However, Italy has 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. The US issues a special visa for those travelling to marry in the United States. See Appendix.

TABLE I

Degree of difficulty and delay encountered by couples in concluding binational marriages in Poland, (local formalities, procedures, etc.).

Great

Considerable

Moderate

Little

UK, Canada, US, Belgium, Netherlands  
Italy, FRG

None

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Chapter V  
 POLAND  
 ISD/140(Revised)

Binational Marriages (Contd)

TABLE II

Degree of difficulty and delay placed by Poland on applications to enter/to exit Poland for purposes of concluding a binational marriage:

- (a) foreigners entering to marry Polish citizens:
  - Great
  - Considerable
  - Moderate
  - Little UK, FRG, Canada, Netherlands, US, Belgium, Italy.
  - None
- (b) Polish citizens exiting to marry foreigners:
  - Great FRG, Canada
  - Considerable UK, Netherlands, US, Belgium, Italy.
  - Moderate
  - 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 binational marriages, to settle permanently in the country of permanent residence of one of them:

- (a) foreigners entering to settle in Poland:
  - Great
  - Considerable
  - Moderate
  - Little
  - None Canada, Netherlands, US, Belgium, Italy, FRG, UK.
- (b) Polish citizens exiting to settle in country of foreign spouse:
  - Great
  - Considerable Canada
  - Moderate Netherlands, US, Belgium, Italy, FRG, UK
  - Little
  - None

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Binational Marriages (Contd)

TABLE IV

Degree of improvement in Polish performance since  
Helsinki Final Act:

Much        Germany and Canada (beginning of 1976 onwards),  
              US (beginning 1977)

Moderate    Denmark (mid-1976)

Little       Italy\*

None         Germany and Canada (until the end of 1975),  
              Netherlands, UK, Belgium, US (up to 1977)

Worse

\* IS interpretation

HUMAN CONTACTS

POLAND

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Family Reunification and Binational Marriages)

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.

Chapter V  
POLAND  
ISD/140(Revised)

-250-

Travel and Tourism (Contd)

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).

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

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). Western tourists in 1975 constituted 8% of the tourist traffic, but 46% of tourist income. 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, though there are some exceptions to this general rule (viz Belgium and the Netherlands) (see Tables IV and V).

Travel and Tourism (Contd)

- (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; average 2 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)..

- (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: Very high (see Table VI)..

Entry into Poland: Fees vary by country  
[NB. Reason: reciprocity? foreign exchange?]  
Netherlands and Germany consider these fees to be quite high; others consider them to be moderate (see Table VI). On 26th February, 1977 the Polish government officially rejected a US proposal to reciprocally lower or eliminate visa fees.

Chapter V  
POLAND  
ISD/140(Revised)

Travel and Tourism (Contd)

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

No improvement envisaged in most cases, though Canada is involved in negotiations.

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

Situation satisfactory. Considerable links between Catholic Church and West.

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

Facilities good and being further developed. Accommodation needs are especially acute, but the supporting services (e.g. transport, shops, catering) also need improvement.

- (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.

Polish attitude towards Western tourism offices and promotion in Poland is not hostile.

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 for those without their own hard-currency account, but this is often not granted. This constitutes the main limitation on the growth of tourism and travel abroad (see also Family Meetings, I.B(iii)). NB. Basic or tourist exchange rate?7

Travel and Tourism (Contd)

(ii) Access to foreign Embassies by Polish citizens

Free access, except for Milicja guard at every Embassy who can take note of visitors.

(iii) Discrimination by country

Journeys to Warsaw Pact countries are easier, with the possible exception of the USSR and Czechoslovakia. No passport requirements, lower costs, fewer currency restrictions. All family can travel together.

(iv) Availability to Polish citizens of information about procedures

Satisfactory.

(v) Availability to applicants of reason for refusals

The reason is not normally given (apart from quoting a law).

(vi) Duration of stay abroad

Normal passport must be exchanged for a consular ∟NB. Please explain cost? Formalities? ∟ passport within 1 year if holder wishes to stay longer abroad. ∟NB. How long can one stay continuously abroad as tourist? ∟

(Normal validity of tourist passport: 1 year renewable for 1 year.) ∟NB. In view of immediately above how does this bear on duration of stay abroad? ∟

Chapter V  
POLAND  
ISD/140(Revised)

Travel and Tourism (Contd)

(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

(viii) Currency regulations

Normal tourist must exchange \$10 per day.

If Allied citizens of Polish origin come into Poland on an Allied country passport, they must exchange a minimum of \$10 a day. If Allied citizens enter Poland on a Polish consulate passport, the minimum foreign exchange requirement is waived, either in toto, or in part depending on the circumstances.

Students must exchange a minimum of \$5 a day and businessmen \$10 a day. Up to 1st January, 1977 campers had to exchange \$5 a day. This category has since been scrapped.

For family visitors, see II.B(ii) of Family Meetings.

Tourist exchange rate is 10 times basic rate of 3.32 Zlotys per US \$.

II. Development in Poland since Final Act

A little improvement in Polish performance vis-à-vis foreign visitors since Helsinki. [NB. Reasons for improvements?] Little or no change re Polish travel abroad. (See Table III).

For Polish response to some Allied visa proposals see III.

Travel and Tourism (Contd)

III. Western performance

Exit from Allied countries

With rare exceptions, full freedom to travel abroad. Exit formalities simpler and speedier than in Poland. 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 for the US, Belgium, West Germany and Canada is normally somewhat shorter than in the case of Poland. In the case of UK, Dutch and Italian entry visas, it is normally somewhat longer. See Appendix.

Cost of Western entry visas for tourist travel compares favourably with Polish practice (see Family Visits IV).

The UK has proposed to Poland bilateral arrangements concerning length of time for visa issuance and multiple entry visas for certain categories of persons: there has so far been no response. On 26th February, 1977 the Polish government officially rejected a US proposal reciprocally to lower or eliminate visa fees.



Chapter V  
POLAND  
 ISD/140(Revised)

-256-

Travel and Tourism (Contd)

<u>TABLE I</u>			
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			Canada, FRG,
Little	Belgium, Netherlands	FRG, US, UK, Canada	UK, Netherlands, US
None	UK, Canada, US, FRG	Netherlands, Belgium	Belgium

<u>TABLE II</u>			
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	Canada, US		
Little	FRG, UK, Belgium, Netherlands	Belgium, US, FRG	FRG, UK, Netherlands, Belgium, US.
None		Canada, UK, Netherlands, Belgium	Canada

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Travel and Tourism (Contd)

<u>TABLE III</u>		
Degree of improvement in Poland's performance since Helsinki Final Act:		
	<u>Travel abroad</u>	<u>Visitors to Poland</u>
Much	-	
Moderate	-	
Little	Italy*, Germany	Italy, FRG, Netherlands, UK, US, Belgium, Canada
None	Netherlands, UK, US, Belgium	
* IS interpretation		

<u>TABLE IV</u>						
Number of Allied visitors to Poland:						
	Germany	Netherlands	US			
	1 + 2	1 + 2	1 + 2			
1st s 1974	} 237,665		} 43,000*			
2nd s 1974						
1st s 1975	} 274,074	} 22,000	} 46,000*			
2nd s 1975						
1st s 1976	} 280,000** (incl. Berlin)		39,000**			
2nd s 1976			11,000			
1st s 1977						
2nd s 1977						
Observations:						
1. Number of tourist visas						
2. Number of non-immigrant visas						
* Polish official statistics						
** Unofficial Polish statistics						

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N A T O   C O N F I D E N T I A L

Chapter V  
POLAND  
ISD/140(Revised)

Travel and Tourism (Contd)

<b>TABLE V</b>														
Number of visas granted to Poles by Allied countries for travel and tourism:														
	Belgium	Canada	Denmark		Germany*	Greece	Italy	Norway	Netherlands	Turkey	UK	US		
	1 + 2	1 + 2	1	2	1 + 2	1 + 2	1 + 2	1 + 2	1 + 2	1 + 2	1 + 2	1	2	
1st s 1974	}22,352 inc. }transits	2,375			} 67,849 }+49,917 }transits	} 9,600	}35,180		11,425	4,326	}25,687	9,388	2,337	
2nd s 1974		4,865										10,361	12,613	
1st s 1975	}22,018 inc. }transits	2,354	1,734	1,856	} 77,767 }+51,079 }transits	}13,700	}37,080	}2,970	12,926	8,570	13,495	6,433	2,605	
2nd s 1975		4,622	1,378	3,434								11,574	17,109	13,576
1st s 1976	}26,036 inc. }transits	}3,329	1,322	2,777	} 85,752 }+53,038 }transits				10,802		13,520	8,401	4,527	
2nd s 1976						6,542						20,333		14,017
1st s 1977														
2nd s 1977														

Observations:  
 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) Polish entry visa
- (b) Exit passport and visa

(a) Entry visa

Length of time

See Page 227 II.A(iii)

Cost

Germany	(i) Tourist Visa:	DM. 24
	(ii) Tourist Visa (for over 8 months):	DM. 35
	(iii) Visa for business trips:	DM. 24
	(iv) Multiple Visa for business trips:	DM. 85
	(v) Visa for Poznan Fair:	DM. 18
	(vi) Multiple Visa for Poznan Fair:	DM. 64
	(Extra charge of DM. 25 by Orbis for categories (i)-(iv))	
Netherlands	Tourist Visa:	H.fl. 26
	Business Visa:	H.fl. 36
UK	Visitor's Visa:	£5.50
	Multi-entry Visa:	£17.50
US	Tourist and business Visas:	\$10
	Transit Visa:	\$5.50
	Students and their dependants:	\$14.50
	Temporary workers:	\$14.50
	Reporters, resident businessmen:	\$21.00

Chapter V  
POLAND  
ISD/140(Revised)

-200-

Travel and Tourism (Contd)

TABLE VI (Contd)

(b) Exit passport

Length of time\*

1-7 months. Average 2 months.

Cost

A passport valid for travel to West Europe costs 2,000 Zloty (by means of revenue stamp placed in passport). It is returnable after every visit abroad and can only be used again on the purchase of an additional 2,000 Zloty revenue stamp. Passports valid for travel to North America also cost 2,000 Zloty.

Pensioners pay 1,000 Zloty for their passports and students 600 Zloty, (500 Zloty for North America).

As from 1st January, 1977 Poles can travel to Eastern bloc countries on their identity cards; these need a revenue stamp costing 300 Zloty.

Additional fees are "administrative charges" of between 100 and 250 Zloty on application for a passport.

A further expense is the notarial fee levied by Polish embassies in some Allied countries (e.g. the FRG, and the UK) to verify invitations sent to Poles wishing to travel to the West.

\* Not including time to collect information for application forms.

Note: (1) Average Polish monthly income: approximately 4,100 Zloty  
(2) US \$1 = 3.32 Zloty basic rate as of 25th April, 1977

HUMAN CONTACTS ANNEX

POLAND

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM POLAND  
BY POLES

I. General requirements

A passport is required to travel outside Eastern bloc countries.

The same application procedures apply to all types of trips abroad, though emigration requires more documentation.

The usual term of validity of tourist passports is one year renewable for one more year. Sometimes issued for shorter periods. There is no exit visa\* as such but passports are issued for specific regions of the world. Passports must be surrendered on return from abroad and may only be regained for another trip on the payment of 2,000 Zloty. The various sorts of passport issued by the Polish authorities are:

- (i) Diplomatic
- (ii) Consular
- (iii) Official - 2 kinds, one issued by the Ministry of the Interior (MSW) and one by the Foreign Ministry (MSZ)
- (iv) Normal - normal passport can also be issued with:
  - (a) an emigration stamp;
  - (b) a multi-entry/exit stamp.

---

Average monthly Polish income: 4,100 Zlotys

(Note: US \$1 = 3.32 Zlotys basic rate; 33.20 Zlotys tourist rate on 25th April, 1977)

\* Belgium and US report that their students are required to produce permission from academic authorities before they can leave Poland.

Chapter V  
POLAND  
ISD/140(Revised)

-262-

Acquisition of passport

Normal passport may permit one exit.

Passport application forms are available from the police, and tourist agencies.

Application forms request information on the following:

- numerous 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.

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).

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 such as Orbis Travel 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

"... reasonable time limits ..."

Allied experience varies: UK reports: 2 days to five weeks; Germany reports: 3 to 4 weeks; Italy reports: about 2 weeks; US reports: 8 days-2 weeks.

Time limit depends to some extent on local conditions, including postal delays.

(Some urgent cases can be processed in 1-3 days, at most a week).

Cost of passport

A. For travel abroad

See Travel and Tourism: Table VI.

B. For emigration

Passport (with emigration stamp) - 5,000 Zloty regular price; 2,500 Zloty retired persons.

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, or can get foreign currency on application (see I.B(iii) of Family Meetings).

Costs applying in family meeting cases are the same as for Travel and Tourism (see Table VI of that section).



Chapter V  
POLAND  
ISD/140(Revised)

B. Emigration (Family Reunification)

Either passport with special emigration stamp or so-called Travel Document (for stateless persons) is issued; in addition:

- One has to clear one's taxes, repay one's education costs (on occasion); hand back one's accommodation to the renting authority; settle one's immovable property; obtain employer's certificate (when appropriate) stating that one has done one's military service at least 5 years previous to filing the application; obtain invitation from abroad, etc. etc.
- Applicants must wait for hours, if not days, to file applications with local police.
- See above for costs applying in emigration cases. For education repayment see Family Reunification I.B(viii).

C. Binational Marriages

Handled merely as emigration, with procedural delays and costs about the same.

D. Travel and Tourism

No additional information.

NB. Recent reply to ISD/140 from Allied missions in Warsaw made 2 references to "consular" or "consulate" passport (see Travel and Tourism I.B(vi) and (viii)). Please explain fully what this is for, procedures, cost, etc. at appropriate place in this Annex and enlarge.7

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. Only old people encounter relatively few difficulties.

Apart from this overall highly restrictive policy, other major difficulties are:

- (i) stringent control of hard currency: the host relative has to cover much of the cost and usually covers it all (Romanians can buy air tickets in lei if they have the money);
- (ii) long and complex procedures: it is necessary first to apply for permission to apply, and then to submit an application for travel documents;
- (iii) persons who persist in applying for travel permission may be subject to ostracism and suspicion, in rare cases to penalties such as loss of job or pay;

Chapter VI  
ROMANIA  
ISD/140(Revised)

-266-

Family Meetings (Contd)

- (iv) two-year interval normally necessary between visits abroad;
- (v) close relative kept in Romania as "hostage" for return (unless traveller is pensioner);
- (vi) reasons for refusals not normally given to applicants;
- (vii) refusal of place of work to provide "adeverinta" attesting to honesty and reliability of applicant, and intention to return to job.

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 (June 1976) for certain categories of "illegals". [NB. Has it?]

Factors that have limited the growth of family visits (and tourism generally) have been the requirement for each visitor to spend \$10 a day and the decree prohibiting foreigners from lodging with Romanians, except close relatives.

Since November 1976, however, visitors of "Romanian origin" (liberally interpreted) have been exempted from these two rules. This should include more family visitors. No other change since Helsinki.

Family Meetings (Contd)

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. Pensioners are exceptions, especially if they have already travelled abroad. They are often given passports without too many problems, and a "hostage" is not necessary.

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

Probably not easier to obtain permission to visit relatives in socialist countries. Passport procedures are as cumbersome. Visits to Hungary are probably difficult because of Hungarian minority in Transylvania. Visits to GDR are as difficult as to FRG.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-268-

Family Meetings (Contd)

(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, even though the law states this request ("cerere") must be answered in two months.

(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, but only if great pressure applied (such as Congressional interest in US cases).

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

Fees are moderate (same as Travel and Tourism):

NB. Any fee for submission of "request" ("cerere") to apply for passport? Application - 25 lei.

Tourist passport and visa - 175 lei - total 200 lei

(Average Romanian monthly salary between 1,900 and 2,000 lei.)

Family Meetings (Contd)

- (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 ostracism, suspicion and possibly discriminatory practices at their place of work. Only rarely would they lose their jobs or suffer loss of pay.

Measures are also likely to be taken against the "hostage" if visitor does not return to Romania.

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

(i) Application procedures

See Annex.

Long and bureaucratic. Complex procedures involve first submitting "request" ("cerere") to local passport office for permission to apply formally. This is the most difficult approval to receive. It is followed by the submission of an application for exit documents. Another major problem is the refusal of the place of work to provide the "adeverinta" attesting to the applicants honesty and intention to return to the job. This must be obtained.

NB. At what point in procedure is this required?

Chapter VI  
ROMANIA  
ISD/140(Revised)

-270-

Family Meetings (Contd)

(ii) Frequency of visits

Every two years apart from certain exceptions.  
(Decision of Council of Ministers paragraph 424  
of the Council of Ministers, 9th April, 1970.)

(iii) Acquisition of foreign currency

Once passport and visa has been obtained,  
traveller may exchange minimal amount of lei  
for hard currency (10-50 dollars),  
/NB. Anywhere within this range?/ at the  
Tourist Office (ONT). An Affidavit of support  
is, nonetheless, often if not always required  
when applying for a passport to make a family  
visit. Though airfares can be paid for in lei,  
hosts usually do so since it is easier for them.

(iv) Access to foreign Embassies by Romanian citizens

No restrictions on access apart from intimidation  
by presence of police guards and questioning  
afterwards by police for reason of visits.  
Beginning in late 1976, however, there was  
practical demand from MFA that the Tourist Office  
(ONT) be allowed to act as agent for those seeking  
Western visas. This was followed by articles in  
press in April 1977 saying that ONT was the sole  
channel for Western visas. Following objections  
by Western Embassies MFA claimed this was meant  
to improve visa issue in case of Romanians in  
rural areas and those unable to get leave from  
work to apply in person. Nonetheless numbers of

Family Meetings (Contd)

visitors at a few embassies fell off for a brief period but returned to normal; no effect was noticed at other embassies.

(v) Availability to Romanian citizens of information about procedures

The Government does not advertise travel procedures (but they are well enough known by those wanting to leave). Even foreign embassies have little information despite (in one case) repeated written and oral enquiries, but supply what they have on request.

(vi) Availability to applicants of reason for refusals

Generally no explanation given: often no reply at all is given to the applicant. In many cases, problem is one of "illegal" emigrant abroad acting as host for visit.

(vii) Duration of stay abroad

Validity of visa placed in tourist passport is usually 30 days, 45 days (airline excursion plans) or 60 days. Sometimes 90 days, and rarely 180 days - usually for old people or those the government thinks will not return anyway. In US at least it is simple procedure for Romanian visitor to extend visa validity.

(viii) Compulsory payments other than exit document fees

None



Chapter VI  
ROMANIA  
ISD/140(Revised)

-272-

Family Meetings (Contd)

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 amnesty (decree paragraph 185 of 16th June, 1976) for certain categories for such "illegals".

[NB. Has it been eased?]

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

Romania welcomes anyone with hard currency to the disregard of their country of origin. However, Warsaw Pact visitors do not pay exchange requirement (II.B(ii)below).

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

Immediately - few days. Same as Travel and Tourism.

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

[NB. No information]

Family Meetings (Contd)

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

Varies - same as Travel and Tourism (see Table VI in that section): Denmark - no visa (agreement); US - no fee; UK - £2; FRG - B.fr. 75/100. NB. Others? Reciprocity?

- (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. (There is, however, heavy fine up to 5,000 lei on anyone contravening the law against lodging of non-immediate family relatives or friends, (see II.B(ii) below).)

B. Aspects of performance not mentioned specifically in Final Act

- (i) Application procedures

Simple. Normally one gets visa at airport or border crossing point.

- (ii) Foreign currency regulations

Up to November 1976 the growth of family visits (and tourism generally) had been limited by:

- (a) law requiring each visitor from a hard currency country to spend a minimum of US \$10 a day while in Romania;

Chapter VI  
ROMANIA  
ISD/I40(Revised)

--274--

Family Meetings (Contd)

- (b) decree prohibiting foreign visitors from lodging with Romanians except close relatives.

By Decree 372 of 8th November, 1976, visitors of "Romanian origin" were exempted from these rules. There has been some confusion on defining "Romanian origin" but a liberal interpretation seems to have been adopted. This makes Family Meetings easier. /NB. What proportion of Family Visitors are of "Romanian origin". Presumably most.7

(iii) Frequency of visits

As often as desired.

(iv) Restrictions on visitors

No closed areas, other than military/security installations (not extensive).

(v) Duration of visits

No limits, but compulsory exchange of \$10 per day is limiting factor enough for those subject to it. (See II.B(ii) above.)

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 small increases, several Western countries have experienced a decline in the number of applications granted. In the case of Germany this decline has

Family Meetings (Contd)

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 Western countries have solved a proportion of outstanding cases, some involving family meetings, largely after sustained and high-level pressure. (See Family Reunification III.)

Some Western countries have noted increased administrative delays.

Romanian entry visas

There has been an easing of the exchange/lodging rule so that visitors of "Romanian origin" do not have to exchange minimum \$10 per day, and are no longer forbidden to stay with Romanians (Decree 372, 8th November, 1976) (See II.B(ii) above).

IV. Western performance

Little or no difficulty and delay is placed by most Allied countries on applications by Romanians for entry visas to visit their families. Germany and Netherlands: no applications for family visits refused. US, however, must go through time-consuming waiver procedure for present or former members of the RCP. This is an irritant to Romanians. A \$10 fee is charged to cover telegram cost to get waiver (except for certain visitors).

See Appendix for cost and length of time for issue of entry visas.

Chapter VI  
ROMANIA  
 ISD/140(Revised)

Family Meetings (Contd)

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.

Romanian visa procedure is simpler than US, and processing time shorter (waiver problem); there are no visa fees on either side, but the US charges \$10 for waiver.

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

TABLE I

Degree of difficulty and delay placed by Romania on applications for exit visas to visit families:	
Great:	Netherlands (worst cases), Denmark
Considerable:	Germany, Greece, Netherlands (best cases), UK* } US**
Moderate:	-
Little:	-
None:	-
* IS interpretation	
** depending on circumstances	

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, Denmark

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TABLE III

Degree of improvement in Romanian performance since Helsinki Final Act:

Much:	-
Moderate:	-
Little	UK (numbers granted), US, Denmark.
None:	-
Worse:	Germany Netherlands, UK (administrative delay)

N A T O   C O N F I D E N T I A L

Chapter VI  
ROMANIA  
ISD/140(Revised)  
Family Meetings (Contd)

TABLE IV

Number of Romanians granted Allied entry visas to visit their families

	Denmark	Germany	Luxembourg	Netherlands	UK	US*			
1st s 1974	0	4,414		42		405			
2nd s 1974	1	5,893		33		445			
1st s 1975	1	1,641		25	38(44)	292			
2nd s 1975	1	2,946		31	65(75)	462			
1st s 1976	1	1,965	1	29	88(98)	482			
2nd s 1976									
1st s 1977									

\* Total tourist visas: proportion for family visits not known.

( ) numbers known to have applied for Romanian exit visas

[ ] numbers of known Romanian refusals

N A T O   C O N F I D E N T I A L

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).

Romania is basically opposed to the principle of emigration (largely for economic reasons) and authorities do all they can to discourage their citizens from emigrating. Applicants face very considerable difficulty. A varying proportion of those that are patient and persevere eventually receive permission, but it is normally necessary for the recipient government to make repeated and high-level representation.

The worst difficulties are experienced by Germany with estimates of outstanding applications from 40,000 to 120,000. All the Allies have long delays in resolving outstanding cases, sometimes lasting over years, though recently representations have been more successful, probably because of Belgrade.

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



Chapter VI  
ROMANIA  
ISD/I40(Revised)

-280-

Family Reunification (Contd)

to persuade them to withdraw their applications: this campaign has intensified since Helsinki and considerably so since March 1977 with respect to the German ethnic minority in particular;

- (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 submit a formal application to emigrate;
- (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.

Some Allies have found that the overall position has not improved since Helsinki, others have found that the Romanian attitude towards emigration and treatment of applications has hardened. In particular until 1977 Germany suffered a steady and large decrease, which began early in 1975. The main exception to this restrictive treatment was the United States: they had a significant increase in the number of permissions granted since mid-1975 which has continued into 1977, but this increase has been due more to the Jackson-Vanik Amendment to the grant of MEN treatment to Romania than to the Final Act.

While the basic repressive approach has not changed, and may even be worse, some Allies (Belgium, France, Luxembourg and Norway) have solved a high proportion of outstanding representation cases (about  $\frac{3}{4}$  of the list of one country) since mid-1976, and others have had improvements in resolution rates

Family Reunification (Contd)

for their cases. Germany has experienced a substantial increase in 1977 of ethnic Germans being allowed to emigrate. It appears Romanian officials are making a concerted attempt to improve their record somewhat for Belgrade.

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

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 (there has been some recent improvement: see II). The United States on the other hand has found that despite many difficulties and delays, perseverance and sometimes publicity eventually leads to approval in most cases (but special extraneous factors are largely responsible - see II). Nonetheless, the US composite outstanding case list in December 1976 still contained the names of 770 persons. The experience of other Allies is mixed: all have long delays in resolving representation cases

Chapter VI  
ROMANIA  
ISD/140(Revised)

-282-

Family Reunification (Contd)

but since late 1976, following a difficult period for about one year after Helsinki, many have been able to take a medium to high proportion of outstanding cases, usually after repeated intervention at a high level (see II below).

One special problem encountered by the US involves US citizen dual nationals, primarily persons born in the US shortly after the turn of the century and brought to Romania by their parents. They either have a valid claim to US citizenship or have transmitted American citizenship to their Romanian-born children. There is no US/Romanian agreement covering such persons; there are currently about 550 individuals being refused permission to emigrate.

The Romanian Authorities vigorously discourage emigration. President Ceausescu has personally led a strong publicity campaign. This has intensified since March 1977 and seems particularly directed to the ethnic German minority. 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 ..."

No priority. Agencies responsible seem more interested in responding to instructions than to humanitarian considerations.

Family Reunification (Contd)

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

Considerable to great delays if permission is given at all:

- (1) "Request" for permission to apply formally:

From 3 weeks to 2 months, even longer (by law 2 months).

- (2) Formal applications

Law places no time limit on processing of applications. Applications go to Bucharest and are subject to bureaucratic delays. In rare cases 1/2 months but up to 6 months or a year is not unusual: additional information may be needed, correct "legal" status of relative abroad determined.

Before applying for permission to apply, there is initial period required to seek certification from place of work that one is eligible to emigrate (see Annex).

[NB. Time required?]

Following approval of the formal application there is an additional period, not associated directly with any "application", in which emigrants must put their personal affairs in order before exit documents are issued (see Annex). This can take 2-6 months.

Chapter VI  
ROMANIA  
ISD/I40(Revised)

-284-

Family Reunification (Contd)

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

Fees are quite high but not prohibitive:

/NB. Is there a fee charged in filing the "request" to apply formally to emigrate?<sup>7</sup>

application for emigration passport	25 Lei
emigration passport and exit visa (with citizenship)	<u>375</u> Lei
	Total 400 Lei

If person is given a "stateless person's passport" an additional fee is charged:

renunciation of citizenship	<u>1,000</u> Lei
	Total <u>1,400</u> Lei

(There does not appear to be any clear reason why some emigrants are issued "stateless person's passports" and some not.)

(note: (1) average monthly wage 1,900-2,000 Lei  
(2) US \$1 = 12 Lei at tourist rate,  
26th April, 1977)

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

(1) Preliminary "request" for permission to make formal application

Applicants may appeal against refusals by submitting another "request" to local passport offices or by appealing to the RCP Central Committee or even to the

Family Reunification (Contd)

President. These latter appeals are never answered and are returned to the local passport office. US regards this appeal process as hopeless without outside intervention. There are cases of as many as ten "requests". There appears to be no obligatory wait after a refusal before new "request" can be made.

NB. No information on whether fees are charged or refunded.]

(2) Formal application to emigrate

Apparently applications can be renewed.

NB. No further information on how, or whether there is compulsory interval between applications.] Each application costs 25 Lei; no fees are refunded on refusal.

(vi) "... ship ... household and personal effects ..."  
Restrictive policy. Only a minimal amount of personal effects may be taken, viz. 20-30 kilos. No documents (e.g. diplomas, certificates, work records) may be taken.

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

Yes (US) NB. What is experience of others?]

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

Activities allowed but Romanian Red Cross is state agency. US has never heard of its involvement in any humanitarian case.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-286-

Family Reunification (Contd)

- (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. Especially prevalent following departure of higher than normal numbers. Campaign has been personally led by Ceausescu and intensified considerably in March 1977 directed primarily to the ethnic German minority.

Individual applicants actively encouraged to withdraw their applications including standard appearance for this purpose before a Commission of the local People's Council or Communist Party. (Arguments: applicant is "deserter" or "traitor", is ungrateful to State, his/her services are essential, if reunification necessary, it should be done in Romania.)

Sometimes applicants are subjected to discrimination at work or school including loss of pay and demotion: some lose their jobs or are dismissed from school/university; ostracism by friends and neighbours. Few overt threats; no known cases of violence. Professionals are subjected to more pressure than others.

Pressures are also sometimes put on applicant's family (including parents of young people) to urge applicant not to leave. Some cases of reprisals against family members (children denied university places).

Family Reunification (Contd)

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

(i) Application procedures

See Annex.

Long and bureaucratic. Complex procedures include applying to place of work for certificate that one is eligible to emigrate.

There are two distinct application stages: a "request" to submit a formal application to emigrate, and the formal application itself. Passport office hours are short and forms difficult to get. Both stages are subject to delay and permit authorities to try and discourage the applicant in the first instance and later to bring pressure to bear on applicant to withdraw the application.

Once the 2nd application is approved there is still a further stage to the process in which the emigrant must put his personal and financial affairs in order before he is issued his exit documents.

(ii) Access to foreign Embassies

Access unrestricted apart from intimidation by presence of police guards and occasional questioning after by police for reason of visit.



Chapter VI  
ROMANIA  
ISD/140(Revised)

-288-

Family Reunification (Contd)

(iii) Discrimination as to country of destination

It does not appear to be appreciably easier to obtain permission to emigrate to socialist countries. (US)

NB. What is experience of others?/

(iv) Property other than household and personal effects

Those approved for emigration must dispose of almost all their property.

Dwellings may be sold, at artificially low values set by the local People's Council (limited by unpublished government decrees to 40,000 Lei (\$3,500) in the city or 20,000 Lei in rural areas; if there is a mortgage the full value may have to be repaid despite sale price), or the applicants may be requested to donate dwellings to the State for which there is no compensation.

In any event, money left over after these transactions may not be taken out of country.

(v) Special priority for cases involving solely children

No special attention is given to these cases.

(vi) Availability to Romanian citizens of information about procedures

Available only grudgingly from Romania authorities. Embassies supply all who ask.

Family Reunification (Contd)

(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

(1) Educational Costs

Normally students must pay back State for educational scholarships by agreeing to work at a job of the State's choice for a number of years, usually three. If this period is not completed, an emigrant must pay in currency, usually a pro-rata amount.

(2) Others

Apparently none.

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, personally led by Ceausescu, has intensified, especially since March 1977, and the now routine practice of applicants appearing before local commissions to be persuaded to withdraw (see I.A(ix)) was instituted in December 1975.

Moreover, several Allies experienced greater difficulties in obtaining the solution of representation of cases during the first year 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.

Chapter VI  
ROMANIA  
ISD/I40(Revised)

-290-

Family Reunification (Contd)

The most notable exception to the deterioration in treatment immediately after Helsinki was the United States: the numbers increased in the second half of 1975 sixfold and this large increase was maintained throughout 1976 and has continued into 1977. However this has been due more to the Jackson-Vanik Amendment to the grant of MFN treatment in mid-1975 than to the Helsinki Final Act.

Since the Fall of 1976, Romanian authorities have apparently embarked on a concerted programme in contrast with their hardened attitude since Helsinki, to settle outstanding personal cases of major interest to Western countries involving both family reunification and binational marriages. Belgium, France, Luxembourg and Norway have solved a high proportion of their outstanding personal cases, largely after sustained and high-level pressure: Belgium 10 out of 12 cases as a result of the King's visit in 1976; France  $\frac{3}{4}$  of its cases in 1976 and about a further 100 in 1977 leaving 150 as of March 1977; Norway 2 out of 3 of its cases specifically regarding family reunification; Netherlands has solved 3 out of 3 cases; UK 3 out of 5 cases and Greece 11 out of 12 cases. Italian Authorities, assisted by public interest, have solved 4 cases involving wives and children of "illegal" emigrants. As of May 1977 Canada has been able to resolve 52 (86 persons) of its list of 168 cases (some involving binational marriages); Austria has reported settling cases involving 142 persons (Economist, 12th February, 1977); Sweden has had some success; Spain has had no success with 3 cases.

In a significant development, Germany has reported a substantial increase in Romanian approvals in family reunification since November 1976 (November - 276; December - 503; January - 585; February - 722). This dropped off in April 1977 (renewed campaign against German emigration) but appears to be up again.

Family Reunification (Contd)

III. Western performance

Western countries cause little or no difficulty or delay with regard to family reunification. US law prevents the immigration of individuals who were or are Communist Party members. 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.7

TABLE I

Degree of difficulty and delay placed by Romania on Romanian applicants for family reunification:

Great:	Germany
Considerable:	Canada*, Netherlands**, UK, US* (sometimes "great")
Moderate:	-
Little:	-
None:	-

\* IS interpretation

\*\* Between "Considerable" and "Great" difficulty

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Chapter VI  
ROMANIA  
ISD/140(Revised)

-291-

Family Reunification (Contd)

TABLE II

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

Much: US\* (but primarily result of bilateral factors: See II)  
Moderate: -  
Little: -  
None: Canada\*, Netherlands  
Worse: Germany, UK

\*IS interpretation

Family Reunification (Contd)

TABLE III

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

	Canada	Denmark	Germany	Greece	Netherlands	UK	US*			
1st s 1974		0	2,000				407			
2nd s 1974		1	3,402							
1st s 1975		1	1,990		3(5)	5 (7)	849			
2nd s 1975		0	1,936			9(13)				
1st s 1976	approx. 18(95) cases	0	1,008	4(11)			846			
2nd s 1976			2,239							
1st s 1977			1,307 (Jan/Feb only)							
2nd s 1977										

⌊NB. Please add where possible:

( ) numbers known to have applied for Romanian exit visas

⌊ ] numbers of known Romanian refusals

HUMAN CONTACTS

ROMANIA

BINATIONAL MARRIAGES

General assessment and summary

The Romanian performances on binational 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 had 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 local committee activity to dissuade individual applicants.

After Helsinki all Allies found it more difficult to obtain marriage permissions, though in an attempt to settle more of its outstanding personal cases of interest to Western countries, Romania has been granting more permissions since mid-1976, largely after long and often high-level representations by Western governments. The dissuasion campaign has considerably intensified since Helsinki.

\*\* \*\*

Chapter VI,  
ROMANIA  
ISD/140(Revised)

-295-

Binational Marriages (Contd)

I. Performance by Romania as regards binational 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).

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).

- (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 binational



Binational Marriages (Contd)

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). As part of a concerted attempt to resolve outstanding cases of major interest to Western governments, as of May 1977, Romania had approved 24 UK cases since late 1976. Others have also had some success recently (see Family Reunification, II). Germany had only 50 successful applications out of 450 in 1976 but there are now hopes that some more can be resolved. The experience of the United States is much better, with most marriages being finally approved. As of May 1977 the US had 58 cases waiting settlement.

(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. [NB. Each application?7 Worst cases take up to several years for approval, if ever, over a number of applications.

Chapter VI  
ROMANIA  
 ISD/140(Revised)

-297-

Binational Marriages (Contd)

(b) Entry applications to marry in Romania:  
 Usually no problem.

Exit applications for marriage abroad:  
 Very infrequently approved.

(c) Exit applications after marriage:  
 about 2-6 months, but usually within 3  
 (US experience)

- Fees, re-applications, household and personal effects

Position as regards exit is the same as for  
 Family Reunification.

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. This can be a cumbersome procedure, probably intentionally so, but quick approvals have been known in some cases.

(b) Entry visas to marry in Romania: not difficult. NB. Correct?

Exit documents to marry abroad: very difficult. NB. No specific information. Is it treated the same as Family Reunification?

(c) Exit documents after marriage:  
NB. No specific information but procedure for exit is presumably the same as for family reunification? US experience is that process takes 8-12 weeks on average and is devoid of real problems. Some delay may be encountered for special reasons (antagonism of former boss, need to settle education costs).

Binational Marriages (Contd)

(ii) Discrimination as to country of foreign partner

Easier for socialist countries [NB. Is this correct?] except that Hungarians, Czechoslovakians and East Germans also complain.

(iii) Discrimination as to sex

There appears to be no discrimination on basis of sex.

II. Developments in Romania since Final Act

Since Helsinki there has been a tightening up of control in binational marriages (see Table IV). Only Denmark sees improvement [NB. Reason?]. 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). The UK has recently had 24 cases resolved. (See Family Reunifications, II.) Large numbers of cases are still outstanding. In 1977, the number of US cases refused (13) has almost equalled approvals (15/16). The rate of approval for Germany dropped from three-quarters before Helsinki to one-ninth in the first half of 1976 though there is some hope that there might be movement in 1977 on the 400 or so outstanding cases (200 more than 2 years old). The United States and the Netherlands also consider that the Romanians are less ready to grant applications than before Helsinki. The US has also found in late 1976 that the average waiting time has lengthened and is now 10 months to a year.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-290-

Binational Marriages (Contd)

The propaganda campaign against foreign marriages has considerably intensified since Helsinki, especially since March 1977, and local committees to dissuade individual Romanian applicants have been instituted since Helsinki (see Family Reunification II).

III. Western performance

Most Western countries cause little or no difficulty or delay in connection with any aspect of binational marriages. Procedures are speedy. Cost of documentation is moderate to low. For US however, in some cases, a waiver must be obtained for former or present members of the Romanian CP. US attempts to get this waiver before Romanian partner submits case to Council of State for approval of marriage. Waiver usually takes 1-2 months to receive. 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 binational 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 binational marriages. It is therefore requested that the Tables I, II, III and IV should be completed.

Binational Marriages (Contd)

TABLE I

Degree of difficulty and delay encountered by couples in concluding binational marriages in Romania, (local formalities, procedures, etc.).

Great:

Considerable: US

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 binational marriage:

(a) Foreigners entering to marry Romanian citizens:

Great:

Considerable:

Moderate: NB. To be completed

Little:

None: US (once marriage approved:  
Table I)

(b) Romanian citizens exiting to marry foreigners:

Great: US

Considerable:

Moderate: NB. To be completed

Little:

None:

Chapter VI  
ROMANIA  
ISD/140(Revised)

-301-

Binational Marriages (Contd)

TABLE III

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

(a) Foreigners entering to settle in Romania:

Great:

Considerable:           US (one case only)

Moderate:            NB. To be completed

Little:

None:

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

Great:

Considerable:

Moderate:    }           NB. To be completed

Little:        }           US

None:

TABLE IV

Degree of improvement in performance by Romania since Helsinki Final Act:

Much:

Moderate:           Denmark

Little:

None:

Worse:               Germany, Netherlands, UK\*, US\*

\* IS interpretation

HUMAN CONTACTS

ROMANIA

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Family Reunification and Binational 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 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.

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Chapter VI  
ROMANIA  
ISD/140(Revised)

-303-

Travel and Tourism (Contd)

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.



Travel and Tourism (Contd)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 or of "Romanian origin"). Moreover, foreign visitors cannot stay privately with Romanians except close relatives and those of "Romanian origin" (by Decree 372 of 8th November, 1976 travellers of "Romanian origin" are exempted from currency/lodging requirement. It is being interpreted liberally).

[NB. What proportion of travellers, apart from Family Visitors, are of "Romanian origin"? Presumably not many?]

- (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 I.B(i) of Family Meetings and 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)). [NB. Group tour travel is presumably easier to arrange?]

Chapter VI  
ROMANIA  
ISD/140(Revised)

-305-

Travel and Tourism (Contd)

Foreign visitors to Romania

Simple procedure. Entry visa normally issued immediately on point of entry or within a few days at Romanina 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 military/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: varies: Denmark - no visa (by agreement); US - free; UK - £2; FRG - B.fr. 75-100.

NB. What about others? Based on reciprocity?  
(See Table VI.) (Note: compulsory requirement, I.B(i) below)

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

US hopes to reach agreement on dual nationals born in Romania who have recently emigrated to US and who wish to visit family in Romania.

NB. Information from other countries?

Travel and Tourism (Contd)

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

[NB. Little information.] Within law  
[e.g. imported religious material must be approved by Department of Cults.]

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

Facilities reasonably 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 tourism promotion in West for travel to Romania. Little to promote tourism, even group tours to West. No Western tourism offices or promotion in Romania. US reports PANAM gets little business and has often complained about it.

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

Romanian travellers to the West

- (i) Currency regulations

Serious restrictions.

Once passport/visa received minimum \$10 to maximum \$50 in foreign currency may be purchased per person irrespective of length of journey. Air ticket may be purchased in lei.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-307-

Travel and Tourism (Contd)

Daily personal allowance \$2 √NB. Group tours?; car petrol allowance per person \$30. √NB. What are they? Are these correct? US has not heard of such allowances.7

(ii) Access to foreign embassies by Romanian citizens

No restrictions on access apart from intimidation by presence of police guards and occasional questioning by police afterward for reason of visit. Beginning in late 1976, however, there was practical demand from MFA that the Tourist Office (ONT) be allowed to act as agent for those seeking Western visas. The US agreed to Romanian proposal to issue visas in routine cases to those sponsored by Tourist Office (ONT) provided that the Embassy retained the rights to interview the applicants as necessary. However, this was followed by articles in press in April 1977 saying that ONT was the sole channel for Western visas. Following objections by Western Embassies MFA eventually claimed this was meant to improve visa issue in case of Romanians in rural areas and those unable to get leave from work to apply in person. Nonetheless numbers of visitors at a few embassies fell off for a brief period but returned to normal; no effect was noticed at other embassies.

Travel and Tourism (Contd)

(iii) Discrimination by country

Probably not easier to obtain permission to travel in Eastern countries. Passport procedures are as cumbersome. However, travel to Warsaw Pact countries is advertised unlike travel possibilities to Western countries. Eastern bloc travellers do not have to pay the compulsory exchange fees (see I.B(ix) below).

Foreign visitors to Romania

Eastern bloc travellers do not have to pay the compulsory exchange fees (see I.B(ix) below).

(iv) Compulsory payments other than exit document fees

None.

(v) Frequency of travel permits

Every two years apart from certain exceptions (Decision of Council Ministers paragraph 424 of the Council of Ministers 9th April, 1970).

(vi) Availability to Romanian citizens of information about procedures

The government does not advertize travel procedures (but they are well enough known by those wanting to leave). Even foreign embassies have little information, despite in one case at least of repeated written and oral enquiries, but supply what they have on request.

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

Chapter VI  
ROMANIA  
ISD/140(Revised)

-309-

Travel and Tourism (Contd)

(vii) Availability to applicants of reason for refusals

Generally no explanation is given: often no reply at all is made to application.

(viii) Duration of stay abroad

Validity of visa placed in tourist passport is usually 30 days, 45 days (airline excursion plans) or 60 days. Sometimes 90 days, and rarely 180 days - usually for old people or those the government thinks will not return anyway. In US at least it is simple procedure for Romanian visitor to extend visa validity.

Foreign visitors to Romania

Eastern bloc travellers do not have to pay the compulsory exchange fees (see I.B(ix) below).

(ix) Currency regulations

Requirement to spend at least \$10 a day while in Romania (unless on official invitation) can be burdensome. (Since November 1976 tourists of "Romanian origin", liberally interpreted, have been exempt from this requirement.) [NB. What proportion of tourists would this affect? Does it help travel apart from Family Meetings significantly?]

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

Travel and Tourism (Contd)

Romanian tourist travellers to some Western countries, though some others have noted a small increase in 1976. It is still well below high 1974 levels. 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. By Decree paragraph 372 of 8th November, 1976, travellers of "Romanian origin" were exempted from the currency exchange requirements of \$10/day and the prohibition against lodging with Romanians, except for close family. This may affect a few tourists, but is mainly applicable to Family Meetings.

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 Romanian response to 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).

Entry into Allied countries

Allies normally grant visas. Delay in issuing entry visas is somewhat longer than Romania in the case of some but not all Western countries. US law requires waivers for entry

Chapter VI  
ROMANIA  
 ISD/140 (Revised)

Travel and Tourism (Contd)

of present or former Communist Party members. This usually takes 3 weeks and a \$10 fee is charged to pay for telegram request, (except for diplomatic and official passports). (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 proposals to Romania to facilitate issue of tourist business and transit visas by lengthening their current validity and making them all multiple entry. 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.]

<u>TABLE I</u>			
△NB. To be completed.]			
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	US		
Considerable	}US (govern- ment sponsored)		
Moderate			
Little			
None			

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Travel and Tourism (Contd)

<u>TABLE II</u>			
[To be completed.]			
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	US	US	US

<u>TABLE III</u>		
Degree of improvement in Romanian performance since Helsinki Final Act:		
	Travel abroad	Visitors to Romania
Much	-	
Moderate	-	
Little	Greece, US	US [NB. Others?]
None	-	
Worse	Germany, Netherlands, UK, Denmark	
* IS Interpretation		

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Chapter VI  
ROMANIA  
 ISD/140(Revised)

Travel and Tourism (Contd)

TABLE IV

Number of total Allied visitors to Romania:

	Germany	UK		US
	1+2	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	} 30,000
1st s 1976 2nd s 1976		95	1,961	} 15,000
1st s 1977 2nd s 1977				

1. Number of tourist visas  
 2. Number of non-immigrant visas  
 \* Includes family meetings, reunification and marriages.

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N A T O   C O N F I D E N T I A L

Chapter VI  
ROMANIA  
ISD/140(Revised)

Travel and Tourism (Contd)

TABLE V

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

	Belgium*		Canada*		Norway/ Denmark	Germany		Greece		Italy*		Netherlands		Turkey	UK		US					
	1	2	1	2		1	1+2	1	2	1	2	1	2		1	2	1	2				
1st semester 1974					VISA		4,564			}14,656		603	1,095		}398	}1,343	405	1,111				
2nd semester 1974					WAIVER	2,000	4,620						605	1,439						445	708	
1st semester 1975	}1,442		}136		AGREE-		3,224			}5,818		476	959	}1,749		63	1,346	292	1,135			
2nd semester 1975					MENTS	1,000	3,734	968							411	1,422			(439)	1,843	462	874
1st semester 1976	}1,122		}285				3,492			}5,866		492	1,614	}2,960		53	1,456	482	1,375			
2nd semester 1976						1,340		3,000							642				(1,868)			
1st semester 1977																						
2nd semester 1977																						

1. Number of tourist visas  
2. Number of non-immigrant visas

\* Note from Belgium Embassy, Bucharest 1st March, 1977. Figures are from embassies concerned.

/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. Clarify.

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

Varies: Denmark - no visa; US - free;

UK - \$2; Germany - B.fr. 75-100. NB. Others?

At borders? Reciprocity applies?

(b) Exit passport and visa

Length of time

(1) request ("cerere") to apply for passport:  
2 months by law, but often longer;

(2) application for passport:  
2-6 months when favourably considered,  
otherwise indefinite

Cost:

NB. Any fee for submission of "request" ("cerere")  
to apply for passport?

Application for passport	25 lei
Tourist passport and visa	<u>175</u> lei
Total	200 lei

(Note: (1) Average Romanian monthly income 1,900-2,000 lei;  
(2) US \$1 = 12 lei at tourist rate, 25th April, 1977)

HUMAN CONTACTS ANNEX

ROMANIA

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM ROMANIA  
BY ROMANIANS

Procedures for Exit Passports and Visas from Romania

NB. Please check, clarify and expand the following information on exit procedures from Romania, particularly in special circumstances applying to Family Meetings, Family Reunification, Binational Marriages and Travel and Tourism.7

I. General Requirement

As a first step individuals must submit a request to their places of work for a certificate approving their exit plans.

- for emigration, certificate ("adeverinta") would say individuals services no longer needed, that applicant has no contractual obligations remaining, and that he/she has not worked on State secrets;
- for travel abroad, the certificate ("adeverinta") must attest to the individuals honesty and character and his intention to return to his/her job following travel abroad.

These certificates are very difficult to obtain and add additional bureaucratic obstacle to exit.

NB. We know that certificate of this sort is necessary for emigration but need confirmation that similar certificate is needed for travel. This has been hinted at in US comments on ISD/140.7

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Note: (1) The average monthly Romanian wage is 1,900-2,000 lei;  
(2) US \$1 = 12 lei at tourist rate, 25th April, 1977.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-317-

Stage 1 - Preliminary Permission

This procedure applies to all those intending to go abroad whether as travellers/tourists or as emigrants.

Applicant goes to Central Passport Office, usually in police station, to obtain application form. Officers work short hours and are under-staffed. Applicant must endure long line-ups and possible discouragement when application forms are allegedly not available.

When completed, applicant files preliminary "request" or ("cerere") at local Passport Office for permission to apply formally for the exit passport and visa. This is the more difficult stage. Permission is granted only on instructions from the Central Passport Office in Bucharest.

If request denied, a new request may be filed, or applicant may try to by-pass Passport Office and appeal to Communist Party Central Committee or even to President. Latter appeals are usually returned to local Passport Office without reply. Appeal procedure is basically dead end.

Stage 2 - Formal Application for Passport/Visa

Both passports and visas are necessary for those wishing to go abroad for any reason. The following passports are issued:

- (1) Diplomatic
- (2) Service (official)
- (3) Tourist
- (4) Emigration with citizenship
- (5) Emigration without citizenship

The following paragraphs deal with the last three types. (See II below for additional requirements in each particular case.)

Formal application for passport and visa is made to local Passport Office. Information requires completion of ten separate forms, including seven-page questionnaire on applicants civil, educational, professional, political and legal situation, and information on family to include the circumstances of departures for any abroad. Application requires following documents:

- (i) Vital statistics (birth, marriage, etc.).
- (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 incapacitated dependents.
- (iv) Certificate from local Council that applicant has no municipal debts.

If application approved, and before passport is issued, the emigrant/traveller must re-submit documents (i) to (iv) along with certification that gas, electricity, telephone and rent bills have been paid (this seems to take the form of "clearance stamps").

NB. There is no information on appeal procedure and if and when a new application may be made.7

Processing Period

- (a) Preliminary Permission: By law - 2 months, in practice 3 weeks to 2 months or longer.
- (b) Formal application for passport: for tourism - 2 to 6 months.

For emigration - 6-12 months

plus initial period required to secure certificate from place of work (see above),

plus to re-submit documents after approval of application but before receiving passport.

Chapter VI  
ROMANIA  
ISD/140(Revised)

-319-

Cost of Passport and Visa

NB. Is there any cost for application for permission to apply formally ("cerere")? Formal application for passport/visa - 25 lei.

- Passports - (a) Tourist passport - 175 lei  
(b) Emigrant passport with citizenship - 375 lei  
(c) Emigrant passport without citizenship - 375 lei - surcharge 1,000 lei.

II. Additional Requirements

- (a) Family Meetings: Applicant must prove that he has invitation - affidavit of support from host is necessary.
- (b) Family Reunification (emigration): additional documentation is required in formal application for passport:
- certificate from place of work that applicant is no longer needed, has no outstanding obligations, and has no access to secret information (this certificate must be acquired even before initial request for permission to emigrate is finalized, and presented to Passport Office when seeking application form);
  - certificate from university or technical school NB. presumably to show he has paid for education?.
  - certificate from income tax office
  - (if necessary) notarial certificate that one does not have to support spouse or children from which one is legally separated.

If application is approved and before passport is issued emigrant must proceed to settle personal and financial affairs:

- (i) dispose of personal property;



- (ii) get "clearance stamps" from income tax office, his bank, former place of work, utility companies (this is duplication of work already done when making formal application);
- (iii) pay education costs (scholarship students normally work for 3 years at job determined by State in order to pay back a scholarship amount. If this has not been done, applicant would have to pay a pro rata amount for funds not reimbursed by labour.).

Applicant submits "clearance stamps" to local police station, and passport and exit ticket are issued. The latter paper is presented to frontier guards on final departure.

- (c) Binational Marriages: difficulty in getting permission. Once received, entry of fiancé(e) for marriage is a formality and exit of Romanian spouse is possible after delay of 6-10 weeks on same basis as Family Reunification (see above).
- (d) Travel and Tourism: letter of invitation from host, or other evidence of valid reason to travel abroad must be provided.

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 (2 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.
- (f) discrimination against those of working age as versus old people [NB. Is this correct?]

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

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-322-

Family Meetings (Contd)

and Belgium has reported Soviet willingness to reconsider two long outstanding cases following embassy intervention. Other Allies have detected no general 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).

[NB. Special difficulties to visit ex-emigrants?]

Family Meetings (Contd)

- (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 ..."

Same as Travel and Tourism.

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 150 roubles)

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-324-

Family Meetings (Contd)

- (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:

A statutory declaration of invitation from the hosts is required. The visitor is allowed to take the equivalent of 7 roubles (US \$9.38) per night for a stay of up to 2 months. √NB. Same as Travel and Tourism?7

Family Meetings (Contd)

(iv) Access to foreign embassies by Soviet citizens  
Soviet police permit entry to foreign embassies only to Soviet citizens who can present official evidence from Soviet authorities (such as a passport for foreign travel requiring a Western visa) that their visits are legitimate.

(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:

Usually no reason is given for refusals.

(vii) Duration of stay abroad:

Up to 1 year. NB. More than Travel and Tourism, I.B(vii)?/

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.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-326-

Family Meetings (Contd)

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

[NB. No information]

(iii) Processing of entry visa application for family visits can take longer than the eight days needed to process most applications for 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. Little information. Is it the same as for Travel and Tourism vis-à-vis Western countries?]  
By virtue of bilateral agreement there is mutual abolition of visa fees between USSR and the UK for all kinds of travel.

(vi) "... an application ... will not modify the rights and obligations of ... members of the family being visited/..."

[NB. No hard evidence that the rights and obligations of the family being visited are affected?]

B. Aspects of performance not covered specifically in Final Act

(i) Application procedures

The visa application must be submitted to the Soviet Embassy (not Intourist). A letter of invitation is required.

Family Meetings (Contd)

(ii) Foreign currency regulations

[NB. No information. The same as for Travel and Tourism (I.B(ix))?]7

(iii) Frequency of visits

[NB. No information]7

(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. On the other hand the US has reported a significant increase in 1976 over 1975 of private visitors from the Soviet Union. The Netherlands have also 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.) Belgium has reported Soviet willingness to reconsider two long outstanding cases following embassy intervention on the behalf of relatives living in Belgium. Germany detects a faster and more generous handling of urgent cases only.



Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-328-

Family Meetings (Contd)

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.

IV. Western performance

Little or no difficulty and delay is placed by Allied countries on application by Soviet citizens to visit their families. The US, however, must seek a waiver for former or present members of the CPSU. [NB. Cost? Time required?] As with visitors from all countries, Soviet citizens must have guaranteed support in order to visit the UK. Italy, Germany, Belgium, Denmark, 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.

[NB. Please highlight any comparisons between Allied and Soviet performance, especially cost and length of time to issue exit/entry documents.] The frequency of refusal of entry visas is much higher on the Soviet side (see II.A(i) and II.B(iv) above).

Family Meetings (Contd)

TABLE I

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

Great	Canada
Considerable	Belgium, Denmark, 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, UK
Little	Belgium, Italy, US*
None	-

\* IS interpretation

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-330-

Family Meetings (Contd)

TABLE III

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

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

\* IS interpretation

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TABLE IV

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

	Belgium	Germany	Greece	Italy	Netherlands	Norway	UK	US	Denmark
1st s 1974	} ±200	221	Nil	} 73	24			} 1,135	
2nd s 1974		456	Nil		32		93 (232)		Approx
1st s 1975	} ±200	330	Nil	} 73	36	22	68 (266)	510	10
2nd s 1975		468	Nil		55	11	85 (252)	673	p.a.
1st s 1976	} ±190	465	Nil	} 73	68	12	97 (331)	743	year
2nd s 1976					3	3		911	
1st s 1977									
2nd s 1977									

( ) Numbers known to have applied for Soviet 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, actual physical abuse, or imprisonment on spurious grounds.

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". [NB. Is this correct?]

The procedure is long and complex, and information about it is difficult to obtain. Access to Western embassies is effectively restricted to those already approved for emigration. Fees for exit documents are very high (an exit passport costs twice the average monthly 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 evidence they are not being generally implemented; by an increasingly restrictive

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-333-

Family Reunification (Contd)

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. The resolution rate of outstanding personal cases with individual Allies is generally unimproved; with the United States it has dropped significantly since August, 1976.

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.

\*\*   \*\*   \*\*   \*\*   \*\*

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). Authorities often refuse to accept applications.

(Soviet officials claim to be approving more than 98.4% of all applications for family reunifications, but that in the case of Jews, for instance, numbers are down from 1973 highs as a result of declining interest. Applications are denied only in instances when State security or the welfare of other individuals in the family are threatened.)

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

Family Reunification (Contd)

Reasons of state security and family welfare are used arbitrarily and inconsistently.

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; in the 8 month period August 1976 to March 1977, however, the resolution rate dropped significantly to 7% of outstanding cases. UK solved six cases first half 1976 and one further case in early 1977. The present list (March 1977) contains 38 outstanding cases. Resolution of outstanding cases vis-à-vis Canada is slow.

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 III) 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". [NB. 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

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Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-335-

Family Reunification (Contd)

and Armenian. Those regional administrations who seem most restrictive include the Baltic States (41% applicants have 2 or more rejections: US Joint Legislative Executive CSCE Commission Survey, February 1977) and the Ukraine.

/NB. Special difficulties to join ex-emigrants?7

- (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 ..."

According to Soviet law, applications should be decided in 3 months, but this is normally exceeded, leading to moderate to great delay (some for as long as 15 years). In a survey of successful applicants in February 1977, the US Joint Legislative Executive CSCE Commission found that 75% of the sample received permission within 6 months of first application; 9% waited from 21 months to 6 years through more than 1 application. /NB. More specific information?7 (Soviet officials claim that applications are being processed more quickly since Helsinki).

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

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

Fee on application: 30 roubles

Fee for passport: 300 roubles

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

(Average monthly income: about 150 roubles)



Family Reunification (Contd)

- (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. 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, (e.g. a maximum of 5 precious stones not exceeding value of 250 roubles a piece). Customs treatment at point of departure, however, often involves confiscation of personal belongings and body searches.

- (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.

[NB. No other information]

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

[NB. No information]

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-337-

Family Reunification (Contd)

- (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, physical abuse from police or individuals and imprisonment on trumped up charges. Professionals appear to be more subject to harrassment than non-professionals.

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. (According to a survey in February 1977 by the US Joint Legislative Executive CSCE Commission, only 38% of the sample reported no harrassment.)

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

Soviet police permit access to embassies only to Soviet citizens who can present official evidence from Soviet Authorities (such as a passport for emigration which requires a Western visa) that their visits are legitimate. Individuals simply seeking information on immigration are denied entry.

Family Reunification (Contd)

(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).

(iv) Property other than household and personal effects

[NB. Some information] The equivalent of 90 roubles (US \$126.43) in hard currency may be taken from the country.

(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".

[NB. 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. In a survey in February 1977 the US Joint Legislative Executive CSCE Commission established that 4 of 5 individuals in its sample were never shown any official information on emigration procedures.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-339-

Family Réunification (Contd)

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 they are not always followed. Some new general regulations (see II.C.2) 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-December 1975 - 553; 1976 - 808) continued bilateral efforts played a part in achieving this. Soviet emigration to the United States is over twice 1975 levels (1,162 in 1975; 2,574 in 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 1976.

Family Reunification (Contd)

- (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.
- (iv) 30 rouble fee payable on application now only required on first application. (However, a survey in February 1977, by the US Joint Legislative Executive CSCE Commission has shown that 53% of those surveyed among post-Helsinki emigrants had to pay at least one application fee (ironically, compared with 40% of the pre-Helsinki sample)). The rule that passport fee (now 300 roubles) need only be paid when permission granted, pre-dates Helsinki.
- (v) Children under 16 may now be listed in parents' passports, thus obviating the need to purchase separate passports.
- (vi) Evidence of more authority from early 1976 being given to regional visa offices with regard to approving "simple" cases.
- (vii) Soviet officials claim that processing period is shorter NB. Is there evidence that this is true?7
- (viii) Some evidence that number of first application approvals are up in post-Helsinki period. (According to US Joint Legislative Executive CSCE Commission survey in February, 1977, only 16% of pre-Helsinki sample received first-time approvals as versus 33% among the post-Helsinki sample.)

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Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Family Reunification (Contd)

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.

[NB. Does this improvement date from before or after Helsinki?] (However, a survey in February 1977 by the US Joint Legislative Executive CSCE Commission has shown that 30% of those surveyed among post-Helsinki emigrants were obliged to provide their "kharakteristika".

2. Negative

Increasingly restrictive interpretation of family sponsorship requirements (e.g. (1) immediate family members only, i.e. parent, spouse, sibling or child; (2) exclusion of grown-up children with spouses and children in USSR). 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.

Family Reunification (Contd)

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 almost all family reunification applications accepted: no more than 10 per year are turned down on the grounds of voluntary membership in the Communist Party or crimes involving moral turpitude. 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.

NB. 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	Denmark, Norway, Canada*, US*
Moderate	Germany (one third)
Little	-
None	-

\*IS interpretation

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Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Family Reunification (Contd)

TABLE II

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

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

\*IS interpretation



Family Reunification (Contd)

TABLE III

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

	BELGIUM	DENMARK	CANADA	GERMANY	GREECE /ITALY	NETHERLANDS	UK	US			
1st semester 1974		0	1,499(a)	3,275			-	} 1,019			
2nd semester 1974		0		3,070			5 (9)				
1st semester 1975	} 1	0	} 278	2,711	Nil		3 (21)	} 1,162			
2nd semester 1975		0		3,041			10 (18)				
1st semester 1976	} 1	0	62(b)	5,627			13 (14)	1,301			
2nd semester 1976		1,272									
1st semester 1977											
2nd semester 1977											

(a) 1971-1974  
(b) 1st quarter 1976

{ } numbers known to have applied for Soviet exit visas  
[ ] numbers of known Soviet refusals

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745

-344-

HUMAN CONTACTS

SOVIET UNION

BINATIONAL MARRIAGES

General assessment and summary

Mainly reluctant tolerance, but without encouragement and 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. (In one Belgian case, exit was approved since the Soviet fiancée lived in a "closed area", where the marriage could not be contracted. Netherlands had another case of person in "closed area", but marriage was

Binational Marriages (Contd)

arranged in another part of USSR.) 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.

The only change since Helsinki has been a small improvement in shortening the waiting period for an exit visa after a marriage from approximately 7 months (1975) to 4 months (1976).

\*\*   \*\*   \*\*   \*\*   \*\*

I. Performance by Soviet Union as regards binational 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).

Binational Marriages (Contd)

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, and only 3 or 4 approvals. However, the UK and Italy report little difficulty in obtaining entry permits for marriage.

[NB. 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? UK does not believe so.]

- (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).

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-348-

Binational Marriages (Contd)

-     "... 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.

[NB. Is this a correct interpretation of German statistics?] It takes longer for a Soviet male to receive permission to marry than a Soviet woman.

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

-     "fees, re-applications, household and personal effects

[NB. 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 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

Binational Marriages (Contd)

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.

Netherlands has known more recent cases of sanctions, such as loss of job.

√NB. Do other Allies have experience of any sanctions?7

In 1976 a Soviet woman planning to marry a Belgian withdrew application for fear of "negative consequences" on her acting career.

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.  
Procedures are generally complicated and bureaucratic.

√NB. No further information: position as regards exit is the same as for family reunification?7

(ii) Discrimination as to country of foreign partner

Easier for Socialist countries.

√NB. Is this correct?7

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-350-

Binational Marriages (Contd)

(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 change.

Belgium and the United States report a shortening in the processing time for an exit visa after marriage from approximately 7 months average (6-12 months) in 1975 to 4 months average (3-6 months) in 1976. US reports 40% cases in 1976 were resolved in less than 90 days after marriage.

No improvements in procedure or red-tape.

[NB. 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 binational marriages. Procedures are speedy. Cost of documentation is moderate or 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 binational 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.

Binational Marriages (Contd)

While dropping the purely statistical tables, it would be helpful to include some tables showing the standard of the Soviet performance on binational marriages. It is therefore requested that the new Tables I, II, III and Table IV should be completed.

TABLE I

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

Great	
Considerable	
Moderate	Belgium <input checked="" type="checkbox"/> NB. Further information needed
Little	UK
None	

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 binational marriage:

(a) foreigners entering to marry Soviet citizens:

Great	
Considerable	US*
Moderate	Belgium <input checked="" type="checkbox"/> NB. Further information needed
Little	UK
None	

(b) Soviet citizens exiting to marry foreigners:

Great	UK, Belgium, US*
Considerable	
Moderate	<input checked="" type="checkbox"/> NB. Further information needed
Little	
None	

\* IS Interpretation

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Chapter VII  
SOVIET UNION  
 ISD/I40(Revised)

Binational Marriages (Contd)

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 binational 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        NB. Further information needed
  - Little
  - None            (No information/cases: UK, Belgium)
- (b) Soviet citizens exiting to settle in country of foreign spouse:
- Great            UK for Soviet males
  - Considerable
  - Moderate        Belgium, US\* NB. Further information needed
  - Little            UK (for Soviet females)
  - None            \*IS Interpretation

TABLE IV

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

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

\* IS Interpretation

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HUMAN CONTACTS

SOVIET UNION

TRAVEL AND TOURISM

(See also separate sections on travel for Family Meetings, Family Reunification and Binational Marriages)

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 (2 months average income, even after reduction since Helsinki);
- (c) very small foreign currency allowance.  
[NB. Please check: 90 roubles (US \$126.43 a person per journey? 7 roubles (US \$9.38 per day per person?)
- (d) need to leave behind a close member of the family.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

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 and quick. Visa fees are determined by reciprocity and in a number of cases have been abolished by bilateral agreement. [NB. Confirm]

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.

Travel and Tourism (Contd)

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.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

- (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 Joint Legislative Executive 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.

Travel and Tourism (Contd)

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)..

US reports that USSR Academy of Sciences has said entry/exit visas will be issued to "exchanges" staying 3 months or less, while only entry visas will be issued to those staying longer. Despite this some longer term exchanges have received entry/exit visas.

(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

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-358-

Travel and Tourism (Contd)

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.

Severe travel restrictions were apparently responsible for the cancellation of an exchange programme tour in mid-1976 by an American soil research team (IHT, 21st December, 1976).

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 visa 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).

(Average monthly income about 150 roubles.)

Entry into Soviet Union: Soviet fee is based on reciprocity (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 ..."

[NB. No information]

Travel and Tourism (Contd)

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

[NB. Some 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. Permission has been granted to UK official representatives of religious faiths and institutions to visit the Soviet Union for contacts and meetings.

- (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 service of tourists ..."

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

[NB. No further information.]



Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

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

Soviet travellers to the West

(i) Currency regulations

Onerous restrictions. NB. Please clarify. Allowance of 7 roubles (US \$9.38) per day per person; 90 roubles (US \$126.43 per person per journey?)

(ii) Access to foreign embassies by Soviet citizens

This appears to be highly restricted with access being prevented by the police unless visitor has prior Soviet permission to enter (such as possession of a passport for foreign travel requiring a visa).

(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

NB. No information, but see Family Visits, I.B(v) Same?

(v) Availability to applicants of reason of refusal

NB. No information, but see Family Visits, I.B(vi) Same?

(vi) Duration of stay abroad

Two months. NB. Please confirm.

Travel and Tourism (Contd)

(vii) Frequency of travel permits

√NB. No information, but see Family Visits,  
I.B(ii) Same?/

(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

(ix) Currency regulations

All foreign currency must be declared on entry. √NB. 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.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

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. Some allies have agreed to this proposal: e.g. a UK/USSR agreement went into force 1st May, 1976. See below for Soviet reaction to 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%.

On negative side, some US businessmen accredited to Moscow have been issued exit/re-entry visas with new restrictions limiting the duration of exit portion validity and requiring designation of destination (this may be inadvertent error; US checking).

The USSR has shown no interest in a US proposal for multiple entry and exit visas for students and businessmen.

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.

Travel and Tourism (Contd)

(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.

(iii) Full freedom of movement (except for retaliatory restrictions on diplomats, Soviet Trade Delegations and personnel of ancillary organizations), in marked contrast to Soviet Union.

(iv) Soviet officials claim that travel to Western countries is limited by high costs in the West, a lack of foreign currency in the East, and a fear of violence and crime.

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, where they exist, completed speedily, again unlike the Soviet Union.

No change since Helsinki as regards either entry or exit.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

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 lower or abolish visa fees. In both cases there has been no reaction. The USSR has shown no interest in a US proposal for multiple entry and exit visas for students and businessmen.

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

TABLE I

/NB. To be completed7

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	UK		UK
Moderate			
Little			
None		UK	

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Travel and Tourism (Contd)

TABLE II

[NB. To be completed]

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

<u>Professional Group tourism</u>	<u>Individual private Travel and Tourism</u>
-----------------------------------	--

- Great
- Considerable
- Moderate
- Little
- None

TABLE III

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

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

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Chapter VII  
SOVIET UNION  
 ISD/140(Revised)

Travel and Tourism (Contd.)

<u>TABLE IV</u>			
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  2		100,000** (60% tourists, 40% businessmen)
1977	1  2		
* Intourist figure. (Of questionable accuracy) ** American Express			

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N A T O C O N F I D E N T I A L

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

Travel and Tourism (Contd)

TABLE V

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

	BELGIUM		GERMANY		GREECE		ITALY		NETHERLANDS		NORWAY	TURKEY	UK		US					
	1	2	1	2	1	2	1	2	1	2	1+2	1+2	1	2	1	2				
1st semester 1974			1,033	2,394*					472	646		1,093			734	3,632				
2nd semester 1974			1,016	2,370		495			881	675		1,329	2,617	1,632	1,136	3,678				
1st semester 1975	+2,000 (groups)	2,710	1,292	2,186	50				48	755		1,279	2,183	2,346	887	3,112				
2nd semester 1975			757	2,789	300				697	649		1,380	2,298	1,801	986	4,313				
1st semester 1976	753 (groups)	2,859	1,558	2,956	500				475	824			1,712	3,057	1,062	3,010				
2nd semester 1976																				
1st semester 1977																				
2nd semester 1977																				

1 Number of tourist visas  
2 Number of other non-immigrant visas  
\* Tourist visas and visas for family reunification not counted

N A T O C O N F I D E N T I A L





HUMAN CONTACTS ANNEX

SOVIET UNION

REGULATIONS AND PROCEDURES GOVERNING EXIT FROM  
THE SOVIET UNION BY SOVIET CITIZENS

[NB. 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) binational 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. Application forms must be obtained from reluctant authorities and are submitted to local militia office for processing. The citizen needs to build up an "exit dossier" of documents, containing an exhaustive autobiography, character references and the approval of officials at his place of work.

Chapter VII  
SOVIET UNION  
ISD/140(Revised)

-370-

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.

(b) Family Reunification

Aspiring emigrants must obtain special emigration visa. Procedures are the same as for family visits. √NB. Is reimbursement of education costs necessary, and is this onerous?7

(c) Binational Marriages

Procedures are same as for family visits.

(d) Travel and Tourism

√NB. No information.7

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Note: (1) Average monthly Soviet income: 150 roubles  
(2) US \$1 = .746 roubles at tourist rate, 25th April, 1977

HUMAN CONTACTS

WESTERN PERFORMANCE

- A. Cost and length of time for issue of family/tourist and business entry visas.

∕NB. The information which has come to the International Secretariat is a result of the initial response to ISD/140 as shown below along with some information gleaned from other sources. Allied countries are asked to check and complete the table noting any variation in the cost of their visas from country to country in Eastern Europe, and if reciprocity applies to costs of their visas.7

N A T O    C O N F I D E N T I A L

APPENDIX to  
ISD/140(Revised)

Allied Country	Host Country	*	Family/Tourist		Business	
			Cost	Processing Time	Cost	Processing Time
Belgium	Romania		B.fr. 100 - up to 30 days 200 - up to 3 mths 400 - up to 6 mths 300 - provisional stay free transit (at 2.80 leva = B.fr.100)	10 days (but immediately if person has visited Belgium in last 2 yrs.)		
Denmark	Bulgaria		..... visa waiver agreement applies .....			
	Czechoslovakia			2-3 weeks		2-3 weeks
	GDR		12 Marks	2 days (telex) to 15 days (mail)		
	Hungary		100 forints - ordinary 25 forints - tourist	2 days (telex) to 15 days (mail)		
	Poland		80 zloty	16 days (mail)		
	Romania		.....visa waiver agreement applies .....			
	Soviet Union		Free	2 days (telex) to 15 days (mail)		
Italy	Hungary		207 forints	2-3 days		
Norway	Bulgaria		..... visa waiver agreement applies .....			
	Romania		..... visa waiver agreement applies .....			

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-372-

-372-

Allied Country	Host Country	*	Family/Tourist		Business	
			Cost	Processing Time	Cost	Processing Time
United Kingdom	Bulgaria		9 leva (£5.75)			
	Czechoslovakia		£2	10 days		
	Soviet Union		Free		Free	
United States	Bulgaria		Free	2 days		
	Czechoslovakia		\$8	1 day-4 weeks	\$8	1 day-2 weeks
	GDR		\$8.50 (Marks 21.25) (single entry - 3 month visa)			
	Hungary		\$6 single	1-3 hours	Same as tourist	2-4 days
			\$9 multiple	(3-4 days (telex) to 2-3 weeks for waiver)		
	Poland	✓	\$10	1-1½ hours	\$10	
	Romania		Free	2 hours (3 days for waiver telex)	Same as tourist	Same as tourist

\* Check if reciprocity used to set cost.

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-373-

-373-

APPENDIX to  
ISD/I40(Revised)

HUMAN CONTACTS

WESTERN PERFORMANCE

B. Cost and length of time for issue of passports of Allied countries.

NB. The information so far available to the International Secretariat is at best fragmentary. Please complete. 7

	COST	LENGTH OF TIME OF ISSUE
Belgium	(B.fr. 100 - valid 1 year B.fr. 200 - valid 2 " B.fr. 300 - valid 3 " B.fr. 400 - valid 4 " B.fr. 500 - valid 5 "	
Canada		
Denmark	D.kr. 125	
France		
Germany	DM. 10	8-10 days
Greece		
Iceland		
Italy	\$6	15 days
Luxembourg		
Netherlands		
Norway		
Portugal		
Turkey		
United Kingdom	(£4 - visitors passport £8 - up to 32 pages £16 - up to 94 pages	
United States		