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THE REFUGEE ACT OF 1979, S. 643

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HEARING

BEFORE THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

NINETY-SIXTH CONGRESS

FIRST SESSION

MARCH 14, 1979

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THE REFUGEE ACT OF 1979, S. 643

WEDNESDAY, MARCH 14, 1979

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
Washington, D.C.

The committee met, pursuant to notice, at 9:30 a.m., in room 2228, Dirksen Office Building, Hon. Edward M. Kennedy [chairman of the committee] presiding.

Present: Senators Metzenbaum, Leahy, Baucus, Thurmond, and Simpson.

Also present: David Boies, chief counsel and staff director; Jerry Tinker, counsel for Immigration and Refugee Affairs, and Antonia Hernandez, counsel.

Senator KENNEDY. The hearing will be in order.

OPENING STATEMENT OF SENATOR KENNEDY

Senator KENNEDY. We are here this morning to consider major legislative proposals that deal with one of the oldest and most important themes in our Nation's history, that reflects our Nation's fundamental commitment to human rights and humanitarian concern. They relate to our country's ability to respond to the needs of refugees and homeless people around the world, which touch at the heart of America's foreign policy.

Refugees have become a worldwide phenomenon of our time, the tragedy of countless men, women and children forced to leave their homes and lands for as many reasons as there are for the violence and conflict among people and nations.

Almost daily, we see their tired, sad, weary images on our televisions and in our newspapers. Whether they be the "boat people" fleeing the upheavals in Indochina, refugees in southern Africa fleeing racism or guerrilla war, or Soviet Jews and Eastern Europeans seeking the promise of the Helsinki accords, their plight is known to us. And America has responded.

We have a proud record of accomplishment in offering a helping hand to refugees, and I believe our national policy of welcome to the homeless has served our country and our traditions well. But we are here this morning to explore how we can do this job better, how we can help resettle refugees more humanely, and with greater planning and reduced costs.

For too long our policy toward refugee assistance has been ad hoc, with refugees being admitted in fits and starts, and after long delays and great human suffering, because our existing immigration law is inadequate, discriminatory, and totally out of touch with today's needs.

The legislation before us this morning, S. 643, will update our law governing the admission and resettlement of refugees. It will help ensure greater equity in our treatment of refugees. It will rationalize and put in the statute how we treat all refugees, and make our law conform to the United Nations Convention and Protocol Relating to the Status of Refugees, which we signed in 1969.

The reform legislation before us will accomplish all of these goals. So, I welcome the opportunity this morning to review this bill which has been drafted by the administration in close consultation with Congress.

I believe it will help assure that America's door remains open for the homeless refugees of the world. For them, the Statue of Liberty means more than just a symbol of a better life; it may mean life itself.

Just listen to the voice of Doan Vinh Dang, a boat refugee, now living in a small apartment in Suitland, Md. Recently he told the Washington Post of how he was 1 of only 4 survivors out of a family of 14.

He survived a grim journey, a journey where on the 10th day a baby was born to his sister, only to die on the 17th day. On the 21st day, the next youngest son died and was buried, like the others, at sea. Within a few days more, the other members of his family died, one by one, of exposure and the lack of food and water.

Dang's story is only a graphic reminder of the great risks and desperate needs of all refugees, and that their only hope is to find an open door at the end of the journey. This bill holds out that hope.

Senator Thurmond?

Senator THURMOND. Thank you, Mr. Chairman.

OPENING STATEMENT OF SENATOR THURMOND

Today we have under consideration a subject which has always been a world problem. This has been true throughout the history of mankind. However, this fact cannot be allowed to divert us as a nation from seeking a solution to this sensitive and immediate need of displaced persons and families throughout the world.

Let me say that I am proud to know that our land, the United States, and our people were made great by immigrants and displaced peoples from all peoples and places of the world. In fact, our ancestors were all immigrants, except the American Indians. We can and do hold our heads high for this fact.

We as a people have done our share. We will continue to do so. I have no question in my mind in this regard nor do any of our citizens. But times change. People change, and policy must change to meet new and different needs. This is a new beginning.

I have listened with interest to some people who have spoken on behalf of changes in our refugee laws. I am sad to say that forces are at play today in Southeast Asia and the Middle East that add to the dimension of the problem which confronts the world today with regard to world refugees.

The United States is also confronted with change. The energy problem is making certain changes inevitable. We may be faced with an energy shortage of such magnitude that every citizen of our Nation will face a drastic change in his or her lifestyle.

We as a people have never placed a value on a human life; this is rightly so. But we cannot escape the reality that the burden of one who is being asked to assume an additional burden must be considered. This is a factor that nations of the world must take into account in arriving at the measure of their contribution to the refugee problem.

Further, our Nation and the other nations must weigh the cultural and demographic impact of the refugee problem. We must consider this issue in the light of the changes in our Nation and its citizens and, further, in the light of changes which we face as a people in the immediate future.

No one will argue that the refugee problem is not compelling, immediate, and emotional. What we must use is a standard to guide us in arriving at a fair solution on behalf of our Nation and the refugees who look for aid. Our Nation, in meeting its share of the contribution to a solution, must be guided by enlightened interest tempered with compassion.

This has been the standard of our Nation and its people in the past. This standard has served us well.

I note with interest the fact that the proposed legislation will abolish the parole authority of the Attorney General except for emergency matters. Further, it limits the emergency number the Attorney General may admit to 5,000 refugees. However, an annual quota of the number of refugees not to exceed 50,000 per year is granted to the President after consultation with the Congress, while the present refugee annual quota is 17,400. In the next paragraph of the proposed legislation, the President is given the right to authorize an unlimited number of refugees after consultation with the Congress.

The net effect is that the President has the right to parole refugees into the United States in an unlimited number.

I would point out, also, that this provision for the admission of refugees is in addition to the annual worldwide quota of 290,000 legal immigrants. Also, it should be noted that authorities in the immigration field generally agree on a round figure of 800,000 illegal, undocumented aliens who enter the United States every year.

The authorities in this field generally agree that, for the past 10 years, one-quarter of our annual population increase in the United States has been immigrants and nonimmigrants; that is to say, illegal or undocumented aliens in addition to legal immigrants and refugees lawfully admitted.

There are 175,000 from Southeast Asia since our direct involvement in Vietnam.

I would submit to the proponents of the new proposed refugee legislation under consideration today that the effect of this legislation is a major change in our refugee policy. This policy change is being proposed before the new Selection Commission on Immigration and Naturalization, which was created by the 95th Congress, has had an opportunity to review it.

This bill would seem to preempt the purpose of the selection commission.

I want to state for the record that I have assisted in the passage of enabling legislation in the field of refugee policy. I concurred in the extension of this program at the second session of the 95th Congress. However, the effect of this bill is far-reaching. In its totality it is a

major policy change of our national immigration policy as it relates to refugees. For that reason alone, we should study this matter very closely. Further, we should know that additional burdens must be borne by the French Government and the respective States who have and will continue to participate in this program.

Our present refugee policy is not ideal; all concerned will concede this to be correct. We must have changes in this policy, but we should make these changes after all the facts are available to this committee and the Congress.

For the foregoing reasons, I would ask that additional hearing time be scheduled so that a sound, comprehensive record may be made with regard to our national refugee policy, and that the committee may have ample time to consider this important legislation.

Thank you, Mr. Chairman.

Senator KENNEDY. Thank you very much, Senator Thurmond.

WELCOME TO DICK CLARK

Secretary Christopher, I hope that you will permit us the opportunity to welcome our dear colleague and friend, former Senator Clark. His testimony is the first order of business here this morning, and I believe that this is the first official work of Senator Clark in his new position of enormous importance as U.S. Coordinator for Refugee Affairs.

I could not let the opportunity go by without saying that the President of the United States could not have selected a more dedicated and compassionate and knowledgeable person for the job.

Senator Clark, I think all of us know of the absolutely extraordinary work that you have done in the U.S. Senate in the area of foreign policy. As an individual, I noted with great interest your concern and compassion for refugees in Africa. It was not only his trip through southern Africa a year ago, but it was very much a part of his central concern as chairman of the African Subcommittee of the Foreign Relations Committee. He is a good friend of all of us here, and especially of mine.

I am enormously pleased at the prospect of working with him, and over the kinds of priorities that the administration is clearly placing on the problems of refugees by giving him the kind of special responsibilities and authority and support which this problem rightfully deserves.

I am sure I speak for all my colleagues in welcoming him.

WELCOME TO DEPUTY SECRETARY CHRISTOPHER

Mr. Secretary, we welcome very much the chance to hear from you.

I take special note of the previous work that Warren Christopher has had in other areas, including education. He has appeared before this committee on many different occasions and many different times with issues of enormous importance to this committee. However, I think this is one of the few times he is here under his special responsibilities in the area of foreign affairs. His testimony has always been compassionate and informed and responsible.

We are delighted to have Warren Christopher back as Deputy Secretary of State filling in for Secretary of State Cyrus Vance. The secretary had agreed to come to these hearings at an earlier occasion. Then, because of a scheduling conflict of this committee, he agreed to come again and make himself available today because of his own very deep interest in the problems of refugees. However, he just returned late last night from the Middle East.

But that the Secretary of State made these efforts, I think, is very heartening to those of us who are concerned about this issue.

Warren Christopher has taken special responsibilities in the State Department in the areas of human rights. As one who has tried to follow these issues closely myself over a period of years in Latin America and other places, I note the President's program is being implemented with a strong guiding hand of the Secretary. We take special note of that.

Mr. Egan, we are glad to have you. We are glad to have all the knowledgeable people here.

Senator Leahy?

OPENING STATEMENT OF SENATOR LEAHY

Senator LEAHY. Mr. Chairman, if I could just interject, I am also, of course, delighted to see Ambassador Clark here. In my first 4 years in the Senate, it was my pleasure to serve with him on one major committee and one major subcommittee. I know also of his dedication.

Mr. Chairman, I have read your statement. I applaud it. As the grandson of immigrants and one who probably would not be here had not this country shown compassion and understanding that it has been noted for in its history, I look forward very much to the legislation before us.

I think the President and the Secretary of State should be applauded in supporting it, and you and Chairman Rodino for cosponsoring it.

I think the fact that we see the people involved here today—General Egan, Secretary Christopher, and Ambassador Clark—reflects the concern of the administration plus the fact that the legislation is serious legislation and addresses a serious problem but addresses it with a compassion and understanding. That probably has been the hallmark of this country for 200 years.

It certainly reflects the reputation I want my country to have for the next 200 years.

Thank you, Mr. Chairman.

Senator KENNEDY. Senator Metzenbaum?

OPENING STATEMENT OF SENATOR METZENBAUM

Senator METZENBAUM. I came over specifically because I wanted to publicly commend the Secretary of State for bringing you on board, Senator Clark I think it indicates the commitment to the problems of refugees. I think it also indicates extremely good judgment on the part of the Secretary of State. I wanted my voice to be heard in that respect.

I share your concern, Mr. Chairman, with respect to the matter of refugees. I think this is a superb beginning, indicating our intention to move into this are both on the part of the administration and Congress in a joint effort. Thank you.

Senator KENNEDY. With that sendoff, Mr. Christopher and Senator Clark, we look forward to your testimony, and we will print the text of the bill, S. 643, in the appendix to this hearing.

STATEMENT OF WARREN CHRISTOPHER, DEPUTY SECRETARY, U.S. DEPARTMENT OF STATE

Mr. CHRISTOPHER. Mr. Chairman and members of the committee, it is a great pleasure to be here today with your former colleague, Dick Clark of Iowa. As a matter of fact, I think I will always try to testify in the future under the protective umbrella of your former colleague.

I have only a brief introductory statement which I will submit for the record.

Senator KENNEDY. Fine.

Mr. CHRISTOPHER. Mr. Chairman, I could not agree more strongly with the committee that we are most fortunate that Dick Clark has been willing to undertake the important and difficult task of coordinating all U.S. refugee programs. With his great talent and his great energy, I know that he will improve our ability to respond to the problems faced by refugees all around the world. Both Cy Vance and I are delighted that we will be working with him at the State Department.

REFUGEE LESSONS SINCE WORLD WAR II

The years since the end of World War II have taught us an important lesson: Refugee problems are not a rare or extraordinary event. Since 1945, the world refugee population has grown, not decreased. The United States alone has admitted an average of about 50,000 refugees a year for the last 34 years.

As a result, our short term so-called emergency programs have had to be extended from one year to another. It is now time for us to work out a better way to deal with this difficult, chronic, important humanitarian problem.

With your support, Mr. Chairman and members of the committee, we must act now on the lessons of the past resettlement programs. We must reforge tools which have worked well in the past and scrap those which have failed.

To get an effective grip of the growing problem of refugees, we are hoping to take and are taking two important steps.

NEW LEGISLATION NEEDED

First, we are putting forward the specific legislative proposals which you begin to consider today. Second, we have created a new office, Ambassador at Large and U.S. Coordinator for Refugee Affairs, which, of course, is the one that Dick Clark is heading.

Refugee programs are an unusual blend of both domestic and international projects. They involve many agencies of the Federal Government and State and local governments as well, voluntary organizations

here and abroad, international organizations such as the United Nations High Commissioner for Refugees and the International Committee for the Red Cross, and many foreign governments.

NEW COORDINATION OF REFUGEE PROGRAMS

We now need to set a responsibility for American refugee activities in one strong, easily identifiable office. Dick Clark's job will be to lead and coordinate all of our programs and to see that we are working effectively with other countries to ease the suffering of refugees.

It is important to recognize, I believe, that our efforts will not pay off fully unless we can persuade the rest of the international community to carry its fair share of the burden. We therefore strongly encourage governments to increase their financial contributions to resettling refugees in third countries. We also hope that they will accept more refugees on their own soil.

These will be among Dick's pressing tasks as he takes over as U.S. Coordinator for Refugee Affairs. He will need the support of this committee and that of the other participants in the broad spectrum of refugee programs.

With Dick Clark's leadership and with the sound legislative footing which, we believe, is provided in this legislation, I believe we can strengthen our contribution to pressing human problems for refugee settlement.

Mr. Chairman, I am grateful to you for an opportunity to make these brief introductory remarks. I share with you and the members the pleasure of Dick Clark's leadership in this field, which joins the leadership the Attorney General and Mike Egan have long been fulfilling. Thank you.

AMBASSADOR CLARK'S MANDATE

Senator KENNEDY. Thank you very much, Mr. Secretary.

I had a chance to review the Executive order establishing Ambassador Clark's position. I know our sister committee—the Foreign Relations Committee—has examined it in great detail.

As I understand, Ambassador Clark will have central responsibility for all refugee policy questions, working with the Secretary of State, for shaping and formulating the administration's programs for refugees.

Mr. CHRISTOPHER. That is correct, Mr. Chairman. His responsibilities are deliberately of a Government-wide and interagency nature.

Senator KENNEDY. That would be the only way it could be done?

Mr. CHRISTOPHER. That is one of the lessons of the past.

Senator KENNEDY. That is enormously important. I have seen the need for this, both as a member of the Immigration subcommittee, which we used to have, and as chairman of the Refugee subcommittee. For a number of years, the authority and responsibility for refugees were fractured. There was difficulty in getting and coordinating an effective program.

We take note that that responsibility, now established by Executive order, deposits itself in the able hands of Ambassador Clark.

I am sure you will be getting the best of advice for the Secretary and for the President.

I have no further questions of Secretary Christopher, unless other members do. You have been kind in coming here on this very busy day to introduce Ambassador Clark. Thank you.

Mr. CHRISTOPHER. Thank you, Mr. Chairman.

Senator THURMOND. We were glad to have you with us.

Mr. CHRISTOPHER. Thank you, Senator.

Senator KENNEDY. Ambassador Clark?

STATEMENT OF HON. DICK CLARK, U.S. COORDINATOR FOR REFUGEE AFFAIRS, ACCOMPANIED BY MICHAEL EGAN, ASSOCIATE ATTORNEY GENERAL; PETER D. BELL, DEPUTY UNDER SECRETARY, DEPARTMENT OF HEW; FRANK SIEVERTS, DEPUTY ASSISTANT SECRETARY OF STATE FOR REFUGEE AND MIGRATION AFFAIRS, AND ANTHONY M. SCHWARZWALDER, DEPUTY ASSISTANT ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. CLARK. I want to thank Secretary Christopher for coming down on a very busy morning. I might say that the Secretary of State and Deputy Secretary Christopher have been most helpful in terms of giving leadership to this legislation, as have Secretary Califano, Attorney General Bell, and others.

I particularly want to start by thanking you, Mr. Chairman, for your kind comments.

I would like to mention what a particular pleasure it is for me to present to you the refugee policy and to introduce our legislation before your committee. Your interest and diligent efforts on the part of refugees around the world have been an inspiration for all of us. I hope that our common interest in improving our programs and alleviating human suffering will lay a solid basis for cooperation. In particular, I look forward to hearing your views on the proposed legislation before you, the Refugee Act of 1979.

This bill represents the administration's views on the most appropriate framework for a comprehensive and long term policy on admitting and resettling refugees in the United States.

I think it is appropriate at this point to introduce to you the people accompanying me today, who have all played important roles in putting together this bill. They are Michael Egan, Associate Attorney General; on my immediate left is Peter Bell, Deputy Under Secretary of HEW for International Affairs; Frank Sieverts, Deputy Assistant Secretary of State for Refugee and Migration Affairs; and Tony Schwarzwalder from the Agency for International Development.

AMERICA'S RECORD IN HELPING REFUGEES

The United States has long distinguished itself by an active concern for refugees, as both you, Mr. Chairman, and Senator Thurmond have indicated. Throughout our history we have helped citizens of other nations uprooted by wars and disasters. We have welcomed those who

have fled from persecution on account of race, religion, or political opinion. We have helped them learn a new language, acquire new skills, and settle in new homes. In turn, these refugees have enriched our national life, making remarkable contributions to their own homeland.

The United States must continue to offer assistance to those who flee persecution.

Furthermore, refugee programs are an important element in our foreign policy. The refugee crisis is a pervasive problem that strains the resources of the international community. In offering assistance, we can ease the pressure on friendly governments in Southeast Asia created by the arrival of refugees from Vietnam, Laos, and Cambodia. Elsewhere, our programs support the victims of conflicts while the search for peace continues. Our aid to refugees offers a beacon of hope to people fleeing persecution and repression in Eastern Europe, and it figures in our relations with the Soviet Union. In addition, our aid sets an example for other countries and reinforces our position as a Nation of leadership and humanitarian concern, as Senator Leahy and others have pointed out.

LIMITATIONS OF CURRENT LAW

Until now, we have carried out our refugee programs through what is essentially a patchwork of different programs that evolved in response to specific crises. The resulting legislative framework is inadequate to cope with the refugee problem we face today. It was originally designed to deal with people fleeing Communist regimes in Eastern Europe or repressive governments in the Middle East in the immediate post-war period and the early cold war years. This framework still assumes that most refugees admitted to the United States come from these two geographic areas, or from Communist-dominated countries.

The current law assumes that refugee problems are extraordinary occurrences. It provides for only a very limited number of refugees to enter the United States each year, on a conditional basis. But it also recognizes the Attorney General's power to parole additional individuals into the United States in case of unusually urgent humanitarian circumstances.

REFUGEE NUMBERS EXCEED U.S. LAW

In recent years, we continually have seen dramatic conflicts and internal developments force new groups of people to flee for their lives. The numbers of refugees are growing on every continent. While the plight of the boat people in Southeast Asia presents today's most dramatic case, it must not blind us to the hardships of refugees fleeing oppression and persecution in Eastern Europe, Africa, the Middle East, and Latin America. To deal successfully with these difficult challenges, our policies and programs must recognize that refugee problems unfortunately have become a regular feature of our world.

If we are to respond to this unprecedented refugee situation, our refugee policy must expand the definition of refugees beyond the present reliance in immigration law on narrow geographic and ideological criteria. Human suffering recognizes no such distinctions.

WORLD REFUGEE PROBLEMS

Let me give you an indication of the magnitude and diversity of different refugee populations we face today.

The United Nations High Commissioner for Refugees estimates that there are more than 2 million refugees in Africa, some fleeing racism, some civil war, some unspeakable human rights violations, and some religious persecution. These refugees generally do not face hostility in their countries of asylum, and they hope to return home eventually.

The more than 200,000 Indochinese now in camps in Southeast Asia are in a desperate situation. Most of them have limited possibilities for local resettlement because of traditional animosities and already grave economic and population problems in their countries of first asylum. Others still in Laos, Cambodia, and Vietnam will risk their lives in attempting to escape by land or sea. The unstable political climate in Indochina threatens to intensify the problem of large refugee populations in neighboring countries in Southeast Asia.

The Soviet Union is permitting greater numbers of Jews to emigrate, and a large portion of these is seeking entry into the United States; 200,000 Arakanese Muslims have fled from Burma to Bangladesh, and the arrangements are being made for the repatriation of those who wish to return.

There are chronic problems among Palestinian refugees.

The recently increased flow of political refugees from Cuba to the United States will add to the refugee population here and elsewhere in the hemisphere.

Finally, there are other groups of needy refugees in Latin America.

These examples demonstrate the scope and changing nature of the current refugee crisis. I would like to add at this point that my staff has prepared a worldwide assessment of the refugee problem, which I am submitting for the record.

CURRENT LAWS HAMPER HUMANITARIAN RESPONSE

Until now, our refugee laws have hampered our ability to accommodate the demands for resettlement in the United States in anything but a makeshift way. The current law, as you know, restricts the number of admissions per year to an unrealistically low ceiling of 17,400, and those accepted are only granted conditional entry. They must be examined by an immigration officer in a non-Communist-dominated country. They must show that they have fled from a Communist or Communist-dominated country or a country in the Middle East.

These geographic and ideological criteria effectively exclude many refugees, particularly from the Western Hemisphere and Africa. As a result, over the past 23 years we have repeatedly had to deny needy refugees or resort to parole authority, which was originally intended only for extraordinary circumstances. Parole is granted at the discretion of the Attorney General, but a procedure has gradually developed that involves consultation with members of the House and Senate Judiciary Committee.

I would like to speak to the proposed legislation. First is the admission policy.

COMMENTS ON BILL

The combination of conditional entry and parole procedures has become increasingly cumbersome and inadequate over the years. In both the administration and Congress we have come to see the need for a comprehensive and long-term policy. Building on congressional initiatives in the 95th Congress—including yours, Mr. Chairman—we feel that the proposed Refugee Act of 1979 represents the most appropriate way to provide such a policy.

The bill makes several sweeping changes in the existing piecemeal approach to admissions. To begin with, it acknowledges the size and diversity of current refugee populations by extending the definition of refugee beyond narrow geographic and ideological criteria. It essentially adopts the definition of the United Nations Protocol Relating to the Status of Refugees, to which we are a party.

It defines a refugee as someone outside his or her country who is unable or unwilling to return to that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. This definition corresponds more closely to the situation that we now face.

"REFUGEES OF SPECIAL CONCERN" TO U.S.

The bill also provides a more equitable way of determining who is eligible to be resettled in the United States from the pool of people who qualify as refugees. It authorizes the President to establish groups or categories of refugees to be admitted to this country, called "refugees of special concern." Among the factors considered in this determination are: whether the refugees have cultural, historical, or special family ties to the United States; whether dire circumstances suggest the United States should immediately offer refuge to those who have no reasonable hope of resettling anywhere but the United States and whose lives are in danger, and whether we have a special responsibility because of previous U.S. political involvement with the refugee or his country of origin.

The next major change in our admission policy is a provision for more flexible procedures. Under our proposed bill, most refugees will fall in the more-or-less predictable "normal flow" of refugees each year. The normal flow provision allows the admission of up to 50,000 refugees.

The President has the authority to allocate the numbers to specific groups or categories. He is also empowered to raise the total ceiling before the beginning of the fiscal year, after consultation with the Congress, if he determines that the foreseeable resettlement needs and the national interest warrant an increase. The President may also determine to admit fewer than 50,000 refugees in a given fiscal year, letting the unused numbers lapse.

EMERGENCY PROVISIONS

In cases of unforeseen emergencies after the beginning of the fiscal year, the President can also invoke an emergency admission procedure after consultation with the Congress. Under this provision, the Presi-

dent must determine that the admission of the refugees is not possible under the normal flow provisions, and is justified by grave humanitarian concerns, or is otherwise in the national interest.

The emergency group admission procedure will essentially replace the Attorney General's current authority to parole large groups of refugees into this country. Actually, it is intended to fill the gap that repeated stretching of parole authority never successfully accomplished. For the first time, the bill will also establish explicit criteria for emergency group admissions. It will set a statutory requirement for congressional consultation on such admissions.

EXAMPLE OF VIETNAMESE REFUGEE PAROLE

Let's look at the history of Vietnamese refugees to compare the practical differences between the existing and proposed refugee admission policy.

Following the fall of South Vietnam in the spring of 1975, 133,000 Indochinese were paroled into the United States within a few months. In 1976, 11,000 Indochinese were paroled into the United States, followed by 15,000 in 1977 and 7,000 in the first half of 1978. We are now in the final stages of the most recent parole program, which authorized the entry of an additional 25,000 Indochinese refugees between June 1978 and May 1, 1979, augmented by an additional parole of 21,875 announced in December 1978.

It became apparent soon after the initial 1975 parole program that a steady, fairly predictable stream of refugees would be leaving Indochina for the foreseeable future. The executive branch, however, was put in the position of waiting repeatedly until the number of refugees in the countries of first asylum reached crisis proportions and then declaring an "emergency" which required yet another special parole program.

If the proposed act had been in effect since 1975, the emergency group admission provisions would have been employed only for the initial mass exodus of 1975. In the succeeding period, situations which were previously termed "emergencies" would, with one exception, have been handled under the normal flow provisions, without the need for repeated ad hoc consultations with Congress in an atmosphere of crisis.

The one exception relates to the large increase in the number of "boat people" fleeing from Vietnam in the fall of 1978. This sudden jump—primarily after the beginning of the fiscal year—demonstrates the need for the continued flexibility of the emergency group admissions procedure.

FEDERAL SUPPORT OF RESETTLEMENT IN UNITED STATES

Mr. Chairman, now I want to talk about resettlement in the United States, basically title III in the bill.

Now let's turn to the next step in the process: the way we offer resettlement assistance to refugees once they arrive in the United States. Like our policy on refugee admission, our domestic assistance program also evolved in response to specific humanitarian crisis around the world. The growth of domestic programs, through repeated statu-

tory amendment, has resulted in a wide range of separate programs. Each has offered different services, although the common goal has clearly been to help the refugees become self-sufficient and contributing members of American society.

RECENT EXAMPLES

The following are some of the major programs, most of which have been funded by Department of Health, Education, and Welfare:

The Cuban program has provided support to Cuban refugees in need of public assistance since 1961. Until fiscal year 1978, this program offered full Federal reimbursement to States for cash and medical assistance, extensive Federal support for local educational systems attended by Cuban refugee children, and adult English and vocational training. Last year Congress approved a 6-year phase-down of Federal reimbursement for these services. The Indochinese program, dating from 1975, has provided essentially similar support, but it has been renewed on a year-to-year basis.

For refugees other than Cuban or Indochinese, assistance is largely in the form of grants to voluntary agencies. About three-quarters of these refugees are Soviet Jews, but this group also includes refugees from other places such as Chile, Lebanon, and Ethiopia. Until fiscal year 1979, there was no special Federal assistance to aid in their resettlement grant that was given to the voluntary agencies.

ROLE OF VOLUNTARY AGENCIES

During fiscal 1979, up to $1,000 per refugee is being provided to voluntary agencies, which must match this grant with private resources, dollar for dollar. The per capita grants are intended to cover the same range of benefits as is available in the other two programs through the reimbursement of public and private agencies. Under this program, there is no special Federal reimbursement to the States. This individualized approach to refugee assistance served us reasonably well in the past, when the refugee flow came primarily from a limited number of countries in any given year. But this approach is no longer adequate to deal with the increasing flow of refugees from every continent.

We believe it is necessary to have a coherent domestic assistance program that can respond equally well to a wide range of circumstances across the globe, and to all refugees, regardless of national origin. This situation cries out for rationality. With a comprehensive refugee policy, we can better meet our responsibilities to all refugees in a prompt and consistent manner.

Before outlining some of the key provisions in the new bill on domestic assistance, I would like to add that none of our programs would be possible without the generous participation of a number of voluntary resettlement agencies. From the beginning, our refugee programs have been based on the assumption that refugees will have a much easier time adjusting to life in this country if they are assisted primarily by the private and voluntary sector, rather than by public assistance alone. The voluntary agencies have provided a key link in the partnership between the Government and the private sector.

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These agencies have responsibility for placing the refugee with a sponsor, often a church or synagogue. The sponsor arranges housing, helps with locating a job, and eases the transition into a totally new culture. The voluntary agencies offer the personalized attention and human care that contribute so much to a refugee's successful resettlement. They also provide an entree into social support networks that is sometimes beyond the reach of Government agencies.

We intend to build upon the experience of the voluntary agencies as we move toward a national refugee policy, as well as to strengthen their role in the resettlement process. I am delighted to see that they are going to be testifying here later this morning.

LESSONS SHAPING LEGISLATIVE PROPOSALS

Our years of experience with domestic refugee programs have taught us important lessons that we have used in developing this legislation.

First: Refugees have the greatest need for Federal assistance in the early years of the resettlement process, if at all. At the same time, Federal assistance eases the strain of State resources during the very time when refugees are most in need of help.

Second: There should be a time limit on Federal support. To a degree, this encourages refugees to adapt quickly, and it notifies both public and private agencies that Federal support for these programs will be of limited duration.

Third: And perhaps most important, the relationship between the Federal Government, State and local governments, and the national voluntary agencies must be preserved and strengthened. By working together closely, we believe we can best serve the needs of all refugees with the resources available.

DOMESTIC RESETTLEMENT SUPPORT

We think title III of the legislation before you represents a framework for the most effective domestic resettlement process. It does so in a comprehensive yet flexible way, recognizing that all refugees have certain common needs and should be eligible for common benefits. All refugees are eligible for the following services during the first 2 years after their arrival, under the terms of the bill:

It provides grants to the public or voluntary agencies for the placement, care and resettlement of refugees.

It provides money for special project grants to assist adult refugees with English, vocational training, and social services.

It provides money for projects for special educational assistance for school-age refugee children.

It provides full Federal support for a complete range of child welfare services for children who enter this country without the presence of a close adult relative. This support would be available until the child reaches age 18, or older if consistent with State practice. Other children would be eligible for such federally supported child welfare services during the first 24 months they are in this country.

It provides full Federal reimbursement for cash and medical assistance provided by the States to needy refugees for 24 months following their arrival in this country.

Aside from the benefits provided by the legislation, refugees are also eligible for assistance such as supplementary security income and food stamps, which are available to all qualified Americans through other appropriations under current law.

BILL PROMOTES BETTER PLANNING AND PROGRAMING

In our view, this legislation offers a sound approach to the tremendous challenge of resettling large and diverse groups of refugees in this country. It allows us to take into consideration their particular needs as well as our own resources in easing this often difficult transition. It recognizes our experience that refugees are eager to become self-sufficient and contributing members of society.

After the initial transition period, their participation in the work force is very high. Their needs for public assistance are usually limited and temporary in nature. They contribute in an incalculable way to the economic, social and cultural richness of the country.

At this point, I would like to add that the success of our comprehensive refugee policy will depend on a number of factors. The most important is the legislation before you. This will provide a basic framework for all our efforts. For the first time, we will have the means and flexibility to respond to the challenges of the growing refugee situation. We will be able to improve our capacity based on long-term, realistic programs, rather than temporary, piecemeal measures.

But the legislation is only a beginning. At home we will continue to rely on the cooperation and assistance of State and local governments and particularly the voluntary agencies. For, to a large extent, our ability to accept refugees in the United States depends on our ability to find specific resettlement opportunities throughout the country.

INTERNATIONAL PROGRAMS

Overseas we also depend on a partnership with voluntary agencies, international organizations and other governments. The present refugee crisis is an international humanitarian problem. It ignores national boundaries, and it requires concerted efforts by the entire international community.

As in the past, we will continue our support for the refugee programs of international organizations such as the United Nations High Commissioner for Refugees and the International Committee of the Red Cross. One of my tasks as U.S. coordinator will be to review the international activities we help fund to see how they can be strengthened.

The U.N. High Commissioner for Refugees received $145 million in voluntary contributions from member states in calendar year 1978. The U.S. voluntary contribution of $44 million was about one-third of the total. The UNHCR programs affect refugees worldwide, from the reception and care of refugees in areas of first asylum through resettlement in third countries, or voluntary repatriation. One program of particular importance to the United States is the High Commissioner's operation of the camps for Indochinese refugees and extensive efforts to find them resettlement opportunities in other

countries. Another important program is for refugees throughout Africa.

Certain of the humanitarian relief efforts of the international committee of the Red Cross are also of benefit to refugees. For this reason we have decided to make a major increase in our contribution to this organization, particularly to support projects in southern Africa. The International Committee on European Migration, ICEM, plays important roles in arranging for the transportation of refugees, including those from Indochina, and in finding settlement opportunities, particularly in South America.

The U.N. Relief and Works Agency is responsible for providing the essential support services to camps of Palestinian refugees. While the quality of the programs of these agencies is generally high, we would work to improve their capacity for planning and managing and should urge them to expand their access to funds from other sources.

Some overseas programs we run ourselves. AID, for example, has managed and overseen significant programs designed to assist refugees in southern Africa and facilitate their eventual resettlement. And the Department of Justice, State, and Health, Education, and Welfare, with significant support from the Cuban community in the United States, have managed the movement of refugees from Cuba to the United States.

ROLE OF OTHER GOVERNMENTS

Other governments also play a significant role in care and resettlement of refugees. Some run major programs of their own; the work of the Federal Republic of Germany, on behalf of ethnic Germans from Eastern Europe, is a notable example. France, Australia, and Canada have resettled many Indochinese refugees. Others are strong supporters of international agencies and their programs. Some governments inevitably play a major role because of their geographic location; the countries of Southeast Asia and southern Africa immediately come to mind. Each refugee problem calls for a different solution, and various states contribute in different ways.

Despite the participation of many other governments and international agencies, the U.S. share of the current refugee problem entails a substantial financial burden. Therefore, among the most crucial elements of our refugee policy, we must include strenuous diplomatic activity to alleviate the causes of refugee migration and equally strenuous activity to get other governments to assume a greater share of the burden.

IMMEDIATE GOALS

Increased emphasis on this aspect of our work means different types of activity: Encouraging other governments to work with us in finding political solutions to regional political disputes that are causing refugees to flee; exerting diplomatic influence, in cooperation with other governments, to induce repressive states to moderate their practices; working with the international agencies, such as the U.N. High Commissioner for Refugees, to improve their programs and management of resources, and urging other governments to give their full support to these ends; and, encouraging other governments to

carry their own fair share of the burden, in terms both of providing resettlement opportunities and making financial contributions to international efforts.

Lastly, Mr. Chairman, in the next year, there are five principal ways we can improve our refugee programs. I am committed to implementing these steps:

IMPROVING U.S. REFUGEE PROGRAMS

We must pass legislation that meets the needs I have outlined: Giving us a fair and workable definition of refugees, making realistic provision for the admission of larger numbers of refugees, and regularizing our domestic programs.

We need to strengthen the management of our refugee programs, first by coordinating the planning efforts by the different departments and then by overseeing the operation of specific programs.

We must put a higher priority in our foreign policy on refugee issues. This means greater efforts to get other governments to carry their fair share of the burden, and earlier and more persistent attention to the conflict, strife, and persecution that give rise to refugee problems.

We have to ensure that the international agencies, suuh as the U.N. High Commissioner for Refugees, improve their own capacity to plan for and manage the large programs that have become a tragic characteristic of our time.

Finally, we need to assure ourselves that the work of the voluntary agencies goes forward effectively and efficiently.

This obviously adds up to a difficult challenge. Achieving these goals will depend on cooperation from everybody involved in U.S. refugee efforts, including the Congress. In the short period I have been serving as U.S. Coordinator for Refugee Affairs, I have been struck by the widespread support for these objectives, as well as the willingness to contribute the necessary ideas and hard work.

I look forward to working with this committee and hearing your views on our refugee programs and legislation.

Thank you, Mr. Chairman.

Senator KENNEDY. Thank you, Ambassador Clark. That was a very detailed and helpful explanation of existing laws and of the prospective legislation. It is also a good review of the current situation and the need for this legislation.

I understand Mr. Egan and Mr. Bell have short statements before we begin questioning?

STATEMENT OF MICHAEL J. EGAN, ASSOCIATE ATTORNEY GENERAL, U.S. DEPARTMENT OF JUSTICE

Mr. EGAN. Thank you, Mr. Chairman.

First let me join in the welcoming of Dick Clark here. He has been a great help in this overall problem, particularly in his work on the relationship between the Department of Justice and the Department of State. We have enjoyed working with him during the few months that he has been here. We look forward to a continuation of that cooperation.

I am pleased to be here this morning to present the views of the Department of Justice on the proposed Refugee Act of 1979. This bill

represents much hard work and careful consideration of all facets of the problem by the Departments of Justice, State, and HEW. We are also indebted to you, Mr. Chairman, to Chairman Rodino and Congresswoman Holtzman of the House of Representatives, and to other Members of Congress whose ideas on the restructuring of our refugee admission procedures have been utilized in the drafting of this bill.

Senator KENNEDY. Mr. Egan, I think Senator Clark gave us a very detailed statement. Maybe you can just summarize the aspects of your statement as they relate to the Justice Department. We can print your entire statement in the record.

[The prepared statement of Mr. Egan follows:]

PREPARED STATEMENT OF MICHAEL J. EGAN

Mr. Chairman, members of the committee, I am pleased to be here this morning to present the views of the Department of Justice on the proposed Refugee Act of 1979. This bill represents much hard work and careful consideration of all facets of the problem by the Departments of Justice, State, and Health, Education and Welfare. We are also indebted to you, Mr. Chairman, to Chairman Rodino and Congresswoman Holtzman of the House of Representatives, and to other Members of Congress whose ideas on the restructuring of our refugee admission procedures have been utilized in the drafting of this bill. We believe that this bill not only will deal with current refugee situations, but will provide a solid foundation for our refugee policy for many years to come.

We are proud of the role that the Department of Justice, and especially the INS, has played in responding to past refugee situations. Over the years we have processed hundreds of thousands of refugees, including those from Hungary, Cuba, and Indochina, for admission to the United States, lawful permanent residence, and eventually citizenship. Last fiscal year, almost 60,000 refugees were authorized to be admitted to the United States under the combined conditional entry and parole programs administered by the INS. Commissioner Castillo has created an Office of Refugee and Parole Affairs to coordinate refuge related matters. Currently, the INS has conditional entry posts at Frankfurt, Rome, Vienna, Athens, and Hong Kong. We anticipate establishing two additional offices, one in Southeast Asia, and another in South America, to handle additional admission under the new law.

As Senator Clark pointed out in his testimony, under the current law the Attorney General has the sole authority under the Immigration and Nationality Act for the admission of refugees, either through the conditional entry provisions or the exercise of his parole power. The numbers of refugees admitted through use of the parole have become far greater than was contemplated by Congress. We fear that this authority, which is vested solely with the Attorney General, has the practical effect of giving to the Attorney General more power than the Congress in determining limits on the entry of refugees into the country. The bill transfers the responsibility for refugee policy decisions to the President in consultation with the Congress. The Department of Justice welcomes and is in complete agreement with this change.

The transfer of policymaking authority to the President recognizes that these decisions are of such importance to the United States that they should be made only at the highest level. The Attorney General will continue to play an active role in advising the President on refugee matters, especially with respect to the legal and domestic aspects of refugee admissions. The Attorney General is vested with the responsibility for examining and admitting individual refugees in accordance with the policy determination made by the President each year designating the number and groups of refugees of special concern to the U.S. We believe that the bill establishes a more rational system, without sacrificing any of the safeguards contained in the present Immigration and Nationality laws.

The parole authority, section 212(d)(5) of the Immigration and Nationality Act, remains unchanged by this bill. Passage of the legislation will allow parole to be used for its originally intended purpose, i.e., individual cases of humanitarian need, rather than for large groups of refugees as has of necessity become the practice. However, because current parole authority for Southeast Asian and Eastern European refugees expires on April 30, we are currently reviewing,

with the Department of State, a proposal for renewing that authority for the remainder of the current fiscal year. Such a renewal would allow us to continue to admit refugees until the October 1, 1979, effective date of the bill.

The annual admissions provisions of the bill, set out in section 207, contain several significant departures from the present conditional entry provisions of section 203(a)(7) of the Immigration and Nationality Act. In addition to the elimination of ideological and geographical limitations, and the increased numerical ceilings placed upon annual admissions, the law removes the 2 year waiting period for lawful permanent resident status required of conditional entrants under the present law. The original rationale for this waiting period was because of the difficulties in adequately screening refugees fleeing from persecution. In practice, we have found the current screening procedures for conditional entry applicants who apply at INS offices abroad to be quite thorough, and virtually the same as those applied to applicants for immigrant visas. Since refugees who have reached a third country are out of immediate danger of physical harm, we have the time to examine applicants carefully and make appropriate background checks. As a result, very few conditional entrants are refused lawful permanent resident status when they are re-examined after 2 years residence in the United States. Moreover, even for those few who are refused lawful permanent resident status, as a practical matter it is seldom possible to send them to another country. Therefore, we believe that immediate admission of normal flow refugees for lawful permanent residence is the most efficient possible procedure.

The conditional entry procedures have, however, been retained in section 208 of the bill for use in the case of emergency situation refugees. Currently, when emergency situation refugees are admitted under a parole program, Immigration and Naturalization Service officers go abroad and screen the prospective applicants as thoroughly as possible. While the INS of course does basic background and security checks, because of the nature of emergency refugee situations, it is more difficult to do the examination which is necessary to admit an alien for lawful permanent residence. Therefore, the conditional entry provisions are desirable in the case of emergency situation refugees, since they give the Government the opportunity to make further inquiry before granting lawful permanent residence status which may eventually lead to U.S. citizenship. Once a conditional entrant is granted lawful permanent residence status under proposed section 210, following 2 years' residence in the United States, the status is retroactive so that he will not be prejudiced with respect to the waiting period for naturalization.

The provisions of the draft bill governing adjustment of status to lawful permanent resident will also have the salutary effect of replacing the present piecemeal approach to adjusting the status of refugees brought in under the Attorney General's parole authority. Generally, refugee parolees require special legislation from Congress in order to adjust their status to that of a lawful permanent resident. The most recent enactments are P.L. 95–145, enacted in 1977, which allow Indochinese refugees paroled into the United States to adjust status, and section 5 of P.L. 95–412, enacted in 1978, which allow refugees paroled prior to October 1, 1980 to adjust status.

Another significant change from the current law is elimination of the requirement to examine refugees in a third country. This change was prompted by the situation of Cuban refugees. Because of the proximity of Cuba to the United States, it would be inefficient to require Cuban refugees to be screened in a third country. This change is not without historical precedent. After the 1975 fall of Vietnam, large groups of Vietnamese refugees were screened on U.S. soil in Guam rather than in third countries. Similarly the airlifts from Cuba in the sixties resulted in non-third country screening. We do, however, anticipate that for the present all non-Cuban refugees will continue to be processed by immigration officers in third countries as a matter of administrative preference.

Adoption of this bill will establish a rational and humane refugee admission system which will allow us to fulfill this country's traditional role as a haven for the oppressed. The bill provides for policy direction by the President and also formally recognizes the importance of productive consultation with the Congress on refugee matters. We at the Department of Justice will continue under the new law to strive to provide the most efficient and courteous service to refugees and to apply carefully the criteria set forth in the law to ensure that the security interests and welfare of the United States are protected.

Mr. EGAN. Mr. Chairman, let me cover the big parts that relate to the Justice Department and clear up any misunderstandings.

This has to do with the Attorney General's parole authority which now exists and is the mechanism through which large number of refugees have been brought into this country on an emergency basis and will continue to be brought in until such time as this legislation is passed.

PAROLE AUTHORITY RETAINED IN BILL

The parole authority is not, however, eliminated entirely in this bill, as Senator Thurmond indicated it might be. The parole authority remains. It is thought that in the future it may be exercised only for truly emergency and individual situations where refugees are desperately crying out for the help of this country. It can then be handled in a much more orderly fashion, with the power now in the Attorney General to, in effect, determine the number of refugees and from whence they will come, escalated to the President of the United States, in recognition of the great importance to this country.

We welcome that. We are working with it. We look forward to continuing the cooperation. The Immigration and Naturalization Service remains as the body to check each individual's conformity with the law and requirements of the law for admission into the United States.

Mr. Chairman, I will leave it at that.

Senator KENNEDY. Fine. I am sure we will come back during the questioning.

Mr. Bell, we will include your statement, and perhaps you can summarize.

Mr. BELL. Mr. Chairman, I would be glad to submit my statement for the record.

Senator KENNEDY. Without objection, it will be printed in the record.

STATEMENT OF PETER BELL, DEPUTY UNDER SECRETARY, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. BELL. Mr. Chairman, in the interest of time, I will simply say that HEW is also delighted to be working with Ambassador Clark. We view the Interagency Committee on Refugee Affairs, which is chaired by Mr. Clark, as a positive step in the development of coordinated refugee policy.

I would also like to say that we, within the Department of Health, Education, and Welfare, under the leadership of Secretary Califano, have been working to coordinate our own various agencies to make them most effective in promoting the resettlement and integration of refugees into American society.

I think that Senator Clark has broadly outlined the provisions of title III, which is that part of the legislation which most particularly applies to the Department of Health, Education, and Welfare.

Perhaps I will just let my remarks rest there.

[The prepared statement of Mr. Bell follows:]

PREPARED STATEMENT OF PETER BELL

I am Peter Bell, Deputy Under Secretary of HEW. Several months ago Secretary Califano asked me to organize an HEW-wide task force to review all

of the refugee-related activities of the Department and to develop a proposal for the domestic resettlement portion of the administration's refugee bill. I am, therefore, pleased to be here today to express the views of HEW on the legislation before your committee, particularly with regard to title III.

I would first like to say a few words about the refugees who have come to this country recently, and about how they are doing in their new homeland. I will concentrate on the Indochinese refugees, since they are the group which has arrived in largest numbers over the last few years.

The refugees who have come here from Southeast Asia have fled from extremely harsh conditions, and many have suffered further physical and emotional trauma in making their way from their countries of origin to the camps of Thailand and Malaysia. For these refugees, the United States represents the difference between despair and hope. Our country offers them an escape from the persecution and fear in their homelands, and from the confinement and anxiety of the camps, and it offers an opportunity for a new beginning.

For most immigrants, however, adaptation to a new culture is difficult. For the refugees from Indochina, the process can be particularly arduous. They arrive in this country virtually without material possessions. Not only must they learn English; they come from cultures very different from ours. Moreover, they often bear the emotional and psychological stress of the preceding months and years. Many have been separated from family members during the war; some do not know where close relatives have settled outside Southeast Asia. For all of their hope and determination, these refugees often need help in adapting to their new life. They obtain that help from a combination of voluntary organizations, state and local governments, and the Federal government.

There are refugee children who have come, and will continue to come, to this country without parents or close relatives. In some cases their parents may have been killed during escape; in others the parents have helped the children to flee when they could not. Children living in the refugee camps of Southeast Asia are especially vulnerable to the conditions which exist there. We in HEW have been working closely with the voluntary agencies and state child welfare agencies to speed up the entry of these children into this country, and to facilitate their placement under foster care. We believe that special efforts are warranted for this particular group of children.

Through special project grants to public and private, nonprofit organizations, we have sought to assist refugees and their families in the quest to become independent members of our society. We have funded English-language and job training programs throughout the country as a means of helping refugees to become gainfully employed.

The rate of employment among Indochinese refugees demonstrates the success of both the language training and the employment projects. Some 63.4 percent of the Indochinese refugees age 16 and older are in the labor force, compared to 63.6 percent of the entire American population.

While these statistics demonstrate the determination of the refugees to work, and the capacity of our economy to give them employment, it should be noted that many of them are in low paying jobs. About one-third of the refugee population receives some cash assistance; however, about two-thirds of those who receive cash assistance are also working. Their wages are low enough that they still are eligible for supplementary welfare. Only about 11 percent are solely dependent on welfare.

Mr. Chairman, we think the refugees who are in this country have demonstrated their commitment to work and to become contributing members of our society. This legislation is important to us in HEW for two reasons. It will promote greater coordination on refugee matters among the Departments of State, Justice, and Health, Education, and Welfare. Second, it will clarify the terms of Federal commitment to domestic assistance for the State governments and the voluntary agencies that are so important to refugee resettlement. For us it means that our planning for refugee assistance will be more systematic and rational. The legislation provides a basic foundation and framework, obviating ad hoc responses to new refugee groups.

The administration places great importance on human rights and therefore on the situation of refugees. The legislation before you represents what we think is a responsible and fair way of addressing the worldwide refugee situation. Mr. Chairman, we know of your own personal interest in this issue, and are grateful for your support of this legislation. We look forward to working with you and the committee on this very important issue.

OPENING THE FLOODGATES?

Senator KENNEDY. Thank you.

I think one of the principal questions we are going to face is this: Is this legislation going to open up the floodgates to hundreds of thousands of refugees worldwide? If not, given the increase in what would appear to be new legislative authority, why not?

Mr. CLARK. I think it clearly does not. As a matter of fact, under the existing parole authority there is no limit to how many could theoretically be brought into the United States. We think that this legislation really establishes a statutory structure for a more careful consideration on an annual basis of how many people should be brought into the United States and, for the first time, establishes in law consultation with the committees of the Congress. There has been some practice of that. But it has never really been a statutory requirement.

CONSULTATION PROCESS

Senator KENNEDY. How will the consultation process vary from what it is at the present time?

Mr. CLARK. As I say, it has been a practice of doing that. It will be written into statute. The President will come to the Congress at the beginning of each fiscal year with a specific report on how many are expected to come into the country, with total numbers, what the breakdowns are. And at the same time he will, for the first time, present a worldwide assessment of the refugee problem, and then consult with the two Judiciary Committees. If the President decides to go above the so-called normal flow of 50,000 then the same kind of consultation will take place.

If an emergency occurs after the beginning of the fiscal year and the President decides to invoke the emergency group admissions procedures, the same consultation provision will apply.

Senator KENNEDY. Given the track record over the last several years, even though you have seen some significant increase recently, this figure represents pretty close to what the country has actually accepted over the period of the last several years. It may be a little higher.

Mr. CLARK. I think that, if one did not include this year, the normal flow would have provided the numbers for the last 3 or 4 years. It is interesting, if you go back through the period since the Second World War, although you have a lot of definitional problems as to who might qualify as a refugee, the figure 50,000 is a pretty good average for that entire period.

WHY ISN'T PAROLE AUTHORITY SUFFICIENT?

Senator KENNEDY. You have the authority now to parole refugees into the United States in unlimited numbers. Why is this type of legislation really needed if you are already doing it, unless you are thinking about having a more expanded program? Why do you need the change?

Mr. CLARK. I think primarily because it brings a great deal more system and rationality to the way in which we do that.

Now the Attorney General comes in at any point during the year. The presentation to the Congress, the planning for the program, the budgeting for the program, and so forth, can never go forward until

the decision to use the parole authority is made. It seems to us that, if we could start at the beginning of the year in the regular budget process—with the President determining those numbers for the year to the very best of his ability and doing that in consultation with the Congress, outlining the figures in detail—then this would bring a great deal more rationality to the system. It would bring a great deal more rationality to the overall structure than is the case presently, where it is done in a somewhat more ad hoc fashion.

ANY ADDITIONAL FUNDING?

Senator KENNEDY. Now that you are going to regularize the process of resettlement payments to those that come in under this process, does this mean that is going to cost a lot more money?

Mr. CLARK. No, I do not think it is going to cost more money. I think, in fact, there are certain economies in trying to do this in a more systematic way. We can know in advance how many people are apt to come to this country. Let me give you an example: Presently we have built up in the East European program, as of the last report, about 10,000 people coming out of the Soviet Union, primarily Soviet Jews, in Rome. If we had been able to predict this over a little greater period and had the budget information in that period, we really could have kept those numbers at a lower level. It would not have cost us as much in terms of care and maintenance in the program in Rome. So, I think it brings a great deal more rationality to it than otherwise exists.

Senator KENNEDY. That is because you have already filled the 17,400 conditional entry numbers and therefore you have the backup in Rome, and we are paying for the care and maintenance of those refugees— at the cost of some $2 million each month.

We know they will eventually come into the United States. You can do it probably more efficiently and more compassionately and at less cost than the bottleneck we have at the present time.

Mr. CLARK. Absolutely.

Senator KENNEDY. We are moving along on the parole authority on those refugees; are we not?

Mr. EGAN. Yes. Anything, Senator, that one can plan for can usually be done more economically——

PAROLE FOR SOVIET JEWS IN ROME

Senator KENNEDY. I am asking specifically about the Rome situation among the backlog of refugees from the Soviet Union.

Mr. EGAN. We have a letter from the Secretary of State that we received this morning. We will be coming before this committee and the Committee on the Judiciary in the House for consultations on the refugee program and parole program for both Eastern European refugees.

Senator KENNEDY. When can we expect that?

Mr. EGAN. You will have a communication from the Attorney General on that perhaps before the end of this week or early next week. As I arrived here just this morning we received a communication from Secretary Vance.

2-YEAR LIMIT ON FEDERAL RESETTLEMENT SUPPORT

Senator KENNEDY. As I understand, Ambassador Clark, this bill puts a 2-year cutoff on Federal support. We have seen over a period of time the pressure that Congress has been under continually with special kinds of programs such as the Cuban refugee program because of pressures from local constituencies and communities.

What this bill does, as I understand it, is provide the same kind of resettlement assistance for all refugees, and limit it to 2 years? There is a disparity at the current time whether some refugee receive or do not receive assistance. Regularizing that process will mean that people are treated equally under our policy.

Mr. CLARK. That is exactly right.

Senator KENNEDY. There is a 2-year cutoff, however? We know that in advance. We legislate that. We are not in the open-ended situation that has been a part of some programs in the past?

Mr. CLARK. That is exactly right.

ESTIMATED COSTS OF BILL

Senator KENNEDY. You might make a comment about the cost of refugee resettlement. I think we are going to face problems about first whether we are opening up the floodgates on this issue and whether refugee numbers are going to be virtually unlimited. I think we ought to nail that down. Second, we need to review the costs involved.

Mr. CLARK. That is exactly right. The programs that exist now, with one exception, are unlimited in terms of time. This program imposes a 2-year restriction on all of the programs except one; namely, children who are coming into this country unaccompanied.

Full Federal support will be limited for the first time. Obviously, there are going to be significant savings in that.

One can certainly make a justification for need beyond 2 years. But we think, given the budgetary constraints that we have, this is an appropriate level.

CUBAN REFUGEE PROGRAM

Senator KENNEDY. The existing Cuban refugee program, for example, still continues at about $90 million a year, doesn't it? If this bill's 2-year limit was in effect at the time of, say 10 years ago, when the Cuban refugee influx ended, there might have been a possible savings of nearly $1 billion. That is what was expended in terms of that program, beyond a 2-year limit on Federal support?

Am I correct on that?

Mr. BELL. Senator, I cannot tell you exactly what the savings would have been——

Senator KENNEDY. Well, it is $70 million this year in HEW's budget, is it not?

Mr. BELL. I believe that that is a bit higher than it is.

Senator KENNEDY. Will you be continuing the Cuban program under this bill?

Mr. BELL. We are now in a phasedown pattern with respect to the Cuban refugee program. I believe that, for this year, we are paying 85 percent of the non-Federal cost, for medical assistance and cash assistance. In fact, there has been $57.3 million appropriated for the program; next year it will decline further.

We are now in the second year of a 6-year phasedown program.

That phasedown program that was agreed to by the Congress last year will be maintained in its integrity. New Cubans—that is, Cubans who have entered this country since October 1, 1978—would be treated within the new legislation.

EMPLOYMENT AMONG REFUGEES

Senator KENNEDY. You talk about the good employment situation among those refugees who have come to this country. It is my understanding—and perhaps you will provide the details in memo for the record—that the actual employment statistics among Indochinese refugees are even more favorable than national averages.

Mr. CLARK. They are, slightly.

Senator KENNEDY. So, the stereotype thinking about what happens to these people and what sort of burden they are to the community does not hold up, and the actual story of people who get here is such a contrast to what some people imagine, it is a fact we should get clearly on the record.

I will ask questions about this in detail form, and we will make that a part of the record.

REFUGEE EMPLOYMENT

Data are available on labor force participation and employment among Vietnamese refugees, based on the same definitions as those used by the Department of Labor in determining these rates for the U.S. population as a whole.

The labor force participation rate for Vietnamese refugees—that is, persons working or seeking work—are closely comparable to those for the U.S. population as a whole. Data for November-December 1978 showed the labor force participation rate for the refugees to be 63.4 percent as compared to 63.6 percent for all Americans. For males, the rate was 74.4 percent among refugees as compared to 77.6 percent for Americans; for females, it was 49.4 percent for refugees as compared to 51.0 percent for Americans.

Among persons in the labor force, 94.9 percent of the refugees were employed (95.2 percent of the men and 94.3 percent of the women). This compares with 94.5 percent among all Americans (95.3 percent among men and 93.3 percent among women).

Since the first study was made in July 1975, the employment rate of Vietnamese refugees has risen from 68.2 percent among men to the present level of 95.2 percent, and from 50.9 percent among women to the present 94.3 percent.

Among refugee male heads of households, the employment rate was 95.7 percent in November-December 1978, and among female heads of households (a small group) it was 91.9 percent.

Weekly wage and salary income among the refugees has continued to show improvement. The November-December survey showed 95.9 percent of the employed refugees to be earning $100 or more per week as compared to 77.6 percent at the time of the last previous survey conducted in July-August 1977. The percentage earning $200 or more per week rose from 14.3 percent to 33.9 percent during this period.

Monthly income of refugee households also showed substantial gains between the two surveys. Seventy percent of the households reported a monthly income of $800 or more in November-December 1978 as compared with 51.4 percent in July-August 1977. Since the first survey was conducted in July 1975, the number of households with incomes of $800 or more per month has risen from 14.9 percent to the present 70 percent.

Senator KENNEDY. Senator Thurmond?

Senator THURMOND. Thank you, Mr. Chairman.

Senator Clark, we are glad to have you with us.

Mr. CLARK. Thank you.

Senator THURMOND. I want to congratulate you on your appointment and wish you well in your work.

I believe you consider this proposed legislation a major policy change in regard to our refugee policy. Is that right?

Mr. CLARK. I think one could say that it is a major change, yes.

INCREASED QUOTAS UNDER BILL

Senator THURMOND. I believe the bill increases the refugee quota from 17,400 a year to 50,000.

Mr. CLARK. Yes. I would like to qualify that by saying that, under the existing act, the 17,400 limit is, of course, not an absolute limit in the sense of how many we bring in because we almost always exceed that under the parole authority, but that is the actual limit in the Immigration Act itself. That applies to two geographic areas: those fleeing communism and countries of the Middle East.

Senator THURMOND. What would you say briefly are the other major changes?

Mr. CLARK. I think there are really two areas: title II and title III. In title II we are talking about this very question that you raise: the number of people who can come in and under the procedure for admitting them. Instead of relying so heavily on the 17,400 and the continual use of parole authority, we will try to establish a normal flow based on historical and current data. So, we are increasing that ceiling to 50,000 and setting up a statutory requirement that the administration consult with the Congress at the beginning of each year on the projected flow of refugees. In title III, where we are dealing with the resettlement of refugees in this country, we are trying to bring greater equity to those various groups.

I think that basically is what it does.

COST PROJECTIONS

Senator THURMOND. Do you have any cost projection in regard to the increased quota?

Mr. CLARK. The difficulty is that the figures of 17,400 and 50,000 don't really represent actual refugee admissions. This year, for example, we are bringing in something like 103,000 refugees under the present system.

Let us take an example. If we brought in 50,000—in other words, if we met exactly the normal flow—that cost would be $223.2 million.

FISCAL YEAR 1980 ESTIMATES FOR NORMAL FLOW OF 50,000

	Millions
Domestic costs:	
HEW furnished cash and medical assistance [1]	$88.0
Special projects/special education program [1]	27.8
Resettlement grants	22.8
Subtotal domestic costs	138.6
International costs:	
Contributions to ICEM, travel funds and processing charges	29.6
UNHCR contribution [2]	15.0
Care and maintenance and associated costs for Soviet and Eastern European refugees	40.0
Subtotal international costs	84.6
Total	223.2

[1] Excludes Federal portion of aid to families with dependent children and potential supplemental income and food stamp program.
[2] Includes contribution financed from the U.S. Emergency Refugee and Migration Assistance Fund. Assumes that 25 percent of the contribution to the UNHCR for this program supports refugees who are resettled to the U.S. in that year.

Senator KENNEDY. Is this new money?

Mr. CLARK. No; there is nothing inherent in the legislation that costs any more. It depends entirely upon how many refugees we bring in under either system, the old system or under the new legislation.

Senator THURMOND. Under the new system you bring in the maximum. What would the additional cost be?

Mr. CLARK. In this fiscal year it is projected that we will bring in approximately 103,000 refugees. If we were to do so under the new legislation—unless one of my colleagues could correct me—the price would be the same as under the existing legislation. The only difference would be that those who are receiving assistance under the new legislation would be limited to 2 years. But under the present law, there has been no limit, let us say, to benefits received by the Indochinese, since that legislation has been renewed each year.

So, I do not know of any way—and I am subject to other comments here—in which the new legislation itself would add any additional cost. I think these would be a cost saving.

Senator THURMOND. How much is 103,000 costing now?

Mr. CLARK. The cost would be $196,489,200.

It might be that that could be broken down by resettlement costs, Peter.

HEW PROGRAM COSTS

Mr. BELL. Senator, may I just comment on the cost? In the current fiscal year, the Congress has appropriated $175,300,000 for the refugees. HEW has requested a supplemental for the Indochina program of $51.7 million which, if approved, would bring the total to $227 million. That would be for approximately 100,000 refugees coming into the country. We are now, within the Department, examining whether it might be necessary to request a supplemental for Soviet and other refugees. At this moment, we are planning for a budget of $227 million for this fiscal year.

In 1980, if we presume a new flow of 50,000 refugees within the terms of our bill, the cost would be $175.6 million. If we presumed an inflow of 100,000 refugees, the cost would be $217.6 million.

Mr. CLARK. Let me correct the record in terms of the total cost of 103,000 refugees this year. The total cost would actually be $366 million including the resettlement grants, in other words, the government-wide total in every area.

FISCAL YEAR 1979

	Millions
Department of Health, Education, and Welfare: [1]	
Indochinese Refugee Program	$147.9
Cuban Refugee program	56.5
Soviets and Eastern European program	28.3
Administrative costs	2.4
Subtotal	235.1
Department of State—Migration and refugee assistance appropriation:	
Intergovernmental Committee for European Migration	$4.1
UNHCR [2]	11.6
U.S. Refugee Program:	
Soviet, Eastern European and other Refugee Program [3]	51.5
Indochinese program	63.5
Subtotal	130.7
Total	365.8

[1] Excludes Federal portion of aid to families with dependent children and potential supplemental income and food stamp program.
[2] Includes contribution financed from the U.S. Emergency Refugee and Migration Assistance Fund. Assumes that 25 percent of the contribution to the UNHCR for this program supports refugees who are resettled to the U.S. in that year.
[3] Includes administrative expenses and costs of Far East refugee program.

DISTRIBUTION OF REFUGEES IN U.S.

Senator THURMOND. Senator Clark, you can either answer these questions or designate someone else.

Do you have a breakdown of the distribution of these refugees who come in and where they will go?

Mr. CLARK. What part of the country?

Senator THURMOND. The States, yes.

Mr. CLARK. We will indeed.

Senator THURMOND. How many different States will they go into?

Mr. CLARK. In every State.

[The following information was received by the committee for insertion at this point.]

INDOCHINESE REFUGEES IN UNITED STATES:
BY STATE, FEBRUARY 1979

Alabama	1,378	Nevada	884
Alaska	246	New Hampshire	145
Arizona	1,334	New Jersey	1,929
Arkansas	1,918	New Mexico	903
California	50,009	New York	5,136
Colorado	3,756	North Carolina	1,364
Connecticut	1,762	North Dakota	366
Delaware	199	Ohio	3,185
D.C.	877	Oklahoma	3,758
Florida	5,808	Oregon	4,596
Georgia	1,788	Pennsylvania	8,234
Hawaii	3,118	Rhode Island	890
Idaho	456	South Carolina	918
Illinois	6,044	South Dakota	466
Indiana	2,040	Tennessee	1,728
Iowa	3,330	Texas	16,903
Kansas	2,265	Utah	1,463
Kentucky	1,106	Vermont	52
Louisiana	7,487	Virginia	7,077
Maine	302	Washington	6,586
Maryland	2,947	West Virginia	171
Massachusetts	1,634	Wisconsin	2,873
Michigan	3,259	Wyoming	96
Minnesota	4,590	Guam	376
Mississippi	810	Puerto Rico	36
Missouri	3,120	Virgin Islands	17
Montana	513	Unknown State	499
Nebraska	1,587		
		Total	184,334

Note: Based on January 1978 alien registrations, adjusted for estimated underregistration, plus new arrivals of refugees. Estimates are not able to take into account possible interstate migration of refugees subsequent to January 1978.

Senator THURMOND. What arrangements do you have in the States? Who are you working with in the States to see they are cared for and absorbed into society?

Mr. CLARK. We are working primarily, on the first occasion, with voluntary agencies. These voluntary agencies are paid a flat grant to take care of the entire resettlement process in terms of bringing them into churches, synagogues, and so forth, finding housing, making all the necessary arrangements. That is why it is such a good financial arrangement for us. For a very small grant, these voluntary agencies do all of this work. Additionally, certain services are provided by the State and local governments where that is necessary.

Senator THURMOND. Do you confer with the Governors of the States about the quota of each State and the number going to each State?

Mr. CLARK. Yes, indeed.

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Senator THURMOND. Do you go to any State officials at all, or just the voluntary agencies? Do you deal through any State agencies including the Governor or just volunteer agencies?

Mr. CLARK. We deal with the Governor in particular. In fact, my own directive for this particular job is to deal directly with Governors and mayors.

Senator THURMOND. Do you get their approval more or less?

Mr. CLARK. Well, I do not know the historical practice on that. Maybe someone here could comment on that.

Senator THURMOND. Does the Governor have any authority or attempt to exert any authority in this matter or maybe impose on what you are doing? Does it meet their approval?

Mr. CLARK. I think we have had very good response. In fact, the Governor of Iowa a few days ago indicated that the State of Iowa was prepared to volunteer to take an additional 1,500 refugees. We have really had an exceptional response from the Governors around the country.

CUBAN REFUGEE PROGRAM COST

Senator THURMOND. Do you have data on the cost per annum on Cuban refugees and the total figure for the total cost of them?

Mr. CLARK. Yes. I think Mr. Bell can provide those.

Mr. BELL. Senator, we would be glad to submit for the record the costs on a per annum basis since the beginning of the program. As I mentioned earlier, the cost for the current fiscal year is $57.3 million. For next year, within the phase down agreement, we are projecting costs of $53 million.

Senator THURMOND. Any figures you have along that line, we will take for the record.

[The following information was received by the committee for insertion at this point:]

CUBAN REFUGEE PROGRAM

Fiscal year—Obligations:	*In millions*
1961	$4.1
1962	38.5
1963	56.0
1964	46.0
1965	32.5
1966	35.8
1967	45.6
1968	55.2
1969	70.6
1970	87.4
1971	112.1
1972	136.7
1973	143.7
1974	114.8
1975	84.2
1976	[1] 103.3
1977	80.5
1978	55.5
1979 (estimated)	57.3
Total	1,359.8

[1] Includes Transition Quarter, July 1–September 30, 1976.

Senator THURMOND. What about continuing cost to the Federal Government in future years?

Mr. CLARK. I think two points should be made there. In the case of the Cuban program, which, as Mr. Bell said earlier, has existed since the very early sixties, there was agreement in the Congress last year on a 6-year phasedown. At the end of the 6 years there would be a 2-year limit on assistance to Cuban refugees. In the Indochina program, again there is no time limit on assistance under the existing law. The new proposed law would be a 2-year limit on all of these programs. The one exception is for children who come to the United States unaccompanied. There are very few of those, of course.

STATE AND LOCAL COSTS?

Senator THURMOND. What, if any, costs are the State governments expected to take care of?

Mr. CLARK. In terms of cash assistance and medical assistance, the State is reimbursed 100 percent by the Federal Government under the new legislation for 24 months. Then the State picks up their part of the costs as they would with any other American citizen.

Senator THURMOND. Do you have data on the program relating to refugees of the Jewish faith from Russia?

Mr. CLARK. You mean in terms of numbers?

Senator THURMOND. Yes, in numbers and costs. And would you insert that into the record?

Mr. CLARK. Yes, we will. I might just say that this year it is expected that slightly more than 30,000 people coming out of the Soviet Union, primarily Jews, will be admitted for resettlement in this country.

REFUGEE DEFINITION

Senator THURMOND. Does the amended definition of the term "refugee" increase the likelihood of an increased number of refugees who will be entitled to enter into the United States?

Mr. CLARK. No. I do not think——

Senator THURMOND. I believe you do amend the definition of refugee to take care of people coming from all countries rather than just Communist countries or certain areas, do you not?

Mr. CLARK. Yes. The existing law limits the conditional entry to 17,400. This is limited to people fleeing Communist countries and the Middle East. However, under the present parole authority—the authority under which most people come to this country—there is no limitation on the definition. Indeed, even under conditional entry, the word "refugee" is not used. We think under the new legislation, which uses the United Nations protocol definition, there really will be more equitable criteria than in fact is the case under the existing system.

Senator THURMOND. I believe the definition you have inserted in this new law—and, as I understand, you did not have any definition in the old law; did you?

Mr. CLARK. It referred to persons who were fleeing persecution from Communist and Middle East countries. I think the term refugee itself was not used.

Senator THURMOND. So it is changed to read this way now:

The term "refugee" means any person who is outside any country of his nationality or, in the case of a person having no nationality, outside any country in which he last habitually resided and who is unable or unwilling to return to and is unable or unwilling to avail himself of protection of that country because of persecution or a well founded fear of persecution on account of race, religion, nationality, membership in a particular social group or political group.

That is the United Nations definition that you have inserted in this law.

Mr. CLARK. That is correct.

Senator THURMOND. Thank you.

CONTRIBUTIONS OF VOLUNTARY AGENCIES AND REFUGEES

Senator KENNEDY. When you provide the figures on the total resettlement cost, I will be interested in what you include. We will hear shortly from the voluntary agencies on what they contribute. It is probably one of the best matching programs the Federal Government has.

Mr. CLARK. Indeed.

Senator KENNEDY. I think that is an important fact and we ask for that to see the total picture.

Second, I do not know whether you have done any estimates as to what any of the refugees paid in terms of taxes over a period of time. That might be somewhat of a difficult assessment, I know, but interesting in balancing the initial costs.

Costs are obviously going to be a factor during this period. It is important for us to look at what the voluntary sector and church groups have been contributing and also what the refugees soon pay in terms of taxes. I think it might be of some value to have some general estimates on these contributions.

Mr. CLARK. I think it would be excellent. If it is at all possible, we will do it. I had not thought about it, frankly.

Senator KENNEDY. Senator Simpson?

Senator SIMPSON. Thank you, Mr. Chairman.

I greet you, Senator Clark. I regret I did not have the opportunity to serve with you in the Senate. I am a new Member of this Congress. I certainly wish you well on your rather vast duties, as I perceive them. I have a great interest, Mr. Chairman, as I have been appointed to the Select Commission on Immigration Policy along with Senator Mathias on our side of the aisle. I am not quite sure yet, but I think the chairman will serve as one of the individuals on the other side. There are four members from our committee, as I understand it.

I am seeking information and try to learn and am doing my homework on that issue.

COSTS OF LEGISLATION

I think there is no question about the humanitarian aspects of the refugee program, and those are appealing to me. However, I have this deep concern about some of the financial aspects of the new legislation.

Is there any compilation of figures as to funds expended by the United States in recent programs with regard to the paroling pro-

cedures under 212(d)(5) as to where we have been, say, last year with that exercise and the year before and the year before? We all agree that the increase has come most recently. What has been that outlay in that area for the past 3 years?

Mr. CLARK. I do not have those figures in front of me. In other words, what are the parole numbers for each of the last 3 years?

Senator SIMPSON. Financially more important than numbers. Numbers of refugees is not as important to me. I think I have a grasp of that. It is the cost of utilizing section 212(d)(5) in the last 3 years.

Mr. CLARK. I will have to provide that for the record. I do know that in fiscal year 1978, just to take the last fiscal year that is completed, the total cost of the program was $343 million. That applied not just to those who were paroled, however, but also to the 17,400 who came in under conditional entry. That was the total cost of the program including those paroled.

Senator SIMPSON. If you could furnish me that, I would very much appreciate it.

[The following material was received by the committee for insertion into the record at this point:]

ESTIMATED COST OF RESETTLING REFUGEES IN THE UNITED STATES (PAROLE AND CONDITIONAL ENTRY PROGRAMS)[1]

[In thousands of dollars]

	Fiscal year—		
	1978	1979	1980
Migration and refugee assistance appropriation—Department of State:[2]			
Soviet and Eastern Europee refugee program[3]	$22,318	$52,037	$60,228
Indochinese refugee program[4]	23,940	75,602	108,269
Far East refugee program	500	500	500
Subtotal	46,758	128,139	168,997
Refugee assistance—Department of HEW:			
Soviet and Eastern European refugee program		36,000	36,000
Indochinese refugee program	110,930	147,900	114,800
Cuban refugee program[5]	54,806	61,900	68,100
Subtotal	165,736	245,800	218,900
Grand total	212,494	373,939	387,897
Refugee resettlement rates (total)	41,000	107,940	124,000

[1] The Departments of State and HEW incur costs for refugees admitted under both conditional entry and parole provisions of the Immigration and Nationality Act. In view of this use of two separate provisions of the law, it is impossible to accurately assess how much the specific exercise of the parole authority by the Attorney General has cost in recent years.
[2] Includes contributions from the U.S. Emergency Refugee and Migration Assistance Fund.
[3] Includes contribution to the Intergovernmental Committee for European Migration and administrative expenses.
[4] Assumes that 25 percent of the contribution to the UNHCR provides care and maintenance assistance to refugees resettling from Indochina to the United States.
[5] Includes administrative expenses.

CONSULTATION PROCESS

Senator SIMPSON. I am somewhat concerned about the language of the new statutory proposal of conditional entry when we have 17,400 now with the ability to go to 50,000 with a further ability to go further than that by the President if the "national interests require." Apparently, the President, as I read it, can go up from that figure after consultation with Congress, I do not read that as approval of Congress. Am I not correct?

Mr. CLARK. That is correct. But it should be pointed out that the same situation exists presently. In other words, the Congress assigned to the Attorney General the parole authority without number limitation. We think that the new legislation would bring a great deal more consultation and order to the way in which they are presented. In other words, at the beginning of each year the President will present the numbers for the regular flow. He may exercise his authority to go beyond 50,000. Some might see this as equivalent to the present parole authority. At least now increases will be made in a very systematic way. The Congress will have a greater opportunity to look at them. At least we will write the consultation into statute. But you are quite right in saying that it is just a consultation.

VIEWS OF MINORITY GROUPS

Senator SIMPSON. Senator Clark, what do you find in regard to the general assessment program in the various minority or ethnic groups with regard to their concern about what Senator Kennedy refers to as a fear of opening up the system? What do you find in that area?

Mr. CLARK. I think it is difficult to generalize. But the major minority organizations in this country have rather consistently taken a position in favor of the refugee program and bringing more refugees into this country. This is true of the NAACP. My general feeling is that the reaction has been a very positive one.

That does not mean that there are not people who have a different view of it. But I think the overwhelming majority of people representing any of the minority groups, particularly their leadership, have been very positive about the program.

WHAT ARE "FULL COSTS" OF RESETTLEMENT?

Senator SIMPSON. With regard to this new objective of providing the full costs of the resettlement together with medical attention, I think it is a deviance when we come to the phrase "full cost."

Mr. CLARK. I am not quite sure what that means.

Senator SIMPSON. That is what I am reading from the statute.

The "full cost" of both the resettlement and medical attention will be borne by the Federal Government and then, of course, back through the States on reimbursement, but that is the phrase that I read.

Mr. BELL. Senator, I believe that is a reference to the full cost to the State of medical assistance and cash assistance to the refugees. The Federal Government, HEW, will reimburse the State not simply for that portion for which it ordinarily would do so, but also for what is usually the non-Federal share of medical assistance and cash assistance. That is the full cost of cash assistance and medical assistance.

Senator SIMPSON. Is that not a deviation from past proposals on either the conditional entry persons and the parole persons?

Mr. BELL. No, Senator. That is compatible with our current practice with regard to the Indochinese.

Senator SIMPSON. I believe it was you, sir, that mentioned the $443 million. How much of that is actually of a direct benefit or direct payment to the refugee, or on that refugee's personal behalf for resettlement, defrayment of medical expenses, or whatever? How much of that figure is on that?

DIFFERENT PHASES OF U.S. ASSISTANCE

Mr. CLARK. Let's go through the steps of how it would apply to each individual refugee.

The first cost is that the U.S. Government pays about 50 percent of the total cost of care and maintenance of these, let us say, Indochinese refugees as they come into a camp. They wait there a few weeks, months, or several years. So, that is a direct benefit in terms of their care and maintenance. The next step in the operation is that refugee would be flown with other refugees to the United States. That is the second major cost and a direct benefit to those refugees.

Third, we then pay, at least in 95 or 96 percent of the cases, to a flat fee a voluntary agency in this country. Right now that fee is $350 per Indochinese refugee. It is used for resettling them in a community, working with local congregations and so forth.

None of that money is necessarily handed over in cash to the refugees, although in a few cases some cash in given.

The only other cost would be the actual costs that State governments might entail if that person then goes on public assistance or gets medical care, something of that kind, or under a special project gets some kind of job training.

2-YEAR TIME LIMIT

Senator SIMPSON. The final concern I have has to do with the issue of the withdrawal of the Federal Government from the system after 2 years and the States' bearing the full financial burden. We hear that in our travels at the State level. People of the States are very frustrated at the Federal Government beginning a program, whatever it may be, with the States in full participation and then suddenly withdrawing and saying, "Here you are." What response have you had from the State governments, Governors, mayors, and municipality officials with regard to that issue?

Mr. CLARK. Fortunately, there is a State organization that is going to be testifying following us. I suspect that they could speak with more authority on this than I can. It is my understanding that there is some feeling among the State organizations representing State governments that these programs should be extended beyond 2 years. I must say, as I did earlier, that one can make a justification for extension because the burden does not suddenly end at the end of 2 years. It was our feeling that, given the overwhelming budgetary pressures of the Government at this time, that was a reasonable point to stop. But one certainly could make an argument on the other side.

Senator SIMPSON. Thank you, Mr. Chairman.

Senator KENNEDY. I have a few more questions.

CONSULTATION PROCESS UNDER BILL

Would not it be worthwhile to work with you in defining consultation and regularizing this process? It has been extremely informal. Shouldn't we spell it out a bit in the bill, or in legislative history?

There have been instances where individuals would fail to respond to a request from the State Department for emergency parole. There was an instance in 1976 where some in Congress just sat on a request many months without giving any response. That was a serious disruption in the ability to implement refugee policy.

I think it would be useful for our staffs to try to work that out and regularize it. I am not sure whether it should be part of the legislation. Perhaps it should be. However, we do not want to get locked into ways that hamstring the administration from moving and implementing a humanitarian program in an emergency.

I know we talk a great deal about facts and figures. Obviously, we know the motivation for this. It is basically humanitarian—to improve how we respond and do the job. We saw pictures last night of Vietnamese boat people jumping into the water in Hong Kong harbor and the tragedy that has been emblazoned across this country. There are refugee cases that call for immediate action.

We ought to be able to respond and to regularize the process.

We would like to work with you to see what can be done in moving this bill through the Congress.

Mr. CLARK. Excellent.

Senator KENNEDY. I would like this committee to join in that effort.

ASYLUM POLICY

In another area, in reviewing of this legislation, the U.N. High Commissioner for Refugees recommended they would like a further definition of understandings of what our policy will be with regard to asylum. This is a complicated issue, I know. From a practical point of view, we have not had a consistent policy. I think there have been some tragic results. There have been instances where people came up to our embassies were rejected, and were later shot.

I think it is important that we try and get some recommendations on how we are going to handle asylum questions. I look forward to your thoughts on this issue.

REFUGEE VISAS

Finally, one of the points that I think is important to consider in this legislation is whether we shouldn't give visas to refugees. After the refugees are here in the United States, their status, whether they are permanent resident alien instead of a conditional entrant, makes an important difference.

There are those who may wonder about the screening process involved in issuing conditional entries—that we may need that. But giving a visa and permanent resident status does not inhibit the Department of State in screening applicants nor the Immigration Service moving to deport individuals who, for whatever reason, failed to

meet the strictures of law under the refugee program, and other undesirables. It does not change that at all.

What it does do is eliminate some of the barricades to enable refugees to become productive members of the community. For example, a person cannot be a barber in some States if they are conditional entrant, but they can as a permanent resident. There are a whole host of different prohibitions that are set in State laws. It makes it increasingly complicated and difficult for refugees once they do come in to become self-sufficient. We are constantly in the situation where we have to act to adjust their status by special legislation. That takes a good deal of time. It really has very little purpose.

Mr. CLARK. I think we have learned from experience that that makes a great deal more sense, and that is why it is being recommended.

INTERNATIONAL SUPPORT OF REFUGEE PROGRAMS

Senator KENNEDY. What are other countries doing? That is the other issue we will hear about.

I have my own strong views with regard to the Indochina program, and the evacuation. I have felt we could have handled it in a different way in 1975, and more responsive since then.

The evacuation of Saigon was a tragedy the French handled in a different way in Algeria. It was different with the Biafrans. They indicated which individuals were going to be targeted during the final days. The host country, France, brought those particular individuals identified with French policy out of Algeria. The resulting factor was that there were less violations of basic human rights than feared, even with the enormous passions loose in that country.

We were in a similar situation in Vietnam in 1975. But we were picking people off the rooftops at the last minute instead of organizing an orderly transition. Many of the individuals who had been extremely loyal to the United States' interests were left behind. I think we failed in early 1975 to develop corridors of mercy and a policy which would have been a lot more humane in terms of disruption of people's lives, but that is another issue.

However, I think it is probably important, as we are trying to gain support with other countries for refugees, for us to have this legislation. I think the most important factor is clearly the humanitarian factor. There are national policy factors as well.

But an additional factor is this: through this bill's regularization of our refugee admissions, I think it would strengthen your hand Ambassador Clark—maybe you can make a brief comment on this—in going to other countries to encourage them to take a greater, more positive response to refugee movements, and getting them to accept some responsibility.

I would like to know whether you think this will help you in getting other countries to move?

Mr. CLARK. I think there is no question but that the legislation and the policy generally are going to be very, very helpful. I do not think that anyone is under any illusion that the United States can do this alone. We simply cannot. The problem has grown so much that, although we think we have a lead responsibility, we have to get support

from other countries in the world. Some of them have responded very well. I think there is no country in the world that could do a better job than they are doing now often in terms of resettlement, often in providing funds. Certainly, that is going to be one of the principal goals of the period that I am here: To try to get that accomplished.

ROLE OF OTHER COUNTRIES

Senator KENNEDY. I note, for example, that some countries are accepting today more Indochinese refugees than we have since 1975. For example Australia has 104 refugees per 100,000 population. For France it is 61 refugees per 100,000 population. The United States is only 25 refugees per 100,00 people. Norway is 17; Belgium is 16; New Zealand is 13; Canada is 9, and Austria is 2.

There are some important vacancies by Asian countries in this make-up. However, I think it is important to take note of those countries which have shown rather extraordinary efforts on their part in trying to respond to Indochinese refugees.

I would like to ask you for a memorandum to include in the record on what efforts have been undertaken by the administration in promoting refugee placing resettlement in other countries and what the response has been. I think it is important as we are dealing with the matter of humanitarian importance.

The churches and the voluntary agencies have done an absolutely magnificent job here. I think it is important that the community of the world understand which countries are making the efforts and which ones are not.

Mr. CLARK. I might say, Mr. Chairman, that, on coming into this position, we decided to undertake a worldwide refugee assessment of what each country in the world is doing or is not doing by region. We just completed that. I barely mentioned it in my statement, but will submit it for the record.

Senator KENNEDY. I look forward to reading it.

I have a number of other questions which I would like to submit to you later.

I think we are going to have to deal with the cost and floodgate issues in detail as this bill progresses. I think we have to address those issues frankly.

Thank you.

Mr. CLARK. Thank you, Mr. Chairman.

Senator KENNEDY. Our next witness is Norman Hill, who is executive director of the A. Philip Randolph Institute, and who will present a statement in behalf of its president, Bayard Rustin.

Because of a change in our hearing date, Bayard Rustin was unable to be here this morning. The committee had asked Mr. Rustin and Bishop Edward Swanstrom to testify because of the special experience and vantage point they could bring to our review of the refugee legislation this morning.

In the case of Bishop Swanstrom, his experience goes back to the Displaced Persons Act of 1948, and as the former executive director of Catholic Relief Services he has followed and contributed to refugee programs for 3 decades. Regrettably, Bishop Swanstrom could not join us this morning, but he has submitted a statement for the record,

which all members have before them, and which we will place in the record.

In the case of Bayard Rustin, we sought to have his perspective on this legislation, because of his long involvement in humanitarian issues, his recent visit to refugee camps in Indochina, and his work with the Citizens Commission on Indochinese Refugees.

We welcome Mr. Hill this morning to briefly present a statement on behalf of Bayard Rustin.

[The prepared statement of Bishop Swanstrom follows:]

PREPARED STATEMENT OF MOST REV. EDWARD E. SWANSTROM

I was truly delighted when you offered me an opportunity to testify before you at the hearing you were planning to hold to discuss proposed legislation to amend the Immigration and Nationality Act to establish a more uniform basis for assistance to and the admission of refugees to the United States. Only something as important as my required attendance at a World Congress for the Pastoral Care of Migrants and Itinerant People, which is being conducted in Rome during the week of your meeting, under the auspices of a Pontifical Commission of the Holy See which is charged with responsibility in such matters, could prevent me from accepting your invitation. The very fact that such a meeting is being held in Rome at this time is an indication that our Holy Father Pope John Paul II and the Vatican authorities share your concern for the welfare of millions of refugees scattered throughout the world at this moment in history. However, I am equally grateful to you for giving me this opportunity to submit in writing the material I would have personally presented to you for inclusion in the record of your hearing.

I am convinced, as you yourselves are, that the dislocation of millions of people in the Far East, in Africa, the Middle East, some of the Latin American countries, and even parts of Europe, through wars and upheavals and natural and manmade disasters, represents one of the gravest and most critical problems that we have to face at the present moment.

As you are undoubtedly aware, I was privileged to have some little share in the congressional debates that brought about, first of all, the Displaced Persons Act of 1948, and then the revision of our outdated immigration laws through the Immigration and Nationality Act of 1952, and more recently the Migration and Refugee Assistance Act of 1962, enacted during the administration of the late beloved President John F. Kennedy who, from his days in the Senate, was always concerned for the afflicted and the displaced and took an active role in furthering the passage of legislation designed to assist them.

I recall quite vividly the prejudices we had to overcome, in the years immediately following the war, to bring about the enactment of emergency legislation that eventually gave several hundred thousands of people, from such countries as Poland, Lithuania, Yugoslavia, to mention just a few, who found themselves displaced in Germany, Austria and Italy as a result of World War II, an opportunity to find a home and a new life in our beloved country.

At that time the American voluntary agencies, in conjunction with a number of civic groups, conducted a grass-roots campaign throughout the country that gradually changed the thinking of our citizens and made it possible for Congress to enact the necessary legislation.

I might mention in passing that the resettlement programs we were able to develop under this legislation also gave our American voluntary agencies an opportunity to assist in the resettlement of additional hundreds of thousands of displaced persons in some of the South American countries, in Canada and Australia. I have been told many times by governmental and church leaders in Europe that it was the example that our Government and its agencies set at that time that influenced them to develop their own relief and migration programs under which so many hundreds of thousands of refugees are being resettled today.

Coincidentally, I think it was some of our own experience during these years that helped to bring about a movement for the revision of our immigration laws through the Immigration and Nationality Act of 1952, more commonly known in those days as the McCarren-Walter Act, after two great statesmen whose leadership in that development will long be remembered. The Parole Provision of that

Act was the thing that made it possible for us to bring to the United States for resettlement and a new life in our country thousands of the Hungarians who had to flee during the revolution of 1956. I can recall being in Vienna in November of that year with Congressman Walter, General Swing, who was the Director of our Immigration Services, and John Lindsay, who was a youthful Assistant Attorney General at that time, and representatives of a number of American voluntary agencies, when it was decided that it would be possible to admit the Hungarians to our country under the Parole Provision of the Act. Some years later this provision served an equally useful purpose with the Cubans who had to flee their country and seek asylum in the United States. Our country can be justifiably proud of the opportunity it has afforded to so many millions of people to find a new home and a new life in this great country of ours down through those years. As I said earlier, you cannot minimize the value of the example it set for other countries to follow.

In the light of the fact that so many millions of people find themselves displaced at the present moment it is evident that the time has arrived for a revision of our immigration legislation as it relates to the admission of refugees. I do not mean to imply by any means that immigration to some other country is the solution for the vast majority of these people, because for hundreds of thousands of them, particularly the refugees in various African countries, it is rather a problem of providing sustenance, the barest necessities of life, and even temporary housing until they can be assimilated into the economy of the countries in which they now find themselves, or eventually be returned to their country of origin. Fortunately, with the help of our Government, the voluntary agencies are making such provision nowadays for millions of these people. This is particularly true in the countries of Africa, where agencies like CARE and Catholic Relief Services-USCC, have vast programs which they carry on through counterpart governmental and private agencies. I recall being told in Geneva last fall by representatives of many agencies in Africa, at a meeting of the International Catholic Migration Commission, that if it were not for the programs of the U.S. Government and the voluntary agencies thousands upon thousands of people would not be able to sustain life itself. It is incumbent upon all of us that we keep these facts before us and continue to maintain our basic relief program as the proposed legislation suggests.

Now to come more specifically to the new legislation that is being proposed by your committee. I am delighted that this bill, which I support wholeheartedly, removes once and for all the political and geographical reservations that previously clouded our refugee policy. The fact that this bill will authorize the admission of 50,000 refugees each year under normal immigration procedure is a much more realistic approach to the conditions of an unsettled world than the more limited authorized admission of 17,400 which now prevails under our immigration laws. I join with you in the hope that this change in our law will provide a more even flow of refugees for those who desire to create a new life for themselves and their families in this Nation that we love. I am pleased to further note that there is under section 208 of the proposed legislation a facilitative process that would authorize the admission of additional refugees over and above the normal admission program if the President determines that an emergency situation has arisen that would make it necessary.

I note that before this section 208 can be implemented that it will be necessary for the President, or his designated representative, to consult with the Judiciary Committees of Congress on this matter. From my past experience I would hope that some time frame could be placed on this consultative process. In the past, due to the extensive legislative responsibilities of one or both of these committees, extended delay has been experienced in implementing the emergency situation request. It is therefore hoped that some alternate procedure might be developed if Congress is not in session when the emergency arises. Such delays have been and can be terribly detrimental to the carrying out of our humanitarian concern for these groups of refugees.

It is to be expected that the conditional entry provisions envisioned in this bill will enable refugees to be processed in the country of their temporary asylum and not require their transfer to a signatory nation before final action can be taken in their regard. The non-signatory provision in present legislation entails unnecessary transportation costs and unnecessary hardship on those who hopefully will eventually enter our shores.

The fact that section 201 of the proposed act amends our present limited definition of refugees and brings it more in line with the United Nations protocol, of

which our Government is a signatory, must particularly be applauded. Such a step gives further evidence of our posture as a nation of leadership in all areas of universal concern.

It is most fortunate also that the new legislation will retain the Attorney General's parole authority under section 212(d)(5) of the Immigration and Nationality Act. I have already mentioned how vitally important it has been in the past in a number of acute situations.

It is also gratifying to note that the bill would codify and expand the supportive programs of Health, Education and Welfare, international organizations and voluntary agencies, all of whom are most important and instrumental in assisting the newcomes to become assimilated and contributing members in their new communities.

I note that this section of the legislation provides only a framework for support of voluntary agencies. I would hope that in the regulations implementing this part of the legislation steps would be taken to strengthen the programs of the voluntary agencies who have done so much to assist in the resettlement of the refugees. It is simply stating a fact to say that it is the voluntary agencies who do most of the processing and make arrangements for the transportation and integration of the refugees in various communities throughout the country, and they will have to continue to lean heavily on our Government for its support in these efforts.

I have had an opportunity to review the testimony presented by the representatives of the American Council of Voluntary Agencies for Foreign Service, Inc. As an Honorary Chairman of that group I heartily endorse the suggestions they have made for certain other technical revisions in the proposed legislation.

In conclusion I might say that we need have no fear about our ability to assimilate these additional numbers of refugees. Our Nation, through its governmental agencies, its voluntary structures and its churches, has shown over the past several decades that it is ready and willing to contribute in a most meaningful way to support the newcomers upon their arrival to our shores. These agencies can be counted to provide the homes, the jobs, the material needs and the supportive structures so necessary for an effective humanitarian assimilation of the newcomers just as they have for the past several years. It is evident also that the citizens of our country will continue to support these agencies, both governmental and non-governmental, in their efforts, just as they will give their wholehearted approval to the passage of the legislation your committee envisions once the critical situation of so many millions of refugees is brought to their attention.

STATEMENT OF NORMAN HILL, EXECUTIVE DIRECTOR, A. PHILIP RANDOLPH INSTITUTE, ON BEHALF OF BAYARD RUSTIN, PRESIDENT

Mr. HILL. Thank you, Mr. Chairman.

I am happy to testify on behalf of the president of the A. Philip Randolph Institute, Bayard Rustin, who, as you know, has made two trips to Southeast Asia as a part of the citizens committee investigating the plight of Indochinese refugees.

I am pleased to respond to your request for my views on the Refugee Act of 1979, a much-needed bill to revise procedures in the Immigration and Nationality Act for the admission of political refugees into the United States.

America has a proud tradition of providing haven for political refugees. This committee, especially the chairman, is to be commended for demonstrating leadership by drafting this bill in cooperation with the administration and the House subcommittee.

PERSPECTIVE OF THE BLACK COMMUNITY

The black community has a deep and continuing interest in the fate of political refugees, whether they be victims of South Africa's apar-

theid, Pol Pot's perverse paranoia, Idi Amin's atrocities, Soviet inhumanity, or Vietnamese retribution.

We live in constant struggle. We hunger for freedom. We understand what it means to be pushed aside and forgotten. Nearly 1 year ago, more than 90 black leaders from civil rights, labor, business, community and professional organizations signed a statement which appeared in the New York Times urging the admission of Indochinese refugees into the United States.

Nothing has happened in the past year to change the attitudes of America's black leaders toward opening America's doors to greater numbers of political refugees, whether they be Indochinese, Cubans, or Eastern Europeans. The reason is simple. Through our struggle for civil, political, and economic rights in America we have learned a fundamental lesson. The battle against human misery is indivisible. If our Government lacks compassion for these dispossessed human beings, it is difficult to believe that the same Government can have much compassion for America's black minority or America's poor.

For black Americans to allow to linkage between our continuing struggle for economic and political freedom and the struggles of political refugees to be broken can surely diminish our own chances for success.

UNEMPLOYMENT FEARS UNJUSTIFIED

The most common objection to admitting additional political refugees into our country is that the unemployment situation is already intolerable. No group of people in the United States suffer more from unemployment than black Americans. Yet, the nine black leaders who signed the New York Times statement rejected such an argument as dehumanizing for black people and American ideals. As I am sure you are aware, so has the AFL–CIO executive council.

To accept this objection is to believe that, if the United States had refused to admit 30,000 Hungarians and 660,000, it would mean nearly 700,000 more jobs available for black Americans. Such a notion cloaks a misunderstanding of reality in a cape of concern.

SPECIFIC COMMENTS ON THE BILL

With that introduction, allow me to address some of the important aspects of the Refugee Act of 1979.

The new definition of the term "refugee" contained in this bill is most welcome. By bringing in language closer in line with the United Nations protocol relating to the status of refugees, the United States credibility on human rights is enhanced. As important is the fact that a great number of political refugees from Africa will be eligible for admission if the bill passes.

Raising the admission level of refugees to 50,000 annually and increasing the worldwide limitation to 320,000 is absolutely necessary if the act is to make our Nation responsive to present international realities. There is no better way for the United States to demonstrate its commitment to individual freedom than to open its doors to such a significant number of political refugees on an annual basis.

At the same time, our Government must forcefully urge other free nations to increase the number of refugees they accept for permanent resettlement.

INTERNATIONAL COOPERATION

Regrettably, our example in attempts at moral suasion have yet to produce meaningful international results in the case of Indochinese refugees. We must, of course, continue to press for international cooperation. I urge this committee and other committees of the Congress to explore ways in which our efforts can have greater effect. While doing this, we must be willing to redouble our commitment in crisis situations. We must mold international leaders.

The procedures in this bill for handling emergency refugee situations seem to solve a great many problems that surrounded the use of the Attorney General's parole authority. While the parole authority has been used effectively for large groups of refugees beginning with the Hungarians, in recent years questions have been raised about its legality.

With the passage of this bill, many of the frustrations associated with the parole authority will disappear, and seemingly endless delays and bottlenecks in the approval process will be a thing of the past. If any members of the committee doubt this, I urge them to tighten up the language of this bill to make it impossible for anyone to find excuses for delay and obstruction.

My most recent involvement in refugees' affairs is as a member of the Citizens Commission on Indochinese Refugees organized by the International Rescue Committee, after twice visiting refugee camps in Southeast Asia and witnessing the terrible conditions that most of these refugees must endure while they await scarce resettlement opportunities.

CONCLUDING COMMENT

I must add some thoughts for your consideration.

The United States should accept at least 100,000 Indochinese refugees over the next year, both to relieve their suffering and the pressures that their presence creates for the ill-equipped developing nations of the region. Once this decision is made, our processing and transporting these refugees should be rapid. Every delay contributes to unnecessary suffering among men, women, and children, who have endured too much misery for too long already. I offer my unqualified support of the Refugee Act of 1979 and am confident that my views are shared by many others in the black community.

Thank you.

Senator KENNEDY. I want to express our deep appreciation for this statement.

I know how interested and concerned Mr. Rustin is in this issue. This strong statement of support from him will be of great value to this committee. It is compassionate and thoughtful and we welcome it.

Thank you. Please extend my personal best wishes to Mr. Rustin.

WELCOME TO VOLUNTARY AGENCY REPRESENTATIVES

Our next witnesses are representatives of the American Council of Voluntary Agencies—the people who have historically been on the front lines in our Nation's effort to respond to the resettlement needs of refugees.

Since my first days in the Senate—and all during the period I was chairman of the former Subcommittee on Refugees—I have known of their important work, and have sought their counsel as to how we could better meet the needs of refugees. In the drafting of the legislation before us, I also sought their views, and we look forward this morning to their testimony.

Because of time constraints this morning, a joint statement will be offered by Ingrid Walter, who is chairman of the Migration and Refugee Affairs Committee of the American Council of Voluntary Agencies in New York, and director of the Lutheran Immigration and Refugee Service. Accompanying her this morning are Mr. William Males—HIAS—Hebrew Immigrant Aid Society; Ms. Nancy Nicolo, Immigration and Refugee Program, Church World Service; Mr. Charles Sternberg, International Rescue Committee; Mr. Donald Hohl, U.S. Catholic Conference, Migration and Refugee Service, and Mr. Tim Bagration, Tolstoy Foundation.

Wells Klein, senior vice chairman of the American Council's Migration and Refugee Committee could not attend because of our change of schedule, but we have worked closely with him on this legislation.

I will ask them to come forward.

PANEL OF VOLUNTARY AGENCY REPRESENTATIVES: STATEMENTS OF INGRID WALTER, CHAIRMAN, MIGRATION AND REFUGEE AFFAIRS, AMERICAN COUNCIL OF VOLUNTARY AGENCIES, AND DIRECTOR OF THE LUTHERAN IMMIGRATION AND REFUGEE SERVICES; WILLIAM MALES, HEBREW IMMIGRANT AID SOCIETY; NANCY NICOLO, EXECUTIVE DIRECTOR, IMMIGRATION AND REFUGEE PROGRAM, CHURCH WORLD SERVICE, NATIONAL COUNCIL OF CHURCHES; CHARLES STERNBERG, EXECUTIVE DIRECTOR, INTERNATIONAL RESCUE COMMITTEE; DONALD HOHL, ASSOCIATE DIRECTOR, MIGRATION AND REFUGEE SERVICE, U.S. CATHOLIC CONFERENCE, AND TEYMURAZ BAGRATION, EXECUTIVE DIRECTOR, TOLSTOY FOUNDATION

Ms. WALTER. Thank you, Mr. Chairman.

I am pleased to be able to appear before your committee.

I would like to add that we also have with us Mr. Van Scooter, representing the American Council of Voluntary Agencies; and from my own agency, I have Ms. Dawson, who is a consultant and associate for sponsorship promotion.

Many references were made today to the voluntary agencies. I appreciate the kind words said about us.

We did prepare some time ago a statement on the role of the voluntary resettlement agencies in refugee resettlement in the United States, to use in connection with inquiries coming from Canada and Australia.

I am wondering whether I could submit it for insertion into the record as background information?

Senator KENNEDY. We welcome that, and it will be inserted.

[The material referred to above follows:]

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The Role of Voluntary Resettlement Agencies in Refugee Resettlement in the United States

I. A General Picture

Refugee resettlement in the United States is carried out primarily by nine voluntary resettlement agencies, four religious affiliated and five non-sectarian or secular. The eight agencies are Church World Service (CWS), United Hias Service, Inc. (HIAS), Lutheran Immigration and Refugee Service (LIRS), United States Catholic Conference (USCC), American Council for Nationalities Service (ACNS), American Fund for Czechoslovak Refugees (AFCR), International Rescue Committee (IRC), Polish American Immigration & Relief Committee (PAIRC), and the Tolstoy Foundation (TF). Agencies contract with the United States government to resettle refugees authorized for entry under U.S. government programs. The U.S. government resettlement grant covers about one third of the actual costs. Agencies also resettle refugees for whom there is no government contract, using their own funds and resources entirely.

Each agency has its own method and structure but all subscribe to a moral commitment to helping the refugee become a self-sufficient contributing member of the U.S. society as quickly as possible avoiding costly long term government support. Agencies have no legal liability. Once a refugee is economically independent, agencies continue to provide moral and emotional support, referral services and immigration counseling. The United States government underwrites special training and vocational programs for refugees as well as medical and cash assistance for the unemployed or underemployed. All voluntary agencies (VOLAGS) agree that resettlement is a comprehensive process which only begins with the airport reception and placement, also provided by the volags.

The volags are all national in scope and resettle refugees of all ethnic groups and religions, though they participate in different programs at different percentages. The volags stimulate private giving both nationally and locally. They have a fiduciary reporting requirement to the United States government for the sum of the total government "grant monies" expended. Reporting on internal and private funding is to respective Boards of Directors and sometimes to regulatory government and private agencies. All agencies are bonafide "tax exempt" organizations so designated by the federal government. The U.S. resettlement agencies, whether tied to the religious or ethnic communities of the U.S., have a recognized professional record of expertise in immigration as well as decades of service to immigrants and refugees resettling in America.

II. Advantages of Using Private Voluntary Agencies

Resettling refugees through private voluntary agencies has several advantages for both the refugee and the U.S. taxpayer. The United States is a pluralistic society and refugee exposure to a broad cross section of the American citizenry ensures the refugee contact with most components of the U.S. community at large. Participation by all volags in resettlement of an ethnic group, particularly one with no natural endemic counterpart, guards against discrimination. U.S. refugee resettlement is a non-political activity.

Refugees enter the community directly and have first hand contact and exchange with persons of all walks of life during the period of initial adjustment. This immediate involvement with Americans and the local community not only enables the refugee to become self-sufficient quickly but also preserves initiative, impetus in entering a new life and thrust toward hopes and goals, thus guarding against "camp mentality" and subsequent demoralization. U.S. agencies have also learned that a good knowledge of English is most quickly acquired when on the job practice is added to classroom instruction and when there is wide opportunity for everyday language use and encounter within the American community.

Use of private volags is uniquely suited to resettlement in any community throughout the U.S., thus avoiding a pile up of an identifiable minority in one area. Volags subscribe to the "cluster" approach of resettlement making sure refugees have cultural contact with others of their national origins but preventing their causing resentment from local groups who may see too large a refugee group as a threat. Agencies are adaptable to the unique needs of the refugees and can promote cultural enrichment and exchange within the community. Such a dialogue promotes assimilation and ensures involvement by local citizens in the resettlement process.

Resettlement through private agencies is far less costly than through public agencies because of widespread reliance on volunteers (some well trained) and contributions of service and in kind. Services donated vary from those of local doctors, dentists, teachers to health care, transportation and home services. Goods contributed include food, furniture, clothes, subsidized rent, used cars, as well as cash. Local groups become interested and involved in helping refugees start new lives and become good Americans rather than adopting the attitude, "If the government's doing it, why should we give of our time and material goods?"

Perhaps the greatest advantage in using volags is that one group is knowledgeable on and can answer the overall divserse needs of refugees from housing, employment, schooling, transportation, health care and family needs to immigration advice, emotional adjustment, education and personal counseling.

III. Logistics of U.S. Refugee Resettlement

A. Pre-entry

Refugees are approved for U.S. entry under U.S. law by the U.S. Immigration and Naturalization Service (INS).

In Europe a refugee seeking U.S. entry goes to a local voluntary agency office thereby selecting himself which agency will handle his resettlement. There his biographical information is recorded on "biodata" sheets.

In Indochina biodata are prepared by "Joint Voluntary Agency Representatives" (JVAR's) who interview all refugees expressing a desire to resettle in the U.S.

after the UNHCR interview is complete. The JVAR can act as an advocate for the refugee with the U.S. INS. Once approved by INS for U.S. entry, Indochinese refugee biodata are distributed among the agencies at the American Council of Voluntary Agencies in Foreign Service (ACVA) in New York City which acts as an umbrella for several private volags including the eight resettlement volags. Indochinese biodata or "cases" are divided at weekly allocations meetings. In general agencies resettle relatives of those they resettled before and accept added biodata according to their individual capabilities in terms of family size, ability to place refugees with specific skills, overall capacity, etc. Refugee relatives in the U.S. are traced by the volags receiving the biodata or "case" of the relative abroad. Agencies transfer "cases" to others of the eight volags if necessary after initial allocation.

Assurances of sponsorship are issued by U.S. volags on the basis of biodata submitted. Once a refugee family receives an assurance it is processed for movement to the U.S. by the Intergovernmental Committee on European Migration. Refugees are loaned money for their transportation by their volag and ICEM or just by ICEM alone. Refugees sign a "promise to repay" before leaving for the U.S. Costs for transportation are low since they are in fact underwritten by the U.S. and other governments through their contributions to the ICEM program budget. Volags endorse refugee repayment of this non interest bearing loan from revolving funds for refugee and migrant movements since the refugee thereby retains his dignity, self confidence and the idea that he carried some of the burden of his family's resettlement. He retains some notion that he is still "master of his fate." Payments generally start quickly but in very small amounts. Refugees sometimes take years to repay but the repayment rate is generally excellent.

B. Post Entry

Volags handle all airport reception (both U.S. port of entry and inland or local reception). In addition to actual placement within a specific community, volags handle refugee resettlement needs. These include immediate physical care, employment, housing, schooling, community orientation, English as a Second Language Training or referral to a government financed ESL program, general referral services to resources within the community, technical immigration counseling and emotional and moral support services. Needs vary but can include comprehensive work with families over a long period of time.

Local sponsors are backed up by the resettling volags who acknowledge their moral, not legal obligation to help until the refugee is self-sufficient. Volags avoid reliance on public assistance for refugees as they conceive it as retarding independence and potentially provoking hostility of the U.S. taxpayer. In some instances however, chronic illness, age, or particular family circumstances create needs which exceed volag resources or capacities. Therefore access to public assistance and nationalized health programs is necessary in certain cases. Volags generally view such reliance on public help as a short term stepping stone to eventual independence when perhaps younger family members can carry the support.

Extended refugee needs are not necessarily material and volags have unique expertise in providing immigration counseling and moral support for the long term. It takes five years to become a U.S. citizen and for that reason alone volags generally offer some services for at least five years.

IV. Costs

In 1975 the U.S. government gave a resettlement grant of $500.00 per Indochinese refugee to the volags. This was subsequently cut to $300.00 and is currently $350.00. The volags are seeking a restoration to the $500.00 figure since their costs in the first nine months are generally about $900.00 per Indochinese refugee. The government grant money contributes toward some initial resettlement costs and serves as seed money to mobilize community resources. The use of significant amounts of private resources gives the American people an involvement with this humanitarian endeavor. They can personally identify with a specific family in their local community.

Resettlement grants for refugees from Europe have varied from $150.00 to $250.00. Volags would like to see these on a par with the Indochinese grants since they believe all refugee groups should be treated equally. In addition there are various sums allotted for U.S. government post arrival assistance and training to refugees, generally from $500.00 to $1,000.00 per refugee depending on the refugee group. Some post arrival assistance is provided on a matching basis with the federal government reimbursing half of what the volags spend.

Comprehensive, equitable legislation is currently under consideration by the Administration and by several U.S. Congressional committees and it is expected that there might soon be a more uniform all-encompassing approach to meeting refugee needs. However, there are no plans to limit the vital role played by U.S. resettlement volags and their constituencies.

V. Special Problems

Secondary movement or migration within the U.S. has caused refugees to be a special burden on certain "favored" locales in the U.S. Reasons for movement are complex but generally include climate, desire to be near family and friends, and availability of special training or educational programs to upgrade employment and chance of eventual economic mobility. The secondary movement is complicated by the fact that assistance programs are administered by state governments according to individual state laws, though they are federally reimbursed. Thus there are from the refugees' view inequities in treatment according to which state one might be placed in. Often this is balanced by other factors. Frequently a state with few assistance programs has an excellent economic climate or a state with relatively few of the refugee group affords more individual opportunities since there is less competition from other refugees. Communities can give more individual treatment and attention and the refugees become more quickly assimilated. Generally in highly concentrated areas it is beneficial to institute special training programs by public or private sources, though programs sometimes act as an added magnet.

Refugees are not encouraged to move until they can take care of themselves anywhere. (They are always urged to give new addresses to volags in case a relative turns up abroad or whatever.) However the U.S. is a free country and secondary movement cannot be prevented. Should a refugee leave one location and hence his original local sponsor, he is likely to find a representative of his volag to help him in his new location. If not, there is generally another of the eight volags who can help, since U.S. communities large and small have access to volag services.

This interaction between volags requires a high degree of cooperation, sophistication

and understanding. Volags are distinct in their methodology and approach, reflecting the pluralistic society they represent and an overall strength based on difference and multiplicity. However, agencies cooperate and coordinate through frequent meetings at local, regional and national levels. The ultimate coordinating group for the eight U.S. resettlement volags is the Committee on Migration and Refugee Affairs of the ACVA. The committee chairmanship rotates. Volags subscribe to the refugee's right to privacy and do not give out his name or address. Instead, the local sponsors address is furnished.

Volags also participate in the American Immigration and Citizens Conference, have individual and collective relationships to the International Council of Voluntary Agencies, United Nations High Commissioner for Refugees and other international bodies both public and private.

VI. Volag Advocacy and Consultative Role with U.S. Government

All eight volags individually and collectively make representations to the U.S. government, generally both executive and legislative branches, concerning refugee and immigration affairs. Volags are a source of both expertise for the government and advocacy for the refugee. They are in a unique position to assess the needs of immigrants and refugees, while they also represent a broad cross section of American citizenry. This close association over the years has permitted the private sector to express itself not only on specific program and policy matters but also on broad matters of U.S. immigration law and policy.

VII. Conclusion

In essence refugees in the U.S. are resettled by representatives of the American public who have a deep belief in the benefits of helping others to find freedom in the U.S. as they and their forbears were helped. Volags are realistic as well as supportive of the refugees. They realize that to ensure the movement of future refugees to the U.S., those coming today must succeed. Refugees must quickly achieve independence, valued for their unique contributions to American life yet assimilated into the American mainstream.

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Ms. WALTER. Thank you, Mr. Chairman.

You have our written testimony, and I hope it will be acceptable not to read it.

[The prepared statement of Mrs. Walter follows:]

PREPARED STATEMENT OF INGRID WALTER

My name is Ingrid Walter. I am the director of the Lutheran Immigration and Refugee Service. However, I am testifying this morning in my capacity as Chairman of the Committee on Migration and Refugee Affairs of the American Council of Voluntary Agencies for Foreign Service. The agencies joining me in this testimony are: American Council for Nationalities Service, American Fund for Czechoslovak Refugees; Church World Service; HIAS; International Rescue Committee; Lutheran Immigration and Refugee Service; Migration and Refugee Services, United States Catholic Conference; Polish American Immigration and Relief Committee; Tolstoy Foundation; and World Relief.

The national voluntary resettlement agencies represented here this morning have resettled some two million refugees in the United States since World War II. It is through our structures that the American public has traditionally expressed, and continue to express its deep concern for the world's refugees and makes available opportunities for these unfortunate people to find new homes and new hope in this country of ours. Our commitment to this task is historic and continuing, and it is within this context that we approach the legislation before the committee this morning.

Mr. Chairman, we believe the proposed legislation is the most significant and constructive development in the field of refugee and migration affairs that has been presented to the Congress and to the American public since the historic 1965 Immigration and Nationality Act. We would also like to note that many of us have followed the development of this legislation for some time. We are aware of the many considerations that have gone into its development and would like to take this opportunity to commend both those in the administration and in the Congress who contributed to its preparation. We think it appropriate that introduction of this legislation this week coincides with the confirmation hearings of the U.S. Coordinator for Refugee Affairs. This initiative on the part of the Administration combined with the proposed legislation allows for expedient response to refugee needs in accord with legislative guidelines and opens prospects for responding to refugee crises in a manner appropriate to American humanitarian traditions.

Before turning to specific suggestions with regard to the proposed legislation and its implementation, we would like to make some general observations on the bill and its three titles. The bill in its entirety implements U.S. fundamental concern for human rights in the areas of the care of refugees abroad, the admission of refugees to the United States, and assistance to refugees in achieving economic and self-sufficiency after they arrive.

We see each of the bill's titles as having historical implications. Title II outlines basic U.S. refugee policy and also underscores the role of the United States as advocate to other nations for refugee resettlement opportunities throughout the world community.

Under title II, the operational definition of refugee is at last brought into conformity with that of the United Nations 1951 Convention on the Status of Refugees and the 1968 Protocol to which the United States is a signatory. This new definition finally reflects U.S. traditional humanitarian concern for refugees anywhere in the world and underscores in legislative mandate the oft-stated concern for human rights.

Title II also establishes entirely new provisions for the admission of refugees. As we are all aware, the present law governing the admission of refugees to the United States is inadequate, cumbersome, and leaves a great deal to be desired in terms of predictability and continuity. The new provisions will facilitate the continuity of programs which, from our particular vantage point, are critical in terms of effective refugee resettlement. We believe the proposed normal flow figure of 50,000 per year is at present realistic, both in terms of our traditional response to the need for refugee resettlement opportunities in the United States and in terms of what can now be projected as an average yearly flow in the future. Moreover, it is essential to note that title II also provides the flexibility our Nation needs to respond to refugee movements which may exceed "normal

flow." The legislation takes a realistic approach to the dual requirements of orderly process and flexibility. This will enable the United States to respond effectively to both humanitarian and foreign policy considerations in the admission of refugees. We note as well that the provisions for communication and consultation between the administration and the Congress provide an effective mechanism for shared responsibility.

We are gratified that under the bill the normal flow refugees would be admitted as immigrants rather than as parolees and conditional entrants. Not only will the status of permanent resident facilitate the refugee's assimilation but it will obviate the current adjustment of status procedure which is both costly and burdensome to the Immigration and Naturalization Service as well as to the resettlement agencies, not to speak of the refugees.

Had the legislation before this Committee today been in effect during recent years, great anguish and hardship could have been avoided and we, the American resettlement agencies, would have been able to do a significantly more effective job in discharging our resettlement responsibilities.

Title III of the proposed legislation is substantively different from the first two titles in that it does not establish specific policy but rather sets the overall framework within which specific programs and funding levels will need to be developed. For the first time in any refugee admission bill, a patch-work quilt of refugee assistance is replaced with a framework which is both equitable and consistent. This is a major achievement.

Title III clearly recognizes, in its authorization of various programs components, that refugee assistance is tied to a process, and has many facets. Assistance begins in the country of temporary asylum (with the provision for contributions to the activities of the UNHCR) and continues, for those refugees admitted to the United States, through reception, placement and resettlement, until the refugee is able to stand on his own feet.

As you well know, Mr. Chairman, it is the voluntary resettlement agencies which, working in partnership with the States and Federal Government, actually resettle refugees in this country. As resettlement agencies, our basic concerns are threefold: first, that U.S. policy with regard to refugee resettlement be comprehensive and equitable, yet flexible so that refugees can be helped to achieve self-sufficiency in terms of their individual potential; second, that programs designed to facilitate refugee resettlement in the United States focus on the achievement of self-sufficiency as quickly as possible, both for the benefit of the refugee and for the benefit of our own society; and, third, that the various programs designed to assist refugees reflect planning and coordination, so that the limited available resources, and I emphasize that these come from the private as well as the public sector, are used as effectively as possible.

With these concerns in mind, and as refugee assistance programs are developed within the framework provided by title III, the resettlement agencies urgently request early and full consultation with the appropriate departments of Government on the development of these various programs. We would like to stress that refugee resettlement is an ongoing process, and that the voluntary resettlement agencies bear a continuing responsibility for these newcomers throughout the process.

To this end we would hope that legislative history will make clear that funding for resettlement, as well as for ongoing programs of maintenance and services to refugees, should be either through the voluntary agencies directly or through public resources, which ever is appropriate under the circumstances. We also hope the bill, when it emerges from committee, will contain language which will permit greater flexibility under Federal reimbursement for programs and services than the mandatory two year cutoff date contained in the bill.

Above all, it is imperative that refugee assistance programs developed under title III be integrated with, and related to, the ongoing responsibilities carried by the resettlement agencies.

Mr. Chairman, I would now like to pinpoint some specific recommendations with regard to the proposed legislation. We believe the new definition of refugee, contained under title II of the legislation, would be strengthened and made more flexibile if it contained wording which would permit persons displaced in their own countries to be defined as refugees. We would also like to see included a provision which would permit political prisoners, having been released from detention, to be defined as refugees.

In addition, we would hope the Congress will be able to find a mechanism which would permit victims of natural disasters to be admitted to the United States

as refugees in those relatively infrequent, yet nonetheless compelling circumstances, when returning to their homes or finding new homes elsewhere is not possible.

On another subject, we are concerned that this proposed legislation does not provide for uniform procedures relating to the granting of asylum to, and proscribing deportation or return or refugees to countries where they have a fear of persecution. Indeed the very concept of asylum is missing from the bill. We have taken the liberty of appending to this testimony suggested language which we believe would strengthen the human rights aspects of this bill for dealing with questions of asylum, exclusion and deportation.

Furthermore, we believe that alternative language should be used in section 243(h) to put that section more in conformity with the UN Convention and Protocol, we suggest the following:

"The Attorney General shall not deport or return any alien admitted as a refugee or who meets the definition of a refugee in section 101(a)(42), other than an alien described in section 241(a)(19), to any country where such alien has a well-founded fear of persecution on account of his race, religion, nationality, membership of a particular social group, or political opinion."

We are also concerned that the present parole authority for Indochinese refugees will end on April 30, 1979. Therefore, it is paramount that this bill be enacted prior to that date. In case this cannot be achieved, we would urge that the Attorney General use his parole authority to ensure continuity of the ongoing U.S. refugee program and avoid a costly hiatus.

We hope that resettlement agencies will be able to work with the committee staff in the near future if we should have additional suggestions.

As I stated at the beginning of our testimony, my colleagues and I feel that the legislation being discussed today is a momentous step forward and, while we recognize that modifications may take place in the legislative process, we most fervently urge that Congress bear in mind the importance of this legislation and take speedy action in passing the Refugee Act of 1979.

PROPOSED ADDITIONAL PROVISION RELATING TO ASYLUM

"Any person within the United States or at its borders who meets the definition of a refugee as contained in section 101(a)(42), shall be given an opportunity to apply for asylum in the United States.

"The Attorney General shall establish a uniform procedure for an alien, regardless of his status, applying for asylum who is physically present in the United States, and shall admit any such alien for lawful permanent residence who meets the definition of a refugee in section 101(a)(42) (other than an alien described in section 241(a)(19), including his spouse and children as provided in section 209(a) of this act, notwithstanding any numerical limitation specified in this Act.

"When granted asylum, a refugee shall be eligible to adjust his status to that of a permanent resident in compliance with section 207(b)(1)."

Ms. WALTER. There are, however, some points which I would like to stress. Possibly they are not all inclusive but some of them should be stressed, such as how much we are pleased that legislation is before us which may open the prospects for responding to the refugee crisis in a better manner and how much we are also pleased that there is now a U.S. coordinator for refugee affairs.

COMMENTS ON THE BILL

We are pleased that the definition of refugee has been broadened, and that there are different provisions now for the admission of refugees. We are especially gratified that no longer will refugees have to be admitted as conditional entrants but can come as immigrants, which will facilitate their assimilation into the U.S. communities. It will also be a cost saver in man-hours for the Immigration and

Naturalization Service, as well as to the resettlement agencies, not to have to go through the adjustment of status procedure.

We would applaud the provision that in the legislation there is a framework for specific programs and funding levels for refugee assistance. The assistance covers the reception and placement and resettlement.

In this connection, I would like to stress that resettlement is an ongoing process. It does not end with the refugee being directed to a certain community, but rather starts from that point on. As pertains to refugee assistance programs, we urgently request early and full consultation with the appropriate departments for all of the voluntary resettlement agencies.

FEDERAL SUPPORT OF RESETTLEMENT PROCESS

We are pleased with the provision giving 100 percent Federal reimbursement for unaccompanied minors until they reach their majority. We would like to suggest that there be some flexibility in the mandatory 2-year cutoff date. We are thinking for instance of certain persons needing special assistance, such as doctors and so forth, who may not be able to complete their training in 2 years. We have made additional suggestions regarding broadening the definition of refugee for special instances. We have made a very special recommendation that the legislation include a provision regarding asylum procedures. At the present time, a person having applied for asylum is given something that is called IVD, or indefinite voluntary departure, usually in increments of 1 year.

It does not help the refugee to assimilate with a community when his papers show he is permitted to remain in the country for 1 year only.

VOLUNTARY AGENCY RECOMMENDATIONS

You will also note that we made some specific recommendations regarding one of the sections; namely, section 243(h), to put it more into conformity with the U.N. convention and protocol to which the United States is a signatory.

Finally, we hope for speedy passage of the Refugee Act of 1979. We would like to call your attention to the fact that the present parole provisions, especially as far as Indochina's refugees are concerned, have a termination date. Unless the legislation is passed, there will again be a stop in the programs.

Therefore, we urge that if speedy passage cannot be achieved, new parole provisions be provided.

Thank you.

Senator KENNEDY. Thank you very much for your statement. We welcome the statements of the other members of the voluntary agencies that are here and any others who would like to make a comment on it. We will put those in the record and we will keep the record open for 2 weeks for all who wish to send us their views.

"SPECIAL PROJECT" FUNDS

There are just a couple of areas that I would like to ask you and the other members of the panel to respond to.

One is your experience with the special project funds administered by HEW. Has that been as flexible as it should have been, particularly with regard to the children's programs?

Ms. WALTER. The special projects have been allocated with not too much input from the voluntary agencies. We would like to put the programs more into the agencies which have a direct involvement with the refugees, rather than institutions which later come to the resettlement agencies and say they have a grant and would we please help them to get to their refugees and show us where the refugees are. Is there anyone else on the panel who would like to add to that?

Senator KENNEDY. Mr. Hohl?

Mr. HOHL. I think that is a good statement. It is simply that in the past the special project money has not gone exclusively to the voluntary agencies. We feel that those who are actually resettling the refugees should have access to this money.

The situation which Ms. Walter has described is true. A number of grants have been given to public or local agencies, or even new agencies, who have not been involved in the resettlement process and who have, in turn, come to the voluntary agencies who have been involved and have sought our assistance.

NEED FOR REFUGEE VISAS

Senator KENNEDY. What about giving refugees a visa? I would be interested in what you have heard from some of those who have been coming to this country.

Should we allow the Department of State's consular service to have a primary role, rather than just the Immigration Service? It seems to me that conditioned entry status is considerable impediment to full resettlement and I would think not an inconsiderable expense.

I am just wondering what your experience is—since you are the people who have worked directly with these refugees. Do you think we can try and accelerate the process with adequate protections against those who might not meet the criteria? Would you be wise to try and consider that as a possibility?

Ms. WALTER. The voluntary agencies feel that coming in with the immigrant visas would be of great benefit to the refugees. It is always difficult to secure employment for the refugee whose paper indicates that he is here on parole, or as a conditional entrant because this indicates that he is not here permanently. Many employers are reluctant to employ them.

If they could get papers as permanent resident aliens, this will improve their situation considerably.

STREAMLINING THE PROCESSING OF REFUGEES

Senator KENNEDY. Tell us what is happening overseas with both the consular and the Immigration Service? What way can we streamline that process that would be more humane, more cost-effective, and speedier? Could we give the consular officer the responsibility of enforcing these screening regulations?

Mr. MALES. I would agree that right now if you are going to issue an immigrant visa, I assume that this would be handled by consular

offices, which I highly recommend, as Ms. Walter has pointed out. It greatly helps the adjustment of these refugees, if they can come in with immigrant visas. You mentioned licenses. For instance, in New York State, a person cannot buy a taxicab unless he is a permanent resident.

In New York State, if a man wants to open a grocery store and sell beer, he cannot do that; because under the licensing authority of New York State, he must be a permanent resident and show he has filed for a declaration of intention.

So bringing a refugee in on an immigrant visa would be a distinct advantage to the refugees in terms of their adjustment in the United States. As far as processing abroad, I don't know what the committee contemplates whether they are going to be issued by the consular offices or by the Immigration Service.

Senator KENNEDY. That is what I am trying to get at.

Mr. MALES. I think it should be that either one can handle it.

Ms. WALTER. It seems to me that two different procedures in giving out immigrant visas may not be the most effective way. If the consular office is to issue immigrant visas, then it seems to me they should also issue refugee visas. Otherwise, you need special Immigration Service personnel to be placed in the country, and so forth.

Ms. NICOLO. I would say that the Indochina program, for example, which we are now operating, and we happen to be working in Malaysia on behalf of the voluntary agencies as is IRC in Thailand and USCC in other areas, that each of us accepted a kind of administrative responsibility to try to pull it all together. But the criteria under which we have to operate and the types of forms and numbers of forms and anything that can be done to simplify that and reduce just the incredible paperwork that any refugee now faces will be important.

Senator KENNEDY. I wonder if you might be able to give us a recommendation on that? If each agency would sit down and give us one or two different options about how we can do it, it would be both a savings in terms of paperwork cost, more humane, and a more efficient way. I would welcome that.

Ms. WALTER. We shall be glad to do that.

[The material referred to above follows:]

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March 22, 1979

STATEMENT RE REFUGEE ADMISSION PROVISIONS

We are gratified to see that the proposed legislation provides for the admission for lawful permanent residence of the "normal flow" refugees and deletes Sec. 203(a)(7) from the Immigration and Nationality Act. Thus it no longer is necessary for the refugees to be in a limbo status for two years after admission and to be returned to the custody of the Immigration Service to be granted permanent residence.

The advantages are obvious: (1) the refugee immigrant possesses an alien registration card identifying him as a permanent resident and he no longer encounters difficulty in obtaining employment; (2) he enjoys a sense of security right from the date of entry, a most important factor to one who has lost his home and country and is seeking to start anew; (3) the Immigration Service does not have to "process" the refugee a second time, a resultant saving in time and money; (4) the refugee will not have to wait for permanent residence for two years which more than often turns out to be three or four years because of the Immigration Service processing delays.

The recommendation of the Committee of Migration and Refugee Affairs is to identify refugees on their alien registration cards as "Refugee Immigrant."

Thought might also be given to issuing immigrant visas to the emergency refugees as well since the same benefits outlined above would also accrue to this refugee group.

A natural complement to the admission of refugees as immigrants would be the determining of eligibility by U.S. consular officers, a role they presently play in the issuance of all other immigrant visas. In addition to establishing uniformity of processing, there would also be corresponding savings in time, personnel and money. U.S. consular officers are stationed in many posts in every country of the world with which we have diplomatic relations. With the broadened definition of the term "refugee," the possibility of applying for a refugee visa in many more countries of the world becomes a reality. The cost of placing Immigration Service officers in many countries of the world would be prohibitive. On the other hand, if there were not large numbers of Immigration Service officers abroad, we can foresee a proliferation of many problems encountered at the present time, for example, requiring a refugee to travel from a country of temporary asylum to a

country where an Immigration Service officer is stationed, a costly, cumbersome procedure (provided of course that the second country will admit the refugee for this purpose.) We can foresee situations (and they exist today) where a refugee cannot have his application processed simply because he does not have access to an Immigration Service officer.

Furthermore, the processing by consular officers is cost effective. It permits one official to accomplish a task now requiring the work of two persons. It also eliminates an extra step in the screening process, a saving of time when, as in the present Southeast Asia program, expeditious movement of refugees from the country of temporary asylum is vital to the future conduct of those countries in continuing to receive refugees.

In short, with a broad definition of "refugee" which can be applied on a world-wide basis, there must be ready access to U.S. government officials to process applications. This goal can be achieved only by authorizing consular officers to determine eligibility and issue immigrant refugee visas.

Committee of Migration and Refugee Affairs
American Council of Voluntary Agencies for
Foreign Service, Inc.

DGH:IW

Senator KENNEDY. We might have other questions, which we will submit to you. It is very reassuring to have your strong support for this legislation. As I say, there is great credibility in your organization's recommendations and views.

In this committee, we wish you well.

Ms. WALTER. Thank you, Mr. Chairman.

Senator KENNEDY. Our final witnesses represent State and local agencies involved in the refugee resettlement programs. They really work at the grassroots level. I want to welcome Norman Lourie who has worked on this in his capacity as chairman of the National Coalition for Refugee Resettlement and who is a representative of the Council of State Public Welfare Administrators, American Public Welfare Association. He is accompanied by Rupert Thompson, Louisiana State coordinator of Social Services for Indochinese Refugees; Edwin Silverman, Illinois Governor's coordinator for Indochinese refugee assistance programs, and Joseph Ryu, coordinator of IRAP for the State of New York.

PANEL OF STATE AND LOCAL AGENCY REPRESENTATIVES: STATEMENT OF NORMAN LOURIE, CHAIRMAN, NATIONAL COALITION FOR REFUGEE RESETTLEMENT AND REPRESENTATIVE COUNCIL OF STATE PUBLIC WELFARE ADMINISTRATORS, AMERICAN PUBLIC WELFARE ASSOCIATION, ACCOMPANIED BY RUPERT THOMPSON, LOUISIANA STATE COORDINATOR OF SOCIAL SERVICES FOR INDOCHINESE REFUGEES; EDWIN SILVERMAN, ILLINOIS GOVERNOR'S COORDINATOR FOR INDOCHINESE REFUGEE ASSISTANCE PROGRAMS, AND DIRECTOR, GOVERNOR'S CENTER FOR ASIAN ASSISTANCE, AND JOSEPH RYU, COORDINATOR OF IRAP, STATE OF NEW YORK

Mr. LOURIE. Thank you very much. We are very pleased to be here.

We represent the National Coalition which, as you know, is the body that brings together the State governments and the national voluntary agencies and many local voluntary and public agencies who are serving refugees.

We also represent the National Council of State Public Welfare Administrators who are responsible for refugee programs and administer funds, both State and Federal, that serve in the refugee programs. In this capacity, we represent 50 States and territories.

We should like to submit our statements for the record, and make a brief statement and then answer questions.

Senator KENNEDY. That will be fine. We will print your proposed statements at this point in the record.

[The prepared statement of Messrs. Lourie, Thompson and Silverman follow:]

PREPARED STATEMENT OF NORMAN V. LOURIE

My name is Norman V. Lourie. I work as the executive deputy secretary for Federal Policy and Programs, in Pennsylvania's comprehensive human services department (Department of Public Welfare). I appear as chairman of the National Coalition for Refugee Resettlement, formerly the Coalition for the

Effective Resettlement of Indochinese Refugees. I also represent the National Council of State Public Welfare Administrators, Chief Executive Officers of State Departments which administer the cash assistance, medical assistance, and social services program for the Indochinese refugees, other refugees, and all other eligible persons. I am accompanied by Edwin Silverman, Governor's Coordinator for Indochinese Refugee Assistancce Programs in Illinois and Rupert Thompson, Louisiana State Coordinator of Social Services for Indochinese Refugees. Both will make brief statements. We are prepared to answer your questions.

In last year's testmony in Congress, we urged the development of a cohesive, consistent national refugee policy. Treating all refugees in an equitable and humanitarian fashion is the core of the legislation before you. We support it enthusiastically. It is consistent with America's history and traditional role. Last year we also urged the creation of a central point for refugee policy in the government. Now the administration has acted admirably and thoughtfully in nominating Senator Dick Clark as ambassador to coordinate refugee matters. We look forward to his confirmation as ambassador-at-large for refugees. We have already met with Senator Clark and offered our cooperation. We are convinced that his office will provide the much needed national focal point for refugee policy. Senator Clark's record in the Senate as a vigorous and realistic humanitarian will contribute enormously in America's efforts to adjust refugees quickly and effectively. We are prepared to implement programs which treat all refugees alike and, when necessary, meet their special needs.

Our special interest in this legislation, because of our work, is in the domestic assistance program for refugees, title III of the proposed legislation.

The legislation provides full Federal participation in costs for cash and medical assistance for each eligible refugee for 2 years after arrival. These programs are essential. Oftentimes, they provide assistance which supplements earned income. Some refugees who support families are employed full-time but do not earn enough to meet needs. The Indochinese refugees have an outstanding employment record. For each years since 1975, HEW data shows that these industrious people have achieved higher employment rates than our native born citizens. Preliminary 1978 data shows the employment rates for Indochinese men to be 93.1 percent, for women 88.3 percent (in 1977, these rates were 90.6 percent and 73.3 percent respectively). Approximately 80 percent of those employed work full-time.

We understand the logic and fairness of the 2-year provisions of full Federal support for cash assistance, health care and social services. It relieves the States of an initial burden caused by national humanitarian policy, before the usual Federal-State fiscal formulas come into play. You should know that States are not unanimous in support of the 2-year provision. Some highly impacted States, particularly those without general assistance programs for their own citizens, would like a longer period of full Federal support. We are all deeply aware of the realities on the American economic scene, however.

We cannot overstate the need for social services for refugees, particularly those which enhance employment and language skills. We hope you will consider additional flexibility in this area. Available data shows that earned income of Indochinese refugees is directly related to the fluency in English, a major social service effort. To make a refugee a contributing tax paying member in his community, we must be able to provide him and his family with supportive services including English language training, employment and vocational training, child day care, counseling, and mental health services. Employment training, like language, can enhance the economic potential. Counseling helps assimilation and speeds adjustment. We have successful programs in place. Federal special project dollars and funds channeled through single State agencies for direct public social services, primarily, for purchase from local voluntary social services agencies, have been used effectively. The proposed law continues the flexible arrangements for social services so successfully administered by HEW and the States under existing law. In some cases, the 2-year limitation on social services funding may create barriers to self-sufficiency.

A refugee usually enters the social services system almost 6 months after date of entry. Many claim that adequate language training takes 2 to 3 years. Even for bright students, 18 months is not always long enough for English, vocational and employment training.

HEW directly funded special projects, in these fields, which do not include State-generated activities, enrolled almost 13,000 Indochinese refugees in the first 9

months of 1978. Preliminary data shows that 4,400 job placements resulted. This success rate is extraordinary when compared to other employment programs. Limiting such services to 2 years from date of entry could slow adjustment and be more costly in the long run.

Cash, medical assistance and social services have been extremely cost-effective. We have asked the major States to provide reports of their activities and results for your record. Voluntary agencies will do the same. You also have access to the periodic HEW reports which tell the story on a nationwide basis. All concerned seek to provide a high quality of services to refugees in order to lessen the possibility of long-term dependency and anguish. It is logical that the States and voluntary agencies set high priority on making investments in "human capital" by contributing to the education and marketable skills of their new residents.

States rely heavily on local affiliates of the national agencies and other local voluntary groups to provide social services. State governments and the voluntary sector have a long history of working well with each other. This coalition, in fact, is the embodiment of that cooperation. We are enthusiastic that legislation encourages our continued working together.

We all support the provision in the legislation that provides full Federal support for child welfare services for unaccompanied minors. We are all painfully aware of the tragic circumstances surrounding children who are alone in Southeast Asia. We feel confident that Federal support and leadership will assure effective resettlement of these children. Local voluntary and public agencies in cooperation with the national public and voluntary groups have already resettled many children. The response of State and local public child welfare authorities will be even more widespread when States and local agencies know that Congress and HEW will support children through their majority.

Allow me to summarize briefly. The States, counties, cities, and voluntary agencies have welcomed refugees and will continue to do so. Our experience with refugees has been exceptional, as exceptional as we should expect in a country like ours. They have added to our communities. Their cultural heritage has enriched and flavored the lives of Americans as have our own forefathers. They have contributed in every way to this country. We want to provide them with the skills and knowledge that they lack due to their special circumstances. This legislation will extend to all refugees the necessary assistance for adjustment and future economic self-sufficiency. We cannot ask for Federal support ad infinitum. We must limit ourselves to a practical time period and to budget restraints. It is logical that after a reasonable adjustment period, the refugee, like all other Americans, fits, for benefit purposes, into the Federal-State partnership system. We think that the present mechanisms which are working successfully now for some refugees can be utilized for all new refugees. This is landmark humanitarian legislation. For the first time it gives the Nation a long-range refugee policy. We congratulate you and the administration for your humanity.

PREPARED STATEMENT BY RUPERT G. THOMPSON

As coordinator of services to Indochinese refugees in the State of Louisiana, I wish to express appreciation for the opportunity to speak to you today.

I would like to begin by applauding Senator Kennedy, the administration and all other persons responsible for the development of the Refugee Act of 1979. This is a very positive piece of legislation which is a sane approach to a humanitarian problem and gives State and private agencies alike a framework from which to do meaningful planning.

As an employee of a State government, most of my attention has been focused on title III, which contains provisions for providing temporary and transitional assistance to refugees. As you know, the administration of cash grants and medical assistance are functions of State government, while other services such as employment and social services may be provided by either State government or by private agencies under contract to State government.

According to information available to me, social and employment services have been successfully provided to Indochinese refugees during the past 3½ years by both methods. We in Louisiana found it most practical to contract social and employment services to private non-profit agencies, and we certainly consider that this method of service provision has been successful.

Social services and employment contracts have been in effect in various parts of the State since as early as January 1976. Our commitment to the provision of these services is evidenced by the fact that in Louisiana, more than double the amount of funds are spent for these purposes than are paid in cash grants.

Although, we consider that the employment and social service programs in our State to be a success, we know that there are many persons who arrived in the United States in 1975 who still need services. For various reasons, the majority of the refugees who settled in Louisiana are former farmers and fisherman who were ill-prepared to compete in American society due to the lack of skills in speaking the English language, illiteracy, health problems and lack of vocational skills.

The first order of business upon arrival for these people was a matter of basic survival. Accordingly, most able-bodied adults were compelled to accept the first available employment, regardless of the skills of the individual. Only after some degree of adjustment in a new environment could the refugee stop to seek such things as adequate health care for all family members, suitable housing, and acquiring skills in the English language. It is only after acquiring adequate English language skills that a refugee could expect to be employed at a job paying substantially above minimum wage, regardless of vocational skills he possesses.

It would be easy for me and others in my position to say that resettlement is complete when a former attorney is placed in a job as a law clerk. I contend, however, that resettlement requires an effort on our part to at least attempt to provide services of sufficient quality and duration that a refugee with desire and motivation can be placed into employment reasonably compatible with his skills. Experience has shown that 2 years is not sufficient time for this to be accomplished.

Accordingly, I respectfully urge that you consider extending the period of time for which States may be reimbursed for the provision of services as specified in title III, section 301 (D) and (E) beyond the 2-year time limit which this legislation imposes.

Gentlemen, it has been an honor for me to appear before you and I will be happy to answer any questions you may have.

PREPARED STATEMENT OF EDWIN SILVERMAN

I am pleased to have this opportunity to present my views on refugee resettlement to this distinguished committee as it approaches consideration of the "Refugee Act of 1979."

In serving as Indochinese Refugee Resettlement Coordinator for Illinois, I also have been in close contact with my colleagues in the States constituting HEW region V and have participated actively in the National Coalition for Refugee Resettlement. I can assure you that all of us, from the local through State government, are thankful for the notable progress that is currently taking place. We are thankful for the appointment by President Carter of Ambassador Dick Clark, to serve as Coordinator of U.S. Refugee Affairs. We are thankful for the portent of the "Refugee Act." It promises to enable Ambassador Clark and those of us in the States to forge a cohesive, comprehensive, and flexible plan for addressing the humanitarian needs of all those peoples victimized by war and political change within their homelands. The act will expedite the adjustment of those refugees to life in America and will foster their growth toward self-sufficiency.

Illinois has fully supported the humanitarian effort to ameliorate the tragic situation of the Indochinese refugees in particular, first victimized by war, now uprooted and forced to lead lives without purpose. We are moved that the newest refugees have risked being shot by soldiers, starving and drowning at sea, or being victimized by pirates, in the effort to live free and productive lives. Certainly we of the United States should make every effort possible to answer their deseprate call for help.

As you may know, Illinois has the 7th largest concentration of refugees, 6,500 people. In the next few years, we expect to resettle an additional 5,000 to 7,000 refugees through the support of seven excellent volunteer agencies. In addition, we will be resettling up to 150 unaccompanied minors.

Our resettlement office has worked toward establishing community-based programs with high percentages of bilingual staff, in the effort to deliver culturally

responsive services for the refugees. Through our leadership and coordination we have been able to avoid a duplication of efforts within a given geographical area, to promote cost effective programing, and, at the same time, to address the multiplicity of refugee needs.

Through our initial and continued involvement, a variety of programs have been developed that you might find of interest:

1. *Illinois Adult Indochinese Refugee Education Consortium.*—A statewide network made up of a programmatic coordination and resource development unit, a staff development unit, and 16 local service agencies. Last year the consortium provided English as a second language, vocational assessment, job-training placements, and social services to over 1,000 refugees. The goal for fiscal year 1979 is to serve at least 1,750 persons.

2. *Indochinese Center for Material Development and Training.*—The Illinois Center is the only Indochinese elementary-secondary education resource center that remains in the country. In consort with our office they have forged ahead with the development of bilingual curricular supplements for the Laotians, Hmong, Cambodians, and Vietnamese; they provide statewide and regional workshops for teacher training; and they provide training of teachers in the classroom.

3. *Travelers Aid Society Indochinese Social Service Outreach Project.*—Six bilingual staff provide crisis intervention and counseling in the areas of health, mental health, and legal matters. The workers also facilitated refugee change of status in close collaboration with the U.S. Immigration and Naturalization Service, and provide resettlement services. A full-time trainer has developed an intensive 1-year curriculum in cross-cultural social work for which the staff will receive post-graduate college credit. The trainer also serves as a case-work consultant and provides in-service training to workers in other resettlement programs.

4. *Indochinese Summer Camp Program.*—Operated by Catholic Charities of Chicago, the program is designed to provide special instruction in English, recreation, and the opportunity for cross-cultural interaction with American campers for 200 Indochinese children. Both Americans and Indochinese have benefited markedly in the past two years.

5. *Tha Huong* (Home Away From Home.)—A reception center for unaccompanied minors will provide initial medical and educational assessment as well as orientation programs before children are placed in foster homes.

6. Finally, 20 agencies, including our office and a consortium of the volags in the Chicago area have staff especially devoted to job placement and vocational training. Statewide 94% of our refugees are employed and are now being assessed for job upgrading. In response to the special needs of the Indochinese, we have initiated native langauge vocational training in plastics, welding, and machine tools, with back up course work in vocational English as a second language. We hope to expand the number of course offerings in the near future.

Because of their industriousness the Indochinese have acclimated quite rapidly. The services we have been able to provide have accelerated their adjustment and their pursuit of economic self-sufficiency—thus we see our programs as a sound investment as well as a humanitarian response to the plight of the refugees. The experience we have accrued as our programs have developed and matured will stand in good stead as additional refugees settle in our communities.

In order for the Federal Government to foster the continuation of successful refugee resettlement, the States must be provided with the flexibility and fiscal resources to design programs responsive to local conditions. We would suggest in particular: (1) that the States be required to sumbit local refugee program plans, to be eligible for reimbursement; (2) that special cash and medical assistance be available to the refugees for at least 3 years after arrival; with 100% reimbursement to the States; there is often a delay between the refugee's arrival and his entry into the public aid system; our experience demonstrates that a large number of refugees make a critical move toward self-sufficiency within the 3d year, and since most vocational programs require English language fluency before clients begin training, many refugees are not prepared to enter such programs, designed to foster self-sufficiency, before the third year.

3. That Congress make 100 percent funds available through State social services divisions to continue educational, vocational, and social services designed especially for the refugees, beyond the point at which special cash assistance

would be discontinued; the required duration for services will vary dramatically between one refugee and another, as well as between one nationality group and another; again, experience dictates the need for educational and vocational services, for example, beyond 2 years.

The special financial assistance provided by the Federal Government for resettlement up to now has been money well spent. It has enabled thousands of refugees to make rapid adjustment to self-sufficient lives in our communities. The methodologies and systems we have begun to perfect should be allowed to serve the newly arriving Indochinese refugees, and serve as prototypes for future refugee immigation.

In closing, we request that Congress give early attention to this most important legislation.

NATIONAL REFUGEE POLICY WITH FEDERAL SUPPORT

Mr. LOURIE. In our previous testimony before Congress on this issue, there were two matters that we emphasized. One was the need for national refugee policy, and the other was the need for a focal point at the Federal level to coordinate refugee activities.

We are extremely pleased and very enthusiastic about this legislation, because while not all of us are experts in the immigration and naturalization field, most of us are operators and planners and architects and people servers in refugee field. We feel that this legislation represents a landmark of a humanitarian nature. It is very much in the spirit of America, as you said earlier in your remarks. We support it wholeheartedly.

I will not deal with any of the details that were mentioned before, but we support what has been said—both by Ambassador Clark and those who followed him. We are also very pleased, of course, that Ambassador Clark has been nominated, and that he is in place. We have met with him, and we look forward to a great deal of cooperative effort together, because we think this office is going to make a great many things easier for refugees and for all of us who serve them along the way. Our position is that while refugee programs, particularly the most recent ones, were created in crisis, despite the crisis procedures that we all had to live with, which you are correcting in the legislation, we feel that the programs have been extremely successful.

We will not repeat the details here. We are asking every State, particularly those that have large numbers of refugees, and all of the local agencies and the national voluntary agencies, to submit for your record in the next several weeks statements which describe what these programs have done.

EXAMPLE OF INDOCHINESE REFUGEE PROGRAM

The refugee resettlements, particularly the Indochinese, one which we are all in the midst of, have been remarkable programs. Not only are we dealing with industrious people who have been able to overcome and cope with the extreme suffering which has described here so many times today, but they also have produced, together with the combined efforts of the voluntary, State, and local agencies and with the superb leadership of the Federal Government, particularly HEW and the State Department, what we think is a most remarkable record in employment and training, in reaching to

accommodate in the United States, in their searching out to learn the language, and so on.

They do have severe problems. They have the same kinds of problems that Americans have when Americans experience tragedies. I had the experience of being sent by the original Federal task force to Guam in 1975 to advise the commander of the camp there on mental health problems of refugees.

I looked recently at the reports we wrote in 1975, and they sounded exactly like the reports that came out of the Agnes floods and the other disasters in the United States. The people faced, in an even sharper way, the same kinds of anguish that Americans faced when they were displaced from their homes. The employment records, by and large, are better than the records of other unemployed populations in the United States. The service programs have been remarkably excellent.

While there is a great deal still to be done, we think that we have something to be proud of. We look forward to this legislation as a basis for making what was a crisis operation a more sound procedural management set of relationships.

STATE AND VOLUNTARY AGENCY RELATIONSHIPS

Finally, I would like to make some comments which arose out of the questions that I heard earlier, which have to do with relationships of States and voluntary agencies, Federal and State Governments and voluntary groups.

We have operated extremely well together in the traditional role of the United States with respect to immigrants and refugees, all of our forebears. The principles have been laid out as a particularly important American basic humanitarian policy and philosophy.

One of the remarkable things about the United States is that which the world comes to look at, that is, the way in which the public and voluntary bodies cooperate in working out all sorts of problems, including these human services problems. We do work extremely well together. This legislation and the presence of Dick Clark is going to make us work more closely together. What was a crisis operation will become a formalized procedural piece of business.

I do not have, and I don't think anybody has today, the figures to give you on the full impact of the employment situation which has turned a lot of refugees into taxpayers. I hope we will be able, together with HEW and voluntary agencies, to get that kind of material to you. One thing I think is important to know, the last comment I want to make, is the issue of financing.

EXTENT OF FEDERAL SUPPORT

First, a basic sound thing you are doing in this legislation is producing a national situation to treat all refugees alike. We have treated every group differently.

There are some issues concerning the length of time of Federal support. We have had all these years of support for the Cubans. We have had full support from the Federal Government since 1975 for the Indochinese. We would go to a 2-year limitation under this legislation. We understand the logic, we really do understand the logic of the limita-

tion. We do have to tell you that not all the States are going to agree. Particularly some of the very heavily impacted States are going to feel that the burden may be heavy for them.

It is important to put in the record the fact that, were there no full Federal participation for any refugee program, for cash assistance and medical assistance, the State and Federal share system comes into play and the Federal share ranges from 50 to 83 percent.

So at some phase-down point, whatever the number of years is going to be, the Federal/State relationship in that situation will get to a 50- to 83-percent Federal financial participation with the States bearing some, and in some places the localities bearing some, of the State and local share.

NEED FOR SOCIAL SERVICES

With social services, however, there is another system. There is $2.9 billion earmarked for social services funds, which has a top limit that the Federal Government produces from title 20 of the Social Security Act.

There are a number of other Federal pieces, like vocational rehabilitation and mental health funds, and so on, which are present, but they are extremely limited.

On top of that, the State governments spend an enormous amount of money—and the figures are available for you if you want them—on social services for their own populations, as well as for these refugee populations. Without full Federal funding, social services for refugees would be unavailable.

The issue on social services and limitation is one that the committee should look at. It was pointed out by Ingrid Walter and the voluntary group that there are some situations in which the adjustment period for people takes longer than a 2-year limit. Somebody comes in and it takes him 6 months before services are used.

Within 18 months, it is hard to expect many people to learn the language fluently and go on to get the employment and training, which can turn them into taxpayers. The kind of flexibility that Ingrid Walter asked for I think is something that should be considered. That is about the extent of the statement I would like to make.

Senator KENNEDY. Your prepared statements are a part of the written record.

FLEXIBILITY IN REFUGEE PROGRAMS

Do you suggest there is a need for a waiver for certain refugee groups beyond the 2 years?

Mr. LOURIE. We think that it might be wise if a time limit is placed on services with some flexibility——

I am not prepared, but maybe some of my colleagues are, to suggest the language. I am sure the agencies would be pleased to struggle with the language and make recommendations to you.

Senator KENNEDY. I think there is a balance here.

On the one hand, we are trying to regularize the program and create a sense of equity across the board and do it within some general kinds of budgetary figures that are going to be acceptable to the Congress. It seems to me these are the things we are faced with.

I would agree that there are probably some groups of refugees who are more difficult to bring into the mainstream than other groups. Having some degree of flexibility, it seems to me, would be wise.

However, I do not know if every group would then feel it was special and unique. That could undermine general programs and be open ended. But we would welcome any suggestions you have on that. You are obviously aware of what the balance is.

NEED BEYOND 2 YEAR CUTOFF

I suppose the question that will be asked is how much of a burden will it be on the local communities after a 2-year cutoff? What has been the practical experience? Some communities bear an intolerable burden. Can you tell us just from your own experience?

Mr. THOMPSON. We have a system in Louisiana which we consider works very well for delivering the services to refugees, in that virtually all of our services are contracted out to private agencies. All but one of these private agencies happens to be a resettlement agency also. This, in effect, gives the resettlement agency resources both for short-term and long-term social service plans for each individual and family.

Most of our refugees are in the New Orleans area. I am not prepared to say why, but I do know that we have an extraordinarily large percent of former farmers and fishermen who, by and large, are illiterate. I can say from experience that resettlement for this group of people takes longer than 2 years, even when you serve them in the same agency where there is a continuity of services being delivered from resettlement per se to long-term social services.

Unless these individuals have some English language skills, you cannot really get them assimilated into society and working—at least at above minimum wages.

It is going to take longer than 2 years if we are to do what I consider to be a moral obligation.

NEED FOR LOCAL FLEXIBILITY

Mr. SILVERMAN. I would like to reemphasize the need for flexibility in this area.

I think we can demonstrate that the resettlement has been successful, because we have been allowed a great deal of flexibility in the programing. In Illinois, nonvolag agencies provide about 50 percent of the ongoing services to the refugees once they are placed in communities.

With regard to the issues of ESL—English as a second language—in 1975, we were at a severe disadvantage, because we did not have the methodology or the materials to address this particular group of people.

Since then, we have made enormous progress through the use of IRAP funds.

Another area that is just developing is the area of bilingual vocational education. In Illinois at the moment, there are 17 Laotians in welding, 17 in machine tool courses, being taught vocations directly in their language, and getting a supplement of vocational English on

the side. In the past year, we have been enormously successful with placement.

Senator KENNEDY. That could be funded under the regular bilingual education program?

Mr. SILVERMAN. There is a difficulty.

At this moment there is only $2.8 million allocated, funding 22 projects nationwide. What we did was plug into an existing program, but there is a need for expanding that kind of service with regard to special language groups.

These are efforts that are effectively just beginning which I think will have a very high payoff.

SPECIAL FUNDING REQUIREMENTS

Mr. LOURIE. I think one of the things which Mr. Silverman just did was give us a clue as to what we might do in the legislation.

For instance, your suggested provisions for unaccompanied minors are a very good example of the kind of exception. Maybe what we have to do is find some more.

The unaccompanied minors could be handled in 3,000 counties in the United States—but they only get to some of the 3,000 counties. Whichever of them get these children will receive full Federal funding through each childs majority.

The responsibility in every State is a public child welfare law in which there is a child welfare authority through which the money flows.

So, in effect, your legislation is mandating the public child welfare agencies in every State to behave in a certain kind of way with respect to the providers of services, many of whom are voluntary agencies.

We might do somewhat the same kind of thing and use this legislation to produce either waivers for things like English as a second language and also at the same time put some language in that effectively mandates other programs of the Federal Government to absorb the responsibilities along the way. It might be true also of vocational things.

These are the two areas which produce the taxpayers and which reduce the ultimate burden.

The rate of participation in public assistance is a somewhat remarkable record for this group. On the face of it, it looks as if many Indochinese are receiving cash assistance. But if you put next to it the employment records, you immediately discover that you have a very large number of underemployed individuals who are working and at the same time receiving assistance. That is a very important fact.

You should never look at the assistance figures without looking at the related employment figures and how they tie in with each other.

Senator KENNEDY. I think that is a good point.

SOCIAL SERVICES FOR REFUGEES

Mr. RYU. I would concur with what my colleagues have said, specifically with regard to the service program where we would like to have some flexibility, because that is where we can really impact to help them to be self-productive and self-sufficient citizens in our coun-

try, and so that we can help them from becoming the public charge. Look at it as an investment to help them to be productive citizens, so they can pay their taxes to the country.

In the case of New York State, we gear ourselves strongly to the service program, so we can help them in a way that they will try to make themselves self-sufficient.

One of the problems we ran into under the present loan was that the IRAP program is tied in with the title 20 framework. As you may know, title 20 is applied to all citizens and not just the refugees. We found out, under IRAP, that the refugee had special needs, such as language instruction and vocational training.

But in the case of New York City's title 20 plan, we do not provide language instruction and job training. We do help them in terms of assessment and arrangement with the existing community resources in the area.

If you link the IRAP program with title 20, we cannot really provide the kind of services that the legislators intended to provide.

We hope that under the new proposed plan, at least the new program should allow itself to meet the legislative intent without any limitation, such as what we found from title 20.

Mr. LOURIE. That was done by regulation.

We understand that HEW is working now on a plan to make the additions for expenditure of the social services funds in the refugee programs. It is a separate matter from the HEW social services plan.

EQUITY AND FLEXIBILITY

Senator KENNEDY. That is important, because they have to be treated differently.

This idea of more flexibility in Federal support programs is good, and we welcome those suggestions. I would like to see if you can give us a range of options and what suggestions you have to strengthen the bill in this area and provide different options.

The clear understanding, however, is that we are going to be under some real constraints on funding.

I think you can tell from the questions here today that there is real concern about Federal support costs in working with local communities and States. However, we want to deal with legitimate matters of concern to local communities.

Finally, I think as you look at different refugee groups, they have different needs. While all refugees under this bill should have equal support, they all don't have the same needs.

I can think of groups that have come into my own State of Massachusetts. Basically, most were assimilated easily, others have had difficulty in doing so, and they have needed greater help.

But how you can treat different refugees in an equitable way is worthwhile to give more thought about.

I would like to hear your suggestions.

Mr. LOURIE. We will provide suggestions for the record.

FISCAL CONSTRAINTS RECOGNIZED

I want to point out that it is important to emphasize that we are very much aware of the fiscal restraints. We are not making any fundamental objections to the fact that there have to be limitations.

We think that everybody should understand the nature of the issues around limitations, which are going to be true not only in the refugee program but probably in a great many others.

Senator KENNEDY. We want to thank you all very much. This has been very helpful, and we look forward to being in touch with you.

We also will have a statement of Senator Huddleston which will be inserted in the record at this point.

[The prepared statement of Senator Huddleston follows:]

PREPARED STATEMENT OF SENATOR WALTER D. HUDDLESTON

Mr. Chairman, I am extremely pleased that the Senate Judiciary Committee is holding hearings on proposed refugee reform legislation. I have believed for a long time that this area of the law is in urgent need of clarification and I believe that these hearings will enable us to move forward in developing a national concensus on immigration policy.

The United States has a long and proud history of assisting refugees of the world. Our country has always been a haven for the homeless and I do not believe that we should terminate our efforts to give assistance whenever possible.

The procedures we are now using for admitting refugees into the United States are in urgent need of change because they have not been formally approved by Congress and are primarily an ad hoc creation of the executive branch. Under the immigration laws of this country a quota of 17,400 refugees per year is authorized, yet in recent years this quota has been bypassed through use of the vague "parole authority" of the Attorney General. Under this procedure the Secretary of State, the Attorney General and five or six Senators and Congressmen decide on an ad hoc basis how many refugees to admit at any given time. The result is that we are admitting large numbers of refugees without an enforceable quota and without the benefit of formalized guidelines. Even though these refugees are deserving of our sympathy and help, this definitely is not the way to administer a program which is so important to this country.

Although I welcome the administration's decision to push for legislation in this area, I do have serious questions about the type of program proposed. The first part of the plan calls for an increase in the yearly numerical quota for refugees from 17,400 per year to 50,000 per year. This represents approximately a 180 percent increase in the yearly quota and is in itself a substantial modification of the law. If this number alone were the only immigration figure we had to deal with, I do not thnik that it would be cause for great concern. However, the important point to keep in mind is that this number does not represent the total immigration picture that we must be concerned with. The United States presently has a worldwide immigration quota of 290,000 which is misleading in itself because we actually admit approximately 400,000 each year. But even the legally admitted number pales when compared to the flood of illegal aliens who are streaming across our borders in search of a better life. Actual numbers are impossible to arrive at. However, estimates range anywhere from 2 to 12 million illegal aliens in resident at this time.

The millions of immigrants who are coming to this country each year are creating economic, social, political and demographic pressures which could tear the fabric of our country apart in the years ahead. Zero population growth estimates that if we assume that there is a net immigration of illegals of 800,000 per year, the population of the United States 20 years from now will be *25 million more* than without illegal immigration. The impact that this increased population will have on scarce energy resources and governmental services is staggering and demonstrates very graphically why we can no longer deal with the immigration issue in a piecemeal fashion. It is imperative that when we make substantial changes in the laws that we consider the *total immigration issue* which includes legal immigrants, illegal aliens and refugees.

The Congress made the decision last year when it authorized the creation of the Select Commission on Immigration and Refugee Policy that refugee and immigration policy must be examined together. The commission is specifically charged with a responsibility to make "a *comprehensive* review of the provisions of the Immigration and Nationality Act and make legislative recommendations and to assess the social, economic, political, and demographic impact of previous refugee programs and review the criteria for, and numerical limitations on, the

admission of refugees to the United States." For the Judiciary Committee to act now in a piecemeal fashion and before the commission had had the opportunity to carry out its congressional mandate would be unwise and premature.

A primary weakness of the bill is that what it purports to give with one hand it takes away with the other. A yearly quota of 50,000 would be set by one section; however, in another section the President is given the authority to raise the level without limitation if he believes it is justified by humanitarian concerns or it is in the national interest. The only requirement is that the determination be made before the beginning of the fiscal year and after consultation with the House and Senate Judiciary Committees. In addition, there is also provision for an emergency admission without limitation. Mr. Chairman, I agree that there should be an emergency procedure for exceeding a set refugee quota because the circumstances which produce refugees are usually unanticipated and can be catastrophic in nature. However, the whole Congress which sets the quota to begin with must also have a decisive voice in permitting the quota to be exceeded. I do not believe that it would be unreasonable to require that in addition to consulting with the appropriate committees that any increase be subject to a one house legislative veto.

Unfortunately, the Attorney General's "parole authority" remains intact under this proposal. This statute has been used in an extremely loose fashion and should be tightened by specific language to prohibit its use except in individual cases as was its original intent. I believe that the present use of the parole authority exceeds the original intent of the statute. The intent was clearly reiterated in 1965 when the Immigration and Nationality Act was substantially altered. The congressional report on that legislation stated:

> Inasmuch as definite provision has now been made for refugees, it is the express intent of the committee that the parole provisions of the Immigration and Nationality Act, which remain unchanged by this bill, be administered in accordance with the original intention of the drafters of that legislation. The parole provisions were designed to authorize the Attorney General to act only in emergent, individual, and isolated situations, such as the case of an alien who requires immediate medical attention, and not for the immigration of classes or groups outside of the limit of the law.

Obviously Attorney General Bell and previous attorney generals agree with this assessment. In testimony submitted by Attorney General Bell to the House Judiciary Committee on November 28, 1978 he stated:

> I am not comfortable about the use of the parole authority in these nor any other group situations where I have exercised that authority in the past. Nor is this discomfort unique to me. Every Attorney General before me, faced with such requests, has voiced similar reservations because the intent of the Congress, in establishing the parole authority, was to provide a safety valve for unusual, individual cases of compelling need that could not otherwise be met. It was not to provide the means to end-run the other provisions of the immigration law.

I certainly would not want to cause future attorney generals any additional "discomfort" or provide the temptation for them to "end-run the other provisions of the immigration law." Therefore, any future legislation should include language similar to that contained in the report to make it clear that the statute is not to be used to parole large numbers of individuals into the country.

No matter how great our compassion is for the refugees of the world, the final scope of our assistance will be determined by the cost factor. The procedure of processing, transporting and resettling thousands of refugees entails a substantial cost which must be borne by the taxpayers of this country. Since 1975 the Indochinese refugee assistance and resettlement program has cost the Federal treasury approximately $1 billion and I expect these expenditures to continue for a long time. The annual report on the Indochinese Refugee Program filed by HEW on December 31, 1978 reveals that out of 170,698 Indochinese refugees in the United States 53,644 were still receiving cash assistance and 14,582 were eligible for medical assistance. The Indochinese Refugee Assistance Program is the most expensive one we have undertaken and it is obvious that the Administration's proposal is designed to maintain this high level of spending. The proposal program is open-ended in that there is no set quota on the number of refugees that could be admitted. This is deeply disturbing if you consider that there are approximately 13 million refugees in the world today and the number is growing. The office of the U.S. Coordinator of Refugee Affairs stated in its 1979 World Refugee Assessment that:

> The world refugee population today exceeds that of any period in recent history. Refugees were generated in Africa and Southeast Asia at a sub-

stantially higher rate in 1978 than in 1977. This rate of flow will probably continue and, for some African groups, could increase dramatically in the months ahead.

The bottom line on this is that the cost of the Administration's refugee proposal has no readily ascertainable cost ceiling. Given the mood of the American taxpayers today, I do not believe that they are willing to continue to support a program of the magnitude we now have in operation.

The President has told the American people that the Federal Government can no longer continue to expand deficit spending in an effort to meet all the needs of the public. President Carter stated in his budget message that:

> I have chosen restraint in Government spending because inflation must be controlled. I have tried to be equitable in ordering priorities. Yet, I have continued to support those programs that represent our most pressing needs. To do so I have terminated, reduced, or deferred other programs.

In all sincerity, I do not see how we as elected officials can tell the American taxpayer that vitally important domestic programs will have to be reduced or terminated yet at the same time pass legislation which will require that billions of dollars be spent over the coming years on an open-ended refugee program. It is not necessary to travel to the other side of the world to find human poverty and suffering. We still have a great deal that needs to be eradicated in this country and I believe that it is necessary for us to concentrate on domestic problems first. This is not to say that we cannot have a viable refugee program. We can and should continue to provide assistance. However, if we are forced to live with an austere budget the refugee program will have to be tailored to meet these restraints.

The magnitude of the refugee problem throughout the world is growing by such proportions that the United States can no longer hope to deal with it primarily on a unilateral basis. There are now approximately 13 million refugees in the world, and if the definition of a refugee is changed as proposed by the bill this will create tremendous new pressures on the United States to accept more refugees. In Southeast Asia we have found that our humanitarian actions of accepting large numbers of refugees may be serving as an inducement for more to leave their homeland. Once it becomes common knowledge that large numbers are being admitted into the United States it serves as a "pull" factor which encourages others to take the chance of leaving their country. The high standard of living in the United States is a powerful magnet and we must be aware of how people react to its lure.

There are encouraging signs that some developed countries may try to do more for refugees. However, it still remains a fact that the United States accepts more refugees and expends more money on them than any other country. The direct cost of our program to the American taxpayer is an exceedingly heavy one and if we continue at our present level, which this bill proposes, the burden on the American people will never be lifted. An example of how these responsibilities can continue for a protracted period of time is the assistance we have given to Cuban refugees. We have already spent $1.3 billion on this program and it is not scheduled to be finally phased out until 1984, well over 20 years after we first began admitting Cubans as refugees. The Indochinese assistance program has already cost us approximately $1 billion in only 4 years and no one can estimate what the cost will be 20 years from now.

Mr. Chairman, we can and should have an active immigration policy in the United States. I believe that it is healthy for the country to have an infusion of new blood and that we have a moral duty to assist the homeless of the world in a reasonable fashion. However, we must have a total immigration policy which is fair to the American citizen as it is to the immigrant, and we will not accomplish this by deciding the immigration issue in a piecemeal fashion. We must have sound and reliable information on the economic, social, political and demographic impact of large-scale immigration, and we must have information on the total number of immigrants who are streaming into this country each year. Although we do not have this information at this time, the Select Commission on Immigration and Refugee Policy which was recently created is charged with the specific responsibility of completing a comprehensive study of the impact of our immigration and refugee laws. In light of these efforts which are already underway, I believe that it would be extremely unwise to proceed with substantial changes in one part of our immigration laws. To do so would certainly undermine the whole purpose of the commission.

Senator KENNEDY [continuing]. The Committee stands in recess.

[Whereupon, at 12:18 p.m. the hearing recessed.]

APPENDIX

96TH CONGRESS
1ST SESSION

S. 643

To amend the Immigration and Nationality Act to revise the procedures for the admission of refugees, to amend the Migration and Refugee Assistance Act of 1962 to establish a more uniform basis for the provision of assistance to refugees, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MARCH 13 (legislative day, FEBRUARY 22), 1979

Mr. KENNEDY introduced the following bill; which was read twice and referred to the Committee on the Judiciary

---

A BILL

To amend the Immigration and Nationality Act to revise the procedures for the admission of refugees, to amend the Migration and Refugee Assistance Act of 1962 to establish a more uniform basis for the provision of assistance to refugees, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Refugee Act of 1979".

TITLE I—PURPOSE

The Congress declares that it is the historic policy of the United States to respond to the urgent needs of persons

subject to persecution in their homelands, including, where appropriate, humanitarian assistance for their care and maintenance in asylum areas, efforts to promote opportunities for resettlement or voluntary repatriation, aid for necessary transportation and processing, admission to this country of refugees of special concern to the United States, and transitional assistance to refugees in the United States. The Congress further declares that it is the policy of the United States to encourage all nations to provide assistance and resettlement opportunities to refugees to the fullest extent possible.

The objective of this Act is to provide a permanent and systematic procedure for the admission to this country of refugees of special concern to the United States, and to provide comprehensive and uniform provisions for temporary and transitional assistance to those refugees who are admitted.

TITLE II—ADMISSION OF REFUGEES

SEC. 201. (a) Section 101(a) of the Immigration and Nationality Act (8 U.S.C. 1101(a)) is amended by adding after paragraph (41) the following new paragraph:

"(42) The term 'refugee' means any person who is outside any country of his nationality or, in the case of a person having no nationality, is outside any country in which he last habitually resided, and who is unable or unwilling to return to, and is unable or unwilling to avail himself of the protec-

tion of, that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership of a particular social group, or political opinion.".

(b) Chapter I of title II of the Immigration and Nationality Act is amended by adding after section 206 (8 U.S.C. 1156) the following new sections:

"ANNUAL ADMISSION OF REFUGEES

"SEC. 207. (a)(1) Subject to the provisions of paragraph (2), the number of refugee admissions granted in any fiscal year shall not exceed fifty thousand, to be made available in accordance with a determination made by the President regarding the number of admissions to be allocated to each group or class of refugees the President determines to be of special concern to the United States. Prior to the start of the fiscal year, the President shall report to the Committees on the Judiciary of the Senate and the House of Representatives regarding the foreseeable number of refugees who will be in need of resettlement during the fiscal year and the anticipated allocation of refugee admissions during the fiscal year.

"(2) The number of refugees who may be admitted under this section may exceed fifty thousand in any fiscal year if the President determines, prior to the beginning of the fiscal year and after consultation by the designated representatives of the President with the Committees on the Judi-

ciary of the Senate and the House of Representatives, that admission of a specific number of refugees in excess of fifty thousand is justified by humanitarian concerns or is otherwise in the national interest, based upon the foreseeable number of refugees of special concern to the United States who will be in need of resettlement. These additional admissions shall be allocated among groups or classes of refugees of special concern to the United States in accordance with a determination made by the President. In the course of the consultation provided for in this paragraph, the designated representatives of the President shall furnish the Committees on the Judiciary a description of foreseeable numbers of refugees who will be in need of resettlement during the coming fiscal year and an explanation of the reasons for believing that the admission of more than fifty thousand refugees of special concern to the United States is in the national interest.

"(3) Subject to the numerical limitation established pursuant to paragraph (1) or (2), the Attorney General may, in his discretion and pursuant to such regulations as he may prescribe, admit for lawful permanent residence any refugee who is not firmly resettled in any foreign country, is within a group or class of refugees determined to be of special concern to the United States, and is admissible as an immigrant under this Act, except for the fact that he does not meet the re-

quirements of paragraph (14), (15), (20), (21), (25), or (32) of section 212(a).

"(b)(1) Not more than five thousand of the refugee admissions authorized under subsection (a) in any fiscal year may be made available by the Attorney General, in his discretion and under such regulations as he may prescribe, to adjust to that of a lawful permanent resident the status of any alien who—

"(A) makes application for such adjustment;

"(B) has been physically present in the United States for a period of at least two years prior to application for such adjustment; and

"(C) is a refugee, is not firmly resettled in any foreign country, and is admissible as an immigrant under this Act at the time of his examination under this paragraph, except for the requirements of paragraph (14), (15), (20), (21), (25), or (32) of section 212(a).

"(2) When an alien has been granted adjustment of status to that of a lawful permanent resident under paragraph (1), his spouse and child may also be granted such status, in the discretion of the Attorney General and under such regulations as he may prescribe, if such spouse or child makes application for such status and is admissible as an immigrant except for the fact that he does not satisfy the requirements

of paragraph (14), (15), (20), (21), (25), or (32) of section 212(a).

"(3)(A) Upon approval of an application pursuant to paragraph (1), the Attorney General shall record the alien's admission to the United States for lawful permanent residence as of the date, as established by the alien to the satisfaction of the Attorney General, that he became a refugee in the United States: *Provided,* That such date shall not be more than two years prior to the date of approval of such application.

"(B) Upon approval of an application pursuant to paragraph (2), the admission of the spouse or child of a refugee shall be recorded as of the same date as that of the refugee.

"ADMISSION OF EMERGENCY SITUATION REFUGEES

"SEC. 208. (a) If the President determines, after consultation by the President's designated representatives with the Committees on the Judiciary of the Senate and the House of Representatives, that (1) an unforeseen emergency refugee situation exists; (2) the admission of certain refugees in response to the emergency refugee situation is justified by grave humanitarian concerns or is otherwise in the national interest; and (3) that the admission into the United States of these refugees cannot be accomplished under section 207, the President may fix a number of refugees to be admitted into the United States in response to the emergency refugee situ-

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ation. In the course of the consultation provided for in this subsection, the designated representatives of the President shall furnish the committees a description of the unforeseen emergency refugee situation, an estimate of the number of refugees to be admitted under this section, and an estimate of the cost of their resettlement.

"(b) The admissions authorized by subsection (a) shall be allocated among groups or classes of refugees of special concern to the United States in accordance with a determination made by the President.

"(c) Subject to the numerical limitation established pursuant to subsection (a), the Attorney General may conditionally admit into the United States, pursuant to such regulations as he may prescribe, any alien who is a refugee within a group or class designated pursuant to subsection (b) and who is not firmly resettled in any foreign country.

"SPOUSES AND CHILDREN OF REFUGEES

"SEC. 209. A spouse or child (as defined in section 101(b)(1) (A), (B), (C), (D), or (E) of any alien who qualifies for admission under section 207 or 208 shall, if not otherwise entitled to admission under such section, be entitled to the same admission status as such alien if accompanying, or following to join, such alien, and upon the spouse's or child's admission into the United States, such admission shall be charged against the numerical limitation established in ac-

cordance with the section under which the alien qualifies for admission. A spouse or child who is admitted for lawful permanent residence in accordance with this section shall be required to establish admissibility to the United States as an immigrant except for the requirements of paragraph (14), (15), (20), (25), or (32) of section 212(a).

"GRANTING OF IMMIGRANT STATUS TO EMERGENCY SITUATION REFUGEES

"SEC. 210. (a) Notwithstanding any numerical limitation specified in this Act, any alien who has been admitted into the United States conditionally under section 208 or 209—

"(1) whose admission has not been terminated by the Attorney General pursuant to such regulations as he may prescribe;

"(2) who has not acquired permanent resident status; and

"(3) who has been physically present in the United States for at least two years,

shall, at the end of such two years, return or be returned to the custody of the Service for inspection and examination for admission into the United States as an immigrant in accordance with the provisions of sections 235, 236, and 237.

"(b) Any alien who, pursuant to subsection (a), is found, upon inspection by an immigration officer or after a hearing

before a special inquiry officer, to be admissible as an immigrant under this Act at the time of his inspection and examination except for the fact that the alien does not meet the requirements of paragraph (14), (15), (20), (21), (25), or (32) of section 212(a) shall be regarded as lawfully admitted to the United States for permanent residence as of the date of his arrival.".

SEC. 202. Section 211 of the Immigration and Nationality Act (8 U.S.C. 1181) is amended—

(a) by inserting in subsection (a) after the words "Except as provided in subsection (b)" the following: "and subsection (c)"; and

(b) by adding a new subsection (c) at the end thereof to read as follows:

"(c) The provisions of subsection (a) shall not apply to an alien whom the Attorney General admits to the United States for lawful permanent residence under section 207.".

SEC. 203. (a) Section 201(a) of the Immigration and Nationality Act (8 U.S.C. 1151(a)) is amended to read as follows:

"SEC. 201. (a) Exclusive of special immigrants defined in section 101(a)(27), immediate relatives specified in subsection (b) of this section, and aliens who come within the provisions of sections 207, 208, and 209, the number of aliens born in any foreign state or dependent area who may be

issued immigrant visas or who may otherwise acquire the status of an alien lawfully admitted to the United States for permanent residence, shall not in any of the first three quarters of any fiscal year exceed a total of seventy-two thousand and shall not in any fiscal year exceed two hundred and seventy thousand.".

(b) Section 202 of the Immigration and Nationality Act (8 U.S.C. 1152) is amended—

(1) by striking out "and the number of conditional entries" in subsection (a);

(2) by striking out "(8)" in subsection (a) and inserting in lieu thereof "(7)";

(3) by striking out "or conditional entries" and "and conditional entries" in subsection (e);

(4) by striking out "20 per centum" in subsection (e)(2) and inserting in lieu thereof "26 per centum";

(5) by striking out paragraph (7) of subsection (e);

(6) by striking out "(7)" in paragraph (8) of subsection (e) and inserting in lieu thereof "(6)"; and

(7) by redesignating paragraph (8) of subsection (e) as paragraph (7).

(c) Section 203 of the Immigration and Nationality Act (8 U.S.C. 1153) is amended—

(1) by striking out "or their conditional entry authorized, as the case may be," in subsection (a);

(2) by striking out "20 per centum" in subsection (a)(2) and inserting in lieu thereof "26 per centum";

(3) by striking out paragraph (7) of subsection (a);

(4) by striking out "and less the number of conditional entries and visas available pursuant to paragraph (7)" in subsection (a)(8);

(5) by striking out "or to conditional entry under paragraphs (1) through (8)" in subsection (a)(9) and inserting in lieu thereof "under paragraphs (1) through (7)";

(6) by redesignating paragraphs (8) and (9) of subsection (a) as paragraphs (7) and (8);

(7) by striking out "(7)" in subsection (d) and inserting in lieu thereof "(6)"; and

(8) by striking out subsections (f), (g), and (h).

(d) Sections 212(a)(14), 212(a)(32), and 244(d) of the Immigration and Nationality Act (8 U.S.C. 1182(a)(14), 1182(a)(32), 1254(d)) are amended by striking out "section 203(a)(8)" and inserting in lieu thereof "section 203(a)(7)".

(e) Subsection (h) of section 243 of the Immigration and Nationality Act (8 U.S.C. 1253) is amended to read as follows:

"(h) The Attorney General is authorized to withhold the deportation or return of any alien (other than an alien described in section 241(a)(19)), subject to such terms and con-

ditions as he may prescribe, to any country where such alien's life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group, or political opinion.".

(f) Section 5 of the Act of October 5, 1978 (Public Law 95–412) is amended by striking out "September 30, 1980" and inserting in lieu thereof "the effective date of the Refugee Act of 1979".

(g) Any reference in any law to section 203(a)(7) of the Immigration and Nationality Act shall be deemed a reference to section 207.

SEC. 204. Any alien determined to be eligible for admission for lawful permanent residence under section 207(b)(1) of the Immigration and Nationality Act who acquired that status under the provisions of the Immigration and Nationality Act prior to the effective date of this Act may, upon application, have his admission for permanent residence recorded as of the date, as established by the alien to the satisfaction of the Attorney General, that he became a refugee in the United States: *Provided,* That such date shall not be more than two years prior to the date of approval of such application. Upon application, the admission for lawful permanent residence of the spouse or child of such refugee, if eligible for lawful permanent residence under section 207(b)(2) of the

Immigration and Nationality Act, may be recorded as of the same date as the date recorded for the refugee.

TITLE III—TEMPORARY AND TRANSITIONAL ASSISTANCE TO REFUGEES

SEC. 301. (a) Section 2(b) of the Migration and Refugee Assistance Act of 1962 (22 U.S.C. 2601(b)) is amended to read as follows:

"(b)(1) There are hereby authorized to be appropriated such amounts as may be necessary from time to time—

"(A) for contributions to the activities of the United Nations High Commissioner for Refugees for assistance to refugees under his mandate or persons in behalf of whom he is exercising his good offices;

"(B) for assistance to or in behalf of refugees designated by the President (by class, group, or designation of their respective countries of origin or areas of residence) when the President determines that such assistance will contribute to the foreign policy interests of the United States;

"(C) for payments to appropriate public or nonprofit private agencies to aid in the placement, resettlement, and care of refugees;

"(D) for projects and programs to assist adult refugees in gaining skills and education necessary to become employed or otherwise self-reliant, including

facility in English, vocational and technical training, professional refresher training and other recertification services, and social and employment services;

"(E) for payments to State and local agencies for projects to provide special educational services (including facility in English) to refugee children in elementary and secondary schools;

"(F) for child welfare services, including foster care maintenance payments and services and health care, furnished in any of the first twenty-four months during any part of which the refugee is in the United States or, in the case of a child who enters the United States unaccompanied by a parent or other close adult relative (as defined by the President), until the month after such child attains age eighteen (or such higher age as the State's child-welfare services plan prescribes for the availability of such services to any other child in that State), if later; and

"(G) for income maintenance and medical assistance, except that if a refugee is eligible for aid or assistance under a State plan approved under part A of title IV or under title XIX of the Social Security Act, or for supplementary security income benefits (including State supplementary payments) under the program established under title XVI of that Act, funds author-

ized under this subsection shall only be used for the non-Federal share of such aid or assistance, or for such supplementary payments.

No payment shall be made under paragraph (C), (D), (E), or (G) with respect to aid or services, furnished directly or through a project or program, to a refugee who entered the United States more than twenty-four months prior to receiving such aid or services, other than a Cuban refugee who entered the United States before October 1, 1978.

"(2) As used in this section, the term 'refugee' has the same meaning as that prescribed by paragraph (42) of section 101(a) of the Immigration and Nationality Act (8 U.S.C. 1101(a)(42))."

(b) Subsection (a) of this section shall not be considered a law enacted on or after February 7, 1972, for purposes of section 15(a)(1)(A) of the Act of August 1, 1956, as amended (22 U.S.C. 2680(a)(1)(A)).

SEC. 302. Section 2(c) of the Migration and Refugee Assistance Act of 1962 (22 U.S.C. 2601(c)) is amended by striking out "$25,000,000" in paragraph (2) and inserting in lieu thereof "$50,000,000".

TITLE IV—EFFECTIVE DATE

Sec. 401. (a) Except as provided in subsection (b), this Act shall become effective on October 1, 1979.

(b) The repeal of subsections (g) and (h) of section 203 of the Immigration and Nationality Act, made by section 203(c)(8) of this Act, shall not apply with respect to any individual who before the effective date of this Act was granted a conditional entry under section 203(a)(7) of the Immigration and Nationality Act (and under section 202(e)(7) of the Immigration and Nationality Act, if applicable), as in effect immediately before such date, nor shall it apply to any alien paroled into the United States before the effective date of this Act who is eligible for the benefits of section 5 of the Act of October 5, 1978 (Public Law 95–412).

1979 World Refugee Assessment

Prepared by the Office of the United States Coordinator for Refugee Affairs, Department of State, March 14, 1979

Introductory Note

This assessment describes the current refugee situation and policies of most of the world's countries, identifies the main causes and estimates future trends of the refugee flow, and examines the scale and distribution of international resources now being devoted to the refugee relief effort. While it is intended to provide information for use in the development of United States refugee policy, it is not a statement of policy.

Refugee numbers in the assessment frequently are described as estimates or approximations. This is necessary due to changes in the refugee flow, inadequate access to some refugee populations, and the inability as well as, in some instances, the unwillingness of some governments to provide data. Precision is further impeded by the difficulty in determining at what point refugees may be considered to have been successfully integrated into their country of resettlement and are no longer independent upon international refugee relief programs for their care and maintenance. The refugee numbers contained herein take these factors into account and represent carefully considered best estimates.

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1979 WORLD REFUGEE ASSESSMENT

PRINCIPAL FINDINGS

1. The world refugee population today exceeds that of any period in recent history. Refugees were generated in Africa and Southeast Asia at a substantially higher rate in 1978 than in 1977. This rate of flow will probably continue and, for some African groups, could increase dramatically in the months ahead.

2. The refugee exodus has imposed serious economic strains on all countries of first asylum. Equally important and threatening to a number of governments is the destabilizing impact of large numbers of refugees on the internal political, social and ethnic balance of their societies.

3. Violent civil strife and armed conflict across national boundaries continue to generate more refugees than any other single cause, including flight from political oppression, racial discrimination, and the search for better economic opportunities.

4. The industrialized countries of the West, with the United States in the lead, provide most of the funds for the international refugee relief effort. The communist countries are major sources of refugees and, except for Yugoslavia, contribute virtually nothing to it.

5. Their financial support for international refugee relief efforts notwithstanding, except for the United States, France, Australia and Canada, the Western countries have accepted only a small portion of the Indochinese refugees for resettlement to date. Very few other countries have accepted more than a comparative handful of refugees. Many countries are constrained from participating in the resettlement effort for a variety of reasons, including among others, economic difficulties, high population density, and reluctance to accept people of markedly different ethnic and cultural backgrounds.

6. The Western countries will maintain and probably raise somewhat their current levels of support for international refugee relief efforts. The recent agreement of ten European countries to increase their intake of Indochinese refugees in 1979 is an encouraging sign in this regard. Heightened awareness of the refugee problem on the part of countries in other parts of the world having the resource base and economic potential to absorb refugees can be expected to lead to further resettlement programs.

EUROPE

REGIONAL OVERVIEW

The non-communist countries of Europe provide major financial, resettlement and policy support for international refugee relief efforts throughout the world. In 1978, their direct and indirect (through the European Communities) contributions to the United Nations High Commissioner for Refugees were $80 million out of the $146 million received. (The U.S. contributed $44 million.) They have admitted (with France taking by far the major portion) approximately one quarter of the estimated 300,000 Indochinese refugees resettled to date. In addition, they admit a continuing flow of refugees from Eastern Europe, Latin America, the Middle East and Africa. Europe's major maritime countries, furthermore, have cooperated in international efforts to ensure the rescue of boat refugees at sea.

With the exception of Yugoslavia, the communist countries of Eastern Europe and the Soviet Union have not participated financially or otherwise in this global effort. On the contrary, as countries that generate many times more refugees than they admit, they contribute significantly to the refugee problem. Over 30,000 refugees (mostly Soviet Jews) left the Soviet Union in 1978 alone.

Special historical, economic, political and cultural factors figure prominently in European refugee policies:

-- ex-colonial powers are inclined to give priority to refugees from their former colonies;

-- Spain has been a haven for Latin Americans and is a key transit point for Cuban refugees;

-- the West German Government's program to repatriate ethnic Germans from Eastern Europe and the Soviet Union is not, strictly speaking, a refugee program; the repatriation of approximately 70,000 ethnic Germans in 1978, however, can be expected to have figured in Bonn's calculations about the number of refugees from other parts of the world that West Germany can absorb;

-- highly homogeneous societies question their ability to assimilate large numbers of people of markedly different ethnic and cultural backgrounds;

-- some European countries are already densely populated; others are experiencing serious economic difficulties.

These considerations notwithstanding, the non-communist countries of Europe can be expected to maintain and probably raise somewhat their current levels of support for international refugee relief efforts. The recent agreement of ten European countries to increase their intake of Indochinese refugees in 1979 is an encouraging sign in this regard.

COUNTRY PROFILES

The following profiles contain key information about the actions and policies of those nations that figure prominently in the region as countries of refugee resettlement, temporary haven, transit, or as generators of refugees.

FRANCE

France has a large and active refugee program that admits 14,000-16,000 refugees each year for permanent resettlement. Because of ties stemming from France's former role as a colonial power in Indochina, the great majority of them--1,000-1,200 per month--are from Vietnam, Laos and Cambodia. On a per capita basis, France's Indochina refugee program is roughly equivalent to that of the United States; in total numbers, it is second in the world only to the U.S. program. Since 1975, France has received 55,000-60,000 refugees from East Asia. In addition to its Indochina program, France accepts approximately 1,000 refugees per year from Eastern Europe, Africa, and Latin America.

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The French resettlement process is similar in many respects to the U.S. model. Voluntary agencies participate and are reimbursed by the government. Temporary holding centers are located throughout the country. Although it has not been entirely successful, a concerted effort is made to distribute the refugee population throughout the country rather than allow it to concentrate in Paris. The Indochinese, nevertheless, have been assimilated well. An estimated 80-90 percent of those admitted to date have found a home and employment.

Cooperation between France and the United States on refugee matters has been good. France contributes substantially less to the UNHCR ($629,000 in 1978) than most other countries of comparable resources. As already noted, however, it has accepted more Indochinese refugees than any other country except the U.S. (Conversely, Japan has accepted very few refugees but is the second highest financial contributor to the UNHCR after the United States.)

Only a substantial rise in unemployment in France would be likely to lower current levels of refugee acceptance. It is unlikely that France will increase its refugee intake in the near future, however.

CANADA

Canada historically has played an active role in efforts to deal with the international refugee problem. Since World War II, it has accepted more than 350,000 displaced persons, especially Eastern Europeans. In recent years, it has permanently resettled some 10,000 Indochinese, 7,000 Chileans, and 7,000 Asian Ugandans. An estimated 5,000 refugees from various countries were admitted in 1978. In 1979, Canada plans to increase its intake of Indochinese refugees to 5,000.

Canada and the United States cooperate closely in refugee matters. Canada has been especially active in international diplomatic efforts to induce other nations to increase their involvement and contributions. According to the UNHCR, Canada contributed $2,407,000 to the UNHCR general and special programs in 1978.

Canada is in the process of issuing new guidance to national shipowners under which Indochinese boat refugees picked up at sea by Canadian flag vessels will automatically

be taken to Canada for resettlement. Despite the humanitarian interest and commitment of the Canadian Government and public, continuing high unemployment and inflation can be expected to prevent any significant increase in Canada's intake of refugees.

UNITED KINGDOM

The British Government estimates that some 153,000 refugees now reside in the United Kingdom. These include, among others: 22,000 Hungarians who arrived in 1956; 2,000 Czechoslovaks (1968); 30,000 Asian Ugandans (1972-73); 3,000 Latin Americans (mostly Chileans since 1973); 10,000 Cypriot nationals (since 1974); 3,000 Lebanese (since 1976); and 1,400 Indochinese (since 1975). In 1979, the government plans to receive an additional 1,500 Indochinese (mostly boat refugees) from camps in Hong Kong, Thailand and Malaysia. It also plans to expand its scholarship support for refugee students in the United Kingdom from Rhodesia.

The British Government accepts ultimate responsibility for all refugees who are rescued on the high seas by British flag vessels. The recent arrival of 346 Vietnamese on a British ship was widely reported and well received in the United Kingdom.

The British Government contributed $13,853,000 to the UNHCR in 1978. As do other members of the European Communities, it also contributed indirectly to other international refugee programs through the Communities' financial support of them.

Britain's long-standing receptiveness to political refugees and displaced persons remains strong. Like France's special consideration for refugees from former French Indochina, British authorities and the public, however, generally consider that Britain has an obligation to give priority to present and future refugees from traditional Commonwealth areas.

FEDERAL REPUBLIC OF GERMANY

The Federal Republic of Germany does not consider itself to be a country of immigration. With a population of

61 million in a country the size of Wyoming, Germans are inclined to consider that their country already is overcrowded. In any event, they believe that Germans from Eastern Europe should be given resettlement priority over people of different cultural and ethnic background from other parts of the world. During the immediate postwar period, approximately 8 million Germans emigrated to the Federal Republic from Poland alone. In 1978, official immigration into the Federal Republic of ethnic Germans from Eastern Europe and the Soviet Union climbed to a 20-year high of 70,000).

These factors notwithstanding, some 38,000 non-German refugees entered West Germany in 1978: nearly 3,000 Indochinese; 33,000 Turkish and Pakistani nationals; and 2,100 Chileans.

The Federal Republic contributed $7 million to the UNHCR in 1978, an amount that was exceeded among European countries by Denmark, the Netherlands, Norway, Sweden and the United Kingdom. It has agreed to increase substantially its support of the UNHCR's Indochinese refugee program by accepting 2,930 refugees in 1979. (Decisions on refugee intake are made by the individual Laender, or states.)

The Federal Republic has instructed German flag vessels to rescue refugees on the high seas. It is informally committed to resettling them.

DENMARK, NORWAY AND SWEDEN

Although small in size and population, on a per capita basis, Denmark, Norway and Sweden rank among the highest contributors to the UNHCR. In 1978, Denmark contributed over $8 million, Norway over $9 million, and Sweden over $11 million. (Neighboring Finland contributed $367,000.)

Home port for many ocean-going vessels, each country instructs its flag ships to rescue passengers on all vessels in distress on the high seas. Through such rescues, Norway and Denmark have resettled some 500 and 200 Indochinese boat refugees, respectively. Denmark recently agreed to accept 210 more Indochinese in 1979, and Norway has said that it will accept 400 within one year following their rescue at sea. Sweden recently agreed to accept its first (250) Indochinese refugees in 1979.

All three countries have tightly-knit, homogeneous societies and comparatively limited experience as havens for refugees and immigrants. (Sweden is an exception, to some extent, with an annual intake of 4,000-6,000 refugees, mostly from Latin America.) Their contribution to the international refugee relief effort will therefore continue to be largely financial rather than as countries of resettlement.

BELGIUM

Belgium traditionally has been a haven for many thousands of refugees from Eastern Europe and other parts of the world. According to UNHCR figures, after France and Germany, Belgium (followed closely by Switzerland) has resettled more Indochinese refugees (1,183) than any other country in Western Europe. This amount will increase, furthermore, as a result of Belgium's recent agreement to receive 300 Indochinese refugees during 1977 and 1978.

Since 1974, Belgium has contributed $1.7 million to special UNHCR programs in Cyprus, Angola, Indochina and elsewhere. In 1978 alone, it contributed over $2.1 million to the UNHCR general and special funds. While Belgium can be expected to continue to support international refugee programs at current levels, it is not likely to increase them significantly.

THE NETHERLANDS

The Netherlands absorbed thousands of Surinamese who opted for Dutch nationality at the time of Suriname's independence in 1975. It currently limits the number of refugees it will accept for permanent resettlement each year to 750. It admitted 475 refugees in 1978 from Czechoslovakia, Ethiopia, Latin America and Southeast Asia. Early this year, the government announced its intention to admit an additional 300 from Indochina.

The Netherlands contributed nearly $8.5 million to the UNHCR in 1978. It also contributed over $2.5 million to private organizations for relief assistance to Indochinese boat people as well as refugees from the Western Sahara, the Ogaden, Uganda, and Shaba Province in Zaire.

SWITZERLAND

Switzerland is a small country with a relatively dense population. Despite this, it has a long tradition of providing haven for refugees from many parts of the world. More than 1,000 refugees are admitted annually, and the current refugee population is approximately 30,000. During the years leading up to the 1975 communist victories in Vietnam and Cambodia, Switzerland had already granted asylum to some 750 Indochinese. Since 1977, it has admitted approximately 200 Indochinese each year. It recently announced that it would augment the figure of 200 refugees it would normally admit in 1979 by an additional 300--mostly hard-to-place boat refugees--during the same general period.

Acceptance of hard-to-place refugees is a basic--financially burdensome--element in Swiss refugee policy. In 1978, Switzerland accepted 140 physically, mentally, and socially handicapped refugees. In addition, it has permanently resettled some 780 Tibetans during the last 15 years.

Switzerland contributed $4.1 million to the UNHCR in 1978. It also contributed substantially to the International Committee of the Red Cross' (ICRC) special programs and was by far the largest national contribuor to the ICRC general budget in 1978.

Under Swiss law, the government requires Swiss flag ships to rescue passengers in vessels in distress on the high seas. It reminded Swiss steamship companies of their responsibilities in this regard in a letter to them on December 22, 1978.

AUSTRIA

Austria granted asylum to 3,412 refugees in 1978 -- a 30 percent increase over 1977. Ninety percent of the asylees were from Eastern Europe. Austria also granted temporary asylum to an estimated 6,000-7,000 Eastern Europeans pending their permanent resettlement elsewhere. In recent years, Austria has resettled 422 Chilean refugees, 251 Indochinese, 221 Argentines, and 102 Kurds. It recently agreed to accept an additional 100 Indochinese individuals or families in 1979.

As it has done in the past, in 1978 Austria continued to provide staging facilities and security for 31,000 Soviet emigres who entered the country in transit to the United States, Israel and other countries. The government has expressed its willingness to provide this support without exception in the future.

Austria contributed $73,874 to the UNHCR and $102,000 to ICEM in 1978. Its domestic budget for the care of permanent and temporary refugees has doubled since 1975. The 1979 refugee program budget calls for the expenditure of $7.2 million. The priority that Austria gives to Eastern European refugees, unemployment, shortage of housing, and other practical limitations on a small country's capacity to absorb refugees make it unlikely that Austria will significantly increase its acceptance of refugees from other parts of the world in the years ahead.

SPAIN

Spain traditionally has been a haven for Latin American political refugees and immigrants. An estimated 100,000 or more are believed to be permanently resettled in the country now, of whom some 24,000 were political refugees. Since 1960, Madrid also has been the main European point of egress for Cuban refugees, 80-90 percent of whom have proceeded on to the United States. Approximately 2,000 Cubans currently are awaiting resettlement in Spain, the U.S. and elsewhere. The rate of Cuban arrivals in Spain has increased markedly since 1976, and as many as 2,000 could arrive during the next six months.

In addition, Spain has received an estimated 5,000 refugees from Equatorial Guinea. Because of cultural and racial differences, they remain a largely unassimilated and indigent group. The first known group of 12 Indochinese refugees arrived in early February.

The UNHCR, ICEM, the International Rescue Committee (IRC), the Spanish Red Cross, and the Spanish affiliate of the U.S. National Catholic Welfare Council maintain active refugee programs in Spain. In addition to its own programs, the UNHCR provides substantial grant assistance to these other organizations. In 1978, ICEM arranged onward transportation for 1,175 Cubans, mostly to the United States. For its part, the Spanish Government funded 25 percent of the Spanish Red Cross program in 1978 (the UNHCR paid 75 percent). Spain also contributed $943,000 to the UNHCR in 1978.

PORTUGAL

By the end of the colonial period in 1975, Portugal's population had swelled by some 500-700,000 refugees (retornados) from her former African colonies, principally Angola. Today, the Ministry of Internal Administration oversees the allocation of substantial public funds to help provide clothing and employment to refugees and assist in their reintegration into society.

The United States contributed $7.5 million to the Angolan airlift effort and has provided $36 million in grant refugee assistance administered through the UNHCR, the YMCA, and the Catholic Relief Services. All but $345,000 has been disbursed.

One of the results of the President Eanes-Neto summit meeting, held in Guinea-Bissau in June 1978, was a program of repatriation of refugees back to Angola. The Lisbon office of ICEM reports that over 2,600 refugees seeking repatriation have been approved for return to Angola; over 800 have been repatriated thus far. Funds for transportation back to Angola come mainly from the UNHCR and ICEM. Congressional restrictions on aid to Angola have precluded a specific U.S. contribution for the repatriation of refugees to Angola.

Political developments in both Angola and Mozambique will determine the rate at which the refugees who want to return can be absorbed. In the meantime, the Portuguese Government remains committed to easing the plight of the refugees within Portugal.

Portugal is currently experiencing 13 percent unemployment, of which one-fourth is attributed to retornados. Approximately 8,000 retornados still live in government camps. Until Portugal's own refugee situation improves, there is virtually no prospect that it will be able to support international refugee relief efforts in other parts of the world.

ITALY

Italy does not encourage either immigrants or refugees and has accepted very few in recent years. Government officials consider that as long as the country continues to experience its current economic difficulties and severe unemployment, Italy can neither afford them nor offer them any opportunities.

Italy has played an important role in international refugee efforts since World War II, however, by serving as a country of transit for hundreds of thousands of Eastern European refugees. At the present time, some 1,500 refugees are normally in transit in Italy. The U.S. Immigration and Naturalization Service (INS) has processed some 50,000 transiting refugees in Rome since 1972. It processed 13,000 in 1978 alone.

Physical assistance and resettlement arrangements for the refugees are handled by the UNHCR, ICEM, and voluntary agencies, including the Hebrew Immigration Aid Society (HIAS), the International Rescue Committee (IRC), the Tolstoy Foundation, CARITAS, and Rav Tov (Orthodox Jewish). The activities of these organizations in Rome are financed largely by U.S. government funds.

Italy contributed $59,000 to the UNHCR in 1978. It also funds and operates two camps near Naples with a continuing combined population of 400-500 refugees.

CYPRUS

As a consequence of the 1974 coup against then President Makarios and the subsequent Turkish military intervention, many thousands of Cypriots from both the Greek and Turkish communities were displaced from their homes. The United States has never been given precise figures as to the number of persons involved. We estimate, however, that some 160,000 Greek Cypriots moved from the northern to the southern part of the island and some 40,000 Turkish Cypriots moved from the southern to the northern part as a consequence of the events of 1974.

Both the Government of Cyprus and the Turkish Cypriot administration have devoted substantial portions of their resources to resettling and otherwise caring for displaced persons of their respective communities. These efforts are now largely completed. Some 10,000 displaced persons still live in some form of temporary shelter. There is sufficient housing already under construction and nearing completion to accommodate all of them, however. There is full employment in the government-controlled area of Cyprus. In the Turkish Cypriot area there continues to be a high rate of unemployment. This has more to do with structural economic problems than with the displacement of population.

Since 1974, the United States has contributed $102.5 million through the UNHCR for the relief and rehabilitation of displaced persons in both Cypriot communities. This assistance is disbursed to the Greek and Turkish communities, for specified projects, in an 80:20 radio (commensurate with population). Other Western governments also have contributed to the maintenance and resettlement of displaced persons through the UNHCR. Greece and Turkey have provided substantial amounts of assistance, respectively, to the Greek and Turkish Cypriot communities. This has been used largely for general budget support rather than for the care of displaced persons.

The need for external assistance for displaced persons on Cyprus is expected to diminish appreciably during the coming year. The Administration is requesting a contribution of $2 million for this purpose for FY 1980.

GREECE

Athens is a temporary asylum and transit point for refugees from the Middle East. Some 2,000-3,000 largely self-sufficient Lebanese and as many as 2,000 Iraqi Christian refugees are now in Greece. The latter group is under UNHCR auspices and awaiting onward travel to permanent resettlement in third countries. The UNHCR arranged for the resettlement of 475 Iraqis in third countries in 1978.

Ethnic Greeks are free to return to Greece at any time and many do, although exact figures are not available. Language problems and relatively limited economic opportunities as compared with other possible countries of resettlement constrain many refugees from choosing to resettle in Greece. Nevertheless, approximately 2,600 White Russians, Armenians, and Eastern Europeans now permanently reside there and some have taken Greek citizenship.

The Greek Government contributed $55,000 to the UNHCR in 1978. It has advised Greek flagships to rescue Indochinese boat refugees on the high seas. It also has permitted a few boat refugees who had not been disembarked at earlier scheduled ports of call to land in Greece for onward processing by the UNHCR. In January, the government announced its intention to accept 50 Indochinese (its first such group) for permanent resettlement.

TURKEY

Turkey has a major refugee program for ethnic Turks who choose to resettle in Turkey from neighboring countries. It is financed entirely with Turkish Government funds. During 1978, this program reportedly provided for the resettlement of approximately 60,000 refugees from Bulgaria. While the 1978 influx was exceptionally large, the flow of such refugees into Turkey probably will continue for the foreseeable future.

Turkey is a developing country and its refugee program is a heavy economic burden. Turkey is also both ethnically homogeneous and ethnocentric. Given these considerations, Turkey is not likely to accept refugees from other parts of the world. Turkey contributed $7,000 to the UNHCR in 1978.

THE EUROPEAN COMMUNITIES

Many of the West European countries contribute twice, in effect, to international refugees -- first, through their direct national contributions to the UNHCR, ICEM, and the ICRC, and again, indirectly, through their financial support of European Community budgetary contributions to these same international organizations.

In 1978, the Commission of the European Communities allocated a total of $12,123,000 for refugee programs on three continents. Ninety percent of this amount was used to repatriate 110,000 Zairians from Angola and neighboring countries and to provide relief supplies for refugees in Zambia and the Horn of Africa. $864,000 was allocated for relief of Lebanese, Nicaraguan and Burmese (in Bangladesh) refugees. In addition, food valued at over $3 million was delivered to East Asian, Palestinian, and African refugees. European Community refugee relief expenditures are expected to increase in 1979.

SOVIET UNION AND EASTERN EUROPE

The communist countries of Europe are primarily a source of refugees rather than a haven for them. High points in the movement of Eastern Europeans to the West in recent history were the early post-World War II years, the 1948 Communist coup in Czechoslovakia, the Hungarian revolt in 1956 and, to a lesser degree, the Soviet invasion of Czechoslovakia in 1968. Throughout this period and since 1956, a comparatively small number of refugees continued to flee the region.

The flow increased again in recent years as the Soviet Union began to relax restrictions on emigration and several Eastern European countries cooperated with the Federal Republic of Germany in programs for the gradual repatriation of ethnic Germans to West Germany. 70,000 ethnic Germans were repatriated in 1978 alone.

Soviet Union

The Soviet Union permitted the emigration of approximately 18,000 Soviet Jews in 1977 and over 30,000 in 1978. Reports reaching the West indicate that Soviet authorities are receiving increasing numbers of requests for exit permission. The climate for emigration appears to have improved, furthermore, as official harassment of potential emigrants has declined somewhat. Finally, the Soviets may consider it in their own interest to permit a higher emigration flow in order, among other things, to help improve the prospects for some change in the trade restrictions imposed by the Jackson-Vanik and Stevenson amendments. 1979 could therefore bring an even higher number of Soviet emigrants than 1978 did.

As noted in the Netherlands country profile, the Dutch play an important role in the emigration of Soviet Jews. The Netherlands Embassy in Moscow represents Israeli Government interests in the Soviet Union and processes the applications for Israeli travel papers of Soviet Jews who have received Moscow's permission to emigrate. Most of these emigres are flown directly to Vienna (see Austria section) for further processing and the completion of travel arrangements to their countries of resettlement. Approximately 18,000 out of the over 30,000 Soviet Jews who left the Soviet Union in 1978 chose the United States. While most of the remainder went to Israel, a few chose various West European countries.

The United States, through the Immigration and Naturalization Service and U.S. financial support of the voluntary agencies, plays a major role in the care, maintenance, travel and processing of Soviet refugees going to the United States. (After their departure from the Soviet Union, the Soviet Government revokes their citizenship and, as stateless persons, they then qualify for refugee status under U.S. law.) Because they depart the Soviet Union bearing official Soviet exit permits, the refugees are not under UNHCR mandate. As a consequence, the UNHCR is not financially or administratively involved in their movement.

Eastern Europe

Yugoslavia allows a generally free emigration and itself receives some refugees from Albania. The emigration policies of the other East European countries are almost equally restrictive as those of the Soviet Union, however. (An exception has been the willingness of Poland, East Germany, Romania and the Soviet Union, itself, to permit the emigration of some 100,000 ethnic Germans since 1976.) Between

1973 and 1977, for example, only 9,223 persons entered the United States under refugee programs from Bulgaria (694), Czechoslovakia (693), East Germany (4), Hungary (2,299), Poland (2,406) and Romania (3,137).

Only two of the countries of Eastern Europe contribute financially to current international refugee relief efforts. Yugoslavia contributed $115,000 to the UNHCR in 1978, and Romania contributed $10,000 to UNHCR programs in Southern Africa in 1977/1978. Few, if any, refugees are known to have been resettled in Eastern Europe through the UNHCR mechanism. Some political refugees from Iran, Greece, Turkey, Chile, and other countries have been given political asylum. Their numbers are believed to be small, however.

EAST ASIA AND THE PACIFIC

The Indochinese Refugee Problem - An Overview

At least 670,000 people have fled Indochina since the spring of 1975. (This figure does not include some 150,000 Khmers who sought refuge in Vietnam.) Western governments thus far have resettled about 300,000. An estimated 160,000 Sino-Vietnamese went to China in 1978. Approximately 210,000 remain in countries of first asylum in Southeast Asia, and the number is increasing. Refugees from Laos and Cambodia are coming into Thailand at a rate of 5,000 per month. The number of boat refugees who leave Vietnam is unknown since many perish on route. The number arriving in countries of temporary asylum has increased, however, from less than 1,500 per month in January 1978 to over 17,000 in December 1978.

The overwhelming majority arriving now are leaving not because of past direct ties with the United States, but because they wish to escape the ravages of continuing armed conflict as well as persecution and maltreatment stemming from the general restructuring of society imposed by the new communist regimes: the mass killings under the Pol Pot regime in Cambodia, the attacks on Hmong tribesmen in Laos, the general suppression of freedom throughout Indochina, and the special pressure against the middle class in Vietnam that has forced scores of thousands, especially Sino-Vietnamese, to flee. The pressures creating the refugee flows depend on the policies of the Indochinese governments toward large segments of their populations. The flow therefore can be expected to continue as long as these regimes continue to restructure their societies and do not stop escape or emigration. The fact that asylum areas exist does not so much contribute to the decision to flee as gives it direction. Ethnic, religious, and political differences and animosities make it unlikely that many of the refugees will be able to resettle in Southeast Asia, even where economic circumstances might permit.

The United States and three other Western governments have taken major steps to cope with these developments. Their efforts alone, however, have not been sufficient to keep up

with the growing need for resettlement opportunities. All four have expanded their programs in the past few months. France, which has resettled 55,000-60,000 Indochinese refugees since the spring of 1975, will increase its previous annual level of 12,000 in 1979. Australia, which has accepted over 18,000, will admit over 10,500 in 1979 alone. Canada, which has resettled 9,000 to date, has announced that it will accept 5,000 in 1979. While a number of other governments have agreed to establish or expand resettlement programs, these efforts are not yet large enough in themselves to solve the problem.

As of January 16, the United Nations High Commissioner for Refugees (UNHCR) has received notice of 88,000 resettlement offers for 1979, including some significant new offers and increased totals following its December 1978 Geneva consultations on Indochinese refugees. Despite this, after subtracting the offers from the United States, France, Australia and Canada, fewer than 7,500 resettlement offers have been received to date from all other participating governments. Most of these offers, furthermore, have been made on a one-time basis and cannot be relied upon to be annually renewable.

While increased resettlement offers are vital to an effective and humane solution to the present crisis, there is also a need for increased funding for the UNHCR Indochinese refugee program. The UNHCR spent a total of $35 million for the period mid-1975 through 1977, and another $35 million in 1978 alone. The amounts can only increase, and will certainly be substantially greater in 1979.

As of April 30, 1979, the total number of Indochinese resettled in or authorized admission to the United States will exceed 224,000. In successive ad hoc responses to the growing need, the United States has authorized the admission of increased numbers of refugees. The most recent US program was inaugurated in June 1978, and with enlargement in December, provides for the admission of 52,000 more Indochinese: 35,000 boat people and 17,000 land refugees. In order to cope with the pressures generated by the continuing exodus, the US program will have to continue at a high rate in 1979 and even beyond. Domestic costs for resettling Indochinese refugees in the US in 1978 and 1979 are running at an annual rate of $100 million for each year.

From 1975 through 1978, the United States has contributed approximately 50 percent of the UNHCR budget for Indochinese refugees, i.e., $35 million of the $70 million expended.

We have informed the UNHCR that we will request authority to contribute $22.5 million to the Indochina refugee program in 1979 and will consider sympathetically the growing needs of this program as the number of refugees in first asylum countries mounts.

COUNTRY PROFILES

The following profiles provide key information about the refugee situation and policies of the East Asian countries.

AUSTRALIA

Australia has permanently resettled over 18,000 Indochinese refugees since the spring of 1975. This is a higher ratio of refugees to population than that of any other major country of resettlement. During the period July 1977 through June 1978 alone it received 7,117. During the same 12 months period it also continued its long-standing tradition of providing haven for other groups by receiving, among others: 560 Soviet Jews, 210 East Europeans, 1,200 Lebanese and 200 Timorese. Australia contributed nearly $6 million to the UNHCR in 1978.

Subject to the political and economic pressures in a democratic society, Australia can be expected to continue its current active support of international refugee relief programs. It plans to accept more than 10,000 more Indochinese refugees for permanent resettlement in 1979. A special problem for Australia is the number of refugee boats arriving directly on its north coast. While it has extended its asylum policy to include such arrivals, they are a source of disquiet and, if continued, could cause serious public reaction against the entire refugee program.

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BURMA

Burma has no refugees. It is receiving help from the UNHCR, however, in repatriating Muslims of uncertain nationality who historically have resided in the northern part of Burma's Arakan state. Some 150,000-200,000 had fled into Bangladesh in the spring of 1978 as the result of a Burmese Government crackdown on non-resident aliens. Burma and Bangladesh have since agreed to a repatriation scheme. Over 80,000 have already returned and more are expected.

CAMBODIA

The Khmer people have received no significant international relief assistance since the spring of 1975. During this period, many thousands have fled the country in order to escape the harsh policies of the Pol Pot regime and the ravages of war. Approximately 15,000 Khmers are presently located in Thai refugee camps, with another 150,000 reported to have sought refuge in Vietnam. While the flow of Khmers into Thailand has slackened in recent weeks, the exodus could resume as a result of the current fighting inside the country or the decision by many Khmers to leave a Vietnam-dominated Cambodia.

CHINA

From mid-April to mid-July 1978, China accepted about 160,000 mostly ethnic Chinese refugees who entered the country by land from northern Vietnam. China considers them to be returned overseas Chinese. Resettled mainly on farms, their presence sometimes caused serious local social and economic strains. By late July, China had closed the border. A few escapees continue to arrive at the mainland, however, mostly by boat. A growing number of these boat refugees then move on to Hong Kong and Macau, putting a heavy load on local resources there. In many cases, the Chinese authorities have made no attempt to prevent such onward movements.

Chinese vessels have given assistance to refugee boats at sea, and refugee boats have sometimes stopped briefly along the China coast. China is ex officio a member of the UNHCR Executive Committee but has not taken part of contributed financially.

HONG KONG

Hong Kong has pursued a liberal and humanitarian refugee policy of granting first asylum to refugees from Indochina. Its limited land space and high population density preclude it from accepting refugees for permanent resettlement. Hong Kong's facilities are badly strained now by about 10,000 refugees housed in UNHCR-financed quarters. Included among these are approximately 2,000 who have slipped in by boat from mainland China and some 3,300 who arrived on the vessel, "Huey Fong." Another, 3,000 await disposition in the harbor, still aboard their vessel, "Sky Luck". Macau has helped to relieve pressures on Hong Kong by accomodating large numbers of refugees.

The arrivals of large vessels crammed with refugees have threatened Hong Kong's ability to carry on an orderly refugee program. The colony has therefore enacted regulations imposing severe penalties on masters and owners of vessels bringing in "illegal immigrants" or otherwise using large vessels for what is now recognized as a profitable trade in refugees.

INDONESIA

Indonesia is some distance from the sea lanes normally used by boat refugees. As a consequence, only a few thousand refugees have reached its shores. To date, it has granted temporary first asylum to approximately 4,500 boat refugees, most of whom arrived in 1978.

In general, refugee boats arriving in Indonesia have been intercepted by Indonesian naval vessels and, if at all possible, made seaworthy, resupplied and sent onward, often

proceeding to the north coast of Australia. Boats that have landed and cannot proceed have been allowed to disembark their passengers into one of several refugee camps. Indonesia has turned away large boatloads of refugees, such as the "Hai Hong" and "Huey Hong", but accepted the refugees aboard "Southern Cross" when it went aground.

Population pressures and its own domestic resettlement program in Java, serious unemployment problems in the major cities, and Indonesian antipathy toward ethnic Chinese (who constitute an increasing proportion of refugee boat arrivals), leave no liklihood of permanent resettlement. As a consequence, Indonesia does not accept refugees on a permanent basis.

Indonesia has offered the use of at least one of its islands to ASEAN for a refugee transit center provided that (1) third countries will guarantee refugee resettlement, (2) the UNHCR and other countries will finance its operations, and (3) there will be no residual refugees as a result of third country selection criteria. The UNHCR, ASEAN, and other interested countries, including the United States, are now actively considering Indonesia's offer.

JAPAN

Japan has been primarily a country of first asylum for boat refugees. The homogeneous nature of Japanese society and the limited usable land space for Japan's large population traditionally have made assimilation of foreigners difficult. To date, only a handful of Indochinese refugees have been chosen to resettle there.

Japan has received approximately 1,800 Indochinese refugees for first asylum during the past 15 months. Of these, some 600 still remain in six camps maintained by Japanese religious and charitable groups. The Japanese Government pays an annual rent subsidy of about $900,000 for the largest camp, the Japanese Red Cross' Motobu Camp in Okinawa.

Japan is a major financial contributor to the UNHCR. During the past 15 months its direct financial support exceeded all other countries except that of the United States. Japan has pledged $23 million to the UNHCR for FY 1978 and 1979. It also has indicated possible willingness to provide additional

funds for specific projects, including direct financial assistance to other, more heavily burdened, first asylum countries.

In December 1978, the Japanese Government announced that, henceforth, it will offer first asylum to refugees arriving on ships for which Japan is the first port of call. It also advised Japanese shipowners to make positive efforts to rescue refugees encountered at sea.

Japanese authorities are reviewing current immigration and employment criteria with a view to creating a more hospitable environment for permanent resettlement of refugees. An easing of these requirements could lead to some increase in permanent resettlement. Japan's main contribution, however, probably will continue to take the form of substantial financial support of the UNHCR and other refugee relief efforts.

REPUBLIC OF KOREA

South Korea has had extensive experience with refugees. During the first half of 1950, it received five million refugees from North Korea. It took the country nearly 20 years to recover from the economic impact of this massive influx.

A racially homogeneous society with no minorities, South Korea does not offer permanent resettlement to refugees from other countries. It offers asylum, however, to Indochinese boat refugees who are landed on its soil by vessels that have rescued them at sea. Sixty-two boat refugees are now in UNHCR-financed camps in South Korea. The government contributed $15,000 to the UNHCR in 1978.

LAOS

The UNHCR has assisted the Lao Government in resettling Lao citizens who were displaced during the war years. Tens of thousands of Lao have been relocated since 1975. The number of displaced persons relocated in 1978 dropped from levels of previous years, however, reflecting a phasing out of the

program. Precise figures are not available at this time. In 1978, the UNHCR also helped to fund the resettlement of approximately 2,000 Lao who returned to Laos after initially seeking refuge status in Thailand. Approximately 120,000 Lao are currently living in UNHCR-financed refugee camps in Thailand. Laos contributed $2,000 to the UNHCR in 1978.

MALAYSIA

With only limited resources of its own, Malaysia has borne the brunt of boat refugee arrivals in Southeast Asia, particularly since the implementation of the harsh internal socio-economic reorganization in Vietnam in early 1978. It has provided temporary asylum to 68, 000 Indochinese refugees since 1976. Although Malaysia considers the Indochinese refugees to be illegal immigrants and confines them to camps, its refugee policy has been resilient and essentially humane. The recent influx of boat cases is putting that policy under critical strain, however.

The east coast of West Malaysia is the main arrival point for most refugee boats (Thai pirates have forced many boats to head for Malaysia that otherwise might have sought the Thai coast). Although the government has advised Malaysian fishing and other coastal vessels not to assist refugee boats, in fact, they have rescued and assisted scores of boats in distress, as have offshore oil rigs.

Deep Malaysian hostility toward the Vietnamese prevents consideration of their resettling in Malaysia. Ethnic Chinese refugees, furthermore, will not be accepted because of Malaysia's already large ethnic Chinese population and attendant political concern over racial balance. The current and potential problem is exacerbated by the steady growth in the percentage of ethnic Chinese arrivals since mid-1987; many of the refugee boats now arriving are solidly Chinese.

There are now about 55,000 boat refugees in camps in Malaysia. More than half of them are on the island of Pulau Bidong, with a second large group on Pulau Tengah. This figure contrasts with only a few thousand at the beginning of 1978--a massive buildup that has taken place despite intensive resettlement efforts by the United States and other countries. The fact that the resettlement rate consistently lags behind the arrival rate is of deep concern to the Malaysian Government.

For most of 1978, the annual potential for resettlement elsewhere was about 45,000; in one month alone, however, there were almost 30,000 arrivals in Malaysia.

There are other refugees in Malaysia, as well. Approximately 90,000 Filipino Muslim refugees are located in Sabah state. They make up a sizeable part of the state's population, and the state provides any support they receive.

The United States plays a prominent role in refugee activity in Malaysia because of its large resettlement operation. The overall refugee effort is under the aegis of the UNHCR, however. It finances and is in general charge of the main camps. Camp operations are carried out mainly by the Malaysian Red Cresent, which has made large and effective expenditures of money and manpower from its own resources. Many other international voluntary organizations and other refugee-oriented organizations are involved in the processing of refugees.

The refugees are increasingly worrisome to the Malaysian Government because of their detrimental economic impact on the underdeveloped and often depressed areas where the refugee camps are located. Since Malaysia's Emergency is still much in mind, the government fears the political consequences of the large Chinese influx. As it has been the experience of other ASEAN countries of first asylum, however, Malaysia's protests to Vietnam have been to no avail. The prospect, furthermore, that the Vietnamese Government may nationalize landholdings in southern Vietnam could lead to another large group being added to the business and professional middle class now leaving Vietnam.

NEW ZEALAND

New Zealand has permanently resettled 586 Indochinese refugees since 1976 and plans to admit 600 more in FY 1980. It also maintains a revolving annual quota of 30 Chilean families, 40 Soviet Jewish families and 35 Eastern European families, which is currently under-filled. New Zealand contributed $92,684 to the UNHCR in 1978.

PHILIPPINES

The Philippines is primarily a country of first asylum. Not situated on the sea lanes normally used by most boat refugees, it has been less affected to date by the exodus from Indochina than other country in Southeast Asia. Some 5,600 refugees have arrived since 1977, however, including about 2,300 aboard the vessel "Tung An," which remains in Manila harbor without permission to disembark its passengers. The Philippine Government has resettled some 600 Vietnamese with Philippine family ties. No additional permanent resettlements are anticipated, however.

When refugees arrive directly from Indochina by small boat, the Philippine Government requires UNHCR assurance of its best efforts to obtain resettlement elsewhere before permitting them to disembark. For refugees who arrive on a foreign flag vessel following rescue at sea, it demands guarantees of resettlement by the country concerned. Refugees picked up at sea by Philippine vessels are treated as direct arrivals and turned over to the UNHCR for resettlement elsewhere.

1,565 asylum refugees are currently being housed in the main refugee camp near Manila. The UNHCR pays most of the costs of their maintenance. Its budget for the camp in 1978 was $570,000; in 1979 it rose to about $1 million, with an additional $200,000 allotted for the "Tung An." The Philippine Government pays for camp security and administration costs. It has pledged $12,250 to the UNHCR for 1979.

The "Tung An" exemplifies a method of escape from Vietnam that is causing concern in the Philippines and elsewhere in East Asia. Escapes aboard these comparatively large vessels are, in effect, sold (with the knowledge and cooperation of Vietnamese officials) to ethnic Chinese members of the dispossessed middle class and, at a higher premium, to Vietnamese who wish to leave a country in which they see no prospects of achieving even minimal existence. The vessel is engaged through a broker in another Asian country. Boarding it at a rendezvous off the coast of Vietnam, the refugees are sailed around Southeast Asia until, at some point, they are allowed to disembark.

These "large boat" refugees meet all international criteria for refugee status. However, the manner of their escape, their predominently Chinese composition, and the perception of them in some quarters as "queue-jumpers" raise obstacles to their acceptance. Further such large-scale arrivals are likely to lead to a significant hardening of refugee policy in the Philippines and elsewhere, including

more stringent measures against direct refugee arrivals.

SINGAPORE

Singapore accepts no refugees for resettlement and only permits controlled access to its territory for staging Vietnamese boat refugees picked up at sea and accepted for resettlement elsewhere. Singapore authorities have occasionally acted forcefully to prevent refugee boats from landing.

Singapore has set a limit of 1,000 refugees to be permitted in the country at any one time. It has indicated that this limitation will be applied flexibly, however. The total number of refugees in Singapore at any one time has never exceeded 900. The current figure is about 495. The refugees are housed in a UNHCR-financed camp in the northern part of Singapore.

THAILAND

Thailand has borne the brunt of being the principal asylum for land refugees, mainly from Laos, but also from Cambodia and, to a lesser extent, from Vietnam. At present, about 20 UNHCR-financed and administered camps hold approximately 140,000 land refugees and about 3,200 boat refugees. A significant proportion of the Lao refugees are the Hmong (Meo) from the Laotian hill country--tribal people who have fled systematic extermination campaigns by the Pathet Lao and Vietnamese armed forces.

Historical Thai animus against the Vietnamese makes the lot of the few thousand Vietnamese who have escaped overland into Thailand especially bleak. In addition to these recent excapees from Vietnam, there also are about 60,000 Vietnamese who entered Thailand during the period up to 1954. Despite official Thai efforts with Vietnamese governments over the years and the apparent willingness of some of the refugees to return to Vietnam, Vietnam has allowed only a few thousand to be repatriated. There are also some refugees from Burma in the Thai-Burma border area.

In view of communist insurgency in Thailand, border problems with Cambodia, and differences with Laos along the Mekong, refugees have been handled as police cases upon their arrival and until their origins are ascertained. Border authorities frequently have tried to dissuade refugees from arriving, and on at least one occasion there was forced repatriation. Central government policy, however, is against forced repatriation. The over-all record of the Thai government has been humanitarian, despite the heavy burden the refugee exodus has imposed on the country.

Vice President Mondale's visit last year made considerable impact, with his promise that 15,000-20,000 land refugees from Thailand would be paroled into the United States and his offer of $2 million for a study of resettlement. The United States has a large refugee program in Thailand and takes a leading role among the other missions and voluntary agencies operating in the refugee field there.

The Thai do not wish to consider permanent resettlement for any refugee until the influx stops or is well under control. Like the Malaysians, the Thai are increasingly concerned about the net increase in camp populations. They also fear that current international preoccupation with the plight of the boat people will undercut efforts to increase the rate of resettlement of land refugees to other countries. The Thai also are concerned that the Vietnamese invasion of Cambodia could spur a major new refugee outflow. This could have an added serious impact on the refugee situation in Thailand.

TAIWAN

Taiwan has provided first asylum to about 900 mostly Chinese boat refugees, of whom only 14 have been accepted for permanent resettlement. They are housed in a camp financed and administered by the Taiwan authorities.

Taiwan claims that it supports over 1,000 Indochinese students who were on Taiwan in 1975, most of whom were of Chinese origin. It has repatriated about 2,200 Chinese from Vietnam by air, with perhaps another 1,000 to come. Taiwan authorities have asserted that they would accept for resettlement Indochinese refugees of Chinese ethnic origin who applied at Taiwan missions in Thailand and Malaysia. The offer was effectively nullified, however, by the requirement that, for security reasons, applicants must have lived in

in a non-communist country for five years before applying.

Taiwan provides temporary shelter for refugees picked up at sea by Taiwan-flag vessels and brought to Taiwan ports. Taiwan does not offer resettlement gurantees for refugees picked up at sea by its flag-vessels and brought to a non-Taiwan port. Nor does Taiwan always permit non-Taiwan ships to land refugees picked up at sea at Taiwan ports of first call, even when their resettlement elsewhere has been guaranteed, except for direct transit to the airport for departure from Taiwan.

VIETNAM

Vietnam is a major source of the exodus of Indochinese refugees as well as a country of asylum for Khmer refugees from Cambodia. The sharp increase in the number of refugees leaving Vietnam in 1978 resulted from an acceleration in the spring of 1978 of policies designed to impose the doctrinaire economic pattern of the North on the southern part of the country. These included regulations abolishing private business as well as measures designed to reduce urban population.

The business and professional middle class -- which includes most of the traditionally disliked Chinese community -- as well as others considered surplus to the cities, have been left with few options besides transfer to the remote and bleak New Economic Zones. Seeing no hope for survival in the new society, they have seized what may be a last chance to use their remaining assets to procure an escape. Hanoi recently announced that nationalization of large landholdings in the South will be completed this spring. This may well result in an additional group with a powerful motive for escape. The current military hostilities between China and Vietnam, furthermore, may cause an increase in the number of Chinese attempting to leave the country.

As a host country for refugees, until recently, the Vietnamese Government claimed to be caring for some 400,000 displaced persons from Cambodia. It also claims that, of these, approximately 150,000 Khmers fled to Vietnam and became refugees as a result of the 1977-78 border fighting or because they wanted to escape the Pol Pot regime's human rights abuses. The UNHCR has provided some financial support for refugees in Vietnam.

AFRICA

REGIONAL OVERVIEW

There are more people in distress in Africa today than in any other region of the world. Armed conflict and civil strife may have generated as many as three million refugees and displaced persons on the continent, especially in the Horn of Africa and southern Africa. In early 1978, some one million people were uprooted by conflict in the Ogaden alone. In southern Africa, refugee populations continue to grow and could assume massive proportions in the months ahead. The dimensions of the problem are measured not only in terms of human suffering and need but also in the serious destabilizing impact of the refugees, both civilians and combatants, on the economic, social and political institutions of all countries of first asylum.

The international community, through the UNHCR, the International Committee of the Red Cross (ICRC), private voluntary agencies and government grants to individual countries, supports a wide range of relief efforts throughout Africa. The UNHCR currently estimates that its program costs for all of Africa in 1979 will be $48 million, not including emergency appeals which may be issued during the course of the year. The U.S. plans to contribute approximately one-third of the UNHCR's financial requirements for Africa. It also is providing $14 million for use by private voluntary organizations in southern Africa, and up to $6.225 million for use elsewhere on the continent. In addition, the United States contributes to ICRC appeals for Africa. The same group of non-communist developed nations that support UNHCR efforts in other parts of the world finances the UNHCR's Africa programs.

COUNTRY PROFILES

The following profiles provide key information about the refugee situation and policies of the African countries that have been most seriously affected by the refugee problem.

ANGOLA

The conflict in Namibia has resulted in the flight of as many as 20,000-30,000 refugees from northern Namibia to southern Angola. It is not clear, however, how many may be Southwest African Peoples' Organization (SWAPO) guerrillas, as opposed to noncombatants. The UNHCR has provided food, medicine, and other supplies to non-combatant refugees, particularly after the South African attack on Cassinga in May 1978. It estimates that its program for Angola will cost approximately $5 million in 1979.

If a Namibia settlement is achieved, these refugees conceivably could return to Namibia later this year. If there is no settlement, however, and if the conflict in Namibia escalates, the number of refugees probably will increase.

Any contemplated U.S. contribution to UNHCR aid for these Namibian refugees would have to take into account the existing legislative prohibition on the use of Foreign Assistance Act funds for direct aid to Angola. It would also have to ensure that such assistance would not become available to armed combatants.

(See section on Zaire for description of Zairian refugees in Angola.)

BOTSWANA

Because of its racially tolerant government, neutrality and central location, Botswana has served as a place of asylum for refugees and political exiles from Angola, South Africa, Rhodesia and Lesotho. However, with the escalation of the fighting in Rhodesia, it may soon face a situation in which

it considers that it cannot accept more of certain kinds of refugees whithout endangering its own stability.

Seven thousand Angolan refugees have been successfully resettled in northwestern Botswana and no longer require international assistance. A small number of political exiles from Lesotho have been absorbed in the capital city of Gaborone.

A more difficult problem is posed by the approximately 1,000 South African political exiles in Gaborone, primarily urban students who fled after the Soweto uprisings of 1976. Among other things, their urban background, political radicalism, ethnic differences and relative affluence (their UNHCR stipends are larger than the average Botswana income) have created tensions with the local population. However, they no longer represent a significant financial burden for Botswana because of generous international assistance. In 1978, the U.S. granted $6 million to the UNHCR for the education of the South African refugees in Gaborone and plans a further grant in 1979.

The most serious problem is the increasing influx of refugees from Rhodesia into northeastern Botswana. Unlike their South African counterparts, they are primarily rural, poorly educated and non-ideological. However, they are almost exclusively Ndebele tribesmen loyal to Joshua Nkomo's ZAPU guerrilla movement. The Botswana Government's policy is not to resettle within Botswana those military-age male refugees who wish to continue fighting, but to facilitate their onward transit to ZAPU camps in Zambia by airlifts paid for by the guerrilla movement or by the government itself.

The cessation of these flights in 1978, despite a brief resumption in February 1979, at a time when the flow of refugees was increasing as fighting in Rhodesia continued, has resulted in a current backlog of some 20,000 refugees in transit camps designed for fewer than 5,000. Botswana has reiterated its willingness to resettle in Botswana those refugees who do not threaten its security by receiving training from guerrilla movements. However, it continues to consider "refugees" who wish to join military organizations to be a transit problem.

Botswana maintains only two transit camps and one permanent resettlement camp for women, children and non-combatants. These refugees are supported by the UNHCR. The United States contributed $1.5 million in 1978 to that program. The ICRC and World Lutheran Service are also active in Botswana. The UNHCR plans to seek additional support for settlement of non-combatant refugees within Botswana without becoming involved in the transportation of potential combatants.

The key factors affecting the number of refugees in Botswana will be the conflict in Rhodesia and ZAPU's ability to transfer refugees on to Zambia. The flow of refugees from South Africa has virtually stopped. Intensification of the conflict in Rhodesia or the outbreak of conflict between guerrilla or ethnic factions there could result in an increase of up to 100,000 refugees by the end of 1979, however.

DJIBOUTI

There are approximately 25,000 refugees in Djibouti. Most of them are nomadic Somalis from the Ogaden who fled the fighting there in 1977-1978. The recent increase in guerrilla activity in the Ogaden is believed to be causing a resumption of the flow. Because there is little likelihood that the refugees will be returning to Ethiopia soon, the UNHCR is moving forward with plans to develop agricultural projects for them in the refugee camps.

The refugees have placed a severe strain on Djibouti's fragile economy. They constitute 10 percent of the country's total population. The UNHCR plans to spend $631,000 to assist the refugees in 1979 and 1978. The United States has provided $776,000 in PL 480 Title II food stuffs as well as some $200,000 in disaster assistance funds.

EQUATORIAL GUINEA

As much as one-third of Equatorial Guinea's population (estimated in 1975 to be 310,000) may now have taken refuge in neighboring countries: 60,000 - 70,000 in Gabon; 30,000 - 35,000 in Cameroon; and an unknown number in Nigeria.

Most of the refugees are members of the Fang ethnic group of Rio Muni, the mainland portion of Equatorial Guinea. Sharing a common language and culture with the Fang of neighboring Gabon and Cameroon, these refugees have been fairly well integrated into local village structures. Their standard of living is roughly at the same level as the local population with whom they are living.

A second group of approximately 10,000 recent arrivals in Cameroon has not yet been absorbed into the local communities, however. Their greatest needs are in the areas of health and sanitary facilities, temporary quarters, food, fuel, and construction materials for housing, schools, clinics and reception centers.

The UNHCR has established a mission in Gabon and a refugee census is slowly getting underway. UNHCR allocations to Gabon ($150,000 in 1978) are aimed at helping the government organize social services to provide documentation, education, resettlement facilities, and jobs for the refugees. In Cameroon, the UNHCR has proposed a $140,000 program to furnish basic foodstuffs through the World Food Program, building materials, agricultural implements, and transport to move the refugees from border areas.

Except for our contribution to the UNHCR General Program, the United States is currently providing no direct assistance to the refugees.

ETHIOPIA

Some 8,000 refugees, mostly from southern Sudan are located in the Gondar and Ilubabor regions of Ethiopia. In addition, over an estimated 2 million Ethiopians have been displaced within the country for various reasons.

In 1978, the United States contributed over $6 million through bilateral and multilateral channels to disaster assistance programs for displaced and/or destitute persons in the following regions: Bale (400,000), Sidamo (250,000), Welo and Tigray (1.5 million). The displaced persons in Bale and Sidamo result from the hostilities between Ethiopia and Somalia in the Ogaden area. This conflict has caused shortages of food, shelter, and other human services. USAID has provided $65,000 for a clinic and $85,000 for a survey of potential resettlement sites.

The assistance provided in Welco and Tigray was in response to drought and locust infestation. These conditions, combined with political disorders in these two regions, have resulted in one-third of the population of these regions suffering from some form of dislocation and thereby requiring emergency assistance.

KENYA

While Kenya's refugee population is not large, its predominently urban and professional character makes it difficult and expensive to absorb. About 5,000 of the approximately 6,000 refugees are Ugandan. The remainder are from Ethiopia and a number of other African countries.

The UNHCR's total expenditures for 1979 are budgeted at $2.13 million. The program has concentrated in the past on basic relief needs and on improving reception facilities for newly-arrived refugees. This year, the emphasis will shift to the creation of a rural resettlement program. In addition, the UNHCR plans to spend $450,000 on secondary, technical and university education in 1979.

MOZAMBIQUE

An estimated 60,000 - 80,000 refugees from Rhodesia are located in five UNHCR-financed camps in Mozambique. (The existence in Mozambique of numerous ZANU (Zimbabwe African National Union) transit camps and military bases complicates any estimate of the number of non-combatant refugees.)

The UNHCR estimates that the cost of the programs in Mozambique will be $6.4 million in 1979. Other donors to the five camps include the United Nations International Childrens Emergency Fund (UNICEF), the World Food Program, the International Committee of the Red Cross, the Lutheran World Federation, and a number of governments, including Switzerland and Yugoslavia. Under agreements with the Mozambique Government in December 1977 and November 1978, the United States has or will be supplying over 7,500 metric tons of foodstuffs under PL 480 Title II.

NAMIBIA

An estimated 4,000 Angolan refugees are in northern Namibia at the present time. Most of them are presumed to be members of the Ovimbundu tribe from which the

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National Union for Total Independence of Angola (UNITA) draws much of its support in its war against the Popular Movement for Angolan Liberation (MPLA) government in Luanda.

Care of these refugees is entirely in the hands of the South African Government which, at present, exercises de facto controls over Namibia. There is reason to believe that some of these refugees have been recruited into a regional forces battalion which serves as an adjunct to the South African Defense Force in Namibia.

The United States, international organizations, and foreign governments play no role in the care, maintenance, and resettlement of the Angolan refugees in Namibia.

RHODESIA

Over 500,000 people have been forced from their homes by the fighting in Rhodesia. The Salisbury regime furthermore, has required an equivalent number to live in "protected villages." Private organizations, including the International Committee of the Red Cross (ICRC), Christian Care, various church mission groups, and the Catholic Commission on Social Service and Development are currently providing some humanitarian assistance to them. Of these, the ICRC is the most active.

Until recently, the United States played no role in this effort. In 1978, however, under Section 533 of the Foreign Assistance Act, Congress authorized the allocation of up to $5 million for assistance to be channeled through international organizations operating inside Rhodesia. To date, the Administration has contributed $1 million from these funds for use by the ICRC in its Rhodesia program. A Department of State officer recently consulted with the ICRC and other private groups in Rhodesia in order to assess their programs and the humanitarian needs of refugees with a view to assuring the most effective use of any additional United States contributions from these allocated funds.

The military situation in Rhodesia will determine the magnitude and character of the humanitarian effort there. Given the current impasse in efforts to bring about a negotiated settlement acceptable to all the parties to the conflict, relief programs probably will need to be

expanded significantly in 1979. Unless a settlement leading, at a minimum, to a reduction in the extent of the violence and bloodshed occurs by the end of the year, the problem could reach major proportions in the future.

SUDAN

Sudan has the largest refugee population on the continent outside of southern Africa. Current estimates indicate that there are some 250,000 refugees from Ethiopia, 3,500 from Zaire, and 3,000 from Uganda. The Ugandan and Zairian refugees, located in southern Sudan, have been largely integrated into Sudanese society and do not pose a significant problem for Sudan. The Ethiopian refugees, the great majority of whom are from Eritrea, constitute a growing economic and social burden. During 1978, tens of thousands of Eritreans fled to Sudan following Ethiopia's military campaigns in Eritrea in July and November.

Sudan recently has expressed interest in obtaining additional assistance from international organizations to deal with this influx of Eritrean refugees. Several private European organizations are also involved in providing refugee assistance to Sudan. Under UNHCR programs, the Eritreans are placed in camps and provided food, medical supplies and shelter. UNHCR resources are not adequate to handle the increase of refugees during the latter half of 1978, however. The UNHCR estimates that its program costs in 1979 will be $2.8 million.

The refugee situation in Sudan will not improve in 1979. An early political settlement which would permit the refugees to return home is unlikely. Ethiopia appears to be determined to pursue a military solution to the Eritrean conflict. As a result, more refugees will be generated.

TANZANIA

Tanzania is host to 163,500 refugees. 133,700 are from Burundi, 24,400 from Rwanda, 3,500 from Uganda, and about 500 from various countries in southern Africa.

In fiscal year 1978, the UNHCR spent an estimated $3,038,500 in Tanzania. Approximately one-half of that amount was for the establishment of a new settlement at Mishamo. A survey had found that existing sites had only limited water supplies and insufficient arable land. A detailed plan for Mishamo estimates that the project will require $18.5 million in the 1978-83 period, of which $2.5 million is budgeted for 1979.

The UNHCR also continued its assistance to older Burundian settlements of Ulyankulu, Katumba, and Kigwa. The refugees at Katumba have become mostly self-sufficient in food and are growing soya beans and tobacco for cash crops. Fishery projects have been started, and the construction of new buildings and the up-grading of old ones is continuing.

ZAIRE

Several hundred thousand refugees have fled Zaire to neighboring countries in the past decades. About 200,000 went to Angola (most of them in the upheavals of Shaba I and II) and others went to Zambia, Tanzania, Sudan, Uganda, and Burundi. On June 24, 1978, President Mobutu offered amnesty to all refugees who would return by December 31. He has since extended the amnesty to June 30, 1979. The UNHCR recently estimated that about 135,000 Zairian refugees have returned from Angola since the declaration of the amnesty and believes that few Zairians remaining in Angola are likely to return in the near future. The UNHCR is currently engaged in a program to resettle the returnees.

There also are about 35,000 Cabindan refugees in Zaire, of whom 25,000 need assistance. The UNHCR is caring for about 15,000 in camps, but does not provide assistance to those close to the border. The International Rescue Committee and the Catholic Relief Service operate in the areas close to the border.

In addition to the Cabindans in Bas Zaire, there may be as many as 90,000 Angolan refugees in the Cataracts and Bandundu regions who receive food assistance from European Community programs and the UNHCR. Thus far, few have returned to Angola.

In eastern Zaire there are about 11,000 refugees from Burundi who are largely self-sufficient. The UNHCR is assisting some of them with a fishing development project. The 15,000 refugees from Rwanda located in Kivu have been all but assimilated into the Zairian population. There are less than 100 refugees from Uganda in eastern Zaire.

In addition to the returnees from Angola and a few thousand from Sudan and Zambia, nearly 35,000 Zairians have been repatriated from Burundi since President Mobutu's amnesty declaration. Most of these people had lived in Burundi for years and were not in refugee status. The UNHCR is currently examining with the Government of Zaire the problem of assisting these people.

In 1978, the United States contributed $150,000 to the UNHCR to assist Cabindan refugees in Bas Zaire. The UNHCR's 1978 program called for the expenditure of $3.1 million for resettling these refugees.

To deal with the problem of resettling the thousands of returnees who responded to President Mobutu's offer of amnesty, the UNHCR issued a special international appeal in November 1978 for $11,375 million in cash and about $10 million in foodstuffs (13,500 metric tons). The United States has pledged to contribute $5 million to the cash portion of this appeal and has so far made $3 million available to the UNHCR. The United Kingdom has contributed approximately $500,000 and the European Community $5.24 million. The food requirements are to be provided by the World Food Program.

The Angolan Government appears to be making greater efforts to follow-up on President Neto's September 1978 speech inviting Angolans in Zaire to return home. The best evidence of this new effort is the visit of a UNHCR representative to Angola in early January, at Angola's request. Any contemplated US contribution to a UNHCR repatriation program would have to take into account the existing legislative prohibition on the use of Foreign Assistance Act funds for direct aid to Angola.

ZAMBIA

The deteriorating security situation in southern Africa during the past five years has brought thousands of refugees into Zambia. At the end of 1978, estimates place the refugee

groups as follows: Rhodesia-40,000; Angola-13,000; Namibia-2,200; Zaire-200; South Africa-100.

The size of the refugee population in Zambia in the future will depend primarily on events in Rhodesia. If the conflict there accelerates and war develops after a defeat of the internal settlement forces, the refugee flow into Zambia could assume major proportions. Presumably, most of the refugees in Zambia would return to Zimbabwe following the conclusion of a negotiated settlement. As for the Angolan refugees in Zambia, their numbers probably will remain unchanged in the months ahead.

The UNHCR, ICRC, the Lutheran World Federation, Africare, and other private voluntary agencies maintain active refugee relief programs in Zambia. These programs are supported by national governments, including the United States. The UNHCR estimates that its program costs for Zambia in 1979 will be $7.5 million.

NEAR EAST AND SOUTH ASIA

REGIONAL OVERVIEW

Comparatively few refugees are being generated in the Near East and South Asia at the present time. The major refugee groups are the relatively static Palestinian refugee population of some two million, the Soviet Jews arriving in Israel (over ~~30~~ 50,000 in 1978), some 17,000 - 35,000 Spanish Saharan refugees in the Tindouf region of Algeria, an estimated 30,000 - 35,000 Kurds in Iran, and about 250,000 Pakistani Bihari refugees and 120,000 Muslims from Burma located in camps in Bangladesh.

The international community, through the UNHCR, the UNRWA (for Palestinian refugees), as well as other private and official programs, is actively engaged in caring for and maintaining these broadly dispersed groups. The United States contributes substantially to the funding of these programs. In the 28 years since UNRWA was established in 1950 to deal with the Palestinian refugee problem, the United States has contributed over 50 percent of total national government contributions. UNRWA's other major financial supporters have been the same Western countries that also contribute heavily to refugee efforts in other parts of the world. Except for Saudi Arabia, the Arab countries contributed only a small portion of the total.

PALESTINIAN REFUGEES

An estimated two million Palestinian refugees live in Jordan, Lebanon, Syria, and under Israeli military occupation on the West Bank and Gaza. According to the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), 1,757,000 of them are currently registered and entitled to full or partial assistance under the UNRWA charter. (UNRWA was established as a temporary agency in 1950 in response to the Palestinian refugee problem.) An estimated 250,000 additional Palestinians who were displaced by the 1967 Arab-Israeli War are, for the most part, not entitled to UNRWA support. (UNRWA provides shelter for over 150,000 of them in camps in Jordan and Syria, however.)

Only about one-third of the refugees live in UNRWA camps; the balance live in host country towns and villages. A high percentage of the able-bodied men work in the local economies or in oil-producing areas. Relegation of Palestinians to low-paying jobs, shortage of housing, and large families require continuing UNRWA food, health care, and educational programs, however. About 831,000 refugees receive food rations; 1.5 million are entitled to medical care in UNRWA clinics; some 307,000 children receive elementary and preparatory education; and over 11,000 receive subsidized secondary, technical and vocational education.

Jordan grants Palestinian refugees passports and citizenship rights. The other Arab countries permit this kind of integration on a highly selective basis only. Most Palestinians reject integration on political and psychological grounds, however, and consider that it is inconsistent with their goal of achieving the establishment of a Palestine state.

UNRWA's operations are financed largely by annual national government contributions. During the 28-year period 1950-1978, UNRWA recieved $1.4 billion, of which the United States contributed $764 million, or over 50 percent of total contributions. UNRWA's major financial backers are the same countries that give substantial support to refugee programs in other regions of the world. After the United States, the leading contributors to UNRWA during the 28-year period were: The United Kingdom ($163 million); the European Community ($94 million); Sweden ($55 million); Germany ($42 million); Japan ($31 million); and France ($27 million). Except for Saudi Arabia, which contributed $33 million, the Arab countries contributed only a small portion of the total. Israel contributed $9 million.

In 1978, the United States contributed $51 million to UNRWA's budget of $140 million. The United States also contributed $2.7 million for economic development and educational projects to voluntary agencies operating in the West Bank and Gaza. In addition, the United States contributed some $2.5 million to voluntary agencies in Lebanon in 1978 in order to aid the victims of the civil war in that country. The United States' contribution to UNRWA for FY-1979 is $32 million of which $9.5 million is earmarked by the Congress as matching funds from Arab oil countries.

Little change in the size of the Palestinian refugee population is expected. Until the Palestine issue is resolved, the refugees will continue to require major assistance from the international community. Any new Palestinian political entity, furthermore, would also need substantial, long-term, foreign economic support.

SOVIET JEWISH REFUGEES

Ever since its founding as the Jewish homeland, Israel has been a haven for Jewish refugees and immigrants from many parts of the world. Under the Law of Return, any Jew can emigrate to Israel at any time. The Law of Return and Israeli statutes granting special privileges to immigrants and refugees apply only to people of the Jewish faith. Israel also accepts non-Jewish immigrants who satisfy the statutory conditions of its laws. The number is believed to be small, however.

Responsibility for refugee resettlement is divided between the Ministry of Absorption and the Jewish Agency. The primary role of the former is to provide housing for all immigrants. The Jewish Agency, a quasi-official agency is responsible for all aspects of the refugee's migration to Israel as well as assistance in overall integration and employment within Israel.

The Ministry of Absorption's 1978 budget (mostly for housing) was $147 million. This figure is expected to increase to about $176 million in 1979. The Jewish Agency's budget for its 1978 activities abroad and in Israel was about $94 million. The Agency's budget includes an annual U.S. grant of around $20 million which is used exclusively for the resettlement of refugees from the Soviet Union and Eastern Europe.

About 27,000 immigrants came to Israel in 1978 of whom some 20,500 were refugees. Most of the latter were from the Soviet Union. The Jewish Agency estimates that these figures will increase in 1979, including an expected increase in the number of Soviet Jewish refugees. (At the present time, approximately 58 percent of Soviet Jewish refugees choose to resettle in countries other than Israel; the United States is the country of resettlement choice for most.)

As indicated in the Soviet section of this report, the UNHCR is not financially or otherwise involved in the movement of Soviet Jews. Israel contributed $15,000 to the UNHCR in 1978.

Political developments in countries with sizeable Jewish communities will influence the size of Israel's refugee intake in 1979. Despite the mounting economic, social and political burdens that Israel's open acceptance of Jewish refugees and immigrants entails, Israel will continue to give full effect to its commitment to the Jewish homeland in the years ahead.

SAHARAN REFUGEES

Many inhabitants of the former Spanish Sahara fled to Algeria during or after the occupation of the area by Morocco and Mauritania in late 1975 and 1976. Additional refugees have been generated by continuing fighting between the forces of the Algerian-backed Polisario liberation movement and those of Morocco and Mauritania. Most of the refugees are believed to be in camps in the Tindouf region of southwestern Algeria.

There is no consensus, however, about the number of refugees in the Algerian camps. The United Nations High Commissioner for Refugees (UNHCR) and the International Committee of the Red Cross (ICRC) have not been permitted regular access to the refugee camps (some of the Polisario forces are based in the Tindouf camps) or allowed to conduct a census. Estimates of the number of refugees range widely from the 120,000 claimed by the Polisario and the Algerian Government to 12,000 cited by the UNHCR representative in Algeria in early 1978. An American who visited the region in January 1979 estimated the population of the 23 refugee camps at between 17,000 and 35,000 people. The last census of the western Sahara, which was conducted by Spain in 1974, reported a population of 74,000. There is some reason to believe that the camps include people from Mali, Niger, and Algeria in addition to the refugees from the western Sahara.

UNHCR assistance to Saharan refugees came to a total of $2.4 million in 1976 and an estimated $1 million in 1977. For 1978, the UNHCR budgeted $1.4 million. Most of the 1978 money is being held over for 1979 because of inadequate information as to the number of refugees. The UNHCR has been unsuccessful in its requests to the Algerian Red Crescent for a better accounting for UNHCR contributions. The UNHCR also claims that Algeria has rejected $2 million in prospective donations from Holland, Spain, and Sweden by refusing to permit audits and procurements tied to sources in the donating countries.

The United States contributed $100,000 to the refugees through the ICRC in 1976. We have since indicated, however, that while we remain concerned about the plight of the refugees, we believe that the difficulties encountered by the UNHCR should be resolved before we give consideration to a further contribution of either food or money.

If military and political pressure on Mauritania were to result in an autonomous or independent state acceptable to the Polisario in the Mauritanian-controlled portion of the Sahara, some of the refugees might leave the camps for that area. Since Morocco opposes the creation of a Polisario mini-state, however, it is unlikely that the refugee problem will be solved in this fashion.

KURDISH REFUGEES

Approximately 30,000-35,000 Kurds fled from Iraq to Iran in the wake of the abortive Kurdish rebellion against the central government of Iraq in 1974/75. Some 30,000 Kurds who could not escape the country have been imprisoned, and approximately 300,000 have been forced from their mountain homes in the North to the southern desert of Iraq.

Most of the Kurdish refugees in Iran are located in Tehran. The UNHCR has helped to arrange the resettlement of some 1,400 of them in third countries. The United States accepted 700 in 1977 and is prepared to accept more.

BIHARI AND ARAKANESE REFUGEES

The Biharis

The Biharis are Pakistani, non-Bengali-speaking residents of Bangladesh. After Bangladesh won its independence in 1971, over 275,000 Biharis were accused of supporting Pakistan in the struggle and were forced into refugee camps. Pakistan was asked to "repatriate" them. Some Biharis have been repatriated and Pakistan has agreed to accept an additional 25,000. About 250,000 remain in camps in Bangladesh. The UNHCR is directly involved in repatriation and resettlement efforts.

The Bangladesh Government provides food to the Bihari refugee camps through its ration system. (Some US PL 480 food aid is used in Bangladesh's ration system and thus finds its way to the Bihari camps.) In addition, USAID supports several private voluntary organizations who work with Biharis. The United States has urged Pakistan and Bangladesh to resolve the Bihari question through bilateral negotiations.

Pakistan is unlikely to accept any additional Biharis after the 25,000 already agreed to. Gradually, Bangladesh may reintegrate the Biharis (many of whom possess needed skills) into Bangladesh society. Little change in the situation is expected in the near future.

The Arakanese

Almost all of the Arakanese are Muslims who claim to be citizens or legal residents of Burma. They began crossing into Bangladesh from Burma's northern Arakan state in April or May of 1978. They claimed that they had been forced out of their homes and terrorized by Burmese authorities. Burma claimed that they were illegal aliens. By mid-year, about 200,000 had crossed into Bangladesh.

Bangladesh and Burma have since agreed to a repatriation scheme. After some initial difficulties, repatriation is now proceeding at a rate of about 2,300 every three days. Approximately 80,000 have now returned to Burma. If the present rate of repatriation can be maintained, all of those refugees who are eligible should be repatriated in 1979.

The UNHCR 1979 budget for the care and maintenance of the Arakanese is $5.5 million. Saudi Arabia has made a grant of $10 million to pay for all food costs in 1979 and operates a hospital for the refugees with a staff of seven medical doctors. (Health conditions in the camps have been poor and the disease and mortality rate has been high.) The United States has contributed $500,000 to the UNHCR Arakanese project.

LATIN AMERICA

REGIONAL OVERVIEW

The refugee situation in Latin America is no longer dominated by the 20 year-long exodus of over one million Cubans. Latin America continues to generate significant numbers of refugees and displaced people, however. The main causes of this flow have changed little over time. They are: the flight from violent civil strife--as in Nicaragua in 1978; escape from political persecution and terrorism--whether of the left or the right; and the search for a better life through increased economic opportunities.

The Cuban refugees are of special interest to the United States. Since 1959 when the Castro regime came to power, Cuba has generated the largest movement of refugees in Latin America. Some 700,000 Cubans have sought refuge in the United States. During 1979, approximately 10,000 Cuban refugees may be admitted to the United States under the Special Cuban Political Prisoner Parole Program which provides for the admission of some 3,500 political prisoners and their families. Many of these people, as well as an additional 5,000-6,000 former prisoners who also would like to leave Cuba, are in severe financial circumstances. They will have great difficulty in emigrating without financial assistance from the United States.

By both choice and necessity, most Latin American refugees traditionally have sought and found haven in neighboring countries of the region. (An increasing number, however, now seek resettlement in Europe and the United States.) As a consequence of this tradition, Latin American governments tend to view the refugee problem as a primarily regional, as opposed to global, phenomenon and responsibility.

Increasingly, immigration from outside the region is being limited to persons with needed skills and professional qualifications. When urged to shoulder a larger share of the world refugee burden, Latin America governments cite the limitations that unemployment, cultural differences, and severe budgetary limitations impose on their ability to accept refugees from outside the region. (These conditions, when added to the uncertainties that stem from political instability in a number of countries, in turn, make Latin America a less attractive prospect for many such refugees.)

The world community, through the United Nations High Commissioner for Refugees (UNHCR), is paying for a major share of the refugee relief effort in Latin America. In 1978, however, Latin America's share of the $145 million in world contributions to the UNHCR came to a total of only $111,500. Latin America, furthermore, accepted only a comparative handful of refugees from other parts of the world.

Long-term economic problems preclude many, if not most, of the smaller Latin American countries from active participation in international refugee relief efforts. Some of the leading Latin American countries, however, have the resources, levels of development and growth potential that would enable them to make a greater contribution than they are making now.

COUNTRY PROFILES

The following country sections provide key information about the actions and policies of Latin American countries that have figured prominently in the region as generators of refugees, countries of asylum, or, in some instances, both. Brief discussions of several countries that have been less involved in or affected by the movement of refugees are also included for illustrative purposes.

ARGENTINA

Argentina has long followed a policy of accepting refugees from Europe and other Latin American countries. The number of refugees arriving from Europe has dwindled since the post-World War II period. Some 6,000 of the approximately 18,000 persons who fled to Argentina from nearby countries--principally Chile, Uruguay, and Paraguay--since the beginning of 1973 have been allowed to stay permanently. The Argentine Government has regarded refugees who arrived after August 1976 as normal immigrants.

The United Nations High Commissioner for Refugees (UNHCR) is assisting refugees with the approval and limited financial support of the Argentine Government. In 1978, the UNHCR resettled 1,838 refugees in third countries. Argentina offers schooling and medical services to persons in UNHCR refugee status and contributes $25,000 annually to the UNHCR.

Argentina recently agreed to accept 100 Indochinese refugees. Success in their resettlement could lead to further such offers. In any event, Argentina can be expected to continue to offer refuge to Europeans and other Latin Americans who are willing to accept immigrant status.

BRAZIL

Brazil provisionally accepts Latin American refugees for eventual resettlement elsewhere. The UNHCR representative in Brazil processed the resettlement of more than 1,000 such refugees in third countries between May 1977 and July 1978. The fact that most refugees, including an estimated 30,000 Argentines, are unregistered, is a serious problem for Brazil.

Brazil accepts "qualified" refugees for permanent resettlement on a case-by-case basis. In 1978, it received 243 European professionals and technicians (and their 262 dependents) who had been recruited and placed by the Intergovernmental Committee for European Migration (ICEM). Brazil contributed over $425,000 in 1978 to ICEM and that organization's placement efforts in Brazil. It contributed $50,000 to the UNHCR.

In January, Brazil agreed to accept 26 of 66 Vietnamese boat refugees previously rescued by a Brazilian tanker. The other 40 had been accepted earlier by the United States, Canada, and Australia. Brazil considers that refugees are primarily the responsibility of the region from which they come. In this regard, it has cited the difficulty it has experienced in assimilating some 5,000 Koreans who have entered the country illegally as well as the presssures that the entry of many refugees would place on the job market.

CHILE

Chile has not accepted refugees in recent years and none are projected for 1979. It long has had a net out-migration of both skilled and unskilled labor, including an estimated several hundred thousand Chileans who went to Argentina for largely economic reasons.

The Chilean economy is undergoing a major transformation, unemployment is high, and there is virtually no unowned agricultural land. The government's resettlement services currently are over-loaded by Chileans expelled by Argentina in connection with the Beagle Channel dispute. Thousands of exiles, furthermore, are awaiting permission to return to the country after the political upheavals of the past nine years.

Chile contributes about $82,000 annually to ICEM for outbound migrants. It contributed $12,000 to the UNHCR in 1978 and $15,000 for 1979. Chile can perhaps best contribute to easing the international refugee problem by readmitting and resettling its own citizens who left the country for political or economic reasons.

COLOMBIA

Colombia is a poor country with a high unemployment rate. It has a relatively homogenous population and is uncomfortable wth the thought of any significant influx of foreigners. Colombia is encouraging emigration rather than immigration, although some refugees are accepted on an ad hoc basis.

About 30 refugees were accepted in 1978. Nearly all of them were Nicaraguans who sought political asylum in the Colombian Embassy in Managua or who made unauthorized landings on Colombian islands off the coast of Nicaragua. Three or four Vietnamese refugees are believed to have been accepted in 1978.

Neither the 1978 nor 1979 Colombian budgets specifically allocated funds for refugee resettlement. Colombia finds it difficult to keep up with its regular contributions to

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international organizations and does not consider that it is in a position to take on any additional such financial obligations. It contributed $4,320 to the UNHCR in 1978.

COSTA RICA

Costa Rica has a long-standing policy of granting asylum to political refugees. Most recently, the government announced on January 24 that it is prepared to receive 138 Cuban political prisoners. The recent violence in Nicaragua, furthermore, has brought several hundred refugees to Costa Rica from that country. They receive assistance from international agencies, particularly the International Committee of the Red Cross (ICRC). The United States has not been directly involved in this relief effort. Prior to this latest influx, thousands of Nicaraguans had relocated in Costa Rica for a variety of political and economic reasons.

A substantial escalation of hostilities in Nicaragua undoubtedly would result in more refugees from that country and strain Costa Rica's ability to care for them. As long as this is a possibility, Costa Rica is unlikely to agree to accept more than a token number of refugees from other parts of the world. Costa Rica did not contribute to the UNHCR in 1978.

CUBA

Almost 700,000 Cubans left their homeland and sought refuge in the United States between 1959, when Castro took power, and the opening of the United States Interests Section in Havana in 1977. The Cuban refugee program was initiated by the U.S. Department of Health, Education and Welfare (HEW) in 1961 in order to help new arrivals resettle and find employment. Some 260,000 persons were brought to the United States on a special Cuban refugee airlift between 1965 and 1973.

The refugee program's budget reached a high of $143.6 million in 1973. The Cuban Government unilaterally halted the refugee flights in that year, however. For the next few years, Cubans were able to reach the United States only in small boats or by going to Spain and applying there for 7th (refugee) preference visas. With Cuban arrivals down to a trickle, the HEW program also declined. By FY 1978, its budget had dropped to $71.8 million. The $57.3 million budget for FY 1979 will decline to $54 million in FY 1980.

The only refugee program presently being implemented for Cuba is the Special Cuban Political Prisoner Parole Program requested by the Attorney General in November 1978 and authorized that same month. Under this program, the United States will parole some 3,500 political prisoners and their families--perhaps 10,000 persons in all. They will be processed for entry at the United States Interests Section in Havana and be granted parole under Section 212(d) (5) of the Immigration and Naturalization Act. The program, as presently constituted, will probably be completed near the end of calendar year 1979.

The present Cuban refugee program is scaled to the number of political prisoners. Since not all of these prisoners will wish to come to the United States, we also will be able to grant parole to a number of former prisoners, i.e., those released prior to August 1, 1978. There are an estimated 5,000-6,000 former prisoners, however, who wish to leave Cuba and who are in difficult straits. Many of them who have immediate family members in the United States will be able to gain entry with immigrant visas. At least 1,000-2,000 are likely to be left in Cuba, however, unable to obtain immigrant visas and with the special parole program exhausted. When that point is reached, probably late in this calendar year, the Congress may wish to consider additional parole authorizations.

No international refugee relief organizations are assisting in the emigration of Cuban political prisoners. Venezuela plans to take as many as 1,200 of them and Costa Rica 138.

At the same time that, like Vietnam, Cuba now permits the emigration of some citizens it considers undesirable, it also has provided asylum to some political refugees from Chile, Uruguay, and other countries. It has not been active in international refugee relief efforts and does not contribute to the UNHCR.

ECUADOR

Only 196 refugees are registered in Ecuador. They entered the country as political asylees or with refugee status and have been given indefinite refugee visas by the Ecuadorian Government. In addition, several times that number of Chilean, Argentine, and Uruguayan citizens now live in Ecuador who either cannot or do not wish to return home. Most of them entered Ecuador on tourist visas and subsequently regularized their status. Others remain in the country illegally.

The Ecumenical Committee for Refugees is the main refugee organization in Ecuador. It receives most of its funds from the UNHCR (which it represents in Ecuador) and the balance from the Catholic Church and some Protestant groups. The Committee sponsors refugees and seeks their permanent resettlement either in Ecuador or elsewhere. The Ecuadorian Government provides no financial assistance to refugees. Its contribution is confined to providing refugees with legal status and work permits.

HONDURAS

An estimated 10,000 refugees entered Honduras in September 1978 in order to escape the violence in Nicaragua. By mid-November, 7,654 were officially registered with the UNHCR. The refugees were granted 90-day visas in the expectation that they might return to Nicaragua for the December harvest. When this did not happen, the Honduran Government decided in late December 1978 to extend their visas for an additional 90 days. Despite the burden the refugees have placed on Honduras, the government has indicated that it does not intend to repatriate them against their will.

Most of the refugees are now located in three UNHCR-financed camps operated by the Honduran Red Cross. Since September 1978, the UNHCR has budgeted $1.1 million for their care. Honduras has not requested United States assistance, but the UNHCR has asked about a possible U.S. contribution of up to one-third of the $1.1 million. If there is a major renewal of the violence in Nicaragua, another wave of refugees can be expected from that country.

MEXICO

Mexico has a long tradition of providing haven for Latin American and Spanish Republican political refugees. Following the ouster of Chilean President Allende, for example, it accepted a considerable number of Chilean refugees. Mexico has no formal refugee program, however, is not a signatory to international conventions on refugees, does not contribute to the UNHCR, and has indicated no interest in receiving any significant number of refugees from outside Latin America.

Mexico's large population growth and high rate of unemployment severely limit its capacity to absorb refugees at the present time. This situation could change, however, if the anticipated revenues from its major oil reserves are successfully applied in resolving the country's economic problems.

NICARAGUA

Months of political instability leading to widespread violence in September 1978 caused over 10,000 Nicaraguans to seek refuge in neighboring countries, principally Honduras. It also resulted in the displacement within the country of some 18,000 families in October. This figure has since declined to approximately 5,000 families. Nicaragua's political problems remain unresolved. If there is a renewal of major violence, more refugees and displaced persons will be generated.

The major relief effort for displaced families has consisted of food distribution carried out by the International Committee of the Red Cross (ICRC), the Nicaraguan Red Cross, and other volunary agencies, including the Catholic Relief Services, the Church World Services, and other religious groups. The United States has provided emergency food and medical supplies valued at $45,000. To help finance its efforts, the ICRC has called for donations amounting to $2 million, of which some $600,000 has been collected to date.

PANAMA

Panama does not have a formal refugee program, but does accept a limited number of refugees on a case-by-case basis. During 1978, Panama provided temporary refuge to an estimated 75-100 refugees from Cuba seeking to resettle in the United States. It also gave temporary refuge to an unknown number of political dissidents and Sandinista guerrillas from Nicaragua. The government has moved to cancel the Panamanian registry of several ships carrying Indochinese refugees on grounds of violation of shipping safety regulations.

PARAGUAY

Paraguay traditionally has accepted refugees and immigrants from other Latin American countries. Its recent limited experience with Korean and Indochinese refugees has not been markedly successful, however. The commercial competitiveness of some Korean immigrants has been resented, and 10 Japanese Government-sponsored Vietnamese families who were unable to carry on their vocation as fishermen had difficulty in adjusting to new occupations. (Approximately 12 ethnic Chinese from Laos and Vietnam have also settled in Paraguay as well as an unknown number of white Rhodesians.)

Paraguay is relatively under-populated and probably could absorb additional refugees. Any such effort would require long-term international financial support, however.

PERU

Peru provided temporary refuge to approximately 3,000 Chileans following the overthrow of Chilean President Allende in 1973. Not permitted to work in Peru, they were supported by the UNHCR. Only about 50 of the least educated and skilled remain. The others, including some 400 who came to the United States, have been permanently resettled elsewhere. Peru's extreme financial and economic difficulties seriously limit its ability to contribute to international refugee relief efforts.

VENEZUELA

Venezuela has been a haven for many refugees from other Latin American countries since 1958 when it returned to democracy. These include as many as 30,000 Chileans, some of whom fled for political reasons, as well as others who sought better economic opportunities in Venezuela. There are also sizable colonies of Argentines, Peruvians, Bolivians, Paraguayans, Uruguayans, and some from Central America.

In 1978, Venezuela accepted an undetermined number of Portuguese former residents of Mozambique and Angola. It also received 132 Nicaraguan political asylees and 200 former political prisoners from Cuba. The government plans to admit approximately 1,000 more Cubans in 1979.

Venezuela's active but highly selective refugee relief efforts have been confined largely to the Latin American area. It has indicated that it is not in a position to receive refugees from other parts of the world at the present time. Venezuela pays for its own refugee programs It contributed $5,000 to the UNHCR in 1978.

(NOTE: The following statements were received for the hearing record, as solicited by the Chairman, by the time of publication. Others received subsequently will be made part of the Committee's record.)

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March 14, 1979

TESTIMONY BY THE COUNCIL OF JEWISH FEDERATIONS BEFORE THE SENATE JUDICIARY COMMITTEE ON PROPOSED AMENDMENTS TO THE MIGRATION AND REFUGEE ASSISTANCE ACT OF 1962

The Council of Jewish Federations is pleased to submit testimony on proposed amendments to the Migration and Refugee Assistance Act of 1962, which would establish a comprehensive framework for the resettlement of refugees coming to the United States.

The Council of Jewish Federations (CJF) is the umbrella organization for 215 Jewish Federations and 600 affiliated, nonprofit community service agencies which provide a wide range of health, educational, recreational, and social welfare services in over 800 communities throughout the United States. This Jewish communal service structure, represented by the CJF agencies, initially came into being in order to resettle Jewish immigrants to the United States in the 1880s. It has had extensive experience in resettling World War II refugees, and, over the past 25 years, Hungarian, Cuban, and Indochinese refugees. During these years, the Jewish community has developed a full, comprehensive, and highly individualized resettlement program which is sensitive to the refugees' needs and which facilitates self-sufficiency and social integration.

The Jewish Federations' most recent refugee resettlement responsibility has arisen from the rapidly increasing number of Soviet Jewish refugees fleeing religious and political persecution in the Soviet Union. From 1972 through 1976, the Jewish Federations around the country resettled nearly 20,000 Soviet refugees. As the United States' commitment to human rights advanced, and the Helsinki Accords emphasized American stead-

fastness in human rights policy, the number of refugees leaving the Soviet Union increased dramatically--from 6800 in fiscal year 1977 and 12,500 in fiscal year 1978 to an anticipated 24,000 in fiscal year 1979.

While federal funds have been made available for Soviet refugee transportation to this country through HIAS (Hebrew Immigrant Aid Society), the tasks of resettlement, job training, education, counseling, social services, and care and maintenance have, until recently, been funded almost entirely by the Jewish Federations with philanthropic dollars.

Last year, in recognition of the enormous increase in the number of Soviet refugees coming to the United States, and in view of the fact that special federal resettlement funds existed for Indochinese and Cuban refugees only, Congress approved a block grant program that provides national voluntary resettlement organizations with up to $1000 per refugee, on a matching basis, to cover the entire refugee resettlement process for Soviet and other refugees not covered by the Cuban and Indochinese programs.

With the aid of these new federal funds, along with an increased use of private contributions and volunteers, the Jewish Federations have continued their tradition of providing a coordinated system of care and training for the rapidly growing Soviet refugee population. The Council of Jewish Federations continues in its role as coordinator of planning and evaluation of resettlement services and distributes the federal refugee resettlement funds to aid Jewish Federations and agencies in 101 communities which are responsible for providing the entire range of Soviet refugee resettlement services.

The local Federations find apartments for the refugees and help pay the rent until the refugee family is economically self-sufficient. The affiliated Jewish Vocational Services, Family Services, and other Federation agencies provide language, job training, and supportive services. Through a network of contacts in the community, the refugees are placed in jobs appropriate to their skills during or immediately after undergoing training. Within one year, almost all Soviet refugees are self-sufficient members of the community.

Even during the initial resettlement period, virtually no employable Soviet refugee is placed on welfare. It is the policy of Jewish Federations that use of state welfare payments for cash assistance to employable refugees would dilute the resettlement policy's insistence on economic self-reliance. Especially in light of the Soviet refugees' attempted transition from a society in which reliance on the government is taken for granted to the American, democratic, free enterprise society, the notion of sending Soviet refugees to the state welfare office is considered inappropriate.

Instead, appropriate maintenance assistance--through cash or loans--is provided to Soviet refugees by the Jewish Federations, in conjunction with training and services, in a manner designed to make the refugees economically and social self-sufficient as soon as possible. Such a coordinated system of maintenance assistance and services facilitates the efficient resettlement of Soviet refugees.

The proposed refugee legislation should establish an equitable, comprehensive refugee resettlement policy that provides sufficient flexibility for the federal government to deal appropriately with the individual needs of the various refugee populations in the United States. While equity clearly requires that the same care and services be available to all refugees, it is essential that alternative systems of providing these services be permitted where the administering federal agency determines that such alternatives will be the most successful and cost-efficient method of refugee resettlement.

The proposed legislation authorizes federal funds for placement, resettlement and care grants to nonprofit voluntary agencies; federal reimbursement of state welfare expenses for cash and medical assistance to refugees; and grants to states and nonprofit agencies for the provision of training, social services, and special projects. Within this framework, a nationally coordinated system of voluntary agencies should be able to receive federal funds on a per capita basis to help provide the entire range of refugee resettlement services, including care and maintenance. Such a system of total responsibility by a national voluntary agency is especially appropriate for the Soviet refugee population, and it would also serve as a model and a viable alternative to the more fragmented state provision of refugee resettlement services and cash assistance.

As regards Soviet Jewish refugees, Jewish Federations should be allowed to continue to take full responsibility for the successful resettlement of this population, as has traditionally been done. The Federations would make the commitment (as is now the case) that no employable Soviet refugee would make use of cash or medical assistance through the state welfare agencies. Instead, all cash assistance would be made available by the Federation itself in conjunction with appropriate services. Coordination and evaluation would continue to be provided through the Council of Jewish Federations.

It is especially vital to the success of the Soviet refugee resettlement program that low-income Soviet refugees not be required to rely on state welfare payments for cash and medical assistance. Not only would such a requirement tend to create a disincentive for private charitable contributions to refugee resettlement efforts, but it would also militate against the program integration that makes the Soviet refugee resettlement policy successful:

1. The current community resettlement programs for Soviet Jewish refugees integrate financial maintenance with all phases of the resettlement effort. There is close coordination between the Jewish Federation agencies which are providing maintenance assistance and those which are providing training and finding employment. This coordination, and the agencies' accountability to a central planning body, would be severely hampered if separate public and private agencies were responsible for maintenance, training and services.

2. An integral part of the Jewish community resettlement policy relates the amount and form of cash assistance and appropriate services.

The staff of the Jewish Federation agencies are able to implement these policies in a highly individualized fashion because of a good staff-client ratio and the special training and supervision of the staff--including special education in the background and culture of the Soviet refugee. Many staff members are fluent in either Russian or Yiddish.

3. Because private community support of the newly arrived refugee (such as rent payments, food, and clothing) would be likely to make the refugee ineligible for state welfare payments, there would be a disincentive for charitable community contributions to new refugees if cash assistance for low-income refugees is available primarily through the state welfare agencies.

It is essential that the federal agencies administering an equitable national refugee policy have sufficient flexibility of implementation to take into consideration the existence of nationally coordinated voluntary refugee resettlement systems and to recognize the varying needs of different refugee populations. The Jewish Federations' traditional program of Soviet refugee resettlement represents one such system, under which federal grants could be made on a per capita basis to a national coordinating voluntary organization to offset the costs of a total refugee resettlement program--from training and services to cash assistance. Private community contributions for refugee resettlement would continue to support the bulk of the resettlement process. Such a system would expend fewer federal dollars, help continue a traditionally successful refugee resettlement effort, and serve as an alternative model for refugee resettlement.

We therefore hope that legislative history will make clear Congressional intent that funding for resettlement as well as for ongoing programs of maintenance and services to refugees can be made available either through the voluntary agencies or through public agencies--whichever is most appropriate under the circumstances.

Statement of

The American Friends Service Committee

to

THE COMMITTEE ON THE JUDICIARY OF THE UNITED STATES SENATE

Concerning

Amendments to the Immigration and
Nationality Act and the Refugee Assistance Act of 1962

The American Friends Service Committee welcomes the initiation of a bill to amend existing legislation regarding the admission of refugees to the United States. We believe the redefinition of the categories of people to whom the bill applies, the increase in "normal flow" to 50,000 a year, the immediate granting of immigrant status to refugees, and the provisions for additional emergency admissions are all important improvements. In what follows, we review briefly the AFSC's involvement with refugee concerns since its founding, note our current involvement and interest, and make some recommendations which we believe would add further to the effectiveness of the proposed legislation.

Background of Involvement with Refugees

AFSC work for the relief of war-related suffering began with the founding of the Committee in 1917, when young conscientious objectors were sent to Europe to work in France, particularly. Major feeding programs followed the war in Germany and in the Soviet Union. During the Spanish Civil War, AFSC staff worked on both sides and, as the war ended, assisted loyalist refugees who fled across the Pyrenees into France.

In the 1930's and 1940's, AFSC was active in Europe, in the United States, and around the world, to facilitate the emigration of Jewish refugees and their resettlement and support. Work continued with displaced persons and with the integration of remaining refugees and of Volksdeutsche in Germany and Austria into the 1950's. AFSC staff were able to assist with both emergency and long-term needs of Hungarian refugees as they crossed into Austria in 1956 and some remained in that country.

Elsewhere, AFSC was one of the private voluntary organizations assisting Palestinian refugees after the partition of Palestine, working from 1948 to 1950 (when UNRRWA took over) to bring assistance to 200,000 refugees in the Gaza Strip. Since that time, AFSC has continued to send material assistance to Palestinian refugees through the Middle East Council of Churches; and since 1971, AFSC has, under UNRRWA auspices, carried on the only educational program for pre-school refugee children in the Gaza Strip, running at present 12 kindergartens serving a total of 1,300 five-year-olds--15% of that age group living in the camps.

AFSC also worked with refugees in the Kunsan area of Korea from 1953 to 1957; with Algerian refugees in Tunisia and Morocco beginning in 1959, and continuing in Algeria after the cease-fire between France and Algeria permitted the refugees to return to their own country in 1962; with Chinese refugees in Hong Kong beginning in 1959 and continuing until 1967 when the work was devolved onto other organizations; and with Cuban refugees entering the United States in the 1960's.

Recent and Current Concerns

Chileans and other Latin Americans from the Southern Cone. The AFSC has had program in the field in Chile since July, 1973. At the time of the military coup in September 1973, AFSC staff were in a position to offer assistance to refugees in Chile and to Chileans subject to detention and

repression because of their beliefs or their activities in support of the previous government and/or its programs of social development, particularly in the field of public health. Supports of various kinds were provided to people in Chile, to some who fled to the United States and elsewhere, and to a small group of Chilean refugees resident in Buenos Aires, Argentina. Concerned that the parole provisions of the present refugee and immigration legislation be extended to include Chilean refugees in countries of immediate asylum and to detainees and others in fear of being detained inside Chile, AFSC staff in the United States called on administration officials and members of Congress, urging such action. In conjunction with other private voluntary and church agencies, AFSC later extended this plea to include refugees from other countries of the Southern Cone, especially Uruguay and Argentina.

Haitians. Haitian refugees who have been arriving in Florida in small boats in considerable numbers (an estimated 8,000 thus far) since 1973 merit special attention. Congress has not moved to authorize their admission--as was done for Cubans and Vietnamese, for example. The Immigration and Naturalization Service has treated the Haitians as unwanted opportunists. Rather than accepting them as asylum claimants within the U.S.-signed Protocol and accommodating them until their status can be established, hundreds of men, dozens of women, and some children have been placed in jails as holding facilities. Some of the men have been held for more than a year.

Adults who had bonded out or been released were denied work authorization for several years. During a brief period in 1978, temporary permits were issued, but in recent months renewal appears to be at the whim of INS officers. Many arrivals since November 1978 have never received work permits; many others of longer residence in Florida have not obtained renewals. Nor are the Haitian refugees eligible for public assistance involving federal funds.

Calixte Lucien was a coast guardman in Haiti, part of a group who tried to overthrow the Duvalier government. Others in the same group have been granted political asylum. In August 1978, Lucien was told that if he chose to stay in the U.S. he would be put in jail for five years and could not work. He told INS he would rather die than be sent back to Haiti. He was put in jail and kept there. When he and others staged a hunger strike on February 22, 1979, in protest, they were beaten and gassed.

AFSC and members of the Religious Society of Friends have offered assistance to Haitian refugees in two ways, both of them represented in small efforts. In the Miami area Friends have provided and continue to provide minimal material assistance and some counseling, through volunteers, especially in relation to refugees' hearings before the Immigration and Naturalization Service. We have also joined with other church-related groups in an effort to obtain just treatment for and acceptance of Haitians as refugees through appropriate changes in government policies and attitudes.

Indochinese. Beginning in 1967, the AFSC has been concerned for and worked on behalf of people displaced or disabled by the Vietnam war and its aftermath. During the war we supported a child care center and, particularly, a rehabilitation center in Quang Ngai where amputees and paraplegics received care without regard to their politics or station. We also sent medical supplies to the North Vietnamese and to the National Liberation Front, in the long standing Quaker tradition of working to meet human need on all sides of a conflict. A parallel educational effort in the United States was mounted to bring an end to the war and the terrible suffering it imposed on the Vietnamese people.

Since the war, AFSC has continued its concern for Vietnam, that normal relations with the rest of the world be restored and that vast reconstruction needs be met. Manufacturing, fishing, and agricultural equipment have been supplied, as have the necessary materials to allow the Quaker-started rehabilitation center, now in Qui Nhon, to continue to make artificial limbs and assist paraplegics. Education in the United States has focused on the needs of the Vietnamese people and the rightness of U.S. humanitarian assistance and recognition for the present government.

With the end of the fighting in 1975, the AFSC directed its help to people in Vietnam and Laos, many of whom had been displaced by the war or by government policy. In regard to the first, large wave of Vietnamese refugees to the United States, AFSC undertook a study on their conditions and reception in this country, with special concern for the opportunity and information they had to help them prepare for life here, if they wished to stay, or return to Vietnam, if that should be possible.

Because of the chaotic nature of the American evacuation in 1975, many Indochinese who had staked their livelihoods if not their lives on U.S. commitments were left behind. In Vietnam alone tens of thousands of intelligence and security-related people were abandoned, and "well over one million" persons who had been employed by the U.S. government or were their dependents were also abandoned, according to Frank Snepp reporting in Decent Interval. The situation of refugees from Indochina thus has a special dimension for Americans. Directly or indirectly, their plight is to a large degree a consequence of American intervention. Some observers are inclined to blame the new Socialist governments for harsh policies which in turn create refugees, ignoring both disastrous weather conditions and resulting food shortages (which elsewhere would have drawn American sympathy and response) and also the American role which created or exacerbated so many of the social and economic problems which now have to be resolved--resolved without any financial or technical help from the United States.

Currently two Vietnamese-speaking AFSC staff are on assignment in Malaysia to explore services that AFSC might offer on behalf of the boat people from Vietnam. The AFSC staff are also studying the situation of Indochinese refugees in Thailand and may make recommendations for program with them.*

*Please see attached article, "Boat People Can Be Helped," Philadelphia Inquirer, 1/5/79, for a fuller explanation of our views on the boat people.

Southern Africa. The AFSC has been in touch with refugees from white supremicist states in southern Africa since the outset of its work in that part of the world in the 1950's. Direct assistance to refugees began only recently, however. This assistance has included grants to African agencies responsible for South African student refugees in Botswana and shipments of clothing, textiles, shoes, soap and medical supplies through nationalist Rhodesian groups for black Rhodesian refugees in Zambia and Mozambique. The Board of Directors of AFSC has just approved a major new program of technical and material assistance to refugees, especially in Zambia, Tanzania, and Mozambique.

In the United States AFSC works with South Africans exiled for political reasons. It has employed a black South African exile to administer part of its Southern Africa Program and has provided forums for others through which to share their experiences. These refugees have included white South Africans in exile because they have resisted conscription or left their military units.

The AFSC feels that there are potentially many thousands of white and black persons from southern Africa who for reasons of conscience or resistance to oppression will need sanctuary in the years ahead. The United States can be one of the places of refuge for them, just as it has tried to be a country of refuge for persons from Communist states.

Comment and Recommendations

Current refugee legislation has led, we believe, to a number of gross inequities and injustices. Hundreds of thousands of refugees have been admitted to the United States from Vietnam, Cuba, and Hungry. From Chile and other southern cone countries suffering under notoriously repressive governments, a total of only 600 refugees and their families have been allowed entry; the program not only was severely limited in size but also has required an unconscionably long time to be realized. Haitian refugees have been subjected to harsh treatment, to denial of the means of survival while they must wait for their claims of asylum to be heard, and to apparently capricious exclusion and deportation procedures. The federal government provides generous sums for the settlement of certain categories of refugees; for others it provides nothing.

The legislation that is now proposed goes a long way to meet many of these problems, and as noted above we are very grateful for the initiative that has been taken in the introduction of this bill. From our experience with and concern for refugees the world over come the following recommendations for additional changes which we believe will also be beneficial.

1. Given the enormous human suffering, upheaval, and loss represented by any refugee flow or need for resettlement or asylum, it is our first and primary recommendation that the government and people of the United States continually and urgently seek ways to prevent forced or involuntary movements of peoples: far better to help people become secure and self-reliant in their own lands than to have to assist them, however generously and capably, in a move they have no wish to make. While this recommendation is clearly outside the scope of the present legislation, we must not lose the ultimate vision of a just world, at peace across and within national boundaries.

2. Following from this recommendation, AFSC recommends that repatriation, where feasible and desired by refugees or displaced persons, be a preferred choice to resettlement outside of their native lands. Further, concern for human rights should be so embedded in our laws and administration that other governments would be called to a high standard of respect and justice in dealing with their own people; and the United States should seek to ameliorate material conditions in less developed countries which may cause people to accept great physical danger as the price of flight. Development assistance which reaches base level communities, through indigenous or outside agencies, may be offered. In the specific case of Vietnam, normalization of relations followed by reconstruction and disaster assistance including food aid and basic medicines, would both be morally right and also would do far more, on a dollar-for-dollar basis, to help the people of the area to an acceptable level of living than assistance to refugees in camps and resettlement schemes in the United States and elsewhere.

3. A distinction between political and economic refugees is extremely difficult to draw in many cases. Legislation should recognize that people who have fled their homelands for economic reasons may by that fact alone become political refugees--as we believe to be the case for some in Haiti, Laos, and Vietnam, for example. Therefore we would recommend a broad and inclusive, rather than a narrow and potentially exclusive, definition of those to be assisted under the proposed bill.

4. We recommend that the legislation recognize the right of asylum and specify a non-refoulement policy on the part of the U.S. government; a provision to include political detainees, even though still in their own country, should be added to the bill.

5. The United Nations High Commissioner for Refugees is mandated by the U.S. to assist refugees and displaced persons and to coordinate work on their behalf. We strongly urge that the proposed legislation provide for the United States vigorously to support that office and its services around the world, work closely with it, and accept as part of that commitment the U.N. definition of refugee.

6. In light of the United Nations resolution recognizing the right of conscientious objection to service in armed or police forces defending apartheid and granting such objectors who flee their countries to avoid such service refugee status, we recommend that the United States make provisions to receive these people under the proposed legislation, as refugees.

7. AFSC strongly supports the recognition of federal financial responsibility to help in resettlement of refugees. We recommend that the legislation provide for assistance on an equitable basis across the board, with no group or individual favored above another except as special handicaps or other particular needs demand.

8. Finally, the AFSC supports the proposed changes in current law and the above further changes on the basis of concern for the individual human beings involved in refugee movements. It is our recommendation that the legislation emphasize the humanitarian criterion as primary and the short-term national interest of the United States as secondary, if it is to be included at all as the human needs of refugees are considered.

Evening Commentary

THE PROVIDENCE EVENING BULLETIN, WEDNESDAY, JANUARY 17, 1979

Nations should welcome the 'boat people'

Jerry Elmer

In recent months we have seen an unusually large number of refugees and "boat people" leaving Vietnam. Many Americans wonder why there is such a dramatic increase in people emigrating from Vietnam now, 3 1/2 years after the end of the war. There appears to be a two-fold answer to this question.

Unseasonable heavy typhoons during August and September created the worst flooding in Southeast Asia in nearly four decades. Flood waters in the fertile, low-lying areas of Vietnam killed scores of people and drove 4.5 million people from their homes. Some 2.3 million acres of cropland were destroyed by the flooding while another 900,000 acres of crops were destroyed by insects.

The flooding came on the heels of a drought which had had a devastating effect on crops the previous year. Added to this, of course, are the continuing legacies of 30 years of war, including irrigation networks damaged by American bombing, fields defoliated with American herbicides 2,4-D and 2,4,5-T, and rice paddies still today littered with unexploded American ord nance.

All these factors have contributed to a worsening economic situation in Vietnam.

Common decency indicates that the U. S. should make a special effort to accept more refugees

In response to the economic crunch, many Vietnamese have decided to leave. Some apparently hope to find resettlement in the West; others simply want to leave what is clearly a bad situation at home.

The second reason for the exodus is a new series of economic policies of the Vietnamese government. For nearly three years after the end of the war in April, 1975, Western visitors to Vietnam commented consistently on how slowly and cautiously the new government was socializing the economy in what had been South Vietnam. Then, in March, 1978, dramatic steps were taken which changed that.

Beginning on March 24, 30,000 private businesses in the former South Vietnam were closed down. Six weeks later a new curency was introduced, largely, the Vietnamese said, to eliminate the problems of currency hoarding. Hardest hit by the new moves were South Vietnam's businessmen, and middle traders. Today, ethnic Chinese constitute well over 50 percent of the Vietnamese emigrants. The bad state of relations between China and Vietnam may also contribute to a feeling of unease on the part of Vietnam's ethnic Chinese. This may provide further incentive for them to leave.

One disturbing aspect of the current situation is the apparent collaboration of the Vietnamese government in facilitating

The plight of the 'boat people' arriving in Malaysia and other countries is acute

the emigration of Vietnamese nationals without proper travel documents or entry visas for other countries — in exchange for payments of cash or gold. This puts other Southeast Asian countries, especially Thailand and Malaysia where most of the emigrants arrive, in what they feel is an intolerable position of being inundated by large numbers of quasi-refugees which they do not have the wherewithal to care for. These governments view the newly-arrived Vietnamese as "quasi-refugees" because, unlike true refugees who flee from their own government, these people appear to have emigrated with the connivance of their government, after paying a fee.

The problem faced by the government of Malaysia is a case in point. Malaysia is a country with both a wide gap between rich and poor and with deeply felt racial animosity between the ethnic Chinese population (who wield economic power) and the ethnic Malay population (who hold political power). If Malaysia mounts a major effort to assist the new arrivals, Malaysia's poor may well turn to the government and say, in effect, "Why do you help these foreigners when for years you have ignored our problems?" Further, helping so many ethnic Chinese may exacerbate already high racial tensions between the Malay and Chinese populations of the country.

The plight of the "boat people" arriving in Malaysia and other countries is acute and it is clear that these Southeast Asian nations are unable to resettle all of the refugees themselves. Common decency, then, would indicate that the United States, as well as other nations, should make a special effort to accept increased numbers of the Indochinese refugees as immigrants.

The question of to what extent, if any, the United States bears responsibility for present events is an interesting one. In a rare editorial, the prestigious *Far Eastern Economic Review* on 5 January 1979 denounced as "worse than hooligans" those Vietnamese leaders instituting the new economic policies. But, significantly, the editorial goes on to observe that "Vietnam's switch to doctrinaire socialism and its economic crisis are directly attributable to those countries who have denied any aid (to Vietnam)."

Interestingly, events in Vietnam seem to parallel in some respects events during the American revolution of 200 years ago. American Patriot Patrick Henry, in his *American Crisis*, advocated confiscation of property belonging to Lovalists, an idea adopted by Congress in a resolution of 27 November 1777. At a time when the population of the 13 colonies was 2.5 million, 100,000 Tory refugees, or 4 percent of the population, fled this confiscation of property and other reprisals against them taken by Patriots. The present population of reunified Vietnam is approximately 50 million; 4 percent of the population would be two million. So far, not even 10 percent of that number have emigrated from Vietnam.

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Jerry Elmer is a Rhode Island Field Secretary for the American Friends Service Committee, a Quaker service and educational organization.

Boat people can be helped

By John McAuliff

Resolving the Vietnamese refugee problem requires significant reappraisal by the Carter Administration of its post-war policy towards Vietnam. Humanitarian concern which extends only to those Vietnamese who leave their country is ethically and pragmatically inadequate.

Ironically, even commendable actions like increasing refugee admissions to the United States, if done in isolation, may exacerbate the problem. A United Nations refugee official told me in Bangkok in July that boat people are motivated in part by letters from relatives and Voice of America broadcasts reporting on the good reception eventually awaiting those who make it to the U.S.

Refugees are a common tragic consequence of war and revolution.

Nobody is predicting how many people will ultimately depart Vietnam. Former CIA analyst Frank Snepp estimated there were tens of thousands of intelligence and security related people left behind because of the ill-planned evacuation. He also reprots in his book *Decent Interval* that "well over one million" persons had been employed by the U.S. government, or were their dependents. About one million Hoa, Vietnamese of Chinese ethnic origin, remain in the country.

While many of the people in these categories probably have no desire to abandon their country, those considering it will finally decide based on changing political and economic conditions in Vietnam. However, the U.S. can have little positive influence on either the number or manner of refugees leaving until we are prepared to respond in normal ways to all of Vietnam's people as well as to their government.

A good example is the food situation. Were virtually any other country facing as grave shortages because of natural disasters and war destruction as Vietnam, American private and governmental agencies would be rushing in assistance. The worst flooding in 35 years has compounded previous climactic and administrative problems to produce an estimated total shortage of 4.3 million tons.

Legally, President Carter can use his discretionary Disaster Relief Fund to help Vietnam.

Of course, whatever the U.S. does to help Vietnam recover from the effects of floods and the war, some people are going to want to leave. It will take years for the south's economy to regain the level of the U.S.-subsidized war era.

Finally, as long as Vietnam and China are at odds, many Hoa will feel uneasy about their status, although during my July visit I didn't see any evidence of anti-Chinese ethnic persecution or explusion.

Accordingly, the question is not whether people leave Vietnam, but how. An orderly and equitable system of emigration to the United States must replace the dangerous chaotic boat route. There are several indications Vietnam would cooperate:

- Ever since the war ended, planeloads of people have been departing to be reunited with family members living in countries with which Vietnam has normal relations.
- While the exact arrangements for departing are conjectural, it is evident from the greater flow of refugees and from the size of groups that the government is not interfering.
- Some officials I talked with in Vietnam, preoccupied with alleviating critical domestic human needs, conveyed an attitude of "good riddance" towards many refugees who, they felt, lacked the patriotism and social conscience to stand by their country in difficult times.

Little can probably be accomplished until the United States establishes normal diplomatic relations with Vietnam. Despite campaign promises, President Carter has been dragging his feet.

First lack of information on the missing in action was declared to be the problem. The President said that when the Vietnamese "are acting in good faith" on the M.I.A.'s, he would "aggressively move . . . to normalize relationships." (Press Conference, March 23, 1977).

But then the reported obstacle became Vietnamese insistence on U.S. reconstruction aid as part of normalization. When Vietnam agreed to postpone discussion of aid until after diplomatic relations were established, the State Department refused to recognize any change in its position for several months.

Finally, in December, our State Department announced that Vietnam's growing closeness to the Soviet Union, border war with Cambodia, and increasing number of refugees, could set back normal relations.

These latest justifications for delay are hardest to credit. No normalization is most likely to increase Vietnamese dependence on the Russians, not that such dependence has hindered our relations with eastern Europe. Nor has the U.S. indicated that in its normalization talks with China it raised as an obstacle China's indispensable military support for Cambodian attacks on Vietnam.

So it's easy to suspect that the real reason is that the Carter Administration is reluctant to pay the political price of conservative criticism that normalization with Vietnam would bring. Unfortunately, it was similar post-revolution political caution which led to the self-defeating rigidity of U.S. policy towards Cuba and China for so many years.

The inadequacy of America's response to the refugees is symptomatic of our still unresolved national feelings about Vietnam. We feel uncomfortable, perhaps guilty about these persons who force upon our awareness the recognition that responsibility for past U.S. actions did not end with the Ford-Kissinger debacle of April 1975.

But as long as we pin sole blame on the Vietnamese government, or the ship captains who pass boat people by, or the neighboring countries which deny them entry, we avoid confronting the burden and opportunity of our own history. Reconciliation with the adversary whose legitimacy and even existence we spent so many years and lives to deny is the wiser path to resolving the refugee problem and renewing our own national spirit.

(John McAuliff of Philadelphia, coordinator of the Indochina Program of the American Friends Service Committee's National Peace Education Division, visited Vietnam last summer. He also was in North Vietnam just after the war three years ago.)

The Philadelphia Inquirer
Op-ed
Friday, Jan. 5, 1979 15-A

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC WELFARE
HARRISBURG

THE SECRETARY

TELEPHONE NUMBER
787-2600, 787-3600
AREA CODE 717

March 29, 1979

Jerry T.

The Honorable Edward Kennedy, Chairman
U.S. Senate Committee on the Judiciary
Rm. 2241 Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Kennedy:

I am pleased to respond to your request and to send, for the record on S. 643, a report on our activity in Pennsylvania.

We are pleased that you and your Committee have taken the leadership in introducing the Refugee Act of 1979 which will treat all refugees in an equitable and uniform manner. We applaud the proposed new legislation which will allow States to plan effectively with the Federal Government and voluntary agencies to provide resettlement and adjustment services to all refugees. A national refugee policy will be a major improvement over the existing sporadic, categorical system which treats different unfortunate groups of people less than equally.

Pennsylvania has accepted many Indochinese refugees since 1975. Their presence has contributed to the cultural depth of our communities. They are an industrious group who seek to become part of America as quickly as they can. Efforts of the U.S. Department of Health, Education and Welfare, State and local governments, voluntary agencies and generous Pennsylvania residents have made our refugee program successful. We have sought to meet the needs of the Indochinese. They have responded. We will continue these efforts until all concerned are functioning at their maximum capacity.

Please include the enclosed summary of the Indochinese Program in Pennsylvania in the Hearing Record on the Refugee Act of 1979.

Sincerely,

Helen B. O'Bannon

Helen B. O'Bannon

A Summary of the Indochinese Refugee Assistance Program in Pennsylvania

Since 1975 approximately eight to ten thousand Indochinese Refugees settled in Pennsylvania. This settlement is the third largest in the country. The Pennsylvania Department of Public Welfare, in cooperation with the HEW Regional Office in Philadelphia, and with Federal IRAP funds, has developed a social services plan for refugees implemented through a series of purchase of service contracts with local voluntary agencies geared to offer a wide range of services to all of the Commonwealth's refugees.

Services are offered to new arrivals to meet immediate needs. They include: language training, preparation for employment and services for moving into employment, referral to all needed health and social services, and life skills training. For those refugees who were resettled in the past, counseling and assistance is offered to secure upward mobility in the areas of job improvement, housing assistance, and upgrading of language skills. In addition, a refugee is able to get counseling which addresses continued adjustment and cultural blending necessary to self-sufficiency.

A total of nineteen agencies have contracts to serve refugees. The agencies are located across the state, clustering around Philadelphia, Pittsburgh and Harrisburg where most refugees reside. Most of the agencies cooperate with national voluntary agencies and act as local resettlement agencies. They are involved with the refugee from their initial resettlement through their full adjustment period. A total of $3,893,545 is provided in this fiscal year to cover the wide range of social services offered.

Pennsylvania has about 1,500 refugees who receive cash assistance and 1,900 who receive medical assistance. Assuming a statewide population of 8,000, the percentage on persons on assistance is 19% compared to the national figure of 33%. The number of cases on cash assistance has dropped by 8.7% since 1977. Particular effort is made to ensure that services leading to self-sufficiency are offered to those on assistance. Underemployment finds many, particularly those with large families, working at low wages and also needing cash assistance.

The State, in conjunction with the U.S. Department of Health, Education and Welfare, carefully evaluates and monitors the services program to insure local coordination of services and avoid duplication.

Current planning takes into account participation of indigenous groups and leadership. Services including sponsorship and care of unaccompanied minor children are goals in this effort.

As directed by regulations, our State Department of Public Welfare uses service definitions for the IRAP social services program. Attached is a chart which lists the agencies with which we contract for services to Indochinese refugees and shows the services they provide.

Important to emphasize is that all refugees are subject to the same financial eligibility tests applied to all applicants, for all public benefits.

When refugees become financially independent they pay their own way. Waivers of financial eligibility are made only when teaching English language or providing special employment training.

Social services for Pennsylvania are provided by many public and private agencies. Indochinese refugees, in addition to getting specialized services, also are eligible to apply for and receive services from all agencies in Pennsylvania which contract with the State under other programs. Also, many voluntary agencies provide services without any public payment.

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC WELFARE
1978-79 INDOCHINESE RESETTLEMENT ASSISTANCE PROGRAM
SERVICES AND PROVIDER AGENCIES

	Case Management	Center Services	Counseling	Detox	Day Care	Family Planning	Homemaker	Housing	Info./Referral	Legal Services	Life Skills	Protective Servs	Social/Rec.	Employment Placement Train.
Catholic Social Servs. of Phila.	X		X		X						X			
Lutheran Children & Fam. Serv. of Eastern PA	X	X	X					X	X		X	X	X	
Nationality Service Center	X		X						X		X		X	
Jewish Employmt. & Vocational Serv.														X
Cite (Center for Innovative Train. and Education)														X
Philadelphia Printing														X
Philadelphia Child Guidance				X										
Family Planning Council of SE PA						X								
Catholic Social Agency of Allentown	X		X		X		X		X		X			X
Catholic Social Servs. of Scranton	X		X						X					
Family Planning Council of NE PA						X								
Catholic Social Servs. of Hbg.	X		X					X	X		X			
Tressler Lutheran Serv. Assoc. Inc.	X	X	X		X		X	X	X		X		X	X
Family Planning Council of SC PA						X								
Diocese of Pittsburgh	X	X	X					X	X		X		X	X
Tressler Lutheran Serv. Assoc. Inc.	X	X	X		X		X		X		X		X	X
Family Planning Council of W PA						X								

Pennsylvania Legal Services

Department of Human Resources
OFFICE OF THE DIRECTOR
318 PUBLIC SERVICE BUILDING, SALEM, OREGON 97310 PHONE 378-3033

March 12, 1979

The Honorable Edward M. Kennedy
Chairman, Committee on the Judiciary
United States Senate
Washington, D.C. 20510

Dear Senator Kennedy:

There are currently about 5,500 Indochinese Refugees living in Oregon. Although this is only about 3% of the total number of refugees in the United States, it is three times what our proportional share of refugees would be based on our non-refugee population.

Forty five percent of the refugees in Oregon are receiving some form of public assistance. Their need for medical services is tremendous. Indochinese utilization of our English language training programs, mental health services, and other acculturation programs has been great. When discussion of reduced federal funding is raised, we have obvious reasons for concern.

It is for these reasons that I appreciate your invitation to provide input on the "United States Refugee Resettlement and Assistance Act of 1979". I submit the following comments and recommendation in that regard:

1. It is reasonable to link full federal funding to states under a schedule of individual length of residency. Discussion of limiting that 100% reimbursement for services and assistance to individuals who have been here less than two or three years, however, is not reasonable.

   Fifty six percent of the refugees receiving assistance in Oregon have been here less than two years. Forty two percent have been here less than three years. By the very nature of the circumstances that make these people refugees, it is not logical to expect a high degree of self-sufficiency within such a short time. And it is not fair to expect states to assume the burden of finishing that resettlement work so soon after their arrival.

   I recommend provision of 100% federal funding to states be limited to reimbursement for services and assistance provided to those refugees who have been in the United States less than five years.

2. Current HEW guidelines to states require the indefinite provision of cash and medical assistance to refugees not eligible for regular assistance programs. Assistance is mandated to unemployed but employable single adults and employed two parent families. Despite our best efforts at making job placements for those persons who are unemployed and upgrading the jobs of those who are under-employed, this regulation works against our goal of making refugees self-sufficient. It discourages refugees from taking those initial hard first steps toward independence by providing the guarantees of long term cash and medical security.

   I recommend that legislation assure the right of states to adjust assistance standards of refugees not eligible for regular programs in accordance with the individual state goals and the supplemental services that are available. For instance, cash and medical assistance could be provided to unemployed single adults for their first six months of residency. Following that, cash assistance could be terminated, but eligibility for medical services would continue for another year.

3. In the Indochinese Refugee Program, the State of Oregon was unwittingly put in the position of having to respond after the fact to each new group of refugees to be admitted. As a result, staff and program accommodations were rushed, compromising both their responsiveness and their effectiveness.

   I recommend that the number of refugees to be resettled into a particular state and the methodology to be used for their resettlement should be a matter of equal authority between the state social service agencies and the voluntary or other agencies which direct the initial relocation activities. This would assure that appropriate programs are available upon arrival of the refugees and that the respective expertise of both the states and the voluntary agencies are maximized in the services provided.

I would appreciate receiving any written materials that result from your sub-committee hearings on March 14 and in the future regarding the refugee issue. Your concern and dedication to this cause is outstanding.

Sincerely,

Leo T. Hegstrom
Director

LTH:pj

Texas Department of Human Resources

John H. Reagan Building, Austin, Texas 78701

JEROME CHAPMAN
Commissioner

BOARD MEMBERS

HILMAR G. MOORE
Chairman, Richmond

JAMIE H. CLEMENTS
Temple

RAUL JIMENEZ
San Antonio

April 6, 1979

The Honorable Edward M. Kennedy, Chairman
Senate Committee on the Judiciary
Room 2226, Dirksen Senate Office Building
Washington, D.C. 20510

Dear Senator Kennedy:

As Commissioner of the Texas Department of Human Resources, and through my association with the American Public Welfare Association, I have carefully watched the progress of the refugee program in this country. In that Texas has the second highest Indochinese refugee population in the country, Senate Bill No. 643 is of special interest to me.

Senate Bill No. 643 provides for equitable and humanitarian treatment of all refugees and is a great improvement over the inconsistent assistance offered in the past. In Texas we do anticipate some problems in effectively resettling refugees if all provisions of the bill are passed as written.

I would like to thank you for this opportunity to present written testimony on this bill and for your consideration of it.

Sincerely,

Jerome Chapman

Attachment

Testimony of

JEROME CHAPMAN, COMMISSIONER

Department of Human Resources

The State Of Texas

Chairman Kennedy and distinguished members of the Senate Judiciary Committee:

I am Jerome Chapman, Commissioner of the Texas Department of Human Resources. I welcome this opportunity to present our observations and comments on the Refugee Act of 1979. (Senate Bill No. 643)

It has been estimated that there are 22,700 Indochinese refugees residing in the State of Texas. This population is increasing at the rate of approximately 300 refugees per month. These new Texas residents consist of "boat cases" newly admitted to the United States and settled in Texas by the Voluntary Settlement Agencies (VOLAGS); and of Indochinese refugee individuals and families moving to Texas after having previously settled in other states. The basis of this secondary migration has been attributed to the warmer climate, the presence of more jobs, and the residency of relatives in Texas. Voluntary agencies estimate an additional 80,000 to 100,000 new Indochinese refugees will be admitted to this country by December 31, 1979, and anticipate that approximately 11% will settle in Texas.

Traditionally, 10% of the Indochinese refugee population in Texas at any point in time has been served by the Indochinese Refugee Assistance Program. This program is and has been funded

with 100% Federal monies and has been administered, through the Department of Health, Education, and Welfare, by the individual states. Services provided under this program have been in the form of financial assistance, medical assistance, and social services. The level of these services has been comparable to the Aid to Families with Dependent Children, Medicaid, and Title XX Social Services programs which are available to U.S. Citizens. Texas has never appropriated any state funds to provide assistance to these refugees; funds to be used for this purpose are not included in legislative appropriation requests for the fiscal years 1980-81.

It is our understanding that the proposed legislation, S. 643, would only allow refugees to be eligible for relocation assistance for two years following their resettlement in the United States. The Texas Department of Human Resources feels two years may not be sufficient time for all refugees to become fully adjusted and self-sufficient. If federal funds end after only two years, a refugee population may remain in Texas which is not self-sufficient and which may be in need of financial and medical assistance. There will be no means for Texas to provide this aid as Texas does not have a general assistance or unemployed parent program. Services provided to eligible refugees through existing programs, such as Aid to Families with Dependent Children and Medicaid, will not be fully reimbursed with federal funds thus resulting in increased state expenditures.

If the two year eligibility period was applied to our current financial assistance caseload, 67.2% of the cases would have to be denied. This represents approximately 1,400 people who would no longer be eligible for any assistance in Texas. The proposed two year limitation for Social Services actually will only provide for about 18 months of assistance since it takes about 6 months to get refugees integrated into the delivery system.

The continuation of the Indochinese Refugee Assistance Program and the extent of federal participation has become a matter of national debate. In our opinion, this debate should carefully consider the following factors:

1. The Indochinese Refugee Program is a federally initiated and mandated program.

2. Federal direction for this program has been inconsistent and erratic due to the lack of uniform national policy in the areas of funding and eligibility.

3. State resources are not available for this program as current expenditures are 100% federally reimbursed.

In order to adequately meet the needs of Indochinese refugees, the Texas Department of Human Resources recommends that legislation for this program contain the following provisions:

1. Assistance to refugees should be 100% federally reimbursed until the refugee is self-supporting for one year.

2. Services to unaccompanied refugee minors should be paid for with 100% federal funds until they reach the age of majority.

3. Maximum use of private agencies to serve unaccompanied refugee minors should be encouraged.

We feel these recommendations best serve the financial, medical, and social needs of Indochinese refugees. Unless financial assistance to the refugee households continues until they become self-sufficient, their adjustment to life in the United States will be very difficult. Texas may be unable to provide this assistance unless 100% federal financial participation in the Indochinese Refugee Program is maintained.

COUNTY OF SAN DIEGO
BOARD OF SUPERVISORS • 1600 PACIFIC HIGHWAY
SAN DIEGO, CALIFORNIA 92101 • (714) 236-2249

TOM HAMILTON
SUPERVISOR
FIRST DISTRICT

March 7, 1979

Senator Edward M. Kennedy
Chairman, Committee on the Judiciary
Washington, D.C., 20510

Dear Senator Kennedy:

Thank you for your notice of the Judiciary Committee hearing scheduled for March 14, 1979, on a "United States Refugee Resettlement and Assistance Act of 1979."

For the benefit of the Committee, it is the policy position of the County of San Diego that:

> WHEN THE FEDERAL GOVERNMENT PURSUES A POLICY WHEREBY REFUGEES ARE ADMITTED TO THIS COUNTRY, AND WHEN SUCH REFUGEES THEN CREATE SPECIAL DEMANDS UPON STATE AND LOCAL GOVERNMENTS, THEN THOSE STATE AND LOCAL GOVERNMENTS SO AFFECTED SHOULD BE FULLY REIMBURSED BY THE FEDERAL GOVERNMENT FOR THE COST OF MEETING SUCH DEMANDS FOR SO LONG AS SUCH DEMANDS EXIST

This County has been actively involved in past legislative efforts with regard to the ongoing needs of Indochinese refugees and intends to continue such level of activity.

You may wish to contact our Washington Legislative Representative, Mr. Roger Honberger, in this regard. He is quite knowledgeable with respect to the implications of the federal refugee policy for San Diego County. Mr. Honberger may be contacted at 1735 New York Avenue, N.W., Suite 500, Washington, D.C., or by telephone at (202) 785-0560.

Sincerely,

Tom Hamilton

TOM HAMILTON
Chairman
Board of Supervisors

TESTIMONY
Senate Committee on the Judiciary
Refuge Act of 1979 (S. 643)

April 12, 1979

Nebraska supports the provisions of the Refugee Act of 1979 (S. 643) which will provide states a continued source for providing assistance to Refugees and eliminate the stop-gap measures in the past.

The uncertainty of depending on special legislation each year has hampered states.

Respectfully,

John E. Knight
State Director
Nebraska Dept. of Public Welfare

Kennedy

THE CATHOLIC CHARITIES

ARCHDIOCESE OF MIAMI
4949 Northeast Second Avenue
Miami, Florida 33137

April 10, 1979

The Honorable Edward Kennedy
United States Senate
Washington, D. C. 20510

Dear Senator Kennedy:

Please find attached a copy of Archbishop McCarthy's statement on President Carter's proposed revision of Refugee laws.

If you have any comment or question, please feel free to contact me.

With kind regards, I am

Sincerely,

Bry nO Walsh.

Monsignor Bryan O. Walsh
Archdiocesan Director

Bow/jm
Encl.

ARCHDIOCESE OF MIAMI
THE CHANCERY
6301 Biscayne Boulevard
Miami, Florida 33138

3/14/79

MAR 15 1979
ARCHDIOCESAN DIRECTOR

OFFICE OF COMMUNITY RELATIONS
(305) 757-0981

STATEMENT OF ARCHBISHOP EDWARD A. MCCARTHY
ON PRESIDENT CARTER'S PROPOSED REVISION OF REFUGEE LAWS

I welcome the proposals to revise U. S. Refugee laws which President Carter sent on Friday to the Senate and House Judiciary Committees. These proposals, as reported in the media respond to the questions raised by me in my letter to the President, dated December 31st, 1978. In that letter, I pointed out that the laws of the United States discriminate against those persons from so called "Right Wing Dictatorship", who seek political asylum in the United States. As the Miami Herald stated on Friday, the President's proposal, if it becomes law, "would do away with this idealogical favoritism to refugees from Communistic Countries that has been a central part of U. S. refugee policy since 1952."

President Carter's proposals are of immense importance to all of us who live in South Florida. Because of our unique geographical location, South Florida is the only part of the United States easily accessible to those who flee their homelands. They land on our shores as undocumented aliens seeking political asylum here as their country of first asylum. All other refugees who are admitted to the U. S. must pass through refugee camps in other countries before even applying for entry to the U. S. In the case of South Florida alone, and specifically under present legislation, in the case of the Haitians, the U. S. is faced with the choice of recognizing their claim or returning them to their country of origin. This is at the root of the Haitian problem. It seems to me that

the President's proposal therefore offers some measure of hope for our Haitian refugees.

In addition, it would make it easier for the Administration to speed up the reunion of families seperated as a result of the Cuban Revolution. I would like to take this opportunity to express my continued concern at the slowness of the Department of Justice in processing the Cuban political prisoners and their families. Despite the assurance given following my meeting with Secretary of State Vance in Washington in November, that some four hundred a month could be cleared, only 65 have so far arrived in the U. S. In this regard, I also welcome the President's appointment of Ambassador Clark to head a new Office of Refugee Affairs in the Department of State. I hope that this office will not only coordinate the work of the various offices of the government involved, but also serve in an advocacy role on behalf of the refugees in making sure that the U. S. Government fulfills its Treaty obligations. At the same time I have recommended that Ambassador Clark consider opening an Office of Refugee Affairs in Miami.

Finally, of very great interest to all of us in South Florida, is the President's proposal to provide up to two years financial assistance, job training and bi-lingual education for the new-comers. This would help relieve the strain on local community resources.

WASHINGTON OFFICE
JAPANESE AMERICAN CITIZENS LEAGUE
1730 RHODE ISLAND AVENUE, N.W.
WASHINGTON, D.C. 20036
(202) 223-1240

RONALD K. IKEJIRI
WASHINGTON REPRESENTATIVE

NATIONAL HEADQUARTERS, JACL
1765 SUTTER STREET
SAN FRANCISCO, CALIFORNIA 94115
(415) 921-5225

14 March 79

Honorable Edward M. Kennedy
United States Senate
Committee on the Judiciary
Washington, D.C. 20510

Re: US Refugee Resettlement and Assistance Act

Dear Senator Kennedy,

Thank you for inviting the National JACL to the Judiciary Committee Meeting on the US Refugee Resettlemnt and Assistance Act.

The JACL is vitally interested in the Act, and its impact upon the cooperative efforts of governmental and private agencies ability to speed the "normalization" of Refugees.

The JACL stands ready to cooperate and support all efforts in which those people who come to the United States will be met with the environment of goodwill and welcome.

Best regards in your efforts.

Sincerely,

Ronald K. Ikejiri
Washington Representative

RKI/ja

AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS

EXECUTIVE COUNCIL

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PRESIDENT

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815 SIXTEENTH STREET, N.W.
WASHINGTON, D.C. 20006

(202) 637-5000

April 2, 1979

Honorable Edward M. Kennedy, Chairman
Committee on the Judiciary
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

Attached are two copies of the AFL-CIO's position on the "Refugee Act of 1979."

It is requested that this submission be made as part of the record.

Sincerely yours,

Kenneth Young, Director
DEPARTMENT OF LEGISLATION

Attachments

STATEMENT BY
THE AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS
SUBMITTED TO
THE SENATE JUDICIARY COMMITTEE
ON THE "REFUGEE ACT OF 1979"

March 29, 1979

The AFL-CIO is pleased to submit its views on the "Refugee Act of 1979," a bill which, if passed, will do much to revise the procedures in the Immigration and Nationality Act for the admission of political refugees into the United States.

The American labor movement, which was forged by immigrants and political refugees, as were other movements and institutions throughout this country, has a deep and unabiding commitment to aid refugees from oppression. Our work on behalf of Jews and trade unionists escaping from Hitler's holocaust, and our assistance to Hungarians, other East Europeans, Cubans, and most recently, Indochinese, testifies to this commitment.

While some in this country have wavered, our resolve to help the victims of totalitarianism has remained unchanged, unaffected by domestic or international political whims. This is because the nature of totalitarianism remains unchanged, while the number of despots controlling the lives of ordinary people has increased dramatically. We are also acutely aware that the response of the American people and their government to the plight of political refugees is a crucial factor in the response of other democratic nations.

The "Refugee Act of 1979" is long overdue. While the Immigration and Nationality Act of 1952 served its purposes well, the last few years

have witnessed increasing tension between the Congress and the Executive branch over the process by which political refugees are admitted into the United States. It must be said that each branch of government bears its share of the blame for the lack of a consistent and coherent policy toward political refugees. This is why the process of consultation that apparently went into the drafting of this bill is so important. It demonstrates a new spirit of cooperation, an end to an unfortunate interlude which made every decision on paroling political refugees an unnecessary skirmish. President Carter, Senator Kennedy, Representatives Rodino and Holtzman, and others are to be commended for their efforts to rationalize the law. The result will greatly ease the suffering of people who have not as yet made the awesome decision to embark upon a life as a political refugee.

In our view there are two principal concerns that opponents of this bill may articulate. One is that the effect of the legislation will be to open the country to unmanageable numbers of refugees. The other is that the cost of resettling the refugees permanently in the United States will be prohibitive. Both conclusions are unwarranted.

While the Act does increase the number of political refugees who could be admitted each year from 17,400 to 50,000, this does not represent an actual increase in the number which have been admitted in recent years. And, the procedures outlined in the bill clearly include and define a role for the Congress in the decision-making process concerning the admission of additional refugees in emergency situations.

How is it that the AFL-CIO, some might ask, is willing to support the continued admission of refugees when unemployment is already intolerably high? The essential reason is our belief in fundmental American values, values which place a premium on human life and freedom. No organization is more concerned about the problem of unemployment than the AFL-CIO. But that problem will be only marginally affected by the number of refugees the United States is likely to admit annually.

Many of those who voice concern about increasing the number of political refugees admitted into the country are the same people who are unwilling to support effective measures to stem the flow of illegal aliens across our borders. To fail to live up to our international responsibility to grant resettlement opportunities to political refugees because we have failed to prevent millions of illegals from entering is myopic at best, and perverse at worst.

The cost factor is also essentially a non-issue. The proposed legislation calls for the termination of federal assistance to refugees after they have been in the country for two years. Many will be off assistance long before that. In other words, the "Refugee Act of 1979" imposes a limit, albeit a reasonable one, where limits do not presently exist.

Certainly, resettling refugees will cost substantial tax dollars, but, in our view, this is an investment in America's future. The refugees quickly become taxpayers and consumers, thus creating jobs in the long run. Another important factor to keep in mind is that the cost of resettling refugees is not borne solely by

the states and the federal government. Dozens of voluntary organizations match government funds dollar for dollar in the resettling process. Thousands of individual Americans contribute their time and money to assist the refugee and his family in making the transition into American life. We are, incidentally proud to point out that the AFL-CIO has collected thousands of dollars, from our international unions as well as our state and city labor centers, to aid in the resettlement of Indochina refugees.

There are other important aspects of the "Refugee Act of 1979" which should be addressed for the record.

The new definition of the term "refugee" in the bill is a change which is necessary if the United States is to maintain a credible human rights policy. The language conforms closely with that in the United Nations Convention and Protocol Relating to the Status of Refugees. Above all, it reflects international reality. While the Communist dictatorships continue to generate the greatest number of political refugees, it is clear that the ideologically bizarre dictatorships which abound in the world today are generating an increasing number. The Act's redefinition takes this into account.

As alluded to earlier, the provisions of the bill which clarify the use of the Attorney General's parole authority and provide a new procedure for admitting refugees in emergency situations are most welcome. It should mean better planning and smoother implementation of the law, while minimizing differences between the Legislative and Executive branches which have, in the past, resulted in needless suffering by the refugees.

The United Nations High Commissioner for Refugees has pointed out that the bill lacks any provison for "granting asylum to individuals who are refugees in accordance with the definition set out in the Bill." While such a provision may not have been necessary in the past because of our relative geographic isolation, changes in modes of international travel, make the UNHCR's suggestions on asylum procedures worthy of inclusion in the bill.

The AFL-CIO's continuing involvement in urging a more generous, open-ended U.S. policy of admitting Indochinese refugees is well-known. We believe that the "Refugee Act of 1979" provides an excellent legal and administrative mechanism for the realization of that goal. But as the attached AFL-CIO Executive Council statement on Indochinese refugees, passed last month, states: "In the final analysis, no single nation and surely no private organizations have the means of providing haven and sustenance for the growing number of refugees. Nor can this problem be met by scattered, ad hoc efforts. It requires the cooperation of many governments and the development of an overall plan for the rescue and resettlement of these refugees from totalitarianism. We call upon the U.S. Government to press other governments to join in such a coordinated effort. We also call upon the trade union movements of the free world to urge their governments to respond generously to the needs of refugees."

In concert with U.S. diplomatic initiatives, passage of the "Refugee Act of 1979" will provide the international community with the leadership necessary to develop a comprehensive effort to rescue and resettle hundreds of thousands of desperate political refugees each year.

Statement by the AFL-CIO Executive Council

on

Indochinese Refugees

Bal Harbour, Fla.
February 26, 1979

During the past year the AFL-CIO has worked actively for the adoption of a more compassionate, open-ended policy for the admission of Indochinese refugees into the United States. While the administration, with congressional approval, has more than doubled the number of refugees admitted into the country, much remains to be done.

Thousands continue to flee from Vietnam, Laos and Cambodia. Many people, especially ethnic Chinese, are leaving Vietnam after paying substantial bribes to Communist officials. Repeated claims that these people are not bona fide political refugees have been made by governments in Southeast Asia. Such myopic reasoning defies international law and basic humanitarianism.

At an international consultation held in Geneva last December, under the auspices of the United Nations High Commissioner for Refugees, representatives of 35 free nations expressed sympathy for those making the dangerous exodus. Yet, no nation made firm commitments to accept a sufficient number of refugees for permanent resettlement.

In the final analysis, no single nation and surely no private organizations have the means of providing haven and sustenance for the growing numbers of refugees. Nor can this problem be met by scattered, ad hoc efforts. It requires the cooperation of many governments and the development of an overall plan for the rescue and resettlement of these refugees from totalitarianism. We call upon the U.S. government to press other governments to join in such a coordinated effort. We also call upon the trade union movements of the free world to urge their governments to respond generously to the needs of the refugees.

Meanwhile, the AFL-CIO Executive Council reaffirms its statement of February 1978. The AFL-CIO strongly urges that the administration further increase admissions of Indochinese refugees into the United States. To demonstrate our commitment, the AFL-CIO has established the Southeast Asian Refugee Fund to raise money for U.S. voluntary organizations which assist in the resettlement effort. All affiliated unions, state and local central bodies are urged to contribute generously to the fund.

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ARTICLE

The World's Homeless People

By Edward M. Kennedy

When China attacked Vietnam, some feared refugees would be an excuse for global war. The world is so unstable now that there are more homeless than since after WW II. Refugees are everyone's problem, and the U.S. should admit more.

Few human dramas are more compelling, or more revealing of the troubled times in which we live than the plight of millions of refugees around the world. The recent exodus of ethnic Chinese refugees from Vietnam, which has contributed to today's raging conflict between China and Vietnam, is but one frightening example of how massive refugee movements can unbalance peace and stability in the world.

There are few greater tests of the democratic and humanitarian ideals for which we stand than how we respond to the needs of the world's displaced people. And there is no more basic human rights issue than the protection of refugees.

Refugees have become a worldwide phenomenon—of countless men, women and children forced to leave their homes for as many reasons as there are behind the violence and conflict among people and nations. Yet today this drama is of greater and more pressing dimension than at anytime in recent years—and, we may hope, in years to come.

There are now more refugees needing homes in new countries than since the worst days after World War II.

We know this because we see their tired, sad, weary images on our televisions and in our newspaper. Whether they be the "boat refugees" fleeing the upheavals in Indochina, refugees in southern Africa fleeing racism or guerrilla war; or Soviet Jews and Eastern Europeans seeking the promise of the Helsinki accords, their plight is known to us.

What is less understood is what we are doing and could do to help, how other countries are responding, and what more needs to be done.

To review some of these issues, I will conduct a hearing before the Senate Judiciary Committee next week on world refugee problems, on proposals to reform American refugee assistance and resettlement programs, and to receive the first testimony of former Sen. Dick Clark (D-Iowa), recently appointed U.S. coordinator for refugee affairs. Who is responding to the refugee problem? Take the case of the current flow of Indochinese refugees. The United States has not and is not expected to accept an unlimited number of refugees from Indochina, even though we clearly have a special obligation after years of involvement with, and close ties to, the people of Vietnam, Laos and Cambodia.

Newsday Illustration by Ned Levine

Sen. Edward M. Kennedy, Democrat from Massachusetts, is chairman of the Senate Judiciary Committee, which is holding hearings on refugees.

Excluding the 135,000 people we unilaterally evacuated from Indochina in 1975, the United States today is third in the per capita number of refugees and boat people we have resettled since the problem became an international responsibility of the United Nations High Commissioner for Refugees (UNHCR).

Both Australia and France are far ahead of us in accepting Indochinese refugees. Since June, 1975, Australia has resettled 104 refugees and France 61 refugees per 100,000 of their population. The United States has resettled only 25 refugees per 100,000 population, or just ahead of the number Norway, Belgium and New Zealand have taken.

Many countries have been doing their share in meeting the resettlement needs of Indochinese refugees—even as we all recognize that much more still needs to be done. Also, we must acknowledge the special refugee burdens some countries are carrying in assisting or accepting refugees, other than those from Indochina.

For even as we stress that we accept thousands of refugees from other areas, many countries are resettling or providing safe-haven for large numbers of refugees—such as the 200,000 African refugees accepted in recent years by Tanzania, one of the 25 poorest countries in the world, which nonetheless has a remarkable record of hospitality toward refugees.

Southeast Asia's Forgotten Refugees
See Page 5

Countries such as Israel, Germany and Britain have responded to the resettlement needs of thousands of certain ethnic refugees for whom they feel they have a special responsibility.

So the United States is one of many countries accepting refugees, although we do have a proud record of permanently accepting the largest number of the world's refugees over the past several decades.

The cost of resettling refugees is not as great as sometimes imagined. Official figures, for example,

—Continued on Page 11

—Continued from Page 1

on Indochinese refugees suggest that it costs the United States approximately $2,000 to $3,000 per Indochinese refugee for transportation to the United States, voluntary agency support, and initial settlement costs incurred by state and local governments.

And experience shows that in short order they repay in taxes and contributions to our society far more than ever spent on their behalf. As refugees begin to lead normal lives and become productive citizens, they also have a record of enriching our society and economy—as in the case of the Cuban refugees in the 1960s, who revitalized the economy of Florida and have contributed to our nation in countless other ways, or the European Jews who came here to flee the Nazis or, more recently, refugees from the Soviet Union.

The recent experience of the Indochinese refugees largely parallels the record of most refugees who have come to our shores. Despite the many hurdles they have faced—linguistic, cultural and economic—these refugees have done remarkably well. Their employment rate since 1975 has been consistently above the national average. By the end of last year, the Indochinese refugee employment rate was 94.9 per cent, compared to the national average of 94.5 per cent. This high employment rate is a tribute to their energies and their persistent efforts to find work, even "entry level" jobs or several jobs.

Only 11 per cent of the Indochinese refugees are on general welfare. Most receive supplemental support just for a short period as they find jobs and attempt to adjust to the complexities of American society.

Of course this record of economic accomplishment and cost-benefit to our society really ignores the far more important benefit that refugees, and all migrants, contribute to our country—the richness in culture and diversity that continues one of the oldest traditions in our nation's history.

We are able to continue this tradition without opening the "floodgates" as sometimes feared, because their relative numbers are small. Refugees who have come to the United States over the past three decades—about 40,000 a year—represent only about 10 per cent of our annual legal immigration, and not even a drop in the bucket compared to undocumentated migration to the United States each year.

The numbers are small also in comparison to their importance to our international responsibilities and national interests. For example, the 10,000 or so Soviet Jews we have resettled in the United States each year reflects our strong diplomacy in support of human rights, and our policy to encourage the freer movement of people throughout the world. For us to do less than we have would not only seriously compromise the Helsinki agreement with the Soviets, but also be a betrayal of our deep concern for the desperate plight of many Soviet Jews and their families in the United States.

In fact, it is inexcusable today that we are in serious default of this commitment. Immigration numbers for Soviet Jews have become totally inadequate, and there is a backlog of some 8,000 Soviet refugees in transit centers in Rome, causing needless personal hardship

Newsday Illustration by Wed Levine

for thousands of families and vastly increased costs.

Given the small numbers involved, it would be tragic if we failed to live up to our commitment to human rights for refugees; to the Helsinki accords; and to the reunion of families.

The flow of refugees to the United States has never been a seriously disruptive population factor, even during periods of occasional emergencies when larger numbers have been resettled. The total impact has been minor compared to the total migration into our country. The United States can clearly do more.

By far the greater part of U.S. assistance to refugees is in the form of relief to refugees overseas—such as today's refugees from Zimbabawe in southern Africa, or Cypriot refugees, or displaced persons in Lebanon. These are programs of humanitarian assistance and do not require resettlement to a third country. They help assure that refugees will be granted temporary asylum until they can return to their homes or until conditions stabilize.

Of the millions of refugees across the globe, relatively few need resettlement outside their region. For example, of the close to 1 million refugees in Africa—from 250,000 Ethiopian refugees in the Sudan, or 150,000 Burundi refugees in Tanzania, or 400,000 Angolan refugees in Zaire—they basically require assistance until conditions permit their return to their homelands, or until they are permitted to find local settlement.

Our dollar support of refugee programs overseas amounts to about $500 million in recent years. And while this support is generous and crucial to many refugee programs, the United States is only one among many contributors. We contribute about one third of the total budget of the UN High Commissioner for Refugees.

Also, the costs incurred by host governments generally far outpace whatever international support we or others may offer. Israel, for example, has always received contributions from abroad to help it cope with the steady influx of Soviet and Eastern European refugees, but the greatest resettlement cost is inevitably borne by the Israeli government.

Another example is Thailand, where the presence of some 135,000 Indochinese refugees poses heavy economic, social and political burdens. Although Thailand is not a signatory to the UN Convention and Protocol Relating to the Status of Refugees, it has nonetheless lived up to the spirit of this international humanitarian agreement—despite some understandable grumbling.

The Thais have received international and American support, since the temporary care and maintenance of the refugees falls under the mandate of the UNHCR. But Thailand ultimately will bear the burden of settling many—perhaps about 70,000 Laotian and Cambodian refugees—within Thailand, at an estimated cost of $100 million over three years.

The UNHCR, the United States and Japan have offered rural development assistance to help the Thais integrate these refugees into the rural economy of northeast Thailand, while also benefiting local Thais as well. But Thailand, like most developing countries that receive refugees, will nonetheless carry a cost proportionately greater than if we or Western European countries were to resettle refugees.

Again, this reinforces a point sometimes forgotten by many Americans, that many countries have joined the effort, in differing ways, to assist refugees—including some developing countries which can afford it least.

It also underscores the fact that we cannot expect other countries to respond to the needs of refugees unless we also prove we are willing to provide assistance and homes, when necessary.

> *"This reinforces a point sometimes forgotten by many Americans, that many countries have joined the effort, in differing ways, to assist refugees—including some developing countries which can afford it least."*

The United States has a record of accomplishment in offering a helping hand to refugees. We can be proud of this record. Over many years, we have responded generously and compassionately to the needs of homeless people, and our national policy of welcome has served our country and our traditions well.

But for too long our policy towards refugee assistance had been ad hoc and has lacked effective planning and efficient programing We have admitted refugees in fits and starts, because our immigration law has been inadequate, discriminatory and totally out of touch with today's needs.

The need for this immigration reform is now widely recognized, and there is every prospect that Congress will favorably consider legislation this year to amend the refugee provisions of the Immigration and Nationality Act of 1952, and establish a clearly understood policy governing the admission and assistance of refugees.

The agenda for action is clear and, I believe, long overdue.

First, we must update our laws governing the resettlement of refugees in the United States, to help insure greater equity in our treatment of refugees and to establish a more orderly procedure for their admission and resettlement in our country in reasonable numbers. A bill I have introduced in Congress repeatedly since 1969 would accomplish this goal, and it will soon be pending before the Senate Judiciary Committee, of which I serve as chairman.

Second, we must reorganize the mechanisms within our government responsible for assisting refugees—both at home and overseas. Again, legislation pending before the Judiciary Committee will accomplish this goal, and save tax dollars for refugees by streamlining and centralizing control of programs within the State Department and other agencies.

Also, the prospects for rationalizing our nation's policy toward refugee assistance and resettlement has been given a strong boost with the recent appointment of former Sen. Clark to be the President's special U.S. Coordinator for Refugee Affairs. The creation of this office, with the rank of ambassador-at-large within the State Department, will provide a focal point for all refugee concerns at a high level of government.

Finally, we must state again that America will always keep our door open to refugees. For the dispossessed and homeless of the world, the Statue of Liberty means more than just a symbol of a new life, it may mean life itself.

Just ask Doan Vinh Dang, age 24, one of only four survivors out of a family of 14. Now living in a Washington suburb, Dang recently recounted the grim story of his boat trip from Vietnam—a journey that took the lives of 10 family members.

On the 10th day of their trip a baby was born. By the 17th day the baby was dead. On the 21st day, the next youngest son died and was buried, like the others, at sea.

By the 25th day the fourth son and his three children, ages 2, 4, and 6, also died from exposure and the lack of food and water. Dang was so weak it was almost impossible to push the bodies over the side of the boat.

Dang's story is only a graphic reminder of the great risks and desperate needs of all refugees, and their strong claim upon the attention and concern of the American people. We must, and we can, be generous in our response.

As President John Kennedy wrote in "A Nation of Immigrants," our immigration policy "should be generous; it should be fair; it should be flexible. With such a policy we can turn to the world, and to our own past, with clean hands and a clear conscience." ☐

IDEAS/11

Selected Editorial Comment and Commentary on Refugee Legislation

[From the Boston Globe, March 15, 1979]

A refuge from persecution

It would be a tragedy if the economic disquiet in the land somehow causes Congress to reject President Carter's praiseworthy proposals for reforming the nation's processing of refugees seeking to resettle in the United States. The modernization of our refugee laws, which have not been substantively changed since 1952, is long overdue.

Following lines long advocated by Sen. Kennedy, the Administration has proposed to change the definition of refugees, which is now limited to those fleeing persecution in communist countries and the Mideast, to a broader definition encompassing all those fleeing from persecution or a substantive fear of persecution in their homelands as a result of race, religion or political beliefs. That redefinition would allow the United States for the first time to accept refugees from many of the world's totalitarian countries.

Second, the legislation increases the normal quota on refugee admissions from 17,400 to 50,000. That may seem a radical increase, but in fact it is not. Through a series of waivers, the annual flow for the last 20 years has been about 30,000. Further, the turmoil in Indochina in recent years has raised the refugee flight to this country to over 70,000 annually.

Another feature of the legislation would make more orderly the mechanisms for increasing the quotas above 50,000 when that appears necessary. It would allow the President to do so at the beginning of each year if he foresees a need; and in the event of unanticipated developments during a year, it regularizes the consultations with Congress leading to the establishment of higher quotas.

The present system has worked, but only by fits and starts. The Administration has been leery of continually using its somewhat tenuous waiver authority to meet the surge of Indochinese refugees. The limited normal quota has slowed the arrival of refugees from other parts of the world; about 9000 Russian Jews are now waiting in Rome for admission to the United States but cannot now enter because current quotas are exhausted; the United States is now paying relief agencies $3 million a month to assist them.

The proposed new system should not add any great government costs. Nor will a 50,000 annual addition to our population have any marked impact on our labor market — about 350,000 immigrants enter the country legally each year and the number of illegal entries dwarfs that figure. It will, however, make more real our oft-stated national desire to accept, welcome and assimilate those driven from their homelands.

[From the Baltimore Sun, March 15, 1979]

A Law To Conform to Ideals

The United States ought to have better refugee laws than it does. Generally speaking, American policy on refugees has been good The government has responded (or at least tried to) to those people fleeing from tyranny and upheaval. But the law under which the government operates hinders rather than helps that response. Efforts to reform that law over the past 20 years always got nowhere—but hearings began on Capitol Hill yesterday that hold the promise of action at last.

The existing law limits the number of refugees who may enter the country to a miniscule 17,400 and, worse, so narrowly defines "refugee," that many unfortunate individuals and groups do not qualify. Because of these restraints, presidents in recent years have had to resort to individualized, expensive and inefficient special exceptions to the law to let in the approximately 40,000 to 50,000 refugees a "normal" year brings to our shores. As is often the case when complicated problems are dealt with by custom and on an *ad hoc* basis rather than by law and well laid out procedures, that process has often been marked by hit-or-miss dealings with Congress, unnecessary delays, occasional tragedies, waste, inefficiency—and then, when the refugees finally get here, discriminatory treatment as compared to other immigrants.

President Carter has proposed and Congress is now considering writing into law the generous customs that have developed, and otherwise making the lot of the refugee less unhappy. The number of refugees entering the country won't increase over what it has been, but entry will become more orderly and fair for those seeking a haven here. The proposal would also allow the government to act with speed and flexibility in emergency situations, as when there are huge and unexpected numbers of refugees.

All in all it seems a fine bill—and since Edward Kennedy, a veteran champion of refugee law reform, has replaced a long-time foe of reform, James Eastland, as chairman of the Senate Judiciary Committee, and since the Carter administration has created a high level pos. for former Senator Dick Clark as refugee affairs policy adviser, the prospects for new law seem good. We hope so. A nation with a human rights mission needs a humane and wise refugee law.

[From the Washington Post, March 12, 1979]

Action on Refugees

THE MOMENT is right for a change in the 27-year-old basic law setting the terms on which the United States fulfills one of its primary obligations to the international community and to its own ideals—taking in refugees. Downtown, the president has the necessary commitment, and the relevant executive-branch departments, especially State and Justice, have finally achieved the necessary consensus. On Capitol Hill, Sen. Edward Kennedy's ascent to the chairmanship of the Justice Committee eliminates a longstanding Senate bottleneck, and an essentially like-minded Elizabeth Holtzman now holds the key House Judiciary subcommittee chairmanship. Chairman Peter Rodino is supportive, too. They were consulted in the drafting of the new refugee bill the administration is submitting now.

The bill would alter the post-World War II era definition of refugee, one which favored people fleeing communist countries (and the Middle East), and install a more universal standard based on uprootedness rather than ideology. The reason for this is not that henceforth the United States should trim its hospitality to refugees from communist regimes, which still, after all, generate large numbers of refugees. The reason is that, in recent decades, Americans have sharpened their sensitivity to the plight of refugees created by other lands. It is a sad comment on the turbulence of contemporary politics that the refugee condition, stemming from a deep conflict between individuals and their homeland regimes, is as pervasive as it is. The United States, with its tradition of openness and its global political involvements, cannot fail to adjust its definition of refugee to these dismal new circumstances.

The new bill would not simply open the gates, though it likely will be attacked—disingenuously—on those grounds. A basic annual quota of 50,000 refugees would be set. This is about double the number of refugees who will arrive this year anyway; it is somewhat more than the 30-year average; it is barely 10 percent of regular legal immigration and a tiny fraction of the illegal flow. In other words, the numbers are nominal. Realistic studies show, moreover, that the economic burden imposed by arriving refugees is more than compensated for by the contribution they eventually make to their adopted land. The new bill would regularize financing of the federal share of the resettlement process.

The most controversial part of the new legislation will probably be its proposals for dividing power between the president and Congress when it comes to responding to emergency flows of refugees over the 50,000 line. These flows are inherently difficult to plan for but, once they happen, the uprooted people, adrift and often destitute, must be cared for expeditiously. If these two requirements, especially the second, are heeded, it should be possible to find a formula combining acceptable measures of executive flexibility and congressional control.

This new legislation would establish for the first time a comprehensive United States approach to refugee resettlement and assistance. Its aim is to ensure that American refugee policy serves both the general national interests of the United States and the specific personal requirements of thousands of individuals in distress. Few bills worthier of support are likely to come before Congress this year.

[From the Chicago Tribune, March 21, 1979]

By this we shall be judged

The Senate Judiciary Committee has under study an issue the resolution of which will say a great deal—for better or worse—about what we stand for as a nation. The issue is refugees and whether the United States will accept its responsibility to give displaced Southeast Asians a home or bar the way because of the narrowest view of self-interest.

The Carter administration has offered to Congress a strong new bill setting up a procedure for the admission of refugees from the world over. In view of the political opposition to admitting large numbers of aliens who may compete for jobs with people already in the United States, the bill is remarkably generous.

It would give the President authority each year to allocate 50,000 spaces to refugees of various countries. In addition, the President could, in consultation with Congress, increase the number without limit if he determines there is a special need.

Today about 200,000 people are wasting away in squalid Southeast Asian refugee camps. Many of these are people to whom representatives of the U.S. government promised protection if they aided in the war against North Viet Nam. Others are people whose yearning for freedom derives from the lesson and example the United States gave them during those years of conflict. Still others—perhaps hundreds of thousands—remain in Viet Nam just waiting for the opportunity to flee.

Because of this bulge in the refugee population and because the Soviet Union has recently been allowing emigration of greater numbers of people, the effective annual level of immigration would increase under the administration proposal by about 25 per cent, at least for a few years.

This dramatic increase is both the proposal's strength and its vulnerability. It would truly allow the United States to live up to the historical imperative that it "open its arms to" people who have relied on it. But it would mean large numbers of new immigrants competing for jobs, and perhaps ending up on public welfare, and that translates into political resistance.

Curiously enough, most of the voices that on humanistic grounds once protested the Viet Nam War's toll of suffering today remain silent when it comes to the lingering despair in Southeast Asia.

Support for a more open-armed approach to the refugees comes from conservatives and from Sen. Edward Kennedy (D., Mass.) who chairs the Senate Judiciary Committee.

We hope they will be able to put together a coalition in both the Senate and the House of Representatives expeditiously to pass the administration proposal. The bill needs some clarification about who qualifies as a refugee, but it is an important step forward in fulfilling a historic responsibility. This is one national duty by which, we can be sure, this country will be judged both by the peoples of the world we hope to persuade to share our commitment to human freedom and, as important, by history itself.

[From the New York Times, March 12, 1979]

Refugees: Making It

By Darrel Montero and Judith McDowell

COLLEGE PARK, Md. — Nearly four years have passed since the first evacuees from Vietnam began arriving at refugee centers in the United States. Having survived the trauma of years of warfare, flight from their homeland and separation from loved ones, they faced an uncertain future.

A Gallup Poll in 1975 reported that 54 percent of the American people felt that the Vietnamese should not be permitted to stay in this country. They arrived at a time when the unemployment rate was almost 9 percent. Many Americans predicted that an influx of refugees would mean increased competition for scarce jobs and an added drain on overburdened public-assistance rolls.

Has this in fact been the case, or have the Vietnamese flowed more easily than many expected into the mainstream of American society?

The latest figures indicate that some 170,000 Indochinese refugees are living in all of the 50 states as well as the District of Columbia, Guam, the Virgin Islands and Puerto Rico. Because of the abruptness of their evacuation, most who came to this country were psychologically unprepared to start life anew. They had made no rational, calculated decision to emigrate but had simply fled what seemed an untenable situation. They didn't know what they would find here, or if they would be welcome, but for the great majority there could be no going back.

Eighty percent of the Vietnamese who came in 1975 were under the age of 35. Two-thirds came from urban settings, from relatively well-to-do families. Many were among the educational elite by Vietnamese standards and occupied high career and social positions. These factors appeared to bode well for the refugees' adjustment in American society. However, the jobs open to them here were, for the most part, lower-level, offering little pay and few opportunities for advancement.

A recently completed national study, funded by the Department of Health, Education and Welfare and based on a representative sample drawn from 35,000 Vietnamese refugees, gives some indication of just how far the Vietnamese have advanced.

Fully 94 percent of those who sought jobs are employed, and income among the refugees has increased steadily since 1975. A majority (51 percent) of households report a combined monthly income of $800 or more, with fewer than 3 percent reporting less than $200.

However, the findings show considerable downward occupational movement, particularly among those who formerly held professional or managerial positions in Vietnam.

While many no doubt have seen their standard of living lowered since leaving Vietnam, the employment and income figures appear bright considering how recently the refugees arrived and the extraordinary circumstances of their arrival.

Of even greater significance, the findings show that over 90 percent of the Vietnamese refugees' income is from wages and salaries, not public assistance. In fact, fewer than one-third of the households are receiving public assistance of any type, a clear indication that the Vietnamese are moving steadily toward economic self-sufficiency. Thus, early fears that the refugees would create a considerable financial burden for other taxpayers appear to have been unfounded.

Upon their arrival, many refugees found that language barriers added to all their other problems. Limited English proficiency appears to have become less of an obstacle: 89 percent of those who cannot understand English at all are nevertheless employed. With prolonged exposure to American people, schools and the mass media, it seems only a matter of time until the great majority are fluent in English.

Unlike other immigrant groups, the Vietnamese who arrived in 1975 found no indigenous ethnic community to give them emotional or material support.

In recognition of this need, the Vietnamese have been moving from small towns to large metropolitan areas, forming substantial ethnic communities in Dallas, New Orleans, San Francisco and Los Angeles.

The inroads they have made so quickly in income and employment, coupled with their apparent cohesiveness in spite of their original thin dispersal throughout the states, indicate a remarkable trend. It appears likely that with increasing familiarity with the English language and an expanding job market that can allow them to take advantage of their educational and occupational backgrounds, the Vietnamese face a bright future.

Darrel Montero, author of "Vietnamese Americans: Patterns of Resettlement and Socioeconomic Adaptation in the United States," teaches urban studies at the University of Maryland, College Park. He directs its urban ethnic research project, of which Judith McDowell is a research associate.

The Admission of Refugees to the United States:

Issues for the 96th Congress

by CATHERINE McHUGH
Congressional Research Service

The continuing flight of Indochinese refugees since mid-1975 has focused attention on United States procedures for the admission and resettlement of refugees. The first United States immigration programs designed specifically to provide for the admission of refugees were established after World War II. Since 1945, nearly two million refugees have entered the United States, including those admitted under normal immigration procedures. While assistance to refugees in the United States has traditionally been funded by private contributions, major Federal refugee assistance programs have been established for Cuban and Indochinese refugees, and a new program for Soviet and other refugees which uses Federal funds to match private contributions is being inaugurated in fiscal year 1979.

As background, prior to 1965, refugees were admitted under special programs, authorized legislatively or administratively. However, the Immigration and Nationality Act of 1952, which is the basic law governing immigration to the United States, did not specifically provide for the admission of refugees under normal immigration procedures. The Immigration and Nationality Act Amendments of 1965 added a statutory refugee provision to the Immigration and Nationality Act, but additional refugees have continued to be admitted under special programs authorized outside normal immigration procedures.

The Immigration and Nationality Act of 1952 as amended provides for the admission of the immediate relatives of United States citizens for permanent residence without numerical limitation, but other immigration is limited to 290,000 persons per year. Immigrant visas are distributed according to a seven-category preference system. The Immigration and Nationality Act provides for the admission of 17,400 refugees per year under the seventh preference category. This provision is applicable to persons who have fled from Communist countries or the Middle East because of persecution, and to persons who have been uprooted by natural disasters.

CONDITIONAL ENTRY

The admission of refugees under the seventh preference is on a conditional entry basis. Conditional entry is not admission for permanent residence; but a refugee granted conditional entry may obtain permanent resident status after two years in the United States.

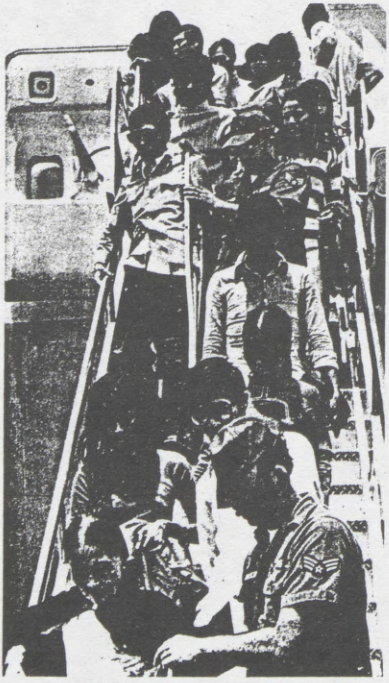
In recent years, however, the majority of refugees who have entered the United States have done so under special refugee programs authorized for persons who are not able to enter the United States under the Immigration and Nationality Act's basic statutory refugee provision because of the ideological, geographic, or numerical limitations on conditional entry. These refugees have been admitted under the parole provision of the Immigration and Nationality Act.

The parole provision authorizes the Attorney General at his discretion to parole any alien into the United States temporarily, in emergencies or for reasons deemed in the public interest. Parole is not admission for permanent residence; however, under certain circumstances, an alien granted parole may obtain permanent resident status within the numerical limitations imposed by the Immigration and Nationality Act. In addition, special legislation has been enacted to provide for the retroactive adjustment of

status of Hungarian, Cuban, and Indochinese refugees paroled into the United States. Most recently, legislation was enacted as part of Public Law 95-412 to enable other refugees paroled into the United States before September 30, 1980 to adjust their status without numerical limitation.

Another provision of Public Law 95-412 establishes a Select Commission on Immigration and Refugee Policy which is scheduled to make administrative and legislative recommendations by September 30, 1980. Also, 95th Congress legislation relating to refugees includes various enactments providing for assistance to refugees in the United States under the Cuban refugee program, the Indochinese refugee program, and a new program for Soviet and other refugees.

It is anticipated that legislation will be under consideration in the 96th Congress to amend the Immigration and Nationality Act to provide for a more comprehensive approach to the admission of refugees. It would be similar to proposals introduced in the 95th Congress, which were designed to expand the definition and number of refugees admissible under normal immigration procedures. Among the issues expected to be under consideration is the question of who shall be eligible for refugee status.



THE LUCKY ONES BY PLANE, LIKE THESE ARRIVING AT EGLIN AFB, FLORIDA, AFTER THE COLLAPSE OF SOUTH VIETNAM. *U.S. Air Force Photo*

U.N. PROTOCOL AND CONVENTION

The United States is a party to the 1967 United Nations Protocol Relating to the Status of Refugees, which incorporates by reference the 1951 United Nations Convention Relating to the Status of Refugees. The Protocol and Convention are designed to protect any person who is unable or unwilling to return to his country of nationality or residence because of persecution or the fear of persecution on account of race, religion, nationality, membership of a particular social group, or political opinion. Legislation may be introduced to amend the Immigration and Nationality Act to define refugees in these terms, thus eliminating the ideological and geographic limitations of the present conditional entry provision.

Proposals may also be considered to increase the number of refugees who may be admitted under normal immigration procedures. It is argued that an increase in the normal refugee flow would reduce the necessity for emergency refugee admission and refugee assistance programs to be authorized on an ad hoc basis.

Whether parole, which was originally intended to be used only on a case-by-case basis, should continue to be used on behalf of groups of refugees is another issue of Congressional concern. The Attorney General usually authorizes parole after receiving a recommendation from the Secretary of State and upon consultation with Congress, but such consultation is not explicitly required by law.

In addition, there is no numerical ceiling on the parole provision. Even if the scope of the basic statutory refugee provision were substantially expanded, it is anticipated that emergency situations would arise when it would be appropriate to admit additional refugees outside normal immigration procedures. Rather than rely on the parole provision, however, special emergency refugee procedures could be established. Legislation establishing such procedures could specify the degree of administrative discretion to be involved in the authorization of such programs, whether consultation with Congress would be required, and whether numerical limitations would be imposed.

DOMESTIC ASSISTANCE PROGRAMS

Related to the admission of refugees is the issue of domestic assistance programs for refugees. Traditionally, assistance to refugees in the United States has been provided by private voluntary agencies. The Federal Govern-

ment has established two major refugee assistance programs, the Cuban refugee program established in 1961 and the Indochinese refugee program established in 1975, which have been primarily designed to provide Federal funds to State and local governments to offset the impact of the arrival of needy refugees in the community.

In FY 1979, a new Federal program is being established to provide Federal funds to private voluntary agencies on a 50-50 matching grant basis to facilitate the resettlement of Soviet and other refugees not assisted by the Cuban and Indochinese programs. The Cuban refugee program is being phased out over a six-year period through FY 1983. The Indochinese refugee program is presently authorized through FY 1979 only. Its extension, probably on a phaseout basis, needs to be considered in the first session of the 96th Congress if the program is not to lapse.

Whether the new program for Soviet and other refugees, which represents an attempt to establish a comprehensive, uniform approach to Federal refugee assistance without regard to nationality, should be continued or expanded is another issue expected to be under consideration in the 96th Congress.

STUDY

REFUGEES IN THE UNITED STATES: LAWS, PROGRAMS, AND PROPOSALS

THE LIBRARY OF CONGRESS
CONGRESSIONAL RESEARCH SERVICE
(By Catherine McHugh)

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ISSUE DEFINITION

Existing U.S. immigration law authorizes the admission of 17,400 refugees per year who have fled from Communist countries or the Middle East because of persecution, or who are the victims of natural disasters. However, the majority of the refugees who have entered the United States in recent years have done so under various special refugee programs authorized on behalf of persons who are not eligible under the existing refugee provision because of its ideological, geographic, or numerical limitations. Federal assistance to refugees in the United States is provided under various authorizations. Major refugee reform legislation currently under consideration would broaden the definition of persons who may be admitted as refugees under normal immigration procedures, increase refugee admissions to 50,000 persons per year, with provisions for the admission of additional refugees in emergencies; and establish a single comprehensive authorization for assistance to refugees in the United States.

BACKGROUND AND POLICY ANALYSIS

The first U.S. immigration programs designed to provide for the admission of refugees were established following World War II. Since 1945, nearly two million refugees have entered the United States, including those admitted under regular immigration procedures. Refugee programs, whether authorized administratively or legislatively, were generally undertaken on an ad hoc basis. The first such programs established after World War II were designed to facilitate the admission of refugees under the existing immigration quotas. In contrast, the Refugee Relief Act of 1953 made visas available to refugees outside the quota limitations. Until 1965, the Immigration and Nationality Act, which is the basic law governing immigration to the United States, did not specifically provide for the admission of refugees.

Today, 14 years after the development of a permanent, statutory provision for the admission of refugees, refugees also continue to be admitted outside regular immigration procedures. Such issues as whether particular refugees are admitted to the United States, or whether federal assistance is provided to the refugees upon their arrival, continue to be resolved as refugee situations emerge. Some refugee programs are initiated administratively, others legislatively.

The 96th Congress is considering major refugee reform legislation which is designed to establish a comprehensive policy on refugee admission and assistance. Emphasis is placed on the development of a policy which would have a permanent statutory basis, but which would be flexible enough to be responsive to unforeseen emergency refugee situations. Some of the issues involved in the development of refugee policy can be seen by examining the existing immigration provisions relating to refugees.

The Immigration and Nationality Act of 1952, as amended principally by the Immigration and Nationality Act Amendments of 1965 and 1976 (8 U.S.C. 1101 et seq.), imposes an annual ceiling on immigration of 290,000 persons per year, with a 20,000 ceiling on immigration from any one country. The immediate relatives of U.S. citizens are exempted from these numerical limitations.

Immigrant visas are distributed according to a seven-category preference

system. The preference system was created in 1965 to govern Eastern Hemisphere immigration. It was amended and extended to the Western Hemisphere in 1976. The preference system was applied to each hemisphere under separate numerical ceilings until the enactment of P.L. 95-412, which established a single worldwide ceiling on immigration. Four of the preference categories provide for the admission of relatives of citizens and aliens lawfully admitted for permanent residence, two of the preference categories provide for the admission of workers needed in the United States, and one preference category provides for the admission of refugees. Immigrant visas not used by persons in these categories are distributed on a nonpreference basis.

Two provisions of the Immigration and Nationality Act used to provide for the entrance of refugees are the conditional entry provision, section 203(a)(7), and the parole provision, section 212(d)(5).

Conditional Entry

The conditional entry provision is the seventh preference category of the immigrant visa preference system. It is applicable to persons who have fled from Communist countries or the Middle East because of persecution, and to persons who have been uprooted by natural disasters. This provision authorizes the admission of 17,400 refugees per year, on a conditional entry basis. Conditional entry is not admission for permanent residence; however, a conditional entrant may obtain permanent resident status after 2 years in the United States.

United Nations Protocol and Convention

The proposed Refugee Act of 1979 would eliminate the present conditional entry provision. This legislation provides that refugees admitted under normal immigration procedures would be admitted for permanent residence; only refugees admitted in unforeseen emergency situations would be admitted on a conditional basis. The definition of refugee used in the Refugee Act of 1979 would eliminate the ideological and geographic limitations of the present conditional entry provision by establishing a definition of refugee which conforms with the definition used in the United Nations Protocol and Convention Relating to the Status of Refugees.

Since 1968, the United States has been a party to the 1967 United Nations Protocol Relating to the Status of Refugees, which incorporates by reference the 1951 United Nations Convention Relating to the Status of Refugees. The Protocol and Convention are designed to assure fair and humane treatment for any person who, owing to persecution or a well-founded fear of persecution on account of race, religion, nationality, membership of a particular social group, or political opinion, is unable or unwilling to return to his country of nationality or residence.

Parole

The parole provision authorizes the Attorney General at his discretion to parole any alien into the United States temporarily, under conditions

prescribed by the Attorney General, in emergencies or for reasons in the public interest. Parole is not admission for permanent residence; however, under certain circumstances, an alien paroled into the United States may adjust his status to that of an alien lawfully admitted for permanent residence. He must apply for adjustment of status; he must be eligible for an immigrant visa and admissible to the United States for permanent residence; and an immigrant visa must be available to him under the preference system, and within the numerical limitations imposed by the Immigration and Nationality Act, at the time his application is filed.

One provision of P.L. 95-412 facilitates the adjustment of status of certain refugees paroled into the United States before Sept. 30, 1980, by providing that any such refugee not otherwise eligible for retroactive adjustment of status shall have his status adjusted on the same basis as an alien granted conditional entry, and without numerical limitation.

When the parole provision was enacted, Congress intended for it to be used by the Attorney General on a case-by-case basis. The use of parole for groups of refugees rather than for individual aliens originated in 1956 with the parole of Hungarian refugees. The degree of administrative discretion exercised in authorizing the admission of groups of refugees under the parole provision is an issue of congressional concern. Traditionally, the Attorney General authorizes refugee parole programs after receiving a recommendation from the Secretary of State and upon consultation with Congress, but such consultation is not explicitly required by law. There is no numerical ceiling on the parole provision.

History of Refugee Parole

Initially, 6,500 Hungarian refugees were admitted to the United States using immigrant visas available under the Refugee Relief Act, and another 15,000 were paroled into the United States by the Attorney General at the direction of the President. By 1958, 32,000 Hungarians had been paroled into the United States. At that time, the Immigration and Nationality Act did not provide for the adjustment of status of parolees. In order to regularize the status of the Hungarian refugees, Congress enacted legislation that enabled Hungarian parolees to be regarded as aliens lawfully admitted for permanent residence.

The use of the parole provision on behalf of refugees was temporarily sanctioned by Congress with the enactment of the Refugee Fair Share Law in 1960. In 1965, the conditional entry provision was established as the basic refugee provision of the Immigration and Nationality Act. However, parole continued to be used on behalf or refugees, particularly on behalf of Cuban refugees who, as Western Hemisphere natives, were not eligible for conditional entry.

Large numbers of Cuban refugees began to be paroled into the United States in 1961 when diplomatic relations between the United States and Cuba were severed. After the Cuban Airlift program was announced by President Johnson in 1965, the number of refugees increased dramatically. In 1966, in order to regularize the status of the Cuban refugees, who, as Western Hemisphere natives, were barred from adjustment of status, Congress enacted legislation to enable Cubans to adjust their status to that of aliens lawfully admitted for permanent residence. The Immigration and Nationality Act Amendments of 1976 specify, in part, that Cuban refugees who adjust their status to that of

permanent residents will not be charged against the numerical ceiling on Western Hemisphere immigration. The practice of charging Cuban adjustment of status cases to the Western Hemisphere ceiling had been discontinued administratively in September 1976. On Dec. 6, 1978, the Attorney General announced the Administration's intention to expand the parole of Cuban refugees to accept some 3,500 political prisoners who are expected to be released by the Cuban Government.

Indochinese Refugees

Since April 1975, approximately 188,000 refugees from Vietnam, Cambodia, and Laos have entered the United States. The total number of Indochinese refugees accepted for resettlement in the United States is expected to exceed 215,000 by the completion of the most recent refugee parole program in April 1979.

Subsequent to the initial influx of refugees from Indochina in 1975, the parole of 11,000 refugees was authorized on May 6, 1976, and the parole of 15,000 refugees was authorized on Aug. 11, 1977. The 1977 parole program covered 7,000 so-called "boat cases," refugees, primarily from Vietnam, who escaped by boat and were picked up at sea or made their way to various countries on the South China Sea; and 8,000 refugees, primarily from Laos, who escaped by river or land to Thailand. On Jan. 26, 1978, the Attorney General authorized the parole of an additional 7,000 "boat case" refugees. More recently, on June 14, 1978, the parole of 25,000 Indochinese refugees was authorized by the Attorney General. One-half of these refugees will be Vietnamese "boat cases." The other 12,500 will be refugees who escaped by land and were admitted to refugee camps in Thailand. The June 1978 program is expected to be completed by the end of April 1979. By April 1979, the United States is also expected to accept an additional 21,875 Indochinese refugees under a parole program announced by the Attorney General on Dec. 6, 1978. This figure includes 4,375 Cambodian refugees, 2,500 refugees whose parole was authorized contingent upon the Malaysian Government allowing refugees on the ship the Hai Hong to land, and 15,000 more Vietnamese "boat cases."

The 95th Congress enacted legislation, P.L. 95-145, which provides for the adjustment of status of Indochinese refugees paroled into the United States.

Other Refugee Groups

Other refugee groups who have been paroled into the United States in recent years include refugees who have left Chile since the fall of the Allende government in 1973. The parole of 400 Chilean refugees, plus their dependents, was authorized by the Attorney General in June 1975, and the parole of an additional 200 refugees was authorized in October 1976. Another parole program, for 500 refugees from South America, to enter the United States over a 2-year period, was authorized on June 14, 1978.

Parole has been used in conjunction with other immigration provisions to assist refugees. From 1972 until the end of 1976, over 19,400 refugees from the Soviet Union, primarily Soviet Jews, entered the United States. Many of these refugees entered under the conditional entry provision, but the demand exceeded the conditional entry numbers available. Since February 1972,

parole has also been used on behalf of Soviet refugees. In January 1977, parole was authorized on behalf of 4,000 Soviet refugees because a backlog of refugees seeking admission to the United States had developed in Rome, which is a primary processing center for refugees from the Soviet Union. The Attorney General authorized the parole of an additional 5,000 Soviet refugees on Dec. 14, 1977 because another backlog had developed in Italy. On June 14, 1978, the parole of 12,000 Eastern European refugees was authorized by the Attorney General. This group of refugees will be accepted for resettlement in the United States through the end of April 1979.

Another parole program, announced by the Attorney General on Dec. 6, 1978, provides for the parole of 1,000 victims of civil strife from Lebanon.

Asylum

An additional provision used to provide asylum to aliens in the United States is section 243(h) of the Immigration and Nationality Act, which authorizes the Attorney General to withhold the deportation of an alien to any country where he would be subject to persecution on account of race, religion, or political opinion. Asylum is granted at the discretion of the Attorney General. It is the alien's responsibility to establish the possibility of persecution. Aliens may also seek asylum under regulations issued by the Immigration and Naturalization Service under the general authority of section 103 of the Immigration and Nationality Act.

Over 8,000 Haitians have entered the United States in recent years, many of whom have requested asylum. Their requests for asylum have generally been denied by the Immigration and Naturalization Service because their motives for entering the United States are regarded by INS as economic rather than political.

Domestic Assistance to Refugee Groups

The United States has not developed a comprehensive policy concerning assistance provided to refugees upon their arrival in the United States, largely because of the unpredictable and emergency nature of refugee situations. Assistance to refugees in the United States has traditionally been provided by voluntary agencies. Private nonprofit voluntary agencies active in immigration and refugee affairs include religious and nonsectarian social service organizations. Whether federal assistance is provided to refugees, the nature of such assistance, and the duration of such refugee programs, are issues which have been resolved on an ad hoc basis. The major federal programs for assistance to refugees in the United States are the Cuban refugee program and the Indochinese refugee program. A new domestic assistance program for Soviet and other refugees not covered by the Cuban and Indochinese refugee programs in FY79.

Cuban Refugee Program

Federal financial assistance for Cuban refugees was first made available in 1960 when the Cuban Refugee Emergency Center was established in Miami, Florida, at the direction of President Eisenhower in response to the large

numbers of refugees entering the Miami area.

The Cuban refugee program was established within the Department of Health, Education, and Welfare by President Kennedy in 1961. Federal assistance to Cuban refugees was initially provided from Presidential contingency funds. Since the enactment of the Migration and Refugee Assistance Act of 1962, funds have been appropriated under the authority of this legisltion.

Migration and Refugee Assistance Act

The Migration and Refugee Assistance Act of 1962 authorizes assistance for refugees, escapees, and migrants here and abroad. With respect to Cuban refugees in the United States, the Act authorizes financial assistance to needy refugees; assistance to state or local public agencies providing health services, educational services, and employment training and related services to substantial numbers of refugees; transportation to, and resettlement in, other areas of the United States; and the establishment and maintenance of employment or refresher professional training projects.

Since the Cuban refugee program began, over $1 billion has been spent on Cuban refugee assistance. Notices of phaseouts of federal reimbursement to states were published in the Federal Register in 1973 and 1974, but these phaseouts were suspended because funding was continued by Congress at a nonphaseout level. The FY78 Labor-HEW appropriations act initiated a 6-year phaseout of the Cuban refugee program beginning in FY78.

Indochinese Refugee Program

The other major federal refugee assistance program is the Indochinese refugee program.

In April 1975, President Ford made available $100 million in AID funds for assistance to Indochinese refugees. Shortly thereafter, the Indochina Migration and Refugee Assistance Act of 1975 was enacted as P.L. 94-23, which authorized the appropriation of $455 million. This legislation provided for assistance to or on behalf of Indochinese refugees under the terms of the Migration and Refugee Assistance Act of 1962. Assistance to refugees in the United States was authorized through Sept. 30, 1977. Assistance for other activities was authorized through June 30, 1976.

A total of $405 million was appropriated by P.L. 94-24. $305 million was allocated to the Department of State for the resettlement of the refugees. $100 million was allocated to the Department of Health, Education, and Welfare for assistance to refugees in the United States. The State Department transferred $53 million of its funds to HEW. The remaining $50 million authorized by P.L. 94-23, appropriated by P.L. 94-441, was allocated to the Department of Health, Education, and Welfare for assistance to refugees in the United States.

Major HEW activities include reimbursing states for cash assistance, medical assistance, and social services provided to needy refugees, and the operation of English language and employment training projects.

In addition, the Indochina Refugee Children Assistance Act of 1976, P.L.

94-405, authorized assistance to local educational agencies for FY77 for services to Indochinese refugee children and to state and local educational agencies for adult refugee education. The Supplemental Appropriations Act of 1977, P.L. 95-26, appropriated $18.5 million for the education of Indochinese refugee children and $10.25 million for adult refugee education. P.L. 94-405 was amended by P.L. 95-561 to authorize assistance to local educational agencies for the education of Indochinese refugee children paroled into the United States after Jan. 1, 1977, for FY79 through FY81. P.L. 95-561 also authorizes assistance for adult education programs for Indochinese refugees, for FY79 through FY83. Funds have not yet been appropriated for these activities for FY79.

The Indochina Migration and Refugee Assistance Act expired in September 1977, but P.L. 95-145, enacted in October 1977, provided for the continuation of the Indochinese refugee program on a 4-year phaseout basis. The FY78 supplemental appropriations legislation enacted as P.L. 95-240 appropriated $124 million for the first year of the 4-year phaseout of the Indochinese refugee program. Subsequently, Title II of P.L. 95-549 amended the Indochina Migration and Refugee Assistance Act of 1975 to provide for a 1-year extension of the Indochinese refugee program at the full funding level, and to authorize the continuation of the Indochinese refugee program for FY79 only, thus suspending the phaseout authorized by P.L. 95-145. However, funding for assistance to Indochinese refugees was appropriated by the FY79 Labor-HEW appropriations act at the phaseout level.

New Domestic Assistance Program for Soviet and Other Refugees

Since 1972, the United States has also provided assistance for the resettlement of refugees from the Soviet Union. Through the Department of State, assistance has been provided primarily for the resettlement of Soviet Jews in Israel, but assistance has also been provided for the resettlement of Soviet refugees in other countries, including the United States. In the context of these refugee assistance activities, a new domestic assistance program was established in FY79.

$20 million dollars appropriated by the FY79 foreign assistance appropriations act was earmarked for the Department of Health, Education, and Welfare for the resettlement of refugees in the United States. HEW will establish a new program of matching grants to voluntary agencies to provide for the resettlement of Soviet and other refugees not covered by the Cuban and Indochinese refugee programs. While it is expected that refugees from the Soviet Union will be the primary group to be served by this new program in FY79, the program is intended to assist all refugees who are not covered by the other Federal refugee programs.

LEGISLATION

H.R. 2816 (Rodino and Holtzman)/S. 643 (Kennedy)
Refugee Act of 1979. The legislation is designed to establish a permanent and systematic procedure for the admission of refugees into the United States, and to establish comprehensive and uniform provisions for assistance to these refugees.

Title II amends the Immigration and Nationality Act to provide for the admission of refugees. A refugee is defined as any person who is unable or

unwilling to return to his country of nationality because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership of a particular social group, or political opinion.

Up to 50,000 refugees per year may be admitted to the United States for permanent residence under the normal immigration procedures established by the Refugee Act of 1979. Under this numerical ceiling, admission will be granted to refugees of special concern to the United States, as determined by the President. The President is required to report annually to the House and Senate Judiciary Committees regarding the anticipated allocation of refugee admissions during the coming fiscal year.

Under certain circumstances, more than 50,000 refugees may be admitted for permanent residence in one fiscal year if the President determines that the admission of additional refugees is justified by humanitarian concerns or is otherwise in the national interest. In such cases, during the consultation prior to the beginning of the fiscal year, the President must furnish information on the foreseeable number of refugees and explain why the admission of more than 50,000 refugees is believed to be in the national interest.

Under the 50,000 numerical ceiling, up to 5,000 aliens per year who are in the United States and who are refugees may adjust their status to that of permanent residents. Refugees admitted to the United States under the Refugee Act of 1979 are exempted from the Immigration and Nationality Act's exclusion provisions regarding labor certification, public charges, visas and documentation, literacy, and foreign medical graduates.

In unforeseen emergency situations, the Refugee Act of 1979 authorizes the admission of refugees on a conditional basis if their admission is justified by grave humanitarian concerns or is otherwise in the national interest. The number of refugees to be admitted in response to an emergency refugee situation is determined by the President, after consultation with the House and Senate Judiciary Committees. These refugees may obtain permanent resident status after 2 years in the United States, without numerical limitation.

Title III amends the Migration and Refugee Assistance Act of 1962 to provide for assistance to refugees. This Title authorizes the appropriation of funds for contributions to the United Nations High Commissioner for Refugees; assistance to refugees designated by the President, when the President determines that such assistance will contribute to the foreign policy interests of the United States; payments to public or nonprofit private agencies for the placement, resettlement, and care of refugees; projects and programs to assist adult refugees in gaining skills and education necessary to become self-reliant; payments to state and local agencies for special educational services for refugee children; child welfare services for refugees for the first 2 years in the United States, or until age 18 in the case of refugee children not accompanied by an adult; and cash assistance and medical assistance provided to refugees. Assistance to refugees in the United States under this legislation is limited to 2 years, except for assistance to unaccompanied children.

The Refugee Act of 1979 was prepared by the Administration, and was introduced jointly by Representative Rodino, chairman of the House Judiciary Committee, and Representative Holtzman, chairwoman of the Subcommittee on Immigration, Refugees, and International Law; and by Senator Kennedy, chairman of the Senate Judiciary Committee, on Mar. 13, 1979. Senate

Judiciary Committee held a hearing on S. 643 on Mar. 14, 1979.

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Hearing on Indochinese refugee assistance held by the Subcommittee on Foreign Operations and Related Agencies on Sept. 15, 1977 appears on pages 331-356.

U.S. Congress. House. Committee on Appropriations. Subcommittee on Foreign Operations and Related Agencies. Foreign assistance and related agencies appropriations for 1978. Hearings, 95th Congress, 1st session. Part 4. Washington, U.S. Govt. Print. Off., 1977. 125 p.
Hearing on Indochinese refugee assistance appears on pages 69-94.

——— Foreign assistance and related agencies appropriations for 1979. Hearings, 95th Congress, 2d session. Part 1. Washington, U.S. Govt. Print. Off., 1978. 1155 p.
Hearing on migration and refugee assistance held on Feb. 21, 1978, appears on pages 183-293.

U.S. Congress. House. Committee on Appropriations. Subcommittee on the Departments of Labor and Health, Education, and Welfare. Departments of Labor, and Health, Education, and Welfare appropriations for 1979. Hearings, 95th Congress, 2d session. Part 6. Washington, U.S. Govt. Print. Off., 1978.
Hearing on refugee assistance held on Apr. 5, 1978, appears on pages 401-431.

----- Indochina refugee assistance. Hearing, 95th Congress, 1st session. Oct. 26, 1977. [Not yet printed]

U.S. Congress. House. Committee on International Relations. Subcommittee on Asian and Pacific Affairs. Refugee developments in Vietnam, Cambodia, and Laos, and United States policy regarding Indochinese refugees. Hearings, 95th Congress, 2d session. May 17, June 8, and Aug. 15, 1978. [Not yet printed]

U.S. Congress. House. Committee on the Judiciary. Subcommittee on Immigration, Citizenship, and International Law. Admission of refugees into the United States. Hearings, 95th Congress, 1st session, on H.R. 3056. Washington, U.S. Govt. Print. Off., 1977. 146 p.
Hearings held Feb. 24, Mar. 3, and Apr. 22, 1977.
"Serial no. 5"

----- Admission of refugees into the United States, part II. Hearings, 95th Congress, 1st and 2d sessions. Washington, U.S. Govt. Print. Off., 1978. 273 p.

Hearings held Aug. 4, 1977, on parole of additional 15,000 Indochina refugees; Jan. 24, 1978, on parole of additional 7,000 Indochina refugees; and Mar. 1 and Apr. 12, 1978, on refugee policy and procedures.
"Serial no. 42"

----- Consultation session on refugee parole programs. Hearing, 95th Congress, 2d session. Nov. 28, 1978. [not yet printed]

----- Extension of Indochina refugee assistance program. Hearings, 95th Congress, 1st session, on H.R. 9133, H.R. 9134, and H.R. 9110. Sept. 23 and 27, 1977. Washington, U.S. Govt. Print. Off., 1977. 236 p.
"Serial no. 24"

----- Indochina refugees -- adjustment of status. Hearings, 95th Congress, 1st session, on H.R. 2051. Washington, U.S. Govt. Print. Off., 1977. 162 p.
Hearings held May 25 and June 2, 1977.
"Serial no. 7"

U.S. Congress. Senate. Committee on Appropriations. Departments of Labor and Health, Education, and Welfare and related agencies appropriations for fiscal year 1978. Hearings, 95th Congress, 1st session. Part 3. Washington, U.S. Govt. Print. Off., 1977. 1813-2501 p.
Hearing on the Cuban refugee program held on Mar. 30, 1977 appears on pages 2342-2344 and 2406-2411.

----- Foreign assistance and related programs appropriations for fiscal year 1979. Hearings, 95th Congress, 2d session, on H.R. 12931. Washington, U.S. Govt. Print. Off., 1978. 1066 p.
Hearing on migration and refugee assistance held on Mar. 21, 1978, appears on pages 677-701.

U.S. Congress. Senate. Committee on Human Resources. Indochina migration and refugee assistance amendments of 1978. Hearing, 95th Congress, 2d session, on S. 3309. Aug. 9, 1978. Washington, U.S. Govt. Print. Off., 1978. 99 p.

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U.S. Congress. Senate. Committee on the Judiciary. Subcommittee to Investigate Problems Connected with Refugees and Escapees. Humanitarian problems in Lebanon -- Part II. Hearing, 94th Congress, 2d session. July 29, 1976. Washington, U.S. Govt. Print. Off., 1976. 183 p.

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REPORTS AND CONGRESSIONAL DOCUMENTS

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U.S. Congress. House. Committee on Appropriations. Departments of Labor and Health, Education, and Welfare, and related agencies appropriation bill, 1978; report together with supplemental, minority, and separate views to accompany H.R. 7555, 95th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1977. 129 p. (95th Congress, 1st session. House. Report no. 95-381)
Cuban refugee assistance is discussed on pages 83-84.

----- Departments of Labor and Health, Education, and Welfare, and related agencies appropriation bill, 1979; report together with supplemental and additional views to accompany H.R. 12929. Washington, U.S. Govt. Print. Off., 1978. (95th Congress, 2d session. House. Report no. 95-1248)
Cuban and Indochinese refugee assistance is discussed on pages 90-91.

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Migration and refugee assistance and the United States Emergency Refugee and Migration Assistance Fund are discussed on pages 46-48.

----- Supplemental appropriations bill, 1977; report together with supplemental and minority views to accompany H.R. 4877, 95th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1977. 195 p. (95th Congress, 1st session. House. Report no. 95-68)
Appropriations authorized by the Indochina Refugee Children Assistance Act of 1976, P.L. 94-405, are

discussed on pages 85 and 87.

——— Supplemental appropriations bill, 1978; report together with additional views to accompany H.R. 9375, 95th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1977. 64 p. (95th Congress, 1st session. House. Report no. 95-644)
Indochinese refugee assistance is discussed on pages 9-10.

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Refugees in Thailand are discussed on pages 15-24.

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U.S. Congress. House. Committee on the Judiciary. Subcommittee on Immigration, Citizenship, and International Law. Emigration of Soviet Jews; report of a special study subcommittee...on its trip to the Soviet Union, May 24-June 1, 1975. 94th Congress, 2d session. Washington, U.S. Govt. Print. Off., 1976. 54 p.
At head of title: Committee print.

----- Haitian emigration. 94th Congress, 2d session. Washington, U.S. Govt. Print. Off., 1976. 36 p.
At head of title: Committee print.

----- Indochinese refugees: an update; report of the staff ... on a fact-finding trip to Thailand and Malaysia, July 1978. 95th Congress, 2d session. Washington, U.S. Govt. Print. Off., 1978. 42 p.
At head of title: Committee print no. 21.

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Cuban refugee assistance is discussed on pages 118-120.

----- Departments of Labor and Health, Education, and Welfare and related agencies appropriation bill, 1979; report to accompany H.R. 12929. Washington, U.S. Govt. Print. Off., 1978. (95th Congress, 2d session. Senate.

Report no. 95-1119)
Cuban and Indochinese refugee assistance is discussed on page 125.

---— Foreign assistance and related programs appropriation bill, 1979; report to accompany H.R. 12931. Washington, U.S. Govt. Print. Off., 1978. 169 p. (95th Congress, 2d session. Senate. Report no. 95-1194)
Migration and refugee assistance and the United States Emergency Refugee and Migration Assistance Fund are discussed on pages 118-123.

---— Supplemental appropriations bill, 1977; report to accompany H.R. 4877, 95th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1977. 206 p. (95th Congress, 1st session. Senate. Report no. 95-64)
Appropriations authorized by the Indochina Refugee Children Assistance Act of 1976, P.L. 95-405, are discussed on pages 86 and 88.

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Indochinese refugee assistance is discussed on pages 39 and 74.

U.S. Congress. Senate. Committee on Human Resources. Indochina Migration and Refugee Assistance Act of 1977; report to accompany S. 2108, 95th Congress, 1st session. Washington, U.S. Govt. Print. Off., 1977. 7 p. (95th Congress, 1st session. Senate. Report no. 95-471)

U.S. Congress. Senate. Committee on the Judiciary. Subcommittee on Refugees; report pursuant to S.Res. 375, 94th Congress, 2d session. Washington, U.S. Govt. Print. Off., 1977. 9 p. (95th Congress, 1st session. Senate. Report no. 95-27)

U.S. President, 1977- (Carter). Supplemental appropriations; communication... Washington, U.S. Govt. Print. Off., 1977. 6 p. (95th Congress, 1st session. House. Document no. 95-223)
Communication dated Sept. 16, 1977.

----- Supplemental appropriation for refugee assistance; communication... Washington, U.S. Govt. Print. Off., 1977. 1 p. (95th Congress, 1st session. House. Document no. 95-227)
Communication dated Sept. 22, 1977.

OTHER CONGRESSIONAL ACTION

N/A

CHRONOLOGY OF EVENTS

03/19/79 -- The following Members of Congress were appointed to the Select Commission on Immigration and Refugee Policy established by P.L. 95-412: Senators Kennedy, DeConcini, Mathias, and Simpson; and Representatives Rodino, Holtzman, McClory, and Fish.

02/28/79 — President Carter nominated former Senator Dick Clark as Ambassador-at-Large and United States Coordinator for Refugee Affairs, and the President announced the establishment of an Interagency Committee on Refugee Affairs, in the Department of State, to be chaired by Mr. Clark.

12/06/78 -- The Attorney General announced three parole programs providing for the parole of 21,875 refugees from Indochina, 3,500 refugees from Cuba, and 1,000 refugees from Lebanon.

10/30/78 -- Legislation to extend the Indochina Migration and Refugee Assistance Act of 1975 through FY79 only, at the full funding level, was enacted as title II of P.L. 95-549.

10/06/78 — Legislation to establish a Select Commission on Immigration and Refugee Policy, to establish a single worldwide ceiling on immigration, and to facilitate the adjustment of status of certain refugees paroled into the United States was enacted as P.L. 95-412.

06/14/78 — The Attorney General authorized the parole of 25,000 refugees from Indochina, 12,000 refugees from Eastern Europe, and 500 refugees from South America.

01/26/78 -- The Attorney General authorized the parole of an additional 7,000 Indochinese refugees.

12/14/77 -- The Attorney General authorized the parole of an additional 5,000 Soviet refugees.

10/28/77 -- Legislation to provide for the adjustment of status of Indochinese refugees and the extension of the Indochina Migration and Refugee Assistance Act of 1975 was enacted as P.L. 95-145.

08/11/77 — The Attorney General authorized the parole of an additional 15,000 Indochinese refugees.

REPORTS

REPORT OF THE U.N. HIGH COMMISSIONER FOR REFUGEES ON THE INDOCHINESE REFUGEE PROGRAM, GENEVA, APRIL 1979

UNHCR ACTIVITIES IN RELATION TO INDO-CHINESE REFUGEES AND DISPLACED PERSONS SINCE 1975

A BRIEF SUMMARY

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Geneva, April 1979

I. INTRODUCTION

1. Since 1975 UNHCR has assisted Indo-Chinese refugees and displaced persons in South East Asia on a constantly increasing scale. From the very start, and in the face of many difficulties, the keystone of UNHCR's work in the region has been protection, to ensure that the many thousands who fled from their countries of origin were granted at least temporary asylum. In addition, UNHCR has provided material aid to meet the immediate needs of refugees and displaced persons and to promote durable solutions. Throughout, these complementary activities were designed to maintain the basic rights and the human dignity of those who had become victims of the events in Indo-China.

2. The continuing and rapidly increasing flow of new arrivals has imposed a heavy burden on countries of asylum in the region. In response to the growing needs UNHCR's representation in the region has progressively increased, and total UNHCR expenditure on assistance to Indo-Chinese refugees and displaced persons multiplied fivefold in the period 1975-1978. The Regional Office in Kuala Lumpur has become the largest UNHCR field office in the world, and UNHCR expenditure in the countries of South East Asia has come to exceed by far its expenditures in other parts of the world.

3. UNHCR recognized the fact that the dramatic increase in new arrivals during 1978 required special additional efforts. Thus a Consultative Meeting with Interested Governments on Refugees and Displaced Persons in South East Asia was held in Geneva in December 1978, at the High Commissioner's invitation. During these consultations, attended by representatives of 38 governments, the nature and dimensions of the problem were discussed and a joint effort was made to identify and promote more effective solutions.

4. At the conclusion of the consultations an understanding was reached on a number of urgent measures to be undertaken by the international community. In addition, a number of governments announced increased resettlement quotas for Indo-Chinese refugees and displaced persons, increased financial contributions to UNHCR, and a continuing commitment to pursue solutions beyond those already announced. The consultations formed part of continuing UNHCR endeavours to widen the circle of participants in the effort to promote durable solutions. These endeavours are yielding progressively more

promising results. In October 1978, when the Executive Committee last met, resettlement opportunities for Indo-Chinese refugees and displaced persons were provided by only 10 countries and the number of places announced stood at some 57 000. By the end of March 1979, 22 countries had announced their willingness to accept about 90 000 resettlement cases.

5. Basic information on UNHCR activities is provided annually in the reports submitted to the Executive Committee of the High Commissioner's Programme and to the General Assembly of the United Nations through the Economic and Social Council. In addition, a special "Note by the High Commissioner" was prepared for the inter-governmental consultations of December 1978 in Geneva. This brief suppplementary paper should be read in conjunction with the High Commissioner's Note.

II. PROTECTION

6. The protection of Indo-Chinese refugees and displaced persons seeking asylum in South East Asian countries has demanded UNHCR's most constant and intensive vigilance. It has been a task of extraordinary complexity in a situation where countries of the region are not party to the 1951 Convention and the 1967 Protocol Relating to the Status of Refugees. UNHCR has continuously urged the governments of these countries to grant at least temporary asylum, in accordance with internationally accepted humanitarian principles. This practice has generally been followed, but the granting of temporary asylum has been made dependent on commitments for resettlement in third countries and the avoidance of residual problems in the area. In specific instances where UNHCR has considered that refugees and displaced persons have suffered because humanitarian principles relating to asylum have not been observed, it has made every possible representation to the governments concerned.

A. Arrivals by Boat

7. The plight of those who left Viet Nam by boat, often in small and overcrowded vessels ill-suited for the high seas, has demanded special measures. UNHCR has issued numerous appeals intended to ensure that "boat people" from Indo-China in distress are rescued on the high seas. These have included two joint appeals issued in October 1977 and December 1978 by UNHCR and the Inter-Governmental Maritime Consultative Organization (IMCO).

8. In order further to encourage ship's masters to rescue boat people in distress on the high seas every effort has been made to ensure the speedy disembarkation of any persons rescued in this manner. To this end, often following a UNHCR appeal, a number of governments now issue specific resettlement guarantees for persons rescued by ships flying their flags. Special protection problems were encountered in cases of ships which did not fly the flag of countries prepared to give such guarantees to a country of temporary asylum. In such cases UNHCR makes representations to the country of the ship's next port of call to ensure disembarkation for the group on board.

9. Vietnamese refugees and displaced persons usually attempt direct landings by boat in countries bordering the South China Sea. The UNHCR offices in these countries are constantly in contact with the local authorities to facilitate the landing of these people and to ensure their movement to refugee camps pending their resettlement in third countries.

10. An important development in the latter months of 1978 was the arrival in the region of large ships each carrying several thousand Vietnamese refugees and displaced persons. The arrival of these ships naturally posed special problems of care and maintenance and disembarkation in countries of temporary asylum. In some cases, disembarkation from such ships on a temporary asylum basis has been assured for all passengers. In others, passengers are allowed to disembark only under specific resettlement guarantees given by third countries. The last of these ships arrived off Hong Kong at the beginning of February 1979.

B. Overland Arrivals in Thailand

11. Despite the continuing influx of refugees and displaced persons the Thai policy regarding asylum, as both urged and appreciated by UNHCR, has in the main been generous. Upon arrival a person seeking asylum is screened by two committees of Thai officials at the district and provincial levels. Pending the result of this investigation, the persons seeking asylum are detained at specially established centres or at police stations, depending on the place of their arrival. In several provinces this investigation has increasingly become a formality, and new arrivals are subsequently moved to UNHCR assisted camps. UNHCR staff make regular visits to the centres and

police stations, and pending the determination of their status, these persons receive material aid, including medical care, from UNHCR, the International Committee of the Red Cross, and a number of voluntary agencies. UNHCR will continue to give special attention to the needs of new arrivals in Thailand. Inevitably there have been some instances where UNHCR considered that the human dignity of refugees and displaced persons was needlessly disregarded. In such cases, UNHCR has made representations to the government which have on several occasions led to government action against those responsible.

III. ASSISTANCE

12. As shown in Table VII, the total caseload of refugees and displaced persons from Indo-China in South East Asian countries of temporary asylum rose dramatically from some 63 000 at the close of 1975 to some 213 000 at the end of February 1979. The sharpest increase occurred during 1978, when the caseload doubled. The main element in this striking increase was the exodus of "boat people" from Viet Nam.

13. Table VIII shows total UNHCR expenditures on assistance to Indo-Chinese refugees and displaced persons (not including those in Laos and Viet Nam) during the period 1975-1978. The amounts shown include the major categories of material aid (food, health care and shelter), resettlement costs, as well as related costs of programme support and administration. The fivefold increase in total UNHCR expenditure in relation to Indo-Chinese refugees and displaced persons during this period was required to keep pace with the rapid growth of the problem and, in particular, to meet the special and costly needs of the large numbers of people arriving by boat.

14. Thus, for example, the "boat people" population on the previously uninhabited Malaysian island of Pulau Bidong (a site designated by the Government of Malaysia) was approaching some 50 000 by the close of 1978. In the absence of local resources on the island, the provision of basic necessities to this large group continues to require an extraordinary commitment of efforts and funds. In the urban environment of Hong Kong, the rapid influx of arrivals by boat initially necessitated very costly temporary arrangements for accommodation. While accommodation has subsequently been provided at reduced cost, total costs remain high. These

examples indicate the relationship between the nature of asylum granted to arrivals by boat and the types and magnitudes of material assistance which were, and continue to be, required.

Thailand

15. UNHCR assistance to some 147 000 Indo-Chinese refugees and displaced persons in Thailand consists primarily of food, shelter, health care, clothing, mosquito nets, blankets and other basic domestic items. The basic rations provide each adult with 15 kg of rice per month and children with half that amount, supplemented by meat, dried fish, vegetables, salt, fish sauce, and cooking oil.

16. Blankets, mosquito nets and clothing are distributed regularly once a year to the camp population as well as to needy new arrivals. Clothing is provided to the Hmong people from Laos in the form of black cloth for their traditional costume.

17. The implementation of the medical and health care programme, including preventive measures, is undertaken by the Thai Red Cross Society and other voluntary agencies. Funds are provided by UNHCR to the Thai Red Cross Society for the purchase of medicines and medical supplies as requested by doctors, who live and work in the camps.

18. The main portion of UNHCR's programme of assistance is implemented by the Government of Thailand through the Operations Centre for Displaced Persons established within the Ministry of Interior and through the provincial and local authorities. UNHCR maintains daily contact with these authorities through its field officers who live in the camp areas and monitor closely the programmes in all camps. These officers regularly report to the UNHCR Regional Office in Bangkok.

19. Self-reliance projects constitute an important element in UNHCR's programme of assistance in Thailand, designed to maintain the morale and encourage the self-sufficiency of refugees and displaced persons pending durable solutions. These projects, implemented with the assistance of

voluntary agencies, enable persons in the camps to engage in cottage industries, vegetable gardening, small-scale farming, and animal husbandry activities. In spite of difficulties caused by the influx of new arrivals and the consequent shortage of space in the camps, a number of these projects have been successful.

20. In the field of education, the UNHCR programme, implemented by the Ministry of Education, includes a comprehensive project designed to provide basic education for children in the camps and literacy courses and vocational training for adults. It is expected that the education programme will benefit some 20 000 refugees and displaced persons in 1979.

Malaysia

21. Malaysia bore the brunt of the sharply increased out-flow of refugees and displaced persons from Viet Nam by boat in 1978. As shown in Table III, arrivals of such persons by boat in Malaysia totalled some 63 000 in 1978, compared to fewer than 6000 in 1977. The provision of adequate temporary accommodation and basic services for these large numbers remains the most difficult problem in this country. UNHCR has made repeated efforts to ensure that suitable camp sites be provided. The government's policy has been to accommodate the majority of persons arriving by boat on small islands off the east coast of the Malayan peninsula, notably Pulau Bidong to which reference was made in paragraph 14. The cost of UNHCR assistance in Malaysia has thus been high. UNHCR commitments for the care and maintenance of Indo-Chinese refugees and displaced persons in Malaysia during the period 1 January 1978 to 28 February 1979 reached US$ 8 630 000. For the 10 remaining months of 1979 the funds required by UNHCR for this purpose may well be double that amount.

22. The main components of UNHCR assistance in Malaysia are food supplies, medical care, water supply by barge, and shelter. Rice, meat, fish, vegetables, condensed milk, sugar, and fresh water are provided to all persons in the camps. They are also provided with other necessities, such as soap, blankets, mosquito nets and some clothing.

23. The UNHCR assistance programme in Malaysia is implemented by the Malaysian Red Crescent Society (MRCS), in co-operation with the state authorities. The MRCS has significantly expanded its staff to deal with the difficult problems created by large concentrations of refugees and displaced persons on Pulau Bidong and other Malaysian islands. UNCHR has encouraged the MRCS to seek technical assistance from the League of Red Cross Societies (LRCS). LRCS advisors have been working with the MRCS in the areas of health care, tracing and mailing services, logistics, social welfare, and administration. Implementation of the assistance programme is facilitated to some degree by the fact that persons in the camps have organized a number of committees concerned with the basic areas of need in each camp.

24. It is clear that the sharp increase in arrivals on Pulau Bidong over a relatively short time has created difficulties in keeping pace with the rapidly multiplying needs. However, within the important constraints of the island site, all efforts have been made by UNHCR and co-operating agencies to ensure adequate food and water supply as well as health care. Improvements continue to be made. Arrangements have been made to provide regular and balanced rations of food, in pre-packed units based on WHO nutritional standards, to all persons in the camps. Special food is being provided to pregnant women, young mothers and infants up to two years of age. Water storage tanks are being constructed on Pulau Bidong to help ensure the continuous availability of fresh water which is being supplied in specially chartered barges. All these efforts are undertaken in a situation where access to the island is significantly affected by weather conditions.

Indonesia, the Philippines and Singapore

25. The number of "boat cases" arriving in these three countries combined rose from just over 2000 during 1977 to 7500 during 1978, a significant increase though far less dramatic than that experienced by Malaysia. Through its offices in these three countries, and in close co-operation with the authorities, UNHCR has provided assistance of the type already described for Malaysia while facilitating resettlement to third countries. In the

case of Indonesia, the concentration of Indo-Chinese refugees and displaced persons on the island of Pulau Bintan near Singapore is due to the geographical location of the island in relation to the routes travelled by boats from Viet Nam, and to the present wish of the Government to accommodate them there. In the Philippines, some 2000 persons remained on the ship "Tung An", anchored in Manila Bay, at the end of February 1979. Approximately 300 passengers from Viet Nam had been allowed to disembark against specific resettlement guarantees from third countries.

Hong Kong and Macau

26. Arrivals of "boat cases" in Hong Kong and Macau, which had totalled slightly over 1000 during 1977, rose to some 6200 during 1978. In January 1979 the group of approximately 3400 passengers of the "Huey Fong" which had arrived in Hong Kong waters from Viet Nam in December 1978, was allowed to disembark. The problems of accommodating these arrivals in the urban environments of Hong Kong and Macau, as already noted, were especially acute. However, in close co-operation with the local authorities and voluntary agencies such as the Hong Kong Christian Association, UNHCR was able to make adequate temporary arrangements. Pending their resettlement in third countries, Indo-Chinese refugees and displaced persons receive food, shelter, medical care, and language training to facilitate their resettlement.

27. The ship "Sky Luck" which arrived off Hong Kong at the beginning of February 1979 with some 2600 refugees and displaced persons from Viet Nam, remains in limbo. The Hong Kong authorities have not yet allowed the passengers to disembark, but basic provisions have been provided. UNHCR continues to make every effort to ensure the speedy disembarkation of these persons.

Korea and Japan

28. Total arrivals of "boat people" in the Republic of Korea since 1975 have numbered only a few hundred. Pending durable solutions for these persons, UNHCR provides material aid through the Korean Red Cross. This

assistance is monitored by UNHCR's Regional Office in Kuala Lumpur on the basis of periodic visits. The remaining caseload in the Republic of Korea at the end of February 1979 was less than 100.

29. In Japan, the remaining caseload of "boat people" at the end of February 1979 was some 550. Pending durable solutions for these persons, UNHCR provides material aid through its offices in Tokyo. The UNHCR programme of assistance in Japan is implemented by local voluntary agencies, such as the Japanese Red Cross, Caritas Japan, and "Tenrikyo".

IV. DURABLE SOLUTIONS

A. Voluntary Repatriation

30. Wherever possible, voluntary repatriation is, of course, the ideal durable solution. Due to circumstances in the region, however, voluntary repatriation of Indo-Chinese refugees and displaced persons has thus far been limited to very few cases. In such cases, UNHCR traditionally provides assistance to facilitate travel to countries of origin.

B. Self-sufficiency

31. For a variety of reasons projects aiming at the self-sufficiency of Indo-Chinese refugees and displaced persons in South East Asian countries of temporary asylum have thus far not been a feasible alternative. During the inter-governmental consultations of December 1978, the need to promote such projects was stressed, taking into account the adverse social consequences of idleness and dependence on the relief provided by the international community.

C. Resettlement in Third Countries

32. For the vast majority of Indo-Chinese refugees and displaced persons resettlement in third countries has thus far offered the only avenue to durable solutions. Table I shows cumulative statistics of resettlement in third countries under UNHCR auspices. As shown in the Table, the cumulative number of "land cases" resettled as of the end of February 1979

is double the number of "boat cases" resettled. While the United States and France have accepted the largest numbers of land and boat cases combined, the widening participation of countries throughout the world in the resettlement effort was already noted in paragraph 4. In promoting resettlement in third countries, UNHCR, at its Headquarters in Geneva and in its offices in the field, works in close co-operation with the Intergovernmental Committee on European Migration (ICEM), officials of the governments concerned, and a large number of voluntary agencies whose help cannot be overestimated.

33. As the numbers of resettlement opportunities offered have risen, some logistical difficulties have inevitably had to be overcome. Departures have often had to be organized at short notice, using locally available means of transport, and from locations such as Pulau Bidong, access to which is influenced by weather conditions. In order to facilitate increased rates of departure from Malaysia, UNHCR has established a special project to construct a new transit centre near Kuala Lumpur which will have a capacity of some 4500 to 5000 persons. The new facility is expected to be completed in April 1979.

V. STAFF

34. Table IX shows the increase in UNHCR representation in the South East Asian region since 1975. The most notable development, in addition to the expansion of the UNHCR Regional Office in Kuala Lumpur, has been the establishment of UNHCR offices in Hong Kong, Indonesia, and the Philippines. UNHCR staffing needs in the region continue to be monitored closely in relation to new developments.

VI. CONCLUDING REMARKS

35. During the inter-governmental consultations held in Geneva in December 1978, a proposal was made by the Malaysian Representative that one or more processing centres be established for Indo-Chinese refugees and displaced persons in the South East Asian region. The meeting concluded

that this proposal be further elaborated and studied by governments. This matter was further discussed during the visit to the region in February and March 1979 of a UNHCR Delegation led by the Deputy High Commissioner, and during the visit to Geneva of the Foreign Minister of Indonesia who is also the current Chairman of the ASEAN Standing Committee. Additional information on this and other major topics of these discussions is contained in Annexes I and II to this paper.

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OFFICE OF THE UNITED NATIONS
HIGH COMMISSIONER FOR REFUGEES
GENEVA

STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

I. CUMULATIVE PERMANENT SOLUTIONS: BOAT AND NON-BOAT PEOPLE

Figures as of
28 February 1979

Figures in brackets represent boat people

Resettlement countries \ Asylum Countries	Australia	Brunei	Hong Kong	Indonesia	Japan	Korea	Laos	Macau	Malaysia	Philippines	Singapore	Thailand	U.S.A.	Other Asylum Countries	Total resettled
AUSTRALIA	1,719 (1,719)	11 (11)	244 (8)	690 (690)	8 (8)	9	3		7,542 (7,267)	62 (57)	381 (91)	5,146 (2,135)	118	1,405	17,338 (11,986)
AUSTRIA			63						76 (76)	5 (5)		178 (29)			322 (110)
BELGIUM			26			1 (1)			66 (66)	6 (2)	2 (2)	316 (16)	80	718	1,215 (87)
CANADA			460 (90)	146 (146)	80 (80)	171 (4)		6 (6)	1,394 (1,394)	374 (244)	270 (154)	863 (159)	3,926	3,212 (39)	10,902 (2,316)
DENMARK			101						42 (42)			62 (62)		199	404 (104)
FRANCE			402 (15)	198 (178)	20 (20)	119 (71)	194		1,277 (1,210)	480 (408)	827 (306)	32,635 (1,178)	1,352	9,870 (7)	47,374 (3,393)
FEDERAL REPUBLIC OF GERMANY			387 (360)			1			751 (743)	239 (234)	50 (50)	1,083 (515)	49	432 (1)	2,992 (1,903)
HONG KONG			143 (43)			4			40 (40)	23 (23)		8 (2)	11		229 (108)
ISRAEL										102 (102)				66 (66)	168 (168)
ITALY											23 (23)	52 (1)	1	175	251 (24)
JAPAN			1 (1)		3 (3)	4					37 (37)	5	1		51 (41)
LUXEMBOURG														6	6
MALAYSIA												1,584 (6)		2 (2)	1,586 (8)
NETHERLANDS					11 (11)				35 (35)	5 (5)	57 (57)	82 (47)	4	134	328 (155)
NEW ZEALAND			2 (1)	5 (5)		1 (1)			233 (233)	7 (7)		210 (198)	21	225	704 (445)
NORWAY			126 (126)		87 (87)				3 (3)	41 (41)	252 (252)	357 (267)			866 (776)
SWITZERLAND			40 (40)	3 (3)	42 (42)				345 (345)	16 (16)		180 (111)	2	759 (3)	1,387 (560)
UNITED KINGDOM			157 (122)		45 (45)				10 (7)	142 (142)	65 (60)	180 (59)	30	680 (346)	1,309 (781)
U.S.A.		38 (38)	5,406 (2,856)	782 (782)	1,059 (1,059)	808 (109)		205 (205)	16,138 (14,726)	2,176 (1,938)	1,485 (840)	39,495 (5,540)	15 (15)	372 (169)	67,979 (28,277)
OTHER RESETTLEMENT COUNTRIES					31 (31)		60		11 (3)	7 (7)	144 (37)	11	336	14 (2)	614 (80)
REPATRIATIONS/DEATHS								1 (1)		63 (63)	128 (3)	1 (1)			193 (68)
TOTAL	1,719 (1,719)	49 (49)	7,558 (3,662)	1,824 (1,804)	1,386 (1,386)	1,118 (186)	257	212 (212)	27,963 (26,190)	3,748 (3,294)	3,721 (1,912)	82,428 (10,326)	5,946 (15)	18,269 (635)	156,218 (51,390)

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STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

II. BOAT PEOPLE: CUMULATIVE ACCEPTANCES AND DEPARTURES

Figures as of
28 February 1979

Figures in brackets represent total departures

Resettlement countries \ Asylum countries	Australia	Brunei	Hong Kong	Indonesia	Japan	Korea	Macau	Malaysia	Philippines	Singapore	Thailand	Other countries	Total
AUSTRALIA	1,719 (1,719)	24 (11)	8 (8)	690 (690)	8 (8)			7,748 (7,267)	57 (57)	98 (91)	2,242 (2,135)		12,594 (11,986)
AUSTRIA								83 (76)	5 (5)		30 (29)		118 (110)
BELGIUM						1 (1)		82 (66)	2 (2)	2 (2)	16 (16)		103 (87)
CANADA			224 (90)	146 (146)	152 (80)	4 (4)	6 (6)	2,403 (1,394)	244 (244)	205 (154)	283 (159)	39 (39)	3,706 (2,316)
DENMARK								42 (42)			62 (62)		104 (104)
FRANCE			28 (15)	178 (178)	20 (20)	71 (71)		1,294 (1,210)	460 (408)	306 (306)	1,223 (1,178)	7 (7)	3,587 (3,393)
FEDERAL REPUBLIC OF GERMANY			431 (360)					910 (743)	266 (234)	50 (50)	526 (515)	1 (1)	2,184 (1,903)
HONG KONG			43 (43)					40 (40)	23 (23)		4 (2)		110 (108)
ISRAEL									102 (102)			66 (66)	168 (168)
ITALY										23 (23)	1 (1)		24 (24)
JAPAN			1 (1)		3 (3)					37 (37)			41 (41)
LUXEMBOURG													
MALAYSIA											6 (6)	2 (2)	8 (8)
NETHERLANDS			17		11 (11)			35 (35)	5 (5)	68 (57)	47 (47)		183 (155)
NEW ZEALAND			1 (1)	5 (5)		1 (1)		237 (233)	7 (7)		198 (198)		449 (445)
NORWAY			126 (126)		87 (87)			3 (3)	41 (41)	255 (252)	320 (267)		832 (776)
SWITZERLAND			56 (40)	3 (3)	42 (42)			389 (345)	52 (16)		111 (111)	3 (3)	656 (560)
UNITED KINGDOM			475 (122)		45 (45)			17 (7)	142 (142)	60 (60)	59 (59)	346 (346)	1,144 (781)
U.S.A.		60 (38)	4,751 (2,856)	782 (782)	1,059 (1,059)	109 (109)	205 (205)	16,770 (14,726)	1,965 (1,938)	1,147 (840)	7,528 (5,540)	184 (184)	34,560 (28,277)
OTHER COUNTRIES					31 (31)			3 (3)	7 (7)	37 (37)		2 (2)	80 (80)
REPATRIATION/DEATHS							1 (1)		63 (63)	3 (3)	1 (1)		68 (68)
TOTAL ACCEPTED (DEPARTED)	1,719 (1,719)	84 (49)	6,161 (3,662)	1,804 (1,804)	1,458 (1,386)	186 (186)	212 (212)	30,056 (26,190)	3,441 (3,294)	2,291 (1,912)	12,657 (10,326)	650 (650)	60,719 (51,390)

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STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

III. ARRIVALS OF BOAT PEOPLE IN COUNTRIES OF TEMPORARY ASYLUM

Figures as of
28 February 1979

Countries of temporary asylum	1975	1976	1977	1978												1979					
				Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Total	Jan.	Feb.	Mar.	Apr.	May	June
ARGENTINA	-	-	-	-	4	-	-	-	-	-	-	3	-	-	-	7	-	-				
AUSTRALIA	-	111	861	64	-	129	49	319	102	-	-	-	11	38	35	747	-	-				
BRAZIL	-	-	-	-	-	-	-	-	-	-	-	9	-	-	-	9	-	-				
BRUNEI	-	11	38	-	-	-	-	-	-	35	-	-	-	-	-	35	-	-				
GREECE	-	-	35	-	-	-	2	-	38	-	-	-	-	-	5	45	-	-				
HONG KONG	-	196	1,007	38	28	126	112	203	808	837	1,023	1,177	604	282	19	5,257	3,413	15				
INDONESIA	27	217	679	-	3	4	134	148	269	206	3	1,584	177	359	45	2,932	1,831	406				
ISRAEL	-	-	66	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
ITALY	-	6	-	-	-	-	-	-	-	-	-	-	-	-	23	23	-	-				
IVORY COAST	-	-	5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
JAPAN	93	255	851	-	-	-	119	92	57	161	36	18	195	14	30	722	20	1				
KOREA	-	-	161	-	49	-	-	-	-	-	-	-	23	-	26	98	15	-				
MACAU	-	-	25	-	-	-	-	-	-	203	115	-	-	213	414	945	45	252				
MALAYSIA	77	1,080	5,817	1,361	947	1,468	3,506	3,286	2,651	4,092	1,296	4,571	9,994	19,227	10,721	63,120	4,202	3,166				
PHILIPPINES	108	605	1,153	55	19	156	173	306	444	169	197	678	246	244	16	2,703	199	798				
SINGAPORE	-	121	308	27	65	-	143	282	176	459	38	188	233	-	254	1,865	-	-				
THAILAND	72	2,627	4,536	380	445	374	774	933	379	70	121	339	784	1,488	1,003	7,090	467	996				
TURKEY	-	-	-	-	-	-	-	-	-	-	-	34	-	-	-	34	-	-				
OTHER COUNTRIES	-	13	115	-	-	-	-	-	-	-	-	-	-	346	-	346	-	-				
TOTAL	377	5,242	15,657	1,925	1,560	2,257	5,012	5,569	4,924	6,232	2,829	8,601	12,267	22,211	12,591	85,978	10,192	5,634				

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Figures as of
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STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

IV. DEPARTURES OF BOAT PEOPLE FROM COUNTRIES OF TEMPORARY ASYLUM

Countries of temporary asylum	1975	1976	1977	1978													1979					
				Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.	Total	Jan.	Feb.	Mar.	Apr.	May	June
ARGENTINA	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
AUSTRALIA	-	111	861	64	-	129	49	319	102	-	-	-	11	38	35	747	-	-				
BRAZIL	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	2	-	-				
BRUNEI	-	-	11	38	-	-	-	-	-	-	-	-	-	-	-	38	-	-				
GREECE	-	-	10	3	-	-	2	13	7	-	-	8	-	-	27	60	-	-				
HONG KONG	-	147	545	138	66	107	221	54	114	27	82	140	398	331	173	1,851	293	826				
INDONESIA	-	98	349	183	28	55	125	5	95	70	26	54	93	63	393	1,190	-	167				
ISRAEL	-	-	66	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
ITALY	-	6	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
IVORY COAST	-	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-				
JAPAN	50	117	561	67	33	-	-	-	306	40	46	5	16	5	78	596	40	22				
KOREA	-	-	71	54	33	4	-	1	-	-	-	-	-	22	1	115	-	-				
MACAU	-	-	7	-	11	6	-	-	-	-	-	1	13	77	5	113	18	74				
MALAYSIA	-	276	2,814	1,029	673	612	628	1,206	1,689	1,697	1,309	1,395	1,958	1,825	3,416	17,427	2,777	2,896				
PHILIPPINES	38	334	690	116	118	35	79	123	202	159	151	55	66	93	246	1,443	597	192				
SINGAPORE	-	94	293	8	28	3	24	63	38	132	221	74	215	132	244	1,182	248	95				
THAILAND	-	560	3,085	723	579	426	446	630	540	540	256	579	190	314	546	5,749	295	637				
TURKEY	-	-	-	-	-	-	-	-	-	-	-	-	-	-	29	29	-	-				
OTHER COUNTRIES	-	13	22	1	-	1	-	48	40	-	-	-	-	346	3	439	-	-				
TOTAL	88	1,756	9,388	2,424	1,569	1,378	1,574	2,693	3,133	2,655	2,071	2,311	2,960	3,446	5,196	30,901	4,268	4,909				

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STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

V. SITUATION OF BOAT PEOPLE IN COUNTRIES OF TEMPORARY ASYLUM

Figures as of
28 February 1979

Countries of temporary asylum	1975			1976			1977			1978			1979		Total cumulative arrivals	Total cumulative departures	Persons in country (1st asylum)	Accepted awaiting departure	Cumulative total acceptances	Persons awaiting solution
	Arrs.	Deps.	Case-load	Arrs.	Deps.	Case-load	Arrs.	Deps.	Case-load	Arrs.	Deps.	Case-load	Arrs.	Deps.						
ARGENTINA	-	-	-	-	-	-	-	-	-	7	-	7	-	-	7	-	7	-	-	7
AUSTRALIA	-	-	-	111	111	-	861	861	-	747	747	-	-	-	1,719	1,719	-	-	1,719	-
BRAZIL	-	-	-	-	-	-	-	-	-	9	2	7	-	-	9	2	7	-	2	7
BRUNEI	-	-	-	11	-	11	38	11	38	35	38	35	-	-	84	49	35	35	84	-
GREECE	-	-	-	-	-	-	35	10	25	45	60	10	-	-	80	70	10	-	70	10
HONG KONG	-	-	-	196	147	49	1,007	545	511	5,257	1,851	3,917	3,428	1,119	9,888	3,662	6,226a/	2,499	6,161	3,727
INDONESIA	27	-	27	217	98	146	679	349	476	2,932	1,190	2,218	2,237	167	6,092	1,804	4,288	-	1,804	4,288
ISRAEL	-	-	-	-	-	-	66	66	-	-	-	-	-	-	66	66	-	-	66	-
ITALY	-	-	-	6	6	-	-	-	-	23	-	23	-	-	29	6	23	-	6	23
IVORY COAST	-	-	-	-	-	-	5	3	2	-	-	2	-	-	5	3	2	-	3	2
JAPAN	93	50	43	255	117	181	851	561	471	722	596	597	21	62	1,942	1,386	556	72	1,458	484
KOREA	-	-	-	-	-	-	161	71	90	98	115	73	15	-	274	186	88	-	186	88
MACAU	-	-	-	-	-	-	25	7	18	945	113	850	297	92	1,267	212	1,055	-	212	1,055
MALAYSIA	77	-	77	1,080	276	881	5,817	2,814	3,884	63,120	17,427	49,577	7,368	5,673	77,462	26,190	51,272	3,866	30,056	47,406
PHILIPPINES	108	38	70	605	334	341	1,153	690	804	2,703	1,443	2,064	997	789	5,566	3,294	2,272b/	147	3,441	2,125
SINGAPORE	-	-	-	121	94	27	308	293	42	1,865	1,182	725	-	343	2,294	1,912	382	379	2,291	3
THAILAND	72	-	72	2,627	560	2,139	4,536	3,085	3,590	7,090	5,749	4,931	1,463	932	15,788	10,326	5,462	2,331	12,657	3,131
TURKEY	-	-	-	-	-	-	-	-	-	34	29	5	-	-	34	29	5	-	29	5
OTHER COUNTRIES	-	-	-	13	13	-	115	22	93	346	439	-	-	-	474	474	-	-	474	-
TOTAL	377	88	289	5,242	1,756	3,775	15,657	9,388	10,044	85,978	30,981	65,041	15,826	9,177	123,080	51,390	71,690	9,329	60,719	62,361

NOTES: a/ Not including 2,637 persons on "Sky Luck"
b/ Not including 2,041 persons on "Tungan"

HAH/ek
March 1979

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OFFICE OF THE UNITED NATIONS
HIGH COMMISSIONER FOR REFUGEES
GENEVA

STATISTICS OF INDO-CHINESE REFUGEES AND DISPLACED PERSONS

VI. DEPARTURES TO RESETTLEMENT COUNTRIES DURING FEBRUARY 1979

Figures as of
28 February 1979

Asylum Countries / Resettlement Countries	Brunei	Hong Kong	Indonesia	Japan	Korea	Macau	Malaysia	Philippines	Singapore	Thailand		Total resettled
										Boat	Land	
AUSTRALIA	-	-	32	-	-	-	766	23	1	31	76	929
AUSTRIA	-	-	-	-	-	-	58	-	-	29	-	87
BELGIUM	-	-	-	-	-	-	15	1	-	-	1	17
CANADA	-	34	39	-	-	-	254	9	16	3	21	376
FRANCE	-	-	63	-	-	-	65	27	-	65	484	704
FEDERAL REPUBLIC OF GERMANY	-	341	-	-	-	-	-	-	-	102	-	443
HONG KONG	-	2	-	-	-	-	17	22	-	-	-	41
NEW ZEALAND	-	-	-	-	-	-	4	-	-	-	7	11
NORWAY	-	11	-	-	-	-	-	-	-	147	-	158
SWITZERLAND	-	-	-	-	-	-	-	12	-	1	-	13
UNITED KINGDOM	-	47	-	-	-	-	-	26	-	-	10	83
U.S.A.	-	391	33	22	-	73	1,714	65	41	259	1,323	3,921
OTHER COUNTRIES	-	-	-	-	-	-	3	-	37	-	1	41
REPATRIATIONS/DEATHS	-	-	-	-	-	1	-	7	-	-	-	8
TOTAL DEPARTED	-	826	167	22	-	74	2,896	192	95	637	1,923	6,832

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Table VII

Caseload of Refugees and Displaced Persons from Indo-China in Countries of Temporary Asylum in South East Asia[1]

Country		31.12.1975	31.12.1976	31.12.1977	31.12.1978	28.2.1979
Thailand	Boat	72	2 139	3 590	4 931	5 462
	Land	63 027	73 727	94 005	133 796	141 799
	Sub-total	63 099	75 866	97 595	138 727	147 261
Malaysia		77	881	3 884	49 577	51 272
Philippines		70	341	804	2 064	2 272[2]
Brunei		-	11	38	35	35
Hong Kong		-	49	511	3 917	6 226[3]
Macau		-	-	18	850	1 055
Singapore		-	27	42	725	382
Indonesia		27	146	476	2 218	4 288
Japan		43	181	471	597	556
Korea		-	-	90	73	68
TOTAL		63 316	77 502	103 929	198 783	213 435

1/ Not including some 150 000 Kampucheans in the Socialist Republic of Viet Nam.

2/ Not including 2041 persons on the ship "Tung An" anchored in Manila Bay.

3/ Not including 2637 persons on the ship "Sky Luck" anchored off Hong Kong.

Table VIII

Total UNHCR Expenditure on Assistance
to Refugees and Displaced Persons from Indo-China, 1975-1978[1/]

(In thousands of US dollars)

Year	Amount
1975	6 575
1976	11 787
1977	14 698
1978	33 588

1/ Including material aid (e.g. food, health care, shelter), resettlement costs, and programme support and administration. Not including Laos and Viet Nam.

Table IX

UNHCR Staff in South East Asian Countries

	1.1.1975	1.1.1976	1.1.1977	1.1.1978	1.1.1979
Hong Kong	-	-	-	-	6
Indonesia	-	-	-	-	3
Japan	1	2	3	3	4
Malaysia	-	5	9	16	34
Philippines	-	-	3	3	3
Singapore	-	-	1	1	2
Thailand	7	25	24	27	34
TOTAL	8	32	40	50	86

- The UNHCR Regional Office in Kuala Lumpur has four sub-offices in Malaysia: in Mersing, Kuala Trengganu, Kuantan, and Kota Kinabalu. Further sub-offices exist in Singapore and Jakarta. A Chargé de Mission has recently been appointed in Indonesia, which was formerly covered by visits from the Regional Office in Kuala Lumpur.

- Hong Kong was covered by the Regional Office in Kuala Lumpur until the beginning of 1979, on the basis of regular and often extended missions. A UNHCR office was recently established there.

- The Republic of Korea continues to be covered through visits by the Regional Office in Kuala Lumpur.

Annex I

NOTE ON
UNHCR MISSION TO SOUTH EAST ASIA

1. The Consultative Meeting with Interested Governments on Refugees and Displaced Persons in South East Asia, held in Geneva on 11 and 12 December 1978, concluded that several urgent measures were needed in order to attain durable and humane solutions. 1/ These measures were interdependent and required action. It was in pursuance of this that a delegation led by the Deputy High Commissioner visited the Socialist Republic of Viet Nam, the Lao People's Democratic Republic, Thailand, Indonesia, Singapore, Malaysia, the Philippines and Hong Kong from 26 February to 19 March 1979. The major topics discussed with government leaders, senior officials, ambassadors resident in the capitals of countries visited, operational partners, and refugees included the conditions and future arrangements for the refugees and displaced persons, resettlement in third countries, concrete means to provide an effective option for voluntary repatriation, orderly departure from Viet Nam, special processing centres and problems relating to protection. The last three are the subject of this note.

2. The delegation first visited Viet Nam where discussions centred on the 12 January 1979 announcement of the Vietnamese Government on the question of persons wishing to leave the country. (See annex.) Following extensive discussions in

---

1/ Of the twelve "urgent measures" listed, the two most relevant to this note were:

"(ii) The meeting considered a proposal whereby special centres would be established where refugees and displaced persons would be processed for resettlement in an orderly way, within a specific time scale, and against guarantees that there would be no residual problem. It was felt that this proposal should be further elaborated and studied by governments.

(ix) The consultations felt that, where persons left their countries in order to reunite with their families abroad, countries of origin and those where such reunion would take place should establish bilateral or multilateral procedures if this has not been done. More regular and orderly procedures could advantageously be considered in order to facilitate humanitarian solutions." (See HCR/CSEA/5, pages 37 and 38.)

Hanoi with the Vietnamese Government, it was understood that the movement of persons would comprise family reunion cases and special humanitarian cases, and that this movement should begin as soon as possible. It was further understood that the number of departures would depend both on the volume of applications for departure in Viet Nam and the availability of entry visas for countries of new residence.

3. Regarding the exceptions to those eligible to leave as stated in the 12 January announcement, the Vietnamese authorities informed the UNHCR delegation that they would pursue a policy of flexibility to avoid separating families and to maximize family reunion. As part of this policy the Vietnamese authorities informed the UNHCR delegation that the exception relating to persons who have military obligations would be waived.

4. During the course of the discussions, the delegation conveyed to the Vietnamese Government the concern of other governments, as expressed to UNHCR, over the continuing flow from Viet Nam, especially on large boats, and that a programme of orderly departures could not elicit the necessary support unless there was a significant improvement in this regard.

5. It was recognized by all concerned that the programme of orderly departures from Viet Nam cannot be carried out to the detriment of resettlement programmes for those waiting in refugee centres in South East Asia.

6. Discussions are continuing between the Vietnamese Government and UNHCR on the practical modalities and technical aspects for implementing the special programme for orderly departures. The Vietnamese authorities informed the UNHCR delegation that the government was prepared to provide the necessary conditions and co-operate with UNHCR in such a programme. Concurrently, discussions are also being undertaken by UNHCR with countries of new residence.

7. Another matter raised during the Geneva Consultations and discussed by the delegation with the governments of the ASEAN countries, the Hong Kong authorities, and representatives of interested governments, was the question of a special processing centre or centres. In Djakarta the Deputy High Commissioner met the Foreign Minister of Indonesia, Professor Mochtar Kusumaatmadja, who, as current Chairman of the Standing Committee of ASEAN, spoke on behalf of the ASEAN governments. Professor Mochtar Kusumaatmadja stated Indonesia's willingness to make an island available, subject to the conditions enumerated in the ASEAN joint press statement of 20 February 1979. The Deputy High Commissioner reiterated UNHCR support for any

initiative that would contribute to a positive solution to the overall problem of refugees and displaced persons in South East Asia. Professor Mochtar Kusumaatmadja will meet the High Commissioner in Geneva on 27 March, to pursue further the question of special processing centres.

8. Questions relating to protection, the cornerstone of UNHCR's activity, were raised in discussions in each country. In the summing up at the Geneva Consultations it was noted that "there can be no humane or durable solutions unless governments grant at least temporary asylum in accordance with internationally accepted humanitarian principles. The consultations also noted, as a corollary, that existing facilities in countries of first asylum in South East Asia were already over-loaded and that for such countries temporary asylum depended on commitments for resettlement in third countries and the avoidance of residual problems in the area." The UNHCR delegation reiterated that the door must be kept open by countries of first asylum, both as a matter of principle and as their contribution towards solving the overall problem.

9. The delegation believes that at present there are reasons to be hopeful, especially if the situation is compared to that which existed in the last months of 1978. These reasons include the decline in arrivals of "boat people" in the first quarter of 1979, the potential of orderly departure which should provide a humanitarian option, the improving arrangements - despite difficulties - in the countries of first asylum to meet the problems posed by the influx, and the increasing rate of resettlement out of the area. The Consultations in December 1978 underscored the urgency, as well as the regional and international character, of the problem. It was recognized during that meeting that the problem required continuing commitments on the part of the international community. The potential of orderly departure must be rigorously pursued. The principle of asylum must be maintained, as must continuing resettlement in third countries. Financial contributions must continue on an increased scale in order to meet the rising costs of care and maintenance, resettlement and self-sufficiency projects. If there are reasons to be hopeful, it is at the same time absolutely essential that the intensive efforts of all concerned do not slacken and that these efforts be guided by truly humanitarian considerations.

Geneva, 22 March 1979

ANNEX

Text of the message received by UNHCR on 12 January 1979 from the Ministry of Foreign Affairs, Government of the Socialist Republic of Viet Nam.

"In accordance with its humanitarian policy and the laws in force, the Government of the Socialist Republic of Viet Nam is prepared, as of today, to grant exit visas to all Vietnamese who, by written request, express the desire to leave, with the exception of the following:

Primo those who have military obligations

Secundo those who are in possession of state secrets or who occupy important posts in the field of production, and who are irreplaceable for the moment

Tertio those who, at present, are on trial.

With this in mind the Socialist Republic of Viet Nam has decided:

(a) to accelerate, as much as possible, the solution of Vietnamese family reunion cases; in this respect, the Socialist Republic of Viet Nam invites UNHCR to co-operate closely with the local authorities to organize special flights in the future;

(b) in order to find a solution to the question of "boat people" which has created problems to neighbouring countries in South East Asia, the Vietnamese Government also invites UNHCR to assist it in this field by providing transportation and a country willing to receive those persons wishing to leave Viet Nam;

(c) in order to resolve satisfactorily this humanitarian problem, the Socialist Republic of Viet Nam is prepared to provide the necessary conditions and to co-operate with UNHCR."

Annex II

NATIONS UNIES · UNITED NATIONS

SERVICE DE L'INFORMATION · OFFICE DES NATIONS UNIES A GENÈVE
INFORMATION SERVICE · UNITED NATIONS OFFICE AT GENEVA

Press Release REF/1383
28 March 1979

Office of the High Commissioner for Refugees

HIGH COMMISSIONER MEETS WITH INDONESIAN FOREIGN MINISTER ON REFUGEE SITUATION IN SOUTH-EAST ASIA

His Excellency Professor Mochtar Kusumaatmadja, Foreign Minister of Indonesia met Mr. Poul Hartling, United Nations High Commissioner for Refugees on 27 March 1979. They reviewed the situation of refugees and displaced persons in South-East Asia and the efforts being made to find durable and humane solutions for the problems being faced.

In the course of the discussion, and in his capacity as current Chairman of the ASEAN Standing Committee, Professor Mochtar elaborated on the ASEAN proposal of 21 February in regard to a processing centre that would facilitate the resettlement of Indochinese refugees from the area.

Professor Mochtar stated that such a centre would be intended for the processing of those refugees for whom a commitment existed that they would be resettled in other countries, but who could not be processed for departure by countries of resettlement in a relatively short time. Such an arrangement would ensure that there would be no residual problem for the country providing the site for a centre.

Professor Mochtar indicated that those accorded priority status by countries of resettlement would continue to be processed from existing facilities in countries of first asylum. It was the view of the ASEAN Group that the costs relating to the proposed centre should be borne by the international community, rather than by the country providing the site. To this end, it was hoped that UNHCR would seek the necessary funds, to which effort the ASEAN countries would lend their support.

As Foreign Minister of Indonesia, Professor Mochtar confirmed that his Government would make available a suitable site for the processing centre. He suggested that this might be on Pulau Rempang in the Riau Archipelago which, together with another possible alternative site, could be surveyed for feasibility. He added that the capacity of the centre should be in the magnitude of 5-10,000 persons.

The High Commissioner welcomed the ASEAN initiative to help alleviate refugee problems in South-East Asia and the elaboration of the ASEAN proposal by Professor Mochtar. The High Commissioner indicated that UNHCR was ready to study the feasibility of possible sites and seek funding once details were agreed upon by all concerned. With regard to resettlement commitments for those who might be processed from the centre, the High Commissioner noted that such commitments would naturally need to be assured by countries of resettlement.

The High Commissioner underlined the prospect of continuing and increasing resettlement opportunities and their relevance to future planning. The High Commissioner also reiterated the need for humane policies of asylum and the co-operation of all concerned in order to achieve durable solutions.

Annual Report of H.E.W. on the Indochinese Refugee Assistance Program

INDOCHINESE REFUGEE ASSISTANCE PROGRAM

REPORT TO THE CONGRESS

DECEMBER 31, 1978

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INDOCHINESE REFUGEE ASSISTANCE PROGRAM

REPORT TO THE CONGRESS

DECEMBER 31, 1978

This is the twelfth Report to the Congress on the Indochinese Refugee Assistance Program (IRAP), and the first Annual Report since the enactment on October 28, 1977, of P.L. 95-145, which extended the Indochina Migration and Assistance Act of 1975. The initial act had required quarterly reports, the last of which was filed December 31, 1977, and this annual report, as required by the extension, generally covers the period from October 1, 1977, through September 30, 1978.

The refugees, from Vietnam, Cambodia, and Laos, on the whole, are doing well in their new land: More are developing marketable job skills, learning English, finding better jobs, and attaining self-sufficiency. Reports indicate that some refugees are buying homes; some are opening their own businesses. Many have joined together to help their fellow refugees. They are adjusting their status to permanent resident alien in preparation for U.S. citizenship.

The continued flow of new refugees from the countries of Indochina, however, has prompted the need for ongoing assistance from government at all levels, as well as the voluntary resettlement agencies, sponsors, and communities. Each new refugee faces immense challenges in seeking refuge from oppression in Indochina and in endeavoring to build a new life, in freedom, in the United States.

New Arrivals

The flow of refugees from the countries of Indochina, both by land and by boat, continued and, in general, drastically exceeded the expectations of those involved in Indochina refugee resettlement.

While the United States sought an international approach to resettlement, it also recognized an obligation by this country to help reunify families and provide a haven for

people who had supported U.S. policy in Indochina, thereby jeopardizing their own futures, if not their personal safety, under the communist governments of Vietnam, Cambodia , and Laos.

During fiscal year 1978 (October 1, 1977 - September 30, 1978), a total of 20,113 new refugees were admitted under various parole programs authorized by the Attorney General. These came from among both the "land camp" cases in Thailand, primarily Lao and H'mong, and the "boat cases," mainly Vietnamese. The newcomers brought the total of all Indochinese refugees in the United States on September 30 to an estimated 165,685. By November 1, the total had reached 170,698.

The newcomers were settling geographically in the same pattern as that established by the earlier refugee population. Between January and November 1978, California received 5,121 newly arriving refugees, followed by Texas with 2,177.

Needs of the newcomers paralleled those of the initial refugee groups -- language and vocational training, housing, and orientation to life in the United States.

The outlook is that an increasing number of refugees from the countries of Indochina can be expected during the next few years.

Adjustment of Status

Approximately 130,000 Indochinese refugees were eligible to adjust their status from parolee to permanent resident alien, pursuant to P.L. 95-145, during the report period, by virtue of having lived in the United States for two years.

Of these, 116,680 applied for adjustment, and the Immigration and Naturalization Service had completed action on 104,904, denying 186 and approving the rest. Almost all applications were processed within 30 days of their receipt by INS.

To process this huge volume of applicants, INS developed a number of special procedures: It hired additional adjudicators and clerical personnel, on temporary appointments, and also authorized overtime for its permanent personnel; It lengthened office hours to accommodate working refugees, and frequently processed cases and conducted interviews during evenings and on Saturdays; Extra office space and office equipment were obtained.

Assisting INS were many voluntary agencies, whose workers performed such tasks as interpreting, helping to fill out forms, fingerprinting refugees, and providing facilities for interviews.

INS extended its special adjustment program through the end of calendar year 1978 to help Laotians, many of whom began arriving in the United States during the fall of 1976, to apply for adjustment of status, and also to reach out to rural areas for those who had not yet applied.

U.S. law requires five years' residence in the United States in order to attain citizenship. Since the first refugees began arriving here in May 1975, and since under P.L. 95-145 they receive residence credit beginning at the time of their arrival, many will be eligible for full citizenship in less than a year and a half.

Program Extension/Appropriation Problems

The Indochina Migration and Refugee Assistance Act of 1975 expired on September 30, 1977, and was extended October 28, 1977. In addition, funds for fiscal year 1978 were part of a supplemental appropriations bill which was approved on March 7, 1978. These delays created uncertainties and difficulties, especially during the first half of the fiscal year.

Funds available in the FY 1977 appropriation made it possible to provide the States with funds for cash assistance to needy refugees through October 1977. Thereafter, many States transferred as many eligibles as possible to regular AFDC caseloads and general assistance programs, in anticipation of eventual Federal reimbursement. However, before the March 7 appropriation, eleven states had suspended their IRAP program, and one of them -- Missouri -- did not reinstate it.

The delays also had a serious impact on most of the Special Projects which were providing English language and employment services. Those funded during FY 1977 terminated early in FY 1978, and it was not possible to provide additional funding until the appropriation was available. The delays also prevented advertising for new grant proposals in the Federal Register until after March 7, and the period required for public comments subsequent to that publication pushed back the date when actual proposals were received to June 22.

In addition, it was necessary to halt publication of the multi-lingual informational newspaper NEW LIFE and a variety of orientation materials which had been prepared especially for incoming refugees.

Despite these uncertainties and delays, however, interest remained high in IRAP activities, and there were countless instances where helping agencies, both public and private, made special efforts and exceptions to insure that refugee families would not suffer privation.

Timely action in extending full Federal funding of IRAP during FY 1979, through P.L. 95-549, and in appropriating funds, averted similar difficulties this year.

Special Projects

A. English Language and Employment Services for Indochinese Refugees

Of the $10 million appropriated for Special Projects, approximately $7.2 million was allocated to fund English Language and Employment Services Projects. These included 31 continuing projects, which had begun in FY 1977, and 49 new projects.

All projects provide English as a Second Language (ESL); Career Planning; Job Orientation; Job Development and Job Placement; and follow-up. Many of the projects also provide skill training and a variety of supportive services.

The primary objective of all projects is to reduce refugee dependence on cash assistance and to assist the refugees in achieving self-reliance in the American system.

During FY 1977, a total of 62 such projects had been funded at a cost of $7 million. Through December 31, 1977, 9,820 job placements were generated at an approximate cost of $713 per placement, which compares most favorably with other major manpower programs.

Allowing for inflation, the 80 manpower projects currently in operation are expected to produce approximately 9,000 additional job placements by September 1979.

Congress appropriated $7.5 million for Special Projects in FY 1979. While a final allocation has not been determined, a major portion of those funds will be utilized for English

Language and Employment Services, with priority given to the new arrivals in the United States.

B. Mental Health Projects for Indochinese Refugees

During the spring and summer of 1976, agencies involved in the resettlement of Indochinese began observing a substantial increase in mental depression and related problems among many refugees. These problems, which had been predicted by psychiatrists, were attributed to the trauma surrounding the situation in Indochina, the evacuation, and resettlement in unfamiliar surroundings.

Conventional methods of dealing with these problems, however, appeared ineffective because Western psychiatric concepts were alien to the Indochinese culture.

During FY 1976 and 1977, six small mental health grants were funded and these projects confirmed the importance of endeavoring to meet mental health needs in order to assist refugees in their efforts to build new lives in the United States.

Accordingly, effective October 1, 1978, some $2.8 million of IRAP Special Projects funding was directed into 37 mental health grants, throughout the country.

The objective of these grants is to bridge the gap between existing mental health facilities and services and the needs of the Indochinese community. Three approaches were chosen: (1) To alert mental health officials and practitioners of the needs of the refugee population and thereby increase availability of services; (2) to encourage the training of refugees as paraprofessionals in mental health; and (3) to develop community comprehensive support systems on behalf of the refugees. The latter category includes such efforts as working within existing mental health systems, establishing linkages among social service deliveries, and helping refugees understand the American approach to mental health services.

Social Services

A wide range of social services is being provided to refugees -- with full Federal funding under IRAP -- primarily through purchase-of-service agreements entered into by States, following approval by the HEW Regional Offices.

These arrangements provide supportive services for many participants who are in training under the special projects, and they provide both training and supportive services to help meet the needs of refugees who are not served through the special project funding.

Some 140 purchase-of-service arrangements will be in operation during all or most of FY 1979, totaling over $21 million, of which more than $8 million is in purchase-of-service agreements with organizations affiliated with the national voluntary resettlement agencies.

Refugee Education

Through the Office of Education, the U.S. government provided nearly $29 million for education of Indochinese children and adults. These were funds appropriated in FY 1977 under the Indochina Refugee Children Assistance Act of 1976, as described in the Report to Congress of December 31, 1977, and utilized primarily in FY 1978.

For children, a total of $18.5 million was allocated to State and local education agencies on a formula basis on behalf of the 5-17 age group in 50 States, the District of Columbia, and Guam. Because the States and local education departments claimed a total of $20,435,376 on the basis of formulas, and because only $18.5 million was available, it was necessary to ratably reduce each claim by 9.48 percent.

In October 1978, the program was extended for three years through September 30, 1981, as part of the Education Amendments of 1978 with a number of modifications: The per capita allocation was set at $450 per child; eligibility was limited to children arriving in the United States after January 1, 1977; and the allowable State administrative fee was increased from 1 percent to 5 percent. Funds have not yet been appropriated.

For adults, the Office of Education funded 65 projects totaling $10,029,327, which were in operation in FY 1978. These projects, carried out by State and local education agencies, provided courses in English as a Second Language and vocational skills training for Indochinese refugee adults. These projects served an estimated 30,000 refugees.

In October 1978, the program was reauthorized for five years, through September 30, 1983, but there is no appropriation at present.

Employment Data

Vietnamese refugees who reached the United States in 1975 continued to make gains in employment and income, according to the sixth survey of a national sample of the refugees conducted in November-December 1978.

Among those 16 years of age and older included in the labor force (working or looking for work), 94.9 percent were employed (95.2 percent of the men and 94.3 percent of the women). This compares with 94.5 percent among all Americans (95.3 percent among men and 93.3 percent among women).

Since the first survey was taken in July 1975, the employment rate of Vietnamese refugees has risen from 68.2 percent among men to the present level of 95.2 percent, and from 50.9 percent among women to the present 94.3 percent.

Among refugee male heads of households the employment rate was 95.7 percent in November-December, and among female heads of households (a small group) it was 91.9 percent.

Eighty-two percent of employed refugees were working 40 or more hours per week and an additional 3.5 percent were working 30-39 hours. For employed male refugees the comparable figures were 86.1 percent and 2.8 percent, and for employed females 74.3 percent and 4.9 percent.

Weekly wage and salary income continued to show improvement. The November-December 1978 survey showed 95.9 percent of the employed refugees to be earning $100 or more per week as compared to 77.6 percent at the time of the last previous survey conducted in July-August 1977. The percentage earning $200 or more per week rose from 14.3 percent to 33.9 percent during this period.

Monthly income of refugee households also showed substantial gains between the two surveys. Seventy percent of the households reported a monthly income of $800 or more in November-December 1978 as compared with 51.4 percent in July-August 1977. Households with a monthly income of $600-$799 remained nearly the same -- 14.6 percent in the 1978 survey as compared with 14.0 percent in the 1977 study. Since the first survey was conducted in 1975, the number of households with incomes of $800 or more per month has risen from 14.9 percent to the present 70.0 percent.

Most households continued to have multiple wage earners. Among the households consisting of more than one person, 56.5 percent had two or more wage earners.

The labor force participation rate -- that is, persons actually employed or looking for work -- decreased slightly between July-August 1977 and November-December 1978, reflecting an increase in refugees 16 years and older attending school. This is undoubtedly due in part to seasonal variations (the earlier survey was conducted during the summer vacation period) but may also reflect a greater concern with training as a means toward advancement. The labor force participation rates continued to be closely comparable to those for the U.S. population as a whole: 63.4 percent for refugees of both sexes as compared to 63.6 percent for all Americans; for males, 74.4 percent among refugees as compared to 77.6 percent; and for females, 49.4 percent for refugees as compared to 51.0 percent.

Separate surveys are planned of samples of Cambodian and Lao refugees and of later refugee arrivals.

Assistance to Refugees

Full Federal funding is provided for cash assistance and medical assistance to needy refugees to ease the financial burden on State or local resources.

Needy aged, blind, and disabled refugees are eligible for the Federal supplemental security income (SSI) program on the same basis as citizens and other lawfully admitted aliens; Federal funds are provided through the refugee assistance program for any State supplementary payments for refugee SSI recipients.

Assistance to other needy refugees is provided on the same basis as aid to families with dependent children (AFDC) for other residents of a State, except that requirements relating to family composition are waived. Refugees eligible for AFDC are placed on that program, and States are reimbursed through the refugee program for the non-Federal share of such costs. For needy refugees not eligible for the regular AFDC or SSI program, full Federal reimbursement is provided to States through the refugee program.

Full Federal funding is similarly provided for medical assistance to needy refugees. For refugees eligible for a State's regular Medicaid program, the refugee program reimburses what would normally be the State share of costs. For other needy refugees, the refugee program reimburses the full cost of medical assistance.

The voluntary agencies were able to make the necessary placements for a limited number of such cases but experienced hesitation on the part of many State and county welfare agencies to accept more unaccompanied minors while being faced with the phasedown of the IRAP program under P.L. 95-145.

Full Federal funding is assured for FY 1979, as a result of the enactment of P.L. 95-549. It is expected that a number of localities will move ahead to accept unaccompanied minors out of humanitarian considerations.

The State Department estimated that there were approximately 700-750 unaccompanied minors in Asian camps at the end of September 1978 and that about 500 would be resettled in the United States during the coming months.

Indochinese Refugee Assistance Program Staff

Activities of the Indochinese Refugee Assistance Program (IRAP) staff in the Washington office of the Special Programs Staff, Office of Family Assistance, continued at a high level during the past year. With a central office staff of 28 persons, most of them multilingual Indochinese refugees, the IRAP staff operated in four divisions: Resettlement Liaison, Publication, Information and Referral, and Indochinese Mutual Assistance Associations.

The Resettlement Liaison Division, besides maintaining communications with Voluntary Resettlement Agencies and Federal agencies, also compiled statistical data relating to refugees. It arranged toll-free telephone legal service for refugees through the American Bar Association, and a program for evaluating refugee academic credentials through the University of California at Long Beach.

The Publications Division, which was forced to suspend issuance of its monthly newspaper NEW LIFE, nonetheless, prepared a

Between August 1, 1977, and August 1, 1978, the percentage of the refugee population receiving cash assistance decreased slightly, from 34.8 percent to 33.1 percent. During this period the refugee population rose by 16,165, from 145,700 to 161,865, and the number requiring assistance rose by 2,873, from 50,771 to 53,644. Reports from States indicated that improvements in the situations of earlier refugees were offset by the needs of new arrivals. Despite the number of new arrivals, the level continued to be below the high of 36.0 percent which was reached in May 1977.

The most recent sample survey of Vietnamese refugees, conducted in November-December 1978, showed 89 percent of refugee households to be receiving wage or salary income resulting from employment and only 11 percent to be solely dependent on refugee cash assistance (often supplemented by food stamps) or other sources of aid. As these figures indicate, many of those refugees who require cash assistance are receiving only limited partial aid which supplements low wages.

The November-December 1978 sample survey showed that, overall, 90.3 percent of refugee income is from wages and salaries, only 4.5 percent from refugee cash assistance, 1.7 percent from supplemental security income (SSI), and 3.2 from miscellaneous other sources.

Unaccompanied Minors

At the time of the evacuation in 1975, over 700 unaccompanied minors from the countries of Indochina entered the United States. The establishment of legal custody for these minors, and their placement in foster care in homes throughout the country, as well as the continued tracking of their progress, posed a significant challenge to those involved in the resettlement effort. Costs -- including foster care, medical assistance, and child welfare services -- were fully funded through IRAP.

For many months after the initial influx, relatively few unaccompanied minors reached the United States. The problem was thrust back into importance, however, when various governments, especially Singapore, as a precondition to accepting "boat case" refugees as a country of first asylum, insisted that all such refugees, regardless of age, be moved to the country of final asylum within 90 days. Among these were a number of unaccompanied minors.

wide variety of informational materials for new arrivals, and distributed more than 25,000 pieces of printed material during the year.

The Information and Referral Division received a total of 16,051 calls on its toll-free telephone line -- the largest number ever received in a fiscal year and an average of 64 calls per day. Most frequently asked questions involved family reunification, government programs, adjustment of status, and education. The Division received 1,610 requests for help in locating friends and relatives and made 365 positive contacts and 450 additional possible contacts. Translation of 533 documents was provided to refugees, and a wide variety of casework was performed.

Although the number of Indochinese mutual assistance organizations known to the IRAP staff fluctuated during the year, with some dissolving and others being formed, there was a net increase of 25 percent in the number of associations during the report period. The 178 associations in operation at the end of the year included 150 Vietnamese, 19 Cambodian, and 9 Lao. The IMA Division sent a total of 17 newsletters to the Associations during the report period, helping to fill the information gap during the period when NEW LIFE had suspended publication.

The toll-free telephone line which is maintained through the Young Lawyers Section of the American Bar Association received a total of 200 new cases, most of them dealing with legal guardianship and adoption, marital problems, and immigration questions. Cases requiring individual legal advice or representation are referred to volunteer attorneys throughout the country.

* * *

On December 6, 1978, the 30th anniversary of the Universal Declaration of Human Rights, President Carter said:

> "Refugees are the living, homeless casualties of our world's failure to live by the principles of peace and human rights. To help them is a simple human duty. As Americans, as a people made up largely of the descendents of refugees, we feel that duty with special keenness.

> "Our country will do its utmost to ease the plight of stranded refugees from Indochina and Lebanon and of released political prisoners from Cuba and elsewhere. I hope we will always stand ready to welcome more than our fair share of those who flee their homelands because of racial, religious, or political oppression.."

For many of the homeless and destitute on the beaches and in the camps of Malaysia and Thailand, those words stand alone against futures of destitution and hopelessness.

But the 170,000 Indochinese who have already found homes and freedom here are ample testimony that the words are not hollow, and the American dream is, in fact, an attainable goal.

A. HISTORICAL

CHRONOLOGY OF EVENTS

1975

April 8 through April 15 — State Department officials consult with House and Senate Committees regarding use of Attorney General's "parole" authority for evacuees from Indochina.

April 12 — U. S. Embassy, Phnom Penh closes. Last Americans are evacuated in operation "Eagle Pull".

April 12 through April 17 — U.S. Mission, Geneva asked to request assistance from United Nations High Commissioner for Refugees (UNHCR) and Intergovernmental Committee for European Migration (ICEM) in locating third countries willing to accept refugees from Indochina.

April 14 — Parole is authorized for dependents of American citizens currently in Vietnam.

April 18 — The President asks twelve Federal agencies "to coordinate... all U. S. Government activities concerning evacuation of U. S. citizens, Vietnamese citizens, and third country nationals from Vietnam and refugee and resettlement problems relating to the Vietnam conflict" and names Ambassador L. Dean Brown as his Special Representative and Director of the Special Interagency Task Force.

April 19 — Parole is extended to include categories of relatives of American citizens or permanent resident aliens who are petition holders.

April 22 — The Interagency Task Force asks civil and military authorities on Guam to prepare a safe haven estimated to be required for 90 days in order to provide care and maintenance for an estimated 50,000 refugees. The first to pass through the area arrive the following day.

April 25 — The Attorney General authorizes parole for additional categories of relatives, Cambodians in third countries and up to 50,000 "high-risk" Vietnamese.

April 27 The Task Force requests all American missions overseas to take up the possible resettlement of refugees as a matter of urgency.

April 29 U. S. Embassy, Saigon, closes. Operation Frequent Wind removes last Americans and Vietnamese by helicopter from staging sites in Saigon. The sea-lift and self-evacuation continue. Camp Pendleton, California opens as a refugee center prepared to care for 18,000 refugees.

May 2 Fort Chaffee, Arkansas opens as a refugee reception center prepared to care for 24,000 refugees.

May 4 Eglin Air Force Base, Florida opens as a refugee reception center prepared to accept 2,500 refugees (a figure later increased to 5,000).

May 5 Ambassador Brown and senior Task Force officials testify before the Senate Foreign Affairs Committee.

Ambassador Brown and senior Task Force officials testify before the House Appropriations Defense Subcommittee in connection with the Administration's request for $507 million to run the refugee program.

May 7 Ambassador Brown and senior Task Force officials testify before the Senate Judiciary Committee, the House International Relations Committee, and on May 8, the House Judiciary Committee.

May 22 Ambassador Brown and senior Task Force officials testify before the House Judiciary Subcommittee.

A House and Senate conference committee agrees on the language of the Indochina Migration and Refugee Assistance Act of 1975, appropriating $405 million for the Administration's refugee program.

May 24 The Act becomes PL 94-23 as the President signs it into law.

May 27 Ambassador Brown returns to his post at the Middle East Institute and the President asks Mrs. Julia Vadala Taft, Deputy Assistant Secretary of Health, Education, and Welfare for Human Development, to act as Director of the Interagency Task Force until arrangements are completed for organizing the Government's efforts for the longer term.

May 28 A fourth Stateside reception center is opened at Fort Indiantown Gap, Pennsylvania, and receives its first refugees.

May 29 The UNHCR sends a representative to Stateside reception center, (Fort Chaffee) to interview individuals who have indicated a desire to return to Vietnam and whose names had been furnished earlier. Representatives of the UNHCR have been working similarly on Guam for several weeks, will go to Pendleton and Indiantown Gap next week and to Eglin thereafter.

June 6 HEW establishes a special Task Force with representatives of the American Medical Association, the American Association of Medical Colleges, the Educational Commission on Foreign Medical Graduates, and a number of programs within HEW that deal with training and placement of physicians in the U.S.

June 15 The President sends a Report to the Congress as required by PL 94-23.

July 5 First of a series of regional meetings with local government officials and representatives of resettlement agencies held in New York City.

July 6 Subic Bay, Philippines refugee reception center closes.

July 21 Principal operational responsibility for the Task Force is transferred from the Department of State to the Department of Health, Education, and Welfare. Julia Vadala Taft is named as Director of the Task Force.

August 1 Wake Island reception center closes.

Attorney General extends parole authority to additional Indochina refugees stranded in "third countries."

Sept. 15 Eglin Air Force Base, Florida refugee reception center closes.

Sept. 23 The President transmits the Second Report to the Congress on the activities of the Interagency Task Force.

Sept. 30 Decision made to accede to demands of repatriates on Guam for a ship to be sailed by them to Vietnam.

Oct. 16 The Vietnamese freighter, Vietnam Thuong Tin I, sails from Guam bound for Vietnam with 1,546 repatriates aboard.

Oct. 31 Last date for movement of Indochina refugees stranded in third countries into the U.S. refugee system. Henceforth, admission of refugees into the United States is the responsibility of the Department of State.

Oct. 31 UN High Commissioner for Refugees meets with Task Force and State Department officials. UNHCR agrees to accept responsibility for Cambodian refugees who do not wish to accept sponsorship offers and desire to be repatriated.

Oct. 31 Reception centers on Guam and at Camp Pendleton, California close.

Dec. 15 Indiantown Gap Military Reservation, Pennsylvania, refugee reception center closes.

Dec. 20 Last 24 refugees leave Fort Chaffee resettlement center to join sponsors, and this center, the last to remain in operation, is officially closed.

Dec. 31 Interagency Task Force operations are terminated, ending first phase of refugee program - evacuation and resettlement.

1976

Jan. 1 HEW Refugee Task Force assumes responsibility for domestic resettlement

Feb. 6	State Department and Attorney General's office consult with Judiciary Subcommittee on Immigration, Citizenship and International Law (Joshua Eilberg, Chairman) on issuance of parole authority to admit to the U.S. 11,000 Indochina refugees now in camps in Thailand.
Feb. 12	HEW Refugee Task Force and voluntary resettlement agencies (VOLAGs) meet in Washington, to examine methods for a coordinated effort to assure opportunities for self-sufficiency among the new immigrants.
Feb. 18-19	Conference for HEW Regional Refugee Assistance Coordinators held in Washington to discuss domestic resettlement priorities.
Feb. 23-26	HEW Refugee Task Force Director and Deputy Regional Director attend a series of meetings with State of California, local county officials, and a number of VOLAG executive directors to discuss refugee resettlement issues.
March 15	Voluntary Agency directors sign HEW Strategy and Objectives Memorandum pledging to reduce cash assistance cases by 50% by October 1, 1976.
March 17	House Subcommittee on HEW Appropriation meets with HEW Refugee Task Force Director to discuss FY 1977 budget.
March 17	HEW Social and Rehabilitation Service establishes with the States a reporting system for Alien Registration Numbers of refugees on welfare.
March 31	Seattle regional conference of HEW Task Force, voluntary agencies, State officials, refugees, and sponsors yields guidelines for joint actions.
April 8	Senate Subcommittee on HEW Appropriations holds hearing on FY 1977 Refugee Task Force funding.
April 9	HEW Regional Offices are directed to develop plans for using seed monies to fund local activities designed to remove refugees from the cash assistance rolls and place them in jobs.

May 5	An Expanded Parole Program for 11,000 additional Cambodian, Vietnamese, and Laotian refugees is authorized by the Attorney General.
May 20-21	Representatives from HEW's Refugee Task Force, Office of Education, and Social and Rehabilitation Service (SRS) meet to develop Federal strategies on refugee assistance for the future, including the role of Indochinese self-help groups, and on the phasing of residual Task Force responsibilities into SRS.
June 4	Nationwide conference for State resettlement groups and representatives from State Governors' offices is held in Kansas City to exchange information and ideas.
June 4	$2 million allocated to the State of California for a special English language and vocational training program.
June	$400,000 allotted to Regional Offices to develop and implement job development programs for refugees.
June 23	New contract set up with Center for Applied Linguistics to continue toll-free phone service until 1977 and also to develop material and conduct training sessions in area of adult vocationally oriented English language training.
June 29	Contract with the American Bar Association, Young Lawyers Section, expanded to extend toll-free phone service for legal advice to refugees until March 1977. Also added were funds for ABA to research major legal problem areas being faced by refugees.
July 1	Laotians became eligible by P.L. 94-313 for benefits bestowed by Indochina Migration and Refugee Assistance Act of 1975 on Vietnamese and Cambodians.
July 12	Indochinese Mutual Assistance Division set up within HEW Refugee Task Force to provide technical assistance and liaison channels for more than 100 identified refugee self-help associations throughout the country.
July 14	Money allotted to Regional Offices to develop Mental Health Program for refugees.

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July 21	Conference on cash assistance eligibility requirements for refugees. Participants included representatives from HEW, VOLAGs, state and local welfare agencies.
July 26	Notice of $5 million employment/training grant availability published in Federal Register.
July 26-30	Task Force visits to Regional Offices concerning $5 million employment/training grants to Regional staffs.
August 4	Draft of new cash assistance policy statement mailed to appropriate groups.
August 31	Applications for employment/training grants received in Regional Offices.
Sept. 10	Indochina Refugee Children Assistance Act of 1976 (P.L. 94-405) extending educational assistance for elementary-secondary students and adults for school year 1976-77.
Sept. 20	Third Wave Survey Report on Refugee Resettlement by Opportunity Systems Inc. completed.
Sept. 29	Administrator of Social and Rehabilitation Service, Commissioner of Assistance Payments Administration, and other SRS officials meet with national VOLAG Directors in preparation for transfer of Task Force responsibilities to SRS.
Sept. 30	SRS Regional Commissioners approve 58 grants totaling $5 million for English language and vocational training and job development and placement.
Oct. 1	HEW Indochina Refugee Task Force transferred from Office of the Secretary to Social and Rehabilitation Service, Assistance Payments Administration, U. S. Repatriate and Refugee Assistance Staff.
Oct. 1	Foreign Assistance and Related Programs Appropriation Act (P.L. 94-441) appropriated the remaining $50 million of the $455 million originally authorized by the Indochina Migration and Refugee Assistance Act of 1975. It also extended the availability to HEW of all appropriated funds until September 30, 1977.

Oct. 22	SRS Action Transmittal to the States providing revised guidelines for cash assistance for refugees, requiring acceptance of appropriate employment or training and authorizing State welfare agencies to carry out job development activities.
Nov. 10	Completion by Task Force of initial Regional technical-assistance workshops for all employment/training project grantees.
Dec. 6	Contract awarded to Center for Applied Linguistics to provide technical assistance to
1977	employment program grantees.
Feb. 8	Completion by Task Force of second round of Regional assistance workshops for all employment/training project grantees.
May 4	Supplemental Appropriations Act (P.L. 95-26) includes $18.5 million for funds to State educational agencies to reimburse local educational agencies for services to Indochinese refugee schoolchildren and $10.25 million for discretionary project grants to State and local educational agencies for English and vocational/ occupational training for adult refugees. Funds were appropriated under authority of the Indochina Refugee Children Assistance Act of 1976 (P.L. 94-405).
June 19	Under HEW reorganization, Indochinese Refugee Task Force becomes part of Special Programs Staff, Office of Family Assistance, in the Social Security Administration.
July 15	After studying State Department report, President Carter asks Attorney General to use parole powers to admit additional 15,000 refugees, including 7,000 "boat cases," to United States.
Aug. 9-10	Refugee Task Force and National Institute of Mental Health hold two-day conference on refugee mental health programs in Denver.
Aug. 11	Attorney General Griffin B. Bell uses parole power to authorize admission of additional 15,000 refugees, following Congressional concurrence.

Sept. 20	First 107 of 15,000 new refugees arrive in San Francisco port-of-entry after flight from Bangkok.
Oct. 18	Congress completes passage of bill phasing down refugee assistance program over four-year period and providing for adjustment of status from parolee to permanent resident alien for refugees.
Oct. 28	President approves extension and adjustment of status bill, which becomes P.L. 94-145.

1978

Jan. 25	Attorney General authorizes 7,000 more boat cases to be admitted into the U.S. from various points of temporary asylum around South China Sea.
March 7	President signs P.L. 95-240 appropriating $124 million, including $10 million for special projects for IRAP program.
March	Attorney General approves the entry into the U.S. of 25,000 refugees, half to come from camps in Thailand and half from among boat cases.
June 14-15	National Coalition for Effective Settlement of Indochina Refugees holds national meeting in Washington. Action transmittal detailing phasedown of IRAP program under P.L. 95-145 issued.
July 10	Administration bill extending IRAP program and clarifying phasedown sent to Congress.
July 26-28	National conference of HEW/IRAP personnel held in Washington.
Sept. 1	$7.2 million in discretionary grants for Special Projects in English language training, vocational training, and job placement awarded under IRAP.
Oct. 1	$2.8 million in mental health services discretionary grants awarded under IRAP.
Oct. 30	P.L. 95-549 extends full Federal funding of IRAP through FY 1979.

B. REFUGEE PROFILE

TABLE 1

Indochinese Refugees in the Unites States

November 1, 1978

Resettled under Special Parole Program	129,792
Resettled under Humanitarian Parole Program	602
Resettled under Special Lao Program	3,466
Resettled under Expanded Parole Program	11,000
Resettled under "boat cases" Program as of August 1, 1977	1,883
Resettled under Indochinese Parole Programs August 1977 to November 1, 1978	23,955
Total:	170,698

TABLE 2

	STATE	INS REPORT Jan. 1978	ADJUSTED* Jan. 1978	NEW ARRIVALS Jan-Nov. 1978	TOTALS Nov. 1, 1978
1.	California	38,613	41,516	5,121	46,637
2.	Texas	12,758	13,717	2,177	15,894
3.	Pennsylvania	6,260	6,731	911	7,642
4.	Louisiana	6,263	6,734	503	7,237
5.	Virginia	5,951	6,398	393	6,791
6.	Washington	5,030	5,408	696	6,104
7.	Florida	4,536	4,877	577	5,454
8.	Illinois	3,944	4,240	970	5,210
9.	New York	3,617	3,889	707	4,596
10.	Minnesota	3,224	3,466	670	4,136
11.	Oregon	3,189	3,429	685	4,114
12.	Oklahoma	2,937	3,158	360	3,518
13.	Colorado	2,654	2,854	610	3,464
14.	Iowa	2,468	2,654	401	3,055
15.	Missouri	2,524	2,714	292	3,006
16.	Ohio	2,483	2,670	324	2,994
17.	Michigan	2,384	2,563	353	2,916
18.	Maryland	2,492	2,679	177	2,856
19.	Hawaii	2,093	2,250	474	2,724
20.	Wisconsin	2,110	2,269	373	2,645

*Adjusted for under-registration

TABLE 2 (continued)

	STATE	INS REPORT Jan. 1978	ADJUSTED Jan. 1978	NEW ARRIVALS Jan-Nov. 1978	TOTALS Nov. 1, 1978
21.	Kansas	1,782	1,916	269	2,185
22.	Indiana	1,573	1,691	209	1,900
23.	New Jersey	1,682	1,808	64	1,872
24.	Arkansas	1,412	1,518	221	1,739
25.	Connecticut	1,243	1,336	306	1,642
26.	Georgia	1,277	1,373	234	1,607
27.	Massachusetts	1,265	1,360	222	1,582
28.	Nebraska	1,149	1,235	223	1,458
29.	Tennessee	902	970	416	1,386
30.	North Carolina	1,074	1,155	122	1,277
31.	Utah	930	1,000	275	1,275
32.	Arizona	1,001	1,076	168	1,244
33.	Alabama	1,000	1,075	152	1,227
34.	Kentucky	816	877	144	1,021
35.	South Carolina	781	840	48	888
36.	Nevada	596	641	141	782
37.	Mississippi	647	696	80	776
38.	Rhode Island	483	519	230	749
39.	New Mexico	528	568	167	735
40.	District of Columbia	357	384	321	705
41.	South Dakota	356	383	65	448

TABLE 2 (continued)

	STATE	INS REPORT Jan. 1978	ADJUSTED Jan. 1978	NEW ARRIVALS Jan-Nov. 1978	TOTALS Nov. 1, 1978
42.	Montana	305	328	110	438
43.	Idaho	349	375	42	417
44.	Guam	331	356	6	362
45.	Maine	245	263	21	284
46.	North Dakota	221	238	37	275
47.	Alaska	208	224	5	229
48.	Delaware	164	176	17	193
49.	New Hampshire	135	145	11	156
50.	West Virginia	133	143	11	154
51.	Wyoming	87	94	2	96
52.	Vermont	47	51	1	52
53.	Puerto Rico	33	35	0	35
54.	Virgin Islands	16	17	0	17
55.	State Unknown	464	499	0	499
	TOTAL:	139,122	149,581	21,117	170,698

TABLE 3

Welfare and Medical Assistance
For Indochinese Refugees

(Reports from States as of August 1, 1978)

States	Receiving Cash Assistance *		Eligible for Medical Assistance Only
	Cases	Persons	Persons
Alabama	14	57	0
Alaska	0	0	0
Arizona	18	59	0
Arkansas	84	223	46
California	8,820	26,900	6,180
Colorado	358	1,204	10
Connecticut (a)	88	235	280
Delaware	13	46	8
District of Columbia	63	97	112
Florida	400	1,318	36
Georgia	41	101	10
Hawaii	511	1,320	15
Idaho	5	18	32
Illinois	351	1,174	89
Indiana	60	182	32
Iowa	271	894	455
Kansas	182	589	240
Kentucky	76	229	3
Louisiana	282	1,125	250
Maine	12	40	6
Maryland	132	522	513
Massachusetts	261	564	106
Michigan	216	841	148
Minnesota	367	1,301	224
Mississippi	51	244	0
Missouri (no program)	—	—	—
Montana	41	148	33
Nebraska	109	346	27
Nevada	27	52	0
New Hampshire	10	15	21
New Jersey	130	453	N/A
New Mexico	31	99	65
New York	203	706	424
North Carolina	60	125	35
North Dakota	16	86	16

* Refugees who receive cash assistance are also eligible for medical assistance.

States	Receiving Cash Assistance		Eligible for Medical Assistance Only
	Cases	Persons	Persons
Ohio	204	692	281
Oklahoma	88	161	459
Oregon	658	2,116	141
Pennsylvania	484	1,529	1,905
Rhode Island	90	464	139
South Carolina	14	29	0
South Dakota	18	90	0
Tennessee	63	171	35
Texas	607	2,031	551
Utah	61	209	50
Vermont	2	2	2
Virginia (b)	597	1,508	329
Washington	938	2,378	342
West Virginia	3	3	0
Wisconsin	199	699	942
Wyoming	2	9	0
Guam	83	240	0
	17,414	53,644	14,592

(a) As of May 1, 1978
(b) As of July 1, 1978

TABLE 4

Cash Assistance Cases - Indochina Refugees - By State

State	Number of Cases on Cash Assistance August 1, 1977	Number of Cases on Cash Assistance August 1, 1978	Percentage Increase or Decrease
Region I			
Connecticut	77	88	+14.3%
Maine	18	12	-33.3
Massachusetts	201	261	+29.9
New Hampshire	5	10	+100.0
Rhode Island	53	90	+69.8
Vermont	4	2	-50.0
	358	463	+29.3%
Region II			
New York	233	203	-12.9%
New Jersey	139	130	- 6.5
Puerto Rico	0	0	0
Virgin Islands	0	0	0
	372	333	-10.5%
Region III			
Delaware	16	13	-18.7%
Maryland	336	132	-60.7
Pennsylvania	530	484	- 8.7
Virginia	614	597	- 2.8
West Virginia	18	3	-83.3
Dist. of Columbia	88	63	-28.4
	1,602	1,292	-19.4%
Region IV			
Alabama	53	14	-73.9%
Florida	497	400	-19.6
Georgia	61	41	-32.8
Kentucky	108	76	-29.6
Mississippi	30	51	+70.0
North Carolina	83	60	-27.7
South Carolina	21	14	-33.3
Tennessee	35	63	+80.0
	888	719	-19.0%
Region V			
Illinois	332	351	+ 5.7%
Indiana	117	60	-48.7
Michigan	313	216	-31.0
Minnesota	271	367	+35.4
Ohio	235	204	-13.2
Wisconsin	241	199	-17.4
	1,509	1,397	- 7.4%

TABLE 4 (continued)

Cash Assistance Cases - Indochina Refugees - By State

State	Number of Cases on Cash Assistance August 1, 1977	Number of Cases on Cash Assistance August 1, 1978	Percentage Increase or Decrease
Region VI			
Arkansas	99	84	-15.2%
Louisiana	186	282	+51.6
New Mexico	24	31	+29.2
Oklahoma	195	88	-54.9
Texas	724	607	-16.2
	1,228	1,092	-11.1%
Region VII			
Iowa	230	271	+17.8%
Kansas	129	182	+41.1
Missouri	248	--(a)	--(a)
Nebraska	103	109	+ 5.8
	710	562	-20.8%
Region VIII			
Colorado	307	358	+16.6%
Montana	48	41	-14.6
North Dakota	18	16	-11.1
South Dakota	18	18	0
Utah	85	61	-28.2
Wyoming	3	2	-33.3
	479	496	+ 3.5%
Region IX			
Arizona	21	18	-14.3%
California	6,750	8,820	+30.7
Hawaii	605	511	-15.5
Nevada	35	27	-22.9
Guam	102	83	-18.6
Samoa	0	0	0
	7,513	9,459	+25.9%
Region X			
Alaska	1	0	-100.0%
Idaho	24	5	- 79.2
Oregon	619	658	+ 6.3
Washington	1,077	938	-12.9
	1,721	1,601	- 7.0%
TOTAL	16,380	17,414	+6.3%

(a) Not participating in program.

TABLE 5

Supplemental security income: Number of Indochinese refugees eligible for federally administered payments, by reason for eligibility and State, October 1, 1978

State	Total	Aged	Blind	Disabled
Total	3,594	2,536	92	966
Alabama	16	9	1	6
Alaska	1	1	--	--
Arizona	20	13	1	6
Arkansas	35	20	1	14
California	1,375	945	43	387
Colorado	62	41	2	19
Connecticut	21	17	1	3
Delaware	3	2	--	1
District of Columbia	7	5	--	2
Florida	120	76	1	43
Georgia	20	14	--	6
Hawaii	37	31	--	6
Idaho	1	1	--	--
Illinois	65	53	--	12
Indiana	22	20	--	2
Iowa	74	53	6	15
Kansas	42	32	1	9
Kentucky	17	13	--	4
Louisiana	276	200	7	69
Maine	2	1	--	1
Maryland	65	50	3	12
Massachusetts	19	14	--	5
Michigan	25	20	--	5
Minnesota	41	32	1	8
Mississippi	20	15	--	5
Missouri	53	37	2	14
Montana	2	1	--	1
Nebraska	17	16	--	1
Nevada	12	9	--	3
New Hampshire	--	--	--	--
New Jersey	30	20	--	10
New Mexico	4	3	--	1
New York	55	35	--	20
North Carolina	21	16	--	5
North Dakota	4	3	--	1

Supplemental security income: Number of Indochinese refugees eligible for federally administered payments, by reason for eligibility and State, October 1, 1978 (Con.)

State	Total	Aged	Blind	Disabled
Ohio	33	24	1	8
Oklahoma	68	50	2	16
Oregon	80	52	2	26
Pennsylvania	115	79	--	36
Rhode Island	10	4	--	6
South Carolina	17	11	1	5
South Dakota	3	1	--	2
Tennessee	15	11	--	4
Texas	364	258	9	97
Utah	13	5	--	8
Vermont	--	--	--	--
Virginia	144	110	5	29
Washington	113	86	1	26
West Virginia	--	--	--	--
Wisconsin	34	27	1	6
Wyoming	1	--	--	1
Unknown	--	--	--	--
Other areas:				
Northern Mariana Islands	--	--	--	--

TABLE 6

Supplemental security income: Number of Indochinese refugees receiving federally administered payments by type of payment and reason for eligibility October 1, 1978.

Type of payment	Total	Aged	Blind	Disabled
	Number			
Total	3,594	2,536	92	966
Federal SSI payments	3,581	2,532	91	958
Federal SSI payments only	1,774	1,269	41	464
Federal and State supplementation	1,807	1,263	50	494
State supplementation	1,820	1,267	51	502
State supplementation only	13	4	1	8

TABLE 7

ANALYSIS OF CASH ASSISTANCE CASE LOAD - INDOCHINA REFUGEES

	09/15/75	12/15/75	02/29/76	06/01/76	09/01/76	12/01/76	03/01/77	05/01/77	08/01/77	08/01/78
1. Number Resettled in U.S.	92,274	128,110	130,072	130,592	138,058	144,072	144,758	144,908	145,700	161,865
2. Cash Assistance Cases	3,362	8,705	11,854	13,688	14,205	14,955	16,856	17,684	16,380	17,414
3. Increase in Cases since Previous Report	I/R	5,343	3,149	1,834	517	750	1,901	828	1,304	-1,034
4. Percentage Increase in Cases since Previous	I/R	159%	36%	16%	4%	5%	13%	5%	-7%	6%
5. Cash Assistance Persons	10,969	23,768	31,272	38,707	41,188	44,221	50,204	52,219	50,771	53,644
6. Increase in Persons since Previous	I/R	12,799	7,504	7,518	2,481	3,033	5,983	2,015	-1,448	2,873
7. Percentage Increase in Persons since Previous	I/R	117%	32%	24%	6%	7%	14%	4%	-2%	6%
8. Average Number of Persons Per Approved Case	3.26	2.44	2.63	2.82	2.89	2.96	2.98	2.95	3.10	3.08
9. Average Number of Persons Per New Case for Reporting Period	I/R	2.39	2.38	4.09	4.79	4.04	3.15	2.43	n/a	2.78
10. Percentage of Population on Cash Assistance	11.88%	18.55%	24.04%	29.63%	29.83%	30.69%	34.68%	36.04%	34.85%	33.14%

I/R=Initial Report

Table 8

Demographic Data

The Immigration and Naturalization Service (INS) provided information and reports on the Indochina Refugees from the annual Alien Address Report (Form I-53) received from aliens by the INS. The following demographic data was prepared from 114,140 Alien Address Reports identified as Indochina Refugees.

Distribution by Age and Sex

Based on 114,140 refugees, January 1976 INS Alien Report

AGE	MALE		FEMALE		TOTAL	
0 - 5	8,250	14.24 %	8,319	14.80 %	16,569	14.52 %
6 - 11	8,485	14.65	8,269	14.71	16,754	14.68
12 - 17	7,824	13.51	7,487	13.32	15,311	13.41
18 - 24	11,364	19.62	9,476	16.85	20,840	18.26
25 - 34	10,612	18.32	10,212	18.16	20,824	18.25
35 - 44	5,481	9.46	5,115	9.10	10,596	9.28
45 - 62	4,046	6.99	4,175	7.43	8,221	7.20
63 & Over	1,857	3.21	3,168	5.63	5,025	4.40
TOTAL	57,919	100.00 %	56,221	100.00 %	114,140	100.00 %

MALES

17 and under	-	24,559	42.40 %
Over 17	-	33,360	57.60 %
	TOTAL	57,919	100.00 %

FEMALES

17 and under	-	24,075	42.82 %
Over 17	-	32,146	57.18 %
	TOTAL	56,221	100.00 %

Total Male Population	-	57,919	50.74 %
Total Female Population	-	56,221	49.26 %
Total Population	-	114,140	100.00 %

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Table 9 EDUCATIONAL LEVELS

MARCH 1976
RECEPTION CAMPS EVACUEE FILE

HIGHEST EDUCATIONAL LEVEL OF 30,628 HEADS OF HOUSEHOLD

(Based on sample of 124,457 people)

None	407	1.3%
Elementary	5,120	16.7
Secondary	14,632	47.8
University	7,004	22.9
Post-graduate	1,375	4.5
Data not available	2,090	6.8
TOTAL	30,628	100.0%

HIGHEST EDUCATIONAL LEVEL OF 67,033 EVACUEES 18 YEARS OF AGE AND OVER

(Based on sample of 124,457 people)

None	1,384	2.1%
Elementary	11,979	17.9
Secondary	25,432	37.9
University	11,150	16.6
Post-graduate	1,955	2.9
Data not available	15,133	22.6
TOTAL	67,033	100.0%

TABLE 10

LABOR FORCE PARTICIPATION OF PERSONS 16 YEARS AND OLDER BY SEX
(Weighted Percentages)*

Sex	Unweighted N	In Labor Force	Not in Labor Force
Total	1524	63.4	36.6
Male	843	74.4	25.6
Female	681	49.4	50.6

Source: Opportunity Systems, Inc., Survey VI, November-December 1978.

* NOTE: In Tables 10-21, "weighted percentages" are used to reflect the basic probability selection and nonresponse adjustment in each of the sample sectors.

TABLE 11

EMPLOYMENT STATUS OF PERSONS 16 YEARS AND OLDER BY AGE AND SEX
IN SURVEYS V AND VI
(Weighted Percentages)

Age	Male				Female			
	Survey V		Survey VI		Survey V		Survey VI	
	Unweighted N	% Employed	Unweighted N	% Employed	Unweighted N	% Employed	Unweighted N	% Employed
Total	705	95.1	620	95.2	354	93.2	335	94.3
16 - 24	217	95.2	148	93.2	113	93.1	99	93.9
25 - 34	238	95.7	225	97.2	129	95.6	113	96.4
35 - 44	140	97.5	121	95.9	81	96.7	79	95.0
45 - over	110	90.6	126	93.1	31	73.3	44	88.3

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

TABLE 12

EMPLOYMENT STATUS OF PERSONS 16 YEARS AND OLDER
BY SEX AND RELATIONSHIP TO HEADS OF HOUSEHOLD
IN SURVEYS V AND VI
(Weighted Percentages)

Relationship to Head of Household	MALE				FEMALE			
	Survey V		Survey VI		Survey V		Survey VI	
	Unweighted N	% Employed	Unweighted N	% Employed	Unweighted N	%	Unweighted N	% Employed
Total	705	95.1	620	95.2	354	93.2	335	94.3
Head.	473	94.4	440	95.7	53	92.5	52	91.9
Spouse.	12	100.0	14	93.2	176	91.7	167	92.9
Child or spouse of child. . . .	94	97.1	91	93.3	75	92.6	78	98.8
Grandchild/nephew/niece	8	100.0	8	73.6	4	100.0	1	-
Parent or spouse.	3	100.0	4	54.9	2	100.0	8	100.0
Other relative. .	60	92.7	32	100.0	44	100.0	25	96.0
Unrelated/NA . .	55	98.6	31	100.0	-	-	4	100.0

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

TABLE 13

REASONS FOR NOT SEEKING EMPLOYMENT
IN SURVEYS V AND VI
(Weighted Percentages)

Reasons	Survey V	Survey VI
Total	545	561
Attending school	48.2	58.2
Keeping house	29.8	35.0
Poor health	21.3	21.3
Poor English	9.1	28.3
Other means of support	.5	5.2
Discouraged	.4	.9
Other	3.1	1.8

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

TABLE 14

PRESENT OCCUPATION OF HEADS OF HOUSEHOLD BY VIETNAM OCCUPATION
(Weighted Percentages)

Vietnam Occupation	Present Occupation									
	Total		White-Collar			Blue-Collar				
	N	%	Profes-sional	Managers	Clerical and Sales	Crafts-man	Operatives Transport	Farm Managers	Laborers	Other Blue-Collar
Total	429	100	10.3	6.0	15.7	33.1	8.8	.5	12.2	13.3
White-Collar	292	100	15.0	8.6	20.0	31.0	9.2	.4	5.8	10.0
Professionals	89	100	31.7	8.0	18.4	27.5	7.8	-	3.2	3.4
Managers	129	100	11.2	12.3	14.6	32.1	10.7	.9	6.1	12.1
Clerical and Sales	74	100	1.3	2.9	31.4	33.4	7.6	-	8.4	15.0
Blue-Collar	137	100	.7	.8	6.8	37.5	8.2	-	25.4	19.6
Craftsmen	42	100	-	-	7.3	52.6	7.1	-	18.7	14.3
Operatives and Transport	4	100	-	-	-	23.6	-	-	23.6	52.9
Farm Managers	6	100	-	-	-	15.0	-	17.5	67.5	-
Laborers	23	100	-	-	8.3	9.4	13.0	-	47.8	21.4
Other Blue-Collar	62	100	1.6	1.8	7.0	40.5	8.5	-	14.8	26.0

Source: Opportunity Systems, Inc., Survey VI, November-December 1978.

TABLE 15

Current Occupational Level of Employed Refugee Heads of Household by Proficiency in English (Weighted Percentages)

Proficiency in English	Unweighted N	Current Occupational Level	
		White-Collar	Blue-Collar
Total.	468	32.3	67.7
Understand English			
Not at all. . .	9	11.4	88.6
Some.	261	19.4	80.6
Well.	198	50.0	50.0
Speak English			
Not at all. . .	10	19.9	80.1
Some.	251	19.8	80.2
Well.	207	47.8	52.2
Read English			
Not at all. . .	27	7.2	92.8
Some.	250	21.3	78.7
Well.	191	49.9	50.1
Write English			
Not at all. . .	25	4.0	96.0
Some.	237	20.8	79.2
Well.	206	48.6	51.4

Source: Opportunity Systems, Inc., Survey VI, November-December 1978.

TABLE 16

EMPLOYMENT STATUS OF HEADS OF HOUSEHOLD
BY SEX AND EDUCATIONAL ATTAINMENT
(Weighted Percentages)

Education	Male			Female		
	Unweighted N	Employed	Un-employed	Unweighted N	Employed	Un-employed
Total	440	95.7	4.3	52	91.9	8.1
None	46	93.5	6.5	2	100.0	-
Primary Diploma	48	92.5	7.5	7	70.7	29.3
BEPSI/DEPSI/BE	71	98.6	1.4	10	100.0	-
BACC I	46	95.7	4.3	6	100.0	-
BACC II	135	95.2	4.8	15	92.0	8.0
University	86	96.7	3.3	8	100.0	-
Other	8	100.0	-	4	75.5	24.5

Source: Opportunity Systems, Inc., Survey VI, November-December 1978

PRIMARY DIPLOMA:

Elementary school diploma, awarded to those who pass an examination after five years of schooling, from grade one through grade five.

BEPSI/DEPSI/BE:

Junior high school diploma, awarded to those who pass an examination after their completion of the ninth grade.

BACC I and BACC II:

(Baccalaureate -- 1st part and 2nd part, respectively): awarded to those who have successfully completed their 11th and 12th grades in secondary school; generally considered as the main criteria in the selection of candidates for mid-level positions in the government. BACC II (Baccalaureate -- 2nd part) is a prerequisite for admission into college or university.

PROFICIENCY IN ENGLISH BY WEEKLY WAGES AND SALARY INCOME
(Weighted Percentages)

Proficiency in English	Unweighted N	Weekly Wages and Salary Income						
		Less than $50	$50-99	$100-124	$125-149	$150-174	$175-199	$200-more
Total	879	1.7	2.4	21.4	15.2	14.5	10.9	33.7
Understand English								
Not at all	22	4.7	4.4	52.2	17.6	12.2	-	8.8
Some	458	.9	2.7	21.9	17.4	17.9	9.7	29.4
Well	399	2.4	2.1	19.3	12.6	10.8	12.9	39.8
Speak English								
Not at all	19	5.4	5.0	50.6	10.1	14.0	-	14.8
Some	439	0.9	2.8	22.8	17.5	17.1	9.7	29.3
Well	421	2.3	2.0	18.7	13.1	11.8	12.7	39.4
Read English								
Not at all	45	2.4	8.6	43.0	20.3	10.3	-	15.5
Some	495	1.6	2.3	25.4	16.9	16.6	10.0	27.2
Well	339	1.8	1.9	12.9	12.1	12.0	13.8	45.3
Write English								
Not at all	41	2.6	9.4	42.2	22.2	11.2	-	12.5
Some	432	1.0	2.6	22.8	17.3	16.3	10.3	29.7
Well	406	2.4	1.6	18.0	12.3	12.9	12.7	40.0

Source: Opportunity Systems, Inc., Survey VI, November-December 1978.

TABLE 18

HOURS WORKED PER WEEK BY AGE AND SEX
(Weighted Percentages)

Age and Sex	Unweighted N	Hours Worked Per Week			
		Less than 15	15 - 29	30 - 39	40 or more
Total	906	3.0	11.5	3.5	82.0
16 - 24	231	6.8	29.3	3.6	60.3
25 - 34	328	2.1	7.4	2.5	88.0
35 - 44	191	1.1	4.2	3.6	91.2
45 and over	156	1.4	1.9	5.3	91.4
Male	590	3.0	8.1	2.8	86.1
16 - 24	138	7.7	24.1	2.9	65.4
25 - 34	219	2.3	5.1	2.7	89.8
35 - 44	116	1.7	0.9	2.6	94.8
45 and over	117	-	1.7	2.8	95.5
Female	316	2.8	17.9	4.9	74.3
16 - 24	93	5.4	37.0	4.8	52.8
25 - 34	109	1.6	12.1	2.0	84.3
35 - 44	75	-	9.4	5.3	85.3
45 and over	39	5.8	2.5	13.3	78.5

Source: Opportunity Systems, Inc., Survey VI, November-December 1978.

TABLE 19

WEEKLY WAGES AND SALARY INCOME
IN SURVEYS V AND VI
(Weighted Percentages)

Weekly Wages and Income Level	Survey V	Survey VI
Total.	998	881
Zero wages . .	1.3	-
< $50. . . .	4.9	1.7
$50 - 99 . . .	16.2	2.4
$100 - 199 . .	63.3	62.0
$200 - over. .	14.3	33.9
N/A.	-	-

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

TABLE 20

MONTHLY INCOME OF REFUGEE HOUSEHOLDS FROM ALL SOURCES IN SURVEYS V AND VI
(Weighted Percentages)

	Survey V	Survey VI
Total.	607	561
Under $200 . .	3.2	2.1
$200 - 399 . .	7.8	3.0
$400 - 599 . .	20.6	7.6
$600 - 799 . .	14.0	14.6
$800 - over. .	51.4	70.0
N/A.	3.1	2.5

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

TABLE 21

MONTHLY HOUSEHOLD INCOME FROM ALL SOURCES BY COMPONENTS OF INCOME IN TERMS OF PERCENT OF DOLLAR CONTRIBUTIONS TO HOUSEHOLD INCOME IN SURVEYS V AND VI
(Weighted Percentages)

	Survey V	Survey VI
Total Households. . .	607	561
Wages and Salary. .	90.8	90.3
Refugee Financial Assistance	6.1	4.5
SSI	1.5	1.7
Other	1.6	3.2

Source: Opportunity Systems, Inc., Survey V, July-August 1977; Survey VI, November-December 1978.

C. RESETTLEMENT

SOCIAL SECURITY ADMINISTRATION

The Indochinese Refugee Assistance Program continued over the last year to be administered as part of the work of the Special Programs Staff in the Office of Family Assistance of the Social Security Administration, Department of Health, Education, and Welfare.

The staff of the central office comprises 28 persons, most with multilingual competence in Vietnamese, Cambodian, or Lao. There are 17 field workers in the ten HEW Regional Offices.

Washington Office

This office has operated in four general units: Resettlement Liaison, Publications, Information and Referral, and liaison with Indochinese Mutual Assistance Associations nationwide.

The Resettlement Liaison Division generally handles communications with the national and local offices of the Voluntary Resettlement Agencies, with the Department of State, and the Immigration and Naturalization Service, as well as with the 10 HEW Regional Offices of the Office of Family Assistance.

The functions of Resettlement Liaison include some case work, gathering and disseminating information, analyzing legislative proposals, and gathering statistical data on the location of the Indochinese population in the United States, including each week's new arrivals. This Division oversees contract services with the American Bar Association, which provides a toll-free telephone line for legal advice for the Indochinese, and with the University of California at Long Beach which provides translation and reconstruction of academic documents for refugees seeking admission to institutions of higher education and/or professional employment. This service was discontinued in September 1977, as a result of appropriation delays, but resumed in October 1978.

The Publications Division prepares the materials for its Indochinese quadrilingual newspapers, NEW LIFE. These were suspended in September 1977 but resumed in December 1978 in three separate editions -- Vietnamese, Cambodian, Laotian. Packets of printed materials to assist new refugees as they arrive have been developed.

In all, 18,922 other publications were distributed since January 1, 1978. Several thousand were sent directly to A.I.D. officers in refugee camps in Southeast Asia. These included Orientation Handbooks and a Guide to Two Cultures, both in the three Indochinese languages. A Guide to Family Budgeting, in Vietnamese and Cambodian, was also made available. The staff of the Publications Division in currently preparing phrase books in Cambodian and Lao and a Cambodian Dictionary.

The Information and Referral Division was a major medium for dispensing information on a variety of topics during the last year, primarily through use of a toll-free telephone service staffed by Indochinese with multilingual competence.

A total of 16,051 telephone inquiries were received -- the largest number during any 12-month period in the history of the program, and an average of 64 calls per day. The most common questions involved reunification with family members in Vietnam, Cambodia, or Laos, or in refugee camps in Asia. Other frequent topics were adjustment of status, government programs, and education.

The unit also received 1,610 requests for help in locating friends or relatives. Following checks of Division records, the Division was able to effect 365 positive contacts and 450 possible contacts.

Free translation service, especially of such official documents as birth and marriage certificates and school records, is offered by the Division, and during the report period 533 such documents were translated and certified.

While most of the calls were routine in nature, there were frequent highly dramatic situations calling for great resourcefulness, sensitivity, and skill; suicide threats, interpretation via telephone for mothers in childbirth, and cases with unusual and compelling humanitarian considerations are part of the division's regular concern.

Direct contact with refugee problems is also helpful in analyzing and assessing the refugee community's needs.

The Division's Lao and Cambodian components also maintained liaison with mutual assistance associations of their fellow refugees, making field trips, explaining government policy to refugee groups, and outlining refugee problems to State

and local officials where warranted. In some cases, it was possible to convince the latter of the need for Lao or Cambodian case workers on their staffs.

The rationale for the existence of the Indochinese Mutual Assistance Association Division is that, historically, many ethnic groups have provided valued service through such community organizations. The Division's goal is to provide technical assistance and information and thereby encourage Indochinese refugees to create such organizations, and to render whatever help is possible to enhance their effectiveness.

The organizations vary widely in their size, objectives, and structure. Some are highly organized with broad-based community-wide objectives and active programs; others have not yet developed. Some are professionally oriented.

For many reasons, primarily financial and technical, more than half of the Associations dissolved during the reporting period. However, nearly twice that number were established during the same period:

	Number dissolved during the reporting period	Number newly established during the same period
Vietnamese	30	60
Cambodian	4	6
Lao	5	6

The comparative figures below show an overall average increase of about 25 percent over the number of Associations in the last report:

Associations	Sept. 30, 1977	Sept. 30, 1978	Increase
Vietnamese	120	150	30
Cambodian	17	19	2
Lao	8	9	1
TOTAL:	145	178	33

Percentage of increase over last year's figure: 33 ÷ 145 = 23%.

Liaison between the IMA Division and the Indochinese Associations is by telephone and mail. The Division sent a total of 17 newsletters, slightly more than one letter a month, to the

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Associations during the reporting period. The letters focused on subjects of greatest concern as revealed by direct contact with the Associations as well as from the toll-free telephone line. They covered such topics as adjustment of status from parolee to permanent resident status, mail regulations to Vietnam and how to send money or gifts to family and friends in Vietnam.

The IMA letters helped fill the information gap while the NEW LIFE newspaper temporarily suspended publication. This happened because some Associations reproduced the letters and provided them to the greater refugee community as a service. For example, one Vietnamese student provided letters to several hundred refugee students and elders, whether or not they were members of an Association.

Although their objectives and views differ, the Associations share one common goal: To serve their countrymen. Throughout the year, the associations helped new arrivals by providing such services as meeting them at the airport, orienting them on local community services and facilities, and assisting them in finding jobs and low-cost housing. Perhaps their most impressive accomplishment was the role they played in rendering assistance to the refugees on adjustment of status. Their efforts supplemented the work of the voluntary agencies, which in turn dramatically lightened the burden on Immigration and Naturalization Service offices throughout the Nation.

It is of interest to note that many key members of the governing board of Associations are also members of Indochinese Resettlement Agencies, Voluntary Agencies, as well as serving in related agencies and fields.

Even though the goals of many Associations stress cultural-social preservation, many others in areas with large refugee populations want to expand their activities and become nonprofit corporations. Some would provide refugee immigration services. Others wish to become resettlement offices; others, professional agencies. These associations are mainly located in California, Texas, Chicago, Pennsylvania, New York, and the Washington, D.C., area.

Funding remains a primary problem. The lack of experienced personnel is another handicap. Few members are versed in grantsmanship. The IMA Division has been asked to provide guidance on how to obtain grants. The Division encouraged Associations to select qualified people to attend grantsmanship training. Such training would enable the Associations to take advantage of local resources as well as to obtain Federal grants.

Some Associations have already started planning for regional or national level activities. One is the Vietnamese Mutual Association, in Oklahoma City. To date they have organized two regional meetings, and are progressing step by step. Another is in the West Coast area, started by the Vietnamese American Association. This group expects to have some Cambodian and Lao leaders serving with them on the organization board. The third one is professionally-oriented and is under the direction of the Association for VN Cultural Development of San Francisco, California. The main project of this association is to help former lawyers, judges, and law teachers to take the required training, so that they can acquire licenses and practice in their former profession. So far one has graduated after a 450-hour intensive training. Fourteen others are pursuing a nine-month training program at Magna-Carta Law School, and another group of 20 is enrolled in a regular four-year program at the Lincoln School of Law in California.

The Washington office, in close cooperation with regional offices, also administers the Special Projects program of discretionary grants, which are designed to reduce the refugees' dependence on public assistance and help them become self-sufficient.

Since language difficulties and lack of marketable job skills interfere with the ability of many cash-assistance-dependent refugees to attain self reliance, $7.2 million was allocated for projects related to English language and vocational training and employment services for them. Special emphasis was placed on skill upgrading, since many refugees had been able to find only entry-level employment with wages too low to support their families fully. Forty-nine new projects and 31 continuing grants were funded for this purpose.

Refugee mental health problems, arising largely from the traumas connected with sudden evacuation from their homeland and unfamiliarity with American culture were also perceived as significant obstacles to effective resettlement and self-sufficiency. Consequently, approximately $2.8 million was allocated in this area. Emphasis was placed on linking the refugee community with existing mental health systems, on alerting mental health officials to refugee needs and problems, and on training Indochinese mental health paraprofessionals. A total of 37 grants were awarded.

The Central Office staff developed the specifications upon which grants were awarded. Following their issuance by the

SSA grants officer, the Central Office staff together with Regional Office personnel monitored the progress of the projects, suggesting changes and improvements where warranted.

A legal assistance toll-free phone line is maintained through the Young Lawyers Section of the ABA. From January 1, 1976, to October 1978, 200 new cases were received over the phone and were concluded. The types of problems received on the Hot Line continued to deal mainly with legal guardianship and adoption, marital problems and divorce, and immigration and permanent resident questions.

DATE	SUBJECT OF IMA LETTERS
08/29/77	- Administration proposal and the bill of Senator Stark to extend the IRAP
09/30/77	- Inquiries concerning extension of IRAP and other Congressional activities concerning the refugee community. (The House passed the bill to grant permanent resident status to the Indochinese refugees).
10/20/77	1. A Senate bill to extend IRAP and a House bill for adjustment of status have been merged into one bill, and has only to be signed by the President. 2. Sending a letter from Center for Applied Linguistics concerning the reprinted Vietnamese texbooks for children.
11/09/77	1. Adjustment of status (whether the INS will charge any fee or not for processing adjustment of status). 2. The status of the appropriation for the IRAP.
01/16/78	- U.S. Government policy on sending money to Vietnam.
02/27/78	1. Public Law 95-145, that provides for adjustment of status and the extension of IRAP. 2. List of INS office. 3. List of Voluntary Agencies.
03/14/78	- Sending a note to correct an error in the letter dated Feb. 27, 78 about adjustment of status.
03/28/78	- Federal Register on grants for English language training and employment services for Indochinese refugees.
04/18/78	- Foreign assests control regulations authorizing persons in U.S. to send money to close relatives in Vietnam.
05/02/78	- Adjustment of status does not disqualify an otherwise qualified refugee from receiving benefits under the IRAP.
05/17/78	- This letter is to clarify a point which appears to be widely misunderstood, that some refugees escaping by boat are denied entrance into U.S. after another country accepts them for resettlement.
05/22/78	- Responding to some of the most frequent inquiries about U.S. immigration policy and/or family reunification.
05/24/78	- Governing issuance of grants for special projects: 1. English language & employment projects. 2. Mental health projects for Indochinese refugees.
06/08/78	- Updated instruction of U.S. Postal service concerning mail to Vietnam.
06/27/78	- This letter contains information of interest to various Indochinese refugee groups: 1. The status of all Indochinese refugee physicians. 2. IRAP funding (the bill S 3205 of Senators Cranston & Kennedy). 3. Congressman Step. Solarz urged the Administration to parole 15,000 additional Cambodian refugees now in camps in Thailand. 4. Family reunification (25 VNese who are U.S. citizens would be allowed to join their relatives in the U.S.). 5. Adjustment of status (refugees remain eligible for all IRAP benefits).

07/11/78 : - Adjustment of status and the obtaining of Social Security numbers by new arrived refugees.

09/06/78 : - Family reunification (Form I-130, petition to classify status of Alien relative for issuance of immigrant Visa).

REGIONAL OFFICES

REGION I

The Regional Office of Region I, which includes the New England States, has continued its efforts to provide technical assistance and to work with States, local governments, and voluntary agencies to coordinate programs to meet the needs of refugees within the Region. It has also continued to monitor the ongoing grant projects and review the applications for new projects of ESL and Vocational Training and Mental Health Services for Indochinese refugees. In particular, the Refugee Coordinator spent a considerable amount of time assisting refugees on an individual basis to resolve various problems due to the reduction of the social service programs of most of the local voluntary agencies.

I. Problem Areas, Trends, and the Regional Response

a. Problem Areas: The latest refugee population data indicate that Region I has 4,236 refugees. They have been widely dispersed throughout New England, but there are concentrations in Massachusetts, Rhode Island, and Connecticut.

At present, the data provided by State welfare departments indicate that approximately 67 percent of refugees in Region I are employed and self-sufficient. Of the remainder, 24 percent are AFDC recipients and 9 percent are refugee assistance cases (non- AFDC). Most of those who could not find jobs are unskilled or have limited English language skills. The underemployment problem is still very acute among employed refugees.

A group of newly arrived fishermen resettled in various parts of Connecticut seem to have significant problems of adjustment and are in need of social services. The H'mongs in Providence, Rhode Island, have made slow progress in their resettlement, including underemployment, job up-grading, and cultural adjustment. All have generated a great demand for social services.

To cope with this situation, the Regional IRAP staff has worked closely with State officials and local voluntary agencies to provide them with technical assistance in the process of Purchase of Services Agreements. So far, the Regional Office has approved $75,600 for the proposal submitted by International Institute of Rhode Island, Inc., through the Rhode Island State Department of Social and Rehabilitative

Service. This project will affect approximately 600 refugees in Providence. In the same effort, the Regional Office has received two social service proposals from Connecticut and an English language and employment training proposal from Maine.

b. Trends: The refugees now have the tendency to move to big cities where there are larger refugee concentrations. There appear to be two major reasons for this. First, they want to avoid loneliness arising from the dispersal strategy of the resettlement program. Once they move to the large refugee concentrations in the cities, they have more opportunities to socialize with their fellow countrymen; this will psychologically help reduce tension, anxiety, and mental depression. Secondly, the refugees will receive more services of English language and vocational training which will eventually lead to full employment.

c. Success: Long-range planning is one of the crucial factors that contribute to the success of any refugee resettlement program. This was particularly demonstrated in the resettlement process of four Indochinese refugee families who resettled in Boston three years ago. Initially, these four families had the same difficulties as many others. They were unskilled and had limited English language ability. However, after a couple of months in unskilled, low paying jobs, they decided to enroll in English training classes. When they finished English language training, they decided to go on for vocational training. They were enrolled in a two-year air-mechanic training program at East Coast AiroTech Institute in Bedford, Massachusetts. To pay their tuition, they applied for Basic Grants and Loans from the banks. After two years of extensive training, they all graduated in April 1978. As these refugee students graduated, they were immediately offered jobs by the airlines. They started the jobs with an annual salary of $15,000 to $17,500. When interviewed, they all expressed their happiness and satisfaction in being able to become productive members in their new communities.

II. Quality of Refugee Assistance as given by Resettlement, Welfare, and Private Agencies

a. Resettlement Agencies: Most of the local voluntary resettlement offices in Region I reduced or terminated their bilingual staff as of September 30, 1977, because of the phase-down of funding. Since that time, those refugees who needed social services had to request them from the Regional Office and/or the ESL and Employment Services grantees. Many of the grantees have reportedly complained that they have been overburdened with social service requests.

Catholic Charities Resettlement Office of Hartford has reported that their office has been swamped with refugees'

requests for social services. These requests were from the refugees who were sponsored by small voluntary agencies which have no local offices to follow up the refugee resettlement process and to provide them with assistance.

b. Welfare Agencies: In the areas where there are not any ESL and Employment Services Grantees, refugees had to rely on the assistance rendered by the local welfare offices or nonprofit organizations. So far, the local welfare offices throughout the Region have provided the refugees with good social services. However, a misunderstanding occurred in Maine regarding the denial, in some instances, of cash assistance to the boat case refugees who have arrived recently in the United States. This problem was immediately resolved after it was referred to the State Welfare Department of Maine by our Regional Office.

The States in Region I seemed reluctant to implement Purchase of Services Agreements because most of the state officials confused this program with the regular Title XX program of the States. Rhode Island was the only state that used IRAP funds for social services. Connecticut and Maine have submitted three social service proposals to the Regional Office for review and approval.

c. Indochinese Refugee Associations: The four Indochinese Refugee Associations in New England have been very active in their efforts to create community sense and preserve cultural heritages for refugees. These associations helped refugees organize celebrations for traditional holidays of the year, such as New Year Festival, Mid-Autumn Festival, All-Souls Day, and Christmas. After each celebration, there were usually social gatherings. So far, the refugees have strongly supported the associations in these cultural activities.

III. Grants Progress

a. ESL and Employment Services: Since unemployment and underemployment and English language barriers continue to plague the Indochinese refugees in Region I, the Regional Office has selected and recommended four grants for extension. These grantees were approved for extension with a total funding of $234,044.

As a result of grantees' efforts, to date 473 refugees were enrolled in the program; 210 completed career plans, 220 attended ESL classes, 82 attended various vocational training courses, and 140 were placed in jobs. The refugees

who were placed in jobs are receiving wages ranging from $2.65 to $5.72 per hour.

Besides the extension of four grant projects of last year, Region I was given additional funds for new grant projects. The competitive process for funds available under this program attracted six applicants. They sought funds in the amount of $342,535 against an allotment of funds to this Region of $73,000. After review and evaluation, the Regional Review Panel recommended two grant applications for funding within the $73,000 limit.

An Inter-Regional Grantee Workshop on English Language and Employment Services for Indochinese Refugees was held in Boston on October 26-27, 1978. This workshop was intended for Grantees in Regions I and III. Also participating was the Regional IRAP staff of Regions I and III and the Staff of the Center for Applied Linguistics. This was the first time these grantees have come together since the first Inter-Regional Grantee Workshop held in Arlington, Virginia, in 1976.

b. Mental Health Services Projects: Under the Mental Health Services Program for Indochinese Refugees, the Regional Office recommended two grant applications for funding at a cost of $116,592.

Generally speaking, Region I has made good progress in the Indochinese Refugee Assistance Program. This progress has been tangibly demonstrated by the gradual decrease of refugee welfare recipients and the increase of refugees being placed in jobs despite the relatively tight job market in the New England region.

REGION II

The most significant development among refugees in Region II has been the opportunity to adjust immigration status. Four INS offices serve Region II -- three in New York State and one in New Jersey. All offices cooperated with various local groups to coordinate the processing of adjustment applications. In New Jersey, two former employment projects (refunded by the Office of Education under P.L. 94-405) assisted about half the eligible population in making adjustment applications. In New York State, voluntary agencies and special projects assisted refugees desiring to make applications, with the regional office occasionally acting in a liaison capacity and providing translation assistance on request. Local agencies and projects

report that in most cases, possession of a "green card" has improved their clients' self-confidence, as well as eliminated the confusion between refugees and employers about the refugees' right to work.

One IRAP special project requested and received an extension for employment and language services. The Regional Office continued to work with this project and cooperated with several of the six Office of Education grantees in Region II.

The Regional Office also coordinated the translation of basic Supplemental Security Income literature into Lao, Cambodian, and Vietnamese. The material has already been distributed to local SSA offices and will be made available to other agencies involved in the resettlement program.

The Regional Office provided technical assistance to New York and New Jersey in developing purchase-of-service packages for funding IRAP social services. The States negotiated 12 purchase-of-service contracts which will provide comprehensive social services throughout the region. This is the first time States in the region have used such contracts to provide services for refugees.

In addition, four special projects were approved for direct IRAP funding. Two manpower-type projects for employment and training activities will operate in New York and New Jersey. Both projects have previous experience and a demonstrated ability to place clients in employment. These projects will serve an estimated 1,000 persons. Two mental health projects have been funded, one in New York and one in New Jersey. Both projects will concentrate their activities in prevention, education, and crisis intervention, although there are provisions for assistance to individuals in need of intensive professional treatment.

Formal and informal reports indicate an increasing stability among the refugees, both economically and vocationally. Most areas report more requests for assistance in home ownership, insurance matters, and other long-term planning efforts refugees desire to make. Some areas report that many persons originally resettled in their areas have returned after moves to other parts of the country. Many persons have undertaken and fulfilled sponsorship responsibilities on behalf of relatives needing assistance in coming to the United States.

According to the last available cash assistance reports, the regional caseload had dropped 10.48 percent (from 372 cases to 333) over the past year, representing a 12.79 percent

decrease in actual recipients (from 1,329 persons to 1,159). This contrasts favorably with an estimated 9.69 percent increase in regional refugee population over the same period. With the additional resources soon to be available, particularly in the area of mental health, we expect this trend to continue.

REGION III

The Regional Office of Region III has noticed an improvement in refugee status during the past year. Indications of this improvement can be seen in a decrease of requests for assistance from both voluntary agencies and refugees in crisis situations. We have received fewer requests for help with mental health type problems, and find that misunderstandings related to language and cultural differences have decreased.

Most of the refugees in our Region have been exposed to the job market, having obtained at least one full-time job. We are encouraged by the progress that the original refugee group has made, and are confident that in the near future our assistance will no longer be needed by most of this group.

However, we are finding that the new arrivals are bringing with them a new set of problems. They are poorly prepared for employment in the United States because of a lack of literacy, even in their native tongue, and a lack of education and relevant job experience.

The Voluntary Resettlement Agencies have continued to provide invaluable services to the refugees. This is especially true in the Metropolitan areas of Philadelphia and Washington, D.C., where we have a number of agencies still actively involved. In other areas of the Region there are at least one or two agencies that have taken a lead role in assisting refugees. The quality of service provided by the voluntary agencies has improved through experience with the refugee population and collaborating agencies.

In FY 1978, Region III had only two ESL/Vocational Training Job Placement projects. Due to the delay in the IRAP appropriations these projects did not become fully operational until June. The two projects averaged 22 job placements a month with most of these placements occurring in the last quarter of the

year. In addition to these projects, four new projects received grant awards effective September 1, 1978. We anticipate an increase in the number and quality of job placements in FY 1979.

The Regional Office also funded a Mental Health Project in FY 1978. They assumed a leadership role in the Region for providing coordination of mental health services. They developed a regionwide directory of agencies and institutions which provide services to the refugee population and also gave three regionwide Indochinese Mental Health Workshops.

Although the Regional Office played a limited role in FY 1978 in direct funding of special projects, we were very active in refugee affairs. There were a number of Office of Education grants throughout the Region which provided ESL and occupational training. As a result it is anticipated that the upcoming year will show an increase in job placement and the quality of jobs.

REGION IV

I. RESETTLEMENT PROGRESS

Early refugees. On the whole the material situation among the initial refugees in the Region is fairly stable. Except for a few pockets, unemployment is negligible. The unemployment rates range from 4 to 5 percent in South Carolina and the Mississippi Gulf Coast area to 8 to 10 percent in the Jefferson County, Kentucky, and Tampa, Florida, areas, to the Region high of 20 percent in Selma, Alabama. The reasons for the unemployment rates, depending on the area, vary from poor health and educational background to seasonal employment and voluntary resignation to attend skill training courses. In Selma, 10 families do not have a working member. Their problem in getting jobs is the lack of transportation to go to the English classes which are located about five miles from their homes. There are only three cars in the whole community and no local public transportation.

The working refugees, through experience and knowledge of their area gained during the past years, are in a position to command better wages. Their earnings average out well above the minimum wage level and are considered good in their respective areas. Those in the lower wage bracket are working at more than one job or putting able-bodied adults in the family, including college age children, to work at part-time jobs. A substantial number have bought houses and this number is growing.

In April 1978 the number of refugees receiving cash assistance dropped to 38 percent of the October 1977 level and went up in July to 92 percent of that level. This increase was due in part to reinstatement of eligible cases that were dropped late last year in the absence of legislation for the continuation of IRAP beyond September 1977, but largely to new arrivals. After October 1977 four States in the Region (Mississippi, Alabama, South Carolina, and Florida) discontinued cash payments and medical assistance to refugees because of lack of State funding sources or legislative prohibition to spend State funds. In Pensacola, Florida, 20 families received eviction notices from landlords for defaulting on rental payment and on January 9, 1978, representatives from 41 families in the area staged a demonstration in front of the district office of the Florida Department of Health and Rehabilitative Services.

New Arrivals

As of October 1978, 1,959 new refugees have come to Region IV from overseas camps. The lack of communication skills and transportation is the cause for a high unemployment rate among the new arrivals. These problems, which have been expected, are being solved satisfactorily by the local agencies. A high eagerness to learn English and to work is observed among this group of refugees which will help their quick progress toward self-sufficiency.

II. VOLUNTARY RESETTLEMENT AGENCIES

Besides LIRS and IRC, which retained offices in Coral Gables and Tampa, Florida, respectively, USCC had 25 offices in Region IV with most offices having a part-time Indochinese worker. Their activities have been largely in resettling the new arrivals and helping with occasional problems of the early refugees. The resettlement of the new arrivals has gone on smoothly, thanks to past experiences.

Indochinese mutual assistance associations have continued to be active in North Carolina (4), South Carolina (6), Mobile, Alabama (1), and Lexington, Kentucky (1). In addition to occasional social and cultural functions, they have been helping the new arrivals -- and early refugees who have moved to their area -- with finding jobs and housing.

III. GRANT PROJECTS

FY 1977 Language and Vocational Training Projects

Four projects funded in FY 1977 have been extended through

December 1978 for a total of $271,789. Of these, three have continued their implementation into 1978 without interruption.

The fourth project was interrupted in November 1977 when FY 1977 funds were exhausted. Since April 1978, the grantee, the Florida Department of Health and Rehabilitative Services (HRS), has tried without success to reactivate the project. Most of the HRS Districts which were the Department's agents for the implementation of the project last year do not want to continue without payment of stipends to the project participants. The Pensacola District, which is the one to remain in the program, has not been able to sign up the Pensacola CETA or the Pensacola Junior College. The project budget in the meantime has been reduced from $437,513 to $135,000 and the project area to the Florida panhandle. Project activities are now underway in the Panama City and Pensacola areas.

FY 1978 Language and Vocational Training Projects

In September 1978, six new projects were approved for a total of $362,635. Of this total, $204,635 are funds reallocated from the Florida project budget reduction. A project in Raleigh, North Carolina, is the first in the Region submitted by an Indochinese nonprofit organization, the Vietnamese American Association. A Murfreesboro, Tennessee, project was developed and will be implemented by a group of students of Middle Tennessee State University to help the local H'mong community. A workshop was conducted for both groups of grantees in Atlanta on October 11 and 12, 1978.

Mental Health Projects

Three mental health projects were approved in September 1978 for a total of $238,792. The Columbia Area Mental Health Center project is a statewide project in South Carolina, while the St. Petersburg Catholic Social Services project will serve the refugees in the seven-county St. Petersburg-Sarasota area in Florida and the Tennessee University project the refugees in the Memphis, Tennessee area. A workshop for the grantees in Region IV and Region VI was scheduled in Atlanta on November 16 and 17, 1978.

REGION V

At present there are approximately 20,000 Indochinese refugees in Region V, which consists of Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin.

Resettlement Program:

The resettlement efforts of the VOLAGs continue for new arrivals

coming from the camps and boats of Southeast Asia. Approximately half of the new arrivals are being reunited with families already here, while the rest must be sponsored through other sources.

Rapidly growing communities of H'mong are found in Minnesota and Illinois, with many ethnic Chinese-Vietnamese refugees locating in Ohio. Locating adequate housing has become a problem for many of the new arrivals, especially in major population centers.

Cash and Medical Assistance:

The welfare assistance caseloads have remained fairly constant this last year, with new arrivals replacing those who have gained economic self-sufficiency. The percentage of refugees receiving cash and medical assistance has remained near the 20 percent mark throughout this past year.

Special Projects:

At present the Region has 14 IRAP special project grant programs providing English language and employment training as well as specialized mental health training and services. The influence of these projects in reducing welfare dependency has been very significant when their focus has been on manpower services. Currently these projects serve the more settled refugees, with job upgrading and the new arrivals with training in English and job skills. The English training programs are undergoing some restructuring to more appropriately serve the newcomers, many of whom are H'mong. Most of these projects are still in need of technical assistance and guidance, especially in aspects of employment services.

The four mental health projects recently inaugurated in the Region have intercommunicated very effectively and are planning several joint training workshops and manuals.

Social Services:

All of the States in the Region except Indiana maintain a resettlement assistance office which helps coordinate and give focus to the IRAP activities in their areas. In addition, these States have entered into a variety of IRAP Purchase of Service Agreements with many of the VOLAGs and other State agencies. These contracts have provided the refugees with comprehensive social services including immigration assistance, resettlement work, summer camping programs, special cultural workshops, and technical advisory help for the mutual assistance organizations. Most of these projects supplement the programs funded under IRAP Special Projects funds.

Because of the variety and number of such purchase of service projects, the Regional Office staff has found it difficult to provide sufficient monitoring and effective technical assistance. There are additional complications with projects in States having county-administered social service programs. In such areas, funding procedures and eligibility requirements are particularly troublesome for the contractors.

REGION VI

The Indochinese refugee population in Region VI continued to grow during the last year. As of September 30, 1978, the total population is estimated at 35,000, with some estimates ranging as high as 42,000. Texas and Louisiana are the two most populous states.

An important step toward determining how best to help the refugees attain self-reliance was made last summer when most States in the region conducted a needs assessment. These assessments were conducted to determine what type of assistance is available to refugees and their perceptions of the types of assistance they need. It was determined that, particularly in Texas and Louisiana, English language instruction and job placement/upgrading services were most urgently needed. Newly arriving "boat case" refugees need considerable help in adjusting to a totally different society, a problem still faced by many of the older refugees.

The most significant trend of the last year has been the continuing flow of refugees into the region. The refugees are a mobile group and a substantial number are moving to the Gulf Coast area

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after initial resettlement elsewhere. Houston, with an estimated population of over 11,000 and New Orleans, with over 6,500, are particularly attractive. Agencies in these two metropolitan areas estimate that a minimum of 50 people per month are moving into these areas. The warm, humid climate, the relatively sound economic situation, and, in southern Louisiana, the French ambiance, are all factors contributing to the influx.

More important,however, is family reunification. During FY 1978, as refugees grew accustomed to this society and began meeting their immediate needs, family reunification grew ever more important. As large numbers of refugees were initially settled in Region VI, it was only natural that other family members, newly arrived or living in other parts of the country, moved there to join them.

Refugee Mutual Assistance Associations have been formed in every major city in the region where there are large refugee communities. The refugees had no ethnic communities to turn to for guidance and help; the associations have filled that void. The associations have proved to be of great help to the refugees, especially in Oklahoma City, San Antonio, and Houston. Through the associations, family and individual problems have been solved, traditional ceremonies and celebrations organized, and job and training opportunities introduced. More importantly, the associations are serving as a support center for the refugees and point of contact between the refugees and the local community.

Last summer more than 80 refugee Boy Scout leaders attended a three-day convention held at a camping ground in Oklahoma City. Refugee leaders from all over the country came to speak. During the convention the leaders discussed reactivating the Boy Scout program among refugee youths and preserving the refugees' culture.

In the near future the association in Oklahoma City plans to organize a workshop for associations throughout the region. The topics of discussion will focus on unity, mutual help, and cultural preservation.

The formation of refugee associations has been encouraged in Region VI, and relations between the Regional Office and the associations are very close. Refugee associations continue to be of great help through their close cooperation with voluntary and government agencies.

The quality of assistance provided to refugees by voluntary agencies has been good and, in many cases, excellent. Major

VOLAGs, such as Church World Service, Catholic Charities, and the International Rescue Committee, have continued to provide assistance to refugees, especially the new arrivals, who were resettling in the region at the rate of several hundred per month.

Processing work was being carried out by the VOLAGS, in cooperation with INS field offices, to change the status of refugees who had been in the country over two years from parolee to permanent resident. As of September 30, 1978, more than 70 percent of eligible refugees had completed this process.

An Interagency Refugee Assistance Forum was organized in Dallas during the year. This organization has been effective in coordinating the resettlement efforts of private and governmental agencies involved in refugee work in the Dallas/Fort Worth metropolitan area, where there are approximately 6,000 refugees. Other interagency groups are now being formed in other cities in the region.

During FY 1978, four ESL and Job Placement grant extensions were in operation. Through the four programs operating during the past year, over 900 refugees have received language training and over 1,400 have been placed in jobs. Four new ESL and Job Placement grants and six Mental Health Services grants have recently been awarded. During FY 1979 these grants, in conjunction with over 20 purchase-of-service agreements between States and vendor agencies will provide services to over 18,000 refugees living in 20 major population centers. The various grant-funded projects have been, and will continue to be, a major source of refugee assistance, primarily in the field of vocational training and placement.

Overall, the situation in Region VI is good. Isolated cases of discrimination have occurred, and not all refugees are self-sufficient or self-reliant. However, the area has been very friendly and very helpful to the refugees.

REGION VII

Significant changes, problems, trends, and successes

State team members have now been assigned to deal routinely with the Indochinese Refugee Programs and projects in an effort to improve continuity and coverage. Regional Office staff will be visiting all the IRAP projects in the near future. ESL project grantees attended a workshop in Kansas City on October 30-31, 1978, conducted by Regional and Central Office staff.

Quality of refugee assistance and services

The States' concern about funding has been alleviated by passage of the bill allowing 100 percent funding for FY 1979. The State of Missouri no longer participates in the Indochinese Assistance Program; this cutoff of assistance and medical care has resulted in some refugees moving to neighboring States.

Progress of Grant Projects

International Institute of St. Louis

The project continues to provide good services to clients as evidenced by the fact that the majority of refugees leave the program for employment.

City of Omaha - CETA

The project continues to provide acculturation activities in addition to English language and job services. No particular problems have been noted.

Kirkwood Community College

The Kirkwood Community College grant was given an extension until May 15, 1979. This grant was for ESL originally, but it has been expanded to include a Job Development Staff member. The grant has been revised and rebudgeted to re-establish an ESL Program for the remainder of the grant period.

Iowa Job Service

While not creating massive statistics itself, it has acted as a valuable resource center for other agencies in Iowa furnishing assistance to the Indochinese. The grantee works hand in hand with the Iowa Refugee Service Center which is a part of the Governor's Office. English as a Second Language is still an important need in all localities, and with the advent of more refugees it will become even more critical.

REGION VIII

Significant Changes, Problems, Trends, and Successes in the Region

An increase of about 100 H'mong refugees in Missoula, Montana, created a problem in Region VIII. Because of the lack of English language capability and job skills, many of them have to depend on public assistance. In June, the Regional Office encouraged schools and universities in Missoula to submit applications for English training and employment service grants for Indochinese

adult refugees. The Missoula Technical Center was awarded a $42,000 grant to provide ESL training for refugees in the area. The Regional Office was also working closely with State and local agencies and the H'mong refugee community in solving problems on a timely basis.

In Utah, the cooperation of all agencies involved in the refugee program contributed to its success. The Governor's office, State agencies, VOLAGs, and Indochinese mutual assistance associations shared information, concerns, and suggestions regarding refugee affairs to maintain a program that was sensitive and responsive to refugees' problems and needs. One of many successes of the State of Utah was the reduction of the number of refugees on public assistance. During the period of November 1977 through September 1978, the State refugee population increased by 316 persons (boat cases), but the total number of cases on public assistance decreased from 80 to 61.

The Quality of Refugee Assistance and Services as Provided by the Voluntary Resettlement Agencies, Welfare, and Other Private Agencies

Most voluntary agencies continued their good jobs and worked very well in securing sponsorship for new refugees. During the report period, 1,312 additional refugees arrived in the Region.

Two additional Indochinese mutual assistance associations were established in the Region. The associations play an increasingly important role. Some of their executive staff served as Federal grant panel reviewers and Grantee Advisory Board members. They also engaged in active social services to help other refugees. They welcomed the new refugees, served as guides, and provided other adjustment help to them.

Agencies of States and counties with large refugee populations employed bilingual workers to help refugees overcome language barriers.

Progress of Grant Projects

Four grants for English training and employment service ended on September 30, 1977. They were the Office of Adult and Community Education, Cheyenne, Wyoming; Archdiocese of Denver, Colorado; School District #1, Great Falls, Montana; and the State Office of Manpower Affairs, Salt Lake City, Utah.

Three grantees requested an extension and obtained approval. Four new grants were awarded effective September 1, 1978. Two mental health grants were awarded, effective October 1, 1978. It is too early to judge results of the grantees.

REGION IX

Problems, Changes, and Trends

Region IX continues to lead the nation in the number of resettled Indochinese refugees. The latest figures indicate a refugee population in California alone of about 50,000 -- and about 4,500 more in the other three States and Guam.

This region, and especially Southern California, is a popular choice for newly arriving refugees and for those who have left other States in search of improved opportunities. This area is perceived to be advantageous because of employment opportunities, opportunities to be near kinfolk and countrymen, and more familiar climatic conditions.

The originally resettled refugees in this region have made progress towards self-sufficiency. While language handicaps were the primary barrier, nevertheless the willingness to enter the labor market at the lowest levels has resulted in a high percentage of families who have employed members. More concentrated attention, however, needs to be directed toward effective job upgrading -- for minimum income jobs cannot fully sustain what tend to be large families.

The characteristics of both new refugees and secondary migrants from other States present special problems for present and future resettlement efforts. Region IX is getting the "hard-core" unemployed from other States -- those who have found it particularly difficult to acquire the minimal language and job skill proficiencies. In addition, many of the new arrivals from Indochina tend to be less educated (many are illiterate even in their own language) and because of their rural background have less readily adaptable urban survival skills.

Eleven special English and employment training projects (totaling $1,691,849 in IRAP grants) were augmented during FY 1978 with 19 language training projects funded by the Office of Education. The OE projects were not renewable and most have ended. When the Notice was published for proposals for new IRAP grants, the Regional Office received and reviewed 46 proposals totaling over $9 million in requested funds. Fifteen of these were selected. Region IX currently has 18 IRAP English and Employment projects with several subcontracts totaling over $3 million.

Many of these new projects focus on assisting refugees whose present English language skills are minimal or nonexistent. Particular attention is given to Lao/H'mong and Cambodian population groups. It is noteworthy that some Indochinese mutual assistance groups have sought and obtained training to assist their people in the resettlement process. We are encouraged by this developing core of earlier refugees who are now in a position to assist subsequent refugees to make an even smoother adjustment.

Now that the trauma of the original evacuation has receded, new and even more problematic mental health problems are exhibiting themselves. The newer refugees have experienced conditions which impact on their mental health, such as escaping the Cambodian "holocaust," surviving the escape by boats, the extended periods of time in refugee camps. We have recently awarded nine grants totaling almost $1 million to train Indochinese workers and to improve the capacity of existing systems to be responsive to refugee mental health needs.

Legislative uncertainties and bureaucratic changes have impacted on the refugee program in FY 1978. In California, Proposition 13 (the property tax initiative) passed last Spring, and because of the loss of local revenues, many staff positions in social service agencies were reduced. In some cases this resulted in loss of jobs for the essential bilingual staff in service agencies. At about the same time the California Department of Health underwent an extensive reorganization which resulted in the dispersion of staff from the previously existing IRAP unit.

In anticipation of the IRAP phasedown under P.L. 95-145 (to 75 percent Federal reimbursement in FY 1979), notices were sent to terminate assistance to refugees as they were transferred (when eligible) to county assistance programs. While the recent legislation continues the 100 percent Federal support for FY 1979, new anxieties are produced because of the elimination of all assurances of Federal support beyond this fiscal year. This is particularly worrisome for California, which hosts a large percentage of the new refugees. California alone has over 5,800 boat cases which require additional special services. This is more than twice the boat case population of any other State.

Voluntary And Private Agencies

With the delay of the refugee legislation and appropriation, and the subsequent delay of employment and training services and social services, FY 1978 has represented the greatest

challenge to public and private agencies since the fall of Vietnam. Since the appropriation was delayed until March 7, 1978, the special project grants were delayed even longer. Due to the lengthy State control process in California, some of the subgrants were not awarded until October 1978.

During the last year California, as the State with the greatest concentration of refugees, awarded nearly $3.5 million in purchase of service contracts to 14 private agencies throughout the State. Due to the delay of the appropriation and resulting delays in the State's master IRAP agreement and the initiation of the State contract award process, these social service contracts were not finalized until October 1978. Thus nearly a year of vitally needed services to refugees was lost.

In spite of this delay of public services and with steadily decreasing staff due to the exhaustion of initial resettlement funds, the VOLAGs in Region IX have diligently sought to serve their clients and move them toward self-sufficiency.

In addition to serving their own clients, the private VOLAGs have remained active in the Community Refugee Forums and have played a primary role in the design and monitoring of employment and training, social service, and mental health programs for refugees. In addition, the voluntary agencies were very active in adjusting the status of refugees to permanent resident status.

The gradual reduction of VOLAG staff has ceased with the need to serve the newly arriving refugees. For example, the International Rescue Committee opened a new office to serve the new arrivals in the Orange County area.

Voluntary agencies report a continued influx of refugees from other areas of the country. In most instances agency resettlement funds for these clients have already been exhausted, yet numerous services are needed. The VOLAGs provide counseling and job placement to these refugees but are forced to refer them to public cash assistance for their interim living expenses.

Major resettlement difficulties with the newly arriving refugees are reported by the VOLAGs. While these refugees are highly motivated and eager to work, health problems are common and English and job skills are low. This population requires far more services and training to achieve self-sufficiency.

Unaccompanied Minors Program

In the fiscal year October 1, 1977, to September 30, 1978, the Unaccompanied Minors program has dealt with two separate phases:

Minors who arrived in 1975 and are in foster homes, and minors who have recently arrived in the United States or are in refugee camps in Southeast Asia.

In the first group there have been no significant changes although approximately 140 are, or will be, 18 years of age in 1978.

Arizona and Nevada no longer have any unaccompanied minors. Hawaii has an unidentified number. California has the largest number of unaccompanied minors in Region IX. In this past year, the California Department of Social Services did not actively provide consultant services for county or Federal staff to resolve problems related to these children. This responsibility has now been assigned, and we are anticipating more consistent support being offered to the counties. In the past, counties have formulated their own policies and procedures as they apply to refugee minors. The interpretation of those regulations has varied from county to county, such as deciding that the escape from Vietnam would be considered a "voluntary placement," granting financial and medical assistance when the request was made, and offering specialized services for the best resettlement plan available for that specific child.

The recognition of the importance of this program and its problems is the result of Federal and State staff working together this past year.

The major focus this year of the unaccompanied minors program has been on the children who have recently arrived in the United States or who remain in camps and are eligible to be paroled. The two voluntary agencies who place minors in Region IX have said that the new children are more difficult to place and supervise. The general profile is that they are male, between the ages of 15 and 17, do not speak English, and have been working rather than going to school. Some of the young men have asked not to be placed in foster homes and not to be placed in academic classrooms but to be allowed to work and live independently.

Social Services

California and Hawaii have developed social service contracts to provide supportive services to the refugees with an emphasis on moving the refugee to self-sufficiency.

California has fourteen social service contracts with private providers throughout the State. This has enabled the State to provide services in urban areas as well as smaller communities with more limited resources. Currently the State has contracts totaling $3.5 million.

Hawaii has four social service contracts with public and private agencies to provide supportive services related to employment. These contracts have enabled the State to be more effective in job placement for the refugees in a community with multiple immigrant groups.

Cash Assistance

Each State reviewed the IRAP cash assistance cases to determine which families would be eligible for AFDC. Those cases were then transferred to the AFDC Program effective October 1, 1977. Toward the end of FY 1978 States began issuing notices to terminate cash assistance to those ineligible for AFDC and referred them to the county General Assistance programs for aid beginning October 1, 1978. Many refugees were terminated from assistance as they did not meet the general assistance eligibility requirements.

In Hawaii for example, if a person is under fifty-five years of age and not disabled, he would be considered "employable" and ineligible for assistance -- even if he does not speak or understand English.

The initial implementation of the phasedown which was to be effective October 1, 1978, aroused much anxiety in the lives of the refugees. This will be somewhat quieted, but only for the temporary one-year period, with the new legislation continuing the 100 percent Federal funding for Indochinese refugees.

Special Projects

The delayed appropriation for the IRAP program impacted the Employment Training projects severely. In spite of the delay, considerable activity occurred as reflected below.

Project	Screened	ESL/Voc Trng	Job Placed
Alameda County	258	175	116
Los Angeles County	4,492	2,023	1,035
Orange County	1,652	841	447
Sacramento C.S.S.	140	61	128
San Diego County	2,229	1,120	601
Santa Clara County	1,754	861	565

The private agency subcontracts in Los Angeles (Pacific Asian Consortium in Employment and Hacienda - La Puente) were almost inoperative from January through September 1978 due to lack of funding. The Los Angeles Unified School District provided some ESL under an Office of Education grant.

REGION X

For Region X, FY 1978 has been an intense year in the Indochinese Refugee Program. In addition to the regular program activities, staff have been involved with grants, purchase-of-service agreements, and a comprehensive review of IRAP in Washington State. Of the four States in Region X, only two, Washington and Oregon, are significantly involved in the refugee program. Alaska has no IRAP cases and Idaho has only five active cases.

The social service programs of Washington and Oregon have never fully recovered from the disruption caused by the delay in appropriations. Experienced State staff were lost and never replaced. Some social services such as employment counseling and placement were never resumed.

Based upon current INS and State welfare office figures, 38 percent of the refugees in Washington and 45 percent of the refugees in Oregon are on assistance. These high percentages are, in part, attributable to the following reasons: (1) Single individuals attending college; (2) Waiver of the 100 hour rule for working refugees; and (3) Underemployed adults receiving assistance.

Both Oregon and Washington have developed creative and constructive purchase-of-service agreements in the areas of mental health, employment, and training.

States, VOLAGs and some social agencies have stated a concern regarding the new refugee arrivals. They feel that these new arrivals will need more intensive social services than those who previously came during 1975-1977. If these new arrivals are to be successfully integrated, then additional funding and services will be needed.

As of the end of FY 1978, all grants have been awarded. Six grants were approved for ESL/Employment and four grants were approved for Mental Health Projects. Workshops for all grantees were scheduled for November and December of 1978.

VOLAGs have been very active in assisting refugees in acquiring their permanent residence status. A number of VOLAGs also continue to be involved in counseling, employment, and resettlement activities.

REGIONAL OFFICES

Refugee Assistance Coordinators

REGION I

Tran Phuc Truong
HEW Regional Office
John F. Kennedy Federal Building
Government Center
Boston, MA 02203
(617) 223-5184
FTS 8-223-6839

REGION II

Georgianna Gleason
HEW Regional Office
26 Federal Plaza
New York, N.Y. 10007
(212) 264-7202
FTS 8-264-7202

REGION III

Robert Clifford
HEW Regional Office
3535 Market Street
Philadelphia, PA 19101
(215) 596-1304
FTS 8-596-1304

REGION IV

Hoang T. Phan
HEW Regional Office
50 Seventh Street, N.E.
Atlanta, GA 30323
(404) 881-4917
FTS 8-257-4917

REGION V

Gene Niewoehner
31st Floor, HEW Regional Office
300 South Wacker Drive
Chicago, IL 60606
(312) 353-1590
FTS 8-353-1590

REGION VI

Carol Sedanko
Room 1135, HEW Regional Office
1200 Main Tower Building
Dallas, TX 75202
(214) 767-4301
FTS 8-729-4301

REGION VII

Don Belknap
HEW Regional Office
601 East 12th Street
Kansas City, Mo 64106
(816) 374-2795
FTS 8-758-5975

REGION VIII

Vo Van Ha
10th Floor, HEW Regional Office
1961 Stout Street
Denver, CO 80202
(303) 837-2131
FTS 8-327-2131

REGION IX

Robert Harberson
100 Van Ness Avenue
San Francisco, CA 94102
(415) 556-0105
FTS-8-556-0105

REGION X

Raymond Napierkowski
HEW Regional Office
Arcade Plaza
1321 Second Avenue
Seattle, WA 98101
(206) 442-5734
FTS 8-399-5734

SPECIAL PROJECTS GRANTS

PURCHASE OF SERVICE AGREEMENTS

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social Security Administration
Office of Family Assistance
Special Programs Staff

SPECIAL PROJECT EXTENSIONS FOR ENGLISH LANGUAGE AND EMPLOYMENT SERVICES

Effective January 1, 1978

REGION I

Massachusetts:	International Institute of Boston 287 Commonwealth Avenue Boston, Massachusetts 02115 Gaspar Jako Executive Director	$ 67,600.00
Connecticut:	Catholic Charities Resettlement of Hartford 244 Main Street Hartford, Connecticut 06106 Edward J. Power Executive Director	$ 74,948.00
Massachusetts:	Catholic Charities Diocese of Worcester, Inc. 53 Highland Avenue Fitchburg, Massachusetts 01420 Rev. John Doran	$ 42,300.00
Rhode Island:	Opportunities Industrialization Center of Rhode Island, Inc. 45 Hamilton Street Providence, Rhode Island 02907 Charles M. Adams, Sr. Deputy Executive Director	$ 49,196.00

REGION III

Maryland:	Montgomery County Government Department of Social Services County Office Building 5630 Fishers Lane Rockville, Maryland 20850 Ms. Ann Bishop	$ 258,107.00
Pennsylvania:	Catholic Social Services Diocese of Harrisburg 4800 Union Deposit Road Harrisburg, Pennsylvania 17111 Msg. Thomas R. Brenner	$ 160,766.00

REGION IV

Kentucky:		
	Jefferson County Board of Education Post Secondary & Adult Education 3442 Preston Highway Louisville, Kentucky 40213 Buell Snyder	$ 85,488.00
Georgia:	City of Atlanta CETA Office 98 Mitchell Street Atlanta, Georgia 30303 Aaron Turpeau Director	$ 17,197.00
North Carolina:	North Carolina Department of Human Resources Division of Social Services 325 N. Salisbury Street Raleigh, North Carolina 27611 Judy Poston Project Coordinator	$ 59,484.00
Florida:	Florida Department of Health and Rehabilitative Services Social and Economic Services Tallahassee, Florida 32301 Charles Hall Director	$ 135,000.00

REGION V

Illinois:	Black Hawk College Adult Basic Education 6600 34th Avenue Moline, Illinois 61265 Joseph Dockery-Jackson Coordinator	$ 24,118.00
Indiana:	Catholic Charities Diocese of Ft. Wayne - South Bend 919 Fairfield Avenue Fort Wayne, Indiana 46802 John F. Martin Diocesan Director	$ 124,936.00
Illinois:	Jewish Federation of Metropolitan Chicago One South Franklin Street Chicago, Illinois 60606 Bert Shulinson Coordinator	$ 167,000.00
Minnesota:	Minnesota Dept. of Public Welfare Centennial Office Building St. Paul, Minnesota 55155 Barbara T. Stomer	$ 143,786.00
Ohio:	Ohio Bureau of Employment Services 145 Front Street P.O. Box 1618 Columbus, Ohio 43216 Roger T. Woolfe Deputy Administrator	$ 85,743.00
Michigan:	Michigan Dept. of Social Services Indochinese Resettlement Office 226 Michigan Plaza 1200 Sixth Street Detroit, Michigan 48226 Joyce Savale Coordinator	$ 181,432.00

REGION VI

Texas:	Catholic Charities 1111 Lovett Blvd. Houston, Texas 77066 Paul J. Doyle	$ 40,272.00

Louisiana:	Associated Catholic Charities of New Orleans, Inc. 2929 South Carrollton Avenue New Orleans, Louisiana 70118 Rev. Michael S. Haddad	$ 7,500.00
Arkansas:	Fort Smith Public Schools Adult Education Center Peabody Bldg., 501 South 20th St. Ft. Smith, Arkansas 72901 Mrs. Betty Morris	$ 36,277.00

REGION VII

Missouri:	International Institute of Metropolitan St. Louis 4484 West Pine Blvd. St. Louis, Missouri 63108 Carolyn J. Biermann Executive Director	$ 49,528.00
Iowa:	Kirkwood Community College 6301 Kirkwood Blvd., S.W. P.O. Box 2068 Cedar Rapids, Iowa 52406 Ira E. Larson Superintendent	$ 26,784.00
Iowa:	Iowa Department of Job Service 1000 East Grand Avenue Des Moines, Iowa 50319 Colleen Shearer Director	$ 74,858.00

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Nebraska:	City of Omaha Combination of Governments 1819 Farnam Street Omaha, Nebraska 68102 Howard T. Swain, Jr.,	$ 76,722.00

REGION IX

Guam:	Resettlement Office Diocese of Guam Hospital Road - P.O. Box 7707 Tamuning, Guam 96911 Rev. David Quitugua Diocesan Resettlement Director	$ 25,300.00
California:	Catholic Social Services Immigration & Resettlement Program 5890 Newman Court Sacramento, California 95819 Patricia Scarlett	$ 147,296.00
California:	California Dept. of Social Service 714 P Street Sacramento, California 95814 Mr. Steve Larsen	
	Alameda County Social Services Agency Career Development Division 401 Broadway Oakland, California 94607 Contact: Aaron Henry (415) 874-7567	$ 104,740.00
	Orange County Dept. of Social Services 2020 W. Walnut P.O. Box 1943 Santa Ana, California 92702 Contact: Gail Magee (714) 834-2978	$ 220,856.00

Nevada:	Nevada Catholic Welfare Bureau P.O. Box 1926 Las Vegas, Nevada 89101 Mr. G.T. Miller Executive Director	$ 25,265.00
	TOTAL:	$ 2,512,501.00

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social Security Administration
Office of Family Assistance
Special Programs Staff

SPECIAL PROJECT AWARDS FOR ENGLISH LANGUAGE AND EMPLOYMENT SERVICES

Effective September 1, 1978

REGION I

Connecticut:	International Institute of Connecticut 480 East Washington Avenue Bridgeport, Connecticut 06608 Mrs. Myra M. Oliver Executive Director	$ 60,000.00
Maine:	Portland Adult Education Center 196 Allen Avenue Portland, Maine 04103 Gaille R. Haseltine Director	$ 13,000.00

REGION II

New Jersey:	Catholic Community Services Migration Office 1 Summer Avenue Newark, New Jersey 07104 Rev. Nicholas DiMayio	$ 46,804.00
New York:	Rochester City School District Office of Career Occupational & Continuing Education 410 Alexander Street Rochester, N.Y. 14607 Mr. Edgar J. Hollwedel Director	$ 70,745.00

REGION III

Pennsylvania:	Catholic Social Agency Diocese of Allentown 928 Union Blvd. Allentown, Pennsylvania 18103 Rev. Joseph E. Kurtz Assistant Director	$ 39,976.00

	Catholic Social Services Migration & Refugee Resettlement Program 222 North 17th Street Philadelphia, PA 19103 Diana P. Brown	$ 82,845.00
	Allegheny Intermediate Unit Instructional Support Services Suite 1300, Two Allegheny Center Pittsburgh, PA 15212 Howard Kleinmann	$ 60,000.00
Virginia:	Arlington Public Schools 4721 North 25th Street Arlington, Virginia 22207 William P. Young Director	$167,179.00

REGION IV

Florida:	School Board of Pinellas County 1960 E Druid St. Clearwater, Florida 33518 Mrs. Myrtle Hunt	$ 91,690.00
	Seminole Community College Highway 17-92 Sanford, Florida 32771 Marilyn Mitchell	$ 51,710.00
Georgia:	Atlanta Public Schools 2930 Forest Hills Drive, S.W. Atlanta, Georgia 30315 Mr. J.E. Fuller	$ 75,474.00
N.Carolina:	VN-American Assoc. in Raleigh, Inc. P.O. Box 25305 Raleigh, N.C. 27611 Mr. Nguyen Cong Dinh President	$ 59,663.00
Tennessee:	Memphis City Schools 2597 Avery Avenue Memphis, Tennessee 38112 Mr. C. Blake Welch	$ 81,598.00

	Catholic Social Services Diocese of Nashville 2400 21 Avenue, South Nashville, Tennessee Mr. Jerry Redditt	$ 2,500.00
REGION V		
Illinois:	City Colleges of Chicago 180 N. Michigan Avenue Chicago, Illinois 60601 Mr. Lam Pham	$129,263.00
	Elgin Community College 1700 Spartan Drive Elgin, Illinois 60120 Lynn H. Willett, Ph.D.	$ 32,616.00
Ohio:	Resettlement Office Diocese of Columbus 197 East Gay Street Columbus, Ohio 43215 Mark D. Franken Director	$ 30,502.00
	Toledo Public Schools Adult & Continuing Educ. Department Manhattan & Elm Streets Toledo, Ohio 43608 Mr. Flute Rice	$ 75,619.00
REGION VI		
Oklahoma:	Vietnamese American Assoc. 909 NW 23rd Street Oklahoma City, Oklahoma 73106 Ms. Carol Harmon	$ 65,971.00
Texas:	Resettlement Office, Inc. Job Placement Office P.O. Box 3948 Beaumont, Texas 77704 Nguyen Van Chau, Ph.D. Exec. Director	$ 41,221.00

	Fort Worth Independent School District 705 South Henderson Fort Worth, Texas 76104 Mr. Alfred Rauschuber Director	$145,156.00
	Houston Community College System Adult & Continuing Education Division 2800 Main Street, Suite 401 Houston, Texas 77002 Monroe C. Neff, Ph.D. Chairman	$ 50,000.00
REGION VII		
Kansas:	Catholic Diocese of Wichita 2409 N. Market Street P.O. Box 102 Wichita, Kansas 67201 Ms. Betty Hanna	$ 37,850.00
Missouri:	Don Bosco Community Center 526 Campbell Street Kansas City, Missouri 64106 Charles J. Rosley Exec. Director	$113,150.00
REGION VIII		
Colorado:	State Dept. of Social Services State IRA Office 1575 Sherman Street Denver, Colorado Mr. Lem Allen	$ 30,000.00
Montana:	Missoula Technical Center 909 South Avenue, West Missoula, Montana 59801 Mr. John Giese	$ 42,000.00
S. Dakota:	Lutheran Social Services of S.D. 600 West 12th Street Sioux Falls, S.D. 57104 Ms. Ellen Erickson	$ 14,000.00

Utah:	Catholic Charities of Salt Lake City 2900 South State Street Salt Lake City, Utah 84115 Ms. Joan Gardner	$ 17,000.00

REGION IX

Arizona:	Phoenix Union High School System Adult Basic Education Division 2526 West Osborn Phoenix, Arizona 85006	$ 70,000.00
	Pima County Superintendent of Schools Office Adult Education Division 131 W. Congress, Room 812 Tucson, Arizona 85701	$ 80,000.00
California:	Long Beach Unified School District 845 Park Avenue Long Beach, California 90804 Mr. Patrick J. Bratton Principal	$ 45,000.00
	De Anza College, Bilingual Center 12345 El Monte Road Los Altos Hills, California 94022 Ms. Norma Zoffman Director	$ 60,295.00
	Pacific Asian Consortium in Employment 1851 S Westmoreland Los Angeles, California 90006 Enrique Delacruz Asst. Director	$230,530.00
	Los Angeles Unified School District 450 North Grand Avenue Los Angeles, California 90012 Jack LaGuardia Supervisor	$320,000.00
	Catholic Charities Indochinese Resettlement Program 433 Jefferson Street Oakland, California 94607 Ms. Jan Stephens, Resett. Director	$ 52,286.00

San Mateo County Office of Education — $ 32,198.00
333 Main Street
Redwood City, California 94063
Mr. Robert L. Obrey
Assist. Superintendent

California Dept. of Social Service*
714 P Street
Sacramento, California 95814
Mr. Steve Larsen

San Diego County Dept. of Public Welfare — $ 345,000.00
225 West 30 Street
National City, California 92050
Contact: Mike Campbell
(714) 236-4885

Santa Clara Social Planning Council — $ 253,313.00
1885 The Alameda
San Jose, California 95126
Contact: Bob Fenley
(408) 984-8608

Hacienda - La Puente Unified School District — $ 300,510.00
Valley Vocational Center
15359 E. Proctor Ave.
City of Industry, California 91744

Catholic Charities — $ 60,000.00
2451 Country Club Blvd.
Stockton, California 95204
Contact: William Guttieri

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* Grant period: January 1, 1978 - August 31, 1979.

	ACCESS 6970 Linda Vista Road San Diego, California Mr. Harold D. Rowe Exec. Director	$ 17,675.00
	San Francisco Community College District 33 Gough Street San Francisco, California 94103 Ms. Marlene Butler	$ 150,000.00
	San Jose Unified School District 1671 Park Avenue San Jose, California 95126 Lee Clark, Administrator, MAEP	$ 107,980.00
	Lao Family Community, Inc. 1423 S. Mohawk Drive Santa Ana, California 92704 Mr. Xeu Vang Vangyi	$ 79,087.00
	Santa Barbara City College 721 Cliff Drive Santa Barbara, California 93109 Dr. Joseph Bagnall, Asst. Dean	$ 45,000.00
Hawaii:	State of Hawaii State Capitol Honolulu, Hawaii 96813 Mr. Susumu Ono, Adm. Governor	$ 294,769.00
REGION X		
Idaho:	Boise State University 1910 University Drive Boise, Idaho 83725 Ms. Helen Huff, Director	$ 38,549.00
Oregon:	Portland Community College 12000 SW 49 Ave. Portland, Oregon 97219 Mr. Odessa M. Hendrix	$ 39,777.00

	Indochinese Cultural & Service Center 1607 NE 41 Street Portland, Oregon 97232 Mr. Ed Ferguson, Administrator	$ 50,341.00
Washington:	Employment Opportunities Center 4726 Rainier Avenue South Seattle, Washington 98118 Mr. Langston Chinn Exec. Director	$ 58,000.00
	Tacoma Community House 1311 South M Street Tacoma, Washington 98405 Mr. Roger Soukup Coordinator	$ 60,000.00
	Catholic Charities Spokane USCC Resettlement Program Diocese of Spokane P.O. Box 1453 Spokane, Washington 99210 Ms. Ann Schneider	$ 43,110.00
	TOTAL:	$ 4,560,952.00

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Social Security Administration
Office of Family Assistance
Special Programs Staff

SPECIAL PROJECT AWARDS FOR MENTAL HEALTH SERVICES

Effective October 1, 1978

REGION I

Massachusetts:	Research for Social Change, Inc. 69 Clinton Road Brookline, Massachusetts 02146 Lynn Meyer Director	$ 64,836.00
Connecticut:	Connecticut State Department of Mental Health Psychiatric Social Work 90 Washington Street Hartford, Connecticut 06115 Ms. Barbara Racansky Psychiatric Social Work Director	$ 51,756.00

REGION II

New Jersey:	New Jersey Department of Education Adult Basic Education 225 West State Street P.O. Box 2019 Trenton, New Jersey 08625 Bruno Ciccariello Director	$ 60,731.00
New York:		
	Fordham University Graduate School of Social Services 113 West 60th Street New York, N.Y. Dr. Raymond Fox	$ 60,731.00

REGION III

District of Columbia:	New TransCentury Foundation 1789 Columbia Road, N.W. Washington, D.C. 20009 Karen Shanor, Ph.D.	$ 137,342.00
Pennsylvania:	Bureau of Research and Training Office of Mental Health Eastern Pennsylvania Psychiatric Institute Henry & Abbottsford Rd. Philadelphia, Pennsylvania 19129 Dr. Barry Miller	$ 202,254.00

REGION IV

South Carolina:	Columbia Area Mental Health Center South Carolina Dept. of Mental Health 1618 Sunset Drive Columbia, South Carolina 29203 Jerry A. Alexander	$ 93,200.00
Florida:	Catholic Social Services Diocese of St. Petersburg 6412 Central Avenue St. Petersburg, Florida 33707 Phyllis Stapleton Director	$ 98,718.00
Tennessee:	University of Tennessee Mental Health Center 969 Madison Memphis, Tennessee 38104 William J. Webb, Jr.	$ 46,874.00

REGION V

Wisconsin:	University of Wisconsin-Oshkosh Institute of Human Design 800 Algoma Blvd. Oshkosh, Wisconsin 54901 Loras R. Kotinek	$ 141,919.00

Minnesota:	State of Minnesota Department of Public Welfare Indochinese Resettlement Office Centennial Office Building St. Paul, Minnesota 55155 Jane Kretzmann	$ 17,445.00
Indiana:	Catholic Charities Diocese of Fort Wayne-South Bend, Inc. Refugee Services 919 Fairfield Avenue Fort Wayne, Indiana 46807 John F. Martin Executive Director	$ 74,868.00
Ohio:	Academy for Contemporary Problems 1501 Neil Avenue Columbus, Ohio 43201 Bonnie Parish Director	$ 122,951.00

REGION VI

Louisiana:	Refugee Resettlement Program Diocese of Alexandria-Shreveport 3327 Jackson Street Alexandria, Louisiana 71306 Marie Tran	$ 51,625.00
Texas:	Resettlement Office, Inc. P.O. Box 3948 Beaumont, Texas 77704 Dr. Nguyen Van Chau Executive Director	$ 40,404.00
New Mexico:	Catholic Social Services of Albuquerque, Inc. 801 Mountain Road, N.E. Albuquerque, New Mexico 87102 Hector R. Rodriguez Executive Director	$ 50,000.00

Oklahoma:	Vietnamese American Association 909 NW 23rd Street Oklahoma City, Oklahoma 73106 Nguyen Dinh Thu President	$ 98,300.00
Texas:	Catholic Family and Children's Services, Inc. 2903 West Salinas P.O. Box 7158 San Antonio, Texas 78207 Manuel J. Gonzales Director	$ 82,192.00
Texas:	Catholic Family Service, Inc. Diocese of Amarillo Migration/Resettlement Program 1522 S. Van Buren Amarillo, Texas 79102 Eleanor Grainer	$ 38,791.00

REGION VII

Nebraska:	United Catholic Social Services Indochinese Refugee Program 2132 South 42nd Street Omaha, Nebraska 68105 Rev. William L. Kelligar	$ 18,970.00
Iowa:	Kirkwood Community College Education Division 6301 Kirkwood Blvd. S.W. P.O. Box 2068 Cedar Rapids, Iowa 52406 Eileen Murphy	$ 62,260.00
Kansas:	Catholic Charities Dept. of Catholic Social Services, Inc. 437 N. Topeka Wichita, Kansas 67202 Robert K. Larson Executive Director	$ 17,374.00

REGION VIII

Colorado:	Park East Mental Health Center, Inc. Department of Research & Evaluation P.O. Box 18L Denver, Colorado 80218 Thomas L. Windham, Ph.D.	$ 80,738.00
Utah:	Catholic Charities of Salt Lake City Refugee Resettlement Program 2900 South State Street Salt Lake City, Utah 84115 Ms. Joan Gardner	$ 27,602.00

REGION IX

California:	International Institute of San Francisco 2209 Van Ness Avenue San Francisco, California 94109 Debbie J. Ward Director	$ 33,405.00
California:	Richmond Area Multi-Services, Inc. 3626 Balboa Street San Francisco, California 94121 Donna L. Yee President	$ 126,000.00
California:	Special Service for Groups, Inc. Asian American Community MHTC 2400 S. Western Los Angeles, California 90018 Royal S. Morales	$ 198,250.00
California:	Alcoholism, Drug Abuse & Mental Health Services Orange County Human Services Agency 1600 North Broadway, Suite 908 Santa Ana, California 92706 Razmig B. Madenlian Coordinator, Para-professional Training and Programs	$ 102,261.00

California:	Social Planning Council of Santa Clara County, Inc. 1885 The Alameda San Jose, California 95126 Robert S. Fenley Executive Director	$ 115,401.00
California:	Union of Pan Asian Communities Indochinese Service Center 2459 Market Street San Diego, California 92102	$ 154,964.00
California:	Regents University of California Sacramento Medical Center of UC, Davis 2315 Stockton Boulevard Sacramento, California 95817 David S. Rue, M.D.	$ 79,988.00
Arizona:	Catholic Family and Community Services 1825 West Northern Avenue Phoenix, Arizona 85021 Helen A. Shea	$ 16,030.00
Hawaii:	The Institute of Behavioral Sciences 250 Ward Avenue, Suite 226 Honolulu, Hawaii 96814 Kenneth O. Sanborn, Ph.D. Executive Director	$ 98,924.00

REGION X

Washington:	Catholic Charities Spokane USCC Resettlement Program P.O. Box 1453 Spokane, Washington 99210 Ann Schneider	$ 6,856.00

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Washington:	Asian Counseling and Referral Service Indochinese Mental Health Training Project 655 S. Jackson Seattle, Washington 98104 Dave Okimoto Executive Director	$ 56,000.00
Washington:	Tacoma Community House 1311 South M. Street Tacoma, Washington 98405 Roger Soukup	$ 40,000.00
Oregon:	Indochinese Cultural and Service Center 1607 N.E. 41st Avenue Portland, Oregon 97232 Ed Ferguson	$ 94,468.00
	TOTAL:	$2,864,428.00

HEW REGION I

PURCHASE OF SERVICE AGREEMENTS

STATE	ORGANIZATION	AMOUNT	PERIOD	CLIENTS	SERVICES
Rhode Island	International Institute of Rhode Island, Inc.	$75,600.60	7-1-78--6-30-79	600	Housing & Health Care, Hygiene, Family Planning, Treatment, Cultural Counseling, Education and Home Management.

NEW YORK STATE - PURCHASE-OF-SERVICE AGREEMENTS

Organization	Amount	Period	Clients	Services
YMCA - Counseling and Testing Service (New York City)	$194,000	10/1/78-9/30/79	100-200	- Employment - Education - Social adjustment
American Council for Emigres in the Professions New York City	94,487	10/1/78-9/30/79	20 persons and spouses	- Education - Employment - Social adjustment
New York City Board of Education New York City	192,446	10/1/78-9/30/79	200-250	- Employment - Education - Social adjustment - Transportation
Vietnamese-American Cultural Organization New York City	24,720	10/1/78-9/30/79	400	- Social adjustment - Home management - Information and referral
Rochester City School District Rochester	160,362	10/1/78-9/30/79	250	- Education - Day care - Employment - Health - Housing assistance - Transportation - Social adjustment
Catholic Charities of Buffalo Buffalo	224,757	10/1/78-9/30/79	300	- Employment - Social adjustment - Education - Health - Transportation
Catholic Family Center Rochester	23,906	10/1/78-9/30/79	300	- Social adjustment - Information and referral

Albany International Center, Inc. Albany	35,720	10/1/78-9/30/79	350	- Education - Employment - Social adjustment
Fulton Board of Education Fulton	7,830	10/1/78-9/30/79	12	- Employment - Social adjustment - Education
Syracuse City School District Syracuse	238,786	10/1/78-9/30/79	450-500	- Day care - Education - Employment - Health - Housing improvement - Transportation - Social adjustment - Information and referral

NEW JERSEY - PURCHASE-OF-SERVICE AGREEMENTS

Organization	Amount	Period	Clients	Services
New Jersey State Department of Education	$295,000	10/1/78-9/30/79	500	- Education and Training - Employment related
Catholic Community Services (Newark, New Jersey)	$357,716	10/1/78-9/30/79	1,400	- Education and Training - Employment related - Day Care for children - Housing related - Legal

PURCHASE-OF-SERVICE AGREEMENTS

ORGANIZATION	AMOUNT	PERIOD	No. OF CLIENTS	SERVICES
1. Lutheran Children and Family Services of Eastern Pa. Phila., Pa.	$ 221,204	9/25/78 - 9/24/79	800 700 1,900 400 25 300 900	Service Planning/Case Management Counseling Information and Refferal Service Housing Transportation Life Skills Education Socialization/Recreation
2. Lutheran Children and Family Services of Eastern Pa. Phila., Pa.	$ 147,524	9/25/78 - 9/24/79	2,000	Cultural, Social and Fellowship Language Classes, Day Care Ethnic Skills, Job Referral, Vocational Training
3. Lutheran Children and Family Services of Eastern Pa. Phila., Pa.	$ 167,625	9/25/78 - 9/24/79	10	Protective Service for Adults
4. Archdiocese of Philadelphia Catholic Social Services Phila., Pa.	$ 133,330	9/25/78 - 9/24/79	800 700 300 125	Service Planning/Case Management Counseling Life Skills Education Transportation
5. Archdiocese of Philadelphia Catholic Social Services Phila., Pa.	$ 222,164	9/25/78 - 9/24/79	75	Day Care

PENNSYLVANIA

PURCHASE-OF-SERVICE AGREEMENTS

ORGANIZATION	AMOUNT	PERIOD	No. OF CLIENTS	SERVICES
6. Philadelphia Offset Printing School Phila., Pa.	$ 41,184	9/25/78 - 9/24/79	13	Offset Printing Technology
7. Jewish Employment and Vocational Services Phila., Pa.	$ 106,640	9/25/78 - 9/24/79	400	Assessment of Job Training
8. Jewish Employment and Vocational Services Phila., Pa.	$ 421,228	9/25/78 - 9/24/79	200	Training in Air Conditioning and Refrigeration, Heating, Plumbing, Appliance Repair, Food Preparation, Computer Programmin
9. Phila. Child Guidance Clinic Two Children's Center Phila., Pa.	$ 100,000	9/25/78 - 9/24/79		To Assess the Training Needs to Implement the Curriculum
10. Phila. Child Guidance Clinic Two Children's Center Phila., Pa.	$ 66,416	9/25/78 - 9/24/79	50	Detoxification
11. Family Planning Council of Southeastern Pa. Phila., Pa.	$ 113,634	9/25/78 - 9/24/79		Family Planning
12. Center for Innovation Training and Education Phila., Pa.	$ 118,620	9/25/78 - 9/24/79	35	Combined ESL/Clerical Training Program

PENNSYLVANIA

PURCHASE-OF-SERVICE AGREEMENTS

ORGANIZATION	AMOUNT	PERIOD	No. OF CLIENTS	SERVICES
13. Nationalities Service Center Phila., Pa.	$ 355,081	9/25/78 - 9/24/79	600	Service Planning/Case Managemer
			400	Housing
			400	Counseling
			930	Socialization, Recreation
14. Tressler Lutheran Service Associates Inc. Camp Hill, Pa.	$ 219,627	9/25/78 - 9/24/79	350	Counseling
			363	Service Planning
			200	Employment
			150	Life Skills
			135	Transportation
			350	Socialization and Recreation
			70	Homemaker
			43	Center Services for the Elderl
			40	Day Care
15. Tressler Lutheran Service Associates Inc. Camp Hill, Pa.	$ 401,340	9/25/78 - 9/24/79	900	Counseling
			1,000	Service Planning/Case Manageme
			1,322	Information and Referral
			300	Housing
			600	Employment
			375	Life Skills
			305	Transportation
			800	Socialization and Recreation
			160	Homemaker
			58	Center Service for the Elderly
			50	Day Care Service for Children
16. Family Planning Council Of Southcentral Pa.	$ 83,979	9/25/78 - 9/24/79		Family Planning

PENNSYLVANIA

PURCHASE-OF-SERVICE AGREEMENTS

ORGANIZATION	AMOUNT	PERIOD	No. OF CLIENTS	SERVICES
17. Catholic Social Services Diocese of Harrisburg Harrisburg, Pa.	$ 42,658	9/25/78 - 9/24/79	100 200 1,322 100 125	Counseling Service Planning/Case Management Information and Referral Housing Service Life Skills
18. Pennsylvania Legal Services Center Harrisburg, Pa.	$ 199,950	9/25/78 - 9/24/79		Legal Services
19. Diocese of Pittsburgh Pittsburgh, Pa.	$ 163,305	9/25/78 - 9/24/79	800 362 350 200 350 43 200 150	Information and Referral Service Planning/Case Management Counseling Employment Socialization and Recreation Center Service for the Elderly Housing Life Skills
20. Family Planning Council of Western Pa. Pittsburgh, Pa.	$ 49,980	9/25/78 - 9/24/79		Family Planning
21. Catholic Social Services Scranton, Pa.	$ 20,629	9/25/78 - 9/24/79	35 15 100 50	Case Management Counseling Information and Referral Employment

PENNSYLVANIA

PURCHASE-OF-SERVICE AGREEMENTS

ORGANIZATION	AMOUNT	PERIOD	No. OF CLIENTS	SERVICES
22. Catholic Social Services Allentown, Pa.	$ 164,434	9/25/78 - 9/24/79	355 20 260 25 400 260 355 260	Counseling Day Care Service for Children Employment Homemaker Information and Referral Life Skills Service Planning/Case Managemer Transportation
23. Maternal Health Services of Northeastern Pa. Kingston, Pa.	$ 29,993	9/25/78 - 9/24/79		Family Planning

HEW REGION IV

IRAP PURCHASE-OF-SERVICES CONTRACTS

	Vendor	Amount	Period	Services
			KENTUCKY	
1.	Catholic Social Services Covington	34,607	Sept. 1978 - June 1979	All services covered under Title XX services definition in CASP, July 1, 1978 through June 30, 1979
2.	Refugee Services Owensboro	18,073	Sept. 1978 - June 1979	Same as above.
3.	Catholic Charities Louisville	42,040	Sept. 1978 - June 1979	Same as above.

ILLINOIS

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
olic Charities of the Archdiocese hicago, Chicago.	$38,870.	7/1/78 - 8/31/79	180	Vocational Counseling, Education, E.S.L., Cultural appreciation, camping, social integration, recreational.
eler's Aid of Metropolitan Chica- Chicago.	$301,955.	6/1/78 - 5/31/79	2,000	Counseling, information and referral, social services, adjustment of status assistance, paraprofessional training, needs assessment, resettlement help.
hwest Educational Cooperative, ngton Heights.	$1,420.832.	10/1/78 - 6/30/79	2,000	Vocational services, vocational training, social counseling, ABE, E.S.L., bi-lingual training, and information and referral.

WISCONSIN

Purchase-of-Service Agreements

ttlement Program Catholic Chari- of Green Bay, Green Bay (subcon- t from	$80,415.	9/25/78 - 9/24/79	600	Social counseling, information and referral, E.S.L., job development and referral services.
rtment of Local Affairs and Deve- ent (DLAD), Madison.	$191,121.	9/25/78 - 9/24/79	3,000	Resettlement coordination, newsletter, social counseling, information and referral, immigration assistance emergency support.
rtment of Industry, Labor and Human tions (DILHR), Madison.	$341,227.	10/1/78 - 9/30/79	500	Vocational and manpower services, job counseling and placement services, OJT's, work experience placements, E.S.L. and vocational-technical education.

MICHIGAN

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Catholic Family Services, Kalamazoo.	$95,692.65	9/15/78 - 9/14/79	150	Counseling information and referral, vocational services, E.S.L., resettlement assistnace.
Center for South and Southeast Asian Studies, University of Michigan, Ann Arbor.	$24,309.60	9/15/78 - 9/14/79	Consultation only	In-service training, paraprofessional training, cultural awareness research and bi-lingual materials development and workshop presentations.
Freedom Flight Task Force, Grand Rapids.	$86,000.00	9/15/78 - 9/14/79	1,000	Social Services, counseling, manpower services, E.S.L., information and referral.
Grand Rapids Junior College, Grand Rapids.	$90,182.19	9/15/78 - 9/14/79	30	E.S.L. and vocational training and services.
Grand Rapids Public Schools Grand Rapids.	$68,336.00	9/15/78 - 9/14/79	150	E.S.L., Bi-lingual materials development.
Jackson Community College Jackson.	$86,093.00	9/15/78 - 9/14/79	25	E.S.L., Vocational training and services.
Kalamazoo Valley Community College, Kalamazoo.	$80,258.32	9/15/78 - 9/14/79	50	E.S.L., vocational training and employment services.
C.S. Mott Community College Flint.	$72,614.25	9/15/78 - 9/14/79	40	E.S.L., vocational training and career counseling and job placement services.
Muskegon Community College, Muskegon.	$41,995.85	9/15/78 - 9/14/79	25	E.S.L., vocational training and job counseling.
Washtenaw Community College Ann Arbor.	$96,514.88	9/15/78 - 9/14/79	75	E.S.L., Vocational training and job counseling.
Wayne County Community College Detroit	$158,780.75	9/15/78 - 9/14/79	200	E.S.L., A.B.E., and vocational services.

MINNESOTA

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
ıoka AVTI *	$12,295.	9/6/78 - 12/31/78	20	E.S.L., vocational training and
ıoka	$21,900.	9/25/78 - 9/24/79		job referral services.
ıstin AVTI	$2,730.	9/11/78 -12/31/78	10	E.S.L., Vocational training and
ıstin.	$2,270	9/25/78 - 9/24/79		job referral services
ıkota County AVTI	$4,571.	9/29/78 - 12/31/78	20	E.S.L., vocational training and
ısemont				job referral services.
ıluth AVTI	$17,210.	9/1/78 - 8/31/79	10	E.S.L., vocational training and
ıluth.				job referral services.
ıckson AVTI	$23,258.	9/18/78 - 12/31/78	10	E.S.L., vocational training and
lackson.	$21,800.	9/25/78 - 9/24/79		job referral services.
nneapolis Fact Center	$21,232.	9/25/78 - 12/31/78	25	E.S.L.,vocational training and
nneapolis.	$24,300.	9/25/78 - 9/24/79		job referral services.
ıorhead AVTI	$1,500.	9/11/78 - 10/10/78	8	E.S.L.,vocational training and
ıorhead.			(a needs assessment)	job referral services.
ıd Wing AVTI	$3,806.	9/12/78 - 12/31/78	10	E.S.L., vocational training and
ıd Wing.	$10,550.	9/25/78 - 9/24/79		job referral services.
ıchester AVTI	$8,336.	9/22/78 - 12/31/78	20	E.S.L.,vocational training and
ıchester.	$21,500.	9/25/78 - 9/24/79		job referral services.
. Cloud AVTI	$4,945.	9/27/78 - 12/31/78	20	E.S.L.,vocational training and
. Cloud.	$6,800.	9/25/78 - 9/24/79		job referral services.
. Paul AVTI	$20,936.	9/6/78 - 12/31/78	25	E.S.L.,vocational training and
. Paul.	$24,300.	9/25/78 - 9/24/79		job referral services.
ıburban Hennepin AVTI	$15,346.	9/26/78 - 12/31/78	25	E.S.L.,vocational training and
nneapolis.	$23,050.	9/25/78 - 9/24/78		job referral services.
ılef River Falls AVTI	$1,060.	9/92/78 - 12/31/78	10	E.S.L.,vocational training and
ılef River Falls.				job referral services.

MINNESOTA (cont'd)

Organization	Amount	Period	Clients	Services
14. 916 AVTI White Bear.	$12,296. $22,300.	9/11/78 - 12/31/78 9/25/78 - 9/24/79	30	E.S.L., vocational training and job referral services.
15. Catholic Charities Rochester - Winona	$64,207.	9/1/78 - 8/31/79	700 (in 30 counties)	Social counseling, information and referral services and job placements
16. Catholic Charities St. Cloud.	$31,915.	9/1/78 - 8/31/79	325	E.S.L., social counseling, information and referral services and job placements.
7. Catholic Charities St. Paul.	$36,583.	9/1/78 - 8/31/79	1,000	Social counseling, information and referral services and job placements.
8. International Institute St. Paul.	$42,137. $110,561.	9/1/78 - 8/31/79 9/1/78 - 8/31/79	700	E.S.L., A.B.E., information and referral, job counseling, and social counseling.
9. Lutheran Social Services Minneapolis.	$97,850.	9/1/78 - 8/31/79	1,900	Social counseling, information and referral services, and employment assistance.
0. Ramsey County Department of Welfare, St. Paul.	$18,000.	9/1/78 - 8/31/79	1,995	Social counseling, information and referral services, and employment assistance.

OHIO

Purchase-of-service Agreements.

Columbus Area Chapter American National Red Cross, Inc. Columbus.	$16,389.	1/1/78 - 12/31/78	80	Counseling, E.S.L., day care, information and referral, medical guidance homemaking services.
Jewish Family Services Columbus.	$11,441.	7/1/78 - 6/30/79	50	Counseling and information and referral services.

MINNESOTA (cont'd)

Organization	Amount	Period	Clients	Services
4. 916 AVTI White Bear.	$12,296. $22,300.	9/11/78 - 12/31/78 9/25/78 - 9/24/79	30	E.S.L.,vocational training and job referral services.
5. Catholic Charities Rochester - Winona	$64,207.	9/1/78 - 8/31/79	700 (In 30 counties)	Social counseling, information and referral services and job placements
6. Catholic Charities St. Cloud.	$31,915.	9/1/78 - 8/31/79	325	E.S.L., social counseling, information and referral services and job placements.
7. Catholic Charities St. Paul.	$36,583.	9/1/78 - 8/31/79	1,000	Social counseling, information and referral services and job placements.
8. International Institute St. Paul.	$42,137. $110,561.	9/1/78 - 8/31/79 9/1/78 - 8/31/79	700	E.S.L.,A.B.E., information and referral, job counseling, and social counseling.
9. Lutheran Social Services Minneapolis.	$97,850.	9/1/78 - 8/31/79	1,900	Social counseling, information and referral services, and employment assistance.
0. Ramsey County Department of Welfare, St. Paul.	$18,000.	9/1/78 - 8/31/79	1,995	Social counseling, information and referral services, and employment assistance.

OHIO

Purchase-of-service Agreements.

Columbus Area Chapter American National Red Cross, Inc. Columbus.	$16,389.	1/1/78 - 12/31/78	80	Counseling, E.S.L., day care, information and referral, medical guidance homemaking services.
Jewish Family Services Columbus.	$11,441.	7/1/78 - 6/30/79	50	Counseling and information and referral services.

ARKANSAS

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Benton County Board of Education, Bentonville	$31,075.60	9/1/78 - 8/31/79	40	ESL, Employment, Counseling, Home Managem
Craighead County Adult Education Center Jonesboro	$28,235.55	9/29/78- 9/28/79	70	ESL, Employment, Vocational Training, Counseling
Forrest City School District	$ 4,301.15	9/29/78 - 6/30/79	12	ESL
Fort Smith Adult Education Center	$155,834.53	9/29/78 - 9/28/79	582	ESL, Employment, Day Care, Health & Vocational Training, Transportation
Adult Education Center Jefferson County Schools Pine Bluff, Arkansas	$21,541.41	10/1/78 - 9/30/79	30	ESL, Transportation, Counseling, Interpreter
Indochinese Refugee Resettlement Office Diocese of Little Rock	$96,986.98	9/1/78 - 8/31/79	500	ESL, Employment, Housing, Transportation, Interpreter
Nashville School District	$51,448.62	9/29/78 - 9/28/79	100	ESL and Job Placement

LOUISIANA

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Refugee Resettlement Program Diocese of Alexandria/Shreveport	$101,504.75	9/1/78 - 8/31/79	500	Housing, Employment, Transportation, Counseli Education, Training, Treatment
Jefferson Parish Public School System; Gretna, La.	$38,606.70	9/30/78 - 12/29/78	700	Education, Training, Treatment
Indochinese Resettlement Program Diocese of Lafayette	$149,413.00	9/1/78 - 8/31/79	466	Employment, Health Counseling, Housing, Education, Training & Treatment
Associated Catholic Charities New Orleans	$602,455.00	9/1/78 - 8/31/79	1500	Employment, Health, Housing, Counseling, Home Management, Transportation, Educatic Training & Treatment
Associated Catholic Charities New Orleans	$287,512.00	9/1/78 - 8/31/79	100	Day Care
Associated Catholic Charities New Orleans	$115,965.00	9/1/78 - 8/31/79	30	Day Care
Indochinese Resettlement Office Diocese of Baton Rouge	$142,780.00	9/1/78 - 8/31/79	400	Employment, Health, Housing, Home Managemen Education, Training Treatment & Transportat

NEW MEXICO

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Asian American Human Services University of New Mexico Albuquerque	$198,246.00	9/28/78 - 9/27/79	1000	Employment, Housing Transportation, Counseling

TEXAS

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Catholic Family Services Diocese of Amarillo	$35,334.72	9/30/78 - 9/29/79	500	Counseling, Transportatio Job Placement
Resettlement Office, Inc. Beaumont	$148,989.26	9/1/78 - 8/31/79	1500	ESL, Home Management, Employment, Health, Transportation, Housing
Resettlement Office, Inc. Beaumont	$273,464.02	9/1/78 - 8/31/79	100	Day Care
Houston YMCA	$382,502.00	9/30/78 - 9/29/79	878	ESL, Counseling, Health, Home Management, Vocatior Nutrition
Fort Worth I.S.D.	$128,441.00	9/1/78 - 8/31/79	250	Vocational Counseling, Training & Placement
Catholic Charities Diocese of Fort Worth	$23,094.75	8/1/78 - 4/30/79	150	Housing
Parenting Guidance Center Fort Worth	$23,048.25	8/1/78 - 4/30/79	150	Counseling & Referral

IOWA

PURCHASE OF SERVICE AGREEMENTS

STATE	ORGANIZATION	AMOUNT	PERIOD	CLIENTS	SERVICES
Iowa	Iowa Refugee Service Center (State Agency)	$261,500	Oct. 1, 1978-Sept. 30, 1979	Indochinese refugees statewide	Information and referral; job development; counseli and a broad array of services addressing individual refugee adjustment problems.

HEW REGION VIII

COLORADO

PURCHASE-OF-SERVICE-AGREEMENT

Organization	Amount	Period	Clients	Services
State Department of Social Services	$957,860	10/1/78-9/30/79	1,119	English Training, Vocational Training, Employment Service, Counseling

HEW REGION IX

California
Social Service Agreements
(July 1, 1978 to June 30, 1979)

	Organization	Amount	Clients	Services
1.	International Institute of San Francisco	$288,037	1,000	1. Multilingual counseling relating to immigration, employment, education, housing, health and personal adjustment 2. Information and referral 3. Legal assistance 4. Community education 5. Sheltered workshop for the severely disturbed
2.	Catholic Charities, Archdiocese of San Francisco	142,350	500	1. Vocational evaluation 2. Vocational English 3. Job readiness training 4. Job placement 5. Health screening, referral
3.	Social Planning Council of Santa Clara	366,200	5,000	1. Vocational counseling and referral 2. Job placements
4.	Catholic Charities, Diocese of Oakland	39,204	175	1. Job development and placement 2. Vocational counseling and career planning
5.	Catholic Charities Diocese of Stockton	53,441	60	1. Counseling 2. Information and referral 3. Home management 4. Transportation
6.	Roman Catholic Bishops Welfare of Santa Rosa	26,640	270	1. Counseling
7.	Church Service Bureau of Sacramento	78,332	350	1. Information and referral 2. Legal referral 3. Health related services 4. Family counseling

Organization	Amount	Clients	Services
8. Fresno Community Council	$ 105,946	150	1. Information and referral 2. Day-Care (info. and referral) 3. Protective Services for adults 4. Out of home care for adults 5. Health related services 6. In home care support services 7. Employment related services 8. Protective Services for children 9. Out of home services for children 10. Family Planning
9. Catholic Welfare Bureau of Los Angeles	1,256,199	7,000	1. Information and referral 2. Protective Services for Children 3. Protective Services for Adults 4. Health Related Services 5. Employment Related Services 6. Home management and other functional educational service 7. Service for Children with special problems 8. Services to alleviate or prevent family problems 9. Housing Services
10. Lao Family Community, Inc. of Orange County	195,103	700	1. Training for community workers 2. Services to strengthen family stability 3. Provide cultural awareness to staff of public agencies
11. Orange County Human Services Agency	171,388	3,000	1. Identify health services need 2. Counseling to accept health care 3. Referral to appropriate agency for treatment 4. Planning, consultation, coordination advocacy/ mediation, follow-up, teaching to families, and health related facilities 5. Transportation for clients

California Social Service Agreements (Continued)
Page 3

	Organization	Amount	Clients	Services
12.	Catholic Community Agencies, Indochina Job Center	$226,725	3,500	1. Counseling re: job market 2. Workshops-Job search techniques 3. Transportation: familiarization with public transportation; car pools 4. Counseling on cultural differences 5. Guidance re: Translating work experience into related fields 6. Training in job interviews 7. Identify child care resources-assist professionals to obtain more training 8. Assist professionals to obtain more training
13.	Union of Pan Asian Communities of San Diego (Indochinese Service Center)	349,937	5,500	1. Information and referral 2. Protective Service to Children 3. Protective Service for Adults 4. Child care services 5. Family Planning 6. In-House service to aged and blind or disabled 7. Employment related services 8. Home Management 9. Services to alleviate and prevent family problems 10. Housing Referrals
14.	Access	186,274	3,500	1. Information and Referral 2. Employment related services

Hawaii
Social Service Agreements
(October 1,1978 to September 30, 1979)

Organization	Amount	Clients	Services
1. Catholic Social Service	$ 38,640	350	1. Job development and placement 2. Counseling
2. Kaiihi - Palama Immigrant Service Center	9,180	70	1. Job development and placement 2. Counseling
3. State Immigration Services Center	196,791	700	1. Job development and placement 2. Counseling
4. Vietnamese and Indochinese Volunteer Assistance, Inc.	25,685	160	1. Job development and placement 2. Counseling

HEW REGION X

OREGON

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Chemeketa Community College	$ 76,285	6/15/78 - 12/29/78	780	Vocational ESL and Counseling
Mid-Willamette Valley Manpower Consortium	131,440	7/1/78 - 6/30/79	150+	OJT, Classroom Training, Employment Services and Placeme
Indochinese Cultural and Service Center	14,225	7/20/78 - 10/31/78	All Region X Refugees	Writing Publications re Health and Employment
Oregon Department of Education	900,000	9/18/78 - 9/14/79	Statewide	ESL
Oregon Department of Education	15,000	9/18/78 - 9/14/79	100	Driver Training
Indochinese Cultural and Service Center	61,000	9/28/78 - 9/27/79	150	Special Services fo Women
Indochinese Cultural and Service Center	175,000	9/28/78 - 9/27/79	925	Mental Health Servic
Multonomah County Oregon Department of Human Services	150,000	9/29/78 - 9/28/79	3,200	Medical Services for Special Problems
Portland Community College	213,644	9/25/78 - 9/24/79	187	OJT, Employment Services and Trainin and Placement

WASHINGTON

Purchase-of-Service Agreements

Organization	Amount	Period	Clients	Services
Department of Employment and Security	$ 147,571.67	6/1/78 - 5/31/79	23 Placements/Mo. + 75 Employment Services/Mo.	Employment Services, Job Development and Placements
Employment Opportunity Center (Seattle)	41,793.00	7/1/78 - 6/30/79	540	Employment Services and Placement
Washington Association of Churches (Seattle)	49,860.00	7/1/78 - 6/30/79	120	Employment Services and Placement
Asian Counseling and Referral Service	71,861.00	9/78 - 8/79	304 units of counseling per month	Mental Health Counseling
PIVOT	39,600.00	9/15/78 - 9/14/79	20 - 40	Work setting training for hard to place clients.
Dat Moi Newspaper (Seattle)	45,972	9/78 - 9/79	10 - 12,000	Publish information on Program Policies and Regulations
Washington State Employment Service (Outside King, Snohomish and Pierce Counties)	163,345.41	9/78 - 9/79	1,800	Employmnent Services and Placement
Washington State Employment Service (King, Snohomish and Pierce Counties)	176,003.14	9/78 - 9/79	1,200	Employment Services and Placement

Organization	Amount	Period	Clients	Services
Pacific Alaska Airlines	14,400.00	9/78 - 9/79	4	Work Setting Training
English Language Learning Center	190,968.00	9/78 - 9/79	1,080	Employment Oriented ESL
Superintendent of Public Instruction	1,539,710.00	9/78 - 9/79	1,000	Vocational Training and ESL

OFFICE OF EDUCATION

Aid for Refugee School Children

In October 1977 (the beginning of fiscal year 1978), the Office of Education's Task Force on Indochinese Refugee Children Assistance completed the funding process regarding the dissemination of the $18.5 million appropriated by Congress in the Supplemental Appropriations Act of May 4, 1977, to implement Title II of Public Law 94-405, "The Indochina Refugee Children Assistance Act of 1976." The grant period of the authorization was July 1, 1976, through September 30, 1977; however, the date of the appropriation negated the dissemination of the funds during the original grant period. Consequently, the grant period was extended to September 30, 1978, under the provisions of the "Tydings Amendment" to the General Education Provisions Act. Most local educational agencies opted to apply the funds to programs for educational services to the Indochinese refugee children during the 1977-78 school year. A small number of school districts also found it necessary to use the funds to reimburse themselves for expenditures incurred for the eligible children during the 1976-77 school year.

Grants were approved to the fifty States, the District of Columbia, and Guam. States submitted applications to OE on or before August 15, 1977, requesting a total of $20,435,376. Since this amount was 9.48 percent above the appropriation, it was necessary to ratably reduce each State's grant by 9.48 percent in accordance with Section 204 (a) of Title II, Public Law 94-405.

The purpose of the program was to provide grants to State Departments of Education to assist local educational agencies in providing educational services to Indochinese refugee children who are between 5 - 17 years of age. State education agencies received 1% of the State's allocation for their administrative purposes.

Throughout the fiscal year, the program thrust of the Task Force was to serve as a central resource center to SEAs and LEAs for the acquisition and dissemination of instructional program information. The instructional services provided by local educational agencies included:

(1) Supplementary educational services necessary to enable the children to achieve a satisfactory level of performance including, but not limited to:

(A) English language instruction
(B) Other bilingual education services, and
(C) Special materials and supplies;

(2) Additional basic instructional services as well as additional classroom teachers and additional teaching materials and supplies; and

(3) Special inservice training for personnel

Approximately 53,000 Indochinese refugee children received educational services under this law. Many local educational agencies used the funds to provide instruction in English as a Second Language (ESL), English for Speakers of Other Languages (ESOL), and specific Bilingual Education classroom and tutorial services. Of the LEAS participating, classroom education in ESL or ESOL was offered in about 50 percent; bilingual-bicultural services designed for Indochinese children were offered in about 20 percent, long-term tutorial service in about 20 percent, and intermittent tutorial service in about 10 percent.

Nationwide, 2,187 LEAs took part in the program, with 84 districts reporting 100 or more refugee children in their schools. The funds were distributed in accordance with the formula set forth in the Act, which provided for a sub-grant from the respective State Education Agency (SEA) to eligible LEAs at the rate of $300 per child up to the first 100 Indochinese refugee children in the district or 1 percent of the student population (whichever was less) and sub-grants of $600 for each eligible child over the first 100 or 1 percent of the student population.

The highest concentrations of refugee children, by state, and the funds awarded to those states under the Act were as follows:

State	Number of Children	Amount Awarded
California	17,512	$6,057,102
Texas	3,816	1,354,647
Louisiana	2,669	1,214,218
Virginia	1,807	759,743
Florida	1,800	600,115
Washington	1,695	576,253
Pennsylvania	1,418	465,720
Oregon	1,285	518,655
Illinois	1,238	485,468
Iowa	1,478	406,202

Other major activities of the OE Indochinese Refugee Task Force during FY 1978 included:

(a) program monitoring with an emphasis on instructional services provided to nonpublic school refugee children;

(b) monitoring program activities and close-out procedures of a selected group of State and local grantees, through on-site visits and participation in related meetings;

(c) responding to oral and written inquiries from SEA's and LEA's regarding the program; and

(d) technical assistance to SEA's and LEA's to assist in developing SEA and LEA capacity to meet the educational needs of the Indochinese refugee children.

On September 28, 1978, the House/Senate Conference Committee on the Extension of the Elementary and Secondary Education Act, reauthorized Title II of the Indochina Refugee Children Assistance Act (P.L. 94-405), with certain significant modifications.

The Act was amended to provide a three-year extension, with a maximum of $450.00 per child (flat rate); 5 percent for State administration (instead of the 1 percent previously granted), and the new provision only applies to Indochinese refugee children who were or will be parolled into the U.S. after January 1, 1977. Also, specific language pertaining to the "use of funds" was added. The Office of Education is currently involved in the process of developing proposed regulations for the amended program.

Adult Education

Beginning October 1, 1977, a one year grant program was administered by the Division of Adult Education (DAE) to facilitate the integration of Indochina Adult refugees into American society, and to assist them in developing basic educational and occupational skills which will contribute to their employability and productivity.

Grant awards were made to 65 projects throughout the nation totaling $10,029,327. Nine area workshops for grantees were conducted in cooperation with the Indochinese Refugee Assistance Program (IRAP) and the Center for Applied Linguistics. Over 350 persons participated in these workshops. Grants Officers from the U.S. Office of Education explained the grant procedure, and DAE project monitors met separately with each grantee at the

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workshop. Information about the previous two years' experience with special programs for adult Indochina refugees was shared. Strategies and methods for teaching English as a Second Language (ESL) and for teaching occupational skill training were presented. Over half the funded projects had previously been working with the Indochina adult refugees through funding from the States under the Adult Education Act, P.L. 91-230, and/or from grants from IRAP.

At least one on-site visit was made to each project by the DAE project monitor. Project activities included: inservice staff development, curriculum adaptation, recruitment, guidance and counseling regarding social and educational needs, career and employment opportunities, and teaching ESL and Adult Basic Education.

The estimated total target population in the areas of these grants was 84,000. As of September 30, 1978, it is approaching 110,000. Originally the number of adults projected to be served by these projects was 28,418; the actual number served is more than 30,000. The number of full-time staff was 130, and part time staff was 520.

The recent new arrivals, during August and September, have been mainly those adults with the lowest educational level and those who require maximum services and a longer period of educational development and occupational training.

The Educational Amendments of 1978 extended the program for Indochina Adults through 1983. No appropriation has been made to date.

PUBLIC HEALTH SERVICE

Refugee Physicians and Dentists

The number of Indochinese refugee physicians and dentists entering practice in the United States continues to grow slowly as these professionals become more familiar with the English language and with American medicine.

Tracking of the progress of some 487 physicians who underwent refresher courses at seven medical schools prior to September 1977 is now being handled by the American Medical Association.

The AMA recently polled those completing the refresher courses and received responses from 255. Of these, 57 were in active practice, 98 were in internship or residency, 58 were seeking internship or residency, one was holding a fellowship, and two were staff physicians. Thirty-nine of the respondents were not eligible for positions; of these, 28 had not yet passed the Educational Commission for Foreign Medical Graduates (ECFMG) examination and 11 had not yet taken it.

Of the 58 seeking internship or residency, 34 had passed the ECFMG exam, 14 had passed both the ECFMG and Federation Licensing Examination (FLEX), or state licensing examinations, and 10 had passed the FLEX exams only.

The Public Health Service also funded refresher courses for 78 refugee dentists at the Universities of Pittsburgh and Houston, to help prepare them for National Board examinations. These examinations consist of Part I (basic sciences) and Part II (clinical sciences).

Of those tracked by the Public Health Service from among those who underwent the training, three have passed regional or State boards and are eligible for licensure; 18 others have passed both Parts I and II of the National Boards; 42 have passed Part I of the National Boards; and six have not yet passed Part I of the boards.

DEPARTMENT OF STATE

In the last year the Indochinese refugee problem has continued to grow more serious; approximately 144,000 such refugees were in countries of first asylum awaiting resettlement as of September 30, 1978. As part of the international effort to assist the refugees, the Department of State has worked closely with a number of countries, both directly and in the multilateral context, and with international organizations, principally the UN High Commission for Refugees (UNHCR). These efforts have contributed to sustaining first asylum practices and care and maintenance for the refugees in the camps throughout Southeast Asia, and to some expansion of resettlement opportunities. As a major part of this effort, multinational consultations were scheduled to be held under UNHCR auspices in December 1978 in Geneva.

In association with the Immigration and Naturalization Service, the Department of State continues to process the applications of Indochinese in countries of first asylum who seek admission to the U.S. From October 1, 1977, through September 30, 1978, more than 20,000 Indochinese refugees entered the U.S. pursuant to the parole authorizations of the Attorney General. The parole program continues into the current fiscal year.

IMMIGRATION AND NATURALIZATION SERVICE

During FY 1978, the Immigration and Naturalization Service (INS) received 116,680 applications from Indochinese refugees applying for adjustment of status to permanent resident alien. INS developed and implemented a number of special procedures to process such a large volume of applicants and adjudicate their cases as expeditiously as possible.

INS hired additional adjudicators and clerical support personnel on temporary appointments and authorized overtime for its permanent employees assigned to handle the extra workload. It expanded the office hours in many of its larger locations to provide for the processing of cases and interviewing of adjustment of status applicants during evening hours and on Saturdays. INS also rented extra office space to help accommodate the influx of applicants, and it purchased extra typewriters and related office equipment to facilitate the processing of the Indochinese cases.

Special instructions for handling the Indochinese adjustment applicants were developed by INS and given to its field offices. The instructions were designed to ensure the proper adjudication of adjustment applications while at the same time speeding the administrative processing procedures.

Both the Indochinese applicants and INS were and are being greatly assisted by the many voluntary agencies aiding in the adjustment of status process. The agencies perform numerous tasks which include fingerprinting applicants, preparing application forms and serving as interpreters during the adjustment of status interviews. Many interviews are conducted at voluntary agencies by INS adjudicators detailed for that purpose.

The outstanding work of the voluntary agencies not only helped speed applications through the administrative process, but also helped ensure that when applications reached the INS adjudicators, they were properly documented, completed, and otherwise ready to be adjudicated. At the suggestion of the voluntary agencies, the Service extended the adjustment program through the end of calendar year 1978. This was done to enable Laotians, who entered in the fall of 1976, to apply for adjustment, as well as to reach out to refugees in rural areas who had not had the opportunity of applying.

The efforts of all concerned with the Indochinese adjustment process are reflected in the volume of applicants processed during FY 78. INS received 116,680 adjustment applications from Indochinese refugees qualifying for adjustment under the Indochinese Adjustment Act, and completed 104,904, including 186 which were denied. The number of pending applications at the end of FY 78 was 9,819. The remaining 1,918 were returned to applicants for additional information. The pending 9,819 applications is less than the total number of adjustment applications received from Indochinese refugees during September 1978. This means that almost all such applicants were processed within 30 days of receipt of their applications.

The flow of Indochinese refugees into the United States is continuing. These new refugees will later file applications to become lawful permanent residents. As long as this continues, INS will strive to maintain its goal of adjudicating these cases as expeditiously as possible and granting permanent resident alien status to all those eligible.

RESETTLEMENT AGENCIES

The following reports by the Voluntary and State and Local Resettlement Agencies have been prepared by the individual agencies themselves and, consequently, at times express judgments or opinions of the individual agency reporting.

VOLUNTARY RESETTLEMENT AGENCIES (VOLAGs)

	Approximate Number of Refugees Resettled	
	Prior to Oct.1, 1977	Oct. 1, 1977 t Sep. 30, 1978
United States Catholic Conference Migration and Refugee Services 1312 Massachusetts Avenue, N.W. Washington, D.C. 20005 Telephone (202) 659-6635	60,000	10,000
International Rescue Committee 386 Park Avenue South New York, New York 10016 Telephone (212) 679-0010	19,250	3,858
Church World Service Immigration & Refugee Program 475 Riverside Drive New York, New York 10027 Telephone (212) 870-2164	19,173	1,907
Lutheran Immigration & Refugee Services 360 Park Avenue South New York, New York 10010 Telephone (212) 532-6350	18,977	2,686
HIAS, INC. 200 Park Avenue South New York, New York 10003 Telephone (212) 674-6800	3,531	581
Tolstoy Foundation, Inc. 250 West 57th Street New York, New York 10019 Telephone (212) 247-2922	4,276	494
American Council for Nationalities Service 20 West 40th Street New York, New York 10018 Telephone (212) 398-9142	4,419	1,790
American Fund for Czechoslovak Refugees 1790 Broadway, Room 513 New York, New York 10019 Telephone (212) 265-1919	1,211	562
Travelers Aid International Social Serv. of America 345 East 46th Street New York, New York 10017 Telephone (212) 687-2747	532	0
Church of Jesus Christ of Latter Day Saints 50 East North Temple Salt Lake City, Utah 84101 Telephone (801) 531-2531	700	0

UNITED STATES CATHOLIC CONFERENCE (USCC)

Since the inception of the Indochinese Refugee Program in May of 1975, USCC has provided homes, employment, job training, and cultural services for 70,000 displaced persons through its diocesan parish sponsorship program, 9,500 of them during the report period. This program, which has the total support of our Church structure, is continued through four regional centers and over 100 diocesan offices. The goodness of the American public can be exemplified by the fact that USCC and its component agencies are in a position to provide resettlement opportunities for all refugees admitted to the United States without reference to their race, religion, or political opinion. The USCC/Migration Refugee Services continues to operate its broad service program of direct assistance to all Southeast Asian refugees who are in need or who can, through implemental services, provide a better life for themselves and their families.

At the present time, USCC has provided for 95 intensive improvement programs for this refugee community throughout the United States. These programs, which make maximum use of existing Church social services and massive volunteer programs, implement activities in the field of language training, job development, counseling services, and employment advancement.

All programs are designed to promote self-sufficiency and make the newcomers contributing members of their new communities. The use of professional and volunteer bilingual staffs in the field of mental health services, housing assistance, transportation needs, and marriage counseling are an important part of our continued long-range program.

With the eligibility of many parolees to adjust their status to permanent residency, USCC/MRS assisted Indochinese refugees through a series of workshops where trained resettlement workers worked with INS officials in filling out Adjustment of Status forms for the Indochinese. During the last year, over 40,000 Indochinese were adjusted to permanent residency through programs sponsored by MRS. Current plans are to continue these services formally through the end of 1978.

Many USCC programs have been supplemented by government grants in the field of job development, English language training, and mental health projects which will be implemented during 1979.

A graphic way to describe our commitment to this refugee community is to summarize the reports of our regional offices.

REGION I OFFICE

Lebanon, Pennsylvania

During the last year the dioceses in Region I, which comprises 17 states in the northeastern quarter of the United States, have resettled some 1,200 new refugees from Indochina, while at the same time providing a wide range of services to earlier refugees who still need them. Such services include counseling on marriage, family and adjustment problems, assistance with employment, housing, education, and immigration matters, all necessitating interpreting and translating. These are supplemented in the larger resettlement offices by special programs in job training, job placement, and English language training, many of which are funded by HEW or by the States. The newly arrived refugees are readily placed into these existing programs.

Since INS began its special adjustment of status program for Indochinese parolees last December, the diocesan resettlement offices in Region I have assisted over 8,000 refugees to apply for permanent resident alien status. Among the services which were provided free of charge were: Assistance in completing the required applications for permanent residency; obtaining photographs, fingerprints, and police clearances; preparing affidavits; interpreting and translating; locating sites for mass interviews; and arranging for interviews of the applicants in cooperation with the local INS offices.

With the larger number of refugees escaping from Indochina in recent months, all the diocesan resettlement offices have been called upon by relatives seeking assistance in filing affidavits of relationship. Similarly, recent news reports concerning family reunification with relatives still in Vietnam have resulted in a heavy demand for accurate, up-to-date information on this subject.

REGION II OFFICE

Ft. Walton Beach, Florida

During recent months, 1,015 refugees have been sponsored into this Region. Additional assurances have been provided for

491 new refugees. These figures do not include the Affidavits of Relationship for Family Reunifications that have been submitted.

Under the sponsorship program several dioceses have developed outstanding programs specializing in cases with specific problems such as:

Diocese of Orlando, Florida - Singles

Diocese of Memphis, Tennessee - Large families

Diocese of Biloxi, Mississippi - Fishermen

The Adjustment of Status applications have taken up a considerable amount of our time. The dioceses in the Region assisted 4,696 people in filling out their applications.

We have also had some success in securing special grants. Project funds were received for Nashville, Tennessee; Raleigh, North Carolina; Pensacola and Tallahassee, Florida. CETA positions were obtained in Mobile, Alabama, and Charlotte, North Carolina, to provide direct assistance to refugees. A Mental Health Grant was approved for St. Petersburg, Florida. These grants, which were authorized in 1978, will continue in 1979 and will greatly enhance our own programs.

REGION III OFFICE

Ft. Smith, Arkansas

Besides developing an ongoing resettlement program, Region III has, with USCC and diocesan funding, developed extensive activities in the field of job counseling, and cultural activities in 48 dioceses of the Region.

At the present time, the majority of refugees have been resettled in the dioceses of New Orleans, Oklahoma City, Ft. Worth, Peoria, Beaumont, Kansas City, Houston, St. Paul, Little Rock, and Chicago.

With the cooperation of volunteers in Outreach Programs, adjustment of status to Permanent Residence was secured for 17,396 refugees.

To supplement our diocesan programs, Federal and State funding was secured for homemaker services, day care centers, mental health programs, and the further development of employment structures.

The following dioceses were able to expand special program services through IRAP social services funds, HEW grants for language training and employment services, mental health programs, and CETA Grants:

1. SOCIAL SERVICES: Baton Rouge, Alexandria, New Orleans, Lafayette, Little Rock, Amarillo, Beaumont, Joliet, and St. Paul.

2. LANGUAGE TRAINING AND EMPLOYMENT SERVICES GRANTS: Beaumont, Wichita, and Chicago (Consortium).

3. MENTAL HEALTH GRANTS: Wichita, Omaha, Beaumont, Amarillo, Alexandria, and San Antonio.

4. CETA GRANTS: Beaumont and Green Bay.

Secondary migration continues, with the major concentrations of refugees reaching from Houston and Beaumont, Texas, to New Orleans, Louisiana, and a good number into Oklahoma and Arkansas.

REGION IV OFFICE

San Clemente, California

Southeast Asia refugee programs that have been totally supported by USCC since the inception of IRAP in 1975 are now being supplemented in many areas by IRAP social services funds or other IRAP funds in most of our dioceses. This now means that USCC resettlement offices will be responsible for all refugees resettled in their area. However, the dioceses of Tucson, Albuquerque, Guam, Las Vegas, Phoenix, and Portland, where refugee projects were unable to secure outside funding, will still operate under normal USCC funding.

A total of $1,970,662 was approved for IRAP social services projects in California and $26,000 in other states in Region IV; an additional $50,000 is still being negotiated in Denver; $385,151 was approved by HEW for job development programs; and $100,488 for mental health programs in Region IV for a grant total of $2,482,301.

Regardless of the availability or non-availability of Federal grants, USCC ongoing programs will continue to provide service for refugees now here and for those yet to come. The development

of special integrated programs has proved highly successful in the dioceses of the largest resettlements, such as Los Angeles, San Francisco, and Denver.

SUMMARY

As with any ongoing refugee program, there is a need for constant re-evaluation and upgrading of all services. We are now receiving more and more refugees from overcrowded, and many times the most primitive, refugee camps. Therefore, it is necessary to provide supplemental medical and health services through diocesan and government structures.

There is no question but that the displacement of people many times results in undue anxiety and depression. This will require extensive use of special mental health and counseling programs through the Conference and government funding.

The humanitarian precepts of our citizenry have developed through our voluntary agency structures a most effective resettlement program. This Voluntary Program of Resettlement is being recognized as successful and is being duplicated throughout the world. These programs, which relate to warmth and concern of our nation and people, are considered by many to be the basic goodness of our country. With the approval for the admission of 25,000 additional refugees from Southeast Asia, the USCC stands ready to serve all in need without reference to religious preference or political ideologies. These programs of refugee assistance will be carried on as long as the need exists.

INTERNATIONAL RESCUE COMMITTEE (IRC)

The International Rescue Committee assumed responsibility for resettling a total of 19,250 Indochinese refugees from the outset of the refugee emergency in the spring of 1975 through September 30, 1977. Over the following year, IRC resettled an additional 3,858 Indochinese refugees. Thus, since the beginning of the program through the end of September 1978, IRC resettled a total of 23,108 Indochinese refugees. IRC has continued to resettle new refugees at approximately the same level, and intends to keep doing so for as long a time as its resources permit.

Of the refugees presently being resettled by IRC, approximately 452 are family reunion cases while 552 have no U.S. relatives. In family reunion cases, every effort is made to reunite the

refugee in the same location as the U.S. relative. A full range of services, including reception and placement, direct financial assistance, and counseling services, is made available both to the refugees already here who are planning to receive their relatives and to the new arrivals upon entry and after. If family reunion cases reside in the area of an IRC regional office, that office provides the assistance. If there is no local IRC office, arrangements are made to furnish help through a sister agency or local community social service agency in the area.

In cases of refugees with no U.S. relatives, IRC itself acts as sponsor. Each case is assigned to one of the ten IRC regional resettlement offices which acts as sponsor. The selection of the appropriate office and hence the area where the refugee is to live is determined by a variety of factors, including ethnic background, family size, work history, and other pertinent information. An attempt is made to select the resettlement site that will be most advantageous to the refugee, his resettlement, and to offer maximum opportunity to achieve self-sufficiency. Incoming refugees are met upon arrival; housing, food and clothing are provided; health and other personal problems are attended to; and the search for jobs for those employable, and permanent housing, is begun as soon as possible.

As it has since the outset of the program, IRC makes every effort to assist Indochinese refugees to become quickly self-supporting. Not only does this permit the refugee to become a contributing member of society but, experience has shown, this process of adjustment also leads to a more durable resettlement. Refugees are assisted in obtaining language and vocational training, preferably within the context of a work situation.

The task of resettlement has, in many respects, become more difficult since 1975. The reasons are primarily financial in nature -- specifically, persistent inflation coupled with the reduction in the federal per capita resettlement grant from $500 in 1975 to $300 in 1977-78. In addition, refugees now arriving have often spent months if not years in insalubrious refugee camps. Physical and emotional problems are more acute. At the same time, the public perception of there being a continuing Indochinese refugee emergency has dimmed.

Partially, but not completely, offsetting these difficulties are more positive factors. These include a somewhat improved job market, the establishment of Indochinese cluster communities which provide mutual reinforcement to newcomers, the availability of special language, vocational training, and social service programs, and the generally excellent reputation Indochinese refugees have made for themselves both in work and community settings.

In addition to resettling newcomers, IRC continues to provide assistance and services to refugees from 1975 and 1976. This includes financial aid, job placement, relocation assistance to secondary migrants, and help in the adjustment of status for those eligible, as well as help in reuniting separated families.

At present, IRC has 10 regional resettlement offices -- Seattle, Portland, San Francisco, Los Angeles, Santa Ana, San Diego, Dallas, Houston, Washington, D.C., and New York City. In addition, its staff in Thailand acts as Joint Voluntary Agency Representative, responsible to the U.S. Government and to all voluntary agencies for the interviewing, documentation, and processing of all Indochinese refugees being considered for admission to the United States.

CHURCH WORLD SERVICE (CWS)

Church World Service continues its program of assistance to Indochinese refugees with emphasis on sponsorship development and support of activities and projects assisting new arrivals to achieve self-sufficiency.

Through September 30, 1977, Church World Service resettled 19,173 Indochinese refugees. From October 1, 1977, to September 30, 1978, Church World Service resettled 1,907. This does not include those who arrived under conditional entry status, which is estimated at 150-200 persons.

Direct grants to refugees during this period amounted to $190,603. This amount covered housing, transportation, medical, and training needs. In addition, over $1 million in grants were extended to ecumenical and community projects and other local community agencies, serving the new arrivals in the areas of vocational training, English language, job training and development, crisis counseling, orientation programs for new arrivals, and limited emergency assistance to second migration cases.

Sample case studies and monitoring of cost factors indicate a constantly escalating per capita cost. It reflects not only the inflation problem, but also the increased needs in language, vocational, and orientation training for the refugees. These are keys to enabling them to enter the job market and to progress upward in it. The success of these investments is shown in the high employment statistics for the Indochinese refugees. They have steadily been repaying the investment made by the American taxpayers and also participate in assisting the new arrivals to achieve similar success in as short a time as possible.

A report from a local church in Eagan, Minnesota, reflects these patterns. They wrote:

"Our first Laotian family that Peace Church sponsored, the Saysanavongs, continued to live in the Eagan Green apartments and Noukham became an employee of the Ford Company. They have recently shown interest in buying a home in this area. The Bounleng Daoheuang family moved from Eagan Green and brought a home in Richfield. Bounleng finished a course at Dakota County V-Tech and is now employed as a machinist. His wife, Lamkeo works in a factory.

"Thongsa, Phimpha Saysanavong's sister, arrived August 25th and is presently living with Noukham's family. She is enrolled in English as a second language at Burnsville High School and has a job in Burnsville. She hopes to have her loom fixed soon. She is a beautiful weaver of fine fabrics."

LUTHERAN IMMIGRATION AND REFUGEE SERVICE (LIRS)

During the last year, Lutheran Immigration and Refugee Service has continued to provide resettlement services to refugees through its national office in New York, network of regional consultants, and congregational sponsors. The past year proved to be the busiest since 1975 in that 2,686 Indochina refugees sponsored through LIRS arrived from October 1, 1977, through September 30, 1978, under the Indochina Parole Program (IPP) and Long-Range Program (LRP). A total of 18,977 refugees were resettled by LIRS between 1975 and September 30, 1977.

Even though many of the Indochinese refugees arriving in the present programs come from less educated backgrounds than those resettled under the original program, it has been the experience of LIRS that the current refugees are not harder to resettle than the others. The refugees arriving today are industrious and eager to become part of the American society. They sacrificed much to escape and, therefore, value their new freedom highly.

LIRS continues to resettle refugees in all 50 states through the sponsorships of local Lutheran congregations. Many of these congregations have sponsored two or three families. A congregation in California has sponsored ten families. More and more refugees already here provide assistance to the newcomers.

The local congregations provide a broad base of community support for sponsoring a refugee family. No monetary value can be placed on the hundreds of hours of donated time to orient the refugees to their new life, to transport them, to teach them English, etc. All congregations are urged to provide newly-arrived refugees with medical and dental checkups. In a majority of cases, these medical services are donated by a doctor or dentist who is a member of the congregation.

The community support of the local congregation provides a safeguard against discrimination toward the refugees. This safeguard permits LIRS to cluster nationality groups of refugees together in cities across the United States. A variety of small clusters are developed rather than one large cluster.

LIRS continues to maintain a national network of Lutheran social service agencies and regional consultants to assist the congregation in resettling refugees. The regional consultants provide referral services, family counseling, employment placement, and various informational newsletters.

The national office of LIRS in New York has had to concentrate on raising the public consciousness about refugees. The response "Oh, are there still refugees from Indochina?" is heard all too frequently. Publicity about refugees has been promoted on the national and local level in both the news media and in specific church publications.

Efforts of LIRS in the past year include four specific areas:

1. Resettlement of Unaccompanied Minors

There are a number of unaccompanied minors (under 18 years of age) among "boat people." Their resettlement usually involves some form of foster care. LIRS is currently one of the few voluntary agencies to resettle unaccompanied minors.

A total of 31 unaccompanied minors from among the boat people arrived through LIRS sponsorships from January 1978 to September 30, 1978. The primary foster care agency placing these children has been the Lutheran Family and Child Services in Philadelphia, Pennsylvania.

Because there is no guarantee of continuing 100 percent federal reimbursement to States for the costs of foster care to unaccompanied minor refugees, many States are reluctant to take on this responsibility. LIRS continues to work toward arranging additional foster care placements.

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2. Family Reunion Assistance

More and more relatives and friends of refugees are contacting LIRS to request assistance in resettling refugees who are newly arrived in Southeast Asia refugee camps. LIRS provides detailed advice on the type of papers to be completed and if the newly arrived qualify for a current program, helps to find a sponsor close to the friends or relatives already here in the United States.

Of particular interest is the case of the U.S. citizens released from Vietnam in August 1978. LIRS was closely involved with the reunion of a Vietnamese wife and children with the American husband.

3. Informational Materials

In the past year, LIRS has continued to develop informational materials for sponsors and refugees. Orientation brochures and cultural information are provided. The LIRS Bulletin had a total annual circulation of approximately 41,000.

4. English As A Second Language (ESL) Programs

A new emphasis for the ESL specialist employed by LIRS is to travel to specific areas to conduct workshops for training volunteer tutors, school teachers, principals, guidance counselors, and Title I teachers. Workshops have also been conducted for adult education programs and vocational education programs.

All ESL services provided by the LIRS specialist are designed to supplement rather than duplicate State and Federal programs. Existing programs are utilized and improved wherever possible. Several specific ESL projects have been:

1. Nebraska - The State chose to use State rather than Federal funds for ESL programs, and asked the LIRS specialist to do the teacher training

2. South Dakota - The LIRS specialist trained tutors to supplement the federally funded program

3. Wisconsin - The state requested the Pennsylvania LIRS specialist to lead teacher training workshops

4. Missouri - Participation in the Indochinese Refugee Assistance Program was not approved by this State. The LIRS specialist is conducting training workshops in six Missouri cities, including the training for a Church World Service project in Springfield.

The need for adequate teacher training is of primary importance. More refugees drop out of ESL classes because of inappropriate instruction than for any other reason. Realistic goals must be set by the teachers and refugees.

HIAS, Inc.

HIAS sponsored 3,531 Indochinese refugees from the beginning of the program to September 30, 1977. From October 1, 1977, through September 30, 1978, HIAS has added 207 new Indochinese cases, involving 581 individuals.

HIAS, located in New York City, conducts its resettlement program through Jewish Family Services throughout the United States and deals with these agencies on behalf of Vietnamese families. When State and Federal programs are available, these agencies work with the Indochinese refugees in improving their education, their job training and, of course, their knowledge of English.

HIAS has continued its program in assisting in the reunion of relatives by providing technical services, as well as proper documentation when needed. HIAS has also sought sponsorship for other Indochinese families when such cases are referred to us.

TOLSTOY FOUNDATION

During the period from October 1, 1977, to September 30, 1978, the Tolstoy Foundation, Inc. resettled a total of 494 Indochinese refugees in the United States.

Since Tolstoy had previously resettled 4,276 Indochinese refugees, the total resettled is 4,770 persons.

AMERICAN COUNCIL FOR NATIONALITIES SERVICE (ACNS)

Between the Spring of 1975 and September 30, 1977, the American Council for Nationalities Service (ACNS) resettled 4,419 Indochinese refugees under three separate programs: The initial resettlement program of some 130,000 Indochinese refugees who came to the United States in 1975; the Laotian Parole Program of some 3,400 refugees from Thailand; and the Expanded Parole Program involving 11,000 refugees from Thailand. Partial support for these resettlement efforts came from the United States Government in the form of a $500 per capita resettlement grant. With the exception of the initial program, which involved camps in the United States, all of the refugees were processed through

a single transit center in Thailand to their final destination in the United States.

Beginning with the Indochinese Parole Program (IPP) which authorized 15,000 refugees in August 1977 and continuing through IPP-78 for 7,000 additional refugees, the nature of the Indochinese Resettlement Program in the United States changed drastically and became considerably more difficult. The three major differences between IPP 77-78 and the earlier programs were: (1) A reduction in the resettlement grant from $500 to $300 per capita; (2) changes in administrative responsibilities and procedures involving more work on the part of the resettlement agencies and additional costs; and (3) whereas previously refugees came from a central point, under IPP 77-78 refugees came from separate processing locations in more than six countries, with major caseloads coming from Thailand, Malaysia, and Hong Kong.

These factors, combined with inflationary pressures in the United States, have made resettlement significantly more expensive to the private sector with, we fear, a reduction in the quality of the resettlement effort. For example, we are currently forced by the exigencies of funding to rely earlier and more heavily on public assistance than we would like, or than we feel is consistent with good resettlement. It is the ACNS position that effective resettlement should not require more overall funding from the United States Government but, rather, a more sensitive allocation of resources with greater emphasis placed on the early stages of resettlement to assist refugees achieve economic self-sufficiency as quickly as possible.

ACNS is the national organization for a network of some thirty community supported social service agencies throughout the country. With two exceptions, where we are working with other community structures, ACNS resettles refugees through its member agency structure. Of the $300 per capita resettlement grant received from the government, ACNS retains $50 to cover part of its national office costs and remits $250 to the local agency to assist with the resettlement effort. We estimate that the $250 covers less than one-third of the actual per capita cost of resettlement. The balance consists of funds and contributed goods and services obtained by the local agency. We are pleased to report that, by and large, local communities and local social service structures have maintained a significant degree of involvement in, and support of, Indochinese refugee resettlement. Without such involvement from the private sector, it would be virtually impossible to resettle a single refugee. Community support for ACNS member agency resettlement efforts dovetails

with the professional services of member agency staff who, in addition to arranging the initial reception and placement, provide orientation, family counseling, employment counseling and placement, language training, and a variety of additional supportive services on a case-by-case basis.

As traditional community-supported agencies devoted to serving the needs of immigrants, refugees, and the foreign born, ACNS member agencies, including those not involved in primary resettlement, provide a range of services to Indochinese refugees resettled through other national structures, often at the request of and in cooperation with those structures. In many instances, however, these services are provided to Indochinese refugees as they would be provided to any other members of the community regardless of which national agency undertook initial resettlement planning. This is particularly true where secondary migration is involved.

We are witnessing a good deal of geographical coalescence among the Indochinese refugee population, and while this often involves a disruption in the initial resettlement plan, it is our view that, in the long run, such coalescence is probably healthy in that it provides peer group support, enhances social and personal identity, and strengthens the sense of community. Such coalescence is particularly visible among the H'mong refugees.

IPP 77-78 roughly coincides with fiscal year 1978. During this period ACNS has resettled some 1,790 additional Indochinese refugees. Because of current pressures to find resettlement opportunities for larger numbers of refugees during the coming year, ACNS expects to more than double the number of refugees it plans to resettle in FY-79.

Leaving aside the difficulties alluded to above, relating to funding, structure, and the different processing points for refugees, there have been both positive and negative considerations in IPP 77-78. On the positive side, we are dealing with a number of family reunion situations where the "anchor" family in the United States, having already achieved some measure of integration and self-sufficiency, is usually a positive element in the resettlement of the newly-arrived refugee -- often in terms of housing, as well as in helping the new refugee find his way in a new environment. Also, a number of refugee organizations themselves have been especially helpful in assisting with the resettlement of new refugees. In many instances, earlier arrived refugees have taken a major responsibility for much of the leg-work and physical effort involved in resettlement including moving furniture, taking people for medical examinations, interpreting, and providing basic

orientation in dealing with the complexities of American life. The involvement of earlier refugees in current resettlement is not universal; even so, it is an important element in the total resettlement picture -- one that speaks well for the refugees themselves and one on which we hope to rely more heavily in the future.

On the debit side of the balance sheet is the nature and physical condition of the new refugee population. In comparison with the 1975 influx, the refugees under IPP 77-78 tended to be a less sophisticated group with fewer language and vocational skills applicable to life in the United States. There has been less to build on in terms of helping the refugee achieve self-sufficiency, and, in turn, the agencies have had fewer resources with which to help the refugees. The result has been the necessity of placing larger numbers of refugees into entry-level jobs and greater reliance on supplementary public assistance than in the earlier programs.

In addition, health considerations have been of significant concern as compared with the 1975 refugees who were primarily urban in origin and who had been processed through American camps where health services were available. The refugees under IPP 77-78 came to the United States after long stays in Thai refugee camps or after the traumatic experience of escaping from Vietnam by boat, followed by months in sub-standard boat-case camps. Health considerations have complicated resettlement by requiring much more attention, and time, compared to health problems in the early stages of resettlement. However, few chronic health problems have emerged which impinge on the long-range prospects of effective resettlement.

During FY-78, ACNS member agencies were also heavily involved in assisting Indochinese refugees who arrived in the United States during 1975 to adjust their status to that of permanent resident alien. Assisting with adjustment of status also involved a great deal of staff time. It was, however, an effective program, in large part resulting from excellent working relationships between the private sector and Immigration and Naturalization Service offices around the country.

ACNS member agencies have also heavily participated either directly or through local consortiums in the Special Projects for Indochinese refugees authorized in P.L. 95-145. It is our belief that these projects, particularly in the fields of language and skills training, are proving to be effective vehicles for dealing with problems inhibiting the achievement of self-support among refugees. In addition, several ACNS

member agencies are also working in cooperation with their local State governments in implementing training and related programs for Indochinese refugees developed and funded under individual State guidelines with IRAP social services funds.

Relationships between the national resettlement agencies and the various departments of the Federal Government with whom we work have, by and large, been cooperative and productive. Implementing IPP 77-78 has been difficult in many instances, for reasons over which neither we nor the government have had control. For instance, projections of refugee flow, made in good faith and based on current data, have nonetheless proved inadequate, thus requiring a restructuring and reprogramming to implement yet another parole order. The one instance of failure in the area of private sector -- government cooperation -- has been our inability to devise means to resettle a relatively smaller number of unaccompanied minors among the Indochinese refugee caseload.

Looking to the future, it is obvious that this country's historical relationships with the peoples of Indochina suggest that we have a particular national interest and responsibility for continued assistance to Indochinese refugees -- both in terms of their care and maintenance abroad, and in terms of providing increased resettlement opportunities for them in the United States. If we are to effectively resettle Indochinese refugees (and others as well) in this country, it is clear that we must replace the present patchwork quilt of unequal ad hoc programs and funding mechanisms for refugee resettlement with a flexible, yet equitable and consistent national refugee policy -- one which will bring maximum benefit to both the refugee and our own society by emphasizing the early achievement of economic and social self-sufficiency. It is our hope that this can be accomplished in 1979.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES (AFCR)

Between October 1, 1977, and September 30, 1978, AFCR helped resettle 562 Vietnamese, Laotian, and Cambodian refugees. Most of these were parolees, while 24 were admitted as conditional entrants, and a smaller number came on immigrant visas.

During the same period, AFCR maintained contacts, whenever possible, with Indochina refugees resettled under the old programs. From 1975 through September 30, 1977, AFCR resettled 1,211 Indochina refugees. Through correspondence, telephone

calls, or personal visits by AFCR staff, hundreds of families received advice or cash assistance.

Some 5,000 pieces of correspondence relating to problems of Indochina refugees were exchanged between January 1978 and October 1978 alone.

A substantial part of this exchange related to problems involved in the preparation of applications for adjustment of status.

Over one hundred families were effectively assisted by Vietnamese, Laotian, and Chinese-speaking AFCR employees.

Assistance with the preparation of applications, as well as during the INS interviews, was also rendered, free of charge, to many refugees resettled by sister agencies.

This assistance will be available until the end of 1978.

U.S.C.C. RESETTLEMENT OFFICES

NATIONAL OFFICE - WASHINGTON, D.C. — PHONE NUMBER

John E. McCarthy, Executive Director — (202) 659-6618
David E. Lewis, Coordinator
Indochina Refugee Program
Migration and Refugee Services
U.S. Catholic Conference
1312 Massachusetts Avenue, N.W.
Washington, D. C. 20005

NEW YORK OFFICE

Robert Wright, Director — (212) 563-4300
Geraldine Owens, Coordinator
Migration and Refugee Services
United States Catholic Conference
1250 Broadway
New York, New York 10001

REGIONAL U.S.C.C. OFFICES

REGION I

Mr. John Cullen, Director
Northeast Regional Information Office
United States Catholic Conference
724 Guilford St.
Lebanon, Pennsylvania 17042

Phone: (717) 272-4845

REGION II

Mrs. Janice Pittman, Director
Southern Regional Information Office
United States Catholic Conference
24 Hollywood Blvd., #7, Suite C
Fort Walton Beach, Florida 32548

Phone: (904) 243-3525

REGION III

Mrs. Sue Chiolino, Acting Director
Midwest Regional Information Office
United States Catholic Conference
2120 South Waldron Road, Suite 105
P.O. Box 2706
Fort Smith, Arkansas 72913

Phone: (501) 452-6360

REGION IV

Mr. Joseph N. Battaglia, Director
Western Regional Information Office
United States Catholic Conference
100 South Ola Vista
P.O. Box 850
San Clemente, California 92672

Phone: (714) 498-1650

U.S.C.C. REGIONAL OFFICES

REGION I

Connecticut
District of Columbia
Delaware
Indiana
Kentucky
Maine
Massachusetts
Maryland
Michigan
New Hampshire
New Jersey
New York
Ohio
Puerto Rico
Pennsylvania
Rhode Island
Vermont
Virginia
W. Virginia
Virgin Islands

REGION II

Alabama
North & South Carolina
Georgia
Florida
Mississippi
Tennessee

REGION III

Arkansas
North & South Dakota
Illinois
Iowa
Kansas
Louisiana
Minnesota
Missouri
Nebraska
Oklahoma
Texas
Wisconsin

REGION IV

Alaska
Arizona
California
Colorado
Guam
Hawaii
Idaho
Montana
Nevada
New Mexico
Oregon
Samoa
Utah
Washington
Wyoming

STATE AND LOCAL RESETTLEMENT AGENCIES

	Approximate Number Refugees Resettled
Department of Emergency Services State of Washington 4220 East Martin Way Olympia, Washington 98504 Telephone (206) 753-5255	1,732
Governor's Task Force for Indo-Chinese Resettlement Employment Security Commission State of Iowa 1000 East Grand Avenue Des Moines, Iowa 50319 Telephone (515) 281-5362	1,207
Department of Institutions, Social and Rehabilitative Services State of Oklahoma Post Office Box 25352 Oklahoma City, Oklahoma 73125 Telephone (405) 521-3076	362
Division of Community Services State of Maine 193 State Street The State House Augusta, Maine 04333 Telephone (207) 289-3771	167
Governor's Cabinet Secretariat State of New Mexico Planning Office 403 Executive-Legislative Building Santa Fe, New Mexico 87501 Telephone (505) 827-2112	545
Jackson County, Missouri Don Bosco Community Center 526 Campbell Street Kansas City, Missouri 64106 Telephone (816) 421-5625	386
City of Indianapolis Indianapolis Chapter, American Red Cross 441 East Tenth Street Indianapolis, Indiana 46202 Telephone (317) 634-1441	80

D. BUDGETARY DATA

HEW OBLIGATIONS: FISCAL YEAR 1978

(As of September 30, 1978)

Cash assistance, medical assistance, social services, and administrative costs	$100,924,586
Special projects	10,000,000
Federal administration and direct services	1,442,890
TOTAL OBLIGATIONS	$112,367,476
LAPSING	11,632,524
TOTAL APPROPRIATION	$124,000,000

DEPARTMENT OF STATE
FINANCIAL STATEMENT
INDOCHINESE REFUGEE PROGRAM OF 1977-78 - LRP-78
As of 9/30/78

19-11X0040.I
198 1143.4

	Expenditure Category	Obligations	Liquidations	Unliquidated
1.	VolAgs	$ 8,659,059.00	$ 4,646,058.86	$4,013,000.14
	a. Resettlement Contracts b. ACVA Reimbursements c. Overseas Support			
2.	Salaries	203,253.36	165,790.08	37,463.28
3.	Travel and TDY	150,062.51	94,052.42	56,010.09
4.	Admin			
	a. Washington	22,664.27	17,430.02	5,234.25
	b. Bangkok/Kuala Lumpur	51,600.00	49,696.22	1,903.78
	c. Bangkok/Kuala Lumpur Allowances	27,541.00	27,541.00	27,541.00
5.	ICEM (3278-72024)	11,251,382.00 1/	9,951,412.00	1,299,970.00
6.	INS (800021)	150,000.00	106,815.03	43,184.97
7.	AID Support Agreement (800002)	161,409.00	ø	161,409.00
8.	Red Cross (800017)	40,000.00	19,585.66	20,414.34
	Obligation Total	$20,716,971.14	$15,078,381.29	$5,638,589.85
	Funds Available	$21,730,000.00		
	Obligation Total	(20,716,971.14)		
	Unobligated	$ 1,013,028.86		

1/ $1,070,000.00 of ICEM costs will be taken directly from Loan Fund #5; actual contract amount.

DEPARTMENT OF STATE

INDOCHINESE REFUGEE PROGRAM - 1977-78, LRP

SCHEDULE OF CONTRACTS WITH VOLUNTARY AGENCIES

Stated as of 9/30/78

19-11X0040.I
198 1143.4

	Name	Contract Number	Amount of Contract (1)	# Per Contract (2)	Amount Paid (3)	Balance Due (4)	Advances Paid (net) (5)	Total Payments (6)
1.	ACNS	3278-1362	$ 729,200. 1/	2,064	$ 387,770.70	$ 341,429.30	$ 95,542.43	$ 483,313.13
2.	AFCR	3278-1364	211,400.	688	120,300.00	91,100.00	Ø	120,300.00
3.	HIAS	3278-1365	226,100.	737	146,100.00	80,000.00	Ø	146,100.00
4.	ICMC	3278-1361	3,433,600. 1/	10,602	1,993,267.68	1,440,332.32	Ø	1,993,267.68
5.	IOWA	1037-800032	30,000.	179	22,500.00	7,500.00	Ø	22,500.00
6.	IRC	3278-1360	1,738,459. 1/	3,741	1,097,904.28	640,554.72	188,131.91	1,286,036.19
7.	LIRS	3278-1367	1,192,600.	3,897	377,100.00	815,500.00	Ø	377,100.00
8.	TF	3278-1366	144,900.	483	125,700.00	19,200.00	Ø	125,700.00
9.	WCC	3278-1359	952,800. 1/	2,609	375,416.20	577,383.80	Ø	375,416.20
10	ICEM	3278-72024	11,251,382.	N/A	9,951,412.00	1,299,970.00	Ø	9,951,412.00
11.	TOTALS		$19,910,441.	25,000	$14,597,470.86	$5,312,970.14	$283,674.34	$14,881,145.20

1/ Includes ACVA reimbursements totaling $109,000 and JVR costs totaling $923,759.

Key: ACNS=American Council for Nationalities Service; AFCR=American Fund for Czechoslovak Refugees HIAS=Hebrew Immigrant Aid Society; ICMC=International Catholic Migration Committee; IOWA=State of Iowa; IRC=International Rescue Committee; LIRS=Lutheran Immigration and Refugee Service; TF=Tolstoy Foundation; WCC=World Council of Churches; ICEM=Intergovernmental Committee for European Migration ACVA=American Council for Voluntary Agencies; JVR=Joint Voluntary Representative.

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