



Immigrants Support Network

Ensuring and Empowering America's Technological Success

An issue paper on the need for employment based immigration reform to ensure America's continuing technological leadership and growth

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	Bills\ Provisions	S. 2668: Family, Work and Immigrant Integration Amendments of 2000	S. 2045: American Competitiveness in the Twenty-first Century Act of 2000	H.R. 3983: Helping to Improve Technology Education and Achievement Act of 2000	H. R. 4966: Restoration of Fairness in Immigration Law Act of 2000	H.R. 4227: Technology Worker Temporary Relief Act
	Primary	Sen. Bob Graham & Sen. Gordon Smith	Sen. Hatch & Sen. Abraham	Rep. Dreier & Rep. Loeffgren	Rep. Conyers	Rep. Lamar Smith
1	Exemption of H-1B visas from their current six-year limit for professionals who have filed for permanent residence.	YES	YES	YES	NO	NO
2	Allocation of unused Green Card quota for each year to applicants born in over subscribed countries.	YES	YES	YES	NO	NO
3	Allow unused visas in the employment-based category to be carried over to the following year.	YES	NO	YES	YES	NO
4	Increased job flexibility for long delayed applications by allowing applicant freedom to change jobs if Adjustment of Status application remains un-adjudicated for more than 180 days.	YES	NO	NO	NO	NO

Permanent Solution to Green Card related issues for H-1B visa workers:

The Immigrants Support Network proposes comprehensive reform of the employment-based immigration system. Such reform would establish an adjustment of status program for H-1B workers that would allow H-1B visa holders, who can prove that they have worked as H-1Bs in the US for a specified number of years, to adjust their status from temporary worker to permanent resident.

Conclusion:

Minimally, all the provisions mentioned in S. 2668 must be enacted this year to provide some immediate relief to H-1B workers who will be forced to leave the country otherwise if no reforms are enacted. Similarly, House Bill H.R. 4227, should be opposed. These minimal reforms, however, will only temporarily bandage festering problems in the employment-based immigration system.



EXECUTIVE SUMMARY

America has been winning the international race for primacy in the high tech industry in part because of the highly skilled talent it has attracted from around the world. Most of these highly skilled workers have come to the US on temporary visas (H-1B) that allow them to work here for up to six years. Although legally eligible to apply for permanent residence ("Green Cards") through their employers, H-1B workers are now being forced to leave the country because of unconscionable administrative backlogs in Green Card processing and yearly per country quotas that only allow a limited number of people to obtain Green Cards from specific countries.

The Immigrants Support Network (ISN), founded in 1998, is a non-profit, volunteer organization that represents over 17,000 highly skilled H-1B visa holders who work throughout the United States. (See Tables 1 and 2 for ISN member's demographic information). We are seeking to reform the current process by which these workers obtain permanent residency in the United States. ISN is the largest and fastest-growing association of its kind, our membership doubling in just the past two months. Most of our members work in high technology industries such as software, semiconductors, and the Internet. There are over 400,000 H-1B visa holders currently working in the US.

This paper provides background information and analysis of the detriments to the US economy related to the barriers facing H-1B workers to obtain Green Cards. It offers arguments against the current system that practically prevents H-1B workers from obtaining US permanent residence and proposes solutions to mend the broken employment-based immigration system.

Discussed are:

- Reasons why highly skilled foreign temporary workers are being forced to leave the country after their six-year visa expires even though they are legally eligible to obtain US permanent residence;
- Current employment-based immigration policies that have exacerbated problems in processing Green Card applications from H-1B workers;
- Arguments that show how current employment-based immigration policies harm the US economy and those who have greatly contributed to its boom; and
- Proposed solutions to provide immediate relief to H-1B workers and their families who deserve to stabilize their lives here in the US.

We believe it is very much in the interest of this great country to reform the process by which highly skilled workers who are temporarily here can become permanent residents of the United States. That way, America can capture the maximum value of their skills and ability to contribute to the economy while ensuring that these workers will have the full stability and incentives to maximize their contributions to America's society over their lifetimes.

We urge you to join us in securing reforms of the employment-based immigration system in 2000.

1. OVERVIEW

In the early nineties, the US government acknowledged a critical shortage of skilled labor, particularly in the high technology field. The Immigration Act of 1990 authorized the creation of the so-called H-1B visa program that allows American companies to recruit foreign professionals to work in the United States for a maximum of six years. Originally, 65,000 such H-1B visas were to be made available annually.

The H-1B visa is highly restrictive. H-1B workers are only authorized to work for the original petitioning employer and can only work in the geographic location specified in the visa application. The employer can only transfer an H-1B worker to another location if authorized by the government. If the H-1B worker wishes to change jobs, the new employer must obtain a new H-1B visa for the prospective employee. Terminated H-1B workers face severe repercussions – they must obtain a new H-1B visa within ten days or else must leave the country.

Upon expiration of the six-year limit on an H-1B visa, the employee must leave the country for a minimum of one year before being eligible to reapply for a new visa. To avoid this cumbersome process, employers may apply, on behalf of their H-1B employees, for US permanent resident status. A cumbersome administrative process, as well as annual per country quotas, and worldwide limits on their issuance, however, restrict these permanent visas.

In 1998, in response to the increased demand for high tech professionals, the H-1B visa quota was increased to 115,000 annually for the following two years and to 107,500 for the year after that. In 2000, the high tech industry has again approached Congress to raise the H-1B quota once more, claiming that a severe labor shortage in this field has left hundreds of thousands of high tech jobs unfilled. According to a recent study by Lindsay B. Lowell of the Institute for the Study of International Migration at Georgetown University, more than 420,000 foreign professionals are currently working in the US on H-1B visas.¹ The continued strong demand for their talents has led employers to sponsor many of these H-1B professionals for permanent residency (Green Cards) in the US. (See Figure 1).

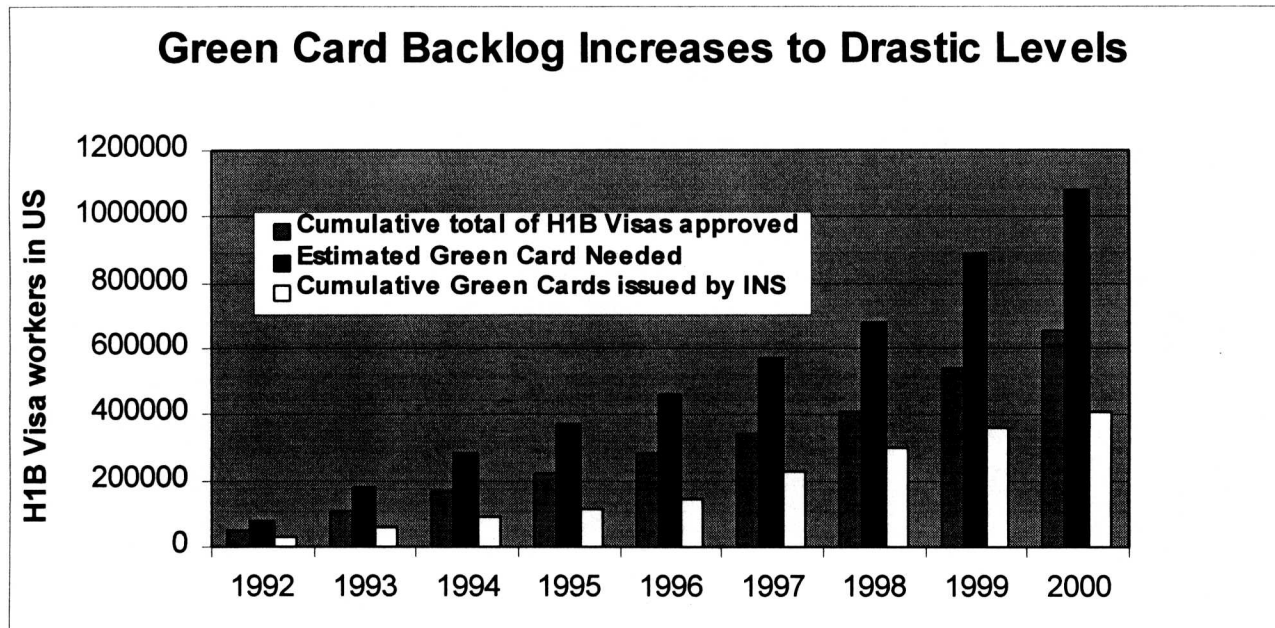
Until recently, the process of acquiring permanent residency through employment was a smooth, three-step process, which lasted between two and three years. The employer must first prove *bona fide* lack of native manpower, attest to job availability for the chosen foreign worker, petition the government to adjust the temporary immigration status to that of a permanent resident and, finally, the H-1B worker applies for the Green Card.

Today, the employment-based immigration process has completely collapsed. Unconscionable administrative delays at the responsible government agencies, the Department of Labor and the Immigration and Naturalization Service, and unreasonable restrictions in employment-based immigration laws have resulted in application processing times of many years. An increasing number of H-1B workers are being forced to leave the US simply because their Green Card application process has taken longer than the six-year limit on their H-1B visa.

¹ Lowell, B. Lindsay, 2000. "H-1B Temporary Workers: Estimating the Population," Institute for the Study of International Migration, Georgetown University.

2. WHAT IS THE PROBLEM WITH EMPLOYMENT-BASED IMMIGRATION?

Most H-1B employees who come to the US are so valuable to their employers that they sponsor them for permanent resident status. The recent study by Georgetown University's Institute for the Study of International Migration suggests, however, that **over 75%** of the current H-1B workforce will **never obtain a Green Card** within the six-year limit of their temporary visas. The unlucky ones will be forced to leave the US upon expiration of their H-1B visa.



Source: Number of H-1B visas & Green Cards issued compiled from the Immigration and Naturalization Service and www.visalaw.com Estimated Green Cards are calculated with an additional 65% of primary applicants who constitute their spouses and dependents.

2.1 Six-Year Limit on H-1B Visas

The six-year limit on H-1B visas used to be plenty of time for foreign professionals to acquire legal permanent residence. Today, however, the situation has changed dramatically. Many factors, as discussed below, have contributed to the problems with processing Green Card applications from H-1B workers. Current policy has ignored these mounting problems and let current immigration laws stand. H-1B visas are limited to six years despite exorbitant administrative delays and unreasonable regulations. The result: Highly skilled foreign professionals must pack their bags, sell their belongings, dislocate their families and leave the US - and stay out for at least one year. Many never return.

While these employees lose their job through no fault of their own, their employers are hit with a triple whammy: the loss of trained, experienced high tech professionals, the cost and hassle of replacing these professionals, and the prospect of running operations without key personnel.

2.2 Administrative Backlogs

The primary government agencies responsible for processing employment-based immigration applications, the Department of Labor (DOL) and the Immigration and Naturalization Service (INS) are both struggling with severe cuts in funding, large increases in workloads and institutional rigidity. These administrative delays have made the road toward a Green Card a treacherous one for H-1B workers. Processing of permanent residency applications can now take five to six years, double the time it took a few years ago.

DOL assumes responsibility for the first step in permanent residency processing for H-1B employees: labor certification. This certifies that an employer-sponsored immigrant will not depress wages or adversely affect working conditions of US workers, nor displace any native workers. The agency is also responsible for monitoring employers' compliance with temporary worker programs, such as the H-1B visa program.

As employment-based immigration has increased significantly in the past years, so have filings for labor certifications. At the same time, however, funding for the labor certification programs have been cut dramatically – by nearly 60%. These problems are further exacerbated by DOL's policies that prevent efficient and effective processing of labor certifications as well as the agency's continuing technological problems.

Processing times for labor certifications vary from state to state. Currently, most DOL regional offices are processing applications received over one year ago.²

The Immigration and Naturalization Service is responsible for the second half of the Green Card process for H-1B workers, approving the employers petition for the employee's permanent residency and, finally, processing the employee's application for permanent residence. The INS, too, has been confronted with huge increases in employment-based immigration applications and severe funding deficits in the adjudication of applications. Congressional mandates have further exacerbated the agency's problem, taking away its discretion on how to handle caseloads and requiring implementation of certain procedures in a specific amount of time. Other problems like poor policy planning and technological crises have contributed to the backlogs and delays.

Processing times for adjustment of status applications vary from region to region around the country. Currently, most Immigration and Naturalization Service Centers are processing applications received over one year ago.³

² Source: www.shusterman.com/labortimes.html

³ Source: www.shusterman.com/toc-sc.html

2.3 Per Country Quotas

American employment-based immigration law allows 140,000 Green Cards to be issued annually. This number also includes spouses and children of H-1B visa holders. The law provides that no more than 7% of employment-based immigrants can be from a single country. That means that no more than 9,800 immigrants (including spouses and children of perspective immigrants) from any given country may obtain a Green Card per year, irrespective of the sending country's size or population. Iceland, with a population of 270,000 has the same per country limit on employment-based immigrants as do India and China with a population each of over one billion.

Every year, about 40,000 visas remain *unused* because there are not enough applicants from smaller countries, while high tech professionals from the larger sending countries, like India and China, languish in backlogs that will result in many years of waiting. India and China contribute greatly to the high tech talent pool, both as students and experienced professionals, yet they are the most disadvantaged when it comes to obtaining permanent residency.

Per country quotas are a huge obstacle standing in the way of thousands of highly skilled professionals who will probably never obtain the Green Card they are legally eligible for, simply because of their place of birth. Indian and Chinese nationals obtain over 60,000 H-1B visas per year. (See Table 3). At the same time, both countries will only be allotted less than 20,000 employment-based Green Cards annually, creating enormous backlogs in these categories. The result: many Indian and Chinese professionals are being forced out of the country because of per country ceilings that do not take training, professional experience or ability into account.

2.4 Wasted Green Cards

Due to inefficiencies at the Immigration and Naturalization Service, more than 100,000 Green Cards have been wasted in the last three years. The overall quota for employment-based immigration visas is 140,000 per year. The INS, however, only issued 90,000 such visas in 1998 and only 70,000 in 1997. Estimates for 1999 show that the INS may have processed less than 70,000 such visas. The unused Green Cards cannot be applied to the following year, even if applications for permanent residence are pending which has fuelled the significant increase in backlogs in the employment-based immigration process.

3. HIGH TECH IMMIGRANTS AND AMERICA'S SUCCESS

There is general agreement that the high tech sector has had an enormously positive impact on today's booming US economy and the country's leadership, innovation and success in the high tech fields, especially in software and computing. However, few people are aware of the silent but profound impact that temporary high skilled foreign professionals have had on the development of the American high tech sector.

In today's technology driven marketplace, companies desperately need the services of professionals who have the cutting edge expertise required to achieve competitive success. Unfortunately, given the current labor shortages and record low unemployment rates, these companies simply cannot find enough qualified native workers to fill available positions. This situation has forced businesses to



turn overseas to meet their labor needs, leaving them with two choices: recruit foreign professionals to staff their US-based offices or simply abandon their local presence and shift entire operations overseas.

America's strategic advantages have helped companies bring overseas talent here, rather than shift operations overseas:

3.1 Education

American universities have historically attracted some of the best and brightest minds from around the world, spurring cutting-edge research and innovation in various high tech sectors, like semiconductors, software and internet technologies. Students who attend American institutes of higher education naturally desire to apply their expertise in the American marketplace in exchange for the chance to immigrate and settle here permanently.

3.2 Economic Opportunity

Freedom, economic prosperity and opportunity are fundamental American values. American companies easily out-bid international competition for their positive work environment, opportunity to grow and compensation. These factors attract both university students and experienced overseas professionals eager to excel in their respective fields.

3.3 Immigration

America's immigration policies are by far one of the most generous and compassionate in the world. America has been the beacon of opportunity that has attracted some of the greatest minds in the world - from Neils Bohr, Albert Einstein and Enrico Fermi to Charles Wang, Linus Torvald and Naveen Jain. America's willingness to open her doors for those eager to be a part of this great nation has attracted the best high tech minds to her shores.

By no means are H-1B professionals the only reason for America's economic success. But by filling their immediate and important high tech staffing requirements and attracting the best and brightest, American companies have been able to stay one step ahead of the competition and retain and create more jobs than ever.

4. TROUBLE IN PARADISE: CAN 'AMERICA' RETAIN HER ADVANTAGES?

Can the US retain her advantages in the long-term? Other economic markets are facing the exact same high tech labor shortages as they encounter the technology revolution. They have geared up to attract exactly those foreign professionals that the US has been able to recruit for years. The competition for foreign labor could undermine all three of America's advantages:

4.1 Education

The cutting-edge research pouring out of American universities has been fuelled in large part by thousands of top-notch foreign students who are recruited by universities through research grants, scholarships and lucrative employment opportunities. Cutting into America's share of this talent pool is Canada, which has been able to lure more and more students into its universities and

companies. Australia, once considered an alternative to North America, is now fast becoming the first choice for many research students.

4.2 Economic Prosperity

America is not the only roaring economy in the world. In our global economy, the competition abounds. While the US, Canada, and Australia retain the edge for attracting students, other European and Asian giants are using their own economic prosperity to attract high tech professionals. Singapore, New Zealand, and Gulf nations have traditionally been strong competitors for high tech professionals and more often than not, their target market has been immigrant American professionals.

4.3 Immigration

America is still the leader in attracting immigrant high tech professionals. However, her neighbor Canada and friends down under, Australia and New Zealand, have started to implement employment-based immigration reforms that enable high tech professionals to immigrate more easily to their countries. Even Germany, with its highly restrictive and arcane immigration policies and high unemployment rate, has already relaxed its employment-based immigration laws to draw in high tech professionals who can develop their technology industry and boost their economy.

5. THE TIME FOR EMPLOYMENT-BASED IMMIGRATION REFORM IS NOW

It makes little sense to force talented engineers and other highly skilled workers to leave the US at the end of six years, at the height of their ability to contribute to the American economy. We believe it is very much in the interest of this great country to reform the process by which highly skilled workers who are temporarily here can become permanent residents of the United States. That way, America can capture the maximum value of their skills and ability to contribute to the economy while ensuring that these workers will have the full stability and incentives to maximize their contributions to America's society over their lifetimes.

As the Congress debates raising the cap on annual H-1B visas, the Immigrants Support Network demands that no H-1B legislation be signed into law that does not address problems current H-1B workers are facing with their Green Card applications. Any H-1B legislation that does not include provisions to alleviate this unwise and unjust situation would be irresponsible.

5.1 Establish an Adjustment of Status Program for H-1Bs

The Immigrants Support Network proposes comprehensive reform of the employment-based immigration system. We envision reform that would address all the problems faced by current H-1B workers stuck in the Green Card application process, such as the administrative backlogs and per country ceilings.

Such reform would establish an adjustment of status program for H-1B workers that would allow H-1B visa holders, who can prove that they have worked as H-1Bs in the US for a specified number of years, to adjust their status from temporary worker to permanent resident. Adjustment of status applications for H-1B workers could be filed independent of respective employers and would not be



restricted to per country ceilings. The adjustment of status would also cover spouses and children of H-1B workers.

We are working towards introduction of legislation that will provide for such an adjustment of status program for H-1B visa holders. This legislation will provide the current H-1B workforce with the best solution to alleviate the many problems they are facing in the current employment-based immigration system.

5.2 Minimal Reform Provisions

Green Card reform for H-1B workers has raised such awareness and concern that there are currently three bills pending in Congress that address some of these problems. Some legislative proposals, however, raise the quota for H-1B visas more or less to 200,000 annually. These new H-1B workers will be eligible for permanent residence, adding unacceptable strains on the already broken employment-based immigration system. Georgetown University's Institute for the Study of International Migration predicts the population of H-1B workers adjusting to permanent residence to explode from its current annual level of 15,000 to nearly 75,000 five years from today. (See Figure 2). Without comprehensive reform of the employment-based immigration system, such an increase would be indefensible and reckless.

Minimally, ISN is seeking to secure reforms in the employment-based immigration system to include:

- Exempt H-1B visas from their current six-year limit for professionals who have filed for permanent residence.
- Remove the per-country quota limit for employment-based visas.
- Allow unused visas in the employment-based category to be carried over to the following year.
- Provide those who have received their labor certification or whose application for a Green Card was filed more than a year ago similar privileges of permanent residents, such as increased job flexibility.
- Eliminate processing delays in the various stages of the employment-based immigration process

Most of these provisions, except the elimination of processing delays, are included in S. 2668, The Family, Work, and Immigrant Integration Amendments of 2000, sponsored by Senators Bob Graham (D-FL) and Gordon Smith (R-OR).

The American Competitiveness in the Twenty-first Century Act of 2000, co-sponsored by Senators Spencer Abraham (R-MI) and Orrin Hatch (R-UT), would raise the H-1B quota to 195,000. It contains some provisions that would afford temporary solutions to some of our most pressing concerns, such as:

- allocating unused employment-based Green Cards to oversubscribed countries like India and China that have already reached the per country ceilings; and
- extending the H-1B visa beyond six years for those applicants who have applied for permanent residence or those who have waited for more than a year for their Labor Certification.



In the House of Representatives, H.R. 3983, the Helping to Improve Technology Education and Achievement Act of 2000, introduced by Rep. David Dreier (R-CA) includes an increase in H-1B visas and includes provisions that would:

- exempt the six-year limit on H-1B visas;
- allocate yearly unused Green Cards to oversubscribed countries; and
- provides for unused visas in the employment-based immigration category to be carried over to the following year.

H.R. 3983 also addresses processing delays for the employment-based visa category by increasing funding.

The above-mentioned provisions, if enacted, will not adequately address the problems with the employment-based immigration process and only provide shortsighted relief to growing backlogs. Minimally, all the above-mentioned provisions must be enacted this year to provide some immediate relief to H-1B workers who will be forced to leave the country otherwise if no reforms are enacted. These minimal reforms, however, will only temporarily bandage festering problems in the employment-based immigration system.

6. CONCLUSION

The United States is experiencing the strongest economic growth, lowest inflation, and lowest unemployment in more than three decades. Much of this boom is contributed to the extraordinary strides the domestic information technology sector has made in catapulting the US into the information age. H-1B professionals are a backbone of the high tech industry. We have not only contributed our expertise and skills to the development and building of the IT sector, but have created jobs through our entrepreneurship. Unfortunately, immigration laws and procedures that affect our lives here in the US have not adapted to the rapid changes in the high tech industry this decade.

The problems in the employment-based immigration system faced by hundreds of thousands of tax-paying H-1B professionals and their employers are severe and will only get worse. It is imperative that the US government realizes the importance of retaining talented and hard-working H-1B professionals in the country and provide a fair and efficient process by which they become legal permanent residents. We hope that our proposal for an adjustment of status program for H-1B workers will bring our concerns to the forefront of the immigration policy debate and that such a program will be enacted in 2000.

Minimally, we expect that reforms included in S. 2668, The Family, Work and Immigrant Integration Amendments of 2000, will be part of any legislation that addresses the H-1B program. It would be unconscionable and unjust to raise the H-1B quota again by thousands of extra temporary visas without solving the pressing problems faced by H-1B workers already here, seeking to become permanent residents already here.



APPENDIX. TABLE 1

ISN Member Distribution By State

(As of September 5, 2000)

State	ISN Members	State	ISN Members	State	ISN Members
Alaska	4	Alabama	67	Arkansas	5
Arizona	164	California	4027	Colorado	238
Connecticut	166	Delaware	80	Florida	438
Georgia	403	Hawaii	10	Iowa	131
Idaho	22	Illinois	964	Indiana	144
Kansas	121	Kentucky	102	Louisiana	66
Massachusetts	595	Maryland	302	Maine	2
Michigan	643	Minnesota	370	Missouri	165
Mississippi	30	Montana	5	North Carolina	323
North Dakota	2	Nebraska	63	New Hampshire	95
New Jersey	1642	New Mexico	22	Nevada	16
New York	651	Ohio	501	Oklahoma	78
Oregon	184	Pennsylvania	529	Rhode Island	24
South Carolina	69	South Dakota	5	Tennessee	118
Texas	1450	Utah	33	Virginia	621
Vermont	8	Washington	236	Wisconsin	145
West Virginia	30	Wyoming	2		

APPENDIX. TABLE 2

ISN Member Distribution By Country of Origin

(As of September 5, 2000)

Total ISN Membership: 17412

Country	ISN Members	Country	ISN Members	Country	ISN Members
India	11766	China	2843	Pakistan	259
Taiwan	197	USA	168	Philippines	154
Canada	114	United Kingdom	114	Russia	111
Bangladesh	85	Hong Kong	84	South Africa	78
Other	67	Mexico	57	Malaysia	52
Brazil	51	France	48	Sri Lanka	48
Japan	46	Indonesia	43	Germany	39
Korea	38	Nigeria	37	Iran	32
Romania	30	Turkey	28	Australia	27
Venezuela	27	Colombia	26	Nepal	25
Peru	23	Afghanistan	22	Bulgaria	21
Poland	21	Singapore	19	Jordan	18
Ukraine	17	Iceland	16	Kenya	15
Morocco	15	Belarus	14	Israel	14
Trinidad and Tobago	14	Egypt	13	Italy	13
Spain	13	Argentina	12	Armenia	12
Ghana	12	Albania	11	New Zealand	10
Thailand	10	Algeria	9	Aruba	9
Greece	9	Netherlands	9	Guyana	8
Sweden	8	Switzerland	8	Barbados	7
Ecuador	7	Haiti	7	Jamaica	7
Bahamas	6	Belgium	6	Cuba	6
Fed Rep Yugoslavia	6	Honduras	6	Lebanon	6
Macao	6	Senegal	6	Slovakia	6
Tanzania	6	Zimbabwe (Rhodesia)	6	Angola	5
Antigua and Barbuda	5	Austria	5	Bosnia and Herzegovina	5
Croatia	5	El Salvador	5	Ireland	5
Mali	5	Sudan	5	Syria	5
United Arab Emirates	5	Vietnam	5	Azerbaijan	4
Burkina Faso (Upper Volta)	4	Costa Rica	4	Dominican Republic	4
Fiji	4	Georgia	4	Guatemala	4
Kuwait	4	Mauritius	4	Myanmar (Burma)	4
Portugal	4	Bahrain	3	British Indian Ocean	3

				Territories	
Camaroon	3	Chile	3	Cyprus	3
Czech Republic	3	Denmark	3	Dominica	3
Estonia	3	Ethiopia	3	Fyro Macedonia	3
Gabon	3	Hungary	3	Latvia	3
Nicaragua	3	Oman	3	Republic of Korea	3
Saudi Arabia	3	Uruguay	3	Zambia	3
Andorra	2	Anguilla	2	Benin	2
Bermuda	2	Bolivia	2	Brunei	2
Central African Rep	2	Congo, Democratic Republic of	2	Iraq	2
Kazakhstan	2	Liberia	2	Mauritania	2
Moldova	2	Mongolia	2	Norway	2
Slovenia	2	Togo	2	Tunisia	2
Turkmenistan	2	Virgin Islands (United Kingdom)	2	Belize	1
Bhutan	1	Borneo	1	Botswana	1
Chad	1	Christmas Island	1	Djibouti	1
Eritria	1	Finland	1	Gambia	1
Gibraltar	1	Guinea	1	Lithuania	1
Mozambique	1	Namibia	1	null	1
Saint Barthelemy	1	Saint Vincent and Grenadi	1	Sierra Leone	1
Somalia Northern Region	1	Tajikistan	1	Uganda	1
Uzbekistan	1	Wallis and Futuna Islands	1	Yemen	1

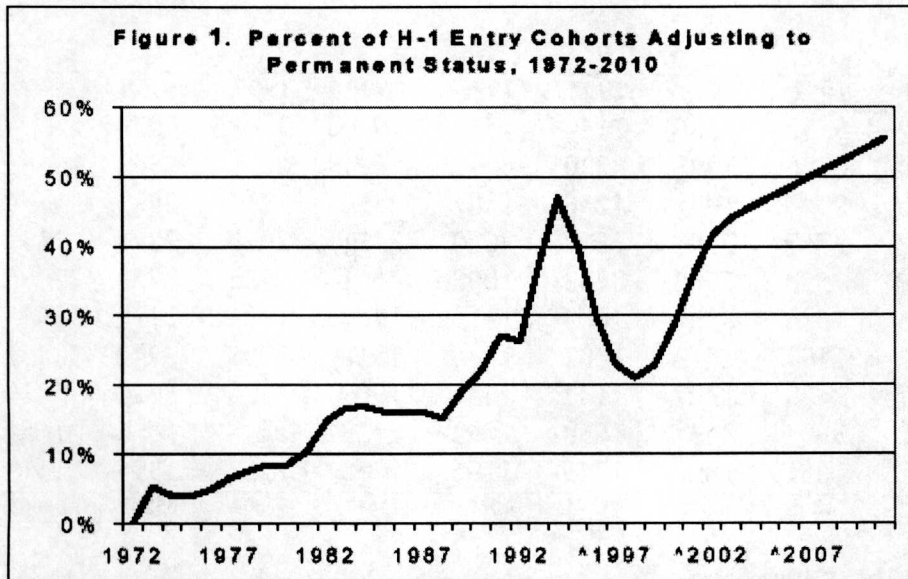
APPENDIX. TABLE 3

H-1B Visas Issued by Country of Origin, 1989-1999

	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
India	2144	2697	4102	5552	7606	11301	15528	19203	31686	40247	55047
UK	6663	7174	8794	6726	3993	4230	4771	5601	6928	6343	6665
China- ml	837	610	1145	894	1031	1256	1887	2330	3214	3883	5779
Japan	3678	3791	5167	2767	2152	2217	2070	2411	2929	2878	3339
Philippines	6055	7302	7221	7550	7596	8753	10026	4601	2685	2758	3065
France	2318	2293	2413	1686	870	1003	1216	1463	1894	2110	2633
Germany	1798	1637	1888	1501	1012	1092	1484	1518	2088	2242	2451
Mexico	2951	3727	3227	2488	1307	1147	1451	1909	2785	2320	2419
Australia	872	827	1102	990	863	1050	1042	1123	1438	1666	1651
Russia	2256	3709	3942	1651	1892	1245	1196	1255	1357	1395	1619
Total	29572	33767	39001	31805	28322	33294	40671	41414	57004	65842	84668

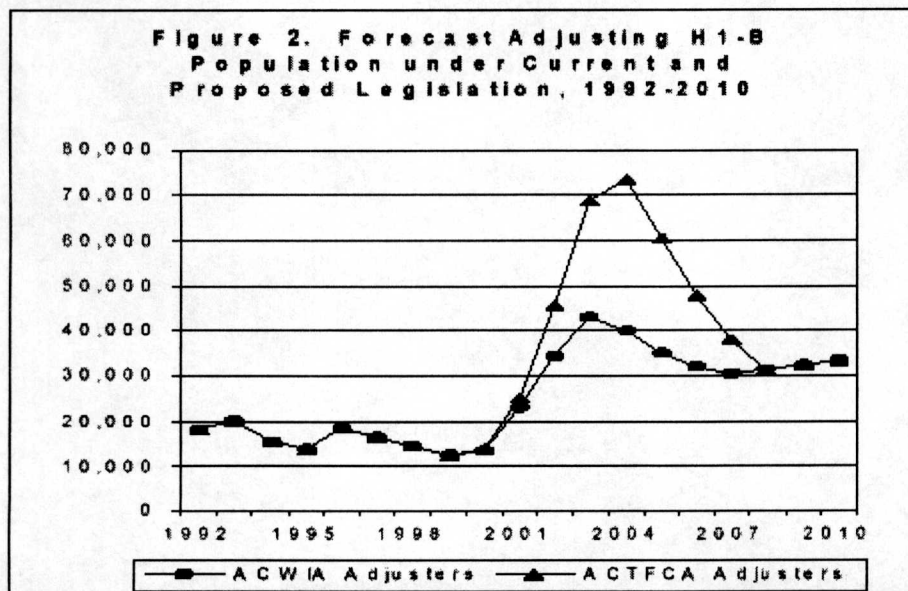
Source: U.S. Department of State, Visa Office

APPENDIX. FIGURE 1



Source: Lowell, B. Lindsay, 2000. "H-1B Temporary workers: Estimating the Population", by Institute for the Study of International Migration at Georgetown University. Read complete report at, <http://www.ieeeusa.org/grassroots/immreform/h1breport.pdf>

APPENDIX. FIGURE 2



Source: Lowell, B. Lindsay, 2000. "H-1B Temporary workers: Estimating the Population", by Institute for the Study of International Migration at Georgetown University. Read complete report at, <http://www.ieeeusa.org/grassroots/immreform/h1breport.pdf>

ACWIA: American Competitiveness and Workforce Improvement Act, passed in 1998

ACTFCA: American Competitiveness in the Twenty-First Century Act, currently in senate S. 2045.