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VIETNAM CHILDREN'S CARE AGENCY

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HEARING

BEFORE THE

COMMITTEE ON FOREIGN RELATIONS

UNITED STATES SENATE

NINETY-SECOND CONGRESS

SECOND SESSION

ON

S. 2497

TO AUTHORIZE THE PRESIDENT, THROUGH THE TEMPORARY VIETNAM CHILDREN'S CARE AGENCY, TO ENTER INTO ARRANGEMENTS WITH THE GOVERNMENT OF SOUTH VIETNAM TO PROVIDE ASSISTANCE IN IMPROVING THE WELFARE OF CHILDREN IN SOUTH VIETNAM AND TO FACILITATE THE ADOPTION OF ORPHANED OR ABANDONED VIETNAMESE CHILDREN, PARTICULARLY CHILDREN OF UNITED STATES FATHERS

APRIL 5, 1972



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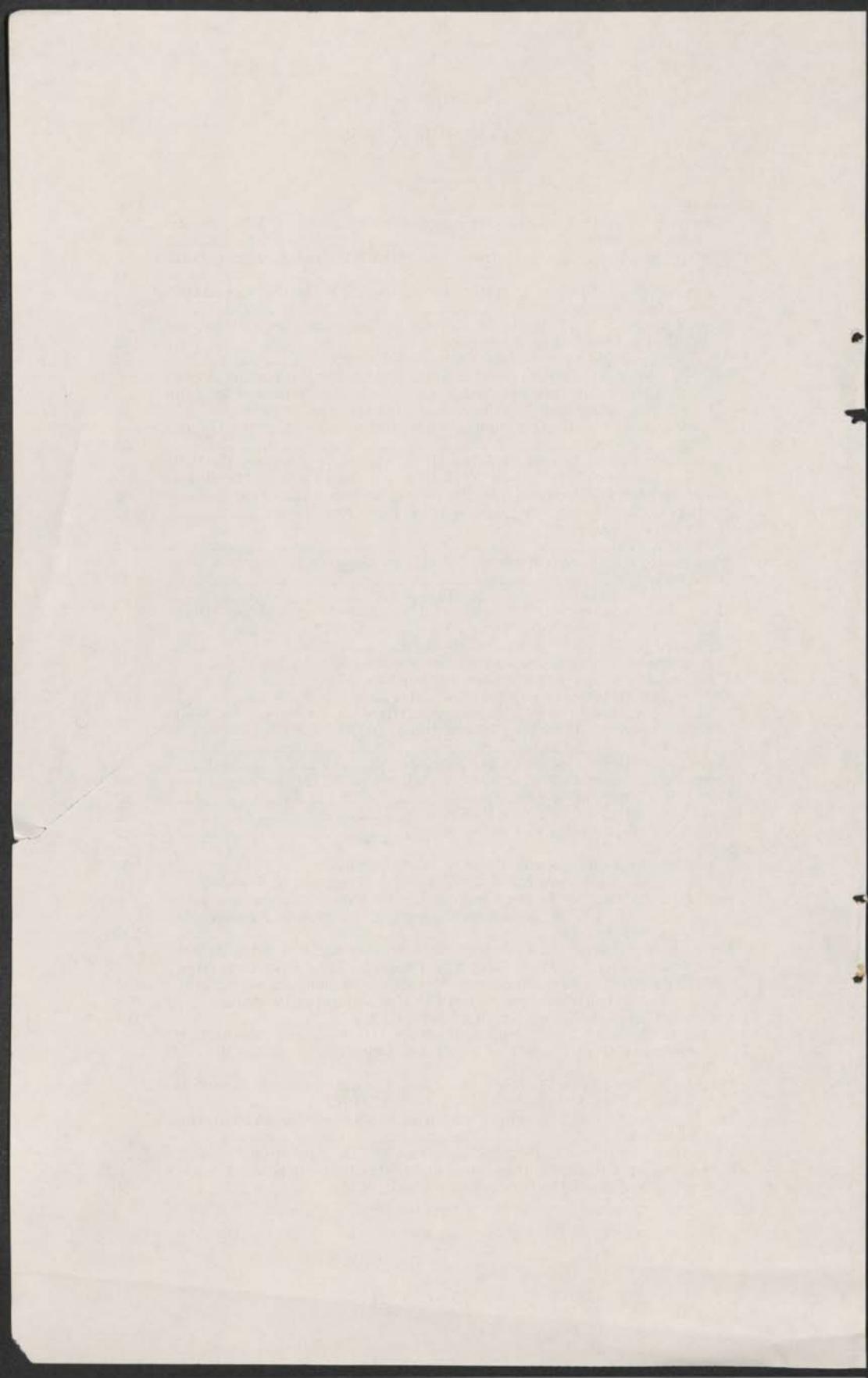
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VIETNAM CHILDREN'S CARE AGENCY

WEDNESDAY, APRIL 5, 1972

UNITED STATES SENATE,
COMMITTEE ON FOREIGN RELATIONS,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in Room 4221, New Senate Office Building, Senator J. W. Fulbright (chairman), presiding.

Present: Senators Fulbright, Symington, Pell, Aiken, Cooper, Javits, Pearson and Percy.

The CHAIRMAN. The committee will come to order.

OPENING STATEMENT

The Committee on Foreign Relations today is holding a public hearing on S. 2497, a bill to create a Vietnam Children's Care Agency as a temporary, independent entity of the U.S. Government in order to provide assistance in improving the welfare of children in South Vietnam. This proposal was introduced in the Senate on September 8, 1971, by Senator Harrison Williams of New Jersey on behalf of himself, Senator Hatfield, and Senator Hughes.

(Text of S. 2497 follows:)

(1)

92^D CONGRESS
1ST SESSION

S. 2497

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 8, 1971

Mr. WILLIAMS (for himself, Mr. HATFIELD, and Mr. HUGHES) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

To authorize the President, through the temporary Vietnam Children's Care Agency, to enter into arrangements with the Government of South Vietnam to provide assistance in improving the welfare of children in South Vietnam and to facilitate the adoption of orphaned or abandoned Vietnamese children, particularly children of United States fathers.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That the Congress declares that—

4 (1) the United States has a moral responsibility to
5 assist the Government of South Vietnam in the care and
6 protection of all South Vietnamese children, particularly
7 those orphaned or abandoned, and

VII—O

1 (2) assistance to orphanages in which children
2 described in subsection (a) of this section are living,
3 including food and clothing assistance and assistance
4 for the improvement of the physical facilities of such
5 orphanages;

6 (3) for the training of persons employed in day
7 care centers and orphanages in Vietnam;

8 (4) for the training of persons on matters relating
9 to child health care and prenatal and postnatal care;
10 and

11 (5) assistance for the improvement and expansion
12 of the existing hostel program which provides housing
13 for children described in subsection (a) of this section
14 who do not live with their families.

15 (c) The Agency is authorized to provide, on such terms
16 and conditions as it considers appropriate, direct assistance
17 to public or private nonprofit organizations which provide
18 any of the types of assistance referred to in subsection (b)
19 of this section, and to assist in coordinating the activities,
20 services, and programs of such organizations.

21 (d) Not less than 60 per centum of the funds appro-
22 priated to carry out the provisions of this Act shall be used
23 for the purposes specified in clause (1) of subsection (b)
24 of this section.

1 ADOPTION OF SOUTH VIETNAMESE CHILDREN

2 SEC. 3. (a) The President, through the Agency, shall
3 enter into negotiations with the Government of South Viet-
4 nam to facilitate the adoption by United States citizens of
5 children in South Vietnam who are ten years of age or
6 younger. Adoption procedure shall be carried out strictly on
7 a case-by-case basis, but the President shall attempt through
8 such negotiations with the Government of South Vietnam
9 to obtain a standardization of forms and procedures in South
10 Vietnam and the United States which would significantly
11 improve and hasten the entire adoption process and shall
12 seek to obtain an easing of the South Vietnamese require-
13 ments for the issuance of exit permits for adopted children.

14 (b) The Agency is authorized to enter into agreements
15 and to make grants, on such terms and conditions as it con-
16 siders appropriate, to State and local governmental agencies
17 and private nonprofit organizations to assist in arranging for
18 the adoption by United States citizens of children in South
19 Vietnam who are ten years of age or younger.

20 (c) In conducting the negotiations referred to in sub-
21 section (b) of this section, the Agency shall be primarily
22 concerned with, and shall facilitate, to the maximum extent
23 practicable, the adoption of children in South Vietnam—

24 (1) whose fathers are determined by the Agency
25 and the Government of South Vietnam to be United

1 States citizens, such determination to be made on the
2 basis of a statement by the father, mother, or relative, or
3 on the appearance of the child, and

4 (2) (A) whose mothers are deceased, (B) whose
5 mothers have irrevocably relinquished all parental
6 rights, or (C) who have been abandoned and are liv-
7 ing in orphanages or in the streets, or under other cir-
8 cumstances in which no family has assumed responsi-
9 bility for their upbringing, and the whereabouts of the
10 mothers are unknown.

11 (d) Not more than 10 per centum of the funds ap-
12 propriated to carry out the provisions of this Act may
13 be expended in carrying out this section.

14 VIETNAM CHILDREN'S CARE AGENCY

15 SEC. 4. (a) There is established in the executive branch
16 of the Government a temporary independent establishment
17 to be known as the Vietnam Children's Care Agency. The
18 Agency shall be responsible, under the direction of the
19 President, for carrying out the provisions of this Act.

20 (b) The Agency shall be headed by a Director who
21 shall be appointed by the President, by and with the advice
22 and consent of the Senate. There shall also be in the Agency
23 a Deputy Director appointed by the President, by and with
24 the advice and consent of the Senate. The Deputy Director

1 shall act as, and exercise the powers of, the Director during
2 his absence or disability. The Director shall prescribe the
3 regular duties to be performed by the Deputy Director.

4 (c) (1) The Director is authorized to appoint and fix
5 the compensation of such officers and employees, and pre-
6 scribe their functions and duties, as may be necessary to
7 carry out the provisions of this Act.

8 (2) The Director may obtain the services of experts
9 and consultants in accordance with the provisions of section
10 3109 of title 5, United States Code.

11 (3) Section 5314 of title 5, United States Code, is
12 amended by adding at the end thereof the following:

13 " (58) Director, Vietnam Children's Care Agency."

14 (4) Section 5315 of such title is amended by adding
15 at the end thereof the following:

16 " (95) Deputy Director, Vietnam Children's Care
17 Agency."

18 (5) The Director may delegate any of his functions
19 to such officers and employees of the Agency as he may
20 designate, and may make such rules and regulations as may
21 be necessary to carry out his functions.

22 (6) The Director is authorized to appoint, without
23 regard to the provisions of title 5, United States Code, gov-
24 erning appointments in the competitive service, such advi-
25 sory committees as may be appropriate for the purpose of

1 consultation with and advice to the Agency in the perform-
2 ance of its functions. Members of such committees, other
3 than those regularly employed by the United States Gov-
4 ernment, while attending meetings of such committees or
5 otherwise serving at the request of the Director, may be
6 paid compensation at rates not exceeding those authorized
7 to be paid experts and consultants under section 3109 of
8 such title, and while so serving away from their homes or
9 regular places of business, may be allowed travel expenses,
10 including per diem in lieu of subsistence, as authorized by
11 section 5703 of such title, for persons in the Government
12 service employed intermittently.

13 (d) In order to carry out the provisions of this Act,
14 the Agency is authorized—

15 (1) to adopt, alter, and use a seal;

16 (2) to adopt, amend, and repeal rules and regula-
17 tions governing the manner of its operations, organiza-
18 tion, and personnel, and the performance of the powers
19 and duties granted to or imposed upon it by law;

20 (3) to acquire by purchase, lease, condemnation,
21 or in any other lawful manner, any real or personal prop-
22 erty, tangible or intangible, or any interest therein; to
23 hold, maintain, use, and operate the same; to provide
24 services in connection therewith, and to charge there-
25 for; and to sell, lease, or otherwise dispose of the same

1 at such time, in such manner, and to the extent deemed
2 necessary or appropriate;

3 (4) to construct, operate, lease, and maintain build-
4 ings, facilities, and other improvements as may be
5 necessary;

6 (5) to accept gifts or donations of services, money,
7 or property, real, personal, or mixed, tangible or intan-
8 gible;

9 (6) to enter into contracts or other arrangements
10 or modifications thereof, with any government, any
11 agency or department of the United States, or with any
12 person, firm, association, or corporation, and such con-
13 tracts or other arrangements, or modifications thereof,
14 may be entered into without legal consideration, without
15 performance or other bonds, and without regard to sec-
16 tion 3709 of the Revised Statutes, as amended (41
17 U.S.C. 5) ;

18 (7) to make advance, progress, and other payments
19 which the Director deems necessary under this Act with-
20 out regard to the provisions of section 3648 of the
21 Revised Statutes, as amended (31 U.S.C. 529) ; and

22 (8) to take such other action as may be necessary
23 to carry out the provisions of this Act.

24 (e) The Director shall, as soon as practicable after the
25 end of each fiscal year, make a report in writing to the Presi-

1 dent for submission to the Congress on the activities of the
2 Agency during the preceding fiscal year.

3 IMPLEMENTATION OF THIS ACT

4 SEC. 5. Within ninety days after the date of enactment
5 of this Act, the President shall take such steps as may be
6 necessary to carry out the provisions of section 4 of this Act
7 and to initiate the programs under sections 2 and 3 of this
8 Act.

9 SEC. 6. (a) As soon as practicable, the President is
10 requested to undertake negotiations with the United Na-
11 tions, or such other multilateral organizations as the Presi-
12 dent considers appropriate, to have such organization agree
13 to perform the functions described in section 2 of this Act.
14 Any funds made available for the purposes of section 2 of
15 this Act may be made available, as the President deems
16 appropriate, to such organization to carry out such purposes.

17 (b) At such time as the President determines that the
18 functions described in section 2 of this Act are being satis-
19 factorily performed by the United Nations, other multi-
20 lateral organization, or nonprofit organization, the authority
21 and responsibility of the Agency with respect to such func-
22 tions shall cease to exist.

23 AUTHORIZATION OF APPROPRIATIONS

24 SEC. 7. There are authorized to be appropriated such
25 sums as may be necessary to carry out the provisions of this

1 Act. In addition there are authorized to be appropriated
2 such sums as may be necessary to assist the United Nations
3 or any other multilateral or nonprofit organization to per-
4 form functions which would otherwise be performed by the
5 Agency under this Act.

6 LIMITATION ON ADMINISTRATIVE EXPENSES

7 SEC. 8. Not more than 10 per centum of the funds
8 appropriated to carry out this Act may be used by the
9 Agency for administrative expenses.

The CHAIRMAN. The committee has received a substantial amount of mail in support of this legislative proposal. From all quarters we have had complaints that the Governments of both South Vietnam and the United States have given too little attention to the welfare of orphaned or abandoned Vietnamese children. Today's headlines assure us—as if we needed any reminder—that a war is very definitely still going on in South Vietnam. But the communications received by this committee show a clear consensus that the prosecution of the war does not serve as an excuse for inadequate care for its victims and especially the children.

The first sections of the bill we are considering declare that :

The United States has a moral responsibility to assist the Government of South Vietnam in the care and protection of all South Vietnamese children.

and that :

The United States has a special responsibility to assist . . . children in Vietnam whose fathers are United States citizens and who are not living with their Vietnamese families.

It is difficult to believe that anyone would attempt to contradict those views.

Before hearing testimony from a rather long list of witnesses, let me note that the committee has received several requests to testify which could not be met for a variety of reasons, and particularly the short period of time available for this purpose.

A number of organizations and individuals have asked to submit written statements for the record and I know that the committee will be glad to try to comply with all such requests. One point in particular should be stressed, namely, the support shown for the adoption features of the bill by a number of groups and individuals who could not appear today but will be presenting written statements for the record. We are thinking, for example, of the Holt adoption program of Creswell, Oreg., and such individuals as Mrs. Nancy Krivit of Edison, N.J., and Mrs. Florence Woods of Miami, Fla.

The hearing record will be kept open a week in order to receive these written statements.

The first witness this morning was intended to be Senator Williams; in his absence, who is the next one scheduled? I saw Mr. Nooter. I wonder if Mr. Robert H. Nooter is here?

Mr. NOOTER. Yes, sir.

The CHAIRMAN. Mr. Nooter, would you start, please?

Mr. NOOTER. Yes, Mr. Chairman, with your permission—

The CHAIRMAN. I am sorry, here is the Senator. I guess we will proceed in order. Senator Williams?

Senator WILLIAMS. I apologize. I am sorry.

The CHAIRMAN. We start on time if we can. Senator Williams?

**STATEMENT OF THE HONORABLE HARRISON A. WILLIAMS, JR.,
U.S. SENATOR FROM NEW JERSEY**

Senator WILLIAMS. Mr. Chairman, I am most pleased to have this opportunity to testify today in behalf of S. 2497, on the problems of children in Vietnam.

NO END IN SIGHT TO VIETNAM WAR

I think we all recognize that the toll which the war in Vietnam has taken among the civilian population of that country has been a huge and tragic one; and it is painfully clear that this toll is going to continue growing for the foreseeable future. Unfortunately, and despite the repeated promises of the Nixon administration, there is no end in sight to the war in Vietnam.

Even as we meet today, new battles are raging in the towns and countryside of Vietnam and American planes are reescalating the number of air raids in both North and South Vietnam. It is tragic irony that at the time we convene to examine the serious problems this war has created for hundreds of thousands of Vietnamese children, those problems are being multiplied.

FUTURE BLEAK FOR CHILDREN

At this moment the bombs, the artillery and the infantry fighting are creating a new flood of refugees and a new flood of children who are abandoned or orphaned. The future is indeed bleak for the children who are homeless, impoverished, or permanently disabled. Nor is it bright for those who are half-American and are frequently subjected to bitter racial discrimination.

I hope these hearings will begin to establish the extent of this problem and document the need for a more active American involvement in the solutions.

NUMBER OF CHILDREN AFFECTED

We have a basic idea of the number of children who are affected from governmental statistics. More than 400,000 Vietnamese children are given small monthly stipends as war orphans or wards of the Nation under the War Veterans Act of 1970; another 300,000 children are either receiving benefits as orphans or are otherwise known to be orphans. These figures alone indicate there are at least 700,000 children in Vietnam whose parents have been killed or seriously disabled.

Too frequently, however, statistics from Vietnam do not reflect the entire picture. For example, thousands of civilian casualties and deaths go unreported because only admissions to U.S. military and Vietnamese Government hospitals are recorded. Certainly many thousands of uncounted children have experienced losses in their families because of the war.

RAPID URBAN GROWTH, INFLATION, AND UNEMPLOYMENT

To have a better idea of the extent of the problem we are discussing today, I think we must realize that nearly half the Vietnamese population is 14 years old or younger and that the war has contributed to a marked increase in the urban population. For example, the refugee influx into Quang Tri City this week exemplifies the growth problems of Saigon, which has grown from 1 million to 3 million people, and Danang which has grown from 100,000 to 500,000.

Compounding the problems of rapid growth in the cities has been

serious inflation and, more recently, unemployment caused by the loss of jobs in support of American military forces. And it has been the children who have suffered most as a result of these social and economic upheavals.

U.S. EFFORTS CAN ASSIST VIETNAMESE WITH CHILD CARE PROBLEMS

After conducting 7 years of warfare at unprecedented levels, the United States must now make efforts to aid the Vietnamese in eliminating the resulting social problems which are crippling the country. Senator Hughes, Hatfield and I have introduced S. 2497 in order to begin this reconstruction process by establishing a Vietnam Child Care Agency. This organization would work exclusively on helping the Vietnamese improve the lives of many thousands of their children.

In writing this bill, we realized that the problems of child care in Vietnam must be solved by the Vietnamese themselves; however, their efforts can be greatly assisted by the United States if we commit ourselves to the task.

The Vietnam Child Care Agency, a new approach proposed to meet an enormous problem, would make such a commitment.

FIRST MAJOR FUNCTION OF VIETNAM CHILD CARE AGENCY

The first major function of the agency is to work through private or public nonprofit organizations and the Vietnamese Ministry of Social Welfare to improve the care and protection of children orphaned, abandoned or left in poverty as a result of the war.

The highest priority would be improving and expanding day-care facilities. These centers provide an environment conducive to healthier family development. Hopefully, they will help avoid the growing incidence of abandonment which has accompanied the withdrawal of American troops.

The advantages of day care are particularly relevant in Vietnam because of the burden of raising children in that difficult environment. Well run day-care centers would provide these young people with preschool education and two meals a day. It would also give the mother the opportunity to work so that she can support her children. The few day-care programs in effect have met with considerable success.

Since the major purpose of this agency is to improve the home atmosphere so that fewer children are left to institutions, there is an emphasis on improving existing orphanages instead of building new ones. Along similar lines, there is an existing but currently inadequate hostel program which provides housing for children who support themselves. This program would be expanded and improved so that the thousands of independent children who presently live on the streets can have a roof over their heads at night.

Finally, the program necessarily involves training of Vietnamese to work in day-care centers, orphanages, and in the area of child health care, especially prenatal and postnatal care. In the early stages of this program when considerable expansion will occur, training of Vietnamese to staff and sustain these programs will be essential.

SECOND APPROACH OF LEGISLATION AND AGENCY

The second approach of this legislation and the agency is directed toward children who have no family or guardians. These youngsters are eligible for adoption and for many of them an acceptable home can be found here in the United States.

In our bill the emphasis is on facilitating adoption of orphaned or abandoned children who have American fathers; however, by no means does this exclude adoption of other Vietnamese children who are homeless.

At present, American couples wishing to adopt Vietnamese children experience average delays of 18 months and costs of about \$2,000. In many cases, would-be American parents simply are unsuccessful in their attempts to give these children a home.

The new agency's function in this area would be to negotiate with Vietnamese and U.S. Government officials in order to standardize the forms and procedures used in intercountry adoption. Since the agency is charged with aiding the Vietnamese with their child-care problems, it might be in the position to encourage the Vietnamese Government to ease its requirements for the issuance of exit permits. Should this occur, adoption would be simplified but they would continue to be handled on a strict case-by-case basis.

It is our hope that eventually the United Nations or another multi-lateral organization will be able to assume the child-care and protection role of the agency. To date, UNICEF has spent more than \$2.3 million on training programs and maternal and child health care centers. Although their limited budget has prevented larger expenditures, UNICEF has taken the vital step of committing itself to the solution of these problems. With U.S. funding, UNICEF could probably direct the programs to be established and run by the agency.

APPROPRIATION OF \$5 MILLION SOUGHT TO ESTABLISH AGENCY

We intend to seek an appropriation of \$5 million to establish the agency. It appears that this modest amount, a fraction of what is spent each day to continue our military efforts in Vietnam, will be sufficient, at least initially. Then, as the most effective programs emerge, the funding can be increased to employ them on a wider scale.

I understand that the Vietnamese Ministry of Social Welfare has developed a program which is similar to the functions of the Vietnam Child Care Agency. I am reassured to see that the Vietnamese are looking closely at these problems and developing sound means of resolving them.

However, as has always been the case, a shortage of money is blocking progress. For several years the ministry has received less than 1 percent of the national budget, and most of this money has been directed toward refugees. Since the children have not had a spokesman, their plight has been neglected for years, and top priority has been given to the massive refugee problem.

Now that the ministry is prepared to direct its limited staff to confront these problems, it is absolutely essential that the United States make a clear commitment to assist them.

ACTIONS OF AID

The argument has been made that S. 2497 duplicates recent actions taken by the Agency for International Development. I understand that AID has approved a transfer of approximately 316 million piasters—about \$770,000—in counterpart funds to the Ministry of Social Welfare to implement their program. I am personally encouraged that this action has been taken; however, I have serious reservations about the ongoing nature of this transfer of funds.

In looking at AID's past performance with children in Vietnam, I notice that as 700,000 orphans were thrown out into the world, AID supplied, at best, a few staff workers on a part-time basis to cope with the needs of these children. Now, as AID is withdrawing most of its workers from Vietnam, I seriously doubt whether it will develop the capability to provide assistance to the Vietnamese in this area.

Furthermore, an administrative decision like the extension of counterpart funds does not represent a long-range commitment to the solution of the problems at hand; it merely indicates that an equivalent of \$770,000 will be spent by the end of this year. Most significantly, there is no guarantee of funds for the continuation of the ministry's program after December 31, 1972. Legislative action, such as the creation of the Vietnam Child Care Agency, would commit us to that course.

CONGRESS MUST REDIRECT EMPHASIS IN VIETNAM

Mr. Chairman, it is sad but true that up to now the United States has concentrated its efforts in Vietnam on prosecuting the war. We must realize that Vietnam will not be rebuilt by leveling it with bombs or killing people with different attitudes, but by nourishing and protecting and educating the inhabitants. Even as this tragic war drags on, I think Congress must redirect our emphasis in Vietnam away from military actions and toward alleviating the social problems there.

Certainly, the creation of an agency to ease the plight of hundreds of thousands of beleaguered children would be a significant beginning. Thank you, Mr. Chairman, for the opportunity to testify. We are certainly grateful for the committee's hearings on this very important legislation.

The CHAIRMAN. Thank you, Senator Williams.

COST OF ADOPTING VIETNAMESE ORPHAN

I would like to ask you one thing: Why is it that it costs \$2,000 to adopt an orphan in Vietnam?

Senator WILLIAMS. The clearances, the paperwork, the transportation, everything, are as complex as anything in life. I have worked—

The CHAIRMAN. Who makes it complex? It isn't inherently complex.

Senator WILLIAMS. It starts off there with the local laws dealing with adoption. They have requirements that stagger any reasonable thinking on this. As I understand it, the individuals who are cleared to adopt children have to be married a decade, 10 years; they have to be childless and have to be over a certain age. Clearances—the agencies you have to go to—and I will say the professional assistance in certain circumstances.

The CHAIRMAN. You mean you have to pay a fee at each level, is that what you are trying to say?

Senator WILLIAMS. I don't know whether you have to. There are a lot of agencies that don't charge fees, but I know a lot of people who don't find those agencies or don't get to go with them and do pay fees.

WHY COULDN'T AID SERVICE THIS ACTIVITY?

The CHAIRMAN. One last question. You brought it up. Why couldn't AID, if it was disposed to do so, service this kind of activity?

Senator WILLIAMS. AID?

Right now, this would be just one of its activities. There wouldn't be a focus and no assurance of continuity. These problems certainly require at the beginning assistance in training people and this is sort of a rather long-range program. The AID program is an ad hoc response to the need, not a commitment that gives an ongoing promise of continuity in training and in then serving in the health area, in the day-care area. These are the two critical areas that require more than an agency picking it up on an ad hoc basis for a few months with no promise of continuity.

STATUS OF LEGISLATION FOR DAY-CARE CENTERS IN UNITED STATES

The CHAIRMAN. You emphasize day-care centers. I believe you had much to do with the legislation on day-care centers in the United States, didn't you?

Senator WILLIAMS. Yes.

The CHAIRMAN. What is the status of legislation for day-care assistance in the United States?

Senator WILLIAMS. The major program has been bogged down, as the Senator knows. There has been lack of acceptance of a commitment to day care here in this country, and we are fully familiar with them.

The CHAIRMAN. If we can't give it to them here, you think we ought to give it to them in Vietnam?

Senator WILLIAMS. Sometimes it is easier to get things done abroad:

The CHAIRMAN. I am not quarreling; I am just commenting on it. I only know that it is much easier to get grants for certain countries through the Congress without hearings than it is to get one for your own State. I am very much in sympathy with the Senator's position on day-care centers here at home, as the Senator knows, and I have supported that.

Senator Symington, do you wish to ask questions?

Senator SYMINGTON. I just came.

The CHAIRMAN. Senator Pearson?

Senator PEARSON. I have no questions.

The CHAIRMAN. All right. Senator Cooper?

SECURING GOVERNMENTAL AND PRIVATE SUPPORT

Senator COOPER. I want to commend Senator Williams for his humanitarian approach to this problem. I assume that you believe that if an agency was established that attention would be focused upon

it and it would be much easier to get support. It might be a better way to secure not only governmental support but also the support of private organizations throughout our country, such as church organizations and other charitable organizations; is that correct?

Senator WILLIAMS. I certainly feel that this is the way it should go, Senator Cooper. There are so many agencies and so many people who have their own commitment in this area and are working in it with limited resources. I understand several groups will be represented here at the hearings today and that would be the ideal. Rather than to have a Government program operating without reference to them, they should certainly be considered and woven in and helpful in this program.

ORPHANAGES AND DAY-CARE CENTERS SPONSORED BY VIETNAMESE
GOVERNMENT

Senator COOPER. It is correct, though, isn't it, that there are agencies now in Vietnam—the Vietnamese Government itself—supported by our funds, which do provide some assistance to the orphans?

Senator WILLIAMS. Yes.

Senator COOPER. Is it correct that the Government of Vietnam maintains a number of day-care centers?

Senator WILLIAMS. There are orphanages, of course. I am not too sure about Government-sponsored day-care centers.

Senator COOPER. I believe that there are orphanages and day-care centers which have been established to take care of these orphans.

PUBLIC LAW 480 PROGRAM

Is it also correct that through our Public Law 480 program that we are providing—we are giving—assistance to provide food for these orphans as well as other refugees?

Senator WILLIAMS. I am not fully familiar with it. I would hope so.

BRINGING ORPHANS HERE IS MATTER OF VIETNAMESE LAW

Senator COOPER. I must say on this question of adoption—I understand your comments on that—I have had inquiries from mothers who were Vietnamese who married American soldiers and have come to the United States. It is very difficult to even get their children here, so I assume it is much more difficult to be able to bring orphans here. It is all a matter of the Vietnamese law, isn't it?

Senator WILLIAMS. Most of it, yes.

Senator COOPER. I just want to say, your approach is humanitarian and I think deserves great attention and consideration.

Senator WILLIAMS. Thank you very much.

These are some questions, Mr. Chairman, that I would like to leave with you. I think it has been worked out with the staff. These questions if they could be submitted, for submission in writing to the committee.

The CHAIRMAN. Fine.

(The information referred to follows:)

ANSWERS TO QUESTIONS SUBMITTED TO AID BY SENATOR HARRISON A.
WILLIAMS, JR.

Question 1. To what extent in terms of grants extended and manpower committed has the Agency for International Development in Vietnam been involved in the problems of child care prior to October 1971?

Why has the Mission of AID/VN not played a more active role in working to resolve these problems?

Answer. 1. In response to the first part of this question, AID assistance in the area of child welfare in fiscal year 1971 consisted of the following:

(a) Under PL 480, Title II, approximately 1.9 million children received, in fiscal year 1971, surplus food commodities valued at \$11.5 million.

(b) Since 1969, AID has been providing a modest amount of local currency assistance to the Ministry of Social Welfare for support of orphanages and day-care centers. A significant number of children benefited from local currency assistance for support of other aspects of the social welfare program, as well as the refugee, education, war veterans and health programs. It is impossible to estimate the number of children benefited or the dollar value of the assistance they received from these more comprehensive programs. Moreover, over 70 percent of the Ministry of Social Welfare's budget derives directly or indirectly from AID assistance.

(c) The assistance provided directly by AID to the Ministry of Social Welfare has been augmented by technical and material support provided through contracts with a number of American voluntary agencies, some of which date back to 1967. In fiscal year 1971, the programs carried out under AID contracts with the following agencies each included a child welfare component: Catholic Relief Service, International Rescue Committee, Salvation Army and World Rehabilitation Fund.

(d) AID also provided training in social welfare for 20 Vietnamese participant trainees who studied in several Asian countries. Eight of these concentrated on child care programs.

(e) There were five American social welfare advisors on the Mission staff in 1971, four in Saigon and one assigned to the field. A portion of the time of all five of these advisors was devoted to child care activities carried out by both the Ministry of Social Welfare and voluntary agencies. This represented an increase from one social welfare adviser first assigned in 1967.

2. As regards the second part of this question, the priorities of the U.S. Mission and the Government of Vietnam in the field of humanitarian assistance have necessarily been focused upon provision of emergency relief to refugees, and assistance to enable them to return to their own villages. The urgency of meeting the immediate needs of the refugees, approximately 50% of which are under fifteen years of age, has placed an overwhelming demand upon the personnel and material resources of the Ministry of Social Welfare. This Ministry was established for the first time in 1964, and the refugee program was started from scratch early in 1966. Although the refugee situation had vastly improved by the end of fiscal year 1971, it was recognized even before the current NVA offensive that priority must continue to be concentrated for the next year or two on reestablishment of the refugees. However, by 1971, relative security and stability in many areas had allowed a beginning to be made in defining and initiating on a limited scale longer range social rehabilitation programs including special child care services.

Other major factors in the low priority given by the GVN to date to expansion of child welfare activities have been insufficient trained personnel, the freeze on establishment of new positions imposed on all GVN ministries, and uncertainty of future budgetary resources available to the Ministry of Social Welfare.

Question 2. What caused the delay from last October to April 1st for AID to approve and transfer counterpart funds for the Ministry of Social Welfare's child care proposals? How much money does this contract involve and when does it expire?

Answer. The delay in action on the proposals for assisting an expanded child welfare program is due primarily to delays on the part of the Vietnam government rather than the U.S. Mission. The proposed program for which AID was prepared to make available an additional 547 million piasters for the calendar year 1972 was an initial proposal only and detailed plans for implementation

had not been prepared or approved by all the responsible GVN officials and voluntary agencies involved. Only after protracted negotiations, the Ministry of Social Welfare developed a supplementary budget proposal that was finally approved by the GVN Director General of the Budget and Foreign Assistance on March 21, 1972, and subsequently submitted to the U.S. Mission in a joint meeting on March 24. The program agreement between the U.S. Mission and the GVN approving an initial adoption of 316 million piasters as the first increment of the expanded program was signed on April 1. Plans for additional projects are in preparation for use of the balance of the local currency we are prepared to provide this year.

A number of factors account for the GVN delay in making out detailed plans for implementation. As already mentioned, the first priority of the MSW must remain the reestablishing of refugees; the Government of Vietnam has only recently begun to develop an awareness of the need to give more attention to the social needs and problems that are surfacing as the intensity of emergency requirements lessens; GVN concern about the possibility of sustaining an expanded child welfare program when foreign resources are no longer available; and the shortage of trained personnel to implement an expanded program.

Question 3. What are AID/VN's long-range plans for continuing support to child care programs beyond the end of this calendar year?

Answer. AID plans to continue to support child care programs as one of its priorities.

Question 4. What staff projections are being made for AID/VN in fiscal years 1973 and 1974?

Will that staff be responsible for overseeing the Ministry of Social Welfare's child care program, and as the AID/VN staff is reduced, will the Mission have the manpower capability to oversee the program and assist the Vietnamese in implementing it?

Answer. The current staff includes five American social welfare advisers, all of whom devote part of their time to child welfare services. Two of these positions will be phased out by the end of fiscal year 1973. The personnel level for fiscal year 1974 is now under review by the U.S. Mission.

USAID advisers do not oversee or manage Vietnam's Social Welfare program. They do work closely with the Vietnamese and, of course, monitor the use of U.S. resources that go into the program. Given the increased capability of the Vietnamese to conduct the program, we believe the U.S. Mission will have adequate manpower.

Question 5. What is the relationship between AID/VN authorizations and the counterpart funds which are to support the Ministry's program?

What assurance do we in Congress have that AID/VN has the capacity or the continuing commitment to support the Ministry's child care program beyond the end of this calendar year?

Answer. Counterpart funds in piasters are generated by AID's Commercial Import Program. Their use is determined jointly by the U.S. and the Government of Vietnam. Approximately 80 percent of the Ministry of Social Welfare budget now comes from counterpart funds. In 1972, this support is expected to be 5.2 billion piasters, equivalent to about 13 million dollars.

The continued availability of counterpart funds for the future does depend, of course, upon Congressional authorization and appropriation of Supporting Assistance funds for Vietnam.

AID plans to continue to support child care programs in Vietnam, with counterpart funds and dollars, as one of its priorities. There has been no intention to lessen, or terminate, this support at the end of this calendar year.

Question 6. Intercountry adoptions in Vietnam are difficult and protracted because of the required proxy process, the frequent need for Presidential dispensation, the required two Court appearances two months apart, and the procedure followed in preparing an abandoned child's birth certificate. What problems are faced in easing these requirements? What can AID/VN do to reduce them? And why has more not been done already?

Answer. The major problems in expediting intercountry adoptions are, first, the desire of the Vietnamese people and the GVN to retain their children in Vietnam; and second, the traditional Vietnamese concept of adoption as a legal arrangement to provide an heir for families without children of their own, rather than the prevailing American concept of adoption as a way of providing a family for a child.

The traditional Vietnamese concept of adoption is slowly changing and some of the responsible GVN officials recognize that revision of the present adoption law and procedures is needed. With the encouragement of the U.S. Mission, an Interministerial Committee to study the problems of adoption was formed in April 1971. AID assistance includes support for a study of child welfare legislation that includes preparation of a new adoption law.

Enactment of a new, modernized adoption law, if and when it should occur, will not necessarily result in acceleration of the adoption process for intercountry adoptions. The major constraint on increased numbers of intercountry adoptions has been and still is Vietnamese determination to prevent a major exodus of Vietnamese children to other countries and their insistence upon release only on a case-by-case basis when it is determined that the best interest of the child will be served thereby.

ADMINISTRATION OF LAW IN VIETNAM

The CHAIRMAN. When you say it is the law in Vietnam, it is really the administration of the law that bothers more than anything else, isn't it? There is no law compelling these kinds of expenditures. It is in order to move along, to get any movement there; it is an expense, isn't it?

Senator WILLIAMS. Well, the major hurdles that are put in are supplied by law, but to get over the hurdles takes time and expenditure.

The CHAIRMAN. That is what I mean. All right.

Senator COOPER. May I comment there? I think just as in this country, the rules for adoption are based on our law. I know, as a former judge, that our country has complicated procedures for adoption. There are cases all the time dealing with the difficulty of adoption. Adoption cases are determined by Vietnamese law. This would be true throughout the world in every country that a determination of this kind would be made by its own law.

Senator WILLIAMS. Well, certainly adoption should be—certainly it should be supervised; but so many of the provisions seem to be unreasonable to me.

Senator COOPER. That is all I have.

The CHAIRMAN. Anyone else?

Thank you, Senator Williams.

Senator Percy, did you want to ask questions? They are all through.

RESPONSE OF VIETNAMESE GOVERNMENT TO HUMANITARIAN PROBLEM

Senator PERCY. Yes; I do have a few questions.

While we do know that Saigon recognizes its responsibility to orphans of veterans, does Saigon feel a responsibility for other orphans or abandoned children? In other words, what has been the pattern of responsiveness of the Government itself to the whole humanitarian problem that you are raising here?

Senator WILLIAMS. It seems to me, from what I know of it, the Government's response over there is, to the needs of orphaned or abandoned children, is pretty much related to the war and the veteran's status of the father of the child. I think that is where the emphasis is put in terms of care and the money that is spent. It is the war veterans' law legislation that basically directs them to the youngsters who get the help in orphanages.

Senator PERCY. I have been impressed with the tens of thousands of children who are street urchins who live independently there. There seems to have been no real Government responsibility or concern evidenced on behalf of those children.

Senator WILLIAMS. Well, that was my limited observation, too, when I was over there. These are the youngsters of the streets who are not getting any attention by the Government, that shift for themselves.

We know, and you probably know, of the work of Dick Hughes who was a newspaperman over there and started a program of hostels for these youngsters of the streets. He calls them the "shoeshine boys" and he has started his own private activity to give them shelter; but they are on the street by day and shifting for themselves and working as they can. They are not getting any Government support that I know of.

Senator PERCY. What I am concerned about is our taking one segment of a problem and imposing what might be called American solutions to it, and not relating it so much to the total nature of the relationship of society to that common problem. I just wondered, for instance, if day-care facilities were available, is it possible that street urchins could be brought back into society and provided better care?

Has there been any consideration given to that by the Saigon government; do you know?

Senator WILLIAMS. I believe they are beginning to focus on this as one of their social and human problems. I don't know how far they have gotten in implementing it.

CHANNELING \$5 MILLION THROUGH SAIGON GOVERNMENT QUESTIONED

Senator PERCY. I am worried a little about the siphoning of funds. There are about \$5 million a year provided by the bill; in other words, it goes through the Saigon government which has no real pattern of concern or demonstrated interest in the overall nature of the problem. Would those same funds be better channeled and funneled to, say, voluntary organizations rather than the Saigon government, that are better equipped through inclination, nature, and everything else to handle the problems?

Senator WILLIAMS. Well, this agency's whole focus and reason for being would be the care of children. We would create the agency. Its latitude and its flexibility in operation would include private agencies as well as the government over there, and we hope it would ultimately direct its contribution to multinational efforts such as UNICEF.

Senator PERCY. I would just say, offhand, if someone asks me to whom would you want to contribute if I had \$1,000 available at the end of the year to contribute to someone, would you want to make that contribution for the benefit of orphaned children to the Saigon Government or to the Pearl Buck Foundation or to the Shoeshine Boys Foundation—I wouldn't hesitate to give it to the latter two rather than the former.

Now, I am sitting here talking about giving \$5 million of taxpayers' money and it is not money we have, we would have to borrow it because we don't have it. Now, we are going to give \$5 million of money to whom? And I am saying in the bill—the purpose I don't quarrel

with at all. I think it is—the concept is absolutely right and we have a moral responsibility to take a look at this problem.

I am just a little worried whether the recipient is the right recipient and whether or not the efficiency and effectiveness and humanity with which it would be dealt would be the same at the Saigon Government level as to a group which is used to voluntary work who has reached out on its own and is matching it with private funds and for \$5 million might get \$50 million worth of benefit out of it, where, by going to the Saigon Government you might get, if you are lucky, a quarter or a half million dollars of real benefit?

Senator WILLIAMS. Well, I certainly agree with you, Senator Percy, and that agency would have that latitude and it is not in a straitjacket, a legal straitjacket or pipeline of American money to the Saigon treasury. That is not the mandated route here. I certainly agree with your statement.

RESISTANCE OF SAIGON GOVERNMENT TO ADOPTIONS BY AMERICANS

Senator PERCY. Just one other area: What evidence do we have that the Saigon Government actually wishes to hasten the adoption of Vietnamese children by Americans? And if there is any evidence they have been concerned about this problem, what is holding things up?

Senator WILLIAMS. I don't know. I have a very, very impressive group of witnesses following me who have worked so intimately in this area, from what I know—and my knowledge is limited—from what I know, there is a resistance over there, governmental resistance to this and that resistance, I think, will have to be broken down through negotiation and discussion.

Senator PERCY. I will reserve those questions for them. I just want to commend you, Senator Williams, for bringing the question up, raising the issue, and Senator Hughes and Senator Hatfield for joining on it. It is a very important question. I am not questioning at all the need for assistance and help. I only question how it should be given.

Senator WILLIAMS. I certainly appreciate that. Thank you very much.

Senator SYMINGTON (presiding). Thank you, Senator.

Senator WILLIAMS. Thank you very much.

Senator SYMINGTON. We have statements from Senators Hughes and Hatfield which I will insert in the record at this point.

(The statements referred to follow:)

STATEMENT BY SENATOR HAROLD E. HUGHES, ON S. 2497, VIETNAM CHILDREN'S CARE AGENCY

Mr. Chairman and members of the Committee, it is an honor and a pleasure to join with my distinguished colleagues from New Jersey and Oregon, Senator Williams and Senator Hatfield, in urging favorable action on S. 2497.

Senator Williams has already outlined the way in which we propose that the Vietnam Children's Care Agency should function, so I shall not repeat his explanation. The other witnesses you will hear have recent, firsthand information on the current problems facing Vietnamese children, so I shall defer to them on those details.

I want only to say, briefly, why I believe we have a special responsibility to the children of Vietnam and why we need a separate agency and program to meet that responsibility.

The American military presence inside Vietnam is being drastically reduced, though not totally and not as quickly as most of us would prefer. As U.S. forces are being withdrawn, they leave behind many reminders of their involvement—bombed villages and rebuilt villages, devastated farmlands and a few agricultural programs, and perhaps as many as 200,000 children of American fathers. The few small programs we already have in being for reconstruction and rehabilitation bear witness to our determination to alleviate some of the tragic consequences of this long and deadly war.

Too often, I fear, we pay attention only to the weekly death tolls, and then usually only to American deaths, while ignoring the other suffering which the war has brought to Vietnam and which the continued air war still brings. We tend to forget that three times as many people as die are seriously wounded and require hospital care, and that many of these people are permanently maimed or crippled.

We tend also to forget about the women who have lost their homes and husbands and the children who are orphans, or rejected by their relatives because of their mixed racial parentage, and thus must live out a hand-to-mouth existence in the streets. We have no exact figures, but there can be no doubt that thousands of Vietnamese women and children have been physically wounded or emotionally scarred by this war. About 90% of the patients receiving plastic and reconstructive surgery are children.

To neglect these people now in their time of need would be cruel and inhumane. It would also be contrary to the best instincts and the past history of the American people. Until, and after, the fighting ends, the United States must work to alleviate the consequences of our involvement in that small, war-torn country. We must see to it that peace is not merely the continuation of suffering by other means.

Children deserve our special care and attention not simply because thousands of them have been abandoned by their American fathers, but more basically because they are helpless. Without our aid now, they may never reach adulthood. That this is a major problem in Vietnam is clear from the fact that over 40% of the population is under the age of 14.

The news in the months since this legislation was first introduced points up the continuing problem. We have seen stories in the newspapers and on television about the street urchins in Saigon, about the orphanages which have been closed by the Vietnamese government, and about the difficulties facing Americans who want to adopt some of these children. A recent story in the *New York Times* discussed some of these problems and cited the case of an American couple which wanted to adopt a young girl named Lanh. The story says: "The couple saw her in the An Lac orphanage in Saigon, but, due to the complicated adoption procedures, they could not take her with them when they left. Lanh died September 16 from malnutrition and inadequate care. Not even the American doctors in an Army hospital in Saigon could save her."

For your further information about this tragic, deeply touching case history, I am appending at the conclusion of my testimony the news story by Gloria Emerson in the *New York Times* of February 7.

Since the time that Lanh died, the United States has cut the number of beds allocated to civilian war casualties by two-thirds, despite a continued high rate of civilian casualties. The US AID budget for civilian medical programs has also been cut by about one-third and health personnel have been cut by more than half. Thus, we can do even less to help the people who continue to suffer.

Unless we create a separate agency to give these problems the attention that they deserve, we may find the programs for children sacrificed in order to finance police training or luxury imports or the other much larger segments of our aid to Vietnam.

And since we all recognize the dangers of creating a bureaucracy which becomes self-perpetuating on its own red tape, this legislation specifically provides that the Vietnam Children's Care Agency will be temporary, until its functions are taken over by international or private organizations.

The program we propose is modest—an initial \$5 million this year. This is less than the average price of one A-7 aircraft, which have now been grounded after three were lost in a single week. When we have been so free with our resources to buy the weapons of war, this seems a small price to pay to help deal with the consequences of this war.

I earnestly hope that you will give favorable consideration to this measure.

[From the New York Times, Feb. 7, 1972]

PART VIETNAMESE, PART BLACK—AND ORPHANS

(By Gloria Emerson)

SAIGON.—Angela will be 3 years old in April, but she walks like a tiny old woman who falters because she is afraid of falling.

Angela cannot feed herself and only recently did she learn to chew, not just to swallow food. She is not toilet trained. Angela does not pay any attention to the Vietnamese nuns or to the other 1,245 children in the Go Vap Orphanage in Gia Dinh, a suburb of Saigon.

Other people do not exist for her until she is picked up and hugged. When Angela is let go, she weeps.

Angela is the child of a black American G.I. and a Vietnamese woman. The nuns who run the orphanage know nothing else about her except that she was abandoned four days after she was born.

She is the blackest of all the children in the orphanage. There are half a dozen others who also had black American fathers, and many more who had white fathers. The rest had Vietnamese parents. Angela plays with no one.

"When we first saw her, standing up in her crib, with that face and her little Afro hairdo, our hearts stopped," Mrs. James Giggins said. She is the wife of a black television correspondent for the American Broadcasting Company network. The couple live in Saigon and first visited the orphanage last October looking for a baby to adopt.

They chose a 3-month-old girl from the orphanage, whose name in Vietnamese means velvet. She has now been christened Alexandra Nguyen Giggins. Her middle name is a typically Vietnamese family name.

But no one has come for Angela, although the Gigginses do come once a week, if possible, to take her out for the day, or a weekend. They feel this is permitted by the nuns only because they have already adopted a baby from the same orphanage. This was possible because Mrs. Giggins, the former Patricia Occhinzso of New York whose family is of Italian descent, is a Catholic. Mr. Giggins, a non-Catholic received permission from the Archbishop of Saigon to adopt the baby.

"Angela is a little better now," Mrs. Giggins said. "She is still afraid of almost everything, but sometimes, when she spends the day with us, she smiles once. Not more. But at least once."

"IF SHE HAS A CHANCE"

When Angela visits, she follows Mrs. Giggins from room to room. Mrs. Giggins taught her to chew when giving her cookies. Angela is fearful of the Giggins's adopted baby, although she is much bigger.

"She doesn't really respond, but I think—if we can find her a good family, and it must be a couple who has like us, one black—the damage will not be irreparable," Mrs. Giggins said. "She will respond if she has a chance."

But since they cannot adopt Angela—for they have one baby and now hope to raise a family of their own—the Gigginses can only help her a little bit and hope somehow to find a couple who will take her. Adoption in Vietnam is a long and tortuous affair.

The tragedy of Angela is not an unusual one, according to some observers who are particularly concerned about the futures of children of black fathers.

The Vietnamese are usually prejudiced against dark-skinned races, and they do not like foreigners. Any child who grows up without a family which is the focus of Vietnamese life, and is also black, confronts obstacles that a Westerner cannot easily imagine. Black women in Vietnam, it is felt, will find it hard to be educated, hard to find a job and earn money, and very difficult to find a husband.

The main hope now for Angela, and the others born of Black Americans, is The Martin Luther King Home for Children, which may open in Gia Dinh next month. The sponsor is the Southern Christian Leadership Conference.

The idea of helping children of black fathers came to the Rev. Hosea Williams and his wife when they visited Vietnam last year. Mr. Williams, who worked for many years with Dr. King, is the program director of the S.C.L.C.

The representative here for the Martin Luther King Home for Children is Victor Srinivasen, who has been in this country for two years working with a welfare agency, and who has wide knowledge of the country's orphanages.

He is waiting now for the approval of Dr. Tran Nguon Phieu, the Minister of Social Welfare, who must authorize all such projects. A Vietnamese philanthropist—who wishes to remain anonymous—has pledged to donate a building and some Vietnamese personnel. There will be no more than 50 children in the home, Mr. Srinivasen said, when it first opens.

"I would guess that there are anywhere from 10,000 to 15,000 black children in this country," he said. "It is a serious social problem. But of course the home will not just be for these children—we will take others who need comfort and care as well."

There are an estimated 500 orphanages in Vietnam, but it is believed that only 290 of them are registered with the Government and exist legally. Mr. Williams, during his visit here, was so upset by the conditions of the orphanages that he wanted to hire two jet planes to take all the black children to the United States to place them in homes. This was impossible for an immense amount of paperwork is required both in Vietnam and in the United States.

If Mr. Srinivasen does not win the approval of the Vietnamese authorities, and also the blessings of the United States Embassy here, which will greatly expedite his task, there will be no home for black children. But he is hopeful.

He and his wife now live in a small two-room house lent to them by a Vietnamese colonel who wants to help. Another Vietnamese couple want to send over one of their servants to cook and clean for this couple, who are Indian.

PROBLEMS OF FINANCES

Mr. Srinivasen does not yet know what his salary will be—or even if he will get one. What worries him is the amount of money he will need every month for the Martin Luther King Home for Children. It is between \$1,500 and \$2,000, a tiny sum compared with war expenditures. He wants the children to have a pediatrician and a child care nurse. There is a sad illustration of why this is necessary, and he does not tell the story without emotion.

The infant that Mr. and Mrs. Williams wanted to adopt—whose father was black—was named Lanh. The couple saw her in the An Lac orphanage in Saigon, but, due to the complicated adoption procedures, they could not take her with them when they left.

Lanh died Sept. 16 from malnutrition and inadequate care. Not even the American doctors in an Army hospital in Saigon could save her.

STATEMENT BY SENATOR MARK O. HATFIELD ON S. 2497, VIETNAM CHILDREN'S CARE AGENCY

I am deeply grateful to you, Senator Fulbright, for holding a hearing on S. 2497, the Vietnam Children's Care Agency, which co-authors Senators Harrison Williams, Harold Hughes and I propose to set up to provide many self-help care programs for the mothers and families with children who have been abandoned by their American fathers, been orphaned or otherwise physically or emotionally wounded by the war in Vietnam.

The primary thrust of the legislation is to aid the children themselves by providing and number of special services for them—for instance, day-care centers to help their mothers or foster family to hold down a job and care for them as well, or hostels for the homeless children and food-feeding programs, to name just a few of the possibilities for use of federal money which could be used by private, non-profit organizations in Vietnam. There are many such organizations now at work in Vietnam who are trying to provide for an overwhelming need with too meager funds.

As our American soldiers leave Vietnam, we are leaving behind thousands of Amer-Asian Children. Our Government has a moral responsibility to help care for these children and for the other abandoned children who have been wounded, orphaned or made homeless because of the war. The Vietnamese Government simply does not have the financial resources to handle the task alone, nor the trained personnel to cope with the numbers of children. We could, under our bill, help train Vietnamese for the work, as well, because of the flexibility of the legislation.

It has been estimated by the Agency for International Development that there are 700,000 orphaned children in Vietnam—400,000 orphaned or half-orphaned as a direct result of the war, and another 300,000 who have been orphaned as an indirect consequence. The Vietnamese Government makes support payments to the children of 400,000 servicemen who were killed in action.

I was pleased to note that several months ago, AID, in conjunction with the Government of South Vietnam, has belatedly undertaken a program which is

similar in scope to the one proposed by S. 2497. They propose to provide a multi-faceted program to aid the children.

It is expected that AID will spend \$1.2 million this year to aid these children, however, there is no assurance whatever that the work will continue once all our troops have been withdrawn from that country. We are told that AID personnel are leaving at the rate of 15 to 20% of their total personnel each year. They have also reduced their medical aid program from a total of \$10 million spent in 1967 to \$2.7 million in 1971.

There are at least sixty non-profit, private relief agencies at work in Vietnam, but I am told by those returning from there who have worked in these agencies—Don Luce, who was with the International Volunteer Services and who now heads the Indochina Mobile Education Project, and Louis Kubicka, who was with the American Friends Service Committee as a volunteer worker, heading their Quang Ngai refugee center for four years—that the private agencies cannot begin to meet the need of the suffering children who have been abandoned or made orphans by the war.

Most of those with whom I have talked have given tentative approval to S. 2497 because they see within the bill the beginning of a moral commitment of our Government to begin to rebuild what we have torn apart. It is most unfortunate that the Administration has chosen not to endorse this work, for the job now being done in Vietnam to aid the children just is not being done.

The Vietnam Children's Care Agency could provide the vehicle to channel public monies through some of these private groups. I might suggest a few, and one such is the Holt Children's Agency. This Oregon-based group is presently negotiating with the South Vietnamese government to provide emergency rescue service to help save the lives of many children who are being placed in the orphanages of Vietnam. The mortality rate is very high—estimates are that 50 to 80% of those who are admitted later die. The conditions of these orphanages beggar description, according to eye witnesses. The Holt Agency is proposing to help save these children before they are admitted to the orphanages and later they will work on providing adoption services for some.

The late Mr. Harry Holt of Cresswell, Oregon, organized the Holt Adoption Program, Inc. after the Korean war, and he set up orphanages and the group has since placed over 8000 children in American homes through adoption. His work continues, but the new directors wish to broaden the service, learning from the mistakes of the past work in Korea. Many children, they found, were deliberately abandoned by their mothers because of the availability of the orphanages and also because they themselves (and their babies) were outcasts in their society because of the birth of a mixed-blood child. This is a major reason why in S. 2497 we de-emphasize orphanages and stress other services which will keep children with their mothers if possible, and with foster parents or in hostels if this is not possible.

Our bill could also prove helpful to such organizations as: Foster Parents, Inc., which presently cares for over 5000 abandoned Vietnamese children and those living at home; the Christian Children's Fund; the American Friends Service Committee; Church World Service; Catholic Relief Services; the Committee of Responsibility, or even the Shoe Shine Boys of Richard Hughes.

Dick Hughes, whom I met last year when he returned briefly to this country from Vietnam to raise money, is a young newspaperman who, because of his shock at seeing the homeless boys adrift on the streets of Saigon, left his profession to help care for over 200 boys in five youth hostels he started, one at a time. He did this with the help and cooperation of the Vietnamese who contribute their time, equipment, money and, most important, their services, such as tutoring, doctoring, nursing, etc. Most important, the abandoned boys who were roaming the streets of Saigon and other cities (200 of them at least) are now being given a home and care. But much more is needed.

We expect that there will be a certain fear on the part of those who will oppose spending the \$5 million which we propose in this bill because they will say: "Why send more money into Vietnam because of the corruption of the present government?" There will be opposition, as well, to setting up yet another agency, which they fear will prolong our involvement in that country. This is why the co-authors have sought to focus on eventual turn-over to the United Nations, so that we may receive the support of other governments of the world.

All of our sources from Vietnam tell us that there is desperate need for more dollars for the private relief agencies—much more—to relieve the human

misery caused by this war, especially now as the daily news reports are coming in of the refugees fleeing from the attacks of the North Vietnamese across the DMZ.

We need to begin now and not wait until all our troops are withdrawn from Vietnam. We cannot wait, although I agree with Don Luce and Louis Kubicka that, as Luce said:

"I believe, however, that it is only a partial solution (S. 2497) and may ease the conscience of some towards the continued destruction of Vietnam. The real problem is the continuation of the war which creates more orphans and economically and culturally weakens the Vietnamese family structure and its ability to cope with the problem."

Senator SYMINGTON. The next witness is Mr. Robert H. Nooter, deputy coordinator, Bureau for Supporting Assistance, Agency for International Development program. Mr. Nooter, it is very pleasant to see you.

STATEMENT OF ROBERT H. NOOTER, DEPUTY COORDINATOR, BUREAU FOR SUPPORTING ASSISTANCE, AGENCY FOR INTERNATIONAL DEVELOPMENT; ACCOMPANIED BY JOHN E. ARTHUR, AID; AND LAURIN ASKEW, DEPARTMENT OF STATE

Mr. NOOTER. Good morning. I am accompanied this morning by Mr. Arthur, also from AID, and Mr. Askew from the Department of State.

Senator SYMINGTON. Have you a prepared statement?

Mr. NOOTER. Yes, sir.

With your permission, I would like to read it.

Senator SYMINGTON. All right. Please go ahead.

Mr. NOOTER. Mr. Chairman and members of this committee, I appreciate the privilege of appearing before this committee today to testify on behalf of the executive branch in connection with your examination of S. 2497, a bill to provide assistance in improving the welfare of children in South Vietnam.

CONCURRENCE WITH DECLARED PURPOSE OF BILL

We concur with the declared purpose of the bill, "to enter into arrangements with the Government of Vietnam to provide assistance in improving the welfare of children in South Vietnam and to facilitate the adoption of orphaned or abandoned Vietnamese children, particularly children of U.S. fathers." However, before proceeding with legislation to create a new administrative mechanism for this purpose, I believe that you should consider what is already being done in this field.

WHAT IS BEING DONE

The Government of Vietnam, through its Ministry of Social Welfare, already provides financial support to some 120 orphanages and 136 day-care centers. Approximately 33,000 children receive assistance through these institutions. In addition, the Ministry of Veterans Affairs provides financial support payments to over 400,000 orphans of deceased war veterans under the provisions of the Vietnamese disabled veterans, dependents, and war veterans law.

The U.S. Government assists in these efforts in a number of ways. Specifically, the Agency for International Development administers a program of providing surplus food under the provisions of Public Law

480, title II, to 922,000 Vietnamese children through school lunch programs, orphanages, and day-care centers. Dried milk, wheat flour, corn soya milk, bulgur wheat, and vegetable oil valued at \$6.7 million are being provided this fiscal year. A somewhat larger amount will be made available next year to an estimated 1,186,000 children.

Since 1969, AID has been providing a modest amount of local currency assistance to the Ministry of Social Welfare for support of orphanages and day-care centers. Approximately 6 months ago AID advised the Government of Vietnam that it was prepared to make available an additional 547 million piasters—equivalent to \$1.3 million at the prevailing rate of exchange—for the expansion of existing and the initiation of new child welfare programs. Since that time the Ministry of Social Welfare has been working out the details of this expanded program and I understand that the first portion of it has now been signed in a formal agreement. This program covers assistance to and supervision of orphanages, expansion of assistance to day-care centers, improvement of facilities for juvenile offenders, additional training of child welfare workers, and social services in maternity hospitals to prevent the abandonment of newborn babies. This will greatly expand the ministry's budget for these purposes and will make this assistance available to a larger number of children.

Furthermore, while payments made to orphans through the disabled veterans law are financed through the Government of Vietnam budget, overall U.S. economic assistance has indirectly made this possible.

AID is also funding training in the social welfare field, largely in Korea and the Philippines, for 14 Vietnamese this fiscal year. Most of these Vietnamese will teach in the School of Social Work which graduated 98 social workers last year. By helping to train the staff of the school, we hope to improve both the quality and number of its graduates.

DIFFICULTIES IN ADOPTION OF VIETNAMESE CHILDREN BY U.S. CITIZENS

Section 3 of S. 2497 contains proposals pertaining to the adoption of Vietnamese children by U.S. citizens. We recognize and appreciate the humanitarian concern that motivates many Americans in seeking to adopt Vietnamese children, particularly those fathered by Americans. The difficulties, delays, frustrations, and disappointment encountered by Americans seeking such adoptions are well known. What is not always understood are the basic reasons for these difficulties.

First, of the 10,000 to 15,000 racially mixed children which the Government of Vietnam estimates, mostly fathered by Americans, almost all of them are being taken care of by their Vietnamese mothers and their extended families. A recent estimate by the Government of Vietnam indicated that among 18,000 children presently in orphanages there were only 300 racially mixed children.

Another difficulty lies in the Vietnamese adoption law and procedures which are based upon a concept of adoption and rooted in a legal system different from those prevailing in most of our States.

Another factor is the reluctance of Vietnamese to release Vietnamese children for adoption by foreigners in another country, which reflects the strong attachment which Vietnamese have for their children and the sense of responsibility of the extended family for its members.

The Vietnam Government considers that children born in Vietnam to Vietnamese mothers are Vietnamese children regardless of paternity or legitimacy. It provides social welfare benefits to them when needed, without racial discrimination, and insists that foreign assistance be provided on the same basis. It opposes large-scale overseas adoption and approves such adoption only on a case-by-case basis when it determines that the best interests of the child will be served thereby. In practice, this policy has sometimes been circumvented by foreigners working through private Vietnamese lawyers who have not always followed the procedures set up to protect the interests of the children. This has resulted in the Government of Vietnam taking a more rigid position toward observance of its regulations for intercountry adoptions, with consequent delays and frustrations on the part of Americans interested in adoption.

AID GRANT OF \$100,000 TO INTERNATIONAL SOCIAL SERVICES

In order to help alleviate this situation, AID has made a \$100,000 grant to a private U.S. organization, International Social Services—ISS—so that it can expand its adoption counseling and referral services in Vietnam, with emphasis on American-fathered children. At present, ISS is the only voluntary agency officially recognized by the Vietnam Government for such service.

We hope that this will facilitate the adoption process in the future. We are also encouraging the Vietnamese to modernize the present adoption law and procedures, and a series of recommendations for such revision is now under consideration by the three ministries—Social Welfare, Justice, and Interior—with responsibilities for adoption.

RELATIONSHIP OF SOCIAL WELFARE PROGRAMS TO COUNTRY'S ECONOMIC PROSPECTS

It is a truism that the social welfare needs of any country always exceed availabilities, and Vietnam is no exception. In spite of what has already been accomplished there, the needs of Vietnamese children are substantial, in part because of the war and in part because Vietnam is a country with an average annual per capita income of \$175. However, it would be of no benefit to the Vietnamese to encourage them to adopt programs which they will not be able to support themselves a few years from now.

The United States has been and continues to be extremely generous in supporting humanitarian and refugees needs around the world, but our assistance will not be able to be continued forever. Therefore, it is necessary that social welfare programs, as with all programs which will add to the Vietnamese budget in future years, must be closely related to the overall economic prospects for that country, and U.S. assistance for welfare programs should be administered closely in conjunction with our economic aid.

LEGISLATION UNNECESSARY TO ACCOMPLISH OBJECTIVES OF S. 2497

In view of the present Vietnamese-United States efforts in the child welfare field, it would appear to us to be unnecessary to enact legislation to accomplish the objectives stated in S. 2497. Specifically, the creation of a new agency for this purpose would only duplicate the present efforts of AID in this field. While much remains to be done, the principal restraints at this time are the administrative limitations of a government embarking on a social welfare program which is new to it. However, the Government has shown its capacity to take on new and complex tasks and carry them out effectively and I believe that with some encouragement and financial support it will do so in this field as well.

With regard to the internationalization or multilateralization of child welfare services in South Vietnam, proposed in section 6 of the bill, the United Nations, with special funding by the United States and the Netherlands, has helped to establish a National School of Social Work and UNICEF has provided material and financial assistance on a limited scale to the Ministry of Social Welfare's program of child care as well as its work in the child health field.

However, none of the U.N. agencies, including UNICEF, have found it possible in the past to provide substantial assistance to South Vietnam in this or other fields for budgetary and security reasons.

Basically, we favor the internationalization of multilateralization of humanitarian assistance to South Vietnam as soon as this is a feasible alternative to bilateral assistance, but it does not appear to be so now.

I hope that this information is of assistance to the committee in consideration of this bill. I will, of course, be glad to respond to any questions which you may have.

Senator SYMINGTON. Thank you, Mr. Nooter.

INFORMATION REQUESTED ON USE OF AID MONEY IN LAOS

On the 21st of March I wrote Dr. Hannah, asking him about information we had obtained with respect to money going to the AID program in Laos which actually went to the Central Intelligence Agency to further our military activities in Laos. I have not received any answer yet. What assurance would you have, if we add money to the AID program, that it wouldn't be used for another purpose?

Mr. NOOTER. Well, Senator Symington, in response to the first part of your question, there will be a letter coming to you within the next day or so, and I understand there will be a hearing on that question within a week or so and that will be dealt with fully. I trust at that time we will satisfy you as to the questions that were raised in your letter.

Senator SYMINGTON. You don't dispute the fact this money was turned over for other use, do you?

Mr. NOOTER. Well, that is a rather complicated and involved subject which is not under my direct operating responsibility and I would prefer that the witness who will come up and testify deal with that problem.

Senator SYMINGTON. I ask because you say you know an answer is coming up.

Mr. NOOTER. Yes, sir.

Senator SYMINGTON. Thank you.

Mr. NOOTER. We would, in this case, follow the procedure which we normally set up within AID for the use of funds. Those funding arrangements are subject to audits and reviews and those reviews provide the assurances that you are seeking.

BURNED CHILDREN ONE REASON FOR TURNING AGAINST WAR

Senator SYMINGTON. I turned against this Vietnam war in the fall of 1967, and said so on the Senate floor. One of many reasons was the burned children seen in the civilian hospital at Danang.

FINANCIAL TROUBLES IN THE UNITED STATES

As you know, we are having our own financial troubles in this country. Our debt is already up from an estimated \$11.6 billion, estimated to \$38.8 billion, this year. Next year that debt is already estimated to be \$25.5 billion for next year. There are many of us who for years have felt that the South Vietnamese Government could not exist—the present people who run the Saigon government could not control that country—without American support. Those who believed in and originated the concept of Vietnamization did not agree but it is becoming apparent, from what I read in the press, that the South Vietnamese Government cannot continue without air support from the United States.

Now we are asking for millions of dollars to help these unfortunate children who have been hurt or have been created orphans, due to U.S. activities. Now we are destroying more of their land and their people. Is there any coordination of policy in this regard. If not, how long do you think the economy of the United States can underwrite both problems at one time, based on the recent devaluation of the dollar plus the general reaction in this country to what is currently going on in the Far East?

Mr. NOOTER. That is a far reaching question, Senator.

Senator SYMINGTON. Yes.

Mr. NOOTER. Certainly the situation in the northern part of South Vietnam that is going on right now is creating new refugees and is aggravating the problems of the children in that part of the country. We deplore the North Vietnamese military action that has caused that. I don't think that we can control that action—this is something initiated by the other side.

SOUTH VIETNAMESE DEPENDENCE ON U.S. ECONOMIC AND MILITARY AID

It is true that the South Vietnamese will be dependent on us for economic and military aid for some years to come. I am not qualified to speak on the military aspect of the war but it is certainly our objective on both the economic and the military side to reduce the costs to the United States as quickly and as rapidly as possible. In the economic program, our presentation this year to the Congress for funds states that we expect that the fiscal year 1973 request will be the maximum request that we expect; that after that we will be able to show reductions, assuming a reasonable degree of security continues in that country. We will be able to show reductions in our economic aid, which can

go down and eventually phase out. We will try to reduce that aid as quickly as we possibly can.

NORTH VIETNAMESE DEPENDENCE ON OUTSIDE AID

I might also say that the North Vietnamese are also dependent on outside aid. They receive over a half billion dollars worth of economic aid from the Soviet Union and China and this is, I would simply say, a problem for a less developed country attempting to wage war—outside economic aid becomes a necessity.

Senator SYMINGTON. The North Vietnamese believe that they are part of South Vietnam. That is their basic premise, which this Government disagrees with. I don't think two wrongs make a right as far as the problems being given civilians, do you?

Mr. NOOTER. Well, I am sure every effort possible is being taken to avoid the bombing of civilians. We all know, of course, that in war civilians do inevitably suffer. I think we all realize that eventually there must be some more permanent solution than a continuation of the fighting there. I don't think anyone condones war.

Senator SYMINGTON. Senator Cooper?

COMMENDATION OF WITNESS

Senator COOPER. Mr. Nooter, I would like to say I appreciate very much your statement. I think it is very well balanced. You were informative and helpful in telling us what we are doing now in the way of assisting orphans and what South Vietnam is doing. I also like the responses of yours to the last questions of Senator Symington.

U.S. ASSISTANCE FOR ORPHANAGES, DAY-CARE CENTERS

But on this question of assistance to these children, you stated that the Government of Vietnam, through its Ministry of Social Welfare, provides financial support to some 120 orphanages and 136 day-care centers to serve 33,000 children. Are we assisting them now in providing funds for those orphanages and day-care centers?

Mr. NOOTER. Yes, sir; we provide piaster funds that are generated under the AID-financed commercial import program to help the ministry make payments to those institutions. Most of them are private institutions and the government supports them with auxiliary payments.

Senator COOPER. Do you know what percentage of the costs the United States now provides?

Mr. NOOTER. Well, it is a little complicated because piaster counterpart funds are local resources which we have control over, but they serve the same purposes as if they were voted within the Vietnamese budget. But let me get for the record the precise percentage.

(The information referred to follows:)

U.S. SHARE OF LOCAL SUPPORT COSTS

The Ministry of Social Welfare supports orphanages at the rate of 600 piasters per child/month and day-care centers at the rate of 200 piasters per child/month.

Between 70% and 80% of the GVN budget comes from U.S. generated counterpart funds.

DOES U.S. PROVIDE FUNDS FOR ORPHAN SUPPORT PAYMENTS?

Senator COOPER. You said also that the Ministry of Veterans Affairs provides financial support payments to over 400,000 orphans. Does the United States provide the funds to assist in that program?

Mr. NOOTER. Not directly; no, sir. Those funds come directly from the Vietnamese budget itself without any allocation of U.S. support. As I said in my statement, of course, the Vietnamese budget is able to do that because of our general economic support to the country so, therefore, indirectly we make that possible. But it is a need that they have felt very strongly and the funds are provided under a law which they voted to deal with their veterans and veterans' dependents' problems.

Senator COOPER. I think it is evident the fact that we provide so-called supporting assistance as well as other economic aid programs that we probably support to a large extent these payments; wouldn't you say so?

Mr. NOOTER. Yes, sir; indirectly we do.

Senator COOPER. Do you know now or could you provide for the record the cost of this program and how much is provided monthly to an orphan?

Mr. NOOTER. Yes, sir; let me get that for the record.

(The information referred to follows:)

WAR ORPHANS SUPPORT ALLOWANCES

The formula for calculating allowances for war orphans which is based primarily on the father's last military rank is as follows:

| | |
|--|---------------------------------|
| Popular Forces..... | VN\$ 300 per child per month. |
| ARVN soldier to rank of Corporal..... | VN\$ 900 per child per month. |
| ARVN soldier over rank of Corporal.... | VN\$ 1,100 per child per month. |

In CY 1971, the Ministry of War Veterans estimates that a total of VN\$ 8,261,638,000 was paid in allowances for widows and their 386,348 children of deceased military personnel. All wives and all legitimate children of deceased military personnel or military personnel disabled to 60% or more are eligible for these allowances.

In addition to the above allowance, the orphans of military personnel killed in combat are eligible for a special educational benefit of VN\$ 400 per child per month. In CY 1971, 252,644 children received these educational benefits, estimated at a total of VN\$ 930,528,000.

NUMBER OF ORPHANS IN VIETNAM

Senator COOPER. You have stated that the United States is providing surplus food to 922,000 Vietnamese children. I suppose that includes all of them; they are not all orphans, all needy children?

Mr. NOOTER. That's right. Many of those are through school lunch programs.

Senator COOPER. Do you have any idea of—an estimate of how many orphans there are in Vietnam because of the war?

Mr. NOOTER. The best estimate is that there are some 400,000 who are orphans, that is, who have lost one or perhaps both parents, as the result of their father being in the military service, and perhaps some 300,000 others who are not connected with military service.

Senator COOPER. 400,000 you believe are directly connected with the military of Vietnam orphaned because of the war?

Mr. NOOTER. Yes, sir.

Senator COOPER. And 300,000 additional orphans?

Mr. NOOTER. That is correct.

PROVISIONS FOR SUPERVISION OF PROGRAMS

Senator COOPER. As to the provisions for the supervision of these programs, I think all of us on this committee know—I don't know any country in the world that wants our country to come into their country, and run its programs. They all want the aid to be given to the program run by the government. Is that true in Vietnam?

Mr. NOOTER. I am not certain I understood the question, but we do operate through the government there and also through private, voluntary agencies—for example, the International Social Services, where we have provided a grant—so that they can expand their operations in that country.

ROLE OF U.N. AGENCIES IN ASSISTING CHILDREN

Senator COOPER. Does the Government of South Vietnam permit private agencies to operate day-care centers or food centers to assist these children?

Mr. NOOTER. Yes; they do authorize private agencies to assist them.

Senator COOPER. To what extent are U.N. agencies giving assistance to these agencies—UNICEF and others?

Mr. NOOTER. UNICEF has a program of support there. Their program level for this year is some \$486,000. They have worked in the Saigon Hospital; they have worked with rural health centers and they have worked on the training centers for social workers.

The largest program in this field was helping the government set up a School for Social Workers. We made a substantial, special contribution to that effort, some \$750,000 from the United States for that purpose. It was handled through UNICEF. They were the administrative agency.

Senator COOPER. Would you favor this type of assistance being administered totally by a U.N. agency? Of course, it would mean we would have to provide the money, which we always do.

Mr. NOOTER. We have encouraged them to expand their program there and, as I said, did actually provide them with some supplemental funding. They do have some limitations on the amount of assistance they can provide, in part because of their lack of resources, and I suspect there are also some restraints within the U.N. against a large involvement in Vietnam.

Senator COOPER. You are familiar with the Bangladesh program; aren't you?

Mr. NOOTER. Yes, sir.

ASSISTANCE TO BANGLADESH HANDLED THROUGH U.N.

Senator COOPER. Isn't it correct that with respect to assistance to the people of Bangladesh through food and otherwise that our aid, which was provided and which is provided to AID, is then sent to this special committee at the U.N.?

Mr. NOOTER. I believe this was handled through the United Nations.

Senator COOPER. This special committee then studies and determines what programs are necessary?

Mr. NOOTER. That is my understanding, although I am not familiar with the details of the program.

Senator COOPER. I think this is correct because I was told that by Mr. Maurice Williams of AID.

OTHER COUNTRIES GIVING ASSISTANCE TO SOUTH VIETNAMESE REFUGEES,
ORPHANS

Do you know of any other countries, other than through their contribution to the U.N., giving any assistance to the refugees or to the orphans in South Vietnam?

Mr. NOOTER. Yes. The Dutch have made a contribution in two cases, one through the U.N. and another through UNICEF, for the School of Social Work.

The Germans and the United Kingdom have provided assistance in the child welfare field, but if you would permit me, I would rather provide something for the record in more detail on that.

(The information referred to follows:)

FREE WORLD ASSISTANCE

In 1970, over \$20 million in assistance was provided to Vietnam by over 20 other countries. Of this amount, \$3,080,143 was contributed for refugees, emergency relief and social welfare including orphans. The following countries contributed to programs in these areas through official and private channels:

Australia, Canada, Republic of China, Denmark, Federal Republic of Germany, Greece, Hong Kong, Italy, Japan, Cambodia, Republic of Korea, Malaysia, Netherlands, New Zealand, Singapore, Switzerland, Thailand, United Kingdom, and Vatican.

In addition to over thirty American voluntary agencies, more than 20 international voluntary organizations and private agencies from other countries have been providing technical and material assistance for refugees and social welfare programs, most of which include assistance for child welfare.

REASONS FOR OPPOSING S. 2497

Senator COOPER. You say you do not favor this approach provided by S. 2497. Can you give your reasons for opposing it?

Mr. NOOTER. Yes, sir.

First, of course, nearly all of the things that are mentioned in the bill as programs which could be carried out under it are areas in which we are already working. Furthermore, we think it is important that the work done in this field be integrated with what is going on in the rest of the country in the economic and social field. For example, we have large programs of medical health which help children. Specifically, we have a project to deal with plastic and reconstructive surgery for children. We work with the school system. All of this relates to programs connected with children.

We think there is an advantage in having the particular programs which are visualized in this bill handled in the context of those other programs.

Also, in our AID program we have certain resources which can be directed to this purpose such as Public Law 480 and counterpart funds which, in that sense, are tied in with other governmental programs.

A separate agency working entirely by itself, while no doubt it would attempt to coordinate, would raise certain problems of coordination.

Senator COOPER. That is all.

Senator SYMINGTON. Senator Aiken?

Senator AIKEN. I have just a couple of questions, I would like to ask.

PROPOSALS FOR POSTWAR RECONSTRUCTION

Does AID have any active proposals for postwar reconstruction in Vietnam or the rest of Indochina?

Mr. NOOTER. We are working all the time, Mr. Aiken, on that very problem. We don't have a single, set plan which we visualize as starting sometime in the future; but that economy has moved a long way already in spite of the military activities that are still going on there.

Senator AIKEN. But you are expecting to have an active program in the postwar era, when that arrives?

Mr. NOOTER. Well, we expect that our total economic aid will be able to decline but the shift will be from aid needed simply to carry on the war to aid for economic development purposes. That shift is already taking place.

Senator AIKEN. Technical and economic aid—and that is already taking place?

Mr. NOOTER. Yes sir.

WITHDRAWAL OF U.S. AID PERSONNEL FROM VIETNAM

Senator AIKEN. I notice Senator Williams, in his statement to the committee, says, and I quote:

Now, as AID is withdrawing most of its workers from Vietnam, * * *

Is AID now withdrawing most of its workers from Vietnam?

Mr. NOOTER. We are reducing our American personnel there, but the total financial aid is not yet declining. We think that we can carry out the things that are important to do at this point in time with less Americans in the country but we don't think that will reduce the effectiveness of the program.

Senator AIKEN. Senator Williams is correct when he says AID is now withdrawing most of its workers?

Mr. NOOTER. Well, we are reducing at the rate of perhaps 15 or 20 percent a year. I would say that is not exactly "most," but we are reducing as quickly as we can.

Senator AIKEN. But not reducing the financial contribution—

Mr. NOOTER. Well, our total—

Senator AIKEN (continuing). For this purpose?

Mr. NOOTER. Our total economic request for AID this year is somewhat increased this year from last year. As I mentioned to Senator Symington, we believe that future requests will decline from that level.

CONSISTENCY OF AID WITHDRAWAL WITH POSTWAR PROGRAM QUESTIONED

Senator AIKEN. I wonder if the statement that you are planning an active postwar program is consistent with withdrawal of most of the AID personnel at this time?

Mr. NOOTER. I think it has to do—

Senator AIKEN. Consistency is not required, you know, on Capitol Hill, but we do expect it of governmental agencies. [Laughter.]

Mr. NOOTER. Well, we will be shifting our programs; we will be reducing in some areas that the Vietnamese will be able to take over, such as they have been in the field of medical care and refugees. We will be reducing the AID funded component to the pacification programs, but we will be increasing our support in some other areas. Certainly in this area of child welfare we will continue to fund at the level we think is appropriate for the requirements.

Senator AIKEN. Does your tentative program include Cambodia as well as South Vietnam?

Mr. NOOTER. Our program in Cambodia is structured on quite a different basis. There, of course, we have come in principally to provide them with the emergency, short term economic aid they need in view of the tremendous dislocations caused by the war in that country. We do not have technical assistance programs there of the same kind that we have in Vietnam and, as a matter of policy, we have attempted not to become involved in the details of the internal operations of that country, any more than absolutely necessary.

Senator AIKEN. Does the tentative AID program include North Vietnam?

Mr. NOOTER. The only information I have on that is that, as you know, the President mentioned that there were some discussions, in global terms, of possible aid to North Vietnam in the event of a cessation of hostilities.

Senator AIKEN. Well, I think it does anyway and has for the last 5 years, but the war isn't quite over yet. We hope that will be over very soon.

That is all.

Mr. NOOTER. Thank you.

Senator SYMINGTON. Senator Javits? Senator Percy has been here for some time.

Senator PERCY. Senator Javits?

Senator JAVITS. No, Mr. Chairman. Thank you very much, but I just happen to be here for another purpose. I am orienting myself into the bill. I yield to Senator Percy.

REFUGEES GROWING IN CREST OF NEW OFFENSIVE

Senator PERCY. Mr. Nooter, taking into account the new offensive now in the north, and the shift of the war up in that area below the DMZ, can you give us any idea as to what planning is being done now for child care, for additional orphans that will be caused by that offensive, and the adequacy of the Vietnamese Government's facilities in that area with the very large amount of refugees growing in the crest of that offensive?

Mr. NOOTER. As you know, that whole situation is very fluid now, but we do have reports that both the Vietnamese refugee staff and our own refugee staff are on the spot. Refugee aid is going forward. We do have a report that the food supplies in the area are considered adequate. We have estimates that refugees are being generated at a fairly rapid rate and more are expected.

Senator PERCY. Can you give us any idea of how heavy the flow is? Are they just moving 20, 25 miles ahead of the offensive or are they being alerted and moved out in advance farther down the line?

Mr. NOOTER. The only reports we have at this time are that the people from Quang Tri Province are moving down into the Hue area. Some 18,000 were generated as of a few days ago, but they were estimating that that number might be as high as 100,000 within the week. Generally, to my knowledge, they are staying up in the northern area. There has not been a general exodus from Hue on farther south. Of course, that might change depending on the military situation.

NUMBER OF VIETNAMESE CHILDREN FATHERED BY AMERICAN SOLDIERS

Senator PERCY. The estimates vary a great deal as to how many Vietnamese children have been fathered by American soldiers, ranging from 10,000 to 200,000. That is a pretty wide estimate. Can you narrow this down any? Do you have any official estimate as to what the extent of the problem really has been?

Mr. NOOTER. The only estimate we have is the Government estimate that there might be 10,000 or 15,000. But, I must say I am sure that is an approximation and I don't know any way to—

Senator PERCY. What is your own private guess as to whether it is a very conservative figure or a realistic figure?

Mr. NOOTER. I have no particular basis to question it. I would think that with the large American presence there for so many years that the number would be substantial, but I really don't have any basis for thinking that that number is either high or low.

INTEREST IN PROBLEM

Senator JAVITS. Would the Senator allow me to just make one observation? I have been to Vietnam many times, and because one of my secretaries is the fairy godmother of the An Loc orphanage outside of Saigon, I have had quite a lot to do with this problem. I must say that I am very pleased that Senator Williams has brought our attention to it. I certainly would like to tell the witnesses that although I am in no position to question them or participate effectively today—I just have not read into it—I will certainly look at it with the greatest sympathy.

Thank you, Senator, very much.

IS LEGISLATION OPPOSED BECAUSE PRESENT PROGRAM IS ADEQUATE?

Senator PERCY. As I understand, your testimony and the position of the administration is sympathetic with the objectives of the administration; you conclude that basically you favor internationalization or multilateralization, but you do not see that this is feasible; and then you reiterate what is being done now.

In effect, are you saying that you oppose the legislation because you feel that the program that is now being offered is adequate?

Mr. NOOTER. Well, our position suggesting that this legislation need not be passed is based on the fact that we think the present arrangements are adequate to achieve the purposes that the bill seeks to achieve. I would be reluctant to say what is being done is fully ade-

quate for the reasons that I mentioned in my statement. Obviously, there is a lot that needs to be done but if I could put that in perspective: This Government was fighting for its survival in a very fundamental way from about 1965 to 1969. It then began to turn to the broader needs of its citizens at the time when the war appeared to be stabilized somewhat. They have made good progress in the refugee area where they have developed a staff that is quite competent and capable. They don't always perform perfectly but on the whole they do a very good job. They have expanded their school system to where some 92 percent of their primary age children are now in school, in spite of the war. They have expanded medical care. The whole notion of social welfare is relatively new to them and is not a very well established concept in Asia, as you know, but they are now working on this. Their staff is small and limited but they are working on it and they are expanding it; and we have indicated we are willing to provide the funds that will help them expand these programs as they expand their staff.

NO BENEFIT IN ADOPTING PROGRAMS VIETNAMESE CAN'T SUPPORT

Senator PERCY. I fully concur with the purpose and essence of your statement that it would be no benefit to the Vietnamese to encourage them to adopt programs which they will not be able to support themselves a few years from now. I think that principle should be established.

Do you put this bill in that category, that it would start programs which could not be and would not be supported by the Government a few years from now?

Mr. NOOTER. Well, not necessarily, but people who are charged with a single responsibility such as child welfare could conceivably pursue it with a rather narrow focus. I am not saying that they would; it would obviously depend on the people who would administer it. They may do it in an admirable way, but there is a danger in having a program with a rather narrow focus that could proceed to the exclusion of other considerations.

WORLD ATTITUDE TOWARD VIETNAM

Senator PERCY. You have a very telling statement at the conclusion of your statement, which might give us an insight into the world attitude toward Vietnam when they have to put something up for humanitarian purposes. You say you favor internationalization and multilateralization but it does not appear to be a feasible alternative now. Why is this? Why will not the world community—which is rallying to the assistance of a new problem at Bangladesh—why will the world community not rally to the humanitarian needs in South Vietnam?

Mr. NOOTER. There are experts within the State Department who have the function of making these judgments, but I can speculate. This is a war which has divided many of the nations of the world. Some of the major powers which are involved are lined up on opposite sides. Obviously, this raises serious political problems for the United Nations.

In addition, there are the problems of staffing and budgeting, the

difficulty of recruiting people to go to war zones and so on, which also plays a role.

Senator PERCY. In essence, aren't they really saying to the United States, "This is your baby and you take care of it"? And we are going to expect that attitude for many years to come?

Mr. NOOTER. Right.

Senator PERCY. Even at the conclusion of the war, we are going to have to bear the major part of this cost out there.

Mr. NOOTER. I believe that that is the case; yes, sir.

Senator PERCY. In other words, it is a very unpopular area to get humanitarian funds even for children because of the nature of the conflict?

Mr. NOOTER. I will say there has been a lot done in the humanitarian area on a bilateral basis, and the U.N. does operate there. I don't mean to denigrate their program. They have a program there of about the size that would be true of that country if there were no war. They are not shorting it because of the war but it is also true that they have not made an extra effort because the war is going on. But there is a long list of 30 or 40 countries which have provided assistance to Vietnam and most of it is in the humanitarian field, for hospitals and a whole variety of medical and social welfare purposes.

STREET URCHIN PROBLEM IN VIETNAM

Senator PERCY. I have not been out to Vietnam for several years now. Is the street urchin problem as intense a problem as it used to be or as a result of many of these programs—day-care centers and other things—is it now somewhat relieved?

Mr. NOOTER. Mr. Askew was serving out there until very recently and perhaps he can answer that.

Senator PERCY. Yes.

Mr. ASKEW. Senator, I can't answer your question with statistics, only on the basis of my own personal impression.

I am afraid the problem still exists, that there are abandoned children in the streets. As was mentioned while Senator Williams was testifying, a good many private endeavors have been engaged in trying to help these boys. He mentioned specifically Dick Hughes.

I thought it would be of interest to you to add that not only does Dick Hughes give those children a roof over their heads at night, but he also has gotten most of them to go to school so that they are not really all the time on the streets anymore. But the problem does exist. The children are, of course, eligible for the Government-supported orphanages, so I think it would be fair to say that the Government does contribute or make available some help for the children.

I have the general, personal impression, Senator, that the problem is smaller than it was perhaps a few years ago.

Senator PERCY. I am glad to hear that.

DAY-CARE CENTERS

My last question pertains to day-care centers, a much discussed subject here in the United States and a point of contention between the legislative and the executive branches of Government. I take it from

your testimony that the Government of Vietnam is strongly supporting day-care centers in South Vietnam?

Mr. NOOTER. Yes, they do, and the expanded program which we have indicated we would support, and have encouraged them to take on, would increase the aid to day-care centers.

Senator PERCY. We encourage that activity?

Mr. NOOTER. Yes, sir.

Senator PERCY. And U.S. funds are used to help support day-care centers in South Vietnam?

Mr. NOOTER. Yes; that is correct. These are counterpart.

Senator PERCY. They are not worrying about the socialization of the children that will result as a result of coming out of institutional care as a cost of remedial care? You don't have to answer that.

Mr. NOOTER. I recognize—

Senator PERCY. I wouldn't want to embarrass you, but let me just say I have been quite amused to go to the military bases in this country, one very large one in the center of Illinois, just after the statements were made about socialization of day-care centers, and I find the military officers very proudly saying yes, they have a fine day-care center, that any officer or enlisted man can send their children to that day-care center so that mother can be free to work and free of the responsibilities and get excellent care and supervision. The only difference I find is that on the military base I went to recently, it was 25 cents a day per child. I am not sure you can set one up on a commercial basis so there must be some governmental money going into supporting, you might say, socialization of those children.

But I think your testimony has been very helpful and I have gained, as a result of it, a better insight into many of the things that we are doing—some of the details of which I had lost track of since I had been out there. Thank you very much.

Mr. NOOTER. Thank you.

Senator SYMINGTON. Thank you, Senator.

ADOPTION OF PROGRAMS VIETNAMESE UNABLE TO SUPPORT NOT ADVANTAGEOUS

Mr. Nooter, you say it would not be of advantage to the Vietnamese to adopt programs which they will not be able to support themselves a few years from now. What do you mean by that?

Mr. NOOTER. I mean by that, that programs which they might be encouraged to take on, which would lead to built-in budgetary costs which, with U.S. aid no doubt decreasing in the future, will have to be supported by them. Obviously those programs must be in line with their own capacity to support. Therefore, things which we might believe they should do this year and next year when our involvement is still very intense and our concern is very great may be out of order with what they will be able to support later on. This is a limitation, and the Vietnamese, at least some portions of their Government, particularly their budget bureau, is aware of that limitation and therefore scrutinizes all of these programs very carefully.

Senator SYMINGTON. If it is true that we will not support them forever, using your own word, isn't it important for us to attempt to

get as much multilateral aid as possible into the picture as soon as possible?

Mr. NOOTER. Yes, sir; we favor that.

Senator SYMINGTON. One more comment: You said we were doing everything to protect the civilian population. There have been pictures on television of hundreds, thousands, of people, old people, children, all types of people, moving down the roads. As you know, there are few roads in Vietnam; that is one of the logistic problems. Route 1, for example, is the way to travel in the part of the country now getting the full military brunt. I noticed last night an officer on television who said the roads were loaded with tanks and other equipment.

U.S. MILITARY POLICY ON ATTACKING CIVILIAN LOADED ROADS

Do you know of any policies we have about not attacking military equipment coming down the road if said roads are loaded with civilians?

Mr. NOOTER. I believe the Defense Department really would be in a better position to answer that.

Senator SYMINGTON. I thank you for your testimony, and would hope we can work out something to help these unfortunate refugees.

COMMENDATION OF WITNESS

Senator PERCY. Senator Symington, would you mind my commenting that I think it is very interesting that we have a fellow manufacturer with us who, for 15 years, was a manufacturer in the great State of Missouri, and who has foregone business, as we did, and spent the last decade in government. Before that he had a fine record in education and served on the school board and so forth. I think it is a fine tribute to the way we run our Government to have a man who has given up his private life to go into this very important work, and I think it reflects in your testimony this morning.

Mr. NOOTER. Well, thank you, Mr. Percy.

Senator SYMINGTON. I associate myself with the remarks of Senator Percy. Mr. Nooter and I have been friends for many years. He has come into this business of government in an effort to contribute to solving the problems; but that does not necessarily mean I agree with instructions given to him as to how to solve said problems.

Senator PELL?

Senator PELL. No questions.

Senator SYMINGTON. Thank you very much, Mr. Nooter. I look forward to talking with you again.

The next witness that we have is Mr. Wells C. Klein, International Social Service. Mr. Klein have you a statement?

STATEMENT OF WELLS C. KLEIN, GENERAL DIRECTOR, INTERNATIONAL SOCIAL SERVICE, AMERICAN BRANCH, INC.

Mr. KLEIN. I do, Mr. Chairman.

Would you like me to read the statement?

Senator SYMINGTON. Would you read it?

Mr. KLEIN. I will, sir, although I would like to make some observations on it afterward, if I might.

My name is Wells Klein. I am the general Director of the American Branch of International Social Service. I welcome the opportunity to speak in support of S. 2497, a bill to assist in improving the welfare of children in South Vietnam and to facilitate the adoption of orphaned and abandoned children.

WORK OF INTERNATIONAL SOCIAL SERVICE

ISS addresses itself to the needs of these children out of a 50-year history of concern for those who have been forcibly displaced by wars, political and economic upheavals, and natural disasters. ISS was established to provide direct personal help to women and children caught in the tidal waves of immigration following the First World War. This goal of serving the most vulnerable members of our complex society remains steadfast. Even today, the ISS staff devotes over 75 percent of its program to problems surrounding the welfare of children. Each day we provide service relating to guardianship and custody disputes, adoption planning, child immigration arrangements, and counseling related to the financial support for minor children. The special competence of ISS is an ability to provide, in each case, the dynamic collaboration of our own trained staff with child welfare workers in a hundred other countries to resolve a problem presented to us by local public and private agencies in the United States on behalf of their clients.

It was this competence which led ISS in 1966 to respond to the need for an intercountry social service program in Vietnam. Our office was established as an indigenous agency under international supervision to provide the counseling needed by Vietnamese, as well as Americans assigned to Vietnam. In the 6-year period since that date, the staff has arranged for the adoption of orphans and planned the migration and travel of many children whose American fathers wished to bring them to the United States.

Because ISS is also a national agency, the Vietnam staff has taken a cooperative role with the Ministry of Social Welfare and other voluntary agencies in responding to the needs of all children, not only the relatively few who were a part of ISS intercountry casework activity. And, frankly, the needs are so great as to be difficult to describe except in cold statistics.

We ask you to include as part of the testimony of this agency a paper titled "The Special Needs of Vietnamese Children," revised February 1972, which was prepared under the auspices of ISS.

(The information referred to follows:)

"THE SPECIAL NEEDS OF VIETNAMESE CHILDREN—A CRITIQUE"

(By Wells Klein, General Director, International Social Service, American Branch, Inc.)

In recent months there have been mounting publicity and expressions of concern regarding the welfare of children in South Vietnam—particularly those fathered by Americans. It is apparent that the general public is becoming increasingly concerned with these children and is looking for ways to be of assistance. However, like many considerations relating to Vietnam, this question is emotion-

ally laden and much of the information disseminated in this country about children in Vietnam is either erroneous or exaggerated.

In an attempt to place the question of American-fathered children in a realistic perspective and suggest some useful channels through which public concern can be expressed, ISS convened a meeting in Washington on July 19th, 1971 to consider the "Special Needs of Vietnamese Children." Although no formal consensus was arrived at by the participants, some of the information developed at the Conference and some of the actions taken since July will be of interest to those concerned with children in Vietnam.

THE STATUS OF CHILDREN

Part of the confusion relating to American-fathered children derives from lack of accurate information as to the numbers involved and their acceptance in Vietnamese society. Although no actual count of American-fathered children has been taken, estimates by the Vietnamese Ministry of Social Welfare, as well as by American and Vietnamese voluntary agency personnel and others, place the total number between five and fifteen thousand. It is important to note that most of these children are living with their mothers and families at the present time.

This is a relatively small group among the children in Vietnam, but one that can be identified and appears to have special problems. However, it is important to realize that these children cannot be considered separately from other Vietnamese children. Their condition reflects the general problems of children in a country at war with limited resources for child welfare services. The children with American fathers are part of Vietnamese society, and their culture and life style will be determined by that society as long as they remain within Vietnam. Also, these children, born of Vietnamese mothers in Vietnam, are Vietnamese citizens and any consideration of their future requires recognition that the Government of Vietnam does not differentiate between racially mixed and other children. The Vietnamese have a deep sense of responsibility towards their children and the Vietnamese Government is not insensitive to the special problems that racially mixed children may face. However, the Government is reluctant to see them further differentiated from their siblings and other children by being treated as a group apart.

Some further statistics may be useful in placing the question of children in perspective. There are some 120 registered orphanages in Vietnam caring for approximately 19,000 children. In addition, there are another 40 (an estimate) unregistered institutions caring for about 6,000 additional children—a total of approximately 25,000. While these 25,000 children are in institutional care, the term "orphanage" is misleading. Well over 50% of the children are neither orphans nor abandoned. They have families or close relatives, and have been placed in orphanages because of economic difficulties or because their families are in movement around the country as refugees or military dependents. Children left in orphanages are frequently reclaimed by their mothers or relatives when family circumstances permit. Despite more than 25 years of war, the Vietnamese extended-family is still a strong institution.

Almost all of the orphanages are organized and supported by private groups. Those that are registered with the Vietnamese Ministry of Social Welfare receive monthly payments amounting to approximately \$2.00 per child. Over the past five years a number of orphanages have also received substantial help—food, clothing, financial assistance and equipment—from American servicemen. This assistance will be reduced and in many instances totally discontinued as American troops are withdrawn. A serious and immediate problem is the development of substitute sources for this essential support.

Although physical and child care facilities in orphanages are significantly better than several years ago, they still remain poor in many areas. Medical care is minimal and access to educational opportunities, even at the elementary level, is often unavailable. The infant mortality rate in institutions is very high—some estimates are as high as 90%. This rather alarming statistic is the result of: (1) poor infant care facilities and staff resources; and (2) the often moribund condition of infants brought to the orphanage. The future, for those that do survive, is not bright from a medical viewpoint.

Of the 25,000 children in institutional care, fewer than 1000 appear to have American fathers. About half of these are Negro-Vietnamese children. The re-

maining, and vast majority of the American-fathered children are living with their Vietnamese mothers and families interspersed among the general population.

One of the primary concerns in our own country regarding American-fathered Vietnamese children is the question of their acceptance in Vietnamese society. Vietnam has a history of contact with other racial or ethnic groups including the French, Chinese, Khmer (Cambodian) and Indians. As a result of Vietnam's colonial experience, the Caucasian-Vietnamese child is not a new phenomenon. Unlike Korea, and, to some extent, Japan, Vietnamese culture does not place great emphasis on racial purity.

It is nevertheless difficult to predict what degree of acceptance the Caucasian-Vietnamese children will face growing up in Vietnamese society where light-skinned infants are thought to be the most attractive. There seems to be a consensus that the Caucasian-Vietnamese child will face few difficulties because of his racially-mixed background during preschool years, particularly in urban areas. Once a Caucasian-Vietnamese child enters school, however, there is some indication that he may have problems relating to his peers, though such problems may result as much from the implication that the child is illegitimate or that his mother was a prostitute, as from the fact of racial mixture itself. Much of this is conjecture and many Vietnamese are unclear as to the future status of the Caucasian-Vietnamese children.

Prognosis for the Negro-Vietnamese child is quite different. There is general agreement among Vietnamese that the part-black child will encounter many difficulties because of his color. The experience, and present social position, of children fathered by French-Senegalese troops during the 1945-1955 period would seem to bear out this contention. Stated simply, the part-black child in Vietnam faces dim prospects because of his color. Furthermore, because there is no black community in Vietnam, he will grow up and live in relative social isolation.

Concern is being expressed in some circles in this country regarding the possible effects of future political events upon the attitudes or acceptance in Vietnamese society of children fathered by Americans regardless of race. In the absence of any evidence on this, the answer to such questions can only be a matter of speculation, and if raised at this stage may not be to the best interest of any Vietnamese child of mixed parentage.

In viewing the special needs of Vietnamese children, including those fathered by Americans, it should be borne in mind that Vietnam is now in its 27th year of almost uninterrupted warfare and that it is also, in the world spectrum, one of the poorer nations with no well established system of social welfare services. Social security and provision for socially dependent members of society has always been a concern of the extended family and, to a lesser extent, the immediate community. With the impact of 27 years of war, traditional patterns of social welfare are no longer capable of caring for the now vast numbers of dependent persons. For example, in addition to American-fathered and institutionalized children discussed above, there are several hundred thousand children who have only one remaining parent (usually the mother) or more distant relatives upon whom to depend for care and sustenance. In addition, there are tens of thousands of other people—the aged, wounded, widowed—who cannot care for themselves because of the war.

CURRENT PROGRAMS

Vietnamese and foreign voluntary agencies provide a significant share of existing child welfare services in Vietnam. These range from institutional care to medical treatment, day-care services, direct financial assistance, and programs which support the child within the family structure. Though the voluntary agencies provide valuable assistance and demonstrate good child care services, they offer relatively limited and geographically uneven coverage.

The Vietnamese Ministry of Social Welfare has a very small budget and has not yet developed a comprehensive child welfare plan to augment the role of the extended family. The Ministry contributes nominal support to orphanages and day-care centers, and has some programs to rehabilitate juvenile delinquents and to house the street boys. The bulk of its programs, however, are directed towards care for refugees and benefits for civilians suffering injury, loss of their homes, or death as a result of the war.

The United States Government, through the Agency for International Development (AID), provides some technical assistance to the Ministry of Social

Welfare and major material assistance for refugees. A substantial number of these are children, and they directly benefit from U.S. Government programs. While child welfare needs in Vietnam have had low priority in United States Government programs and funding, it is nonetheless true that substantial Food for Peace commodities (surplus food) have been made available to orphanages, day-care centers, and other recipients recognized by the Ministry of Social Welfare. Also, as discussed below, the U.S. Government has recently agreed to allocate about two million dollars in local currency for expanded child welfare services in Vietnam to be carried out through the Ministry of Social Welfare. However, there has been no consideration of continued funding beyond calendar year 1972.

INTERCOUNTRY ADOPTIONS

Intercountry adoption of American-fathered Vietnamese children is one form of assistance that has received a good deal of attention in the United States. Numerous American couples and interested groups see intercountry adoption as a specific and meaningful way to assist Vietnamese children.

Over the past years there have been various programs to send Vietnamese children abroad for adoption, medical care, or special educational opportunities. Some of these enterprises were clearly ill-conceived. After several unfortunate experiences and attendant unfavorable publicity, the Vietnamese Government—in 1969—issued a decree barring any group or mass emigration of children. While this decree did not directly affect case-by-case intercountry adoption, it tended to make such adoptions more difficult and very slow.

Vietnamese law, which must be followed in intercountry adoptions, requires that adoptive couples be married ten years, be childless, and that one partner be over 30 years of age. Prospective parents not meeting these requirements must secure a special waiver signed by the President of the Republic before they can adopt a child from Vietnam. Present procedures affecting the issuance of passports also requires that children be legally adopted within Vietnam prior to their departure overseas. Vietnamese authorities are currently reviewing a proposed revision of the adoption law which would relax these provisions. The new law, still under review, places greater emphasis on providing a home for a child, rather than a child for a home. It also provides more realistic safeguards for children being adopted either locally or abroad.

As with many people, the Vietnamese are ambivalent about intercountry adoption. While they see it as a meaningful solution to the needs of specific children, pride of culture, nationalism, and perhaps resentment of foreign involvement—all rather understandable—are factors that may tend to inhibit intercountry adoption from Vietnam. While it is true that a number of adoptions are taking place from Vietnam to Europe and the United States each year, most of these are going through private channels and do not involve social agency participation either at the Vietnam end or in the country of the adoptive parents. As might be expected, a number of bad placements have resulted, including instances where children were placed abroad for adoption without their parents' knowledge or consent. The Vietnamese Government is very sensitive to these facts. Unfortunately, until there is adequate intercountry adoption service available in Vietnam, misplacements will probably continue to occur.

With this background, it is obvious that the Vietnamese Government will not be willing to see large numbers of intercountry adoptions, whether we agree or not, even though they may permit and even encourage adoption on a case-by-case basis where adequate safeguards are available for the children. When one considers that fewer than a thousand American-fathered children are now in institutional care, and that many of these may not be legally available for adoption, it is apparent that intercountry adoption is a realistic alternative for only a relatively few part-American children. Thus, concern for children—including this special group—must by and large be exercised through programs of assistance in Vietnam.

SPECIAL PROGRAMS IN VIETNAM

At the time of the French withdrawal from Vietnam in 1954 there were tens of thousands of French-Vietnamese children whose future status was in question. France has historically recognized children born of one French parent as having the right to French citizenship regardless of place of birth and whether or not the child's parents were legally married. After 1954 many of these children

went to France as French citizens and were provided with special institutional care funded by the French Government. In addition, the French established special educational and other programs of assistance for French-fathered children staying in Vietnam. Even today there are some 400 French-fathered children receiving special schooling in Vietnam with assistance from the French Government.

The historical relationships of France and the United States to Vietnam are decidedly different, as are our respective legal systems with regard to paternity and citizenship. It has been suggested that the United States establish special programs for American-fathered children in Vietnam along French lines. Under such programs the United States would provide educational, medical, and perhaps financial assistance to American-fathered children without requiring that they come to the United States for adoption.

On the surface, at least, this suggestion would seem to have merit. It is, however, unacceptable to the Vietnamese Government which would have the final say on any such program. Also, there are many who believe that special programs for part-American children would tend to exacerbate the problems these children face by setting them up as a special privileged group—thereby working against their welfare.

In a letter dated July 9, 1971 the Minister of Social Welfare stated:

"My Ministry's policy is not to distinguish racially mixed orphans from the others, for the former, although they are racially mixed, are Vietnamese-born citizens. Therefore, my Ministry has no intention of establishing separate orphanages for racially mixed children for this would have a traumatic effect on them."

The Ministry's position as expressed here and referred to earlier in this paper not only applies to orphans but to consideration of all racially-mixed children.

Aside from this official view, following the French pattern of special programs also raises problems in terms of the children's welfare. Most of the American-fathered children are living in Vietnamese families and have full Vietnamese brothers and sisters who would not benefit from special assistance. If special programs were established, they would identify and isolate the American-fathered child who, by and large, must grow up and make his home in Vietnam.

Thus, both because of the views held by the Vietnamese Government and the impact such special programs would have on the children, this approach to the welfare of American-fathered children is unacceptable. Whatever we do for American-fathered children in Vietnam must be done for the broader group of disadvantaged and dependent children, including those having American fathers.

ALTERNATIVES

It is apparent from a review of existing programs that, to date, child welfare has a low priority in South Vietnamese and United States Government plans for the future. In fact, both Governments seem to be relying on the voluntary agencies for new and improved, as well as existing, services. This reliance, however, is unrealistic. While a number of American and International voluntary agencies have provided useful child welfare assistance, and will continue to do so, the private agencies have increasingly scarce resources and can, at best, reach only a limited number of children.

With these considerations in mind, following the July 19th Conference, five voluntary agencies—Catholic Relief Services, Church World Service, Foster Parents Plan, International Social Service, and the Urban League—met with AID and White House officials to urge that the United States Government provide priority and reasonable funding for child welfare services in Vietnam, to be channeled through Vietnamese institutions—particularly the Ministry of Social Welfare. The agencies were not urging massive funding. We talked in terms of three to five million dollars, a small expenditure, indeed, given our responsibilities and our commitments of funds to other purposes.

While the agency representatives did not discuss specific program details, we were suggesting such areas of need as: (1) the prevention of abandonment of newborn infants; (2) improved institutional care; (3) improved infant care and medical services; (4) programs that would encourage and facilitate reunion of families; and (5) efforts to keep children within family settings. We also emphasized the need to channel augmented child welfare funds through Vietnamese government and voluntary agency structures to stimulate long range capacity to provide needed services. A final recommendation was that the United States Government look for multilateral mechanisms (e.g. UNICEF) through which to

channel assistance on the assumption that child welfare needs will continue for some time, while direct American aid programs may not be as welcome in future years as those under international auspices.

These representations to the Administration were made in late July and early August. In October the Administration agreed to allocate approximately two million dollars in local currency for child welfare services in Vietnam for 1972. We like to think that this resulted, at least in part, from the representations made by the voluntary agencies.

Initiatives on behalf of Vietnamese children are also being taken in the Congress. Over the years Congress, and in particular Senator Kennedy and the Subcommittee on Refugees and Escapees, has shown greater sensitivity to the needs of the civilian population and the human consequences of war than either the Democratic or Republican Administrations. In recent months several bills have been introduced to Congress on behalf of Vietnamese children, especially in response to concern for American-fathered children. The most comprehensive of these, S. 2497, introduced by Senators Williams, Hatfield, and Hughes on September 5th, states that:

(1) . . . the United States has a moral responsibility to assist the Government of South Vietnam in the care and protection of all South Vietnamese children, particularly those orphaned or abandoned, and

(2) . . . the United States has a special responsibility to assist in facilitating the care or adoption of children in Vietnam whose fathers are United States citizens and who are not living with their Vietnamese families.

This legislation and its companion House bills call for the establishment of a temporary Vietnamese Children's Care Agency to provide assistance to children through the Ministry of Social Welfare and voluntary agencies, and to facilitate the adoption of Vietnamese children. The bills also request the President to determine what multilateral mechanism can be utilized to channel continuing child welfare assistance. They state that the Vietnamese Children's Agency will be discontinued once multilateral channels have been established.

Any piece of legislation represents a compromise, and these bills may not represent all things to all people concerned. They are, however, major new initiatives and deserve careful consideration. The Williams-Hatfield-Hughes bill has been referred to the Senate Foreign Relations Committee, and it is important that it receive hearings in the near future, both to determine what additions or modifications may be desirable and to move this important response to a critical situation through the legislative process.

Even though today may be the eleventh hour in terms of our opportunities to assist children in Vietnam, there is clearly concern in this country to do so. The voluntary agencies operating child welfare programs need direct financial support from the public. There is an important role which must be maintained and which is presently endangered by lack of money. However, the voluntary agencies cannot go it alone. The American Government must also step in and provide continuing assistance through Vietnamese institutions—either by means of legislative initiative or through a policy decision within the Administration. We still have an opportunity to recognize our responsibilities in this area. But, time is growing very short, for us, and for some children in Vietnam.

SUPPORT FOR S. 2497

Mr. KLEIN. The authors of S. 2497 share the concern of voluntary agency personnel for these children and the legislation before you today is a measured and thoughtful response providing a responsible impetus for child welfare programs in Vietnam, or approximately 7,700,000 children—UNICEF. Thousands of these children are among the one-third of the total population that has been forcibly removed from their homes and villages by hostile action or planned relocation. In other words, the client group for whose well-being this legislation is introduced, is enormous. It would be hard to substantiate a claim that enough has been done by any government or any voluntary agency.

General child welfare programs cannot be conceived and carried out in short order. This legislation provides the flexibility needed for planning and setting into motion vital child welfare services by not establishing an unrealistic deadline for the life of the Vietnam Children's Care Agency.

We urge that funding for the agency be considered on a 3 to 5 year basis. Without this assurance, no meaningful, lasting steps can be taken to establish new patterns of child care and educational facilities or to develop Vietnamese leadership at every level of children's services.

The provisions of this bill go beyond a planned enriching of present programs for refugees, orphaned, or war-injured children to encompass programs and services for all children. We strongly support this approach. In a country that has been a battleground for 20 years, surely all of its children are war victims.

We support the approach outlined in S. 2497 to strengthen existing services and develop new ones, namely, to provide financial resources through the Vietnamese Ministry of Social Welfare and others so that the Vietnamese role in child welfare services may be enhanced. The range of programs and activities for which moneys may be allocated is comprehensive, reflecting the needs. We would, however, recommend that the limitation in section 2(d) be removed, the revision to read as follows:

"Not less than 60 percent of the funds appropriated to carry out the provisions of the act shall be used for the purposes specified in subsection (b) of this section."

We endorse the recognition in section 3 of the role which intercountry adoption can play through serving as another option for orphaned children. We would like to urge that the 10-year age limit imposed in this section be revised upward to 14 years to be in conformity with existing U.S. immigration law governing the admission of eligible orphans.

We fully appreciate the stand of the Vietnamese Government toward intercountry adoptions. ISS firmly supports the position that a child is much better off in his own country regardless of the altruistic desires of concerned couples living abroad. For this reason, we have continually supported the development of foster care schemes and youth hostels and subsidies for one-parent families. That is why we so strongly support this legislation. However, it is unrealistic to ignore the facts.

There are hundreds of children who probably have little hope for a local home or academic or vocational training. We believe ISS has a unique responsibility to try to find homes for them on a case-by-case basis. It is a heartbreakingly slow process because of myriad regulations and formalities, but it is the only way to assure meaningful protection for the child.

Among those who need special consideration are physically handicapped or war-injured children, part-American children who have been irrevocably abandoned by their Vietnamese families and there is reason to conjecture that a high percentage of these are part-black. In this group, too, we would include children who have developed a deep emotional tie with an American and whom the American and his family wish to adopt.

Section 5 requests the President of the United States to "undertake negotiations with the United Nations or such other multilateral organizations" to assume the function of the temporary child care agency called for in section 2 "as soon as practicable." This is a sound procedure which insures the continuation of child welfare programs begun initially as a U.S. effort. It provides for a future time when a direct U.S. Government presence may be undesirable. But the children will still bear the marks of our deep involvement.

DOES UNITED STATES HAVE RESPONSIBILITY TO CHILDREN NOT BEING MET?

I suppose that the basic question to which this committee must address itself is "do we have a responsibility to the children of Vietnam which we are not now meeting?"

Representatives of voluntary agencies sitting in this committee room today can affirm that the American people do not think enough has been done. Evidence of their compassion and desire to do more is seen each day in letters and phone calls requesting information on how individuals can help to support the children in an orphanage, send baby vitamins to a malnutrition center, pay for foster care, adopt an orphaned part-American baby. And yet we all know that private giving is not enough to initiate or sustain the nationwide child welfare schemes needed in Vietnam.

The provision of S. 2497 calls for a public commitment backed with tax moneys to help the Vietnamese build a future for their children. International Social Services, American branch, urges that this legislation be adopted as soon as possible. Time is running out for some of these children every day.

Thank you, Mr. Chairman.

Senator PELL (presiding). Thank you very much indeed, Mr. Klein. Then you had, you said, some other comments you wanted to make?

IS LEGISLATION NECESSARY?

MR. KLEIN. Yes, sir; I have just returned to the United States from Bangladesh and I had a chance the day before yesterday to talk with our regional director in Hong Kong under whom the International Social Service program is handled, and it seems to me that there are really two basic questions involved here: (1) is legislation necessary, and (2) is the legislation before the committee today the best vehicle.

If I might spend a minute, I would like to comment on these two questions from my own experience in Vietnam which dates back to 1954. During these 18 years I have worked in Vietnam for several private voluntary agencies and for the U.S. Government.

There can be no question of U.S. public interest in the problems of children in Vietnam. The press, television, the public media in general have shown this concern over the last 10 or 12 months. The interest is in American-fathered children and children in general.

The need of children in Vietnam is very clear. Mr. Nooter in his testimony mentioned the figure 400,000 orphaned children or half-orphaned children. This is a lot of children and it is clear that the American public does feel a concern for them.

The war is continuing in Vietnam but one of the things affecting the children is the fact of withdrawal of our troops. This may seem contradictory. The United States has had its Mylais in Vietnam, but there was also a great deal of assistance given to children and orphans in Vietnam by American troops.

Our total troop strength was over 500,000 troops at one time, this resulted in significant assistance going to children. Our troop strength is way down now, and the amount of assistance given by the American GIs is drastically reduced. There are no substitute resources available. This is having a major impact on institutionalized children in particular.

There is also the fact that the Vietnamese Government itself is unable to handle the present large problem of socially dependent children. They do not at this point have the technical competence nor the personnel to do this and also they obviously do not have the funds.

The voluntary agencies have been active in Vietnam since 1954, but most dramatically since 1965-66. These were American voluntary agencies and international agencies. The voluntary agencies can innovate, they run pilot projects, but they cannot carry the whole burden of providing child welfare services.

I might add at this point that the administration's response to the current concern and needs of children in Vietnam is very heartening. ISS is appreciative of the grant that we have received to help our program in Vietnam, and we are cognizant of the fact that the administration has allocated a significant sum of piasters for child welfare services.

I would like to come back to this part in a moment, if I may.

Finally, I think there is a clear need that somebody undertake a direct but sensitive effort to help resolve some of the myriad complications involved in adoption of children from Vietnam. This is provided for in the legislation before this Committee.

IS S. 2497 BEST VEHICLE FOR NEEDS BEING CONSIDERED?

I would now like to turn my attention to whether this particular piece of legislation is the best vehicle for the needs we are considering.

As I read S. 2497, it breaks into three separate parts: One relates to adoption of children from Vietnam. There is no problem with processing adoptions in Vietnam so far as U.S. immigration laws are concerned. The problems are in Vietnam and the bill calls for negotiations with the Vietnamese Government to help resolve some of these difficulties. It is, as I said earlier, a painstaking, heartbreaking process and there are many adoptions taking place, because the process is so complicated, that do not provide maximum protection for the children. There are cases on record where the child has been damaged for lack of proper service and proper care being provided in the adoption process.

The second element of legislation, as I read it, deals with the special child care agency and the range of services called for to be carried out by this agency. The administration has shown very fine initiative by providing piaster funds for the development and expansion of child welfare services in Vietnam. Up until this initiative, this ad-

ministration and previous administrations had not included child welfare services in priority funding.

The problem is that children are children for more than a year, and child welfare services cannot be started and stopped like the turning on and off of a faucet.

The present allocation, as I understand it, is a 1-year allocation and it is in response to concern expressed by the American public for the welfare of children in Vietnam. There is no assurance—again, this is speculative on my part—that additional appropriations will be made in future years when the question of the welfare of children does not have such prominence. Yet children continue to be children, and if programs are to be effective they must be carried on more than a year-to-year basis.

Therefore, I would suggest that a legislative approach to this problem is necessary in order to provide continuity for services to children in Vietnam.

The question of whether a special agency is necessary or not is a difficult one. I do not think it makes any difference to my agency, or perhaps to some of the other voluntary agencies, whether a continuing program of child welfare services is carried out through a special agency set up for this purpose or through already established agencies.

However, in viewing, if you will, the track record of present agencies in the area of child welfare and social welfare over the years, I and my colleagues feel that it would be more effective and a greater guaranty of continuity would be provided if a special agency was established for this purpose.

Also, the special agency would have the advantage of being able to work directly with the Vietnam Government in a one-to-one capacity without having to relate its concern to the multiplicity of other concerns that are involved in U.S. Government policy in aid to Vietnam.

Finally, I would like to draw the committee's attention to the last part of the bill, the question of multilateral assistance. It seems to us that this is a primary question. Again, children are children for more than 1 or 2 years; there is no telling how long the U.S. Government will be in a position to provide direct child welfare assistance or other assistance to Vietnam. Yet the children remain there. I think it is clear that we have an obligation to provide assistance and I think it is clear that in the long run this assistance, with American funding, can be best provided, and the goals of this legislation and our concern, can best be met by channeling aid through multilateral mechanisms which are not dependent upon the political exigencies of the moment.

In all, Mr. Chairman, I think that the piece of legislation before this committee now is a well-reasoned approach to a problem that is of great concern to the American public and of even greater concern to large numbers of children in Vietnam.

The funding level which has been discussed, on the order of \$5 million a year, is very, very small if compared with commitments of other funds to Vietnam. This legislation would provide a Congressional mandate to do something concrete for children in Vietnam where many of us feel we do have a responsibility. To many of us this bill represents the best response to that responsibility.

Thank you.

NUMBER OF CHILDREN INVOLVED

Senator PELL. Thank you very much indeed, Mr. Klein.

Would your view be that the total number of children involved is 400,000? Does your estimate coincide with the Government's?

Mr. KLEIN. None of us is really in a position to come up with exact numbers. The number 400,000 seems reasonable for a total number of children who are either fully or partially orphaned. But, as Mr. Nooter said, some of these are partially orphaned. The key is there are large numbers of socially dependent children regardless of whether they have one or two parents.

Senator PELL. What would be your estimate of the number of children in Cambodia and Laos or would you have any views on those who have been dislocated as a result of the war?

Mr. KLEIN. No, sir; I have no experience in those two countries.

NINETY PERCENT OF INFANT MORTALITY

Senator PELL. I also understand it has been said there is a 90-percent figure when it comes to infant mortality; is that correct?

Mr. KLEIN. That is correct. It needs some interpretation, though. Taken alone it implies that 90 percent of the children that come into an orphanage die, and this is not true. Nor is it true that 90 percent of the children in orphanages are doomed to short lives. The estimate of 90-percent infant mortality relates to abandoned children and it must be noted that the children who are abandoned are often in a moribund state when they arrive at the orphanage.

Senator PELL. When you say moribund, you mean dead?

Mr. KLEIN. Close to death. I saw one child last July that looked more like an anthropoid than a human and had only a few hours to live. I think the 90-percent figure of infant mortality must be tempered by an awareness of the very poor physical condition in which most abandoned children are found.

SOCIAL POSITION OF CHILD FATHERED BY AMERICAN SOLDIER

Senator PELL. What is the social position in Vietnam of a child who is fathered by an American soldier? Is it better or worse than if his sire was a Vietnamese?

Mr. KLEIN. It is worse than if his father was Vietnamese. I think we have to break this down into two groups: One, a child whose father was a white American. Because Vietnam has a long history of contact with other cultures, other races, particularly the hundred years of experience with the French, in urban areas this child at least in pre-school years, will probably not have a particularly difficult time. What happens when it gets of school age is another question.

In urban areas there has been experience with the white-fathered Vietnamese child. It is my opinion that the part-Caucasian child will not face particular discrimination on the basis of racial heritage. However, the fact that he has a white father may suggest to his peers, other schoolchildren, that his mother was a bar girl, a prostitute, and therefore, that he is illegitimate. There may be discrimination on moral

grounds and he may have a difficult time on the basis of this as impugned from the fact that his father was white.

The black-fathered child is another thing entirely. One can refer back to the children born of French Senegalese troops during the 1953-54 period. Those children, as young adults, do not have a secure position in Vietnam; they are essentially ostracized. It is their obviously dark skin which causes them to be shunned by the community. They don't have much of a life, and I fear that the same will apply to the part black American child. This is one of our greatest concerns.

Senator PELL. What would be the typical job of a Vietnamese whose father was a Senegalese, French Foreign Legionnaire?

Mr. KLEIN. Senator, I have asked that question, and I have had difficulty getting an answer. I have not gone into it intensively, but I have had difficulty locating or finding or seeing any of the male offspring. They may have gone to France; they may be hidden away somewhere in the woodwork; anyhow, I have not seen them.

Large numbers of the female children, now in their twenties, are, or were, bar girls, along the waterfront in the area that was most frequented by black Americans. I don't like to use the word "discrimination" but I don't think there is any question but that the black-fathered child will face serious discrimination in Vietnam.

Senator PELL. I thank you very much indeed for your sensitive and very eloquent testimony.

Mr. KLEIN. Thank you for the opportunity to testify, Senator.

Senator PELL. Our next witness is Mr. John Schauer, of Church World Service.

Mr. SCHAUER. Mr. Chairman.

Senator PELL. I know you have a fairly long statement here. I wonder if you wanted to put it in the record?

Mr. SCHAUER. I would suggest that I might summarize the sections rather than to read it and request that it be included in the record.

WELCOME TO ALL VOLUNTEER AGENCIES PEOPLE

Senator PELL. I would also like to—if I might interrupt here as an individual—welcome all the voluntary agencies people who are here. I recognize some old friends among them and, as a former representative of the voluntary agency here in Washington, I was looking for crumbs from the Federal Government and not getting them in any agency very often—I welcome you all and am very glad to be in the same room with these representatives.

STATEMENT OF JOHN W. SCHAUER, DIRECTOR, IMMIGRATION AND REFUGEE PROGRAM, CHURCH WORLD SERVICE

Mr. SCHAUER. Thank you, Mr. Chairman.

My name is John W. Schauer and I am the director of the immigration and refugee program of Church World Service.

Church World Service represents the humanitarian social concerns of 30 constituent Protestant and Orthodox communions of the National Council of the Churches of Christ in the United States of America, coordinating and operating programs on their behalf in relief,

assistance to refugees, disaster response, rehabilitation, and self-help-developmental programs in 40 countries in Asia, Africa, Latin America, the Middle East, and Europe. We respond to acute human need, to refugees, victims of disaster, the hungry and the homeless, without regard to race, creed, or geographic location. These programs are implemented through a close fraternal relationship with the Commission on Interchurch Aid, Refugee and World Service of the World Council of Churches located in Geneva, and with indigenous church-related agencies and National Christian Councils in relief work around the world.

The immigration and refugee program of Church World Service has been charged with the responsibility of child welfare concerns in dealing with the needs of the child, protection of the child, and support of the child welfare programs by the churches, other voluntary agencies, and government. We were deeply concerned about the problems of children in Korea and would like to note that we have had—been able to provide to the Minister of Health and Social Affairs of Korea a consultant and adviser, Dr. Charles Chakerian who, since 1961, has been actively related to the work in concern for the children of Korea. The problems are not identical to those in Vietnam but can be closely related to them. We work in Vietnam in a cooperatively structured relief, rehabilitation, and developmental program which is sponsored and funded by Church World Service, Lutheran World Relief, and the Mennonite Central Committee.

At the present time Church World Service is administering this program.

Vietnam Christian Service (VNCS) is staffed by a number of overseas personnel representing eight countries. Last year VNCS had 103 Vietnamese on the staff. At the beginning of this year there were 133 Vietnamese working on the staff.

I note in the testimony that we are not only in Saigon but throughout the provinces of Vietnam and then indicate the kind of work related to children that is done specifically in Saigon.

GUIDELINE DEVELOPED BY CHURCH WORLD SERVICE

Church World Service has developed guidelines which are applicable not only to Vietnam but also to Bangladesh and Biafra and all other areas where children are concerned; and I would like, if I may, sir, to read them.

The children of Vietnam and their needs should be separated from any political ideologies.

Every effort must be exerted to enable a child to remain within his own family unit and culture.

Emergency and immediate solutions to individual problems of homeless children may be effectively met by temporary institutional care. However, every effort should be made to reunite families, to provide foster homes care, and to encourage indigenous adoptions. Long-term institutional care should be considered only after every other approach has been exhausted.

Not only the child who is a civilian war casualty but all children should be afforded every opportunity for medical care and rehabilitative treatment in his own country by the expanding of medical facilities, by exchange medical teams, and by training of indigenous personnel. Children should be removed to other countries only when it is indicated that this is in the child's best interest medically, psychologically and socially, and when his right to return is assured.

Intercountry adoptions should be considered only under the most exceptional circumstances when it is in the best solution for the child, the adoptive parent and the country of origin.

Imaginative and creative efforts must be made to assist children of mixed racial parentage to integrate into his community and culture by developing a climate of acceptability for each child as a Child of God.

PROGRAM SUPPORTED BY VIETNAM CHRISTIAN SERVICE

CWS has been most cooperative in working with the American Council of Volunteer Agencies in calling a conference on the needs of Vietnamese children in 1966, and we note in the testimony the guidelines and principles of child welfare concern of ACVA. Likewise CWS was supportive and active in the program of the conference which was called by International Social Service (American branch) in July of this past year, dealing with the special needs of the children of Vietnam.

The Vietnam Christian Service was approached by the Social Welfare Ministry of Vietnam at the close of last year to assist in a program which had as its priority the following:

- Returning orphans to their relatives' homes;
- Provide help to needy women in maternity hospitals to prevent child abandonment;
- A scholarship program to help needy families send their children to school;
- Reeducation projects for predelinquent children;
- Assistance to civilian widows—rehabilitation, vocational training, job placement, physical rehabilitation, et cetera;
- Support private organizations to assist widows and orphans to increase their living standards through noninterest loans.

This is a program VNCS has supported and reflects the kind of work which I indicated was spelled out earlier in the testimony.

CONSIDERATION OF S. 2497 APPRECIATED

Mr. Chairman, we are appreciative of the consideration that the Foreign Relations Committee is giving to this legislation introduced by Senators Williams, Hatfield, and Hughes, S. 2497.

It is gratifying to note that this legislation initially addresses itself to the establishment of a temporary Vietnam Children's Care Agency which will have far-reaching effects in the development of policies and programs for the present and future child welfare concerns in Vietnam. All too often in the past, under the exigencies of the war, the massive movement of people and the ensuing problems related thereto, the child and his needs have been relegated to a very low position in the priorities of the Vietnam Government as well as the Government of the United States.

CHILDREN OF MIXED RACIAL PARENTAGE

We appreciate that for the first time the United States acknowledges responsibility for children of mixed racial parentage as a result of the presence of U.S. Armed Forces and supportive units. I would like to underline, sir, this would include civilians as well as members of the Armed Forces.

There are no exact census figures of the number of mixed racial children in Vietnam from the 300 mixed racial children who are

among the 18,000 children in licensed orphanages in Vietnam; however, in studies that have been made, projections that can be drawn and the numbers cited by the Vietnamese Government, we find that they probably number between 10,000 and 25,000. There has been reported in the press estimates of over 400,000 mixed racial children and this seems unreasonable, almost ludicrous, because this would be approximately 2 percent of the population of Vietnam. Although the number of mixed racial children may appear to be small when you break it down to 10,000 or 25,000 this does not eliminate the problems that the child must face as he seeks acceptance in Vietnamese social, cultural, political, and economic life.

For many, especially the mixed racial child of black and Vietnamese origin, may find his only solution is adoption overseas.

It has been the experience of Church World Service that in spite of the emphasis of intercountry orphan adoption, this does not resolve the problem for many mixed racial children who must remain in their country to grow into adolescence and maturity. It was found that through programs of training, through efforts to change attitude and mores, the mixed racial child has been able in some measures to gain a degree of acceptance. For example, in the Korean Times of July 18, 1971, there appeared an article entitled "Mixed Blood Athletes Emerging," dealing with the presence of students at the university who were outstanding track and baseball stars.

Church World Service and Vietnam Christian Service would deem unwise a program which would be devised and implemented so as to assist the mixed racial child in such a way that he would become even more identified within Vietnam as the recipient of special consideration and assistance. He much rather should be included in the total child welfare concerns of the nation and should receive equal benefits with all the children of Vietnam without discrimination. The legislation which is being considered places him within the general purview of child welfare and social welfare concerns through the children's care agency which is an imaginative, creative and responsible approach to child welfare problems.

INTERCOUNTRY ADOPTION

We note the budget implications of support for intercountry adoption being 10 percent, and we think this would place in improper perspective the program that is needed in Vietnam.

We would like to note, Mr. Chairman, that Church World Service does not promote intercountry orphan adoptions as a primary solution to the social welfare problems of a nation's children although it may resolve an individual child's problem. Rather, guidance is being given to support indigenous agencies, upgrading social welfare procedures and practices and involving government in facing responsibility toward this social problem.

RECOMMENDATIONS

We would like to recommend, Mr. Chairman:

That priority concern be given to the special needs of the children of Vietnam.

That the children of mixed racial parentage be included in consideration in any program of child social welfare in Vietnam without special discrimination or identification.

That every effort be made to strengthen indigenous voluntary child welfare agencies within Vietnam through the training of personnel, in establishing criteria and standards, and long-range planning.

That Church World Service and Vietnam Christian Service pledge their support to the above objectives and in partnership with indigenous and foreign voluntary agencies serving in Vietnam and with the Ministry of Social Welfare, with the Government of the United States, other participating governments, and intergovernmental agencies to develop, to support, and to strengthen the implementation of a sound, responsible child welfare program.

We recommend that any program should be structured through the United States/Vietnam Governments and if possible in coordination and cooperation with intergovernmental agencies to insure the assistance to the children whose lives have been disrupted by this war until the Vietnamese themselves are able to support such a program.

Mr. Chairman, we thank you.

(Mr. Schauer's prepared statement follows:)

PREPARED STATEMENT OF JOHN W. SCHAUER

Mr. Chairman, my name is John W. Schauer and I am the Director of the Immigration and Refugee Program of Church World Service.

Church World Service represents the humanitarian social concerns of thirty constituent Protestant and Orthodox Communion of the National Council of the Churches of Christ in the U.S.A., coordinating and operating programs on their behalf in relief, assistance to refugees, disaster response, rehabilitation and self-help development programs in forty countries in Asia, Africa, Latin America, Middle East, and Europe.

Church World Service responds to acute human need—to refugees, victims of disaster, the hungry and the homeless—without regard to race, creed, or geographic location. These programs are implemented through a close fraternal relationship with the Commission on Interchurch Aid, Refugee and World Service of the World Council of Churches located in Geneva and with indigenous church-related agencies and Protestant national Christian Councils throughout the world.

The Immigration and Refugee Program of Church World Service serves on behalf of the constituent denominations as the coordinating and operational agency in Refugee Resettlement in the U.S. Since World War II, Church World Service has resettled 195,682 refugees and escapees, assisting them to find a new and responsible life in our country.

In addition, the Immigration and Refugee Program has been charged with the responsibility of child welfare concerns in dealing with the needs of the child, protection of the child, and support of child welfare programs by the churches, other voluntary agencies and government. As early as 1961, a survey team of child welfare experts composed of Leroy Bowman, Benjamin A. Gjen-vick, and Eleanor T. M. Harvey surveyed the situation in Korea and Hong Kong and published the team's findings and recommendations in a document entitled "Children of Tragedy." As a result of this study and its recommendations, Church World Service added to its staff Dr. Charles Chakerian, Ph.D., ACWS, as its Social Welfare Consultant whose expertise in child welfare concerns has been shared with the churches, communities and governments throughout the world but especially in Korea. As a result of his work while in Korea, Church World Service was invited at the beginning of 1967 to make his expertise and services available to the Minister of Health and Social Affairs as an advisory member of his staff as well as to the Social Development Planning Committee.

It is interesting to note that reports which began with "Children of Tragedy" progressed to "Concerns, Responsibilities, Opportunities" to "The Changing Scene" to "Children of Hope" to "From Rescue to Child Welfare."

VIETNAM CHRISTIAN SERVICE

Vietnam Christian Service is a cooperative structured relief, rehabilitation and development program of Church World Service, Lutheran World Relief, and Mennonite Central Committee with Church World Service currently administering the program. At the beginning of 1971, there were 53 overseas personnel on staff representing 8 countries. At the close of the year, there were 39 overseas personnel which included 29 from the U.S.; 5 from Canada; 2 from Japan; 1 from Germany; 1 from Netherlands; and 1 from Norway. There were 133 Vietnamese on staff which represents an increase in Vietnam staff from 103. It is a Vietnam Christian Service policy to develop indigenous leadership and responsibility.

During the past year the Vietnam Christian Service had workers in Saigon and at eleven other locations in South Vietnam—Di Linh Tung Ngiach, Nha Trang, Ban Me Thuot, Pleiku, Dak To, Quang Ngai, Tra Bong, Tam Ky, Da Nang and Dong Ha and Can Tho. At these locations projects have been carried out in the areas of medical services, social welfare, housing, community development and material aid distribution.

Among the child welfare oriented programs and projects of the Vietnam Christian Service during 1971, may I cite in Saigon the following:

I. Prevention of child abandonment

Three Vietnamese social workers (with the help of an overseas social work advisor) conducted a program at Saigon's Tu Du and Hung Vuong and Bien Hoa Maternity Hospitals, working with mothers who were considering abandoning their new born children. Through material aid, financial assistance, job placement assistance, and referrals to other social agencies, they helped mothers with social and financial difficulties to seek workable solutions to the problems of an unwanted child.

II. Return children to their homes

VNCS loaned one overseas and one Vietnamese social worker to the Ministry of Social Welfare to work with one Vietnamese social cadre in setting up a program in cooperation with orphanages in the Saigon, Gia Dinh, Cholon area. The purpose of the program was to remove those children from orphanages who have families that, with financial or other assistance, were able to take their children back into their homes. Arrangements have been made for 47 children to return to their homes so far.

III. Occupational therapy

Two Vietnamese occupational therapists were loaned to the plastic surgery convalescent center affiliated with Cho Ray Hospital. They worked with over 100 children who were preparing for or recovering from plastic surgery.

IV. Social service project—National Rehabilitation Institute

VNCS assisted in the hiring of a Vietnamese social worker (and also provided a social work advisor) to direct the Social Work Department of the National Rehabilitation Institute in Saigon. A limited social service program was developed; and the Department was instrumental in training the social work staff for three other government rehabilitation facilities in Vietnam.

V. School medical referral

A VNCS Vietnamese social work assistant assigned to the National Rehabilitation Institute coordinated a medical referral program in cooperation with the Saigon public schools. She arranged for a physical therapist to conduct examinations in the schools, assisted during the examinations, and followed up on his referrals to help the children receive the appropriate medical attention.

VI. Field placements for schools of social work

The Social Service Projects in Saigon served extensively in 1971 as field placements for social work students from the Caritas school of Social Work and the National School of Social Work. VNCS overseas and Vietnamese social work staff served almost continuously as supervisors for students at these schools.

VII. Vietnam Christian Service Social Service Centers' Programs

1. Literacy—To assist children who did not have opportunity to attend school and to help a few get into school.

2. Kindergarten—To prepare children for public school and give them a head start.

3. Education assistance program—Financial assistance to poor children for attendance at elementary school.

4. Family-child assistance—Assistance to poor families to allow an older child in the family to receive vocational training and generally help the family become self supporting.

5. Library—Opportunity for children in the area to come in and read, and take books home for reading and study.

6. Social services—Provided assistance with birth certificates, other legal documents, counselling, referrals to other agencies, etc.

7. Clinic—VNCS provided a nurse, medicines, and salaries for the clinic personnel.

8. Reconstruction—Through Special Projects funding very poor families were assisted to rebuild their houses.

9. Savings and loan—For teaching families the value of savings, and to loan small amounts for home repairs and small business.

CHILDREN OF VIETNAM—CHURCH WORLD SERVICE GUIDELINES

The Christian Church in its effort to express its compassionate concern for the care and protection of all the Vietnamese children in the war-crisis and the post-war situation, should define its concern so that it might be expressed imaginatively, creatively, and responsibly.

Church World Service endorses the following guidelines—similar to those approved for the children of Bangladesh, Korea, Biafra, and Vietnam since 1964, and recommends them for serious consideration:

1. The children of Vietnam and their needs should be separated from any political ideologies.

2. Every effort must be exerted to enable a child to remain within his own family unit and culture.

3. Emergency and immediate solutions to individual problems of homeless children may be effectively met by temporary institutional care. However, every effort should be made to reunite families, to provide foster home care, and to encourage indigenous adoptions. Long term institutional care should be considered only after every other approach has been exhausted.

4. Not only the child who is a civilian war casualty, but all children should be afforded every opportunity for medical care and rehabilitative treatment in his own country by the expanding of medical facilities, by exchange medical teams, and by training of indigenous personnel. Children should be removed to other countries only when it is indicated that this is in the child's best interest medically, psychologically and socially, and when his right to return is assured.

5. Intercountry adoptions should be considered only under the most exceptional circumstances when it is the best solution for the child, the adoptive parent, and the country of origin.

6. Imaginative and creative efforts must be made to assist children of mixed racial parentage to integrate into his community and culture by developing a climate of acceptability for each child as a "Child of God."

SPECIAL NEEDS OF THE CHILDREN OF VIETNAM—CONSULTATIONS

Church World Service has been instrumental in the call and participation in consultations with particular concern for the children of Vietnam. The first consultation which was called by the American Council of Voluntary Agencies in 1966 dealt with the nature of the problem of the children of Vietnam who were suffering as the result of three decades of military campaigns in Vietnam by both indigenous and foreign troops which have left in their wake their toll of destruction, desolation, and despair. As a result of this consultation, the American Council of Voluntary Agencies and Church World Service subscribed to the following guiding principles for child welfare concerns:

1. The preservation and strengthening of family life should be the guiding principles of all agencies seeking to help and serve children in Vietnam.

2. There is a tendency in war torn countries to assume that orphanages provide the most effective and humane solution to immediate and emergency problems of homeless children whereas such care tends to perpetuate itself, and should be regarded only as a temporary measure.

3. The care of children should include in addition to the basic provisions of adequate food, shelter and medical care: family assistance programs; day care centers; boarding homes and other forms of group care; foster home care and local adoptions. Intercountry adoption should be considered only if it is found that this is in the best interests of the child.

4. Children of mixed national and racial parentage present special needs calling for compassion and special programs which will enable them to integrate into the community and culture of either parent on the basis of their individual needs, and best interests.

5. Cooperative planning and programming of voluntary agencies working in Vietnam should involve indigenous agencies and leadership. This should be training of Vietnamese leadership and skilled staff to meet the complex problems.

Another Consultation on the Special Needs of the Children of Vietnam was called by the International Social Service in cooperation with Church World Service and other voluntary agencies with work in Vietnam on July 19, 1971. Again, concern was expressed relative to the needs of the children in a war-torn society and in the period of reconstruction, reconciliation and rehabilitation which will follow the cessation of hostilities. The need of the child in his own society was reemphasized and special concern was devoted to the mixed racial child and his particular problems.

Church World Service and Vietnam Christian Service concur with the Social Welfare Ministry of Vietnam which has established its priorities, December 20, 1971 as follows:

1. Returning orphans to their relatives' homes.
2. Provide help to needy women in maternity hospitals to prevent child abandonment.
3. A scholarship program to help needy families send their children to school.
4. Re-education projects for pre-delinquent children.
5. Assistance to civilian widows (rehabilitation: vocational training, job replacement, physical rehab., etc.).
6. Support private organizations to assist widows and orphans to increase their living standards through non-interest loans.

CURRENT LEGISLATION

Mr. Chairman, we are deeply appreciative of the consideration that the Foreign Relations Committee is giving to Legislation introduced by Senators Williams, Hatfield, and Hughes—S. 2497—a Bill:

"To authorize the President, through the temporary Vietnam Children's Care Agency, to enter into arrangements with the Government of South Vietnam to provide assistance in improving the welfare of children in South Vietnam and to facilitate the adoption of orphaned or abandoned Vietnamese children, particularly children of United States fathers."

It is gratifying to note that this legislation initially addresses itself to the establishment of a temporary Vietnam Children's Care Agency which will have far-reaching effects in the development of policies and programs for the present and future child welfare concerns. All too often in the past, under the exigencies of the war, the massive movement of people and the ensuing problems related thereto, the child and his needs have been relegated to a very low position in the priorities of the Vietnam Government as well as the Government of the United States.

We appreciate that for the first time, the United States acknowledges responsibility for children of mixed racial parentage as a result of the presence of U.S. Armed Forces and supportive units. There are no exact census figures of the number of mixed racial children in Vietnam from the 300 mixed racial children who are among the 18,000 children in licensed orphanages in Vietnam and the 400 mixed racial children who were identified in Da Nang (a center of American military and civilian concentration). It is possible to make a rather realistic projection that there are between 10,000 and 25,000 mixed racial children. Such estimation as 400,000 which has been reported in the American Press would indicate that over 2% of the population of Vietnamese were mixed racial children and this is unreasonable.

The apparent small number of mixed racial children does not eliminate the problems that the child must face as he seeks acceptance in Vietnamese social, cultural, political and economic life. For many, especially the mixed racial child

of Black and Vietnamese origin, may find his only solution is adoption overseas. It has been the experience of Church World Service that in spite of the emphasis on intercountry orphan adoption, this does not resolve the problem for many mixed racial children who must remain in their country to grow into adolescence and maturity. It was found that through programs of training, through efforts to change attitude and mores, the mixed racial child has been able in some measures to gain a degree of acceptance. For example, in the Korean Times of July 18, 1971, there appeared an article by Yun Yeo-Chum entitled "Mixed Blood Athletes Emerging."

Church World Service and Vietnam Christian Service would deem unwise a program which would be devised and implemented so as to assist the mixed racial child in such a way that he would become even more identified within Vietnam as the recipient of special consideration and assistance. He much rather should be included in the total child welfare concerns of the nation and should receive equal benefits with all the children of Vietnam without discrimination of the legislation which deals with the general problems of children in Vietnam through the creation of a temporary emergency Children's Care Agency is imaginative, creative, and responsible. The budget implementation of support for intercountry orphan adoptions places this phase of the program in proper perspective.

In conclusion, Church World Service does not promote intercountry orphan adoptions as a primary solution to the social welfare problems of a nation's children although it may resolve an individual child's problem. Rather, guidance is being given to support indigenous agencies, upgrading social welfare procedures and practices and involving government in facing responsibility towards this social problem.

RECOMMENDATIONS

Church World Service would recommend a program which would include:

1. That priority concern be given to the special needs of the children of Vietnam.
2. That the children of mixed racial parentage be included in consideration in any program of child social welfare in Vietnam without special discrimination or identification.
3. That every effort be made to strengthen indigenous voluntary child welfare agencies within Vietnam through the training of personnel, in establishing criteria and standards and long range planning.
4. That Church World Service and Vietnam Christian Service pledge its support to the above objectives and in partnership with indigenous and foreign voluntary agencies serving in Vietnam and with the Ministry of Social Welfare, with the Government of the United States, other participating governments and intergovernmental agencies to develop, to support and to strengthen the implementation of a sound responsible child welfare program.
5. Any program should be structured through the United States/Vietnam Government and if possible in coordination and cooperation with intergovernmental agencies to insure the assistance to the children whose lives have been disrupted by this war until the Vietnamese themselves are able to support such a program.

Thank you, Mr. Chairman.

Senator PELL. Thank you very much.

CHURCH WORLD SERVICE REPRESENTS U.S. ARM OF WCC

Would it be a correct statement that your group is the philanthropic action agency of the WCC—World Council of Churches?

Mr. SCHAUER. We operate in cooperation with WCC, sir, in a coordinated program and we represent the U.S. arm of the World Council of Churches in relief, rehabilitation refugee services, and so forth.

Senator PELL. Right.

PERCENTAGE OF PROTESTANT VIETNAMESE

In Vietnam, the number of Protestants is quite limited. What percentage would you say of the Vietnamese were Protestant?

Mr. SCHAUER. Well, sir, it is so small it would not even be 1 percent of the population; it is an insignificant number.

Senator PELL. You do this basically in a humanitarian way without regard to religious concern, as you say in your statement, or to ethnic background.

EFFECTIVENESS OF AGENCY PROPOSED IN BILL

Do you think an agency that is proposed in the bill can do the job as effectively as the voluntary agencies if they would receive the financing?

Mr. SCHAUER. It would seem to me, sir, that the voluntary agencies have been able to develop pilot projects, to express concern, to point to the areas of need; but it is beyond the scope of voluntarism for it to carry on a program of this magnitude indefinitely and what we would envision from this bill there would be the development of a Vietnamese agency that would, in turn, be able to assume this responsibility much as did the Korean Government in the area of child welfare concern. This would give it the initial push and impetus that would make it possible for them to do it.

Senator PELL. Do you visualize an American agency?

Mr. SCHAUER. No, sir; Vietnamese agency.

Senator PELL. And yet the administrator set up in this proposal would be an American civil servant?

Mr. SCHAUER. It should be closely related to establishing of a child welfare agency of the Vietnamese Government; it would be a prototype.

Senator PELL. But what you would like to see eventually would be for that administrator to become presumably a Vietnamese?

Mr. SCHAUER. Moving completely toward the indigenization of the program so that it becomes theirs, with their priorities, their objectives, their concerns, and giving them the kind of expertise, guidance that would be helpful to them in meeting the situation in their life style and in their own way.

NUMBER OF CHILDREN IN LAOS AND CAMBODIA

Senator PELL. Do you have any view with regard to the number of children in similar dismal circumstances in Laos and Cambodia as well as in South Vietnam—

Mr. SCHAUER. No, sir; we do not.

Senator PELL (continuing). Caught by the war.

Mr. SCHAUER. Unfortunately, this is one of those guessing things. It is so iffy we don't have answers. We know there are a number; we are also working in these areas through Asian Christian Service which is an arm of the cooperative work of the churches being sponsored by the East Asian Christian Council and receiving support from the World Council as well.

Senator PELL. Thank you very much indeed.

Mr. SCHAUER. Thank you.

Senator PELL. Our next witness is Bishop Edward Swanstrom of the Catholic Relief Services.

Bishop Swanstrom, may I add a particular word of personal welcome to an old colleague, coworker in the past years.

**STATEMENT OF THE MOST REVEREND EDWARD E. SWANSTROM,
EXECUTIVE DIRECTOR, CATHOLIC RELIEF SERVICES, USCC,
NEW YORK, N.Y.; ACCOMPANIED BY THE REVEREND ROBERT L.
CHARLEBOIS, ASSISTANT TO BISHOP SWANSTROM**

Bishop SWANSTROM. As you know, I am Bishop Swanstrom, the executive director of Catholic Relief Services, and I have with me Father Robert Charlebois, one of my assistants who has been working in Vietnam up until about a year ago for 4 years in charge of our program.

In my written testimony I outline the broad scope of our operations throughout the world and make particular reference to the size of our program in Vietnam. So there is no need for me to take the time to read that now. The committee will have the benefit of that information.

Senator PELL. This will be inserted in the record.

CATHOLIC RELIEF SERVICES OPERATING IN VIETNAM SINCE 1954

Bishop SWANSTROM. In a way, it indicates our competency to speak on this question. We have been operating in Vietnam since 1954; in fact, I was there myself in 1952 when the French were fighting the Vietminh and I still have a very graphic memory of 150,000 refugees in Hanoi and it was in 1954, after the truce, that we began a very broad and extensive program with a great deal of emphasis on the welfare of children.

Now, for years Catholic Relief Services, as an adviser to the Ministry of Social Welfare of the Government of Vietnam, has endeavored to assist the ministry in developing professional programs in child welfare to upgrade its children's institutions. This task has been almost insurmountable due to the great numbers of children involved, the shifting refugee population and the funding priorities of a government at war.

It has to be said that the Ministry of Social Welfare has tried to provide the child welfare institutions in the Republic of Vietnam with financial and technical support and some professional training of its personnel. However, as the Vietnamese Government's financial resources are so limited and the requirements are so large, most institutions have encountered serious difficulties and disastrous consequences.

RECENT APPROXIMATE STATISTICS ON CHILDREN IN VIETNAM

Statistics, as has been pointed out here, are flexible in areas of conflict but the most recent approximate statistics on children in Vietnam are: 19,000 orphans in 126 registered orphanages; 94 day-care centers with 6,500 children; another 10,000 in unregistered orphanages. An uncertain number, probably in the range of 10,000 to 15,000, are orphans fathered by American servicemen.

VIETNAMESE ORPHANAGES FAR BEHIND IN MODERN CHILD CARE

Anyone who has visited the orphanages in Vietnam knows how far behind they are in anything like modern child care methods with which we are familiar. In fact, some of them would scarcely be able to house

animals rather than children, but there has been an effort to improve them.

S. 2497 SUPPORTED AND ENACTMENT URGED

From our many years of experience working in the Republic of Vietnam and with an awareness of present conditions in that war-torn country, I believe it to be imperative and morally necessary that the Congress of the United States enact the legislation as contained within Senate bill 2497.

As I understand it, and I do not think I am mistaken, the commitment in the field of social welfare of the Agency for International Development of the U.S. Government will come to an end at the end of this calendar year. Of course, the Congress may appropriate additional money in future years, but all of us know—it has been said here even this morning—that AID personnel have been gradually withdrawn and some of us have a fear that our Government, with some justification, because of the way we feel about how things have gone in Vietnam, may withdraw too quickly and not do what we ought to do and, therefore, I think it becomes vitally important that provision be made for the establishment of an agency for the care of Vietnamese children, as is provided for in this bill. It would be tragic if the needs of orphan children are lost sight of in whatever foreign aid assistance program is developed for Vietnam in future years. I cannot stress this point too strongly.

At their annual meeting in Washington in November 1971, in a statement relating to "the American involvement in Southeast Asia," the National Conference of Catholic Bishops of the United States pointed to a principle laid down by Vatican Council II that "peace is not merely the absence of war, but an enterprise of justice," and then went on to say, "In this vein, we recognize our Nation's moral obligation, together with other nations, to contribute mightily to the restoration and development of Southeast Asia.

"After World War II our country launched an unprecedented program of economic assistance and social reconstruction of war-torn countries. Certainly, we can do no less now."

I am sure everyone will agree that we have a grave moral responsibility to provide for the poor deprived orphans in Vietnam because it is the little children who are always the most tragic victims of any war.

This proposed legislation is focused on the needs of the child rather than on the capacity of any given ministry or governmental agency, whether Vietnamese or foreign, to perform. The financial resources of the Government of Vietnam allotted to the Ministry of Social Welfare are often reallocated for other priorities of a country at war—for example, refugees, war victims, and the like, but this bill would free the funds which would help eradicate that particular present financial problem.

This legislation will also cover the unique problems that can be expected with regard to the children born of a black-American father and a Vietnamese mother. With the anticipated cooperation of the Vietnamese Government, this legislation, through its formation of a Vietnam Children's Care Agency, will facilitate and expedite professional international adoptions.

I think it will give us an opportunity to help the Vietnam Government be able to do more in taking care of the tremendous child-care problems that they have there.

I am especially pleased that this legislation provides such a broad-based approach in its attack on the problems of child welfare. It insures that direct assistance can be given by both the public and private nonprofit organizations for the benefit of the Vietnamese child, from bilateral to multilateral aid as contained in section 6.

As I see it, it will be a Vietnamese/United States Government agency, hopefully with the Vietnamese Government taking over its responsibilities as the years go on.

I sincerely believe that if this proposed legislation is enacted and implemented, that a real contribution will have been made in which the U.S. Government has realized and assumed a portion of its grave responsibility to the children of Vietnam.

I want to express to you again my thanks and to your committee for this opportunity to express these thoughts in regard to it.

CHILDREN BEING HELPED IN LAOS AND CAMBODIA

In further reference to some of the questions that you were raising, Mr. Senator, we are now helping to provide for the needs of 20,000 children in Cambodia and 50,000 children in Laos.

Senator PELL. Fifteen or fifty?

Bishop SWANSTROM. 50,000; 20,000 in Cambodia and 50,000 children in Laos.

PERCENTAGE OF CHILDREN CATHOLIC

Senator PELL. Of the youngsters that you are helping, what percentage of them are Catholic?

Reverend CHARLEBOIS. It would be less than 70 percent. The population would be about 10 percent Catholic, about 90 percent of the child-care institutions are operated by the church, as you are aware.

Bishop SWANSTROM. In all, our programs, and I must say we get a great deal of help from the American Government, particularly as far as provision of food and ocean freight is concerned, we carry them on without distinction of race, creed or color. Of course, it is true that sometimes there are agencies of the Protestant sects or the Jewish group and we kind of divide responsibility but when we are operating in the country alone or with the limited help of some other agencies, we make no distinctions about the religion of the child at all.

Senator PELL. I just want to have heard correctly—roughly what percentage of the youngsters in Vietnam that you are taking care of are not Catholic?

Reverend CHARLEBOIS. Seventy percent.

Senator PELL. Are or not?

Reverend CHARLEBOIS. Are not.

Senator PELL. In Cambodia the same?

Reverend CHARLEBOIS. It would be much higher, very few Catholics in Cambodia. Very few of the children would be Catholic in Cambodia and very few in Laos.

ROLE OF AGENCY AS TIME GOES ON

Senator PELL. An agency of this sort is obviously, we hope, of temporary life because we hope that these conditions will decline, but as time goes on and if both Vietnams become united, what do you see as the role of this agency?

Bishop SWANSTROM. Well, it would be the beginning of a strong governmental agency to cover the whole area. From my experience in many countries throughout the world, unfortunately and regrettably many governments don't accept their moral or legal responsibility to provide for their children. You know what our Government, local, State and Federal, does in the field of child welfare. But so many of these governments don't.

Now, as I said in my testimony, we have been working with the Vietnamese Government, as have other governmental agencies, in a hope of bringing them along with an AID contract. We have had training programs, particularly in child nutrition, and mother and child health care. I didn't want to go into it; it is all in the testimony here, because I wanted the hearing to go along, but I put real hope in it. I know the problems, as we all do, that the Government faces, but possibly as peace gradually develops and let's hope the example we show will be of a nature that will encourage them to do these things, not so much as we want them to do them but as they should do them for their children.

GENERAL RESPONSIBILITY COVERING CHILDREN IN INDOCHINA

Senator PELL. I was particularly struck at the figures in Cambodia and Laos because we think of this still as a Vietnamese war, but it is an Indochinese war situation, it covers all over. This is why I brought up the fact that you have youngsters in the same conditions in North Vietnam and, while not fathered by Americans, they are still in dire straits by conditions caused by us. I think there is a certain general responsibility here covering the children in Indochina, and the one moral responsibility we face when this war is ended is to the human who has not died but is in misery or to those who would be left to suffer.

I see, as time goes on and we wind down the war, those who have been the loudest for the war may be those very ones who will turn their backs on the people to whom we have the only moral responsibility. I see signs of that now and I deplore it.

MISSIONARIES IN INDOCHINA

Bishop SWANSTROM. Father Charlebois was in Cambodia and he helped us to open an office there in the capital but we have had to close it since; but we have an office in Laos and carry on a program there. In many of these areas—it is the missionaries you have to depend upon to do most of the work with these deprived people.

Senator PELL. How many missionary fathers and sisters do you have in each of those countries in Indochina now?

Bishop SWANSTROM. It runs into the thousands; they are every place.

Senator PELL. Just a top-of-the-head.

Reverend CHARLEBOIS. In Laos, for example, I would imagine you would have around—from the top of my head my guess would be 50 foreign; in Cambodia it would be—we have one Cambodian bishop; I would say around 30 or 40; and then you would have your local or indigenous.

Senator PELL. Right; but these are all American priests?

Reverend CHARLEBOIS. No; we have no American priests I know of in Cambodia. We have three in Laos; many French.

Senator PELL. And how many in South Vietnam?

Reverend CHARLEBOIS. In South Vietnam, how many? We have two Americans; the rest of them would be French, but mostly Vietnamese.

STATE OF ROMAN CATHOLIC CHURCH IN NORTH VIETNAM

Senator PELL. Another question which is not immediately germane to the bill but has always interested me: What is the state of the Roman Catholic Church in North Vietnam? Do you have an active episcopate there?

Reverend CHARLEBOIS. There is an episcopate there. The churches are open so far as we know. The seminaries have been closed and the active work of the church has to some extent been curtailed; however, there is the practice of religion in North Vietnam so far as we can understand.

Senator PELL. How are new priests ordained?

Reverend CHARLEBOIS. By the bishops who are there. There is a bishop in every diocese.

Senator PELL. I see. How are the new bishops ordained?

Reverend CHARLEBOIS. By other bishops.

Senator PELL. So the church continues. Is there communication with Rome?

Reverend CHARLEBOIS. I would not say it was an open communication with Rome, no.

Senator PELL. But there is communication?

Reverend CHARLEBOIS. For example, none of the bishops of North Vietnam went to the Council.

Senator PELL. Would you say conditions were more stringent there from the Catholic viewpoint—I am a non-Catholic, which is the reason for asking that question—than they are in Communist countries in Eastern Europe?

Reverend CHARLEBOIS. No, I would say it would be similar to some of the Communist countries in Eastern Europe.

Senator PELL. They have opened up quite a lot.

I thank you both very much indeed for being with us.

Bishop SWANSTROM. Thank you.

(Bishop Swanstrom's prepared statement follows:)

PREPARED STATEMENT OF MOST REV. EDWARD E. SWANSTROM, EXECUTIVE DIRECTOR, CATHOLIC RELIEF SERVICES—U.S.C.C.

I am Bishop Edward E. Swanstrom. As the Executive Director of Catholic Relief Services of the United States Catholic Conference, the overseas agency of the Catholic Church, I should like to say at the outset that I am grateful for the invitation to appear at this hearing to provide for the assistance and protection of all children of Vietnam.

Since its establishment twenty-seven years ago, Catholic Relief Services has provided food, medicines, clothing and other welfare assistance to millions of needy persons in some seventy countries in Asia, Africa and Latin America without regard to race, creed or color. While continuing to operate basic relief programs for millions of the poor, emphasis is placed on socio-economic development programs which are designed to assist people to become self-sufficient, enabling them to take a responsible role in the development of their own communities and nation.

Catholic Relief Services began its program in Vietnam in 1954 and it is currently under the direction of Reverend John J. McVeigh, with offices in both Saigon and Danang and a staff of ten Americans and seventy-seven Vietnamese. During the eighteen years of its service in Vietnam, Catholic Relief Services has provided aid to schools, hospitals, leprosaria, dispensaries, orphanages, day-care centers and many other institutions throughout the country. Child welfare programs and projects have always been one of our highest priorities.

During this fiscal year, about eleven million pounds of U.S. Government-donated food commodities have been shipped and distributed to more than 271,000 needy recipients—the main part of the food distribution being given to school and pre-school children, or to a total of 186,000 Vietnamese children. In addition to food, Catholic Relief Services has shipped children's clothing and shoes, blankets, special supplies for pediatric wards. Extensive shipments of medicine, valued at \$225,000, and medical equipment and supplies, approximately 75,000 pounds, were also shipped.

Through funding agencies, both overseas and in the United States, Catholic Relief Services has been able to initiate vocational training programs for children as well as special professional programs to upgrade the child care in existing orphanages, day nurseries and rehabilitation centers for handicapped children. Catholic Relief Services has also operated a wide scale Help-A-Child program through the National Council of Catholic Women here in the United States which provides individual financial support for a specific child in Vietnam.

Nutrition education has been an important part of our child welfare assistance program. For the past three years, Catholic Relief Services has had a contract with AID/Washington. One of the four main thrusts of this work, at present, has been to develop nutritional education on a national level. Under the contract, a full-time American nutritionist has assembled a Vietnamese staff of nutrition specialists. Together, they have developed nutrition projects and courses of instruction in Vietnamese. The program objective has been to reach 20,000 mothers and children, with the emphasis on teaching that health benefits to children can be derived from knowledge of better nutritional value of foods. The high mortality rate among Vietnamese children under five is caused by malnutrition. Now, a television series on Nutrition education has been taped to continue these lessons for an expanded audience.

For years Catholic Relief Services, as an advisor to the Ministry of Social Welfare of the Government of Vietnam, has endeavored to assist the Ministry in developing professional programs in child welfare to upgrade its children's institutions. This task has been almost insurmountable due to the great numbers of children involved, the shifting refugee population and the funding priorities of a government at war. The Ministry of Social Welfare has tried to provide the child welfare institutions in the Republic of Vietnam with financial and technical support and some professional training of its personnel. However, as the Vietnamese Government's financial resources are so limited and the requirements are so large, most institutions have encountered serious difficulties and disastrous consequences.

Statistics are flexible in areas of conflict but the most recent approximate statistics on children in Vietnam are: 19,000 orphans in 126 registered orphanages; 94 day-care centers with 6,500 children; another 10,000 in unregistered orphanages. An uncertain number, probably in the range of 10,000 to 15,000 are orphans fathered by American servicemen.

From our many years of experience working in the Republic of Vietnam and with an awareness of present conditions in that war-torn country, I believe it to be imperative and morally necessary that the Congress of the United States enact the legislation as contained within Senate Bill 2497.

As I understand it, and I do not think I am mistaken, the commitment in the field of Social Welfare of the Agency for International Development of the United States Government will come to an end at the end of this calendar year. It, therefore, becomes vitally important that provision be made for the establish-

ment of an agency for the care of Vietnamese children, as is provided for in this bill. It would be tragic if the needs of orphan children are lost sight of in whatever foreign aid assistance program is developed for Vietnam in future years. I cannot stress this point too strongly.

At their annual meeting in Washington in November 1971, in a statement relating to "the American involvement in Southeast Asia", the National Conference of Catholic Bishops of the United States pointed to a principle laid down by Vatican Council II that "peace is not merely the absence of war, but an enterprise of justice", and then went on to say, "In this vein, we recognize our nation's moral obligation, together with other nations, to contribute mightily to the restoration and development of Southeast Asia.

"After World War II our country launched an unprecedented program of economic assistance and social reconstruction of war-torn countries. Certainly, we can do no less now." I am sure everyone will agree that we have a grave moral responsibility to provide for the poor deprived orphans in Vietnam. It is the little children who are always the most tragic victims of any war.

This proposed legislation is focused on the needs of the child rather than on the capacity of any given ministry or governmental agency, whether Vietnamese or foreign, to perform. The financial resources of the Government of Vietnam allotted to the Ministry of Social Welfare often re-allocated for other priorities of a country at war; e.g., refugees, war victims, etc. This bill would freeze the funds which would help eradicate the present financial problem in Vietnam. This legislation will also cover the unique problems that can be expected with regard to the children born of a black-American father and a Vietnamese mother. With the anticipated cooperation of the Vietnamese Government, this legislation, through its formation of a Vietnam Children's Care Agency, will facilitate and expedite professional international adoptions.

I am especially pleased that this legislation provides such a broad based approach in its attack on the problems of child welfare. It insures that direct assistance can be given by both the public and private non-profit organizations for the benefit of the Vietnamese child, from bi-lateral to multi-lateral aid as contained in Section 6.

I sincerely believe that if this proposed legislation is enacted and implemented, that a real contribution will have been made in which the U.S. Government has realized and assumed a portion of its grave responsibility to the children of Vietnam.

I again wish to express my appreciation to the Committee for this opportunity to speak with them.

Senator PELL. The next witness—I don't think Mr. Luce is here, is he? If not, the next witness is Dr. Joseph Kiser of the Metropolitan Medical Center, Minneapolis.

Dr. Kiser will be the last witness for the morning for those of you wondering about luncheon plans. The subcommittee will resume at 2 o'clock, hopefully, and carry on from there.

Dr. Kiser?

STATEMENT OF JOSEPH C. KISER, M.D., METROPOLITAN MEDICAL CENTER, MINNEAPOLIS, MINN.

Dr. KISER. Members of the committee, thank you very much for the opportunity to speak to you about the problems of the children in Vietnam.

I am Joseph C. Kiser, a cardiovascular surgeon practicing in Minneapolis, Minn.

For the past 2½ years my associates and I at Metropolitan Medical Center in Minneapolis have been engaged in a program which offers remedial surgery for Vietnamese children suffering from crippling heart defects.

When considered in the total picture of the medical needs of the children of Vietnam, our program is really a pitifully small contribution;

but for the purposes of consideration of the bill before you today, the program is important in what its existence says about the scope and nature of medical needs in Vietnam, and what attempts are being made to meet those needs, and about who is and who is not attempting to meet them.

TRAN THI PHU

I would like to tell you about a girl from Vietnam. Her name was Tran Thi Phu. She was a 16-year-old Vietnamese girl.

On April 26, 1971, she was identified by physicians of a German Red Cross hospital ship as having severe heart problems. The physicians' report to us described her as being very thin, with a pronounced blue-ness due to oxygen starvation, labored breathing and given to much coughing. They recommended her as a candidate for our program.

It is very likely that on that same day the U.S. airline which has brought all our patients from Vietnam at no cost could have put her on board a plane for Minneapolis. We at Metropolitan Medical Center, within a very few days of her arrival, could have scheduled her surgery and accomplished it at no inconvenience to our regular patients.

Five months later, on November 26, 1971, Tran Thi Phu was still in Vietnam. She was still there because there was no one available to initiate and monitor the lengthy, tedious process of obtaining administrative clearance from the Vietnamese Government for her to come to the United States. Prior to that time 17 children had come to Minneapolis for treatment, but at the time Tran Thi Phu's problems were discovered, the volunteer person who had done the processing for the others had been called out of Vietnam. No one who could devote the several hours of time, several days a week, over as many as 3 months, to accomplish this task had been found to replace him. On November 27, 1971, Tran Thi Phu died of heart failure.

EFFORTS OF VOLUNTEER AGENCIES VIRTUALLY ALONE

The dangers of irregular service, or of gaps in service are characteristic of volunteer efforts. Yet, today, volunteer efforts by private American voluntary agencies are virtually alone in carrying the burden of humanitarian assistance to the children of Vietnam.

AID BUDGET FOR MEDICAL ASSISTANCE TO VIETNAM

While on the one hand the U.S. Government, according to press reports, has spent \$120 billion to wage war in Vietnam, its Agency for International Development's budget for medical assistance to Vietnam has been reduced from \$10.5 million in 1967 to \$2.7 million in 1971. Really only an infinitesimal amount, according to the Senate Refugee Committee, is expended on support for a few organizations working with Vietnamese war victims.

BOOKLET: "SOUTH VIETNAM—ASSISTANCE PROGRAMS OF U.S. NONPROFIT ORGANIZATIONS"

Not long ago we wrote one of our Minnesota Congressmen asking what the U.S. Government is doing by way of humanitarian assistance for the children of Vietnam. Appropriately, he forwarded the inquiry to the State Department. The State Department, in turn, sent a

booklet dated March 1971, entitled "South Vietnam—Assistance Programs of U.S. Nonprofit Organizations," published by the Technical Assistance Information Clearing House.

This booklet described 33 programs operated by the nonprofit organizations in Vietnam and 31 U.S. nonprofit organizations that provide aid to Vietnamese institutions. Of the total programs, many of them operating on an extremely limited scale, it appears that only 42 offer any kind of medical assistance. Even one of the best of these programs, the American Medical Association's Volunteer Physicians for Vietnam, can put only 12 to 16 doctors in the field at any given time, according to information in this booklet.

VIETNAMESE GOVERNMENT PRIMARY SOURCE OF MEDICAL CARE

In Vietnam the primary source of medical care for Vietnamese people is the Government of Vietnam itself. A colleague who has spent several years in Vietnam with a voluntary medical project informs us that the Vietnamese Government has only one dollar to spend on medical care per person per year. Yet, that amount represents 20 percent of its nonmilitary budget.

It is clear that the dollar amount for medical assistance to the people of Vietnam by their Government is grossly inadequate. The same seems true of the assistance now being provided by U.S. voluntary agencies. Furthermore, as I have pointed out, the nature of the service the latter can provide is often irregular and uncertain.

When you consider those conclusions in the light of the overwhelming medical needs of the children of Vietnam, the picture becomes very black. The same colleague I referred to previously tells us that 1 out of every 5 children in Vietnam will die before reaching the age of 5 from causes not involving war injuries. He cites bacillary dysentery, pneumonia, tuberculosis and cholera—all preventable and remediable diseases—as the primary causes of these deaths.

HEALTH PROBLEMS VIETNAMESE CHILDREN FACE

Our experiences in treating Vietnamese children with heart defects in Minneapolis gives a hint of the kind of health problems children in Vietnam face. For example, the very first treatment that must be given on their arrival is to rid them of the intestinal parasites that have been present in nearly every case. These children have not been accustomed to eating meat and other protein foods in adequate quantity. Fresh milk is to them an exotic American beverage. Dental caries are prevalent. Though it could be provided while they are with us, treatment for dental problems, other than extractions, has not been recommended by those who are familiar with the diet in Vietnam and with the probabilities of continued dental care in the village of that country.

The very existence of the heart defects we are treating suggests a great deal about the conditions under which children are born and live in Vietnam, and about how they affect their health. Of the 17 Vietnamese children we have treated to date, 14 were afflicted with congenital heart defects, that is, they were born with malformations of the heart. Congenital heart defects are not all unavoidable. Some are inherent, but more often they result from inadequate or unfavor-

able prenatal conditions. Malnutrition in the mother can cause congenital heart defects. Illnesses suffered during pregnancy can cause congenital heart defects.

CHILDREN SUFFERING FROM CONGENITAL HEART DEFECTS

Last night four additional Vietnamese children suffering from congenital heart defects arrived at Metropolitan Medical Center for surgery, and four more are being processed to come. During the short span of this program, the names of at least a dozen or more similarly afflicted Vietnamese children have crossed my desk, children who for one reason or another, sometimes death, have never reached us. We have knowledge of at least five others who have been treated for the same problem at other hospitals in the United States. An unknown number have been sent to Switzerland and Germany for similar care.

Given the lack of diagnostic and treatment facilities in Vietnam today and the correspondingly slim chances of a child's even being identified as having a congenital heart defect, and given the fact that in virtually every such case the child's situation must come to the attention of some volunteer agency or individual who has the initiative and the time to discover and pursue help for him in an out of country facility, it is indeed remarkable that such a large number of South Vietnamese children so afflicted have become known to us.

NEED FOR ENACTMENT OF SECTION 2, SUBSECTION B(4) OF S. 2497

In this respect, our experiences enable us to speak with authority on the need for enactment of section 2, subsection b(4) of the bill under discussion today, which relates to establishment of training in matters of child health care and prenatal and postnatal care.

One of the first children we treated at Metropolitan Medical Center was a 3-year-old girl with extremely severe congenital heart anomalies. In her case, complete repair was not possible but palliative measures have extended her life by perhaps a few decades. At least one of this child's several siblings was similarly afflicted, and the mother of these children has borne at least one additional child. This family and others like them would certainly benefit from the measures proposed.

Hopefully, at some time in the future, measures taken after enactment of this bill will reduce the number of children being born in Vietnam with congenital defects. But what of the children already born with such defects and those now being born? At present, with its meager medical budget and with such large numbers of children dying from more easily remediable causes—to say nothing of those suffering injuries resulting from combat action—the South Vietnamese Government cannot logically justify allocating its financial resources to the development of such highly complex and costly capabilities as that required for open heart surgery.

MINNEAPOLIS PROJECT

The majority of Vietnamese children with heart defects can be salvaged by therapeutic surgery available in many hospitals across the United States, and in light of the medical picture in Vietnam, it

is appropriate that they be treated in the United States. But please do not conclude that treatment in the United States through voluntary programs is the answer. The Minneapolis project and the few others like it that have been able to survive are dependent on too many tenuous arrangements.

We have established a charity fund for the project, but it alone cannot provide all the required financial support. Private organizations, private businesses and individual volunteers cannot be depended upon indefinitely to finance every aspect of this program.

The key reason that I was able to tell you about the four children that arrived in Minneapolis last night is that 5 months ago a group of concerned citizens of Minnesota discovered the need and since then have been raising enough money out of their own pockets each month to pay to have the processing work done in Vietnam. This group numbers no more than 30, none of whom, I would guess, earns over \$15,000 a year, and they have had a struggle to raise their monthly quota on time. They are very willing but none of us knows how long their resources will continue to equal their concern and generosity.

MEETING CHILDREN'S MEDICAL NEEDS WHILE COMBAT CONTINUES

I hardly need to state, I suppose, that as long as combat action continues in Vietnam the task of trying to meet the medical needs of children in Vietnam will be like that of Sisyphus, condemned forever to push a very heavy rock up a steep hill, only to have it roll back down as it nears the summit.

LEGISLATION BELIEVED NECESSARY AND APPROPRIATE

Apart from all that, it appears to me that the measures proposed in this bill are necessary and appropriate. I believe further, that it is necessary and appropriate to expand these measures to provide not only for prevention of disease among the children of Vietnam but also to provide assistance in amelioration of those already faced with health emergencies, so that the preservation of South Vietnam's human resources need not be dependent upon the fortunes and foibles of volunteers, but will be assured by legislation that will enable all of America's capabilities to come into play.

Thank you very much.

Senator PELL. Thank you very much.

NUMBER OF SURGEONS IN VIETNAM TRAINED FOR HEART SURGERY

What is the number of surgeons who have had adequate training in Vietnam? Are there any men who can give heart surgery there?

Dr. KISER. Zero.

Senator PELL. Zero. Why would that be? I thought they had received their own training in France and other centers of medicine; some of them have?

RISK OF HEART SURGERY IN VIETNAM

Dr. KISER. Well, as you are well aware, even the risk of heart surgery in this country varies a great deal across the United States. The risk of

heart surgery in Vietnam, I would say, would be extremely high. Precisely why that occurs is a complex matter. Ten years ago you could number on one hand the places in the United States where the risk of obtaining heart surgery was reasonable. Now in most major cities the risk averages probably 10 percent. Vietnam has to be at least 10 years behind us. The risk for a child being operated there would be close to 90 percent, I would think.

Senator PELL. When you say risk, you mean chance of death?

Dr. KISER. Right. It will be totally unreasonable for a child to submit to heart surgery there until such time as the level of their training and supporting facilities can be brought up to where they are in this country.

We have great hopes of establishing relationships in Saigon with the group there so that we can help them come to that level; but that takes time.

COMPARATIVE SOUTH VIETNAM MEDICAL ADVANCES

Senator PELL. Do you have any knowledge of the relative height of medical advance in Saigon versus Hanoi?

Dr. KISER. No; I don't. I am sorry, I don't have that.

Senator PELL. In South Vietnam as opposed to Cambodia and Laos?

Dr. KISER. No; I really don't. Our only contact has been with South Vietnam.

MORTALITY RATE OF INFANTS IN SOUTH VIETNAM

Senator PELL. Do you, as a medical man, have any views as to why the mortality rate of infants is 90 percent in South Vietnam?

Dr. KISER. With heart surgery problems?

Senator PELL. No, in general. I am leaving heart surgery.

Dr. KISER. I really don't. All I can speak about is what we have seen in relation to heart disease; that is really the only knowledge that I have.

DOES MEDICO HAVE TEAMS OF DOCTORS IN SOUTH VIETNAM?

Senator PELL. Does Medico have any teams of doctors in South Vietnam, to the best of your knowledge?

Dr. KISER. I can't answer that. Certainly not doing complex surgery such as this.

ADEQUACY OF HOSPITAL CONDITIONS IN SAIGON

Senator PELL. If you wanted to send out a team to Saigon, are conditions adequate in hospitals there so that Americans can perform heart surgery?

Dr. KISER. I really don't think so. I think it is impractical. The cost involved would be far greater. We already can get the children here absolutely free, we need relatively little per child to do them here, and the children then go home alive and well. The cost for establishing and maintaining a facility such as this in Vietnam would be prohibitive at this time.

Senator PELL. Thank you very much indeed.

In any case, the subcommittee will recess at this time. We will reconvene, hopefully, at 2, definitely by 2:30, I am informed.

The meeting is recessed.

(Whereupon, at 12:35 p.m., the hearing was recessed, the committee to reconvene at 2 p.m., this date.)

AFTERNOON SESSION

The CHAIRMAN. The committee will come to order.

Our next witness is Mr. Don Luce, Indo-China Mobile Education Project. Mr. Luce?

STATEMENT OF DON LUCE, INDO-CHINA MOBILE EDUCATION PROJECT

Mr. LUCE. Good afternoon, Mr. Chairman. I would like to first of all introduce Tran Khanh Tuyet, a social worker from Vietnam. I have asked her to come in case of questions regarding the testimony.

The CHAIRMAN. Very good.

Mr. LUCE. I would like to—

The CHAIRMAN. We are very pleased to have you.

Mr. LUCE. I would like, first of all, to support bill S. 2497 and particularly the concern that this bill represents.

I would like to read from my statement and then comment as I read about particular points.

I believe, however, that it is only a partial solution and may ease the conscience of some toward the continued destruction of Vietnam. The real problem is the continuation of the war which creates more orphans and economically and culturally weakens the Vietnamese family structure and its ability to cope with the problem.

NUMBER OF AMERASIAN CHILDREN

I believe that there have been at least 200,000 Amerasian children born and probably twice that number. When I was in Vietnam, I went to tax offices in different communities, particularly in the areas where there were a lot of U.S. soldiers, got the numbers of bars, and then went to the bars and talked with the women and asked how many women there were in each bar, how many children each of the women had and how much of their time was spent as temporary wives, and how much time they spent in the bars; and from this I made an estimate that there were between 100,000 and 300,000 bar girls, "temporary wives" and prostitutes; and there were at least 200,000 Amerasian children and probably twice that number.

FAMILY STRUCTURE IN VIETNAM

I think it is important to recognize that in Vietnam most of the bar girls and temporary wives come from farms where they have lived maybe with one or 2 acres of land and have been forced from this land. On the farm the family works very closely together; the men do the plowing; the women plant the rice and sing rice-

planting songs; and the children ride the buffalo. When they get a leaflet telling them to leave, or military action forces them to leave, they are crowded into the city slums and around the air bases. There has been a tearing apart of the family structure.

The older women wash clothes and the younger women work in the bars. Maybe a woman will come into the refugee camp and offer them lots of money to work in the bars and brothels and they need money for the family, so they go to work in the bar or the brothel, and they then try to become a temporary wife because of their fear of getting venereal disease or their desire for a more permanent kind of relationship.

After they are married, they try to have a child because they feel that children are the most precious possession any man can have; but, after the soldier finishes his tour in Vietnam it is, first of all, very hard to get married because of the paperwork. Generally, the soldier will pass his wife on to a buddy or he will tell his wife that he is coming back in 10 days or 2 weeks, so she won't cry when he leaves, but he never returns, so she goes back to the bar to find another husband.

Usually when she goes back to the bar she sends her child back to her home so that, in terms of the estimates of the Amerasian children, one of the difficulties is, that if you estimate the number of children in the orphanages, most of the Amerasian children go back to the farms rather than directly to the orphanages. Some of them do go to the orphanages and one of the problems there is that the orphanages are overcrowded. There are not enough people to take care of the children.

FRENCH EXPERIENCE IN VIETNAM REGARDING EURASIAN FRENCH

I would like to also speak just for a minute about the French experience in Vietnam regarding the Eurasian French.

When the French were there, they provided educational benefits to the French Vietnamese children and now the Eurasian children are now grown up and are the doctors, teachers and so on. There is almost no discrimination against the Eurasian children.

At the same time, the children of the north African troops did not receive these educational benefits and care. These children are now the men who are the front-line cannon fodder; the women work in the soul bars, and there has been a great deal of discrimination against them. I think this is one of the reasons why in Vietnam today there is more discrimination against the black-Amerasian children than there is against the white-Amerasian children.

DISCRIMINATION AGAINST AMERASIAN CHILDREN

We have provided no care to any of the children and I think that one of the things we can predict is that as time goes on there will be a growing discrimination against the children, particularly because the longer the United States stays in Vietnam the deeper the resentment toward American presence in Vietnam becomes.

PRESENT SAIGON REGIME NOT CONCERNED

I would like to bring up several points on the bill. One of them is that the present Saigon regime is not concerned about the welfare of the orphans, Amerasian children or other war victims. Only about one-half of 1 percent of the national budget goes into welfare. Only \$1.45 per child per month is allotted to orphanages to care for the children.

ADOPTING VIETNAMESE CHILD

A Vietnamese or American couple that wants to adopt a child must have been married 10 years, have no natural children of their own and one of them be at least 30 years of age or else get special permission from the President of Vietnam.

This means, or this has led to many different forms of bribery so that to adopt a child in Vietnam will cost about \$2,500 U.S. dollars, as you pay the bribes all the way up through.

CRITICISMS OF S. 2497

One of my criticisms of bill S. 2497 is that it proposes that the program, and I quote :

Be administered only with the consent of the Government of South Vietnam and in accordance with such arrangements as may be mutually agreed upon by the agency and that government.

In essence, what bill S. 2497 does is it puts the funds into the hands of a few individuals in the Saigon government who have already shown little concern in the past for the welfare of the children.

We have the problem in the orphanages and the lack of care for the Vietnamese children because the Saigon government has not been concerned. Almost no money goes into the orphanages. The Government has made it almost impossible for Vietnamese families or American families to adopt the Vietnamese children, and yet we are proposing to put the money through the same organization that has not cared about the children of Vietnam in the past.

The second concern or point I would like to make is that bill S. 2497 proposes to help care for the orphans and Amerasian children but does not deal with the causes of the problem. One-third of the peoples of Cambodia, Laos, and the southern half of Vietnam are refugees. The bombing of all Indochina continues and the problems are further intensified so that, in a sense or in a way, I am afraid that many people will use this bill to ease their conscience, to say :

Well, you know, sure, the war continues but look at all of the help we are giving to the children ; look at all the good we are doing.

1970 AID ANNUAL REPORT

As can be seen from the 1970 U.S. AID annual report, Vietnamization has intensified the problems. The budgets for the civilian humanitarian aid, such as health care, have been decreased while paramilitary aid has been increased. For example, in the annual report giving the budgets for 1970 and 1971, the aid to the public safety, which is a euphemism for the police and prisons, was \$20.9 million for 1970, and

\$30 million for 1971. At the same time, the aid for health decreased from \$27.8 million down to \$25 million. So we have been moving further away from aid for social welfare and help, and more aid has gone into prisons and this sort of thing.

EMPHASIS ON CARE FOR MOTHERS, STRENGTHENING FAMILY STRUCTURE

I would like to commend the bill in the emphasis that it is putting on the care for mothers and toward strengthening the family structure, and I think this is the most important part of the bill. I believe that the most important thing to do is to try to strengthen the family structure, try to provide health care and prenatal care.

INCREASE OF VENEREAL DISEASE

One particular point I would bring out is that since we have gone to Vietnam the incidence of venereal disease has increased greatly. For example, among the women who work in the brothels, the percentage of VD at the VD center in Saigon has been running about 50 percent. To date, our Government has done nothing that I know of and certainly very little in terms of trying to control venereal disease.

For example, we do not provide VD centers; we do not provide penicillin. The women are forced to get their penicillin from quack doctors which is usually watered down and outdated penicillin. This may control the VD but does not cure the VD.

OPPOSITION TO ESTABLISHING SEPARATE ORPHANAGES FOR AMERASIAN CHILDREN

I would be opposed to making or establishing separate orphanages for Amerasian children. This is not proposed in the bill and I don't think it is intended, but I would like to put that on record.

CONDITIONS IN VIETNAMESE ORPHANAGES

I think in any case where either parent wants to keep the child, then it is good for the child to stay with that parent. If there is a Vietnamese family that is available, then they should keep them. I think there are cases, particularly with Amerasian children, and especially black-Amerasian children, where there is no Vietnamese family available and the mother does not want to keep the child. I think that the children certainly would be much better if they could be adopted here, than to be put into the orphanages in Vietnam where the mortality rate runs between 50 and 80 percent and where, for example, at the Go Vap Orphanage they have 1,215 orphans and 16 nuns to take care of them. This is a ratio of 76 children for each adult to take care of them.

When you go into the orphanages in Vietnam what you find is that the children will see you and they will just come up and grab you by the pants or by the shirt and try to climb into your lap. This is just a lack of love and affection.

I believe that if every American or if every member of this committee could just walk through an orphanage this would probably end the war in terms of our feeling. If every American could see the

conditions in the orphanages, it would create a new understanding of the problems that we have created for Vietnam.

LETTER FROM TOM FOX OF FEBRUARY 26, 1972

I would like to close this formal part of the testimony with two things: First of all, I would like to read from a letter that I just received. The letter is dated February 26, 1972, from Tom Fox who has spent about 5 years in Vietnam as a social worker and journalist. He said:

Apparently, the bill to help Vietnamese orphans comes up next month. I am aware that men of good intentions have mixed feelings on what should be done for the orphans. But one fact should be beyond any dispute and that is that the children should be gotten out of the orphanages of Vietnam.

I visited the Go Vap orphanage yesterday. They have taken in about 100 of the Long Thanh orphans, as if they did not have enough infants already. Most of the children were four years or younger. They all seemed to be the same height, about 2½ feet tall. They came running up to me, their thin arms outstretched, looking up, begging to be picked up and held. Their little fingers kept moving grabbing upward into the air.

I was surrounded by the children and could not hold them all. Those that I did not pick up held onto my legs fulfilling their instincts to be near an adult. The children, unlike other Vietnamese of the same age, did not fear me. Nothing was familiar enough to them to be strange and hence they did not fear. When I lifted them they screamed out with joy almost like a lover would meeting a lover after long separation. That deep hollow feeling grew in my stomach. It was an emptiness stemming from a knowledge that I could not deliver the love they so desperately needed.

The youngest infants upstairs sat up and laid in cribs. Many were only a few weeks old. They are still coming in. Many were Amerasians. Many showed compulsive anxiety, knocking their little foreheads against their mattresses, continually swatting at their cheeks, eyes rolling back and forth, dazed, not seeing, scared. They were dying in front of me for lack of affection, needing so much to be held. Six nuns worked continuously to assist the children but, alas, all they could do was feed and clean up after them.

Perhaps, rather than read all of this, I can submit this into the record. (See p. 84.)

LONG THANH ORPHANAGE

I mentioned the Long Thanh orphanage. The New York Times issue of February 11, 1972, states that the Saigon government on February 10 sealed off the Long Thanh orphanage where two children were left dead and one in critical condition. They have charged that there was influence from the NLF, and so on, so that the orphanage has been closed down. This was one of the most effective orphanages in Vietnam. It was one of the few orphanages that used older children to help care for the younger children which would be one way of dealing with larger numbers of children.

COMMENT ON STATEMENT BY MR. NOOTER

I would like also to comment on the statement by The Honorable Robert Nooter. In this morning's testimony he mentioned about the financial support and increases and this sort of thing. For example, he mentioned specifically that the Agency for International Development administers a program of providing surplus food under the provisions of P.L. 480, Title II, to 922,000 Vietnamese children, that this comes to \$6.7 million U.S. dollars.

Now, if you do some very simple arithmetic, this comes out to 2 cents a day for each child, which is a very insignificant amount, also coupled with the fact that a very high percentage of the Public Law 480 and other goods never get to the children so a very large percentage of this goes into graft and corruption.

He goes on further to say that 6 months ago AID advised the Government of Vietnam that it was prepared to make available an additional 547 million piasters, which is about \$1.3 million U.S. dollars for the child welfare programs. If you took, just for example, the 400,000 orphans which he mentioned earlier, who receive support from the Ministry of Veterans Affairs, this only comes out to \$3 a year for each of the orphans. In other words, very little care or money is being given to the orphans of Vietnam.

S. 2497 SUPPORTED

In summary, I would like to support bill S. 2497. I recognize there are many problems to it and it is not going to solve the problem in general, but I do think that it may provide some help for a few of the individuals; it may focus some attention onto the problem for us to think about and perhaps to create some action within the Saigon government.

REAL PROBLEM IS PRESENCE OF U.S. TROOPS, PLANES, MATERIALS

Second, I would repeat that the real problem is the presence of U.S. troops, planes, and materials. When we leave, the Vietnamese can solve their own problems and I think these hearings and the necessity for these hearings, are a sad testimony to the fact that the U.S. Congress has been unable to cut funds on the Vietnam war.

(Mr. Luce's prepared statement follows:)

PREPARED STATEMENT OF DON LUCE REGARDING ASSISTANCE TO VIETNAMESE CHILDREN

I support the concern that bill number S. 2497 represents. I believe, however, that it is only a partial solution and may ease the conscience of some towards the continued destruction in Viet Nam. The real problem is the continuation of the war which creates more orphans and economically and culturally weakens the Vietnamese family structure and its ability to cope with the problem.

I believe that there have been at least 200,000 Ameri-Asian children born and probably twice that number. As a researcher for the World Council of Churches, I studied the problems of post-war reconstruction and the rehabilitation of women who have worked as bar-girls, prostitutes or temporary wives.

I obtained the number of bars in different cities, from the tax collection offices, visited a sample of the bars and found out how many women worked in each bar. I estimated that there were between 100,000 and 300,000 bar-girls, prostitutes, and temporary wives in Viet Nam in late 1969. Almost all of these women had at least one Amer-Asian child. Just about every bar had at least one woman pregnant by an American soldier.

Most of the bar-girls, prostitutes and temporary wives were once farm girls. They have been forced from their rural villages by the war (usually by U.S. leaflets telling them that they are going to be bombed or by our firepower itself). After they are crowded into the refugee camps, an older woman comes into the camp and offers them lots of money to work in the bars. They need money for their families so they go to work in a bar or brothel.

Soon they become temporary wives. It is more permanent and they are less apt to catch venereal disease. They usually have a child by their American "husband." They want to have children because the Vietnamese feels that a

child is the most precious possession a man can have. If they have a child, they feel, their soldier will not leave them.

But it is extremely difficult for an American soldier to marry a Vietnamese girl. It takes months of paperwork. Sometimes they get married and things usually work out fine. But . . . more often, the soldier just passes his wife on to a buddy or tells his wife that he'll be back in a few days (to keep her from being so upset when he leaves). He never returns and his wife returns to the bar to find another husband.

Usually the women send their children home to their parents and provide money each month to their families to take care of the children. Sending the child to an orphanage is the last resort. They know that sending their child to an orphanage will probably result in his death. The women are caught: they must continue to sell themselves in order to have money to send home—in doing this, they have more children.

The French provided good education to the French Eurasian children. Their children are now doctors, lawyers, teachers, etc. and there has been almost no discrimination against them. At the same time, no aid was given to the children of the North African Legionnaires. The Afro-Asian boys grew up to become front-line cannon fodder and the girls have become bar-girls and prostitutes in the bars for American black soldiers. Because of this and because some Vietnamese are prejudiced against people of darker skin, there has been more discrimination against the half-black children.

The United States has provided no assistance for any of the Amer-Asian children. I believe there will be increasing discrimination against these children. As the U.S. continues the bombing of all Viet Nam, increases aid to the corrupt police force, and keeps the unpopular Thieu regime in power, there is more and more anti-Americanism.

The problem of orphans and Amer-Asian children exists because the United States continues to bomb the countryside, tear apart the economy, and intensify the breakdown of the family structure. If the U.S. withdrew its troops, ended the bombing and withdrew its military and paramilitary support from the Thieu regime, then the Vietnamese would have peace. At that time, the Vietnamese could begin to repair the damage done to their society and adequately care for the orphans and Amer-Asian children.

I believe that it is important for this committee to consider the following points:

I. The present Saigon regime is not concerned about the welfare of the orphans, Amer-Asian children, or other war victims. Only about one-half of one percent of the national budget goes into welfare. Only \$1.45 per child per month is allotted to orphanages to care for the children. A Vietnamese, or American couple that want to adopt a child in an orphanage must have been married ten years, have no natural children of their own, and one of them be at least 30 years of age or else get special permission of the president of the country. This leads to many forms of bribery and the cost of adopting a Vietnamese child may run as high as \$2500.

Bill S. 2497 proposes that the program "be administered only with the consent of the Government of South Viet Nam and in accordance with such arrangements as may be mutually agreed upon by the Agency and that Government."

In essence, Bill S. 2497 puts the funds into the hands of a few individuals in the Saigon government that have already shown little concern in the past for the welfare of the children.

II. Bill S. 2497 proposes to help care for the orphans and Amer-Asian children but does not deal with the causes of the problem. One-third of the peoples of Cambodia, Laos and the southern half of Viet Nam are refugees. The bombing of all Indochina continues and the problems are further intensified.

Many people will use Bill S. 2497 to ease their consciences—"But look at all the good we're doing. We're helping all those orphans," some will say.

III. Vietnamization has intensified the problems. Budgets for civilian humanitarian aid such as health care have decreased, while para-military aid has increased.

IV. Assistance to the mothers and towards strengthening the family structure must be the emphasis of Bill S. 2497. For example, there are almost no free clinics for the treatment of venereal disease. U.S. soldiers have caused a terrific increase in the venereal disease rate, yet we have done little to control it. I would like to propose that funds be included for venereal disease control centers throughout the country.

I would like to commend the writers of this bill for including Section 7. I believe that the encouragement of United Nations and other multilateral and non-profit organizations is extremely important.

I am opposed to establishing separate orphanages for Amer-Asian children. Such isolation would cause extreme psychological adjustments when they were "released." In a case where either parent can care for the child or Vietnamese parents are available, I am opposed to adoptions here in the U.S. I support the concept of foster parents (e.g. through Foster Parents Plan).

There are thousands of children being inadequately cared for in the orphanages. I have visited many of these orphanages and seen the results of too many children and too few people to care for them (e.g. at Go Vap orphanage there 1213 orphans for 16 nuns—a ratio of 76 children to each adult). The children are starving for affection. The result of this is described in a letter that I recently received from Tom Fox who has lived and worked in Viet Nam for five years as a social worker and journalist:

"Apparently, the bill to help Vietnamese orphans comes up next month . . . I am aware that men of good intentions have mixed feelings on what should be done for the orphans. But one fact should be beyond any dispute and that is that the children should be gotten out of the orphanages of Viet Nam.

"I visited the Go Vap orphanage yesterday. They have taken in about one hundred of the Long Thanh orphans, as if they did not have enough infants already. Most of the children were four years or younger. They all seemed to be the same height, about two and a half feet tall. They came running up to me, their thin arms outstretched, looking up, begging to be picked up and held. Their little fingers kept moving, grabbing upwards into the air. I was surrounded by the children and could not hold them all. Those that I did not pick up held onto my legs fulfilling their instincts to be near an adult. The children, unlike other Vietnamese of the same age, did not fear me. Nothing was familiar enough to them to be strange, and hence they did not fear. When I lifted them they screamed out with joy almost like a lover would meeting a lover after long separation. That deep hallow feeling grew in my stomach. It was an emptiness stemming from a knowledge that I could not deliver the love they so desperately needed.

"The youngest infants upstairs sat up and laid in cribs. Many were only a few weeks old. They are still coming in. Many were Amerasians. Many showed compulsive anxiety, knocking their little foreheads against their mattresses, continually swatting at their cheeks, eyes rolling back and forth, dazed, not seeing, scared. They were dying in front of me for lack of affection, needing so much to be held. Six nuns worked continuously to assist the children but, alas, all they could do was feed and clean up after them.

"One three-year-old black American, stomach distended, had rubbery legs. The nun said she has never shown a desire to walk. Another two-year-old white American in diapers looked emaciated, seeming to be a third of his real age. I doubt if he can live another month.

"A nun told me that American soldiers used to come in to play with the children but they no longer come. Vietnamese families, she explained, face the explosive, depressing inflation, and can barely find the energy to care for their own young. . . .

"Rosemary Taylor, a living saint I am convinced, has many more applicants for children than she has children (from orphanages) available for adoption. WHY? Because the orphanages, both Catholic and Buddhist alike, are afraid to give up their children to foreigners. Catholic orphanages insist the parents must be Catholic and most Buddhist orphanages do not give up the children to anyone. . . .

"I write this to you now because the problem of orphans in Viet Nam is continually growing. The problem is not 'winding down.' Parents are not coming back to life. I have a feeling people in the U.S. want to do something but do not know what to do.

"I suggest that the bill now in Congress be encouraged to pass. I suggest that the GVN be encouraged by all possible American means to modify its adoption policies. I suggest that immediate priority be given to making money available for orphanages in Viet Nam that are willing to increase the quantity and quality of their staffs. I am aware that many orphanages abuse funds given to them so there must be some controls. But it is important that an American-Vietnamese organization be founded to care for the paperwork allowing the children to get out of the country. Ideally, as you (Don Luce) have long suggested, this should

be an international organization, hopefully under the United Nations. But the need to act to help the orphans is desperate and immediate."

In closing I urge this committee to take action as rapidly as possible on passing this bill. It will not solve the problem, but perhaps it will provide some help for a few individuals.

Second, I repeat, that the real problem is the presence of U.S. troops, planes and materials. When we leave, the Vietnamese can solve their own problems. These hearings, the necessity of these hearings, is sad testimony to the fact the U.S. Congress has not yet been able to control the U.S. military and stop the destruction brought on by our massive military power.

(Views of Mrs. Tran Khan Tuyet, South Vietnamese social worker, submitted by Mr. Luce, follow:)

First of all, I would like to say that I feel very much appreciative to be able to talk here today. Of course, I support very much Donald's testimony about the bill. But there are a few things here I would like to emphasize.

When I went into the legislation report of September 8, 1971, it said the purpose of this legislation is to assist the Vietnamese in rebuilding a significant aspect of their social structure. I feel very bitter as a Vietnamese, just an ordinary woman of Vietnam, because the social structure of Vietnam has been destroyed by American presence for the last 17 years in Vietnam or American involvement in Vietnam for 27 years.

Now we remain with so many problems. As Don mentioned, more than one-third of the population has been—has become refugee. We have hundreds of soldiers who are war amputees. We have 100,000 prostitutes. Somewhere there is an estimate of 400,000 prostitutes. We have more than 300,000 orphans, fatherless and motherless, plus all of the destruction, of social disintegration because of the corrupt leadership in the government supported by the U.S.

To me, it would be ironical and hypocritical if the children's problems would pass before any other bills or the leaders of the government to stop the war first.

Also, if I may say, I found there are some attitudes of some American organizations—I say some of them—we have been involved in the same issue like the children's care bill. None of them would ever say anything on a slogan, may I say, of love, to help the Vietnamese children, but they always mention "We have a duty—the Americans have a duty, and pity." The children don't need Americans' pity and the children from Vietnam don't need Americans' duty after having their fathers killed or the mothers killed because of the war.

I wish there was some way we could make communication between the two people—Vietnamese and American people—to double up this kind of concern and care in terms of coexistence which I have never found in Vietnam yet.

And also somewhere in the bill it is more emphasis on the Vietnamese, half Vietnamese and half American children; and I know there are a lot of groups, including Pearl Buck's group, that try to help to save half American children. Unfortunately or fortunately, these children are also half Vietnamese and we don't consider them as possessions. We consider them as belonging as part of our lives and I am opposed very much to see anywhere we will try to adopt Vietnamese children without having concern of the conflict we have had for the past 17 years.

Even though my own children would be half, so-called white American, and I just wonder have you or has this group done much to help the minority groups here in America before we can think of helping the Vietnamese children?

Also, the attitude of maybe a conflict of these groups who always think that the Vietnamese social workers have less dedication and less training and also emphasize that with American aid, not government aid, but American civilian groups' aid, you could help to change more Vietnamese to more day care. I don't believe so because it never happened. It might never happen.

Well, to sum up, I also have the same conclusions that Don mentioned here, that as long as Americans would not accept the unification of Vietnam, I wonder how much you could help the children for other things or victims from the war? Well, we spend about almost \$20 to \$27 billion to kill and destroy Vietnam as a whole country.

I will support the bill, if I may, under one condition, that anything we have to do to help Vietnam with America's support, will have to be a very careful and very dedicated issue, dedicated problem, because we always talk about orphans in the south. We forgot that in North Vietnam we have 100,000 of them and in the

air raids we have 100,000 of them, too. Who took care of them? If we want to bomb. Only the South Vietnam Government, in which the corruption has been known here and has been condemned by some of the radical Americans. This is my last question.

The CHAIRMAN. Thank you very much.

WITNESS' EXPERIENCE IN VIETNAM

Mr. Luce, for the record, I wonder if you would just briefly state your experience in Vietnam?

Mr. LUCE. I went to Vietnam in 1958 with International Voluntary Services or IVS as an agriculturalist, worked with sweet potatoes, and then in 1961 was made a Director for IVS in Vietnam, and was there until 1967 as Director of IVS.

In 1968 I went back to Vietnam as a journalist, and then in June 1969, I started to work for the World Council of Churches as a researcher, and a journalist with the Ecumenical Press Service.

I speak Vietnamese, and so I have spent a total of about 12 years in Vietnam.

Maybe I could point out also that Tuyet has been a social welfare worker in Vietnam, worked with the Committee of Responsibility—
(Additional views of Mrs. Tuyet submitted by Mr. Luce follow:)

Mostly I worked as a volunteer student who has found the young generation in Vietnam has lost their identity and tried to bring back the connection or the relationship between the urbanized people and the rural areas, the rural people. In that context I have been trying to work since 1956 and 1957. I worked in the Go Vap orphanage when we had only five hundred orphans. As far as I remember, there were just a few mixtures and maybe left over by the French troops, but we didn't have much problem with Amerasian problems at that time. Only I remember that the daily death of the children because of lack of care and because of lack of concern—we had only less than 10 percent of help from the Vietnamese Government at that time, which is the Diem regime, to help these children, so I have seen the problems since way back 17 years ago which has been increasing and never solved and, therefore, I would not see any way that with Americans' help without concerning the political change for Vietnam would be accepted by the Vietnamese people. I have been here for three years and most of the summers or some of the summers I don't have to go to school and I worked as a volunteer again with the Committee of Responsibility here for the last three summers.

CONTINUATION OF WAR IS REAL PROBLEM

The CHAIRMAN. Mr. Luce, I, of course, agree with your views, but this is not the real problem. The real problem is the continuation of the war. I am sure you are aware that efforts have been made in the Congress to influence the Government to stop the war, but we have failed for lack of influence on votes on two or three occasions. You are familiar with this, I think. That, of course, does not mean that legislation benefiting the orphans should not be passed in spite of that very tragic situation that continues.

CHANNELING FUNDS THROUGH PRIVATE GROUPS RECOMMENDED

With specific reference to this legislation, your criticisms, I think, are quite reasonable. If we make the money available to the Government, the same Government that presently, apparently, is very little interested in this matter, then it probably would never be used for the purpose that it is appropriated.

What would be your comment upon a different approach if that money earmarked for this purpose would be made available through AID? In other words, it could be spent only for this purpose legally. In your opinion, would it be more likely to be used for the purpose of assistance to the orphans if it were administered in that fashion, under such a restriction, than if it were turned over to the Government of South Vietnam?

Mr. LUCE. I think this is probably true. I would point out that one of the good aspects of the bill is that it does provide a way to channel support through international organizations such as the U.N. and private organizations. I believe that the funds would be much more apt to get down to the orphanages if they were channeled through private groups.

I think when you speak of channeling through AID—

The CHAIRMAN. UNICEF is not a private group; it is a public group.

Mr. LUCE. No, in that case an international group; but I think that the problem that you run into with AID is exactly the same problem as with the Government of Vietnam, and that is that it has its vested interests about the war, that in the past, we have put millions of dollars worth of things through AID and the effect has generally been to widen the gap between the rich and the poor, and it is very easy to divert funds from one project into a similar project. For example, last May I testified to the fact that after the "tiger cage" incident, our AID program diverted funds into building new tiger cages to replace the former ones.

Now, there doesn't seem to be many mechanisms in AID to really channel these funds into the way that the people who appropriate the funds think the money is being used for. So one of my concerns of channeling it through, directly through AID, would be again the question of whether it would really go to the children; so I would encourage an emphasis to be put on channeling the funds through private organizations if, for example, through the Committee of Responsibility, through foster parents plan, and organizations like this.

QUESTION OF ADOPTIONS FOR DESERTED CHILDREN

And, also, I think that the question at the ambassadorial level, the question of adoptions for children who have been deserted and so on, I think, has to be raised.

The CHAIRMAN. Adoption by whom?

Mr. LUCE. I think if you take a child in Vietnam who has been given up by its mother and where the father is unknown, say an American father, then I think that when there is a choice of this child going into an orphanage or being adopted by an American family—

The CHAIRMAN. American family in Vietnam or here?

Mr. LUCE. Here. I think it would be better.

The CHAIRMAN. I thought you said in another part you did not think they ought to be brought here?

Mr. LUCE. I think that generally when there are parents, one or both parents, living in Vietnam or when there is a Vietnamese family available, then it should be adopted in Vietnam. And I think also that one of the biggest problems in Vietnam is the difficulty for a Viet-

name family to adopt a Vietnamese child because they have to be married 10 years, have no children of their own, one of them has to be at least 30 years old or they have to get the permission of the President of the country, so what I really—

The CHAIRMAN. Does that apply only to Vietnamese citizens?

Mr. LUCE. That is true for either Vietnamese or Americans, or, of course, the special permission from President Thieu which is one of my basic concerns that if the Government of Saigon, the Saigon regime, has no more concern about its children than this, it seems to me very counterproductive to put more funds through this same Government to try to bring about better child care.

LITTLE CAN BE DONE WHILE WAR GOES ON

The CHAIRMAN. But can you deal with this problem without dealing with the Saigon Government? They have to give permission for anybody to work there, don't they?

Mr. LUCE. Obviously, or I wouldn't be here today. I was kicked out of Vietnam a year ago because, for example, well, it is another story. But I think that specifically channeling the money through the Vietnamese Government, when there are organizations working in Vietnam is a waste of that money. I think that really what you and I are battling against is getting back to the fact that very little can really be done while the war goes on, and that I support the bill because I think we should try; I think that money should be made available to do these things, but that we should be very careful not to use this bill or any other bills like it to ease our conscience into thinking that we are not responsible for the problems which we are trying now to patch up.

The CHAIRMAN. That is a very good thought, but due to the propaganda that the war is being wound down, and everybody had almost forgotten it until this recent outbreak—it has been quite successful in taking the war out of the minds of the people, as you know, by saying it is being wound down and coming to an end.

OPERATIONS OF UNICEF

The practical application here—what about UNICEF—have you observed their operations?

Mr. LUCE. Yes, and I think—

The CHAIRMAN. Are they reasonably efficient?

Mr. LUCE. They had a good milk and bread feeding program which they had to stop; I mean they were going well, but then there was so much corruption involved in it that they finally stopped it.

CORRUPTION BY LOCAL SAIGON OFFICIALS

The CHAIRMAN. Corruption by whom? You mean local people?

Mr. LUCE. By local Saigon officials.

The CHAIRMAN. Wherever you turn you run into that problem, don't you?

Mr. LUCE. That's right. I think if you take, say, the Go Vap Orphanage, a specific orphanage in Vietnam, that if one private organization were to work directly with this orphanage, perhaps you would have

less corruption. At the same time you would have to recognize that it would become less of a Vietnamese institution.

The CHAIRMAN. Can you do that without the approval of the Vietnamese Government?

Mr. LUCE. No.

The CHAIRMAN. Do you have to pay them to get their approval?

Mr. LUCE. Yes.

The CHAIRMAN. We are right back where we started.

Mr. LUCE. Yes; this is the problem.

WHAT IS BEST MACHINERY?

The CHAIRMAN. My guess about the Members of the Congress is that they are very worried about the means of carrying it out. I think there is quite a resistance to creating a new government organization. There is a great feeling we have too many now. They have proliferated all over the place and with various problems—not in this area, but other areas. They would like to use existing machinery. The question is, what is the best existing machinery? Would it be, with all its dangers, UNICEF or AID or some other one that I am not—

Mr. LUCE. I believe the best machinery would be a combination of the private American organizations.

The CHAIRMAN. You keep saying private. Who is private? UNICEF isn't private?

Mr. LUCE. UNICEF is not private.

The CHAIRMAN. Who is private that you have in mind?

Mr. LUCE. Foster parents, for example.

The CHAIRMAN. Are they set up; are they working over there?

Mr. LUCE. Yes.

The CHAIRMAN. Do they have a staff there?

Mr. LUCE. They have about 5,000 adopted children and they have a staff of Vietnamese social workers and they have a director and so on.

The CHAIRMAN. How many? What is the size of their staff?

Mr. LUCE. They have a director, an assistant director, and approximately 15 Vietnamese social workers. The director, I believe, is Canadian; I am not sure. The deputy director is American and they have 15 or so Vietnamese social workers.

CARE has a staff of about 10 people.

The Committee of Responsibility has a staff of about five people—no, I am sorry—less than that, about three people.

Vietnam Christian Service has a staff of about 60.

The CHAIRMAN. Who?

Mr. LUCE. Vietnam Christian Service.

The CHAIRMAN. Who is that?

Mr. LUCE. That is under the joint sponsorship of the Church World Service and others, it is, well, under the general American church sponsorship at 475 Riverside Drive; so there are a lot of private organizations in Vietnam.

I think that this afternoon we will hear Mr. Lou Kubicka who was formerly director of the American Friends Service Committee, who can tell of some of the frustrations of volunteers working in Vietnam trying to meet some of the social problems.

But I do believe that more of this money would get down to the

people that way, and that it would be done much more in line with Vietnamese social practices and so on, than it would be for United States, for the AID program directly.

The CHAIRMAN. Well, this administrative problem obviously is a very difficult one over there. It is not much good to appropriate money and then have it all wasted by people who are inexperienced or don't know what they are doing.

\$150 BILLION WASTED

Mr. LUCE. But I would point out that we are really wasting \$10 billion on bombs, planes—

The CHAIRMAN. We wasted—

Mr. LUCE (continuing). and military equipment.

The CHAIRMAN. We wasted \$150 billion; I don't know where you get \$10 billion.

Mr. LUCE. We wasted \$150 billion there.

The CHAIRMAN. Sure.

APPROPRIATION OF MONEY AND ITS USE

Mr. LUCE. In terms of killing people, it seems to me we should try to find a way of using \$1 million to help people.

The CHAIRMAN. That is what we are trying to do. What is the best way to use it? That is what I said. I think there is a disposition to appropriate the money.

Mr. LUCE. Right.

The CHAIRMAN. But they don't wish to appropriate it in a way that only adds to the corruption.

Mr. LUCE. Right. This is why I would suggest trying to channel it through the organizations like UNICEF or organizations—private organizations—that are working there now.

DETERMINATION OF NUMBER OF AMERASIAN CHILDREN

The CHAIRMAN. You mentioned a much higher figure than we had seen about the Amerasian children. I mean, how do you determine the figure of over 200,000?

Mr. LUCE. I went to different tax offices in Vietnam.

The CHAIRMAN. Different what?

Mr. LUCE. Tax offices. You know, they have offices that collect property taxes and taxes on the bars and all of this. I got the numbers of bar owners in different towns and I went to the bars and talked with the women who worked in the bars to get the number of women in each bar and these other places I would just go to, I just tried to count the bars that were in the city, just go up and down the streets and count the bars and get the number of women who worked in the bars, and then I interviewed women in the bars to get an estimate of the children, you know, how many children they had. I asked them "How many children do you have?" and using these figures, we made an estimate. This was in late 1969. There were between 100,000 and 300,000 bar girls, "temporary wives" and prostitutes. Most of them had at least one child; several of them had two or three children, Amerasian children, Vietnamese/American children.

I believe that this method of trying to find out how many bars, how many women in the bars, and how many children they have, is a much more accurate way of getting the number of Amerasian children than finding out how many Amerasian children in the orphanages for two reasons: First, if you are trying to find out how many children are born so many of the children in the orphanages die and the mortality rate is at least 50 percent and many estimates are up to 80 percent.

Second, the mothers try, whenever they can, to send their children back to the villages rather than putting them into the orphanages.

The CHAIRMAN. Did you give an estimate of how many orphans besides the Amerasians you think there are?

Mr. LUCE. I have not, in my testimony.

The CHAIRMAN. This estimate is of Amerasians?

Mr. LUCE. The 200,000 to 400,000 is of Amerasian children. These are half orphans.

In terms of orphans and half orphans, and the people killed and so on, I am sure that it would be—I would rather not, I would rather write you a letter later, you know, on this.

USE OF MONEY FOR PURPOSE APPROPRIATED

The CHAIRMAN. I think you see the problem. I would hope if we could find a way that there was some reasonable assurance that money made available could be used for the purpose for which it is appropriated. I know that is a very difficult thing and a very difficult purpose to achieve. It is true it is very difficult even in our own Government, in our own programs, but this is a very special situation.

I think you have given very useful testimony. Do you have anything further you would like to add?

Mr. LUCE. No; I would like to submit my testimony for the record.

The CHAIRMAN. Yes. The entire statement will be put in the record. (See p. 82.)

Mr. LUCE. To be put into the record.

The CHAIRMAN. Thank you very much. Our next witness is Mr. Louis P. Kubicka, the Friends Committee on National Legislation.

STATEMENT OF LOUIS P. KUBICKA, FRIENDS COMMITTEE ON NATIONAL LEGISLATION; ACCOMPANIED BY EDWARD F. SNYDER

Mr. KUBICKA. This is Mr. Ed Snyder, Senator.

I would like to submit the entire testimony for the record.

The CHAIRMAN. Yes; it will be received.

Mr. KUBICKA. And I will read excerpts and make comments.

The CHAIRMAN. That is fine.

Mr. KUBICKA. A lot of what I have to say is supportive of what Don has already said, so we will avoid some repetition here.

My name is Louis Kubicka. I am 30 years of age. I worked in South Vietnam with the American Friends Service Committee, Quakers, for 4 years, returning to the United States in July 1971. I was an unpaid volunteer. Three of those years I worked in general administration, while the fourth I worked as director of Quaker work in South Vietnam. I speak Vietnamese. Today I am speaking for the Friends Com-

mittee on National Legislation which represents 22 of 28 Friends' yearly meetings and 10 Friends' organizations in the United States, but does not purport to speak for all Friends.

QUAKER PROGRAM IN VIETNAM

I would like to tell you a little bit about the Quaker program. It was begun in 1966 in an attempt to aid Vietnamese refugees and war injured civilians. For a period of 5 years, we operated a child day-care center in Quang Ngai. The center, which was the first in Vietnam, is now continuing under the direction of the Ministry of Social Welfare.

We had to use a great deal of pressure to get that day-care center continued. In fact, we know it was not only our pressure to get that day-care center continued, but we think also AID pressure to get it continued, because of the embarrassment that might follow from it being dropped. Very definitely the social welfare service in Vietnam wanted to drop that program.

Presently, we are continuing in Quang Ngai a rehabilitation program for war-injured civilians, which was begun in 1967. This program includes production and fitting of artificial limbs, physical therapy, and reconstructive surgical services and social rehabilitation services, and the training of Vietnamese personnel in all these areas. Also, while we were operating that day-care center, we had the Ministry of Social Welfare conduct training programs for their cadres, day-care cadres, that were going to work in other day-care centers in Vietnam.

We have served thousands of these injured people in the last 5 years. Approximately one-third of our patients have been children and, therefore, I feel qualified to speak on the problems of the war in Vietnam as it affects children and the problems of trying to alleviate the suffering caused by the war.

We deeply appreciate the concern to help the children in Vietnam which motivates the sponsors of this legislation, Senators Williams, Hughes, and Hatfield, and also yourself.

VIEW OF S. 2497

Our basic view of S. 2497 is this: We believe the most important part of the bill is section 1. There it is recognized that the United States has a moral responsibility for the children of Vietnam. The children of Vietnam have been some of the chief victims of this war, and the size of the problem is immense. Meeting the needs of Vietnamese children is beyond the capabilities of the present South Vietnam Government and beyond the provisions of this bill. A lasting solution can only come with a complete end of the war and the installation of a popular government in Saigon which is dedicated to the welfare of the people. Until then, programs such as those proposed here provide only marginal benefit. Ideally, also the bill's scope should be broadened to include all the children of Indochina.

The bill deals only with Vietnam; right away, our perspective is too narrow. The real perspective would look at our responsibility with regard to all of Southeast Asia.

I think we can kind of give a marginal support to this bill, to create a new child care agency. One of the advantages of this new agency is that it would be predicated on our moral responsibility for what is happening there. The problem with AID is that it has no strong feeling of responsibility for what the United States has done to that country.

All their programs have come as a result of pressure from the United States, from many sources, but never because they felt responsible for what was going on there. I am speaking of AID as an agency, not of some of its dedicated employees. This new agency, if it were created as a separate agency, would be predicated on the basis of our moral responsibility, and it might actually deal with the need, and that might have a somewhat better result.

PROBLEMS CONFRONTING CHILDREN OF VIETNAM

We see many basic problems confronting the children of Vietnam. The biggest problem, of course, is that the children are being killed in large numbers. Children are being injured. One problem that we have dealt with is that war-handicapped South Vietnamese children receive virtually no educational training that might prepare them to make the most of what remains of their abilities. They will be almost totally unable to make an economic contribution to their own support except through begging.

A really good child-care agency could start to get into this. There has been nothing done in social rehabilitation of crippled children in South Vietnam. If AID were going to respond to needs, then it should have responded to this one long ago.

Now, other problems: Children have been orphaned in huge numbers. Here is one: Children are commonly held in political prisons along with their parents. In Quang Ngai prison across the street from our residence, there were customarily 40 children present, including newborn babies. We ran a program for pregnant women in prison, and several of the children were picked up by our small schoolbus in the morning and taken to the Quaker day-care center for a period of time. Eventually, we didn't get the kind of cooperation that would allow us to continue this.

Another problem is child labor, and this is extremely common and of necessity.

Also, there is a problem, I think, although I really don't have any evidence to support this, that the dire circumstances that many women are in, in South Vietnam, pressures them to abort their unborn children. We feel this is a moral problem which we are in some measure responsible for, but, of course, the extent of such a problem would be most difficult to ascertain accurately.

MAJOR IMPEDIMENTS TO EFFECTIVE HELP THROUGH LEGISLATION

We see three major impediments to effective help to the children through the legislation before you: One is one mentioned before, and you have mentioned and Don mentioned, ending the war and not just American involvement in the war, is the primary requirement for helping the children. All other help to children pales in comparison

to what this would mean. Until the war is over, we will generate more problems than solutions.

The second major impediment is that the bill channels aid necessarily—there would be no other way to do it—through the existing inadequate Government.

My experience leads me to believe that the Saigon Government, because it has not identified with the interests of the common people, does not command the allegiance and commitment of the sort of dedicated workers who could carry out effective child-welfare programs. There are some capable and dedicated Vietnamese now working in Government child-welfare programs, but the magnitude of the need is so great, as a result of this disastrous war, that only a large-scale community-based educational and welfare program with wide popular support could hope to mobilize sufficient human resources to do an adequate job.

Perhaps one of the reasons for the lack of success of the Government's social welfare efforts has been the ill-concealed and short-sighted use of welfare aid as a carrot or stick to achieve political support for or submission to the GVN. Concerned Vietnamese hesitate to commit themselves to a program which has tended to be used to buttress the Government in power rather than help needy people.

The provision in the bill for direct assistance to private nonprofit organizations is especially commendable. There are some capable and highly motivated persons in some of the nongovernmental agencies. The problem once again is that any such assistance would be under direction and control of the Government of South Vietnam in accordance with section 2(a). Thus, the private nonprofit agency would tend to be at the mercy of the South Vietnamese Government, since the governmental control of funds would work to increase control over the policies of these organizations. If private agencies become closely allied with the Government, their problems of recruiting dedicated workers, especially at the local level, would be greatly increased.

A leading Buddhist monk once told me, "We do not like the Communist establishment, but we like those people who have committed themselves to that side because of their dedicated will to serve the people. Our dilemma is that we like the form of government in South Vietnam, but we do not like the people who remain in control—the same people who were in control under the French and who do not care about the common people of Vietnam."

The third major impediment we see is that the bill is too narrow in scope. The United States has a moral responsibility to alleviate the war caused suffering of all of the children of Indochina, not just children in Government-controlled areas of South Vietnam. Fully interpreted, this would mean help to children in provisional revolutionary government controlled areas of South Vietnam, in the Democratic Republic of Vietnam, in Laos, and Cambodia. Realistically, at the present time, this responsibility should be expanded from South Vietnam to Laos and Cambodia, where massive and indiscriminate bombing of civilian populated areas is continuing to kill and wound children and make them refugees and orphans. We estimate there are a million child refugees in Cambodia and Laos. We have no information on the number of orphans or casualties.

It is a hard thing to say, but in conclusion, we believe the truth to be that social rehabilitation while the war continues is first-aid salve on a wound that hasn't been washed. Thank you.

(Mr. Kubicka's prepared statement follows:)

PREPARED STATEMENT OF LOUIS P. KUBICKA ON BEHALF OF FRIENDS COMMITTEE ON NATIONAL LEGISLATION

My name is Louis Kubicka. I am 30 years of age. I worked in South Vietnam with the American Friends Service Committee (Quakers) for four years, returning to the United States in July 1971. Three of those years I worked in general administration, while the fourth I worked as Director of Quaker work in South Vietnam. I speak Vietnamese. Today I am speaking for the Friends Committee on National Legislation which represents 22 of 28 Friends Yearly Meetings and 10 Friends organizations in the United States, but does not purport to speak for all Friends.

The Quaker program in South Vietnam was begun in 1966 in an attempt to aid Vietnamese refugees and war injured civilians. For a period of five years we operated a child day-care center in Quang Ngai City which is now continuing under the direction of the Ministry of Social Welfare. Presently we are continuing, in Quang Ngai, a rehabilitation program for war injured civilians which was begun in 1967. This program includes production and fitting of artificial limbs, physical therapy, and reconstructive surgical services and social rehabilitation services; and the training of Vietnamese personnel in all these areas. We have served thousands of these injured people in the last five years. Approximately one-third of our patients have been children, and therefore I feel qualified to speak on the problem of the war in Vietnam as it affects children, and the problems of trying to alleviate the suffering caused by the war.

We deeply appreciate the concern to help the children in Vietnam which motivates the sponsors of this legislation, Senators Williams, Hughes and Hatfield. They have shown by their vote on amendments to end the war that they, like we, believe the first and most helpful way to help the children of Vietnam and all Indochinese people is to end the war immediately. We believe it is the failure of our Government—and, in a real sense, the American people—to put human values above ideology and dubious geo-political power struggles that brings us here today.

Our basic view of S. 2497 is this: We believe the most important part of the bill is Section 1. There it is recognized that the United States has a moral responsibility for the children of Vietnam. The children of Vietnam have been some of the chief victims of this war, and the size of the problem is immense. Meeting the needs of Vietnamese children is beyond the capabilities of the present South Vietnam Government and beyond the provisions of this bill. A lasting solution can only come with a complete end of the war and the installation of a popular government in Saigon which is dedicated to the welfare of the people. Until then, programs such as those proposed here provide only marginal benefit. Ideally, the bill's scope should be broadened to include all the children of Indochina.

BASIC PROBLEMS

Here are the problems that we see confronting the children of Vietnam. We believe that we must try to take a broader perspective than is usually taken by Americans if we are to accept our moral responsibilities to the children of Vietnam.

1. Children are being killed in large numbers by bombing, artillery fire, mines, napalm, rockets, the cross fire of contending forces, accidents caused by unexploded munitions, and in trying to collect the reward offered by Americans for turning in dangerous mines and booby traps. The Senate Judiciary Subcommittee on Refugees estimates 325,000 civilians killed in South Vietnam alone in the period of 1965-71, of which 30%, about 100,000, were children under 13 years of age. While the war continues in Vietnam, Cambodia and Laos children will be among its principal victims. Responsibility for their deaths is a central issue with respect to the immorality of our government's policy.

2. Children are being injured by these weapons, including anti-personnel weapons designed to maim rather than kill. Three-quarters of a million civilians in South Vietnam have been injured by the war. Perhaps a quarter of a million have been children. South Vietnamese crippled children receive virtually no education

or training that might prepare them to make the most of what remains of their abilities. They will be almost totally unable to make an economic contribution to their own support except through begging.

3. Children have been orphaned in huge numbers. One estimate is 700,000. Pressure from a deteriorating economic situation has forced families to abandon their children to orphanages. The death toll in orphanages, sometimes estimated as high as 80%, means that Vietnamese and American fathered children are dying at a shocking rate.

4. Children are commonly held in political prisons along with their parents. In Quang Ngai prison across the street from our residence there were customarily 40 children present, including new-born babies. We ran a program for pregnant women in prison and several of the children were picked up by our small school bus in the morning and taken to the Quaker day-care center.

5. Child labor is extremely common of necessity. In addition to the millions of children forced to labor to contribute to their own or their families' survival, we find that families are often forced to give up their children to work as servants, often virtually as slaves. This sort of thing is very common in South Vietnam. I would guess that over a hundred thousand children who should be in school in preparation for a future are laboring as household servants. From my experience, I know that it is not that Vietnamese love their children less than we do but mainly because of war-caused economic pressures. Children are also forced into prostitution and such degrading tasks as leading the crippled and blind and maimed through the streets of South Vietnam's cities on begging excursions. Children are also involved in "pimping" and handling heroin transactions. Large numbers of children are full time scavengers in the dumps and refuse heaps of every major U.S. base in South Vietnam.

6. We also have good reason to suspect that there is a serious pressure for pregnant women in dire circumstances to abort their unborn children. This, too, is a moral problem for which we are in some measure responsible. Of course the extent of such a problem would be most difficult to ascertain accurately.

SOME SPECIFIC CASES

Our consideration so far of the problems of children has been in the abstract. But in order to see what these problems mean concretely we have drawn a few case histories from our files at the rehabilitation center in Quang Ngai.

1. Dung, aged 8, who lost both legs in a mine injury, was evacuated to Chu Lai by U.S. army. His mother lost touch with him, as she was refused entry to Chu Lai to see him. The child did not know where he came from and as a result was sent to the wrong Province Hospital. From there he was sent to the Invalid Childrens Orphanage, and from there to the Quaker rehabilitation center for fitting of artificial legs. He claimed his parents were dead, but a few days later his mother found him; she had been coming to the hospital every day to see if he was there, and by chance came to ask at the Rehabilitation Center.

2. Tao, 12 years. His mother is paralyzed from the chest down. Father dead or away as soldier. Live in An Sen, and as result of war have lost their land. The boy therefore has to assume total health care for the mother, which includes washing her and cleaning her as she has no control over body functions. Two younger siblings aged 6 and 4. He also has to support the family which he does by working as a day laborer in the fields.

3. Phuong, 16 years, is paralyzed below the waist. She lives in Phu Quy, is totally dependent on father and younger sister for her care. Previous to the mine injury that killed her mother, her sister and injured her, she was working full time in the fields for the family and caring for her younger brothers and sisters. Now she is totally dependent on them. Her father begged us to take care of her since he has very little work and can barely support the rest of the family. But at 16 there are few orphanages willing to undertake the care that a paraplegic requires and certainly nowhere that she can learn to take full care of herself and be able to earn a living. So she stays in her village, with no medical facilities, lying in a refugee hut; twice she had to come back to the hospital for treatment of an infection and malaria. Her prospects are dim, and yet such a child in the U.S.A. would expect to live a full and independent existence.

4. Lieu, 6 years, stepped on mine and lost both legs. Now walks with difficulty although has severe muscle contractures requiring years of careful supervision by rehabilitation staff. Mother supports family financially and cannot stay with him in the center for the long periods required. He will probably go home and

sit in a chair for the rest of his life. He is young and people feel sorry for him, but when his parents are too old to care for him, he will have no training and no livelihood except by begging.

5. Quy lost both hands to a booby trap. Now 13 years old, could read and write. Fitted with artificial hooks which he became adept with. However VN is hot and the plastic limbs are heavy, so he rarely wore them, as he could do most things with his stumps. Had special spoon and cuff for eating. Bright, alert boy who loved to try to type, desperately needs training if he is to be financially independent.

THE PENDING BILL

We have difficulty in offering constructive comment on S. 2497 because, in our view, it attempts to deal with a situation involving inherent contradictions. We don't believe it is possible to take effective steps to substantially alleviate the suffering of Vietnamese children while the war continues. Hence our comments must of necessity be focused on some of the problems we see in the bill, without being able to offer constructive alternatives.

We do believe, however, that it is important in Section 1 to have a public acknowledgment of the moral responsibility of the United States for Vietnamese children.

In addition, the bill helpfully encourages adoption of American-fathered Vietnamese children who are not living with their Vietnamese families. While this is not an area where I have expertise, I have seen enough to lead me to believe that for such children a life with a loving American family would be far preferable to the situation confronting abandoned children in Vietnamese orphanages or on the street.

With regard to the provisions for a child care program, I have many more questions.

Money is not the main problem. We see three major impediments to effective help to children through the legislation before you.

1. *Ending the war, and not just American involvement in the war, is the primary requirement for helping the children.* All other help to children pales in comparison to what this would mean. Until the war is over we will generate more problems than solutions.

2. *The bill channels U.S. aid, necessarily, through the existing inadequate government.*

My experience leads me to believe that the Saigon government, because it has not identified with the interests of the common people, does not command the allegiance and commitment of the sort of dedicated workers who could carry out effective child welfare programs. There are some capable and dedicated Vietnamese now working in government child welfare programs. But the magnitude of the need is so great, as a result of this disastrous war, that only a large scale community-based education and welfare program with wide popular support could hope to mobilize sufficient human resources to do an adequate job.

Perhaps one of the reasons for the lack of success of the government's social welfare efforts has been the ill-concealed and short-sighted use of welfare aid as a carrot or stick to achieve political support for or submission to the GVN. Concerned Vietnamese hesitate to commit themselves to a program which has tended to be used to buttress the government in power rather than help needy people.

The provision in the bill for direct assistance to private non-profit organizations is especially commendable. There are some capable and highly motivated persons in some of the nongovernmental agencies. The problem once again is that any such assistance would be under direction and control of the Government of South Vietnam in accordance with Section 2(a): "The program shall be administered only with the consent of the Government of South Vietnam and in accordance with such arrangements as may be mutually agreed upon by the Agency and that Government." Thus the private non-profit agencies would tend to be at the mercy of the South Vietnamese Government since the Government control of funds would work to increase control over the policies of these organizations. If private agencies become closely allied with the Government their problems of recruiting dedicated workers, especially at the local level, would be greatly increased.

A leading Buddhist monk once told me "We do not like the Communist establishment, but we like those people who have committed themselves to that side because of their dedicated will to serve the people. Our dilemma is that we like the form of government in South Vietnam but we do not like the people who re-

main in control—the same people who were in control under the French and who do not care about the common people of Vietnam.”

3. *The bill is too narrow in scope.* The United States has a moral responsibility to alleviate the war-caused suffering of all of the children of Indochina, not just children in government controlled areas of South Vietnam. Fully interpreted this would mean help to children in Provisional Revolutionary Government controlled areas of South Vietnam, in the Democratic Republic of Vietnam, in Laos and Cambodia. Realistically, at the present time this responsibility should be expanded from South Vietnam to Laos and Cambodia, where massive and indiscriminate bombing of civilian populated areas is continuing to kill and wound children and make them refugees and orphans.

As a nation we are continuing to divide Vietnam by war, in the name of *our* national security, and in order to keep the ill-conceived promises that were made to a minority in South Vietnam. After 25 years of war the first need of Vietnam is for peace with justice to all parties to the conflict, insofar as that can be achieved. Vietnam urgently cries out for healing and this can only come through a settlement of the war.

Every year the war continues, in addition to the killing and maiming, the social and economic fabric of Vietnam and Cambodia and Laos become weaker. Not surprisingly, those who bear the brunt of suffering are the weakest, the little people, the peasants who have left their land, the ordinary people, the hundreds of thousands of invalids and the children.

It is a hard thing to have to say, but we believe the truth to be that social rehabilitation while the war continues is first aid salve on a wound that hasn't been washed.

IMPEDIMENT OF WAR

The CHAIRMAN. Mr. Kubicka, I couldn't agree with you more about the impediment of the war. Its continuation makes it almost impossible to do very much. There are those who believe that the war is being wound down. The evidence isn't very convincing at the present time; but, leaving that aside, and I am not at all sure we can be very successful in any case.

QUESTION OF ADMINISTRATION

Do you agree with Mr. Luce about the question of administration, that the best way, if we can do it, is to make the money available to independent, either private or public, organizations such as he mentioned? I won't repeat them all. You heard the testimony.

Mr. KUBICKA. Yes. I am not particularly sure that is right. Recruiting people to work for you, getting people to work for you in South Vietnam, is a problem. First, there is not an infinite number of qualified people because of the war. Also, Vietnamese ask, where does the money come from? They asked us many years in Quang Ngai and it made a big difference to them in whether they would be willing to work for us. That was the ultimate as far as they were concerned—your program can have one name or another, but where the money comes from, that shows to whom the program belongs. So I think with respect to U.S. agencies, perhaps it would be better, if we could channel in some way through those private or international agencies.

But with respect to Vietnamese agencies, it would be rather disastrous for them to become more economically dependent on our funds. It also would tend to jeopardize some agencies, some U.S. agencies as well.

The CHAIRMAN. I am not sure I understand you. Are you suggesting—

Mr. KUBICKA. What I am suggesting is that the kind of people who really care in South Vietnam do not want to get committed to our side of the struggle and, therefore—

The CHAIRMAN. Do not what?

Mr. KUBICKA. Do not want to become committed to our side of the struggle.

The CHAIRMAN. Even as to the care?

Mr. KUBICKA. They are either on the fence or what have you.

The CHAIRMAN. Does this go even to the care of orphans?

Mr. KUBICKA. Well, there are exceptions.

The CHAIRMAN. I know they wouldn't in a war, but in this matter—just to use an illustration, if you made money available to AID, could they make it available to, say, UNICEF or some of the private committees that Mr. Luce mentioned instead of to the Government of South Vietnam?

Mr. KUBICKA. I believe perhaps they could, yes.

NECESSITY OF DOING BUSINESS WITH ESTABLISHED GOVERNMENT

The CHAIRMAN. It is very difficult to do business in any country without doing it with the Government. I mean, this is always the trouble. We have that trouble and have all along been plagued by the idea, I mean, the necessity in many cases, of doing business with the established Government, many of which are not very efficient in the administration, but it is a serious and very difficult problem.

I had thought perhaps that AID, having been operating there a long time, being accustomed to their methods, if it undertook this kind of program might be able to do it reasonably well or as well or better than an entirely new agency or the Government of South Vietnam?

Mr. KUBICKA. Well, they would work through the Government of South Vietnam, of course, and I think they would do it worse than a new agency because of the difference in the way they see their basic responsibility toward the situation. If you will permit me, I think that came out of Mr. Nooter's testimony this morning. They feel that anything we do above zero is gratis and that is the presupposition of the work they do.

In this new agency it would be predicated on moral responsibility for what is happening over there. This is a basic difference, I think, not just a philosophic difference. I think it would have different meanings in working in Vietnam.

The CHAIRMAN. Well, do you have any suggestions, Mr. Snyder? Do you wish to say anything?

SMALL NUMBER OF PEOPLE TRAINED AND ABLE

Mr. SNYDER. I guess I would follow what Mr. Kubicka said with this: The problem seems to be that it is very difficult to find the kind of people who are dedicated and committed to this kind of social work, especially if they are to be on the payroll or receive their funds either from the U.S. Government or from the South Vietnam Government. And this is a fundamental difficulty given the small number of people whom you have to choose from, who are trained and able to do this work.

DESCRIPTION OF ORPHANAGES IS TRUE

I would just like to add a word to what Mr. Luce said about the orphanages in South Vietnam. I have had the opportunity to be in those orphanages and the description which he gave and Mr. Fox gave in that letter is absolutely true. These children rush out to grab your hand and your leg, just wanting to be picked up and carried and to have some human contact. In Indochina it is not only physical cripples we are making, and mental cripples we are making, but also emotional cripples we are making over there. I think that the adoption provisions of this bill are perhaps some of the strongest provisions.

If there are ways that can be found to have more of these children come to the United States and be brought up in an American family which will love them and care for them, this would be a wonderful thing and infinitely preferable to their future in one of these orphanages or on the streets.

The CHAIRMAN. Well, thank you, Mr. Snyder.

Thank you very much, sir.

The next witness is Dr. Frederick Depp, Council on Adoptable Children.

STATEMENT OF DR. FREDERICK DEPP, COUNCIL ON ADOPTABLE CHILDREN (COAC); ACCOMPANIED BY JAMES F. SEELEY

Dr. DEPP. I have with me Mr. James Seeley, who is the president of our local chapter of the council here in Washington, D.C.

Mr. Chairman, the Council on Adoptable Children—COAC—is one of nearly 200 adoptive parent groups in this country concerned with insuring that all children have an equal chance to grow and be nurtured in a family regardless of racial heritage, age or handicap, be it physical or emotional.

S. 2497 ENDORSED

Because of this concern, the council strongly endorses S. 2497 and respectfully requests that this committee accept it in its entirety. We view this bill as a balanced, sane response to both the general problem of child welfare in South Vietnam and the special needs of American-fathered children in that country. As is true for other witnesses, we are particularly interested in insuring that legislation drafted to render child care do so on a case-by-case basis whether placement after emergency services be to an existing Vietnamese family or foster home. We are pleased to note that S. 2497 appears to have been drawn with the necessary flexibility and attention to detail so that this will be possible.

We also strongly affirm section 3 of this bill which provides for intercountry adoption in selected instances for American-fathered children, since the weight of evidence we have reviewed indicates that almost all black-Vietnamese children and many white-Vietnamese children would best be served by such an intercountry adoption procedure.

MANY FAMILIES EAGER TO RECEIVE CHILDREN

As adoptive parents, we feel a special responsibility here today to indicate clearly to the committee that there are many families eager to receive these children into their homes. Judging by the continued

inquiries we receive about adoption procedures for Vietnamese children, it will not be difficult to make satisfactory placements. As you are probably aware, young couples in increasing numbers are adopting children rather than producing them and among these couples are a growing number adopting children traditionally considered hard to place.

Our own chapter's growth in a year and a half to nearly 200 families reflects this pattern.

There are numerous other indicators one could cite. The highly publicized cases of prospective parents enduring all manner of hardship over extended periods of time attempting to adopt Vietnamese children attest to the profound concern and personal commitment to action which many Americans share for these children's plight. We believe S. 2497 provides a carefully conceived means of expression for all Americans to respond humanely with the best chance of having effect in a highly problematic context.

We would like at this time to enter into the record the case history of Mr. and Mrs. Philip Rush, Washington COAC members, who attempted adoption of a Vietnamese child. This case illustrates the confusion of procedures, agency relations, and policies which now confront prospective adoptive parents.

(The information referred to follows:)

CASE HISTORY OF PHILIP AND GAYLE RUSH

In May 1968, Philip Rush met Kim, a Vietnamese orphan, at a Saigon hospital. In June of 1968, Mr. Rush met with an International Social Services representative in Saigon to begin adoption proceedings. He then hired a lawyer in Saigon to whom he gave his power of attorney and in August Mr. Rush returned to the United States where he made contact with the D.C. Department of Welfare and the Bureau of Immigration and Naturalization. In September Mr. and Mrs. Rush were notified that D.C. Welfare and ISS had agreed upon the necessary course of action to begin adoption proceedings. In October of 1968, Mr. and Mrs. Rush received Kim's birth certificate from the attorney in Saigon as well as their dispensation for age, for length of marriage and notice that the adoption contract would be executed on December 12, 1968, (the signing of the proxy papers by the President of Vietnam.) The Rushes then forwarded these documents and an explanation regarding the hiring of a lawyer as well as a history of all that had thus far transpired, to D.C. Welfare.

At this point, the D.C. Dept. of Welfare requested that Mr. and Mrs. Rush dismiss their attorney and stop proxy proceedings stating that ISS would not work with D.C. welfare unless these steps were taken because ISS did not look favorably upon proxy adoptions. Without ISS, D.C. Welfare would not do the necessary home study and without the home study the Bureau of Immigration and Naturalization would not classify Kim as an eligible orphan without which she could not enter the U.S. Mr. and Mrs. Rush complied with the request and in November 1968, word arrived from the Centre Caritas in Vietnam giving a physicians summary of Kim's improving physical condition. (Kim was crippled.) During the following month the D.C. Dept. of Welfare began its home study on the Rush family. Another letter from the Centre Caritas arrived in April 1969, which cited Kim's continued physical improvement. In July, D.C. Welfare informed Mr. and Mrs. Rush that they would be unable to complete their home study and after demanding an explanation Mr. and Mrs. Rush were notified officially in September 1969, that Kim was unfit for adoption citing word from International Social Services that the sisters at Centre Caritas felt that Kim could not wait any longer for placement and were taking steps to find another alternative for Kim. Thus, the case was closed.

Dr. DEPP. In closing, we reiterate that S. 2497 has our enthusiastic endorsement, particularly its emphasis upon a flexible response to varying individual needs.

AVAILABILITY OF ADOPTIVE PARENTS

Finally, we view the specification of provision for limited inter-country adoption as reasonable and wish to assure the committee there need be no hesitancy concerning this aspect of the bill with respect to the availability of adoptive parents based upon our recent and current shared observations which point to an extensive number of prospective parents for such children.

Mr. Chairman, we wish to add the following comment to our prepared statement, since we believe a response is necessary to one issue raised this morning.

REMOVAL OF MIXED-RACE CHILDREN FROM VIETNAM

It was indicated in the testimony that removal of mixed-race children from Vietnam is, to paraphrase, an "artificial solution," and that every effort should be made to support and socially integrate these children into Vietnamese society, including attempting changes in customs and mores bearing upon the acceptance of these children. We would suggest that while such efforts are laudable, our own past experiences in other countries torn by war would suggest it is unrealistic to expect that countries so impoverished and drained by war will be able, even with our assistance, to come to grips effectively with all of these subtleties of societal rejection and discrimination.

Our own society also is a case illustration of the time involved for even modest change to customs and mores to occur when color distinctions are involved.

Further, we fail to see how removal of mixed-race children can be construed as "artificial," given the imposed creation of this very problem by a military intervention which, in the minds of many, is at least as artificial.

That is the extent of my prepared statement.

Senator PELL (presiding). Thank you.

HOMES FOR BLACK-AMERICAN FATHERED CHILDREN

In connection with the adoption of children here, do you feel that homes could be found for the black-American fathered children as easily as for the white?

Dr. DEPP. A great many children in this country are now being adopted who are black-white children, mixed-race children, and I don't see that there would be any difference in the acceptance of a Vietnamese-black child relative to this.

Jim, do you have a sense of that?

Mr. SEELEY. Well, our experience in Korea would indicate this is possible because a lot of mixed Korean-black and Korean-white children have been adopted in the past and continue to be.

SHIFT TOWARD ADOPTING CHILDREN

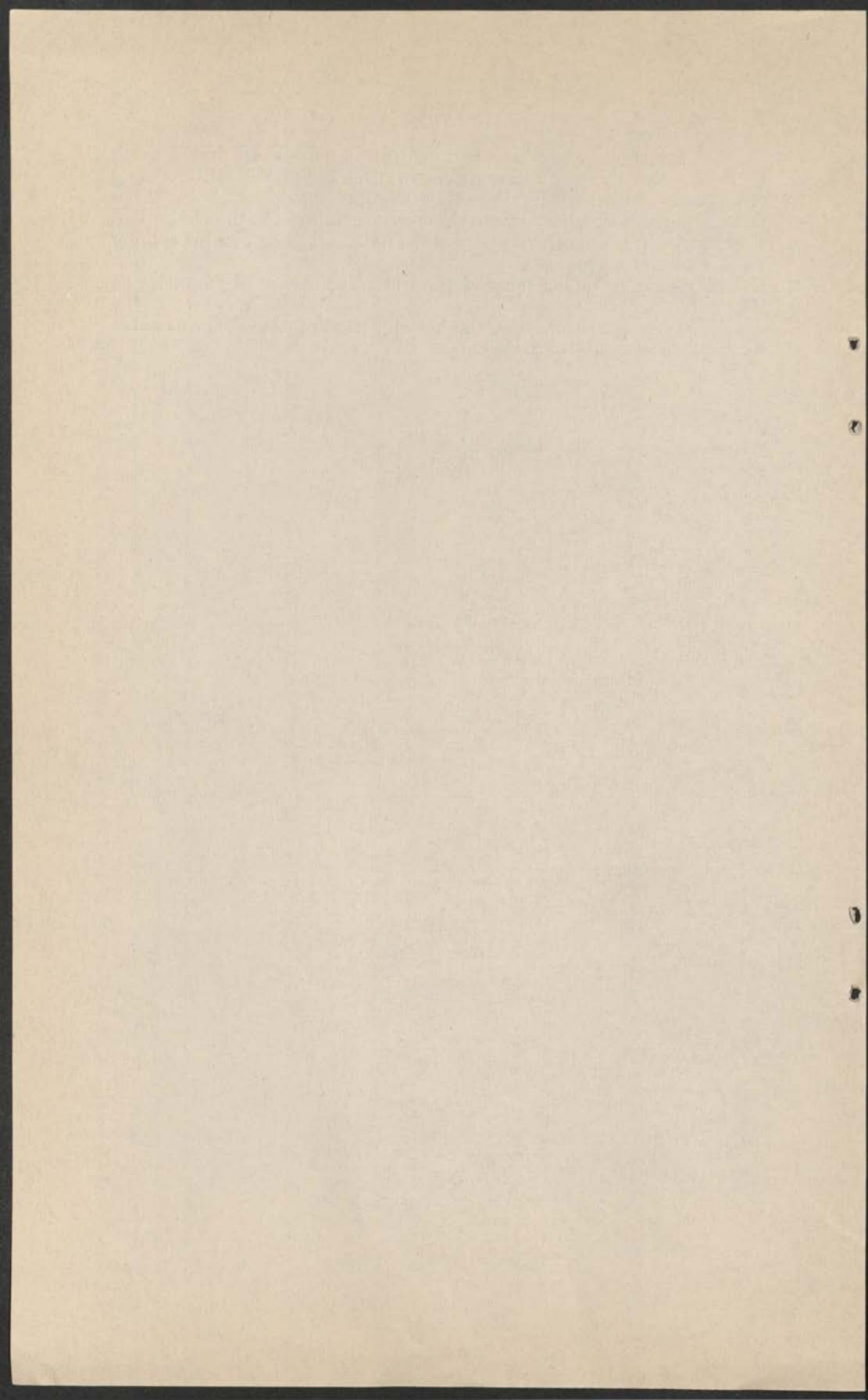
Senator PELL. You mentioned in your statement that more and more couples in America are adopting children rather than having them. What is the reason for that?

Dr. DEPP. I am not sure I am qualified to speak on this. I think there are probably a number of factors bearing on the shift, among them being concern about our population and other issues. I also think there is a growing sensitivity to the needs of children without families.

Senator PELL. Thank you very much indeed. Thank you for coming with your statement.

This winds up this hearing of the Foreign Relations Committee on this bill.

(Whereupon, at 3:20 p.m., the hearing was adjourned, the committee to reconvene subject to the call of the Chair.)



APPENDIX

STATEMENT ON LEGISLATION ESTABLISHING THE VIETNAM CHILDREN'S CARE AGENCY BY CONGRESSMAN CHARLES W. WHALEN, JR.

Mr. Chairman, I commend you and your Committee for scheduling consideration of S. 2497. This measure, as you know, authorizes the President, through the temporary Vietnam Children's Care Agency, to enter into arrangements with the Government of South Vietnam to provide assistance in improving the welfare of children in South Vietnam. Further, if enacted into law, it would facilitate the adoption of orphaned or abandoned Vietnamese children, particularly those fathered by Americans. As the co-sponsor of a similar bill with Congresswoman Florence Dwyer and Congressmen Robert Kastenmeier, Peter Kyros, and 37 other House Members, I am extremely pleased and encouraged by your interest in this legislation.

Mr. Chairman, it is appropriate that consideration be given to such a proposal. An end of our Nation's involvement in the Vietnam war should not mean an end of our obligations to the people of South Vietnam. In the past, we have assisted the people of Europe and Korea in recovering from war's devastations. I believe that we now must begin to consider how we will do the same for the South Vietnamese. As a first step, certainly our attention should be directed to the care and protection of their children.

Like the bill before you, which Senators Harrison Williams, Mark Hatfield, Harold Hughes, and others have sponsored, the legislation we have introduced in the House would establish the Vietnam Children's Care Agency. This Agency, in accordance with arrangements mutually agreed upon by it and the South Vietnam government, would assist orphaned or abandoned children through day care centers and school feeding programs. Food and clothing assistance, as well as aid to improve the physical facilities of orphanages, also would be available under this proposal. Additionally, the measure would provide training for persons employed in day care centers and orphanages and training for persons in child health care and prenatal and postnatal care. Finally, the existing hostel program would be eligible for improvement and expansion assistance.

The bill which my House colleagues and I espouse does differ in two respects from S. 2497. First, unlike the Senate measure, our proposal would provide educational and vocational education assistance to orphanages and to public or private nonprofit organizations.

Second, the distribution of the funds authorized under the Act would be broken down in slightly different proportions. As in S. 2497, our bill would provide that not more than ten percent of the funds be available for the adoption of South Vietnamese children and not more than ten percent could be used for the Agency's administrative expenses. However, our measure would earmark not less than 15 percent of the funds for the aforementioned educational and vocational assistance and not less than 45 percent for day care, training, and other types of assistance delineated in Section 2(b). S. 2497 would authorize not less than 60 percent of the funds for its Section 2(b) which, of course, does not include educational assistance.

Mr. Chairman, my House co-sponsors and I naturally hope that your Committee would consider a possible amendment to S. 2497 which would provide educational and vocational assistance. Nevertheless, we realize that the differences in the House and Senate bills are immaterial when compared with the importance of, and the need for, this legislation.

There already exists a broad awareness of the problem toward which S. 2497 is directed. For example, many private organizations and the Government of South Vietnam presently offer limited assistance to orphans. Our government makes surplus food available, and A.I.D. provides some local currency assistance to orphanages and day care centers through the South Vietnam Ministry of

Social Welfare. These current undertakings, however, do not indicate any real dedication on the part of the American people to assist these children. Nor do they assure any continuity in the American efforts to solve the problem. The establishment of the Vietnam Children's Care Agency, however, would provide the necessary commitment and on-going assistance that is required.

I would emphasize, however, that I envision the Agency as a temporary body only. My House co-sponsors share this view. Once the conflict ends and there is political stability in South Vietnam, the United Nations or another multilateral organization could assume the Agency's functions.

Mr. Chairman, I urge the Committee to act favorably on this legislation. Certainly, we can make no more significant beginning in our rebuilding assistance to South Vietnam than by providing for that nation's children.

DEPOSITION OF TESTIMONY FOR SENATE BILL 2497, BY MRS. FLORENCE A. WOODS

Honorable Chairman Senator J. W. Fulbright, Senate Foreign Relations Committee and members of the committee :

I, Mrs. Florence A. Woods, 8305 S. W. 119 St., Miami, Florida 33156, request your consent to incorporate my testimony into the records of the Senate Foreign Relations Committee hearings on S2497, the Vietnam Child Care Agency Bill.

Let me tell you why I feel Bill S2497 should be passed. It has been estimated that approximately 260,000 abandoned and orphaned children are helpless victims of war in Vietnam and are fully dependent upon any good Samaritan who will help them. These good people need our help! We must remember that thousands of these children are fathered by U.S. servicemen. With the passage of S2497, we would be able to help these dedicated people sustain the life of these unfortunate children so that prospective, adoptive parents would have a chance to raise these children with the love and devotion they well deserve. The dismal picture could be changed with a unified plan made available to advise people of how they can participate in this very necessary project of recycling items they would like to donate to help these children; this is a good, sound ecological investment. It is imperative to provide transportation and security for all items being sent to Vietnam for distribution.

It is impossible to successfully carry out any endeavor, no matter how worthwhile, unless the public is sufficiently and completely informed of all necessary details.

Many people throughout the country have tried to help provide clothing and supplies to these orphanages and institutions but have been uncertain of how to help because of the troop withdrawal. I know, because since Oct. 1970 I have successfully spearheaded a nationwide clothing drive providing many tons of clothing for our service personnel to distribute to patients in combat zone hospitals, orphanages, and institutions, and the troop withdrawal has thrown the burden of distribution on the dedicated people running these institutions and making life bearable for the unfortunate babies now living in substandard conditions. It has been next to impossible to mail clothing in recent months because of the apathy toward the situation in Vietnam. Human contact with these children is at a minimum because of the troop withdrawal. No one speaks to them, no one holds them, no one cares for them, and unless we share the burdens and help supply their basic needs, many will die.

Bill S2497 would provide the answers to their problems—turning a generation of forgotten children into beautiful, happy, useful citizens in homes where people would love and care for them. They would, in turn, be able to build and contribute their culture into society which would be beneficial to all mankind. This would help accomplish our original goal in Vietnam.

This is an important bill with great influence on our future relations with our fellowmen. Gentlemen, I stress the importance to strengthen the legislation so that there will be no loopholes in the methods of transportation, security, and distribution of all necessary items destined to fill the children's needs.

I pray that you will realize the importance of passing S2497 because I, myself, did not help until my son Steve, a medical evacuation helicopter pilot with the 571st medical detachment wrote home (in part). "Lately I have been doing a lot of work in the children's hospital. The kids come here from all our northern I corps with many different things wrong with them. They are the ones hurt most by war. So many of them don't have parents or family. It is a real shame because many are just infants. If you have any old baby clothes maybe you can send

them over, many of them just use "T" shirts to live in or some just a pair of underpants. They would sure be appreciated by a lot of people." "I do feel strongly about my job and wouldn't do anything else, helping people when they need it most is the only thing I can justify in this war."

Gentlemen, I don't know if God ever gave you a burden. God gave me a burden when I read Steve's words, and many people have helped share this burden with me, and they have done something about it. We have only filled these desperate children's needs in a very small way. I agree that we cannot change the tragedy of the entire Vietnam war, none of us wanted to see our American blood shed on Asian soil, no one really advocates any war. We can never black out all the bleak memories or can we erase the terrible experiences our returning vets will always remember, we can never fill the loneliness of the hearts of the survivors of our war dead heroes.

None of these abandoned and orphaned children of Vietnam asked to be born! The real tragedy would be if we would turn our backs on these children and not help by passing Bill S2497. Capt. Bergren wrote, "You may be doing more to accomplish the end of the war by winning these hearts of the Vietnamese people than I am doing by bombing the Ho Chi Minh Trail."

Please record the enclosed clippings and letters of evidence of our efforts to help these people and what needs to be done.

Please, gentlemen, any consideration you can give to the passage of S2497 will be a step in bridging the gap between all people and nations of the world. May God Bless all of you and guide your decision to support S2497. Gentlemen, one thing to remember is that this is a Bill to present human aid—not foreign aid.

FLORENCE A. WOODS.

Witnessed by :

BETTY L. PONTIUS,

Notary Public, State of Florida at Large.

(The information referred to in Mrs. Woods' statement is in the committee files.)

STATEMENT BY GAYNOR I. JACOBSON, CHAIRMAN, COMMITTEE ON MIGRATION AND REFUGEE AFFAIRS, AMERICAN COUNCIL OF VOLUNTARY AGENCIES FOR FOREIGN SERVICE, INC.

This statement has been prepared on behalf of concerned agencies, members of the American Council of Voluntary Agencies for Foreign Service, Inc. and particularly those agencies having major programs in the field of migration and refugee affairs.

The American Council of Voluntary Agencies for Foreign Service has as its constituency agencies not only representing the major religious faiths, but major non-sectarian organizations as well. The American Council is a coordinating body comprising some 42 member agencies engaged in foreign service. It provides a forum where members can discuss their problems and where necessary, formulate plans to facilitate possible solutions. The Council membership includes American Voluntary Agencies of Catholic, Protestant and Jewish faiths, as well as various non-sectarian organizations and this statement represents our collective approach.

For many years, one of the deep concerns of the Council's Committee on Migration and Refugee Affairs has been with the problems of Southeast Asia, particularly with regard to the very complex problem of the welfare of children in Vietnam.

In recent months the problem of Vietnamese children has been receiving a great deal of interest through the press, in the Congress and by the public generally. Historically, it is a fact that a child is a person who tragically suffers most in a war torn society because he is the least able to comprehend the cause or the course of the war. Almost three decades of military operations in Vietnam have left their toll of destruction, desolation and despair.

Senator Harrison Williams stated in the Congressional Record of September 8, 1971 that because of the emphasis on the war and defense, a relatively small amount of money could be allocated to the problems confronting the Vietnamese people, especially the young children.

Much of the recent publicity regarding children in South Vietnam has been generated by concern for those children who have American fathers. Actually, this is a relatively small group among the total child population. It is however, one that can be identified and presents special problems. At the same time, it is of the utmost importance that these children should not be considered separately from other children. Their condition reflects all the more widely the general problems of any country at war with very limited resources for welfare services.

A number of Congressmen have expressed concern for this complicated problem through the introduction of proposed legislation. Senator Williams introduced for himself and other Senators, Bill S2497, which would "authorize the President through the temporary Vietnam Children's Care Agency to enter into arrangements with the Government of South Vietnam to provide assistance in improving the welfare of children in South Vietnam and to facilitate the adoption of orphaned or abandoned Vietnamese children, particularly children of American fathers." This Bill has been referred to the Senate Committee on Foreign Relations where it is now pending.

There are certain guiding principles for child welfare concerns which were adopted by the American Council in 1966, and which are still subscribed to. Some of these are:

1. The preservation and strengthening of family life should be the guiding principle of all agencies seeking to help and serve children in Vietnam.

2. There is a tendency in war torn countries to assume that orphanages provide the most effective and humane solution to immediate and emergency problems of homeless children whereas such care tends to perpetuate itself, and should be regarded only as a temporary measure.

3. The care of children should include in addition to the basic provisions of adequate food, shelter and medical care: family assistance programs; day care centers; boarding homes and other forms of group care; foster home care and local adoptions. Intercountry adoption should be considered only if it is found that this is in the best interests of the child.

4. Children of mixed national and racial parentage present special needs calling for compassion and special programs which will enable them to integrate into the community and culture of either parent on the basis of their individual needs, and best interests.

5. Cooperative planning and programming of voluntary agencies working in Vietnam should involve indigenous agencies and leadership. This should be training of Vietnamese leadership and skilled staff to meet the complex problems.

It is the belief of the Migration and Refugee Committee that Senator Williams' Bill S2497 takes into consideration all the foregoing principles. It spells out some very specific additional principles in (1) and (2) of the Bill, which the membership of the Council's Committee believes adequately expresses concern for the problems.

In general, Sections 2(a)(b)(1), (2), (3), (4), (5), set forth provisions with which the agencies concur.

In Section 2(d) the agencies would suggest a slight modification through the omission of the phrase "clause 1 of" so that line 23 would read "for the purposes specified in sub-section (b) of this Section."

Another minor modification in the language of the Bill relates to Section 3(a); beginning with line 2 through 6 the following is substitute language suggested which it is believed will strengthen the Bill:

"Section 3(a) The President through the Agency shall enter into negotiations with the Government of South Vietnam to facilitate the immigration to the United States for the purpose of adoption by U.S. Citizens of children in South Vietnam who are under 14 years of age, in accordance with Section 101(b)(1)(F) of the Immigration and Nationality Act."

HOLT ADOPTION PROGRAM, INC.,
Creswell, Oreg., March 31, 1972.

HON. J. WILLIAM FULBRIGHT,
Chairman, Committee on Foreign Relations,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Unfortunately Mr. Adams, Executive Director of the Holt Adoption Program, Inc., is out of the country and in all probability will not be back in time to attend the hearings on Senate Bill No. 2497 on April 5. Therefore, we respectfully request that the enclosed statement in behalf of the Bill be entered in the hearing record.

Mr. Adams and I spent three weeks in Vietnam the latter part of January and the first part of February in order to obtain first-hand information regarding the needs of the children and the most meaningful way in which Holt Adoption Program could be of help.

Sincerely yours,

(Mr.) HYUNG BOK KIM, ACSW,
Associate Director.

STATEMENT IN SUPPORT OF SENATE BILL NO. 2497

Those aged one to fourteen make up over one-half the uprooted refugee population, and it is estimated that between 200,000 and 320,000 children have lost one or both parents. By any count, the children of Vietnam have suffered heavily in the fighting that has taken place.

On the basis of our recent study of the situation, those children who are left in orphanages are increasing in number with a growth rate of about 7% per year. This is in spite of the fact that the mortality rate of infants abandoned is extremely high in the orphanages. The need is acute, and unless some minimal constructive measures are taken at this point, there is a danger that there will be a repetition of the Korean experience, when the orphanage population more than tripled following the fighting.

We would argue that we as Americans have a moral responsibility to these children. It is not enough to wage a war and lay down the lives of many men to protect the right of self-determination and of political freedom, however this may be defined. The violence has not been limited to either side, and the plight of many of these children is the direct result of American fighting.

The Administration admits that it is concerned about this problem and is trying to do something about it. It also says that it is doing what is needed but our observations would indicate the contrary. What good does it do to allocate 2½ million dollars for projects in child welfare for one calendar year, with no assurance of funds to be available for the succeeding year. This 2½ million dollars was not even guaranteed to child welfare. It was only made available providing it could be justified against other priority needs. We observed at first-hand the struggle of those responsible for attempting to put together a responsible program. How does one plan meaningful programs using this amount of money, get them authorized, enlist the necessary personnel, of sufficient quality, and execute the programs all within the space of a few months. This is a patently self-frustrating approach to the program and the Administration position only underlines the necessity for legislation setting up an ongoing program with adequate funding, long range planning, and continuity. We also observed that the number of mixed race children in orphanages at present appears to be over twice as high as the figures reported by the Vietnamese government.

We urge the passage of S. 2497 on the basis of our personal observations in Vietnam during January and February of this year (1972). We (I) append the complete report of our survey trip for your information.

REPORT TO THE BOARD OF DIRECTORS OF THE HOLT ADOPTION PROGRAM

VIETNAM 1972

The country

South Vietnam is a crescent-shaped land, about 700 miles long, astride the mountain ranges that form the eastern border of Indo-China. The country averages 100 miles in width between Cambodia and Laos and the South China Sea, except for the critical First Military Region in the north where it is only 40-60 miles wide. The country is divided into four military districts, numbered from North to South. 70% of Vietnam's 17 million (increasing 2.7% annually) people live in the southern third of the land, comprising all of MR 4 (the Delta) and most of MR 3 (Saigon area). Here the land is extremely fertile and a good deal of it is unused. The mountainous areas in the center and north are more sparsely populated and present more problems for security.

The whole country is within the tropics, and even this present "cool" season of the year makes air conditioners welcome. The people live a more cheerful, relaxed, slower-paced life than we do in the United States.

Holt's interest in Vietnam

The idea that Holt might come into Vietnam and do what it did in going into Korea has a natural and obvious logic to it, and Holt has had innumerable inquiries and questions over the years. Besides consultations with those knowledge-

able about Vietnam, Holt representatives have made the trip to Vietnam twice for a personal study; in 1966 by Board Member Mrs. Volz, and in 1968 by Board Member Surdam and Adams, Director. After each trip the decision was made not to begin work in Vietnam at that time. Both times we determined that the work in Korea constituted an unmet need that was still a greater opportunity and a more urgent priority than work in Vietnam. On the second trip, we also determined that the situation in Vietnam would make our entry into the country at that time extremely difficult. But in the last three years, both Holt's situation in Korea and the climate in Vietnam have changed materially, and the time for another look has arrived. The purpose of this trip, then, was to continue the study process begun in 1966 in the light of changes both in Korea and in Vietnam. It was to listen to knowledgeable people: in the governments of Vietnam and the U.S., in the Voluntary Agencies, and to others both Vietnamese and foreign. It was to view as much of the need for ourselves as time permitted. It was to make a more serious attempt to put together something workable in Vietnam, since Holt's position in Korea is now far more favorable for this than before.

Attempts to establish cooperative work

Prior to this trip, the July 19 Conference on the Special Needs of Vietnamese Children in Washington, D.C. was attended, and contacts made with a number of persons knowledgeable about the situation in Vietnam. In particular, each adoption agency which might be interested in starting work in Vietnam was contacted with the possibility in mind of starting a cooperative work. Unfortunately, some were unable and others unwilling to go to Vietnam at this time. We felt that the needs were too urgent for us to wait longer, and so the trip was planned for the last two weeks in January.

Fifteen working days (out of seventeen in the country) were put in to gain as comprehensive a view as possible. Of this time, ten days were spent in Saigon, three days in Danang, one day in Bien Hoa (near Saigon), and one day in Vung Tao, on the coast.

The current situation

Children have been hard hit by the war in Vietnam. Those aged 1-14 make up over one-half the uprooted refugee population. Glen Noteboom reports an estimated 200,000 children have lost one or both parents; the U.S. Mission estimates the figure to be 320,000.

Child care hangs loose in Vietnam: children may be cared for by parents—or by grandparents, aunts or more distant relatives. The traditional hamlet structure is a close-knit cooperative, and it is reasonable to assume that even non-relatives will care for children in this structure. The extended family has been the first line of defense for children without parents to care for them. It is also reasonable to assume that the extended family is weakening under the impact of war and forced migrations.

The orphanage population represents those children for whom the extended family has failed. This population, officially listed as of 1970 at 18,635 in 126 orphanages. Catholic Relief Services are related in some way to over 100 of these orphanages. Based on a sample of ten orphanages we personally checked, we estimate a 7% or about 1,300 growth per year. Although U.S. and Vietnamese policy has been to permit the establishment of no new orphanages, the Ministry of Social Welfare estimates there may be 100 additional unregistered orphanages. The Ministry is now registering these orphanages at the rate of some ten additional orphanages every three months. Registered orphanages receive some 600 Piasters (\$1.45 at current rate) per child per month, which may be about one-third of what the care of these children actually cost.

Abandonments

Dr. Chakerian reports that abandonments are increasing. This points to the danger that the tragic history of Korea could be repeated in Vietnam. VN Christian Service has operated a highly successful abandonment prevention program at Tu-Du Maternity Hospital in Saigon, where babies are born at the rate of 100 per day. The monthly abandonment rate there has been cut from about fifty to five. Mothers frequently only need some counselling and some temporary assistance to keep their children. A similar program has now been started at a second hospital.

Return of children to parents

Once children go into orphanages, they rarely return to their homes. Many poor families see orphanage care as a way to improve the lot of their children. We hear of possessive superintendents who refuse to let parents who had only

intended temporary placement have their children again. Vietnam Christian Service, at the request of the Ministry of Social Welfare, engaged in a two-year program to locate parents of children in orphanages and return children to them. Forty seven children were returned, but VNCS encountered strong resistance from orphanage superintendents and terminated the program, terming it a failure. We would disagree, and think this was a good beginning on a difficult but needed program to educate the superintendents.

It is commonly accepted in Saigon that over half the children in orphanages have known relatives. However, in the few orphanages where we asked, we were told that the majority of the children were without known mothers or fathers. Of the thirteen orphanages we observed, primarily in the Saigon and Danang areas, one had "excellent" over-all care for its children. We rated seven "good," three "fair," and two "poor." But of these orphanages, ten had babies, and of those the baby care was rated "excellent" for none, "good" for only three, two "fair," and five "poor." As is to be expected, it is the babies for whom life is perilous in the institutions. From responsible sources we get estimates of infant mortality running from 80-90%. In two days our personal schedules were delayed by three different babies needing emergency care. We took one baby from a particularly poor orphanage to World Vision's Halfway House for intensive care, but it was too late, the baby died.

Mixed race children

Of the orphanages we visited, there were about 200 mixed race children out of 3,163, or 6.4%. If these orphanages are typical, they would indicate over 1,000 such children in orphanages, a figure considerably higher than the 400 reported by the government. But from the number of these children seen on the streets, it is obvious there are many more in the country, and it is our guess that given estimates of 5,000 to 10,000 are reasonable. No one can predict now how successful their mothers will be in keeping and raising them, but it is quite likely that a considerable number will be given up when troop withdrawal is completed.

Of these mixed race children, we saw black children in a ratio of perhaps 7-8 over white children, indicating that these children are quicker to be given up and more vulnerable.

There are also reportedly some 500-1,000 Vietnamese-Korean children in the country. Some maintain they can be distinguished from Vietnamese children. We have no precedent on which to make a judgment as to whether these children will face problems as a group or not, but it is reasonable to assume they will not face as many problems as children with Western features.

Present resources

There are thirty Foreign Voluntary Agencies registered with the Foreign Voluntary Agency Council, and thirty-eight Vietnamese agencies are listed in the new Program Resource Book. The latter organization is only one year old, but is filling a serious need for better cooperation between the agencies. The Ministry of Social Welfare, in existence only since 1966, only has sixty on its staff who have had any professional training. It receives in the order of one-half of 1% of the national budget, so obviously it is very dependent on the voluntary agencies. General services are still oriented throughout to assistance and war victims; very little to self development and over-all programs. Child Welfare has had no priority except if it relates to military security.

Adoptions

Adoptions by Vietnamese are taking place. But they prefer to adopt within the extended family, and a primary purpose of adopting is to perpetuate the family. The beginnings of a child-centered practice, of taking an unrelated child and raising as their own, is happening among individuals here and there. However, this is, by and large, private and uncontrolled.

There is no agency doing local adoptions, and since using a private attorney is both expensive and time consuming (\$2-300 U.S.), and it is very simple to obtain a child and register it as one's own, adoptions take place this way. Beginning agency work in local adoption will be difficult, but the start should be made.

Unfortunately, this same method is used by many others to get children who become, in effect, indentured servants. When a mother abandons a baby, or indicates she does not want it, nurses or midwives make arrangements for the baby to be placed privately. Money often exchanges hands, with the going price ranging from \$10-\$25 U.S. for a baby. One estimate is that about one-third of these children find their way to an orphanage, the rest are given, sold, and even

re-sold with no protection for the child, and no real knowledge of what happens to him.

In inter-country adoptions, sixty-six children were granted visas to the U.S. in 1969, 123 in 1970, and less than 100 in 1971. The American Consul could offer no reason for the decrease in 1971. Children are also going to Europe. Only one agency is recognized in this area, namely ISS. In 1970 only 7 of the 123 children were placed by them. The Halfway House of World Vision has indirect authorization to make a few placements, but they are not equipped to do it, and they very much wish to turn over what they are doing to Holt. They have completed perhaps eight placements, and have about eighteen cases in process. They do not plan to take on any additional cases. Rosemary Taylor, an Australian schoolteacher, is the one who is completing most of the adoptions going. She has two "shelters" with about sixty children each and uses foster homes, has a foreign staff of half a dozen women. The parallels between her spirit and methods and those of Harry Holt are striking. She is not recognized by the Vietnamese government and in official discussions she does not exist, yet she receives substantial support from Vietnamese and foreigners alike, including a number who are highly placed.

All three groups report that though the procedures are cumbersome, Vietnamese officials at the working level are cordial and cooperative. All three indicate there is unmet need and were cooperative and encouraging to us. World Vision in particular hosted us and made staff and vehicles available to assist us.

What services are needed?

From the beginning we did not think it was sound to come to Vietnam with one kind of service to offer regardless of local situations. Service must be centered in the needs of children, and we attempted to determine these needs by listening to analysis from people on the spot and from our own observations. This need would then have to be analyzed from the standpoint of what Holt is *able* and *competent* to do.

The U.S. Government's Executive Branch has recently OK'd the consideration of Child Welfare needs as a priority item for an amount up to \$1 million to be spent or committed in calendar 1972 only. But these projects must compete with other priorities before the money actually becomes available. As a result, lists of "priority projects" have been drawn up. We were given the benefit of this list, and urged to minimize adoptions work and concentrate on the list. Biggest items were assistance program to civilian widows and increase of payments to orphanages from 60 to 100 piasters a month. Most of the other items were equally inappropriate to what Holt can do, and adoptions was not even on the list. Though it had many good ideas, we concluded that the thinking behind it was more American than Vietnamese, and not too suited to the scope of a private agency such as ours. The upgrading of child welfare to a priority program has been a significant step forward, but the exercise of developing programs to spend a considerable amount of money responsibly in a few months without any assurance of funding the following year is largely self-defeating. Child welfare deserves more. The presentation was inconsistent since the A.I.D. had just granted \$100,000 to ISS to strengthen adoption services in Vietnam, whereas there was no encouragement for a private adoption agency to provide this service at no cost to our government. We did make use of the list as far as we could, however.

When we approached the Ministry of Social Welfare to offer our help and ask what was needed, the answer was that while work in adoptions was worthwhile and needed, it was politically sensitive and it would be most difficult for the Ministry to enter into an agreement with Holt to do adoptions alone. But on the other hand, the Ministry would welcome the arrival of Holt to do "Child Welfare," of which adoptions could be one aspect. Dr. Anh, the Vice Minister also urged us to keep our service direct, simple, and practical—we should help people learn by doing. This corresponded with our appraisal of what was needed.

What Holt can do

With this in mind, we recommend that Holt begin work as soon as possible within the following guidelines:

1. Use the name, "Holt Children's Service" or "Holt International Children's Fund" (the word "adoption" in the title would be an embarrassment to the government).
2. Center our work around individualized services to children on the basis of their specialized needs. (As over against "mass" care in orphanages that depersonalizes children, and "mass" adoptions, which the Vietnamese oppose

but have not defined.) A broad spectrum of such services is planned for the future as resources permit.

3. Initial work should concentrate in these areas:

- (a) An immediate effort, medically oriented, to cut down on the death rate of infants in orphanages—initially in the Saigon area.
- (b) Development of foster home and good orphanage care arrangements for children being processed.
- (c) Institution of adoptions work on a "case by case basis."

Interpretation

We think it would be unwise and probably impossible for Holt, as a licensed agency, to engage only in adoptions as Rosemary Taylor has done. We have examined our motives to ask whether we really want to help children and save lives or to simply "get children" for adoption. There is a tendency for Americans to have but one thought in relation to Vietnam today, namely to adopt a child from there. We will need to educate our supporters not to expect large numbers of children for adoption at least initially, and to support more than one way of helping these children. The plan is to have a variety of programs designed to stem the tide of infant deaths, and then to attack the problem of degraded children in orphanages with a variety of approaches at a practical level.

The timing is right. Problems will now intensify with the withdrawal of American troops. And some agencies are pulling out, leaving a gap. The Vietnamese see this as proof that these agencies were there for the Americans, not for the Vietnamese.

We cannot repeat in Vietnam what was done in Korea. The situation is too different. But there is need, there is opportunity to do even more than we dream of, and there is welcome if we approach it in the right way.

TESTIMONY FOR S. 2497 BY MRS. NANCY KRIVIT OF EDISON, N.J.

My name is Nancy Krivit. I am 29 years old, married to Mark Krivit for the past ten years, and the mother of four children, two boys whom I gave birth to, a little girl whom we adopted, and a little girl in Vietnam who we are in the process of adopting now. I wish to tell the Committee of our personal experience in adopting a Vietnamese child, of the experience of some of the 75 families in this country with whom I correspond who have adopted Vietnamese children, and of the work of hundreds of volunteers in our country who are trying to alleviate some of the suffering of innocent children by providing money, food, clothing, milk and medicines to orphanages in Vietnam.

In 1967 my husband and I decided we wanted to adopt a Vietnamese orphan. Although we had no knowledge of the numbers of children in orphanages or the conditions under which they lived, we knew that war creates orphans, we had room for a child in our home who needed a home, and we very much wanted a little girl in the family. We called several international social agencies and were told it was impossible to adopt a child from Vietnam. In the process we learned of the many homeless children in this country, and proceeded to adopt a little girl in 1970.

By the time we adopted Rory we had learned a great deal about the field of adoption. We are active in two voluntary parent groups, Council on Adoptable Children and Frontiers in Adoption, whose functions involved recruiting parents for homeless children, and working to change laws that hampered children's chances for adoption. Both Mark and myself helped to create Spaulding for Children, a New Jersey licensed adoption agency whose purpose is to serve without fees the homeless children in this country for whom other adoption agencies have been unable to find homes. As members of the Board of Directors we increased our knowledge of adoption both from an agency and individual point of view.

Last year we learned of a family who had adopted a Vietnamese child. We called them and at that point began actively trying to adopt a child. At the same time we became active in organizations which tried to encourage agencies to help with Vietnamese adoption; we helped to support orphanages that were releasing children for adoption; and we tried through the legislation we are discussing today to involve our government in helping the youngest victims of the war.

Last June, 1971, we began writing to several orphanages and agencies trying to locate a child available for adoption. We did not have any friends in Vietnam who could help us, so we had to use the mail. It took us seven months before we were notified by one orphanage that a three week old Vietnamese American baby was available to us. This long wait is so incredible when one considers the thousands of orphans in Vietnam who live in the 126 registered orphanages, on the street or in whatever shelter they can find. We are overjoyed with our daughter and are now in the process of adopting her, a process which will take about a year and is only possible because of the cooperation of individuals in Vietnam who voluntarily devote their time to helping people who cannot travel to Vietnam to adopt. They arrange the paper work with a Vietnamese lawyer and care for the children until they are able to leave the country.

Our daughter is in one of the nicer orphanages in Vietnam, near a United States Air Force base. Over the years this orphanage has received help from soldiers who devote their time to assisting with repairs and maintenance and playing with the children, of vital importance to their development. They also accept packages and letters for the orphanage. Without their help many more children would die than the estimated 80 to 90% mortality rate that now exists in Vietnam's institutions.

From the most recent pictures we have received of our daughter it appears that her legs are not developing properly. We are concerned that we are unable to take her to a doctor and have the necessary diet and correction prescribed that would correct the condition. Instead we must again use the mail to look for a means to help her through people now in Vietnam. The medical care in the best of orphanages is minimal, and conditions like hers, which are not among the most serious, must be overlooked so that those critically ill children can receive care. Nevertheless, we know in the many months that we must wait the condition will probably worsen. We also must live in the hope that none of the common killers of babies, measles, tuberculosis, polio, and pneumonia, will be contracted by our very fragile baby, who already is underweight for her age. We only wish there was medical care for our daughter, and for all the children, and that the time she must spend in a crowded orphanage sharing her crib with at least one other baby can be considerably reduced.

I am a co-founder of the New Jersey branch of Friends of Children of Vietnam, an organization that originated in Colorado some years ago, and whose functions are primarily to support those facilities that are involved in adoption, and to assist adoptive parents in the complicated paper work they must complete before they can bring their child home. As a member of Friends of Children of Vietnam, I have received hundreds of letters from families who would gladly open their homes to a Vietnamese orphan. The homeless children in Vietnam are waiting for parents; the willing parents are waiting for children. The machinery to bring them together has got to be simplified.

There have been eighteen Vietnamese children adopted in Colorado and at least another eighteen adoptions started. The children are a great joy to their families. Each adoption has had some delays and each has been a frustrating wait for the parents. But for some the long wait involved in the adoption has had long-range consequences.

The Schlegals of Longmont, Colorado, had waited four months for their son when they received word he had died in the orphanage. Although the death of this child was difficult for them, they decided to accept a "replacement", a baby boy close to the same age and in the same orphanage. The second boy was named Scott and they waited another eight months for him. Scott was twenty months old when he arrived and could only crawl crab-fashion on the floor. He had had polio. His legs were badly damaged. After a year in casts and braces, Scott had major surgery on one leg. He faces at least one more operation on the other leg and more years in braces. The doctors assure the Schlegals Scott will walk. Had his adoption taken a shorter time, Scott needn't have had polio. His parents now are just grateful to have him and consider him a special gift to their family.

Lara Pauli Grant was born in the same village in Vietnam and on the same day as Scott Schlegal. She went to the same orphanage and got polio at the same time. Lara Pauli will always walk with a limp. A beautiful and loving two year old, Lara delights her parents who can't get over their good fortune in having her. But sometimes when her weak leg gives way and she falls, they wonder why she had to have polio, why she couldn't have come early enough to save her from being handicapped.

Kim Oanh Buchanan was five years old before she was chosen for adoption. Sister Anicet at the orphanage explained to Kim Oanh about a family of her own, gave her pictures of two brothers, two sisters and parents, and then she waited. Ten months is a long time for parents when they wonder every day if their child is being fed well. For the children waiting for a new sister, for the five year old waiting for a promised home, it is long enough to turn a promise into a dream. Kim Oanh is a delight to her family but her speech is developing slowly. Constant untreated ear infections during her stay in the orphanage have resulted in some loss of hearing. It is difficult to learn a new language when you can't hear it very well.

Van watched his family die in a mortar attack. At age seven, he held his shattered leg together with one hand and dragged himself from mother to brother to father to sister. A two year old sister was still alive but died as Van tried to give her the drink of water she begged.

An American found Van in a hospital and heard his story. The American was so moved he promised Van to take him home to the U.S. and always take care of him. It took two years to get through the adoptive red tape. For two years that little boy alternately hoped and despaired.

Van is a happy American ten year old now. He is doing well with his artificial leg. His parents are very proud of him. But we wonder if, after all he had experienced, he really had to go through those two years of waiting.

All of the adoptions are happy. The children are bright and beautiful. But many more families would like to adopt, and are unable to. At the same time a nun at one of the orphanages writes "The babies are dying like flies. We have four to a tiny crib. The children are eating moths and ants. So many die."

A family in New York located a child in an orphanage, and after seven months of loving her, they found out her parents were taking her back. Despite their sadness, they realized that this was as it should be. They realized that adoption was a solution for a small number of the children in Vietnam who need help, but they also realized that for these children adoption was their only hope for survival and a fruitful life. Soon another child was located for them, but she died suddenly of measles. They were shocked and terribly grief stricken, but they knew of the need and they knew of their desire for a child, so they continued when a third child was located for them. Fourteen months after they heard about their first daughter, their third daughter arrived, weak and thin, but alive and smiling. The doctors say her early malnutrition has left her in a weakened condition, but every day she gains strength and even is a bit chubby today.

Every family with whom I correspond tell of the amazing capacity of their children to adjust quickly, and of their eagerness to learn and to enjoy their new environment. They tell of the interest they have developed in the Vietnamese culture and history, as they learn about it in order to share their knowledge with all of their children.

The majority of the children who have come to this country are of mixed racial background, either Vietnamese-Caucasian or Vietnamese-Negro. A nun at one of the orphanages comments "Yes, there are many mixed American-Vietnamese in Vietnam who need a good home and good parents. I am really very worried about their future." It is acknowledged by most of the experts in child welfare that the mixed race child will have great difficulties as he grows older, and particularly the part black child. Numerous studies completed in this country concerning the thousands of Korean children who have been adopted by Americans point out that the adoption of children across racial lines has had a very high degree of success in terms of the child's adjustment, the mutual satisfaction of parent and child and the child's capacity for a fulfilling life. It would seem that adoption is a very important solution to some children in Vietnam whose futures are so uncertain today.

As I understand it, the long delay in the completion of the adoptions is caused primarily by the proxy adoption system now in use in Vietnamese courts, which requires a child to be legally adopted before he can leave the country, rather than having an agency assume legal guardianship of a child, and bringing the child out of the country and placing him in a house until a final American adoption can be completed, at which point the agency would then give up legal guardianship. One particular delay is caused by the need for a dispensation signed by the President of South Vietnam in the majority of cases when the following adoption requirements have not been fulfilled.

1. Parents must be married ten years or more.

2. Parents must have no natural children.
3. At least one parent must be over the age of 30.

Although the dispensations are granted regularly, there is a delay of up to several months in which time the adoption process is at a standstill. There is also a lengthy court process involving two hearings scheduled two months apart. Another delay is caused by the fact that abandoned children must be issued a birth certificate, which has taken up to five months in some cases. From the time a family first locates a child, about a year will pass before that child can join his family.

The part of the Vietnamese adoption that takes place in this country is basically the completion of home study by a qualified adoption agency and the filing of Petition I-600 with Immigration and Naturalization. When the child enters the country, although he has been adopted legally in Vietnam, most of the children are readopted in their state and then file for citizenship two years later.

It has been found that the Immigration authorities have been particularly cooperative in filing Petition I-600, and in many states the public welfare agency has been cooperative in performing the necessary home study.

However, in many states families have run into a great deal of resistance in obtaining a home study for a child not born in this country. It seems to me that the public agency is there to serve the public, which has not been the case for the many families who have been forced to pay fees to private agencies in order that they could have a home study completed.

In some states a family can not adopt a child unless the child has been seen by the family, which makes it impossible for some people to adopt a Vietnamese child. To date there has been little official agency involvement by those who are in a position to help people who wish to adopt; thus there has been nobody to turn to when problems of this nature arise. It is hoped that this legislation will correct some of the weaknesses in Vietnamese adoption and enable agencies to assume a more clear cut and responsible position in helping Americans who wish to adopt.

The tragic irony that exists today is just as the children suffered greatly when U.S. involvement was at its height in Vietnam, so the children will suffer even more as the troops withdraw. These children, who are our responsibility, need extensive child welfare service, including adoption, and they need them now, before too many more innocent children must die.

To sum it up my recommendations would be as follows:

1. To eliminate the proxy adoption, and allow agencies to bring the children out of Vietnam on a case by case basis, under agency legal guardianship.
2. If this is not possible, a simplification of adoption procedures could be encouraged, which would eliminate the need for dispensation, and shorten the court procedure for adoption.
3. A more efficient method should be conceived to obtain a birth certificate for an abandoned child.
4. An education program in Vietnam, particularly geared to those who run the orphanages which would help the people to better understand adoption and how it benefits children.
5. Strong and continuing financial support to orphanages, so that adequate food and facilities and medical care can be provided for all the children, and easy accessibility to doctors and hospitals for the children who are in need.
6. More cooperation from the agencies who are in a position to engage in Vietnamese adoption, and to assist parents in adopting a child.
7. Cooperation from each State Welfare Department for completion of home studies for intercountry adoption and recognition of proxy adoption.

(Additional information submitted by Mrs. Krivit is in the Committee files.)

UNITED CHURCH OF FAULKTON,
Faulkton, S. Dak., March 27, 1972.

Senator J. W. FULBRIGHT,
U.S. Senate,
Washington, D.C.

DEAR SENATOR FULBRIGHT: It is my understanding that on April 5th written testimony concerning Senate Bill Number 2497 will be entered into the record. For that purpose I send you this letter.

We are the adoptive parents of a 26 month old Vietnamese boy. Shaun Nguyen came to our home last September and one week ago today the court issued the final adoption decree. This was a most complicated adoption procedure, requiring

22 months before Shaun was able to leave Vietnam for the United States. We are aware of many in our area who have adopted children from the state of South Dakota who would have considered adopting a Vietnamese orphan were the procedure more simple.

However, were the process simplified only a small fraction of the children in need in South Vietnam be aided. Therefore our major concern is the moral obligation we as a nation have for the children victimized by the ten years of conflict our foreign policy has foisted on the innocent.

This moral obligation includes first the Amer-Asian children of Vietnam. Mr. Don Luce (of "tiger-cage" fame) estimated in August, 1971, that the more than 2 million civilian and military men from America who have been in Vietnam in the past ten years have fathered 400,000 Amer-Asian children. Saigon and United States officials have at best admitted there might be 400 such children. The latter figure is naively (or criminally) low while the former is probably an exploded figure. The fact is that these children do exist; inheritors of all the social stigmas attached to such legitimate or illegitimate births.

Just as really, this moral obligation includes the full Vietnamese child who has been orphaned, maimed, or cast into hell-holes called refugee or relocation camps. The orphaned are estimated at being around 266,000 by Associated Press photographer James Bourdler and other sources indicate that the mortality rate among these is extremely high—4 out of 5—because there is no program of preventive medicine against the usual childhood diseases including polio. The maimed include the victims of our air war and ground patrols as well as those who have found "duds" in the form of unexploded bombs, grenades, mines, etc. that become lethal toys for innocent small hands.

A former agricultural missionary for Vietnam Christian Service who, last August, became pastor of a neighboring congregation has shown slides of the plight of the child of the refugee camp—victims of malnutrition, poor shelter, inadequate clothing—children who have, regardless of the political technicalities, been moved by our troops following a policy established by our government. These also form a part of the body of children for whom we are morally obligated!

In a day when foreign aid, domestic aid for education and health programs are being cut back, we dare not commit the moral crime of ignoring the plight of children from whom we have stolen the innocence and joy of childhood.

If these words of support for Senate Bill Number 2497 and the very real human need it is designed to meet should be expressed to the Senate Foreign Relations Committee through another person, please see that that person receives this that it might be entered into the testimony the committee considers.

Sincerely yours,

KENNETH G. MORELAND, *Pastor.*

2237 TRENT ROAD, COLUMBUS, OHIO,
March 31, 1972.

DEAR SIR: Having read Bill S.2497, I felt it quite necessary to submit my written testimony for the passage of this bill.

I have been to the Republic of Viet Nam and have spent a year working very closely with the Vietnamese civilians. I was a registered nurse on a 50-bed ward at the 36th Evac Hospital (SmbL) in Vung Tau, South Viet Nam. We cared for civilian casualties with orthopedic injuries. I was stationed there from August of 1968 to August, 1969.

During this year I also was able to do a small amount of work in the Vietnamese orphanage in Vung Tau. Needless to say, anyone who has seen these small children so greatly in need of the basic life-sustaining substances, such as, food, clothing, health care, medications, and most of all, love, could not turn his back on them. During my year there, I was very interested in adopting a Vietnamese-American orphan. I was unable to do so for personal reasons.

If I could attend the hearings for Bill S.2497, I could show pictures and slides of the orphans and children with whom I was involved. I would like to be able to tell you of these little ones and the small chance of life for them. Our people have left so many homeless children in Viet Nam, and so very many people in the United States desire to adopt these children, it is a true pity a bill like this was not introduced several years ago.

The infant death rate in Vietnamese orphanages alone is over 80%. This is due simply to a lack of facilities, money and care. The many groups working to improve the lot of orphans are at present doing an enormous job with their avail-

able resources but their job could be made much easier. I urge you to recommend this bill for passage.

I wish that as a private citizen I could be of aid to the Vietnamese civilians in upgrading their standards of living. My wife and I are both RN's, and I am pursuing a course in pre-med with the sincere hope of spending time in Viet Nam after receiving my MD.

The Vietnamese government at this time is very unrealistic as to its laws and regulations on adoption by US citizens, especially since many of the children have been fathered by our servicemen. With aid from our government these laws could be revised, such that children could be brought here by couples who so greatly desire to open their hearts and homes to the homeless. The French government granted French citizenship to Vietnamese children fathered by their soldiers, and provided for their assimilation into French society; our government denies even the basics necessary for these children to survive.

The population of Viet Nam, as a whole, needs our aid even more now that our medical installations are being withdrawn. Personnel from our hospitals were able to visit the orphanages and province hospitals to do volunteer work, and instruct the Vietnamese workers. But now our assistance is dwindling.

We could do so much to save the children's lives as well as giving the 15,000 or more orphans a chance to grow up, and to become the future leaders of Viet Nam. In summary, I strongly recommend passage of Senate Bill 2497 as a small step in aiding the Vietnamese to care for their children.

Yours sincerely,

JEROLD M. REIS,
Captain, U.S. ANC, Retired.

GENTLEMEN: I agree with my husband in strongly urging passage of the Williams-Hatfield-Hughes Bill, and I desire that my letter also be entered into testimony in favor of the bill's passage.

My husband and I are planning to adopt a Vietnamese orphan. We are now beginning to make some progress, after many discouraging months of letter writing.

What was the most discouraging for us was the ignorance of the State Dept. toward the Vietnamese orphans' plight. I began to believe that it is the policy of this administration to purposefully deny the innocent victims of this war, the children, and the POW's, and to react callously and curtly to Americans who express compassion for these children.

According to a letter I received in January from the State Dept. (in answer to one I wrote the President), it is explained that there are "10-15,000" children with American fathers in Viet Nam, and "350-400" living in orphanages. The letter continues to mention that the Vietnamese government allots 600 piasters, (\$5) per month per child to its 120 orphanages and that the State Dept. does not distinguish between those fathered by Americans and those who are non-biracial.

I am so happy they do recognize some of the situation but their figures are totally unrealistic and naive. According to the International Social Service, a consultant to the United Nations Economic and Social Council, there are at least 25,000 children in Vietnamese orphanages. Donald Luce, an American writer and Viet Nam expert, recently reported to the *New York Times* that the figure of GI babies may be as high as 200,000. Other estimates of the number of Vietnamese orphans go as high as 300,000. Revised data from the Vietnamese Ministry of Social Welfare shows that there are 160 Buddhist and Catholic orphanages in South Viet Nam.

As your own colleagues have stated, "I believe that such a child is an American responsibility. It is as much a casualty of war as the wounded soldier or a burned-out peasant. We cannot, we must not, leave these children to shift for themselves." Senator Moss.

The mortality rate for children in Vietnamese orphanages is the highest in the entire world—greater than 80%. The little ones are dying of measles, simple diseases that American children are vaccinated against, apathy and the lack of loving care. There is not one single international organization even attempting to arrange adoption services for these children.

Since 1928, part French children could claim French nationality. In 1954, as the troops were withdrawing from Indo-china, they took with them 3000 part French children, who were assimilated into the French society. The US government denies knowledge of any children brought to the US for adoption; yet,

there have been over 500 in the past five years. They are further unrealistic in requiring that adoptive parents must go to Viet Nam to see their prospective child before adoption proceedings; this makes adoption a privilege of only the well-to-do.

I have read Bill S. 2497 and strongly urge its approval and enactment because I believe in the US peaceful responsibility and commitment to Viet Nam. The freedom from communism of the Vietnamese people has been paid for by the blood of young men from America and Viet Nam. Now the land must be reclaimed from the destruction of war, and the peoples lives rebuilt, in order to maintain the principles of liberty. It is the children who have suffered greatly; and, it is the children who will soon either continue the struggle against the VC, or will bow to oppression and be overrun, allowing so many men's sacrifices to go down the drain.

Now is the time for the US to take an official stand on the plight and needs of the war victims, especially those fathered by our men. We have the unique opportunity of correcting 15 years of military effort and establishing ourselves as peaceful rebuilders of a new nation. Let us start with the Williams Bill to help the children who need our help to exist.

Sincerely,

JOYCE REIS.

DESCRIPTIVE MATERIAL CONCERNING ACTIVITIES OF FOSTER PARENTS PLAN, INC.
IN VIETNAM

I. Headquarters: Saigon.

II. Established: June, 1957.

III. Director: Marian B. Guild.

IV. Current Enrollment: 5,011.

V. Facilities: PLAN headquarters; administrative staff offices; and social workers offices.

VI. Personnel: 30 social workers; three doctors (all part-time); one nurse (full-time); and 18 warehouse, administrative, clerical and maintenance personnel (free lance translators used as needed).

VII. Programs: In-service training for PLAN social workers in Saigon and in the provinces and clinic to provide medical care for Foster Children and their families.

VIII. Future Plans: Establishment of a district office to bring PLAN closer to more children who need help.

The programs described on this sheet are in addition to the sustained guidance and counseling of social workers, medical and dental care and monthly cash grant which are features of all PLAN programs. The greater the number of services and programs, which are funded by the Special Services Fund and Foster Parents' monthly contributions, the lower the cash grant given to each child. Distributions of useful goods are also part of this program. The Special Services Fund provides small amounts of money for emergency needs and loans for small businesses.

SEPTEMBER 1, 1971.

To the Boards of Directors of Foster Parents' Plan Inc.; Foster Parents' Plan of Canada; and Foster Parents' Plan of Australia.

In our opinion, the accompanying consolidating balance sheet and the related consolidating statement of income, expenses and changes in fund balance and analysis of expenses present fairly the financial position of The Foster Parents' Plans at June 30, 1971, and its income, expenses and changes in fund balance and the supplementary information on analysis of expenses for the year, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year. Our examination of these statements was made in accordance with generally accepted auditing standards and accordingly included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances. It was impracticable for us to extend our examination of pledges, gifts, bequests and contributions received from the general public beyond accounting for amounts so recorded.

NEW YORK, N.Y.

PRICE WATERHOUSE & Co.

FOSTER PARENTS' PLAN CONSOLIDATING BALANCE SHEET, JUNE 30, 1971

| | Foster Parents' Plan, Inc. | Foster Parents' Plan of Canada | Foster Parents' Plan of Australia | Consolidated |
|--|----------------------------------|---|--|--------------|
| ASSETS | | | | |
| Cash | \$495,419 | \$146,666 | \$62,170 | \$704,255 |
| Investments, at cost less reserve for unrealized loss of \$45,000, which approximates market | 1,083,960 | 246,470 | | 1,330,430 |
| Receivables: | | | | |
| Estimated unpaid pledges and gifts due from foster parents | 103,050 | 31,950 | 936 | 135,936 |
| Foreign government refunds | 18,000 | | | 18,000 |
| U.S. Government refunds | 3,495 | | | 3,495 |
| Other receivables | 20,700 | 1,323 | 319 | 22,342 |
| Prepaid expenses | 33,334 | 1,867 | | 35,201 |
| Land, buildings, and equipment, at nominal cost (note 2) | 1 | | | 1 |
| | 1,757,959 | 428,276 | 62,885 | 2,249,120 |
| LIABILITIES AND FUND BALANCE | | | | |
| Liabilities: | | | | |
| Advance payments by foster parents (note 1) | 1,395,397 | 579,453 | 17,108 | 1,991,958 |
| Accounts payable and accrued payroll taxes | 38,654 | 6,788 | 2,685 | 48,127 |
| Estimated statutory severance pay liability | 101,180 | | | 101,180 |
| Unremitted cash gifts to children | 248,952 | 74,362 | 1,081 | 324,395 |
| Interplan balances | 205,405 | (276,523) | 71,118 | |
| Total liabilities | 1,989,588 | 384,080 | 91,992 | 2,465,660 |
| Fund balance (deficit) (note 1) | (231,629) | 44,196 | (29,107) | (216,540) |
| Total liabilities and fund deficit | 1,757,959 | 428,276 | 62,885 | 2,249,120 |

FOSTER PARENT'S PLAN CONSOLIDATING STATEMENT OF INCOME, EXPENSE AND CHANGES IN FUND BALANCE FOR THE YEAR ENDED JUNE 30, 1971

| | Foster Parents' Plan, Inc. | Foster Parents' Plan of Canada | Foster Parents' Plan of Australia | Consolidated |
|---|----------------------------------|---|--|--------------|
| Income: | | | | |
| Pledges for children | \$6,841,499 | \$2,203,248 | \$28,952 | \$9,073,699 |
| Gifts from foster parents | 1,267,734 | 245,383 | 592 | 1,513,709 |
| Contributions, endowment gifts, and bequests (note 1) | 332,398 | 190,183 | 1,710 | 524,291 |
| Contribution from the Edna McConnell Clark Foundation, Inc. | 5,000 | | 131,500 | 136,500 |
| Government refunds | 82,000 | | | 82,000 |
| Investment and miscellaneous income | 59,362 | 13,757 | 619 | 73,738 |
| | 8,587,993 | 2,652,571 | 163,373 | 11,403,937 |
| Expenses (notes 2 and 3): | | | | |
| Material aid and services to children | 6,279,233 | 1,903,497 | 22,792 | 8,205,522 |
| Supporting operations | 1,742,604 | 528,536 | 81,578 | 2,352,718 |
| Promotion and advertising | 425,576 | 69,902 | 88,110 | 583,588 |
| | 8,447,413 | 2,501,935 | 192,480 | 11,141,828 |
| Income (loss) before reserve for unrealized loss on investments | 140,580 | 150,636 | (29,107) | 262,109 |
| Reduction in reserve for unrealized loss on investments, no longer required | 87,248 | 4,586 | | 91,834 |
| Net income (loss) | 227,828 | 155,222 | (29,107) | 353,943 |
| Fund balance (deficit) beginning of the year | (459,457) | (111,026) | | (570,483) |
| Fund balance (deficit) end of the year | (231,629) | 44,196 | (29,107) | (216,540) |

FOSTER PARENTS' PLAN, SUPPLEMENTARY INFORMATION, ANALYSIS OF EXPENSES FOR THE YEAR ENDED JUNE 30, 1971

| | Total | New York | Canada | Australia | Bolivia | Brazil | Colombia | Ecuador |
|---|-------------|-----------|----------|-----------|----------|-----------|-----------|-----------|
| Material aid and services to children: | | | | | | | | |
| Monthly cash grants..... | \$4,316,532 | | | | \$68,007 | \$199,642 | \$541,683 | \$452,823 |
| Gifts from foster parents..... | 1,460,996 | | | | 14,766 | 40,256 | 142,889 | 102,141 |
| Purchased goods..... | 636,097 | | | | 8,178 | 49,317 | 107,614 | 111,313 |
| Shipping and warehousing of purchased goods and gifts..... | 145,826 | | | | 5,702 | 5,343 | 17,615 | 16,981 |
| Health services..... | 649,708 | | | | 29,632 | 38,181 | 157,849 | 72,761 |
| Special services..... | 201,783 | | | | 2,525 | 25,495 | 39,441 | 3,122 |
| Community development..... | 38,544 | | | | 13,351 | | | |
| Education and group work..... | 38,023 | | | | 1,749 | | 10,617 | |
| Special projects and programs..... | 27,106 | | | | | | | |
| Social workers..... | 471,269 | | | | 13,589 | 36,616 | 64,780 | 56,468 |
| Translation costs..... | 219,648 | | | | 7,585 | 24,366 | 33,222 | 25,754 |
| Total..... | 8,205,522 | | | | 165,084 | 419,216 | 1,115,710 | 841,363 |
| Supporting operations: | | | | | | | | |
| Rent, maintenance and repairs, vehicles and equipment..... | 426,616 | \$171,129 | \$28,867 | \$13,998 | 22,661 | 17,614 | 22,019 | 21,523 |
| Administrative expense, postage and office supplies..... | 1,102,819 | 379,383 | 162,737 | 60,412 | 30,282 | 33,960 | 56,197 | 34,907 |
| Correspondence..... | 152,484 | 142,796 | | | | | | |
| Bookkeeping and accounting..... | 451,072 | 374,313 | | | 6,810 | 7,227 | 6,865 | 8,749 |
| Management and enrollment..... | 219,727 | 219,727 | | | | | | |
| Total..... | 2,352,718 | 1,287,288 | 191,604 | 74,410 | 59,753 | 58,801 | 85,081 | 65,179 |
| Promotion and advertising (including and allocation of rent and utilities)..... | 583,588 | 425,576 | 69,902 | 88,110 | | | | |
| Grand total..... | 11,141,828 | 1,712,864 | 261,506 | 162,520 | 224,836 | 478,017 | 1,200,791 | 906,542 |
| Average number of children..... | 49,199 | 120 | 24 | 6 | 870 | 2,404 | 6,858 | 5,428 |
| Employees at June 30, 1971..... | 854 | | | | 32 | 63 | 111 | 74 |

FOSTER PARENTS' PLAN, SUPPLEMENTARY INFORMATION, ANALYSIS OF EXPENSES FOR THE YEAR ENDED JUNE 30, 1971—Continued

| | Total | Greece | Hong Kong | Indonesia | Korea | Peru | Philippines | Vietnam |
|--|-------------------|------------------|----------------|----------------|------------------|----------------|------------------|----------------|
| Material aid and services to children: | | | | | | | | |
| Monthly cash grants..... | \$4,316,532 | \$510,133 | \$474,971 | \$23,718 | \$671,180 | \$240,700 | \$653,040 | \$480,635 |
| Gifts from foster parents..... | 1,460,996 | 242,486 | 120,805 | 6,147 | 366,055 | 111,901 | 234,532 | 80,018 |
| Purchased goods..... | 636,087 | 107,267 | 22,100 | 16,310 | 22,100 | 31,112 | 85,779 | 97,097 |
| Shipping and warehousing of purchased goods and gifts..... | 145,826 | 34,694 | 6,999 | 2,146 | 19,679 | 15,856 | 14,281 | 6,530 |
| Health services..... | 649,708 | 8,053 | 76,867 | 6,447 | 89,354 | 96,054 | 68,303 | 6,207 |
| Special services..... | 201,783 | 15,193 | 17,293 | 1,782 | 27,850 | 20,842 | 32,308 | 15,932 |
| Community development..... | 38,544 | ..... | 11,449 | 7,496 | ..... | 6,248 | ..... | ..... |
| Education and group work..... | 38,023 | ..... | 14,958 | ..... | ..... | ..... | 7,238 | 3,461 |
| Special projects and programs..... | 27,106 | ..... | ..... | 306 | 8,479 | ..... | 18,321 | ..... |
| Social workers..... | 471,269 | 9,541 | 97,019 | 2,568 | 72,253 | 48,557 | 37,903 | 31,975 |
| Translation costs..... | 219,648 | 30,502 | 30,672 | 697 | 30,519 | 16,331 | 13,161 | 6,839 |
| Total..... | 8,205,522 | 956,869 | 851,033 | 67,617 | 1,307,469 | 587,601 | 1,164,866 | 728,694 |
| Supporting operations: | | | | | | | | |
| Rent, maintenance and repairs, vehicles and equipment..... | 426,616 | 8,331 | 21,719 | 17,142 | 22,968 | 27,644 | 13,271 | 17,730 |
| Administrative expense, postage and office supplies..... | 1,102,819 | 72,073 | 46,397 | 19,412 | 68,852 | 48,174 | 42,161 | 47,872 |
| Correspondence..... | 152,484 | 9,748 | ..... | ..... | ..... | ..... | ..... | ..... |
| Bookkeeping and accounting..... | 451,072 | 9,434 | 11,932 | 850 | 6,296 | 8,591 | 5,121 | 4,884 |
| Management and enrollment..... | 219,727 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Total..... | 2,352,718 | 99,586 | 80,048 | 37,404 | 98,116 | 84,409 | 60,553 | 70,486 |
| Promotion and advertising (including an allocation of rent and utilities)..... | 583,588 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Grand total..... | 11,141,828 | 1,056,455 | 931,081 | 105,021 | 1,405,585 | 672,010 | 1,225,419 | 799,180 |
| Average number of children..... | 49,159 | 5,508 | 4,950 | 697 | 6,895 | 3,378 | 7,241 | 4,970 |
| Employees at June 30, 1971..... | 854 | 31 | 50 | 49 | 77 | 87 | 79 | 51 |

NOTES TO FINANCIAL STATEMENTS—JUNE 30, 1971

Note 1: The fund deficit represents the cumulative excess of expenses over income. This deficit has been reduced from \$572,962 at June 30, 1969 to \$216,540 at June 30, 1971. "Advance payments by Foster Parents" has provided the principal means to finance current operations and other expenditures such as the purchase and development of real property used by Plan in its operations. Advance payments represent pledges for children, applicable to periods subsequent to June 30, 1971 which were paid to Plan by foster parents prior to that date.

Plan has received as contributions certain amounts from "Miles for Millions" and other organizations, and has designated such funds for specified projects. These amounts have been included in the Statement of income, Expenses and Fund Balance. At June 30, 1971 unexpended funds for these projects received in fiscal years 1970 and 1971 approximate \$113,000.

Note 2: It is Plan's policy to charge to expense the cost of furniture, fixtures, and equipment in the period acquired. This policy is also extended to the cost of real estate used by Plan in countries where Plan operates. Accordingly, real estate acquired at a cost of \$14,820 during the fiscal year ended June 30, 1971 was charged to expense.

Note 3: Foster Parents' Plan currently provides aid and service to children in eleven countries with funds provided by foster parents in the United States, Canada and Australia. Central administrative and reporting functions are performed by the international headquarters in New York and such expenses are apportioned to each of the three countries.

Foster Parents Plan, Inc., 352 Park Avenue South, New York, New York 10010:

L. Sidney Launitz-Schurer, Chairman, International Board of Directors.
John F. Mullady, Secretary.
Robert J. Sullivan, Treasurer.
Gloria C. Matthews, International Executive Director.
George W. Ross, Jr., International Deputy Executive Director.

Foster Parents Plan of Canada, 153 St. Clair Avenue West, Toronto 7, Ontario:

Paul S. H. Lindsay, Chairman, Canadian Board of Directors.
L. Sidney Launitz-Schurer, Vice Chairman, D. W. Middleton, Secretary-Treasurer.

E. Munro Ashkanase, National Director.

Foster Parents Plan of Australia, 36 Park Street, South Melbourne, Victoria 3205:

Frederic W. Thomas, Chairman, Australian Board of Directors.
John L. Coller, National Director (Secretary of the Board).

Don D. Roose, Director in Bolivia.
Robert H. K. Walter, Director in Brazil.
E. Glenn Rogers, Director in Colombia.
Richard M. Cabrera, Director in Ecuador.
Gerald M. Casady, Director in Peru.
Keith R. Turner, Director in Greece.
Frank W. Ryan, Director in Hong Kong.
J. Nevin Wiley, Director in Indonesia.
John G. Anderson, Director in Korea.
Robert W. Sage, Director in the Philippines.
Marian B. Guild, Director in Viet Nam.

Foster Parents Plan does family welfare work with emphasis on the children in the family. One child is selected as the Foster Child, and he is the representative of a family receiving assistance. PLAN aims to strengthen the family so that children are raised with security and love in a family situation. Even where a child's own parents are dead, PLAN seeks to give aid within a family setting and urges relatives or friends to provide that setting for an orphaned child.

The Foster Child has the one responsibility of maintaining a correspondence with the Foster Parent. The latter is a person or family or group in the United States, Canada or Australia who wishes to hold out a helping hand, using this personal and human approach. The Foster Parent provides \$16.00 a month, and this income provides the aid and administrative support that enables PLAN to reach approximately 50,000 Foster Children and their families around the world.

Foster Parents Plan has been working in Viet Nam since 1957. It is currently

helping 5,000 families or about 30,000 Vietnamese people. The aid consists of guidance from PLAN's Vietnamese social workers, medical help from PLAN's clinic, regular monthly cash assistance, additional emergency help when required, and occasionally distributions of material goods. The social workers help to see that all young children are kept in school, and the group work among widowed mothers helps them adjust to and cope with their difficult situations. The aid is relatively long-term aimed at getting children and their families in a position where they can be self-sufficient and not dependent upon PLAN or any other welfare organization in the future. This is especially difficult in a war situation, but it is clear that the support PLAN renders provides the kind of helping hand that enables children to survive these sad years.

There is a vital need that this sort of assistance be continued and expanded, and that the personal hopes of Americans for the well-being of the Vietnamese people have expression in a meaningful concern for the children of Viet Nam.

BIOGRAPHICAL DATA ON DON LUCE, INDOCHINA MOBILE EDUCATION PROJECT

Don Luce is a 36 year-old agricultural economist who has spent most of the last twelve years of his life in South Viet Nam. He made world headlines last year when he along with two American Congressmen discovered the notorious "tiger cages" in one of South Viet Nam's largest prisons. Because of this and subsequent publication of his findings his visa was withdrawn by the South Vietnamese government in May 1971, for "special reasons."

After returning to the United States Luce testified before the Senate Foreign Relations Committee in Washington. He has also written widely on Viet Nam in various national publications and is the co-author of a book, Viet Nam: The Unheard Voices.

Luce grew up in East Calais, Vermont and was trained as an agricultural economist at Vermont and Cornell Universities. He first went to Viet Nam in 1958. Since that time he has been using his skills to bring life to the Vietnamese countryside. From 1961 to 1967 he was director of International Voluntary Services in South Viet Nam until he resigned that position after a reappraisal of the American role in Southeast Asia.

He speaks Vietnamese fluently and has closely identified himself with the Vietnamese people. This often led to trouble. When he protested that the Vietnamese workers on an agricultural program had been deprived of six months' pay by a Vietnamese provincial administrator, he was told by American and Vietnamese officials it was none of his affair. When an entire island was defoliated by U.S. planes, Luce asked for \$10,000 restitution. A U.S. official told him: "The whole damn country is not worth \$10,000."

Since his resignation as director of IVS, Luce has turned his talents to journalism and research on Viet Nam. He was engaged as Research Secretary by the World Council of Churches in 1969 together with a young Vietnamese economist. They have produced a report on how post-war development might be approached. He is currently leading a mobile exhibit on Indochinese art, photographs and artifacts that is touring a number of cities in America.

STATEMENT ON S. 2497 OF JAMES R. DUMPSON, DEAN, GRADUATE SCHOOL OF SOCIAL SERVICE, FORDHAM UNIVERSITY, NEW YORK, N.Y.

Mr. Chairman and members of the Committee on Foreign Relations Committees, I regret that my absence from the country makes it impossible for me to accept the invitation to appear personally before the Committee to testify concerning Senate Bill 2497. I welcome the opportunity, however, to submit this written statement. The observations I submit to you grow out of my long professional background in the field of social welfare, particularly in child welfare. Preceding my seven years tenure as Commissioner of Welfare for the City of New York, I was the Director of the City's Bureau of Child Welfare. More intimately, they reflect insights I gained on two assignments to South Vietnam. In June 1967, I accepted the Chairmanship of a Social Welfare Task Force to South Vietnam, authorized by the Agency for International Development of our government. That Task Force submitted its report to USAID in Washington and USAID in Vietnam in August, 1967.

In November, 1970, I returned to South Vietnam at the request of the Unitarian Universalist Service Committee to evaluate that agency's program in Saigon and to recommend the specific steps and actions that would be required following the withdrawal of that agency's operation of the program. The objectives and programs outlined in S. 2497 are of particular interest to me and I welcome the opportunity to comment on them. Let me state at the outset that I urge the Committee to approve the Bill and subsequently, vigorously to support it on the floor of the Senate. I would certainly prefer to see all assistance channeled through the ministry of social welfare and other appropriate ministries of the Vietnamese government rather than set up an American agency in Vietnam to operate services. I question whether the capability exists at this point to achieve immediately the objectives of the Bill. The intent might well be expressed that when that capability is assured, the program should be so transferred. But children so sorely in need cannot wait for this development. Commitment to the goal and planning to achieve can proceed while the proposed agency moves into operation.

The Bill is most significant in its statement of intent which affirms that: "the United States has a moral responsibility to assist the Government of South Vietnam in the care and protection of all South Vietnamese children, particularly those orphaned or abandoned." It is urgently important, not only for humanitarian reasons but in the interest of future peace particularly in Indo-China, that the United States provide the leadership with the Government of South Vietnam and the financial resources for the development in that country of a rationally planned, practically implemented program of social development, that involve the people of the country. In no other way can there be a maximization of the human return on the human investment and sacrifice that has been made through the war, hopefully in the interest of freedom of choice and self-determination on the part of the Vietnamese people. The needs of all the children in South Vietnam must have the highest priority in this effort.

Our casualties in South Vietnam are not only those counted and reported in the daily press. Those families and their children who have been killed, maimed, or left homeless by the war, in which we have been a major participant, are the unreported casualties of the war. The disruption of family life caused by the massive dislocation of the population has destroyed the very fabric of Vietnamese life. It has taken a horrible toll within the child population. The social needs of millions of children, those still clinging to what little is left of their own families in the villages and cities; those whose existence, is supported in overcrowded institutions, shockingly substandard when measured by the most elementary requirements of child care; and those who are completely homeless, neglected or abandoned to the streets of Saigon, present a stark and disturbing picture. They represent a threat to the future well-being of the Vietnamese nation; they represent a potential for defeat of the possibility of the Vietnamese people to achieve the goal stated by President Nixon in May, 1969: "... to determine their own political future without outside interference." They represent a social cost that neither Vietnam nor the rest of the human society can ever afford.

The statement of intent of S. 2497 as a public policy position, if fully implemented, would represent an enormous contribution to the reversal of the effects and long range consequences of continued neglect of millions of Vietnamese children and their families.

In 1967, the A.I.D. Social Welfare Task Force of which I was the Chairman, pointed out that our government, as reflected by the absence of a sustained commitment, an appropriate allocation of funds, and provision of qualified personnel commensurate with the need and shared responsibility of our nation for meeting it, had abdicated all responsibility for developing leadership and capability on the part of the Vietnamese government to address itself to social development. The Task Force Report emphasized its conviction that "sound social policies and programs are tools in winning the war and in Vietnam's nation building efforts." We failed to gain acceptance of this position on the part of A.I.D. following our tour of duty in 1967.

During my 1970 visit to Vietnam, I found that that position still had not been accepted. From information available in official reports, including those from A.I.D., the proposals advanced provide no indication that a change is likely to occur on the initiative of the Administration. Indeed, what is indicated, and consistently advanced, is a crisis-oriented approach to human problems in South Vietnam, a narrow perception of human need, and a short-range, inadequate allo-

cation of funds that fail to reflect any intent on the part of our government to share with the Vietnamese our technical and financial capability for the pursuit of social as well as economic development. This is particularly true in the case of children and their families whose homes and traditional forms of support we have so effectively destroyed.

I understand that a request for substantial assistance to support social welfare was made by the Ministry of Social Welfare sometime last fall. I understand further that the AIDVN Mission approved ear-marking some 500 million piasters for social welfare. Only now, in March, has agreement been reached within the Administration to make available some 300 million of the allocated 500 million piasters. Beyond this delay, it must be emphasized that whatever sums have been ear-marked or actually approved for use, this is an approval for this calendar year only. These facts must be viewed within the context of two apparent policy postures of the administration: 1) that it has no long range responsibility for social welfare support in South Vietnam; and 2) that A.I.D. will continue not to be involved in a supporting assistance program in South Vietnam. Question must be raised then concerning the creditability of the Administrations position that no existing legislation or additional governmental structure are necessary.

The statement of intent of S. 2497 would reverse this disgraceful posture of our government in this area of human need. If for no other reason, the Bill warrants the enthusiastic support of the American people.

The second statement of intent of the bill, affirming responsibility for assisting "in facilitating the care or adoption of children in Vietnam whose fathers are United States citizens and who are not living with their Vietnamese families," also must be supported.

The provisions of the bill designed to implement this statement of public policy on the part of our government are sound and practical. The experience of the French in dealing with this problem in Indo-China before us; and the social cost of our ineptness as a people, in dealing with many of the children in Germany and Korea whose fathers were American citizens, should provide us the understanding and know-how for effective, humane handling of similar children in South Vietnam. Who better than we Americans know the crippling effects in the development of children of the stigma of difference based on color and mixed ethnic parentage? Who better than we should provide the choice for children to escape that stigma and its damaging effects on the individual and the society of which he is a member.

In addition to the public policy commitments on the part of our government set forth in S. 2497, there are a number of provisions concerning which I wish to submit a few, brief comments.

I urge particular support of provisions in Section 2 that set up a Vietnam Children's Care Agency and that broadly and appropriately defines children who are to be beneficiaries of its service as all children sixteen years of age or younger whose needs stem from war related circumstances. My preference for direct assistance to the Government of Vietnam and my reservations about it have already been stated. This Committee should be clear that such a definition will include a great majority of Vietnamese children, and that establishing and maintaining a program for their care and protection in their own homes, in institutional care, or through adoption cannot and must not be perceived as a short-term, emergency type development. It is in this respect that I stress the long-range commitment feature of the bill's legislative intent and the requirement for provision of funds to implement that long-term commitment.

The bill is eminently sound in recognizing the differential needs of children by authorizing provision for assistance to children in their own homes, in institutions, in day care centers, in hostels, and adoption. The recognition of the differential needs of children is further reflected by provision for the training of child care personnel for the variety of services. This is an essential provision of the bill and must not be lost in further Congressional consideration. Indeed, the effectiveness of the provision of services authorized under the bill are almost completely dependent on the quantity and quality of personnel, American and Vietnamese, engaged in the program.

I wish to stress support, further, for that provision in Section 2 that authorizes the Agency "to provide, on such terms and conditions as it considers appropriate, direct assistance to public or private nonprofit organizations . . ." Again, this provision is in accord with a recommendation made by the aforementioned A.I.D. Task Force on Social Welfare that "a dynamic partnership between government

and citizen effort may evolve, and that joint planning and mutual collaboration in the interest of human well-being and social reconstruction may be achieved." I would urge that the Committee's discussion clearly indicate to the administration of the proposed agency its intent that there be built-in the public-nonprofit organization relationship acceptable standards of child welfare services, reflecting the cultural traditions of the Vietnamese people, and a degree of accountability for performance that not only is acceptable to them at this period of their social development, but that contributes to further advances in child and family welfare service delivery in Vietnam.

In closing I would strongly emphasize again that soundly conceived, effective programs for children and their families cannot be established on an ad hoc basis. Short range and long range planning for the aspect of social development dealt with in the Bill, if it is to meet the objectives of the legislation, requires a long term commitment buttressed by Agency funding on at least a three to five year basis. No other approach can be defended in terms of child need in Vietnam. No other approach can possibly satisfy the responsibility that the United States inescapably has in helping bind the social wounds suffered by the assault that has been made during the war to the social fabric of the Vietnamese society.



