A Letter From The Editor

Dear Reader:

As you know, federal funding for Refugee Reports ended in September. I am pleased to announce, now, that an affiliation with the American Council for Nationalities Service has allowed publication to begin again.

You will receive this issue and three more, free of charge, on the regular biweekly schedule. But because of the financial constraints that have affected us all, the newsletter must convert to a paid subscription basis, after the January 29 issue.

The decision to change to a paid subscription was a difficult one, made after it was determined that no other course of action was feasible.

I hope you will become a subscriber soon. Refugee Reports is specifically for you, and your support will be vital if the publication is to continue. (You will find a subscription order form on page 7.)

There is much that will happen in the coming months in refugee affairs. As in the past, Refugee Reports is committed to editorial integrity and breadth in coverage of events and resources in refugee resettlement—information that so many of you have said is needed and valued.

In closing, I want to acknowledge the help of the American Public Welfare Association in the past weeks, as Refugee Reports has made its transition to new auspices.

Sincerely,

Rosemary C. Hirsh

P.S. As always, correspondence from readers is an important and welcome part of our work. Let us hear from you!

December 18, 1981

IN THIS ISSUE:

- A feature story on the consultations between the administration and Congress to set refugee admissions ceilings.

- Recent Developments
  Status report on refugee budget request and cash and medical assistance regulations, and an introduction to appointees and nominees.

- Update
  A new section of current items to keep you up-to-date.

- Projects and Programs
  A preview of articles to come.

- Resources
  New materials prepared by colleagues in resettlement.

- Statistics
  The most recent figures available on Indochinese arrivals.
CONSULTATION PROCESS YIELDS
FY 82 REFUGEE ADMISSIONS CEILINGS

A ceiling of 140,000 individuals who may enter the U.S. as refugees in FY 82 has been established by the Reagan administration, after public and private consultations this fall with the judiciary committees of Congress.

The number, which is apportioned geographically, represents a cutback from the FY 81 ceiling. Last fiscal year 217,000 refugees could have been admitted to the U.S., although only approximately 159,000 actually entered (see box below). The established ceiling is also lower than the administration's initial proposal of 173,000 refugees.

<table>
<thead>
<tr>
<th>Region</th>
<th>FY 82 Ceilings</th>
<th>FY 81 Arrivals*</th>
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<tr>
<td>Total</td>
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FY 81 Ceilings 217,000 159,252

The ceiling reflects numerous factors favoring lowered refugee admissions. Among those raised in the consultation process and related hearings and correspondence between Congress and the administration were: lowered refugee flows, decreased federal funds for resettlement, a depressed economy, congressional interest in more restrictive immigration policies, and concern over domestic placement policies.

House Hearings in September During three days of hearings in September, the House Judiciary Committee received testimony from almost 40 witnesses. Issues considered included the application of the term "refugee," domestic placement strategy, and the involvement of Congress itself in the national refugee program.

Charles Sternberg, who testified for the Committee on Migration and Refugee Affairs of the American Council of Voluntary Agencies, said that "the humanitarian and political concerns that determined admission levels for 1981... remain constant" and he urged that solutions to problems in resettlement not be sought through lowered admissions. Sternberg asked, too, for a broadening of areas of the world from which individuals could apply for admission as refugees.

Speaking for the National Association of Counties, Ramsey County (Minnesota) Commissioner Diane Ahrens acknowledged the humanitarian and foreign policy implications of refugee admissions. However, she said the U.S. should admit only those refugees for whom the federal government "was willing to accept effective resettlement responsibility." She criticized the lack of "sound national policies" on placement of refugees in U.S. communities.

During the consultation hearings themselves, committees of both houses heard testimony by administration officials from the Departments of State and Justice that the U.S. would try to manage its refugee program so that actual admissions would fall below the proposed ceiling. The House and Senate Committees subsequently proposed different ceilings, both lower than that initially suggested by the administration.

Senate Recommendations The Senate's post-consultation recommendation allowed for up to 125,000 refugees. Sens. Alan K. Simpson (R-Wyo.), chairman of the Senate Subcommittee on Immigration and Refugees, and Edward M. Kennedy (D-Mass.), ranking minority member on the subcommittee and one of the drafters of the Refugee Act of 1980, played the key roles in establishing the Senate figure. According to Richard Day, chief-of-staff of the subcommittee, Simpson wanted the ceiling to reflect realistic expectations and not to set inflated numbers which might encourage inappropriate refugee applications.

A letter sent by Senate committee members to Mr. Reagan on October 6 stated that the members concurred with the administration's proposal to retain the definition of "refugee" as it is formulated under current U.S. law. The
letter also noted that "additional numbers can be allocated during the year," beyond the recommended 125,000, in accordance with the Refugee Act of 1980, if an emergency occurs.

The House Proposal The House Judiciary Committee proposed 140,000 in refugee admissions and also expressed willingness to modify the figure if an emergency arose. The House committee, however, expressed concern about the definition of a refugee as it has been applied. A source indicated that the committee is "uniformly against the idea" of granting refugee status to people because they fear persecution upon return to their home country, regardless of their reason for having left.

Rep. Romano L. Mazzoli (D-Ky.), chairman of the House Subcommittee on Immigration, Refugees, and International Law, suggested to Mr. Reagan that refugee admissions from Southeast Asia should be limited to 64,000, but that proposed levels for Latin America and the Caribbean be reconsidered given the instability in those regions.

A letter from one committee member, Rep. Barney Frank (D-Mass.), to the White House favored retaining FY 81 ceilings. Frank suggested that declines in refugee flows in the last fiscal year did not justify reductions in the FY 82 admissions ceiling, and such reductions might cause other nations to "turn their back on the world's refugees."

Congressional Reaction Response within Congress to the ceilings, which were announced in the November 9 Federal Register, is mixed. Jerry Tinker, minority counsel for the Senate subcommittee and an aide to Kennedy, said that congressional interest in further consultations indicates "a clear emphasis on flexibility," and that the FY 82 admissions figures are not "frozen."

Stephen Horblitt, legislative aide to Del. Walter E. Fauntroy (D-D.C.) who chairs the Congressional Black Caucus, criticized the allocation of refugee numbers, saying that they evolve from "geopolitical considerations" of the State Department rather than humanitarian concerns. Horblitt said that the Caucus might withdraw its support of the Refugee Act which will be up for reauthorization in 1982, if current allocation practices are not modified.

No further meetings on admissions are slated between the administration and Congress. However, the Senate Judiciary Committee may review FY 82 admissions in late February, and other hearings may be held to explore the relationship between refugee policy and U.S. foreign policy.

Recent Developments

APPORTIONMENT REQUEST PUT FORWARD

The Department of Health and Human Services made an apportionment request of $37 million to the Office of Management and Budget in late November. The funds would allow for reimbursement to states of first quarter FY 82 costs of assistance and services for entrants and unaccompanied minors.

According to Office of Refugee Resettlement spokesman Oliver Crennell, the request, which is for unobligated FY 81 funds, came after ORR had received FY 81 expenditure reports from the states.

A government source indicated in early December that a decision about whether the unobligated funds could be used would be made by OMB "fairly soon."

The first quarter of FY 82 ends on December 30, 1981.

Refugee Assistance Allocations Made

Allocations were made to states last month for first quarter costs of program administration and assistance to refugees. States received a total of $125 million. They also received $12.5 million for social services. Of that amount, $10 million were funds deferred from FY 81. The social services money was allocated to states based on their share of the total refugee population.

FY 82 APPROPRIATIONS NOT READY

At press time, Congress has not yet made appropriations for FY 82, as the government continued to operate under a spending resolution due to expire on December 15.

HHS is requesting $641.7 million for
assistance and processing of refugees and entrants. The figure represents cuts--$14 million from cash and medical assistance requests and $21 million from requested funds for refugee children's education--from administration budget requests made in March.

A line item request for entrant processing was cut by $7 million in September, but, at last report, HHS was seeking $28 million in supplemental funds for reception and processing of entrants.

The administration's original request of $70 million for social services money in FY 82 remains intact. However, a source indicated that social services funds could be deferred should shortfalls develop in cash and medical assistance.

The government expects to realize some savings by enforcing stricter cash and medical assistance regulations. HHS Undersecretary David H. Swoap reportedly told public interest groups in late November that $25 million in impact aid would be made available to states and that the money would come from savings in cash and medical assistance. It was not disclosed when the aid would be available or how it would be distributed.

Refugee assistance spending at the State Department was at a level of $99 million between October 1 and December 15. The department has requested $477.5 million for FY 82, an amount that includes $67 million in funds for the United Nations Relief and Works Agency (UNRWA).

Last fiscal year, State spent approximately $438.7 million for refugees and $62 for UNRWA.

ASSISTANCE REGULATIONS BEING DEVELOPED

An Office of Refugee Resettlement officials said on December 2 that a draft of cash and medical assistance regulations that would affect refugees and entrants was scheduled for review by the Office of Management and Budget "almost immediately."

At the time the official, Acting Policy Director Phillip Holman, spoke, the draft had yet to leave the Department of Health and Human Services for OMB. Holman said no problems were anticipated in getting OMB approval for the draft regulations which, once approved, would be published in the Federal Register as a notice of proposed rulemaking (NPRM).

According to Holman, the NPRM will be subject to a 30-day comment period. He also said that the government was "working towards" February 1, 1982, as the date by which states would have to implement whatever final regulations are drawn up, although the implementation date is subject to the publication date of the NPRM.

Currently, states are reimbursed for assistance to refugees and entrants for up to three years after their arrival in the U.S. Holman declined to say what changes from current policy were contained in the draft. However, one source has indicated that HHS Secretary Richard Schweiker has selected the option of limiting federal reimbursement for refugees and entrants who are categorically ineligible for AFDC and Medicaid to 18 months. It was less clear at press time, what might be the form of federal reimbursement for such individuals in the second 18 months they are in the U.S.

**APPOINTMENTS MADE AND RECOMMENDED**

In late October, President Reagan made known his intention to nominate H. Eugene Douglas to serve as U.S. coordinator for refugee affairs. Douglas, 41, has been a senior member of the policy and planning staff of the State Department since February 1981. Before that, he served as corporate director for Memorex Corporation of Santa Clara, California, in the areas of international trade and government.

By law, the coordinator is responsible for the development of federal policy on refugee admissions and resettlement. The position has been vacant since the resignation of Victor Palmieri in January 1981. A source close to the coordinator's office said that a coordinator "would have given leadership (to the consultation process carried out this fall), and would have encouraged the involvement of more people in determining refugee admissions numbers."

New Head of Refugee Bureau The Bureau for Refugee Programs in the State
Department has a new director. Richard D. Vine assumed the post in October, succeeding Frank Loy. Vine, 56, has been with the State Department since World War II and most recently served as U.S. ambassador to Switzerland.

Under Vine's direction, the Bureau is being reorganized according to a plan approved in mid-November. The structure includes a new unit to handle international assistance and relief efforts; it expects to emphasize repatriation or resettlement in a country of first asylum as solutions preferable to third country resettlement. A second new unit will handle contingencies and crisis management.

Three deputy assistant secretaries will oversee 11 of the offices in the Bureau. According to the Bureau Executive Director Douglas Harwood, six overseas posts may also undergo minor reorganization.

Nomination for INS Post Announced At the Immigration and Naturalization Service, another candidate has been put forth for the post of commissioner. According to INS spokesman Janet Graham, the White House has recommended Alan G. Nelson, currently deputy commissioner at INS. Miami financier Norman Braman had been nominated by the administration for the post, but he withdrew his name on November 11, citing business considerations.

Before joining INS in September, Nelson was an attorney with Pacific Telephone and Telegraph Company in San Francisco and worked for the state of California as a member of then-Governor Reagan's cabinet in the areas of human resources and rehabilitation.

Hearings on the nomination before the Senate Judiciary Committee are expected before Christmas. If confirmed, Nelson will be the first permanent commissioner of INS since 1979.

Update

HHS TO COORDINATE REFUGEE PLACEMENT

Office of Refugee Resettlement Director Phillip Hawkes told the House Judiciary Committee on November 12 that responsibility for placement of refugees in the U.S. had been moved from the State Department to the Department of Health and Human Services.

The nature of this new responsibility was not defined at press time, although press spokesman Oliver Cromwell said in early December that an OPR task force was studying ways to direct placement in the U.S. away from impacted areas. OPR regional directors John Crossman (Seattle), Sharon Fujii (San Francisco), and Sandra Garrett (New York) comprise the task force. Cromwell said the task force was meeting with a number of public and private group and would report its findings to Director Hawkes by January 1982.

In an interview with Refugee Reports, Hawkes said that responsibility for reception and placement grants—the means by which voluntary agencies are contracted to initially resettle refugees in the U.S.—would remain with the State Department.

STATE DEPARTMENT AND INS REVIEWING GUIDELINES FOR REFUGEE CLAIMANTS

The State Department and the Immigration and Naturalization Service are currently reviewing and refining guidelines that INS field officers overseas will follow when they examine individuals' claims for refugee status. INS spokesman Janet Graham said on December 3 that she could give no date by which new guidelines would be implemented.

During consultations between the administration and Congress on FY 82 refugee admissions, Attorney General William French Smith indicated he favored the case-by-case approach to dealing with refugee applicants, although in the spring, he had supported the State Department's contention that, by definition, certain groups of Indochinese should be considered refugees. Graham said that, generally, the administration has always favored scrutinizing individual claims.

SEPTEMBER ADMISSIONS HIGH

Over 20,000 Indochinese refugees came to the U.S. during September 1981, according to James Schill of the Bureau of Refugee
Programs in the State Department. That number is approximately 15 percent of the Indochinese who entered last in FY 81. Schill attributed the high monthly total to several factors, including the freeing up of deferred cases and increased attempts by State Department personnel to bring refugees to the U.S. before the end of the federal fiscal year.

Schill downplayed the effect of the high number on domestic resettlement, noting that more than one-quarter of the 20,000 were Khmer slated for special placement.

The government is limiting Indochinese refugee admissions to 18,000 for the first quarter of this fiscal year, reportedly to save money. When the second quarter begins on January 1, 1982, admissions are expected to average 8,000 a month for the rest of the fiscal year.

Schill also said that the Orderly Departure Program by which Vietnamese can leave their country for the U.S. resumed in October. He said 283 persons left Vietnam under ODP that month.

Projects and Programs

In coming issues, this column will provide descriptions of on-going programmatic efforts in refugee resettlement. Programs which have implications for policy and practice, and models which are of general interest and which make good use of limited resources will be emphasized.

Readers are encouraged to contact Refugee Reports with suggestions and comments.

Next issue: the Khmer Guided Placement Project.

Resources

FESTIVAL PROGRAM GUIDE PRINTED

Guests from as far away as Providence, Rhode Island, attended the Indochinese Day Celebration in Philadelphia on September 27, and, according to Lutheran Children and Family Service Project Director Jody Kerssenbrock, "They were very happy they made the trip."

Extra copies of the festival program have been printed for distribution to others considering holding a similar festival. The 20-page booklet contains articles about the arts and cultures of the Cambodian, Hmong, Lao, and Vietnamese people, a schedule and explanation of some of the festival presentations, recipes, and examples of folklore.

Enclose $1.00 per copy for postage and handling. Copies are available from: Lutheran Children and Family Service, Indochinese Community Center, 3132 Midvale Avenue, Philadelphia, PA 19129.

RESOURCE GUIDE OFFERS CONSIDERATIONS FOR WOMEN'S PROGRAMS

A resource guide for developing refugee women's programs has been published by the Language and Orientation Resource Center. Entitled A Future for Us All, the guide is the product of a workshop held in April 1981 to encourage the use of existing expertise and programs in local program development.

A section on the identification of individuals' needs and local resources emphasizes that assessments should be made on an on-going basis. A chart suggests areas of possible need, the clientele, and a range of appropriate services.

One major section deals with the potential role of mutual assistance associations and suggests some critical steps in the formation and growth of such groups. The importance of planning, training leaders, and use of media is stressed.

In a section entitled "Components of Program Design," the guide lists considerations for staff and volunteer development, methodology, program content, materials, and use of community resources.

It indicates that the programs for refugee women who are heads of households or who have major wage-earner responsibilities are beginning to emerge, and that, in some instances--domestic violence, rape, grief and loss--the need for programs of refugee-specific counselling should be recognized.
Summaries of existing programs and samples of their materials are also included in the guide, as well as a selected bibliography.

Single copies of the guide are available free of charge on a first-come, first-serve basis. Contact: Language and Orientation Resource Center, 3520 Prospect Street, NW, Washington, DC 20007. (202) 298-9292.

TRAINING MANUALS FOR SOCIAL SERVICE PROVIDERS

A three-volume set of training manuals for professional development in the social services has been prepared by the Travelers Aid/Immigrants Service in Chicago. Intended primarily for bilingual refugee workers who lack formal training, it is a product of training sessions for paraprofessional staff of agencies in Chicago during the last three years.

Volume I, Introduction to Refugee Resettlement Work, covers such topics as cultural assumptions of social work, the process of cultural adjustment, working with sponsors, and legal issues affecting refugees. The second volume is a review of the life cycle, and mental health and mental illness, focusing especially on the pressures and challenges of being a refugee. Volume III, Intercultural Counseling and Interviewing Skills, presents skills in interviewing and listening useful to all levels of social service providers.

The authors, Nancy Lee Koschmann, Joseph Jay Tobin, and Joan Friedman, state that "for the time being, in most parts of the country, most refugees are dependent on their paraprofessional bicultural workers to meet a wide range of their needs... These manuals are designed to enhance the worker's ability to respond to these needs while stressing the importance of referral and knowing one's limitations."

The manuals are especially suited for classroom use, but are also appropriate for agency in-service or orientation sessions, or a course of self-study. A limited number of sets are available for distribution, free of charge. Contact: Joan Friedman, Travelers Aid/Immigrants Service, Refugee Resettlement Services, 1046 West Wilson Avenue, Chicago, IL 60640. (312) 271-1073.

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## Preliminary Indochinese Refugee Arrival Data for September 1981 and Estimated Cumulative State Totals, 9/30/81

Source: ORR/HHS

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TOTAL 20,172 547,672

* Revised for secondary migration through 9/30/81. Includes refugees who entered beginning in 1975.

** Distributed proportionally across the states.

Editorial comments and inquiries should be addressed to: Editor, *Refugee Reports*, 1424 Sixteenth Street, NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: *Refugee Reports*, Subscriptions, 20 West 40th Street, New York, NY 10018. Subscription rate: $75.00 per year; Bulk rate: $50.00 per copy for two or more copies mailed to the same address.

Editor—Rosemary E. Tripp  Writer—Joseph Cerquone  Editorial Assistant—Lynette M. Couto

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Caring for children is a challenge for anyone, including officials in resettlement. They have to help decide the fate of unaccompanied minors—persons under the age of 18 who have come to the U.S. without adults as refugees, entrants, or in the case of some, undocumented aliens.

In recent years, 6,000 such minors who are known to authorities have arrived from Haiti, Cuba, and Southeast Asia. Though their numbers are small in comparison to the total number of refugees who come to the U.S., the issues associated with the minors' care reflect larger concerns in resettlement, such as the relationship between federal and state governments, the manner in which new arrivals are introduced to America, and inconsistencies in U.S. immigration policy.

Definitions of Minors Vary

There are several definitions of unaccompanied minors. The definition for the Indochinese was established in a 1979 action transmittal from the Office of Refugee Resettlement, a year before the Refugee Act became law. The act itself contains a different definition. It reads "...a refugee child who is unaccompanied by a parent or other close relative..." However, both documents are vague in regard to who might be an immediate relative.

Entrant minors are also defined by an action transmittal, but one which specifies that an immediate relative can be a grandparent, aunt, uncle, or adult sibling.

Under federal law, the ORR director is authorized to place minors and reimburse states for the care they provide until the minors reach age 18. Many minors end up in foster care with states assuming legal responsibility for them. Costs of care for the children vary. According to figures obtained from ORR, each Indochinese child needs between $10,000 and $12,000 worth of basics—food, shelter, and clothing—and special services such as language training each year. Care for Cuban minors is more than twice as costly, since some require expensive psychological counseling. Haitians are thought to be less needy than Cubans, though a figure on the cost

IN THIS ISSUE:

A feature on Haitian, Cuban, and Indochinese minors...

Recent Developments

Proposed federal assistance regulations; the most recent congressional spending resolution; UNHCR and the 1981 Nobel Peace Prize; a clarification in the resettlement of Soviet Jews; and Polish refugees in Austria.

Update

News on the alien address report; from the Department of Justice; and about Haitian arrivals

Projects and Programs

A report on the Khmer Guided Placement Project

Statistics

FY '81 Refugee Applications
of their care was unavailable.

**HAITIAN MINORS ARE A CONCERN** Currently, federal officials appear most concerned about placing the Haitians. The Indochinese minors have legal status as refugees and they come to the U.S. in relatively predictable flows, while the flow of Cuban minors stopped with the cessation of the Mariel boatlift. Though their arrivals have fallen off recently, Haitian minors have continued to come since 1980. Those who have arrived since October 10 of that year—approximately 300 persons—are undocumented aliens, a fact that could complicate guardianship determinations. Furthermore, federal money for refugee and entrant assistance has been tightened, and states are reluctant to assume legal responsibility for persons whose care the U.S. may one day no longer support.

ORR Director Phillip Hawkes advised regional and state directors this fall that the care of minors was a priority of the office. Hawkes' advisory, however, does not seem to have eased worries among the states. Officials in Maryland and Rhode Island, two states that were represented at a November 30 meeting with ORR concerning unaccompanied minors, were cautious in recent interviews when asked whether their states would accept Haitians. Florida was not as reticent.

"We are willing to assist the federal government in placing Haitian minors," said Florida state official Linda Berkowitz, "as long as the government removes the caveat of our taking legal responsibility for them." She added that U.S. policy on the entrant minors, which requires states to provide for the minors' guardianship, was developed without states' input.

Sources at ORR maintain that the requirement guarantees the children proper care. But critics say the policy is costly and unnecessary in that it forces public agencies to care for minors for whom there are adults willing to provide care, although they are not "immediate relatives" as defined by the ORR action transmittal.

**U.S. TREATMENT OF HAITIAN MINORS CRITICIZED** Vera Weisz, a spokeswoman for the Haitian Refugee Center, Inc. in Miami, criticized the U.S. policy for Haitian minors, saying that the policy makes the minors into "orphans" because their ties to certain adults are not recognized. Asked if those adults would take legal responsibility for the children, however, Weisz said the adults might be fearful of signing documents because of their mistrust of the government.

Weisz was also critical of the U.S. practice of moving Haitian minors to a site in New York State for care and training because, she said, the children there have been put into isolation.

John Relihan, who directs the training at the site for Greer Woodycrest, a 150-year-old child welfare service in Millbrook, N.Y., explained that bilingual Haitians on his staff try to establish ties for the minors with the Haitian community in New York. Relihan spoke highly of his program which has enrolled 210 minors over the last year, each for an average stay of five months. He described the Haitians who have come to Greer as "ambitious and hardworking."

There are less favorable reports about Cuban minors. Of the 750 known to authorities, almost half are enrolled in programs in Pennsylvania and Wisconsin. Most are male, in their late teens, and have few skills and little education. A significant percentage are illiterate in their native language.

Of the 144 Cuban minors who have gone to Wisconsin, 28 have been terminated from programs largely because of behavioral problems. The others, who have been put in foster care, group homes, or independent living settings, are doing well, in the opinion of Program Director David Edie. Edie, however, is anxious about the future.

"I'm concerned about what programs will be available for these minors once they reach adulthood," Edie said. "If services for adult entrants are cut back, we might be preparing them for a difficult situation."

**CAMBODIAN MINORS ARE FEW** If entry into American society for Cuban youths is causing uneasiness for people like Edie, admission to the U.S. is a concern for some who work with Indochinese unaccompanied minors.

As of November, over 2,300 minors from Southeast Asia were in foster care in 31
states and the District of Columbia. Approximately 90 percent of the children were Vietnamese, seven percent were Lao, and the remainder Cambodian.

The low proportion of Cambodian minors bothers some observers. They maintain that it results from an institutional reluctance among resettlement officials overseas to send Cambodian minors to the U.S. because the children might lose touch with their own culture.

According to Rev. William Erat of the Lutheran Service Association of New England, the Vietnamese are seen as already Americanized because of the long U.S. presence in their country, and there is no reluctance to bring Vietnamese minors to the U.S. Erat believes that certain Cambodian minors who wish to come to the U.S. as refugees are being ignored, in a well intentioned attempt at cultural preservation, and subjected to traces of their background by the United Nations High Commissioner for Refugees to locate relatives in Asia. Though he could not give a number as to how many such children there were, Erat said his agency had not received a Cambodian referral since September 15 and that some earlier referrals it had received had been withdrawn by UNHCR.

UNHCR in Washington, D.C., could not be reached for comment. One source close to the U.S. program for unaccompanied minors from Southeast Asia, however, observed that pressure to bring Cambodian minors to the U.S. may stem from the low supply of Asian orphans that currently exists, a supply he said that cannot satisfy the demand by prospective foster parents for Asian children.

Recent Developments

PROPOSED ASSISTANCE REGULATIONS PUBLISHED

Refugees and entrants who are ineligible for AFDC and Supplemental Security Income (SSI) and other forms of assistance will receive cash and medical assistance fully reimbursed to states by the federal government only for their first 18 months in the U.S., under regulations that have been proposed by the Department of Health and Human Services.

The proposed regulations represent a change from current policy whereby such persons can receive federally reimbursed support for up to 36 months. As published in the December 11, 1981, Federal Register the regulations also call for federal reimbursement to states for general assistance payments to non-AFDC and non-SSI refugees and entrants during these persons' second 18 months in the U.S.

HHS hopes to save money by means of the proposed change in policy and notes in the Federal Register that the proposed changes are consistent with congressional as well as departmental findings that refugees' greatest period of need occurs immediately after their arrival in the U.S.

The proposed regulations are subject to a 30-day comment period that began on the date of publication. HHS wants to implement final regulations by February 1, 1982. Refugee Reports will devote more extensive coverage to the issue of assistance regulations in later issues.

HHS also announced that it plans to make supplementary funds available to areas that have been heavily impacted by refugees. The funds, which would total $20 million, will be available through a program to be announced in the Federal Register. No date on when notice of the program would be published was available at press time.

CONGRESS APPROVES SPENDING RESOLUTION

For a three and one-half month period that ends March 31, 1982, the U.S. domestic spending levels for refugees and entrants is being decreased by four percent.

The reduction is the result of the budget resolution approved by Congress in mid-December.

The four percent cut will be applied to $583.7 million and $114 million spending authorities that Congress approved last summer for refugees and entrants respectively. Shing Jew of the Office of Refugee Resettlement said on December 21 that ORR had not decided how to apply the four percent reduction to line items covered by those authorities. Jew explained that spending for each line item can be reduced by as much as six percent as long as the
cut in each total authority is four percent. He said, however, that funds for cash and medical assistance and state administrative expenses for refugees would probably be reduced by four percent.

Decisions on the reductions were due at the Office of Management and Budget on December 24.

PEACE PRIZE TO AID HANDICAPPED REFUGEES

On December 10, United Nations High Commissioner for Refugees Poul Hartling announced that the $180,000 award which accompanied the Nobel Peace Prize would be used as seed money to establish a trust fund for handicapped refugees. The announcement was made in Hartling's lecture in Oslo, Norway, in which he accepted the 1981 prize on behalf of UNHCR.

The fund will finance rehabilitative treatment and the purchase of specialized equipment for individual refugees.

SITUATION CRITICAL IN SOUTHEAST ASIA

Hartling appealed this fall to the governments of 15 resettlement countries that they consider admitting handicapped refugees during 1981, designated by the United Nations as International Year of the Disabled. He noted then that resettlement assistance for handicapped refugees in Southeast Asia was particularly critical.

There, as of June, 198 handicapped cases among the Vietnamese and Lao in Thailand (representing 781 persons) had been identified. Of 140 cases (258 persons) identified at the time in Macau, five cases were physically handicapped and the remainder, according to a UNHCR statement, were "considered socially or otherwise economically unviable families, because of very long stays in camps."

Fewer cases had been identified among refugees in Europe awaiting resettlement, but they included persons suffering from severe handicaps and mental illness.

The primary handicapping conditions among refugees identified in a survey conducted by UNHCR included: amputation; paralysis and other effects of polio; total or partial deafness; blindness; leprosy; mental retardation; and mental illness.

PAST UNHCR EFFORTS

In a speech before the UN General Assembly in October, Deputy High Commissioner William Smyser described efforts by UNHCR for handicapped refugees. In some instances, he stated, treatment, training, or rehabilitation was provided in countries of first asylum—in camps or other temporary facilities. Elsewhere, in Africa for example, cases requiring special treatment were transported to countries where necessary facilities could be found.

UNHCR has also promoted special resettlement schemes to encourage countries to admit handicapped refugees in addition to or under their regular resettlement ceiling: Scandinavian countries and Switzerland have made special commitments to resettle handicapped refugees, according to UNHCR.

When the announcement of the Nobel Peace Prize was made this fall, then-Secretary General Kurt Waldheim said the prize "focuses attention on one of humanity's most pressing responsibilities, the plight of nearly ten million persons who through no fault of their own are uprooted from their homes and must be helped by the world community."

UNHCR won the Peace Prize once before, in 1954.

U.S. PLEDGES FUNDS TO UNHCR

In a related note, the U.S. has initially pledged approximately $80 million to UNHCR for the organization's 1982 general assistance programs. In past years, nations have increased their pledges if refugee problems developed. U.S. contributions in 1981 covered about 25 percent of UNHCR's general expenditures, which were almost $500 million. Expenditures in 1982 are expected to be about $100 million less, in part because projected costs for UNHCR refugee programs in Southeast Asia are lower.

The U.S. has also pledged $350,000 toward special programs of UNHCR, such as those which provide education grants for refugee students and training for refugee women.

HIAS MODIFIES RESETTLEMENT POLICY

The Hebrew Immigrant Aid Society decided in early December to resettle Soviet Jews in the U.S. only if they are family re-unification cases. Its action is in
Support of an attempt by the Israeli government to encourage more emigration from the Soviet Union.

HIAS Executive Vice President Leonard Seidenman stressed that the decision is for a trial period of three months, expected to begin in January, after which a determination will be made whether to continue with the policy.

The flow of Jewish emigrants from the Soviet Union is at the lowest level in ten years, according to Judy Chavchavadze of the State Department's Bureau for Refugee Programs. "There is a point of view, though not a prevailing one," she said, "that a possible reason for the decline is that the Soviets are permitting fewer people to exit, because so many come to the U.S." The Israeli government hopes that if emigrants go only to Israel, larger flows might be permitted.

The U.S. maintains its policy that Soviet Jews arriving in Vienna should be free to choose where they resettle. Another Jewish agency, RAVTOV, is not participating in the plan, and will continue to resettle free as well as family reunification cases.

AUSTRIA CONTINUES TO AID POLES

Just three days after the Austrian government announced it would require Poles seeking to enter that country to obtain a visa, it withdrew the requirement in response to the imposition of martial law in Poland.

According to spokespersons for the Austrian embassy, the move on December 10, to require visas was an attempt to get some measure of control over the numbers of Poles coming to Austria. In the first ten days of that month, almost 2,000 entered the country, in several instances more than 200 per day. The total for 1981 as of mid-December was approximately 60,000, according to one embassy source.

The lifting of the requirement, announced on December 13, would allow "anyone who would come" to enter, the source said, in accordance with Austria's "long tradition of granting political asylum." Presumably because of travel restrictions in Poland, however, new arrivals in Austria have been very few.

Of the number of Poles in Austria, 25,000 are seeking asylum, some in Austria, many in other western countries. The remainder are "living in the economy," according to Judy Chavchavadze of the State Department's Bureau for Refugee Programs, in effect, waiting to see how the situation in Poland is resolved.

Austria appealed this summer for international cooperation in resettling Poles; the U.S. responded by realigning its refugee admissions ceilings to allow 2,400 additional Eastern Europeans. Nevertheless, Austria, a nation of 7.5 million, carries an "enormous burden," the embassy source said, as it also handles Jewish refugees coming from the Soviet Union.

At press time, the U.S. was still operating within FY 82 admissions ceilings established this fall. These allow for 9,000 refugees from Eastern Europe.

In a related matter, on December 21, the Polish ambassador to the U.S., Romuald Spasowski, sought and was granted political asylum in this country for himself and his family.

CLARIFICATION OF ADMISSIONS CEILINGS

The FY 81 ceilings for Indochinese and Eastern European refugees that are listed on page two of the December 18, 1981, Refugee Reports do not reflect adjustments that were made in July 1981. Those adjustments, made in response to a buildup in the number of Polish refugees, increased the ceiling for Eastern Europeans to 6,900 and decreased the Indochinese ceiling to 165,600.

Due to a typographical error, the FY 82 ceiling for Eastern European refugees listed in the same issue is incorrect. The number is 9,000.

Update

- Congressional action on December 16 eliminated the requirement that aliens file an address report with the Immigration and Naturalization Service. Previously, refugees and entrants, as well as other aliens had to file reports.
annually. The legislation was sought by INS.

- The Department of Justice announced on December 18 that 535 Cuban entrants in Fort Chaffee and other facilities would be moved to a former Air Force base in Glasgow, Montana. The move is expected to begin in 30 to 60 days.

- Only 47 Haitians arrived in the U.S. during November 1981, down from 1,021 in the same month one year before. The decline was attributed by a Justice Department source to the efficacy of the Interdiction program begun in October.

Projects and Programs

**GUIDED PLACEMENT SHOWS ENCOURAGING SIGNS**

Participants at a December review meeting of the Kholer Guided Placement Project (KGP) in Long Beach, California, have indicated that the effort may be effective in reducing secondary migration among refugees.

The KGP, an unprecedented undertaking in U.S. resettlement now nearing completion, has placed about 8,000 Cambodians in clusters of at least 300 persons in a dozen pre-selected cities. Approximately $700,000 in federal money granted to the Cambodian Association of America (CAA) over a year ago supports the project.

Secondary migration—the movement of refugees from communities in which they live initially—has been a serious concern to resettlement planners. Such movement often catches local officials unaware and upsets long-range planning of resources.

According to Cynthia Coleman of the Indochina Refugee Action Center in Washington, D.C., figures on secondary migration are not definitive, but she has heard reports that as much as 50 percent of the refugee population in certain communities has moved from initial site placement.

Under KGP, Coleman stated secondary migration currently averages six percent.

**SELECTING THE SITES** Though CAA is located in California, a cluster site is not. Rather, communities without large concentrations of refugees, places like Phoenix and Jacksonville, Florida, took Cambodian clusters after KGP representatives had met with local municipal and voluntary agency officials.

In those meetings, consideration was given to the availability of basics—housing and jobs, for example. The presence of an established Cambodian community was also sought; KGP planners felt this would anchor the newly arriving refugees and further discourage them from moving on.

Coleman, who serves as an advisor to CAA, could not offer statistics on employment among the clustered Cambodians, but she said she sensed that the refugees were getting work. In Houston, she noted, a fence company made 57 slots available to Cambodians on a rotating basis for periods of three to six months.

Positive assessments of the KGP came from others, as well. Dale Gatz, executive director of the Lutheran Social Services of North Florida, said that only five of the approximately 230 Cambodians who have arrived in Jacksonville through the project since March have left.

**PROJECT ENCOUNTERS DIFFICULTIES** There are some problem areas for the KGP. Outmigration in Atlanta is at a rate of 24 percent, largely because Sino-Cambodians are leaving.

Further, local-level administrators who praise the project admit that they did not have to contend with placement decisions faced by the national offices of voluntary agencies. That process has had some problems. For example, many of the Cambodians did not arrive until several months into the project, in part because the Immigration and Naturalization Service temporarily deferred their entry.

**A REPLICABLE MODEL?** Should all future resettlement follow the cluster model? Ruth Dieck of the Lutheran Immigration and Refugee Service said that directed placement is a good concept, but she has reservations about its future applicability. She pointed out that Cambodians placed by the project are without family ties in the U.S., but that family reunification is generally the basis for resettlement.

Georgiana Gleason of the Refugee Resource Center said that it may be too early to deem the KGP an unqualified success, noting that statistics on the project are preliminary.

For that reason, Gatz in Florida would like KGP to continue, "to see if the statistics we have now hold."
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<td>28</td>
</tr>
<tr>
<td>Vietnam</td>
<td>68,731</td>
<td>65,279</td>
<td>4,399</td>
</tr>
</tbody>
</table>

Source: Immigration and Naturalization Service/Department of Justice

Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

Subscription rate: $75.00 per year; Bulk rate: $50.00 per subscription for two or more copies mailed to the same addressee.

Editor: Rosemary E. Tripp  •  Writer: Joseph Cerquone  •  Editorial Assistant: Lynette M. Couto

ABUSE OF REFUGEE WOMEN: A HIDDEN PROBLEM

At a time when government planners are preoccupied with statistics--on refugee populations, dollars that might be available for resettlement, refugees' use of welfare--reports exist of a problem that has escaped quantification.

The problem is abuse within refugee communities. Depending upon whom one talks to, the degree and nature of the abuse varies. The targets, however, are usually women--women who are assaulted by men and resign themselves to suffering silently, because they fear reprisals such as ostracism or because they are unaware of the assistance that exists for them in the U.S.

More than a dozen social workers, mental health professionals, and resettlement practitioners nationwide who were contacted recently indicated that such abuse is not new and occurs in any culture, including American. For example, about 50,000 cases of battered women are reported annually in Minnesota.

Still, refugee women who are mistreated may be more vulnerable than their American counterparts; many come from strongly patriarchal societies and have had few opportunities to develop the knowledge, skills, and resources they would need to sustain themselves if forced to live alone because they are threatened.

But the matter is not simply one of survival. "This issue is attached to many others," said one director of a refugee women's project. Among them are the economic status of refugees and their cultural assimilation in the U.S.

NEW LIVES AND FRUSTRATIONS Over the past six years, approximately 550,000 refugees from Southeast Asia have resettled in the U.S.--more than from any other country. According to the article "Women Refugees: Special Needs and Programs" which appears in the May 1981 Journal of Refugee Resettlement, close to half of the Southeast Asian refugees in this country are women.

Incidents of abuse within that population are shrouded by secrecy but the cause, of some at least, is less obscure. The man who was provider and authority figure for his family in Southeast Asia may not be for long in the U.S. Instead, he may find his family sustained by
welfare and his sense of self-worth challenged by his new environment. Frus-
trated, the sequence reported by some
field workers goes, the man strikes out in
ways that range from verbal assault to
severe beatings.

Statistics on the rate and nature of
such incidents are few and they vary, in
part because of the unwillingness of some
women to report them and because the re-
sources of service providers to collect
information differ.

In the Journal article, author Lani
Davison writes that some caseworkers in a
1979 survey reported much wife-beating
among Indochinese, though some speculated
that the incidence rate is probably no
higher than it was in the home countries.
According to Nilda Rimonte of the Center
for Pacific-Asian Families in Los Angeles,
one-third of the 400 cases of battered
women that came to the center between Jan-
uary and August 1981 were Indochinese, most
of whom were Vietnamese. At least a dozen
cases of abused refugee women, these prima-
rily Hmong, were reported at St. Paul Ram-
sey Medical Center in Minnesota in 1981.

That relatively low figure does not
provide much comfort to Harriet Callopy, a
clinical social worker at the center, how-
ever. "In all cases of family violence," she said, "there is a hesitancy to report
it. One refugee woman who came in here
last week said at first that she had been
in a car accident."

**EMPHASIS ON EMPLOYMENT** Callopy treated
refugees exclusively until budget cuts
ended that work on December 31. Her termi-
nation and those of other mental health
workers nationwide stem from cutbacks in
federal social services funds. That money
has declined by $20 million, compared to FY
81. As welfare use by Indochinese refugees
has risen--approximately 70 percent of re-
cent arrivals are believed to be receiving
some level of assistance--states use their
discretionary authority to apply service
funds to employment and language training
programs primarily.

De-emphasis on health care exists at the
federal level, too, according to a source
at the Office of Refugee Resettlement.
"Everyone is so involved with employment
services," the source said, "but if the
refugees' mental health is not okay, they
will not gain self-sufficiency. Nobody
wants to look at that."

Even if unlimited funds existed for pro-
jects to address the mistreatment of refu-
gee women, the issue would not be resolved.
Because it is so personal, and in the case
of refugees, crosses cultural bounds, it
requires a special sensitivity. "Whatever
is done should not destroy the system that
surrounds a man and a woman," a Minnesota
resettlement official said as she discussed
her experience with the Hmong. "We strug-
gle sometimes with American solutions that
only help for the first 15 minutes. Long-
term solutions come only with listening."

Xiong Dang, executive director of Lao
Family Community, provides a version of
abuse among the Hmong that conflicts with
those of people like Callopy at St. Paul
Ramsey.

Xiong said he "doesn't see a big prob-
lem" of abuse among the 2,000 Hmong adults
in the St. Paul area and he estimated that
between 30 and 40 cases of verbal assault
only had occurred to date. He indicated,
too, that whatever problems do exist stem
from economic conditions. "I'm not a psy-
chiatrist," he said, "but the problem is
only with those on assistance." According
to Xiong, 50 percent of the Hmong families
in his area were totally self-sufficient.

If beatings occurred before the refugees
came to the U.S., does aid to a woman here
mean interfering in the ways of another
culture? "What they (refugees) choose to
do in their own culture is their own busi-
ness except when it is against American
laws," observed Bernice Sisson of the
Region 11 Battered Women's Consortium in
St. Paul. Sisson added, "If something in
that culture is destroying a woman as a
person, it doesn't have to be upheld in the
culture. You can condemn a practice and
still respect a culture."

A social work educator, Bok-lim C. Kim,
thinks refugees should be made familiar
with the American legal system as part of
their overseas orientation. "They (refu-
gees) have to be told it (abuse) is illegal
here, period. If they want to continue to
do it, they should go back."

**REFUGEE WOMEN CHANGING** Some refugee
women are becoming more assertive. Local
committees have been formed by Hmong and
Cambodian women, the latter in Long
Beaucoup, California, in March. Committee Chairwoman Monique Mamith said she went door-to-door to encourage Cambodian women to participate. "They were not used to attending meetings," she recalled. "They were used to obeying their husbands."

With the support of the Cambodian Mutual Assistance Associations Project, however, the committee has worked for almost a year. Although she did not have statistics on how many women might be threatened by their husbands, Mamith termed abuse a "serious problem."

Steps have been taken by others, as well. Associated Catholic Charities in New Orleans conducts pre-marital sessions for refugees in which U.S. laws and customs and the rights of women are explained. Tapes that are being produced by Sisson's consortium in St. Paul will provide similar information to area hospital emergency rooms. In Washington, D.C., 700 information kits designed to educate resettlement practitioners about abuse and the availability of resources for women refugees nationally are being developed under a privately funded project. Project Director Deborah McGlaflin said the kits will be distributed to federal and state offices, voluntary agencies, and local coalitions in in February.

These steps might help fill the gap left by departed mental health workers like Thomas Rogers. Rogers, who provided training and orientation to American mental health professionals in the Twin Cities area, lost his job in November. Minnesota resettlement officials say his approach to mental health problems among refugees, including abuse of women, was exceptional and will be missed.

And the fact that projects like Rogers' are being de-emphasized does not mean that the problems they addressed no longer exist, according to Bok-lim C. Kim. "This (abuse of women) is not something you will read about in the newspapers," she said.

Two national resources available to women are: National Coalition Against Domestic Violence, 1728 N St NW, Washington, DC, 20036. (202) 347-7015; and Center for Women Policy Studies, 2000 P St NW, Suite 508, Washington, DC 20036. (202) 872-1770.

Recent Developments

INTERIM PLACEMENT POLICY DEVISED

On January 11, an interim placement policy devised by the Office of Refugee Resettlement was scheduled to be sent to public and private sectors for comment. The policy, according to Ginny Spielberg of ORR, is based upon findings of an ORR task force that was formed in October to examine the impact of refugees on communities. Spielberg said the ratio of refugees or entrants to resident populations, an area's unemployment rate, and refugees' use of welfare were three main factors considered.

Spielberg said comments on the interim policy are due February 1 at ORR; she could not say, however, when a permanent policy would be formulated as she noted that aspects of a permanent policy would be subject to negotiation with sectors in resettlement.

The work of three other ORR task forces—one that looked at long-term goals for ORR and two others that considered the division of labor between ORR central and its regional offices—were at various stages of review within ORR.

In other matters, second quarter FY 81 cash and medical assistance grants that totaled $112 million and social services funds of $17 million were made available to states from ORR the week of January 3. During the week of January 10, $52 million in assistance for Cuban and Haitian entrants for expenses for the first half of FY 82 were scheduled to be made available also.

An indication of how much the federal government might spend on refugees and entrants next fiscal year will come when the president sends his FY 83 budget requests to Congress. That could happen in late January, though the White House would not offer a specific date for the submission of the administration's budget to Capitol Hill at press time.

MASS MURDER BY PIRATES CONFIRMED

Confirmation of a deliberate mass murder
of Vietnamese boat people in November was obtained by the State Department last month. Independent reports by three sole survivors corroborated earlier reports that 67 people, including women and children, had been killed by Thai pirates. There may have been as many as 13 other mass murders involving 550 people in 1981, but information to corroborate these incidents is sketchy, according to a State Department source.

Pirate attacks on boat refugees in the Gulf of Thailand have been a concern of several governments and international organizations since 1979. A $2 million anti-piracy program was agreed upon between the U.S. and Thai governments and inaugurated in February 1981, but was terminated in September due to lack of funds. Meetings last fall in Washington and, under United Nations High Commissioner for Refugees and International Committee of the Red Cross auspices, in Geneva, emphasized the need for international action against pirates. Despite pledges to a fund for an anti-piracy program by the U.S., Norway, the Netherlands, and several other countries, UNHCR had reached only about one-third of its goal of $3.6 million as of early January.

1981 STATISTICS UNHCR provided the statistics below on pirate attacks in 1981.

<table>
<thead>
<tr>
<th>UNHCR 1981 PIRACY STATISTICS</th>
<th>Malaysia</th>
<th>Thailand</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Persons Arrived</td>
<td>20,737</td>
<td>12,526</td>
</tr>
<tr>
<td>No. of Boats Arrived</td>
<td>393</td>
<td>289</td>
</tr>
<tr>
<td>No. of Boats Attacked</td>
<td>141</td>
<td>289</td>
</tr>
<tr>
<td>No. of Attacks</td>
<td>251</td>
<td>985</td>
</tr>
<tr>
<td>Percent of Attacked Boats</td>
<td>36</td>
<td>81</td>
</tr>
<tr>
<td>Average No. of Attacks per Attacked Boat</td>
<td>1.8</td>
<td>3.4</td>
</tr>
<tr>
<td>No. of Attacks Involving Robbery</td>
<td>99</td>
<td>100</td>
</tr>
<tr>
<td>No. of Known Deaths/Murders</td>
<td>3</td>
<td>484</td>
</tr>
<tr>
<td>No. of Known Abductions</td>
<td>32</td>
<td>199</td>
</tr>
<tr>
<td>No. of Known Rape Victims</td>
<td>216</td>
<td>583</td>
</tr>
</tbody>
</table>

The State Department source stated that there is no evidence that pirate attacks increased significantly after the termination of the 1981 anti-piracy program, or that the program had been effective. It is presumed however, the source indicated, that a larger program will have more effect in deterring attacks, and in any event efforts at deterrence are "something an international civilized society can't not do."

As many as 25 fishermen were arrested in 1981 by the Thai government on charges of piracy and 10 fishermen originally arrested in 1980 were convicted of rape or robbery and sentenced.

CUBAN AND HAITIAN IMPACT AID MAY COME

Impact aid may be available for states and localities with significant Cuban or Haitian entrant populations, according to a notice in the December 31 Federal Register. The Office of Refugee Resettlement expects to provide approximately $20 million, to be used for a range of services, including language training, housing assistance, and relocation services, if need for supplementary resources for such services can be documented. The funds will be generated from anticipated savings in the FY 82 Cuban/Haitian Entrant Program especially from savings expected from implementation of stricter cash and medical assistance regulations.

No savings in the overall refugee program budget are expected if the regulations, proposed late last year, are implemented. For this reason, according to a source at ORR, no impact aid for localities with high refugee concentrations is currently anticipated.

A ratio of one entrant to 200 native population in a state will be considered "strong evidence of need... for supplementation of existing resources," the Federal Register notice states. High concentrations in one or more local areas in a state may also demonstrate need.

FLORIDA WANTS IT ALL A source at ORR said that the aid program is not designed to help only one state. However, Florida, with more than 70 percent of the Cuban entrant population by ORR's count, feels that it should receive all $20 million, according to State Refugee Coordinator Bob
Lombardo. "That probably won't happen," he said, "but even if it did, it wouldn't be adequate." He cited "conservative estimates" placing state expenditures for entrants at $90 million since the 1980 boatlift began.

Lombardo criticized the scope of the proposed grants as too restrictive. "The areas where funds can be spent are an unnecessary extension of domestic (i.e., health and welfare) assistance.

Florida would like law enforcement, criminal justice, and education for children to be permissible activities, he indicated.

Two other coordinators who were contacted, in Pennsylvania and Colorado, would not begrudge Florida the funds, despite significant refugee populations in their states. Said Pennsylvania's Gloria Guard, "I wouldn't trade all the money in the world for the problems they have in Florida."

ORR is awaiting public comment on the criteria for award of impact aid and will seek approval by the Office of Management and Budget of application requirements before calling for proposals from state agencies. OMB has approved CRR's proposed realignment of the entrant program budget.

APPOINTMENTS

Two personnel changes at voluntary agencies took place in the last few weeks. Effective January 1, T. Grady Mangham assumed the post of senior associate executive director for refugee services and international relief and development for World Relief Refugee Services. Mangham will be stationed in Wheaton, Illinois. For the past three years, he served as associate executive director for refugee resettlement for World Relief in Nyack, New York. A replacement for that post had not been announced at press time.

On December 23, Rev. John E. Adams resigned the directorship of the Immigration and Refugee Program for Church World Service. John Backer of CWS said a temporary replacement for Adams would probably be installed by mid-January and a permanent one by March. Backer also said it was not certain if Adams would remain with CWS in another capacity.

STATE DEPARTMENT REFUGEE FUNDS APPROPRIATED BY CONGRESS

On December 16, Congress appropriated $502.7 million for the refugee programs of the State Department. The table below compares that appropriation, which is for FY 82, to spending on the same programs during the previous fiscal year.

<table>
<thead>
<tr>
<th></th>
<th>FY 81</th>
<th>FY 82</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugee Admissions</td>
<td>204.5</td>
<td>210.6</td>
</tr>
<tr>
<td>Indochina Refugee Program</td>
<td>73.7</td>
<td>60.1</td>
</tr>
<tr>
<td>Soviet &amp; Eastern European Refugees to Israel</td>
<td>25.0</td>
<td>12.7</td>
</tr>
<tr>
<td>African Program</td>
<td>71.5</td>
<td>107.1</td>
</tr>
<tr>
<td>Near East Program</td>
<td>101.9</td>
<td>91.1</td>
</tr>
<tr>
<td>Latin American Programs</td>
<td>4.2</td>
<td>6.1</td>
</tr>
<tr>
<td>International Organizations</td>
<td>10.4</td>
<td>6.3</td>
</tr>
<tr>
<td>Resettlement Assistance**</td>
<td>2.4</td>
<td>1.1</td>
</tr>
<tr>
<td>Administrative Expenses</td>
<td>6.0</td>
<td>7.4</td>
</tr>
<tr>
<td>TOTAL</td>
<td>549.6</td>
<td>502.7</td>
</tr>
</tbody>
</table>

* Includes $30 million transferred to the Agency for International Development

** Funds third country resettlement programs

Update

- Vietnamese refugees who allegedly were victimized by fraudulent freight practices last March are getting back some of the packages that had been intended for relatives in Vietnam. According to Ngoan Le of the Vietnamese Community Service Center in Chicago, 560 packages that disappeared from the warehouse of a company once known as Saigon Express have been found and moved to a warehouse in Elk Grove Village, Illinois. Those packages can be reclaimed by
their senders. A second set of 600 packages that had been slipped to Hong Kong by a forwarding agent have been returned to Los Angeles; they can be reclaimed by the refugees, according to Le, provided they pay for the return transport of the packages.

Le said that a class action suit on behalf of the refugees would be brought as soon as it was determined how much money was paid to Saigon Express for services that were never rendered. She credited Refugee Reports, which ran a lead story on the situation in July, with sparking interest in this case and in other alleged cases elsewhere.

Thirty-eight cases of sudden death among Southeast Asian refugees investigated by medical personnel were reported to the Center for Disease Control between February and December 1981. Cause of death has not been identified in 30 of the cases, leading CDC to suggest the deaths might represent a "distinct syndrome."

Of the reported cases, 25 were of Hmong men; one Hmong woman also died. CDC wrote recently that the number of reported deaths has increased since the first occurrence in July 1977, paralleling the increased arrival rate of Lao refugees in the U.S.

A study focusing on Lao victims is being conducted to determine whether the deaths are associated with geographic origin, occupation, diet, refugee camp experiences, and other factors. In addition, CDC is intensifying efforts to determine if rates of sudden death are actually lower among Vietnamese and Cambodian refugees or only appear to be because fewer cases are reported.

Meetings and Conferences


This workshop is intended for health professionals, relief agency representa-
tives, and students interested in volunteering overseas. Similar sessions may be offered in other locations at other dates.

For further information contact: Graeme Frelick, NOH, 2121 Virginia Ave NW, Suite 303, Washington, DC 20037. (202) 298-5901.

March 25-27 National Association for Vietnamese American Education. The Indochinese in America: Role Definition and Mainstreaming Perspectives. In Houston, Texas.

Topics include education, resettlement, and cultural identity issues.

For further information contact: Nguyen Manh Hung, Indochna Institute, George Mason University, 4400 University Dr, Fairfax, VA 22030. (703) 323-2065/2272.


Sessions on refugee and immigrant topics will be included, as well as workshops and roundtables on cross-cultural communication, acculturation, and a range of other topics.

For further information contact: SIETAR, 1414 Twenty-second St NW, Suite 102, Washington, DC 20037. (202) 862-1990.

Resources

JOB DEVELOPMENT GUIDE

The Illinois Adult Indochinese Refugee Consortium has prepared A Guide to Job Development. It presents approaches and activities for job development, job placement, and placement follow-up. Written in a step-by-step instructional format, it is intended especially for in-service training for new and experienced job developers. The guide costs $4.50 plus $.50 postage. A number of other publications are also available.
available from the Consortium. *Handbook for the VESL (Vocational English as a Second Language) Teacher* is designed to help ESL teachers develop lessons and materials. Cost is $3.00 plus $.50 postage. A *Lao Lesson/Workshop* presents 40 lessons in Lao and English on cassette tape, accompanied by written materials. It is intended for sponsors and refugees. Cost per set is $12.00 plus $1.00 postage. A videotape, *Challenge of A New Business*, presents the difficulties refugees face in the U.S. job market and shows what refugee programs do to alleviate these problems. Cost is $40.00 plus $2.50 postage.

All orders must be prepaid. Checks should be made payable to: NEC-CCSD #15. For further information contact: Linda Mrowicki, Illinois Adult Indochinese Refugee Consortium, 500 Dwyer, Arlington Heights, IL 60005. (312) 770-4100.

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**CHILDBIRTH PICTURE BOOKS**

A variety of teaching aids presenting basic biological facts of reproduction are available from Women’s International News. The materials cover conception, pregnancy, birth, nutrition, family planning, and other topics and are intended to be flexible, adaptable resources for educators or community health workers.

---

The *Childbirth Picture Book* (61 pages and *The Universal Childbirth Picture Book* (76 pages) include simple illustrations, text, discussion guide, and resource lists. A program of 34 color slides and a flip chart of 17" x 22" drawings are also available. Each is accompanied by a text and discussion guide. These are written in simple English to facilitate translation. Spanish and French editions of some of the materials are available or planned. The resources may be used for training sessions, workshops, and other group meetings.

The publications are adapted from the International Childbirth Picture Book Prototype, which is also available to organizations that want to prepare local adaptations.

WIN is a nonprofit organization serving women’s health and development worldwide. It offers other publications and technical assistance in using its materials.

The *Picture Books* cost $7.00 per copy, including domestic postage. Bulk rates for ten or more copies are available. The slide program costs $3.00 per set; the flip chart is $19.50 plus $2.00 postage in the U.S. and Canada. For further information about prices, special rates, and mail costs contact: Fran Hosken, WIN News, 1st Grant Sheet, Lexington, MA 0173. (317) 862-9431.

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### INDOCHINESE REFUGEE FLOWS/AS OF NOVEMBER 30, 1981

<table>
<thead>
<tr>
<th>ASYLUM COUNTRY</th>
<th>OCTOBER POPULATION</th>
<th>NOVEMBER ARRIVALS</th>
<th>DEPARTURES</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>U.S.</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>3RD COUNTRIES</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1981</td>
</tr>
<tr>
<td>Hong Kong</td>
<td>13,589</td>
<td>159</td>
<td>194</td>
</tr>
<tr>
<td>Macau</td>
<td>1,274</td>
<td>11</td>
<td>0</td>
</tr>
<tr>
<td>Indonesia</td>
<td>5,512</td>
<td>1,156</td>
<td>482</td>
</tr>
<tr>
<td>Malaysia</td>
<td>10,435</td>
<td>1,335</td>
<td>51</td>
</tr>
<tr>
<td>Philippines</td>
<td>6,848</td>
<td>396</td>
<td>0</td>
</tr>
<tr>
<td>Singapore</td>
<td>1,375</td>
<td>177</td>
<td>32</td>
</tr>
<tr>
<td>Thailand</td>
<td>5,008</td>
<td>910</td>
<td>197</td>
</tr>
<tr>
<td>Other</td>
<td>2,401</td>
<td>7</td>
<td>40(A)</td>
</tr>
<tr>
<td>o TOTAL BOAT</td>
<td>46,243</td>
<td>4,169</td>
<td>979</td>
</tr>
</tbody>
</table>

| Thailand-Khmer       | 103,075            | 692               | 1,161       | 1,217   | 1-15    | 99,454  |
| Thailand-Tou          | 56,382             | 70                | 121         | 21      | 0       | 56,309  |
| Thailand-Lao          | 32,438             | 1,600             | 279         | 14-9    | 190     | 33,420  |
| Thailand-Vietnamese   | 685                | 229               | 34          | 81      | 112     | 707     |
| o TOTAL LAND         | 192,580            | 2,591             | 1,595       | 1,239   | 2,47    | 189,890 |

| o TOTAL DIRECT (ODP) | 0                  | 865(B)            | 322(B)      | 425     | 108     | 0       |
| o SUBTOTAL           | 238,823            | 7,625             | 2,896       | 3,655   | -915    | 234,972 |

| Bataan-RPC           | 16,724             | 0                 | 2,056       | 133     | 0       | 17,754  |
| Galang-RPC           | 8,809              | 0                 | 1,192       | 1       | 0       | 8,912   |
| o TOTAL RPCs         | 25,533             | 0                 | 4,046       | 13+     | 0       | 26,266  |
| o GRAND TOTAL        | 264,356            | 7,625             | 6,942       | 3,782   | 0       | 261,238 |

(A) Includes births
(B) Includes 36 additional October arrivals to U.S.

Source: Department of State/Office of Refugee Resettlement

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**Refugee Reports**

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Editor: Rosemary E. Tripp  ●  Writer: Joseph Cerquone  ●  Editorial Assistant: Lynette M. Couto

IN PROFILE: RICHARD D. VINE, BUREAU FOR REFUGEE PROGRAMS

As of mid-January, the crisis in Poland held negligible implications for the U.S. refugee program, according to Richard D. Vine, director of the Bureau for Refugee Programs for the State Department.

Vine made his observation during an interview with Refugee Reports, the first in a series of conversations that will be conducted with figures in resettlement.

Referring to consultations on refugee admissions that took place last fall between the Reagan administration and Congress, Vine noted that the ceiling of 9,000 established then for Eastern Europeans is adequate, given the numbers of Poles who have left their homeland in recent weeks.

"There aren't large numbers of Poles beating down the doors to leave (for the U.S.)," Vine said of those who had already departed Poland and relocated in several European countries.

Approximately 23,500 Poles seeking asylum are in Austria, and the Austrian government has asked for assistance from other countries in resettling them. About 3,500 applied for admission to the U.S. as refugees between October 1, 1981, and January 14, 1982, according to the Immigration and Naturalization Service; of those applications, 1,074 have been approved and 1,825 were still pending as of mid-January.

Vine said that the bureau has not drawn up a formal contingency plan to deal with a dramatic increase in the number of Poles who emigrate.

"If your question is have I, as a prudent manager, thought about what we could do in the event of changes in the situation, the answer is 'yes,'" Vine said. "You can sit around until kingdom come drawing up contingencies. They rarely fit reality. All you can do is consider ranges (of developments).

"We'll not be caught flat-footed. One thing we can do clearly is stay in touch with voluntary agencies to give us some feel as to where we could go."

Prudent management, that is marked by openness, is Vine's chief aim as director of the bureau. He assumed the post in October. He oversees a staff of 90 persons who are responsible for developing and implementing...
international refugee policy and programs for the U.S. For Vine, the post is the latest in a foreign service career that began in 1948. His two most recent assignments were as ambassador to Switzerland from 1979 to 1981 and as deputy assistant secretary of state for European affairs for five years prior to that.

**Bridging International and Domestic Concerns**  According to Vine, reconciling the press of world events, such as the crisis in Poland, with domestic policy is "nothing new" at the State Department. He pointed to international agencies such as the United Nations High Commissioner for Refugees as mechanisms for the U.S. to manage refugee problems abroad and said that his bureau emphasizes international assistance and relief, rather than the admission of persons to the U.S. as refugees. "Resettlement in the U.S. is the exception rather than the rule," he said of State's refugee policy.

A bridge to domestic resettlement is an office he created within the bureau—the Office of Reception and Placement. The office is staffed by three persons who also oversee reception and placement services provided by volags. In FY 81, State spent approximately $79 million on reception and placement services.

Vine said the new office marks the first time there has been a unit at State designed solely to aid the coordination of the reception and placement of refugees in the U.S. with volags, states, and localities.

**Reception and Placement Challenges** Administration of reception and placement agreements with volags has been the subject of discussion in resettlement circles for some time. The Department of Health and Human Services has been pointed to as a potential new administrator for the agreements; in November, HHS took responsibility for domestic placement of refugees and recently released an interim placement policy for comment.

As asked if he wanted the State Department to continue to administer the agreements, Vine responded: "It's been decided that they are here and we are going to administrate them effectively." He declined to comment if or how they might be monitored differently under his stewardship or if the per capita monies were sufficient to be effective. Currently, volags receive a maximum of $525 for each refugee they resettle.

Situations like a recent one in New York City pose challenges to the new office. According to a report received at Refugee Reports earlier this month, 57 Cambodians participating in the Khmer Guided Placement program, and perhaps as many as 115 other refugees resettled through Haitian Ministries in New York City, has either been or were being denied essential services. Haitian Ministries is a subcontractor of the YMCA, which has a cooperative agreement with State.

Vine said investigation into the matter indicated that there were "deficiencies" in services provided to the refugees, but also that there had been "overdramatization (of the situation) based upon some of the personalities involved."

He added that he expects the core services to be delivered. The bureau is monitoring the situation and has formally asked the YMCA to end its contract with Haitian Ministries.

**Countering Critics of Federal Policy** In addition to international agencies and volags, Vine must also work with state and local officials. Many of these have complained in the past about the level and unpredictable flow of refugee admissions. In the interest of good management, Vine expects to moderate the monthly intake of refugees so as not to tax domestic resettlement systems. "We'll avoid that," he said when asked if flows in the final month of this fiscal year would be comparable to those of last September, when over 20,000 Indochinese—15 percent of the total number admitted during all of FY 81—came to the U.S.

Though he appeared sympathetic to domestic concerns, Vine said local and state officials have had opportunities to participate in formulating refugee policy. He "found it strange" that there would be complaints that the level and makeup of refugee admissions were determined by federal officials alone. "The consultations on admissions were so deep, so comprehensive,
and so thorough that no one could argue that one didn't have a voice. The depth of the discussion with the legislative branch reflects that this is done for a national purpose and that admissions are a national responsibility."

Vine also countered criticism that has been leveled at the administration over who is allowed into the U.S. as a refugee. He believes that charges like those of the Congressional Black Caucus—that admissions allocations are based on geo-political considerations of the State Department rather than humanitarian grounds—are amiss. "People fail to make distinctions," he said. "Persons who leave Vietnam and make their way elsewhere run serious risks to get out. There are also serious risks for them if they are repatriated.

"That's not true of Haitians. The U.S. has an agreement with the Haitian government (that forbids mistreatment of returned Haitians). Haitians who have returned have not been mistreated. We see no evidence of that."

## Recent Developments

**PROPOSED ASSISTANCE REGULATIONS PROVOKE CRITICISM**

Implementation of final cash and medical assistance regulations affecting non-AFDC eligible refugees and entrants has been postponed until March 1. The regulations could cut the time in which the federal government will reimburse states for such assistance to 18 months.

Office of Refugee Resettlement Acting Policy Director Phillip Holman said the date change was prompted by comments on proposed regulations received at ORR during a month-long comment period. The period for comment was not extended.

Holman said on January 18 that approximately 180 comments had been received. At a meeting of the National Coalition for Refugee Resettlement on January 19, ORR Director Phillip Hawkes played down the level of response to the proposed regulations, saying that the number of comments was less than 100.

Whatever the number, it is clear that states and others in resettlement are critical of the regulations. Among the concerns voiced at the NCRR meeting were that the February implementation date was unrealistic and would represent significant administrative costs; that administrative costs were not specified as reimbursable to states; and that medical care costs would shift to local service providers.

Paula Stark, state refugee coordinator for Michigan, cited the likelihood of exacerbated secondary migration by refugees to states which have general assistance programs if they are no longer eligible for federally reimbursed assistance. The American Council for Nationalities Services asked for a two-month delay in implementation and that the final regulations allow for appeal on the basis of individual case circumstances or inadequate documentation of records.

On Capitol Hill, 14 senators sent a letter to Health and Human Services Secretary Richard S. Schweiker on December 29 asking for a delay in implementation until April 1. Jeff Boothe, an aide to Sen. Mark O. Hatfield (R-Oreg.), chairman of the Senate Appropriations Committee, said Hatfield and the other senators asked for the delay in order to give Congress an opportunity to explore alternatives to the proposed policy.

Boothe raised the possibility that a Senate appropriations subcommittee would hold hearings on the matter. At the Senate Subcommittee on Immigration and Refugee Policy, hearings are scheduled for February 3.

ORR spokesman Oliver Cromwell said on January 22 that ORR's review of comments would be completed in a week to 10 days. Cromwell could not say when the final regulations would be published.

**VOLAG COOPERATIVE AGREEMENTS TO BE EXTENDED**

The State Department expects to extend existing cooperative agreements with voluntary agencies for the provision of reception and placement services, due to expire at the end of January, for at least three months. The extension will allow the department time to make changes especially in financial reporting requirements. The changes will be based in part on the recommendations of a study of volag operations due at the end of January.
Prior to FY 82, State made grants to volags to carry out initial resettlement services for refugees. The change to cooperative agreements entails little substantive difference, according to sources at State, but reflects "some tightening up" and the fact that the department "has some say in who comes and what happens to them."

REFUGEE COALITION LOOKS AHEAD

Public interest groups, voluntary agencies, and states will each be represented in a governing group established in January for the National Coalition for Refugee Resettlement. The group will work with the staff of the National Conference on Social Welfare, which acts as secretariat for NCRR, to determine future direction for the coalition.

The governing group is comprised of Ron Gibbs, associate director for human resources of the National Association of Counties; Don Hohl, associate director of the U.S. Catholic Conference, and Paula Stark, state refugee coordinator for Michigan. Norman Lourie, who served as chairman of NCRR for three years, stepped down early this year.

According to a statement put out by NCRR, the future form and function of the coalition depends on the level of funding which becomes available. Federal funding for NCRR's activities expired in December 1981. NCSW resources will sustain the coalition temporarily, but activity will be suspended after March 1 if other funding has not been located.

NCRR was established in 1977 to provide a forum for discussion of refugee policy and program implementation. Its membership includes all national volags, national public interest groups, 40 states, representatives of local governments, and other organizations.

SELF-HELP PLANNING COMMITTEE SET UP

Greater involvement of Southeast Asian refugees in domestic resettlement and their self-sufficiency is the aim of a planning committee of refugee leaders that was organized in Washington, D.C. on January 11. The committee is composed of leaders of the Cambodian Association of America, Lao Family Community, Inc., the Federation of Lao Associations, and the District of Columbia Council of Vietnamese Associations.

Yang Sem is the current committee chairman. Chairmanship will rotate among the leaders, with each serving for one month.

The committee is forming a task force to search the private sector for areas where cooperation can take place between that sector and refugee interest groups. The search is being done in conjunction with the Indochina Refugee Action Center. IRAC Associate Director Khoa Le Xuan said steps are also being taken by the committee to form a council of national refugee associations to promote policies and programs supportive of refugee self-help efforts. Khoa said an additional goal of the council would be to provide technical assistance and coordination services to local mutual assistance associations through regional representatives.

Update

- Confirmation hearings for Alan G. Nelson as commissioner of the Immigration and Naturalization Service were scheduled before the Senate Judiciary Committee on January 26.

- The Senate Subcommittee on Immigration and Refugee Policy plans to consider the emergency immigration powers of the president in a hearing on February 5. On February 9, the administration's proposed cash and medical assistance regulations for refugees will be the subject of another subcommittee hearing.

According to Donna Alvarado of the subcommittee, an omnibus immigration bill will probably be introduced in

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Congress in late February. In March, Alvarado said, the subcommittee will hold hearings on the reauthorization of the Refugee Act which is due to expire at the end of FY 82, and will conduct a review of refugee admissions.

Projects and Programs

PORTLAND CONSORTIUM ATTEMPTING CASE MANAGEMENT

When new federal cash and medical assistance regulations take effect, more than 6,000 Indochinese refugees in Oregon could be cut off from assistance of any kind.

Most of those persons are located in the Portland area, as are 75 percent of Oregon's refugees. What becomes of them has become a priority for the Portland Refugee Service Consortium, an organization of representatives from public and private resettlement agencies that formed last fall.

The consortium was contracted on October 1 to spend the state's FY 82 social service dollars--which, in actual terms, are 54 percent less than last fiscal year, according to planning figures--and has developed a case management approach to resettlement. This approach calls for voluntary agencies to manage "the movement of the refugee through the system," in the words of the consortium's chairwoman, Patricia Rumer.

The consortium is not autonomous. Decisions on spending service dollars are subject to state approval, for example. But the principles behind the organization are constant: the state's ever-shrinking resources should be directed to the neediest refugees through coordinated service delivery.

Until recently, preparing newly arrived refugees for employment was the overriding concern of the consortium. Oregon has 17,000 refugees--the third largest population on a per capita basis in the nation--and 12,000 of these receive some form of public assistance. The state also faces a severe unemployment situation: the jobless rate there is reported to be 11 percent, largely because of the depressed timber industry.

One Agent for Providers Effective management of resettlement, officials believe, will help them do battle with these discouraging statistics. Under the aegis of the Consortium, Portland Community College serves as the fiscal agent for a collection of service providers. This arrangement shifts responsibility for spending to the local level and services can better reach those who need them, according to Rumer. Also, she maintains, such an arrangement makes the provision of services more manageable and less costly to administer than in the past, when as many as 15 different service providers might have been contracted through different agents.

The consortium's case management system focuses resettlement practices on the individual. With it, the volag under whose auspices a refugee comes to the U.S. also draws up a service plan for that person. The volag is then responsible for following the refugee's progress toward self-sufficiency, and is ultimately responsible for solving any problems which might arise. Others in the consortium have a say not only in drawing up the service plan but also in assessing cases at monthly review meetings.

Assistance Still Available Rumer said that no refugee is being denied public assistance by the consortium's plan. The assistance system is explained during orientation sessions, but refugees are advised, given the possibility of tighter federal regulations, to look for employment as soon as possible.

State Refugee Coordinator Jerry Burns, who played a central role in forming the consortium, said the case management approach insures mutual responsiveness to problems. Burns said that questions of confidentiality regarding cases were resolved by having all in the consortium agree to the same requirements. "Confidentiality is always raised as an issue when people don't want to cooperate," he said. "For us, it didn't become an issue."

Regulations that would cut that period during which refugees who are not eligible for AFDC assistance could receive federally reimbursed assistance to 18 months could take effect March 1. It is not yet clear what action the consortium would take toward those refugees who would be cut off, but their fate is being given priority consideration. Some form of short-term
housing assistance has been suggested to help refugees pay rent this winter, for example. The consortium faces more far-ranging challenges, however, in the opinion of Burns. He noted that changing conditions in resettlement—tightened regulations and uncertainty about federal dollars to name two—as well as others such as the state’s unemployment picture, make it difficult to ascertain the consortium’s capabilities. Still, Burns said the consortium would like to show the effectiveness of the case management approach in reducing refugees’ use of public assistance and is collecting data on the program.

Reader Exchange

- The Refugee Women’s Program Development Coordination Project is developing a resource pool of refugee women of all nationalities whose experience can be matched with specific agency needs (not limited to the resettlement network) who might serve as short-term consultants, board members, or advisors to conferences or working groups. Interested women should submit a resume summarizing work experience, areas of expertise, academic background, language ability, and availability to travel to the project at IRAC, 1424 16th St NW, Suite 404, Washington, DC 20036.

- Marv Weidner, of the Iowa Refugee Service Center, reminds readers that, although aliens will not file annual address reports with the Immigration and Naturalization Service this year, they must continue to report any change of address within ten days of establishing a new residence. This requirement applies to refugees and entrants until they obtain citizenship.

Resources

HMONG RESEARCH PAPERS

A volume of papers from the October 1981 Hmong Research Conference at the University of Minnesota is being published by the Southeast Asian Refugee Studies Project, Center for Urban and Regional Affairs.

The 360-page book, which will be available in late January, includes 20 articles on Hmong language and culture, culture change, and such resettlement issues as employment and migration. The articles provide information on the Hmong in the U.S. now, and raises issues about their future.

The cost is $7.00 per copy, plus postage. Minnesota residents include sales tax. To order or for further information contact: Center for Urban and Regional Affairs, 313 Walter Library, University of Minnesota, Minneapolis, MN 55455. (612) 373-7833.

SPECIAL JOURNAL ISSUE ON CAMP HEALTH

The International Disaster Institute has announced that Volume 5, Number 3 of its journal will be a special issue devoted to medical care in refugee camps. The issue is intended to provide practical guidelines for field workers on such topics as sanitation and water supply; health aspects of camp layout; and laboratory techniques. Major articles will concentrate on the control of communicable diseases; nutritional assessment and management; and educational and other social or economic programs. The journal is entitled: Disaster: The International Journal of Disaster Studies and Practices.

The IDI conducts research, organizes conferences and training sessions, and publishes reports and papers as well as the journal, in order to lessen the impact of future disasters. A number of its publications deal with refugee issues, including situations in Somalia, Honduras, and Thai refugee camps.


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## Preliminary Indochinese Refugee Arrival Data for December 1981 and Estimated Cumulative State Totals from 1975 to December 1981

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Source: Office of Refugee Resettlement/Department of Health and Human Services
FEDERAL AGENCY PROPOSES REFUGEE PLACEMENT POLICY

The placement of refugees upon arrival in the U.S., long a topic of concern in domestic resettlement, is the subject of a proposed interim policy issued by the Office of Refugee Resettlement in January.

ORR officials released the proposal for comment and emphasize that even a "final" interim policy could be modified. Nonetheless, the proposal is the first major effort of ORR on placement since the office became responsible for this aspect of resettlement, and the proposal has caused much discussion among professionals in the field.

On the minds of those professionals, too, is the impending March 1 implementation of more restrictive regulations for cash and medical assistance, as well as congressional review of the refugee program. Reauthorization hearings on the Refugee Act of 1980 are expected to begin in March, as well.

Refugee Reports contacted some of those professionals, in Washington and nationwide, to elicit reaction to the ORR policy proposal, especially as it relates to other future developments.

The Proposed Interim Policy

The principles of the policy are threefold: distribution and placement of refugees should reduce current impact and avoid further strains on states and local communities; private sector involvement in resettlement should be maintained and strengthened; and refugees should be placed where their chances for self-sufficiency are favorable.

ORR also attempts to define "impact" of refugees on communities. It puts forward three indicators—refugee populations, unemployment rates, and refugees' use of welfare—and proposes quantitative measures of those indicators (see Chart 1).

ORR suggests that the definition of "family" be tightened so that there would be fewer family reunification cases and more "free" cases—cases without family ties in the U.S.—and that free cases be resettled away from impacted areas. The policy proposes tightening sponsorship eligibility, and suggests ways of improving communication between states and voluntary agencies concerning refugee arrivals and that volags maintain staffs.
that reflect local refugee populations.

### Chart 1

#### Proposed Measures of Impact

ORR proposes that refugee impact shall be defined as three factors:

- **Ratio of the number of refugees and entrants resettled in a county to the county population**
  - **High impact**: 1 refugee or entrant to 199 or fewer persons in the county.
  - **Medium impact**: 1 refugee or entrant to between 200 and 299 persons in the county.
  - **Low impact**: 1 refugee or entrant to 299 or more persons in the county.

- **Unemployment rate of the Standard Metropolitan Statistical Area (SMSA) during the period of measurement**
  - **High impact**: Rate is higher than 1% above national average.
  - **Medium impact**: Rate is between 1% above and 1% below national average.
  - **Low impact**: Rate is less than 1% below national average.

- **Dependency rate for the state of all refugees residing there who have resettled in that state during the last 3 years**
  - **High impact**: Dependency rate over 60%.
  - **Medium impact**: Dependency rate between 50.0 and 59.9%.
  - **Low impact**: Dependency rate less than 50%.

Source: Memorandum from Phillip N. Hawkes Concerning Interim Refugee Placement Policy, January 1982.

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**The Task Force Report**

The basis of the proposed policy is the report of an ORR task force chaired by Sharon Fugii, director of the ORR Region IX Office in San Francisco.

According to their report, the task force was not able "to collect and review fully the available data or to initiate broad-based consultations" due to time constraints and the "potentially extensive scope of a placement policy development endeavor." But the report was praised by several of those contacted by *Refugee Reports*, who called it "comprehensive" and "thoughtful" and cited its potential as a catalyst for discussion about placement.

Some were puzzled, however, about how ORR adopted its proposed policy from the task force report. With regard to indicators of impact, for example, the task force recommended that measures of community tension and availability of social services for refugees be used, as well as the indicators ORR proposes.

According to Fugii, the task force prepared its report "knowing full well" that it would be subject to ORR review and modification. She referred questions about the review process to ORR Director Phillip Hawkes, who declined comment. ORR Program Director Richard Parkins later agreed to be interviewed.

Parkins observed that formulation of the policy was an internal ORR process and he emphasized that policy's tentative nature. "I have no assurance that the definition of impact (in the proposed policy) is the one that will finally emerge," he said. He stated that a final version of an interim policy might be available in mid-February.

Parkins defended ORR's time frame for looking into placement--the task force was formed on November 1, and submitted its report on December 31; a proposed policy was released for comment January 11, with comments due at ORR by February 11--citing ORR's mandate to attend to placement issues. "The next two or three months are going to be active on Capitol Hill in terms of congressional interest in refugee matters," he explained. "ORR has got to be able to speak definitively about the refugee program." Furthermore, he said, "there is a need to have something in place" to guide the placement of refugees who will be arriving in the U.S. during this fiscal year.

Parkins questioned the concern that benefits of placement efforts by ORR would be counteracted by more restrictive cash and medical assistance regulations. The some say, will induce refugees to move to states where they can continue to receive public assistance. "I know that's the conventional wisdom, but (the effect of the regulations) remains to be seen," Parkins said. "It's something we're going to have to monitor." He suggested that refugees would not move if they were placed in states which offered good employment prospects.

Parkins also indicated that it would be easier to obtain federal funding for the refugee program "if it can be demonstrated that domestic resettlement can be managed more efficiently."
An Honest First Cut  At the State Department, Frank Sieverts of the Bureau for Refugee Programs described the task force report as an "honest first cut" at addressing refugee placement, but said that officials wanted to study the proposed policy before commenting on it. However, another State Department source said there were strong reservations that ORR had over-quantified the concept of impact and had underemphasized the influence of international developments on domestic resettlement. Still, the source said, officials at State agree that some of the issues the ORR proposals address, such as narrowing the scope of family reunifications among refugees, must be examined (see Chart 2).

Volags Respond  A response from the Committee on Migration and Refugee Affairs of the American Council of Voluntary Agencies was being developed in late January and early February. Reportedly, the consensus of the committee--whose members represent 13 volags--was that the task force report is commendable, but its recommendations are not reflected in ORR's proposed policy; that the policy relies overly on quantitative measures of impact; and that the policy does not reflect a full understanding of ACVA's role in domestic resettlement. "ACVA has concerns other than resettlement," a source noted, "and the committee is not a formal body. The proposed policy does not show an understanding of this when mention is made of ACVA being required to develop resettlement plans for states.

"Also, to expect volags to negotiate with states, as the proposals would have them do," the source said, "would be a confusion of roles, since that would mean volags being responsible for implementing a federal program."

It was also expected that the committee would note that an effective placement policy can only be based on a full understanding of the causes of secondary migration and the dynamics of family relationships, rather than on arbitrary categorizations.

At the U.S. Catholic Conference, which has resettled more Indochinese refugees in the U.S. than any other volag, Robert Wright said that agency would need some interpretation of the ORR policy paper "before it could live with it." Wright also said that volags have already begun placing free cases away from impacted areas and that preliminary findings of a study he conducted indicate that initial placements of Indochinese refugees in California were down 27 percent (see Table 1).

<table>
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<td>Changes in States' Proportion of Initial Placements</td>
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* Data shown are for the ten states with the largest Indochinese refugee populations as of December 1981
** Khmer Guided Placement Program Cluster site

Source: Refugee Resource Center
There is concern among volags that resettling more refugees as free cases might pose financial hardships for the agencies since such cases are more expensive. "When a reunification case comes in," a volag official explained, "you have a prior arrangement of support structures that would otherwise have to be furnished by staff."

Nan Borton of the International Rescue Committee suggested that an alternative to current placement methods would be to relocate anchor relatives—the relatives who come to the U.S. first—away from impacted areas, rather than create more free cases to be resettled in low impact communities. She shared the uncertainty of others contacted about ORR's proposal that volags have "appropriate" staff. "I think I know what they are getting at," she observed, "and I agree that volag staffs have to be able to handle caseloads. But who is to say what is 'appropriate'?"

States and Localities React  Comment on the placement policy was not available from the National Governors' Association but at the National Conference of State Legislatures, Joy Wilson said that concern over impending reductions in cash and medical assistance exceeded worry about initial placement of refugees. Wilson's assessment was borne out by a top resettlement official in California. This official expects refugees to migrate there from other states once final regulations become effective because California has relatively generous general relief programs which would be available to refugees.

The official said the regulations could have a "devasting effect on efforts the federal government might make to speak to the impact issue."

In Florida, State Refugee Coordinator Robert Lombardo said the ORR placement policy should be directed toward entrants as well as refugees, noting that his state has "argued from the start" for consistency in national policy. "Today it's refugees (who are affected by the placement policy), tomorrow it could be asylum applicants or what have you. And we'd be sitting here wondering if that would also include Haitians." Lombardo cautioned against using standardized measures of impact; impacted areas defy such measures, he said, because each has its unique set of circumstances. If measures must be used, Lombardo stated, they should reflect trends and not conditions that have been taken out of context.

A refugee official from a southern state concurred that quantitative measures of impact may not be adequate. Despite his state's relatively small refugee population—approximately 2,500 as of December—the mood in the state toward refugees is "less than accepting" due to traditional conservatism and the realization that stricter assistance regulations will soon be implemented. "It's good to develop statistical information," the official said, "but it can ignore community tensions."

Refinement of the indicators of impact has been suggested by the U.S. Conference of Mayors and the National Association of Counties, as well. Lilia Reyes of the Conference said that unemployment figures should indicate conditions in cities, not in counties as ORR has proposed "since refugees ultimately resettle in localities." Reyes also said that local elected officials should have a say in placement. "It's local elected officials, such as mayors and their staffs, who have information on local economies that could be obtained elsewhere, for example what industries might be moving out of areas."

"Already, the government is forming a list of potential placement sites and, as far as I know, their data have not been obtained from local elected officials." The Conference, she said, has made known its desire to work with ORR.

NACo noted that the key issue is whose judgments would be used when it comes to make decisions about placement, and urged that a fourth element—the views of local elected officials—be included in development and implementation of placement strategies. NACo also feels that the employment data ORR proposes to use may reflect unemployment among those groups with whom refugees would be competing for jobs, and that the effect of refugees on job displacement in areas where they are resettled should be examined.

Entrants, the availability of housing the impact of refugees on school systems, tighter family reunification and sponsorship criteria, and more closely monitored resettlement grants were other ingredients
NACo suggested should be considered by ORR as it revises its placement policy.

Projects Needed First Jesse Bunch, director of the Indochina Refugee Action Center was generally praiseworthy of ORR's attempt at devising a placement policy, though he said that there would be need of consultation on the ratios of the indicators the government has proposed using. Bunch also thinks that demonstration projects should be tried first, before any comprehensive policy changes are instituted.

But mid-year reviews of the refugee program and reauthorization hearings on the Refugee Act are upcoming. While people like Bunch favor a gradual approach to placement policy, Congress, according to some sources, wants changes now.

The Mood of Congress An aide of Rep. Romano L. Mazzoli (R-Ky.), chairman of the House Subcommittee on Immigration, Refugees, and International Law, indicated that ORR's policy proposal had initially made a good impression on the chairman. "It's a step in the right direction," the source said as he ran down some of the points he believed Mazzoli would support generally--defining impact as proposed, narrowing of family reunification criteria, placing of free cases away from impacted areas, and preventing refugees from sponsoring other refugees.

The source added that the central issue is, however, that pressures associated with communities currently impacted by refugees be lessened. "Everything has to move quickly," he said, "the time for talking is well past." Asked what he thought the chances were for reauthorization of the Refugee Act, the source said that the high percentage of refugees using public assistance was a major threat to the success of the refugee program and added that the program would not be defensible to Congress if the percentage is not lowered soon.

Senators, sources indicated, also have strong interest in seeing numbers of refugees using welfare be lowered, but reaction to ORR's proposed placement could not be determined. A source with the Senate Subcommittee on Immigration and Refugee Policy said he thought the placement issue would come up during a subcommittee hearing scheduled for February 9 on the proposed cash and medical assistance regulations.

The statistics on page 8, although dated, are the most recent calculations available of ratios of refugees and entrant populations to county populations. Such ratios have been proposed by ORR as one measure of impactedness.

Recent Developments

CUBANS MOVED AND FORT CHAFFEE CLOSED

Delegation of responsibility to the attorney general for reception and processing of nonresettled Cubans cleared the way last month for the transfer of the approximately 390 Cubans remaining at Fort Chaffee, Arkansas, to Immigration and Naturalization Service detention centers in three sites. By February 5, all of the Cubans had been moved to federal prisons in Atlanta; Springfield, Missouri; and Lexington, Kentucky; and Fort Chaffee, which had housed Cubans since May 1980 was closed.

As of November 31, 1981, the Office of Refugee Resettlement says, almost 122,500 of the estimated 124,789 Cubans who arrived in the U.S. since 1980--almost 98 percent--had been resettled. ORR estimates 60-80,000 are in Florida, with other concentrations in New Jersey, New York, Illinois, Texas, and California.

STATUS REPORT ON HAITIAN ALIENS

Approximately 2,100 Haitians remain at Fort Allen, Puerto Rico, the Krome North facility in Florida, and 15 other sites, according to the Immigration and Naturalization Service. They are being detained by INS, pending exclusion or deportation hearings.

As of November 30, 1981, almost 40,000 Haitian aliens were known by U.S. immigration officials to be in the U.S. By the accounting of the Office of Refugee Resettlement, this number included about 5,900 who arrived before 1980 but who were not processed until that year, just over 18,500 who arrived before October 10, 1980, and
about 15,000 who have arrived since that date. The almost 25,000 "pre-October 10" Haitians are eligible for INS classification as "entrant/status pending." They can receive assistance identical to that available to refugees by virtue of the Fascell-Stone Amendment to the Refugee Education Assistance Act of 1980. The other Haitians, who continue to be subject to possible deportation, are also eligible for federally reimbursed assistance, by virtue of 120-day paroles which have been routinely renewed. ORR estimates that almost 85 percent of the Haitian boat people are in southern Florida. Other concentrations are in New York City, Chicago, and Boston.

Few Detainees Resettled or Granted Asylum
In the months since the attorney general decided to detain Haitians rather than release them into the community—the policy was announced on July 31, 1981, although some aliens had been detained prior to this date—there have been a limited number of resettlements from the detention centers, mostly of pregnant women or women with children. Four hundred and twenty Haitians have been removed from the U.S. since January 1981; more than half that number were voluntarily repatriated, according to INS.

Any of the detained or other post-October 10 Haitians may apply for political asylum at any time. According to Richard Spurlock of INS, five asylum applications by Haitians were approved and 44 denied during FY 81. At the end of that fiscal year, 5,433 applications were pending. Although there have been press reports of two approved applications from Haitians in Fort Allen in the current fiscal year, INS sources in Washington were not able to confirm them.

Meetings and Conferences


Sessions will cover global trends in refugee movements, asylum pressures, and political refugees versus economic migrants. Registration fees: $35-100.00

April 4-9 National Association for Bilingual Education. Bilingual Education: Now or Never. Detroit, Michigan.

Sessions on refugee issues are planned, as well as a special focus on parent involvement in bilingual education programs. Registration fees: $50-80.00.

For further information contact: Karen Todorov, Wayne State University, Bilingual Teacher Education Program, Detroit, Michigan 48202. (312) 577-0938.


Among the more than 100 sessions planned will be those on refugee and immigration issues and social work practice. Registration fees: $40-90.00.

For further information contact: NCSW, 1730 M St NW, Suite 911, Washington, DC 20036. (202) 785-0817


The conference will focus on life skills oriented ESL training for refugees. A particular goal is to build a strong network among service providers in Region VI, although others are invited to participate. Registration fee: $40.00.

For further information contact: Eli Zal Refugee Programs, Room 409, 2800 Main, Houston, TX 77002. (703) 523-0158.

Resources

REFUGEE EDUCATION GUIDES

A number of new or revised publications are available from the Language and Orientation Center for Immigration and Naturalization. The following are available in single copies:

- "Refugee Education Guide" 1982 Edition

For further information contact: Linda Salafia, Center for Migration Studies, 209 Flagg Place, New York, NY 10115 (212) 351-8800.
Four Refugee Education Guides concern instruction in English. Two deal with specific linguistic considerations in teaching English to Vietnamese and Cubans (General Information Series numbers 23 and 25, respectively). Another presents considerations for English as a Second Language programs, including minimum components and alternative frameworks (Adult Education Series number 11). Finally, a 34-page booklet discusses steps in developing and coordinating volunteer programs to provide ESL instruction or orientation activities. It treats such topics as identifying volunteers, providing orientation for them, approaches to language teaching, and other instructional tips (Adult Education Series number 10).

The Refugee Fact Sheet Series provides background information on refugee groups that have recently arrived in the U.S. Currently available are numbers 1: Ethiopians; 2: The Miens; 3: Soviet Jews; and 4: The Kurds. Each fact sheet discusses cultural and educational background and their implications for ESL instruction and orientation. Providing information on the history, religion, social structure, and the forces that cause members of the group to become refugees, the fact sheets are especially appropriate for sponsors and service providers. Inserts and/or bibliographies in each booklet provide sources for further information on the background of each group and their resettlement in the U.S.

Specifically prepared for sponsors are two further guides: Their New Life in the United States and its companion The Peoples and Cultures of Cambodia, Laos, and Vietnam. The first provides basic information for sponsors about working with Indochinese refugees. It incorporates the English version of orientation handbooks for refugees themselves, adapted by LORC into Chinese, Hmong, Cambodian, Lao, and Vietnamese. Special background notes for sponsors draw attention to experiences in the U.S., customs, institutions, and aspects of the refugees' new physical environment which they may find particularly different or difficult. A check list of things a sponsor should do before and after the refugees' arrival and a list of areas where refugees may need special help in their first month in the U.S. are also included.

The guide, designed to acquaint sponsors with the cultures of Indochinese refugees, points out their shared values, customs, and experiences, as well as the differences among them.

Single copies of all of these publications are available free of charge. For further information contact Language and Orientation Resource Center, Center for Applied Linguistics, 3520 Prospect St NW, Washington, DC 20007. (202) 298-9292.

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### Comparison of the Number of Indochinese Refugee Arrivals and Cub/Haitian Entrants

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<th>Ratio of Refugee Arrivals to Total Population</th>
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Source: National Association of Counties, September 1981

Note: Number of refugee arrivals is for the period of June 1978-July 1981, based on data from the American Council of Voluntary Agencies. Entrant population is comprised of arrivals in the period April 1-September 30, 1980, based on the U.S. Bureau of the Census Estimate of Cuban and Haitian Entrances, 1981. County population are as of April 1, 1980, based on the U.S. Bureau of the Census County Data, 1980.

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Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary F. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

PROTECTION SOUGHT FOR SALVADORANS

The National Center for Immigrants' Rights (NCIR) was making plans earlier this month to seek a restraining order and preliminary injunction halting the removal of Salvadorans from the U.S.

At about the same time, a report circulated about the formation of a coalition of national religious groups that intends to provide financial and legal support for Salvadorans as well as persons from other Central American countries.

Part of what is motivating groups such as these is the rate of approval of Salvadoran asylum claims in recent months.

According to the Immigration and Naturalization Service, the asylum applications of two Salvadorans were approved last fiscal year out of a total of 5,570 applications filed. Another 154 were denied. Of the 99,000 asylum applications pending with the government as of December, about 7,300 were from Salvadorans.

The attorney general is given discretionary authority to grant asylum under the Refugee Act of 1980. The number of asylum applications that can be approved is unlimited, and persons who are approved are eligible for the same benefits as refugees.

INS and State Assess Claims Crucial elements in the determination of an asylum claim, as in a request for refugee status, is persecution or a well-founded fear of persecution. According to federal officials who were interviewed recently, Salvadoran cases to date have not reflected these factors.

Though INS asylum officers decide asylum cases, they take into account State Department assessments of conditions in home countries. So far, State has not considered the conflict in El Salvador of sufficient magnitude to advise favorably for Salvadorans seeking to stay in the U.S.

Ralph Braibanti of the State Department's Central American desk described the level of violence in El Salvador as "up slightly" in February and said that State was continually reassessing conditions there. Richard Spurlock, an official in the INS central office, said that most Salvadorans apply for asylum in the U.S.
after they have passed through other countries. "They desire a better life," he said, and come in search of employment. "While there are compelling and understandable reasons for their feeling that way, those reasons are not within the character of the Refugee Act."

A United States Catholic Conference member in El Paso—the site of one of three centers where INS detains Salvadorans—countered these views, however, saying that Salvadorans come to the U.S. for a variety of reasons "that run together."

According to one person who visited Central America in January, Salvadorans are leaving El Salvador out of fear and their stays in neighboring countries are risky. "I didn't talk to one person who said he fled for economic reasons," Sidney Mohn, executive director of Travelers Aid in Chicago, said. He stated that Salvadorans he met in camps in Honduras were afraid of being deported home and having their names turned over to the Salvadoran government by Honduran military authorities. There were indications, too, Mohn suggested, that the Hondurans might be trying forcibly to clear refugees from the border area with El Salvador in preparation for a military operation to rid the area of Salvadoran leftist guerillas. He said that deplorable conditions await Salvadorans who go to Mexico or Guatemala, which he described as "not true countries of refuge."

U.S. Treatment Questioned A source close to the Office of the United Nations High Commissioner for Refugees confirmed a report by the Washington Post of a recent UNHCR study indicating that the U.S. was systematically returning Salvadorans to their country regardless of the merits of individual asylum claims. The source said the investigation was done last September as "a fairly routine exercise" by UNHCR to monitor the treatment of various groups by host countries. The source said UNHCR had raised the findings of the investigation and is continuing a dialogue on the matter with U.S. authorities, but U.S. practices had not changed since the report was prepared.

Estimates of the numbers of Salvadorans in the U.S. vary. According to Janet Graham of INS, about 36,000 Salvadorans filed an alien address report in 1980. However, religious and immigrants' rights groups say the total population here, including illegals, is in the hundreds of thousands.

Most illegal Salvadorans who are apprehended by INS—apprehensions were up almost 4,000 to 16,000 last fiscal year—agree to voluntary departure status, a status that would not prevent them from coming back to the U.S. legally.

In FY 81, the U.S. "expelled" 10,473 Salvadorans, a procedure that includes voluntary departures and deportations. Organizations such as NCIR say Salvadorans, however, are not being given fair treatment by INS before they are expelled. For example, NCIR had reason to believe that Salvadorans detained by INS might not have been advised of their right to seek asylum. INS sources, however, maintain that Salvadorans are treated no differently than any other group.

Conditions in El Salvador Criticized There is also concern about what becomes of Salvadorans once they return home. A January 1982 report on human rights in El Salvador by the American Civil Liberties Union strongly criticizes the Salvadoran government for abuses. Earlier this month, the U.S. ambassador to El Salvador, Deane R. Hinton, was reported to have warned that further U.S. aid to El Salvador would depend upon improvement in the human rights situation there.

The State Department does not monitor Salvadorans who have returned, but it estimates that about 6,000 persons died because of "political violence" in 1981, according to Braibanti.

Advocates for Salvadorans, on the other hand, say that the death toll is much higher as they point to deaths attributable to political and other violence. It is conceded, though, that documenting political killings is difficult since tracking Salvadorans expelled from the U.S. might reveal their identities to government forces. An INS source said that a report which was widely circulating in December, contending that 100 returned Salvadorans had disappeared, "had no basis."

Patrice Perillie, executive director of the Central American Refugee Center (CARECEN) said that there was proof that one Salvadoran returned by the U.S. had been killed.
and that photographs of groups of expelled Salvadorans had been taken on three occasions upon their debarkation at San Salvador's airport. She said, too, that passenger lists of U.S. planes bearing returned Salvadorans reach authorities in El Salvador. She criticized the U.S. practice of returning Salvadorans, saying "no Central American country deport[s] Salvadorans directly to El Salvador."

Graham at INS said that deportees have the right to indicate where they wish to be sent and noted that other countries must be willing to accept them. Asked if Salvadoreans have asked not to be returned to El Salvador, Graham said, "I'm not aware that they have."

Extended Departure Sought CARACEN is currently lobbying for extended voluntary departure status for all Salvadorans in order to prevent them from being returned to El Salvador. Such status is normally granted for up to a year and is subject to periodic review. It has been made available to several groups before, most recently to certain Poles. The House of Representatives adopted a resolution last December calling for the extended voluntary departure status for Salvadorans, but the measure failed to gain conference committee approval.

Perillie said the granting of the status is just and necessary. "I've given up on the asylum process," she said. "The burden of proof (of persecution) is ten times higher for Salvadorans." She added that the undocumented status of many Salvadorans condemns them to working at "the worst jobs" in a constant state of fear and to going without services in order to prevent detection. According to Perillie "the threshold issue is their legal security (in the U.S.)."

Carlos Holguin at NCIR said public opinion about conditions in El Salvador could change the U.S. stance concerning extended voluntary departure, a measure the State Department advised against last year. "It could be granted," he said. "But we're going ahead (with plans for a restraining order) until we see an opening."

One opening for Salvadorans who have left El Salvador might be Canada, which has agreed to hear the asylum claims of Salvadorans who have been rejected by the U.S. A Canadian official said, "Canada does not believe that every Salvadoran is a refugee," but that the nation was trying to help persons who had a genuine fear of persecution, such as those who had worked for political causes. The official also said that Canada did not want to appear to be attacking U.S. treatment of Salvadorans. "The U.S. is fast becoming a country of first asylum," he said. "It's difficult to cope with. Canada doesn't have the same problems."

Recent Developments

FY 83 BUDGET SUBMITTED

Administration budget requests for refugee assistance in FY 83 were delivered to Congress early this month. The Department of State is seeking $419 million and the Office of Refugee Resettlement $532 million. Both request less than their FY 82 budget, citing projections of decreased refugee flows (see tables 1 and 2). ORR points also to projected savings resulting from the implementation of tighter eligibility requirements for federally reimbursed cash and medical assistance, and the transfer of the Department of Justice of responsibility for reception and processing of Cuban and Haitian entrants.

Lowered Flows Assumed The State Department's largest refugee line item, about $1 million for its admissions program, assumed the resettlement of 72,000 Asian and 31,500 Soviet and other refugees, a total down almost 40,000 from FY 81 ceilings.

<table>
<thead>
<tr>
<th>Program by activities</th>
<th>(in Millions)</th>
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<tr>
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<tr>
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<td>Resettlement assistance program</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>$333.200</strong></td>
</tr>
</tbody>
</table>
The total allows for $54.1 million for reception and placement services to be provided by voluntary agencies. In FY 81, when an estimated 159,252 refugees were admitted, $79 million was spent for volag services in the U.S. and FY 82 estimates call for $68.9 million. To provide English language training to every adult of employment age in centers in Southeast Asia, as well as smaller numbers of refugees in Africa, State asks $9.5 million.

Resettlement Outside U.S. Encouraged According to a source at State, the budget reflects the department's intention to work with nations of first asylum, to resettle refugees "in place" in these countries or in third countries other than the U.S. A pilot attempt at planned placement of 1,000 Lao hill people in the South American country of Surinam, just now being considered, may provide a model for internationally supported resettlement assistance programs that will help reduce the number of refugees requiring resettlement in the U.S.

The request for almost $20 million more than in FY 82 for the Near East refugee program was motivated by the presence of between 2.1 and 2.4 million Afghan refugees in Pakistan, the State Department source said. This program also covers contributions to U.N. Relief and Work Agency and assistance to Palestinian refugees in the Middle East.

ORR Request Reflects Dependency Rates Although ORR assumes the implementation of regulations limiting federal reimbursement of cash and medical assistance to 18 months for some refugees, its budget request for cash assistance is almost $3.3 million higher for FY 83 than for the current fiscal year. According to spokesman Oliver Cromwell, ORR based its request on the assumption that 67 percent of the eligible refugees will use public assistance; the FY 82 budget assumed a utilization rate of 49 percent. The FY 83 line item for medical assistance, however, is almost $26 million less than FY 82 estimates.

The FY 83 request for social services is less than the FY 82 amount, ORR says, because admissions are expected to decline and "ORR will target these funds more specifically on activities which foster self-sufficiency." One strategy ORR proposes is to concentrate language and job skills training on refugees receiving cash assistance.

| Table 2 |
| ORR Migration and Refugee Assistance Budget (In Millions) |
| FY 82 | FY 83 |
| State admin. programs | \[166,442,000\] | \[140,482,000\] |
| Cash assistance | \[232,750,000\] | \[236,044,000\] |
| Medical assistance | \[166,442,000\] | \[140,482,000\] |
| State administration | \[51,178,000\] | \[36,036,000\] |
| Social services | \[67,571,000\] | \[59,287,000\] |
| Total state admin. program | \[517,941,000\] | \[471,849,000\] |
| Voluntary agency program | \[8,640,000\] | \[11,000,000\] |
| Education assistance for children | \[19,740,000\] | -- |
| Federal administration | \[7,001,000\] | \[5,911,000\] |
| Preventive health | \[6,985,000\] | \[6,049,000\] |
| Cuban/Haitian entrants | \[109,440,000\] | \[17,343,000\] |
| Domestic assistance | \[70,240,000\] | \[17,343,000\] |
| Reception & processing | \[19,200,000\] | -- |
| Operating costs | \[109,440,000\] | \[17,343,000\] |
| Total Cuban/Haitian Ent. | \[109,440,000\] | \[17,343,000\] |
| Targeted assistance | \[20,000,000\] | \[20,000,000\] |
| TOTAL | \[552,152,000\] | \[522,152,000\] |

*The numbers in parentheses for domestic assistance, reception and processing, and targeted assistance (which in turn is a part of the domestic assistance budget) are the components of and add to the operating costs budget line for Cuban/Haitian entrants. These amounts should not be added to arrive at total.

**The FY 83 budget request is a single, consolidated amount for refugee and entrant assistance. However, in order to show comparability to FY 82 budget line amounts, the numbers shown in the FY 83 column are the estimates of the FY 83 amount for each activity.

No Request for Education Monies ORR requests no funds for refugee children's education in the FY 83 budget. Cromwell aI ORR said it was felt that funds appropriated since 1980, totalling $87 million for school years through 1983, have "built the capacity" in schools to handle refugee children's educational needs.

State education agency representatives in Maryland and Illinois concurred that large school districts had developed some capability--"they don't fall apart at the seams" when a refugee child enrolls, Ann Beusch of the Maryland State Department of Education said. But both officials said small school districts, or districts with only a few refugee students, continue to need funds for special educational and
counseling services. ORR's contention, Beusch said, was "unduly optimistic."

According to Jonathan Chang of the Department of Education, EEOC forwarded its own request for funds for refugee children, but it was disallowed by the Office of Management and Budget. ORR's subsequent decision not to request education monies, combined with the fact that federal bilingual education monies have also been cut, prompted Chang to say "the prospects for refugees look grim."

**Impact Aid to Continue** To continue a program of targeted aid to impacted areas which will be implemented this fiscal year, ORR is requesting $20 million. The program currently is for states and localities with large entrant populations; the FY 83 funds may be used for areas affected by large refugee or entrant placements or secondary migrants.

**IMPLEMENTATION OF CASH AND MEDICAL ASSISTANCE REGULATIONS DELAYED**

The date for implementation for final cash and medical assistance regulations for the refugee program will be postponed from March 1. According to spokesman Oliver Cromwell, the Office of Refugee Resettlement is now considering April 1 for the implementation. Cromwell said the change was prompted by comments received from states as well as some expressed at a February 9 hearing of the Senate Subcommittee on Immigration and Refugee Policy. "The timeline was difficult to meet," Cromwell said.

Congressional pressure for a date change reportedly was considerable, and calls to Capitol Hill indicated that suggestions for other changes might be forthcoming. According to Jeff Boothe, a spokesman for Sen. Mark O. Hatfield (R-Ore.), "the whole (regulations) issues is up for reconsideration."

Hatfield, who chairs the Senate Appropriations Committee, attended the February 9 hearing. Apparently concerned that poor budgetary planning was causing ORR to renege on full federal reimbursement this fiscal year, he told ORR Director Phillip N. Hawkes that he would expect to see "very solid data" from ORR to justify that agency's FY 83 budget request.

Hawkes said at the hearing that "it was always assumed" that there would be a change in regulations during FY 82 and that implementation of new regulations was not in response to funding shortfalls but was needed to stay within FY 82 budget levels.

Chairman of the Senate Subcommittee on Immigration and Refugee Policy, Alan K. Simpson (R-Wyo.), contacted Health and Human Services Secretary Richard S. Schweiker to urge a delay in implementation. Sources indicated that, while Simpson generally supports the move toward tighter regulations, he is also favorably disposed to further discussion of the matter.

**POLES PERMITTED TO EXTEND STAY IN U.S.**

Due to "unstable conditions in Poland," Immigration and Naturalization Service announced policies in late January concerning Polish nationals in the U.S. subject to deportation or exclusion hearings. Individuals who have been in this country since December 23, 1981, and who indicate to immigration officers their unwillingness to return to Poland may be granted extensions of temporary stay, or their departure will not be enforced before March 31. Some who show need may be granted permission to work. Information was not available on the number of Poles who would be affected by these temporary procedures.

According to the most recent data available, INS had received 2,773 applications for asylum from Poles as of December 1, 1981. Between October 1 and February 1982, it approved 1,528 applications for refugee status from Poles, most of which came from Austria; about 500 applications were denied.

An INS spokesman said that several other countries had also recently acted on asylum requests from Poles, including Australia which granted almost 400; Canada, which granted almost 2,000; and South Africa, which granted just over 700.

**Update**

- Alan C. Nelson was confirmed by the full Senate as commissioner of the Immigration and Naturalization Service on February
On February 19, Wells C. Klein, executive director of the American Council for Nationalities Service, was elected chairman of the Committee on Migration and Refugee Affairs of the American Council of Voluntary Agencies. He succeeds Charles Sternberg, executive director of the International Rescue Committee.

The nomination of H. Eugene Douglas to serve as U.S. coordinator for refugee affairs was submitted to the Senate Foreign Relations Committee on January 26. Confirmation hearings have been set for March 1.

Projects and Programs

ONCE UPON A TIME...

Those plucky siblings, Hansel and Gretel, ingeniously find their way out of the dark forest and deal with dispatch with their wicked stepmother. They do not just live happily ever after, anthropologist Lenora Greenbaum says. Their story tells us that Western children can be resourceful and independent, and are not awed by authority figures. The tale, in short, illuminates problems faced by a society and solutions which are culturally distinctive.

Folktales, Greenbaum suggests, are the records left by the common people, those who are not heroes remembered in history books, who leave no diaries and "make no splash." Legends and tales present the average person's view of the world.

In a pilot project at the Adelphi University School of Social Work, Greenbaum is using folklore to increase student and faculty understanding of the cultures of immigrant groups and to draw attention to cultural differences. Two credit-bearing courses and in-service workshops for faculty have focused on the folktales, songs, proverbs, and language use of Vietnamese, Haitians, Cubans, Soviet Jews, and other groups. Approximately 100 students have participated in this concerted effort, Greenbaum says, "to capture the essence of cultural differences." In addition, faculty have incorporated ideas from their workshops in their own courses, and the school library now houses a collection of folk literature and music.

For social workers, dealing with clients "where they are" is a basic tenet, and folklore can give insights into acceptable and valued behavior of a group. One Vietnamese tale Greenbaum uses, for example, subtly illustrates the value placed on family harmony, achieved through the suppression of emotion, avoidance of confrontation, efforts to save face for one's self and others, and well-defined sex and familial roles.

Legends can help social workers understand what behavior is part of a cultural whole, or an aberration, Greenbaum notes, and they can point out alternative behaviors which are culturally approved. Such insights are important when social workers face the difficult ethical question of when to intrude, when to try to change behaviors, and when to decide an area "is none of our business," she states. Physical punishment of children, for example, is accepted in many cultures, but may present a "delicate problem" for U.S. social workers. Ethnic stories may identify options which are approved in both societies.

The pilot program has been funded by the National Endowment for the Humanities. Further funds are being sought to allow expanded programs, and there is discussion of developing similar efforts for the local community.

Using anthropology to advance the field of social work in the important area of dealing with cultural differences is, Greenbaum says, "social work at the frontier."

Resources

CURRICULUM MODULE FOR HUMAN SERVICE WORKERS

The Asian American Community Mental Health Training Center has developed a multi-media curriculum module for human service workers especially social workers, concerned with refugees. A slideshow, Images of Southeast Asian Refugees, provides an overview of the refugee experience, including an historical perspective, U.S. resettlement policy, and the response of the American public to refugees. The 140 slides are accompanied by a tape narration with music and interviews. The slides and tape may be rented for $50.00 per showing or purchased separately for $100.00.
A 300-page reader contains articles on patterns of emigration, socioeconomic characteristics, and social work practices with Southeast Asians. A comprehensive bibliography of existing materials on Southeast Asians, especially as related to social work, has also been compiled. The reader, entitled *Social Work with Southeast Asian Refugees*, may be purchased separately for $15.00 plus $2.00 postage.

A color video cassette available in 1/2" or 3/4", focuses on social work practice and mental health problems of the refugee in the U.S. Counseling techniques and refugees' responses to them are illustrated in a taped session between a social work therapist and a Vietnamese client. The tape, entitled *Mental Health Issues of Southeast Asian Refugees*, rents for $50.00 per showing, or can be purchased individually for $150.00.

A special package price of $250.00 for all three components of the curriculum is also available.

The AAMHTC was established in 1972 to provide training and professional development services for Asian Pacific social workers. A major goal of the group is to develop curriculum materials on Asian American and Pacific Island communities and issues, including social work practice and education, that face them.

For further information contact: ACCMHTC, 1300 West Olympic Blvd, Suite 303, Los Angeles, CA 90015. (203) 385-1474.

**STUDY OF REFUGEE SERVICES IN MARYLAND**

The Health and Welfare Council of Central Maryland recently completed a study of refugee services in the state. More than 20 organizations were surveyed to determine the need for services and how well these needs are being met. The report, entitled *Service to Refugees in Maryland*, presents the results of this assessment and suggestions for improving service delivery. Copies are available for $8.00 each, including postage and handling. For information contact: Richard A. Ariessohn, Health and Welfare Council, 1 Light St, Baltimore, MD 21202 (301) 752--

**SERIES OF BILINGUAL CASSETTES**

The Stanford Business Research Foundation has published a series of Vietnamese-to-English audio cassettes with transcripts. Four programs are currently available: 1. *300 plus Vietnamese Names*, which presents common first names; 2. *200 plus Vietnamese Verbs*, with verbs from high-frequency word lists; 3. *300 plus Vietnamese Words, Tape A*, concentrating on survival communication; 4. *300 plus Vietnamese Words, Tape B*, providing classroom vocabulary and instructions. For orders of ten or more tapes, the price is $9.95 per tape, with script; postage and handling included. For further information contact: SBRF, 74 Welch Rd, Suite 154, Palo Alto CA 94304. (415) 321-3842.

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**Statistics**

**FY 81 Applications for Refugee Status**  
As of December 31, 1981

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Source: Immigration and Naturalization Service/Department of Justice

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Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp  •  Writer: Joseph Cerquone  •  Editorial Assistant: Lynette M. Couto

A local health official described Arlington, Virginia, where an estimated 6,000 to 8,000 refugees have resettled, as a "county struggling to provide basic services (to refugees) without impairing its service-delivery capacity to non-refugees." The official, Martin P. Wasserman, director of the county's Department of Human Resources, told Congress last fall that a direct allocation of federal funds to the county was needed to ease the situation.

More recently, health officials in the Minneapolis-St. Paul area of Minnesota and in Los Angeles County spoke of the cutbacks they have had to make in fiscal year 1982 because of fewer dollars. A particular concern in the Twin Cities was the loss of interpreters, which has meant four-month delays for appointments for some refugees and, local official Kathleen Johnson said, has raised the possibility that refugees might stop using services altogether in their confusion about how the health system works. In Los Angeles, a health practitioner observed, "You can screen people and you can diagnose them but unless you can explain treatment to them, it is impossible to care for them correctly."

Comments such as these come from state and local officials when asked whether refugees pose a danger to the health of their communities. None of those contacted in recent weeks said they were encountering threats to the public health. None, for example, had any indication that tuberculosis has spread to a single resident. (In 1979, the Center for Disease Control [CDC] named TB the most serious potential public health threat.) The officials stressed, instead, that services such as those provided by interpreters were vital elements in an overall system of care, aimed at maintaining refugees' health over the long run.

Screening and Follow-up under Investigation At the national level the emphasis is somewhat different. Federal officials are questioning the efficacy of current screening and follow-up medical treatment of arriving refugees and do raise the question of potential
threats to the public health. At the request of Congress, the General Accounting Office has been investigating overseas screening and domestic treatment for the last year. It is due to submit a report to the House Subcommittee on Immigration, Refugees, and International Law at the end of this month, about the time reauthorization hearings on the Refugee Act of 1980 are expected.

One specific issue under discussion is that refugees with active or progressive but noncontagious TB are currently allowed into the U.S. This is due to a waiver granted at the request of the secretary of state in March 1980, made to expedite the processing of refugees. It was granted after the surgeon general concluded that allowing refugees with certain health conditions to depart for the U.S. would not endanger Americans.

According to GAO, about 5,600 medical waivers were granted by the attorney general through June 1981, most to refugees with TB. Last August, the agency noted in its preliminary findings that no study was done to support the surgeon general's contention that no health danger would be posed. It also found overseas screening of refugees to be cursory, screenings of refugees at U.S. ports-of-entry nonexistent, and refugees to have a high incidence of contagious disease.

Local Concerns: Money and Management Indeed, local officials agree that incidence of disease is higher among refugees than among resident populations--for example, provisional data for Los Angeles indicate that in 1981 the rate of TB among refugees was about 12 times higher than among residents. But for officials like Minnesota's Sandra DuVander, "the issue is management, not medicine." DuVander cited areas such as follow-up, compliance with instructions, and overcoming cultural barriers as points in the current system that are going to be increasingly difficult as localities struggle to manage with less funds.

A grant program funded by the Office of Refugee Resettlement and administered by CDC provides resources for refugees' health care in heavily impacted communities. This fiscal year, about $4.8 million has been made available for the program. California received one-third of the funds; the 43 other grantees received an average of $70,000, though most received an average of $36,000. G. Russell Havlak, who directs the program for CDC, said the grants essentially allow for coordination of service provision and cover such costs as the hiring of refugee health services directors, laboratory services, or translation of medical forms.

But Havlak added that the grants are too limited to ease the economic pinch at the local level. Federal budget cuts in refugee social services money, the expected tighter restrictions on refugees' eligibility for federally reimbursed medical assistance, cuts in health services generally, and a depressed national economy mean that the financial burden falls heavily on localities. "For all intents and purposes, localities have eaten the cost of providing health care to refugees," Havlak observed.

Impact on Some Communities Significant Some relief for communities may have been overlooked, according to a recently completed report by the New TransCentury Foundation, Lewin and Associates, and the National Opinion Research Center. The report, which examines the provision of services by voluntary agencies under cooperative agreements with the State Department, notes that few states have made use of a 1975 policy which would allow them to be reimbursed for purchases of services for refugees from agencies such as county hospitals. The purchases are allowable provided that, first, the services are available to U.S. citizens and, second, that obtaining them lessens the drain on locally funded services caused by refugee populations.

That impact of refugees on the health care provided to citizens can be significant. Nearly one-third of Arlington's health budget, for example, went to refugee care in 1981. When he testified in September, county official Wasserman said that the county has stopped admitting new chronic-disease clients to home supervision programs, whereas previously all eligible clients were admitted at supervised according to need; furthermore, Wasserman noted, nursing services to 15 day-care centers had been delayed.

Discussion Expected at Reauthorization Hearings The two poles of the debate over refugee health issues--public health threat and adequate funding--are likely to surface
during reauthorization hearings. Indications are that Romano L. Mazzoli, chairman of the subcommittee due to receive the GAO report, is opposed to the admission of refugees with active but noncontagious TB. A spokesman for Mazzoli recently expressed particular concern that the admission of such refugees might affect the health of school children. The issue he said, is "a potential time bomb." Others say health questions are being used as a ploy to keep refugees out of the U.S.

At the very least, the debate may be history repeating itself. A paper appended to the 1981 report of the Select Commission on Immigration and Refugee Policy discusses the concerns Americans of an earlier period had about the health of immigrants. In *The Perceptions and Reality of Immigrant Health Conditions 1840-1920*, author Jenna Weissman Joselit writes, "The concern over the physical quality of the new immigrants was unwarranted. As one contemporary succinctly put it: 'The immigrant per se is not a menace.'" A legitimate fear, according to Joselit, was the high cost of providing health care to the immigrants.

**Recent Developments**

**ORDERLY DEPARTURE PROGRAM GAINS MOMENTUM**

Characterized in the past by fits and starts, delicate diplomatic negotiations, and management woes, the orderly departure of Vietnamese out of their country to the U.S. is currently viewed with cautious optimism. The program, "a humanitarian alternative to jumping into the sea," as one United States Catholic Conference official described it, brought almost 1,000 Vietnamese and Cambodians in Vietnam to the U.S. between October and December 1981. And signals, although vague and uncertain, are that a more favorable view of the program has been taken by Vietnamese authorities since early this year, permitting one State Department officer to express "a reserved hope that maybe things will stay good."

"Staying good" might mean that up to 1,000 Vietnamese per month would be permitted to emigrate legally from Vietnam to the U.S. That volume has not yet been achieved, although the Orderly Departure Program (ODP) was agreed to in principle in November 1980. Long-awaited departures commenced in December 1980, only to be discontinued in February 1981 and resumed last fall; in 1981, there were 1,807 ODP arrivals in the U.S. although departures to other nations in the same year totaled over 8,000.

**Application Procedure Long and Complex** The delays and disruptions that marked the program prevailed, in part, because the already complex application and approval process is aggravated by the lack of diplomatic relations between the U.S. and Vietnam--no American officials are even permitted overnight the country. The process overseas involves at least three governemts--the U.S., Vietnam, and Thailand, where the ODP office is located and where the emigrants are permitted, briefly, to stay on their way to the U.S.; a joint voluntary agency contracted to run the ODP; the United Nations High Commissioner for Refugees which acts as a liaison between the governments; and the Intergovernmental Committee for Migration, which is responsible for transporting the emigrants out of Vietnam to the U.S. Domestically, thousands of refugees with the voluntary agencies which assist them, fill out forms for relatives in Vietnam, gather documents, and wait.

The applications process can commence either by the individual in Vietnam or the anchor relative in the U.S. However, as one voluntary agency wrote recently, "It is essential to remember that the Vietnamese government determines who leaves Vietnam... It makes no difference if the applicant has qualified for admission to the U.S. under the ODP... Neither the ODP staff, the U.S. Embassy, or any congressional representative can force or influence the Vietnamese authorities to allow someone to leave."

**An Overflow of Files and Correspondence** The ODP office may have as many as 77,000 case files, according to the State Department source, representing more than 200,000 applicants. However, a report prepared by the American Council for Nationalities Service for its member agencies, based on a December site visit, states that no review for eligibility was being carried out on approximately 20,000 of them because of lack of personnel. In addition, the report states, about 15,000 letters remained unopened. "ODP claims," the report says, "th duplicate information and unnecessary
correspondence are their biggest problem." ACNS encouraged writing to the ODP office only when the applicant has received an exit permit.

The State Department source suggested that the backlog is being attended to, as almost 30 temporary staff were brought on in early January and now appear "just about on top of things."

Procedural Changes Help, Too Other recent changes that appear to be facilitating the program are an apparent streamlining of procedures in Vietnam to obtain exit visas and the fact that the Vietnamese are using the computerized list prepared by the ODP office in Bangkok of people the U.S. has found eligible and who they know have exit permits. Previously, two lists would be exchanged, a U.S. list of people known to want to leave Vietnam and a Vietnamese list of people who had permission to depart, whether or not they were eligible for any receiving country. The State Department source suggested that the backlog is being attended to, as almost 30 temporary staff were brought on in early January and now appear "just about on top of things."

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FIRST COMPREHENSIVE STUDY TREATS VOLAGS' POLICIES AND PROCEDURES

A commissioned study of voluntary agencies' operation of the refugee reception and placement program was submitted to the State Department last month. Although volags have received department funds to assist entering refugees since the 1960s, this is the first comprehensive study of their efforts and of the program, which in FY 82 is estimated to use $68.9 million in federal monies. The study team, comprised of staff from the New TransCentury Foundation, Lewin and Associates, and the National Opinion Research Center, analyzed 13 volags at the national level and a sample of 20 local volag operations. Its report cites considerable, "in fact excessive," variation in performance both within and among the volags, and suggests that "the whole (reception and placement) process could benefit from more precise standards and more monitoring by the government." Among its other findings are that:

- Some volags are heavily dependent on federal monies--from the State Department and/or the Office of Refugee Resettlement social services money. The YMCA and the American Fund for Czechoslovak Refugees offer the least evidence of private support, the report states. Only one agency, the Polish American Immigration and Refugee Committee, has raised a majority of its funds in the private sector.

  - Volags have been able to build substantial reserves--at an estimated total of $15 million--largely held at the national level. The authors suggest that the availability of these reserves has been useful to the government in the past, allowing volags to cope with crisis situations, but that some direction should be provided about how reserves and earned interest should be used.

  - The major cause of refugees' unhappiness with volags is the disparity in the distribution of cash to the refugees. Amounts provided vary both among and within volags, and may be given on "as-needed, a flat-payment, or no-payment basis.

  - Volags may have some influence over the level of refugees' use of public assistance, but their effect is "minimal" when compared to such variables as the economic situation, the levels of benefit, and benefit eligibility rules in locales where refugees settle.

Copies of the report, entitled Kaleidoscope, The Resettlement of Refugees in the U.S. by the Voluntary Agencies, may be obtained from New TransCentury Publications Division, 1789 Columbia Road N.W., Washington DC 20009. (202) 328-4441. Cost is $8.00.

ACVA'S VAN SCOTER DIES

Theron Van Scoter, executive secretary of the Committee on Migration and Refugee Affairs of the American Council of Voluntary Agencies since 1974, died in New York on February 24. A native of Kansas, he joined ACVA in 1956 and became deputy executive director in 1972. "He was the heart and brains of the committee," commented Charles Sternberg, a former chairman. "He provided its continuity."
EPISCOPAL CHURCH GROUP JOINS VOLAGS

Another voluntary agency has begun in resettling refugees independently, bringing the number of resettlement agencies to 16. It is the Domestic and Foreign Missionary Society of the Protestant Episcopal Church, headquartered in New York City.

Previously working through Church World Service, it resettled about 2,000 refugees from a wide variety of countries in FY 81. Still active with CWS, the agency became an independent member of the American Council for Voluntary Agencies last year and signed a cooperative agreement with the State Department to provide reception and placement services in the fall.

The agency expects its new status to allow it "to respond more directly to our own constituency," a spokesman said. Sally Dresser serves as coordinator of the agency's refugee program.

Informal Principles Guide Volag Accreditation

According to a spokeswoman for the Office of the Coordinator for Refugee Affairs, voluntary agencies are accredited by the State Department to provide services to refugees on the basis of several "informal principles." Among these are that the agency should have access to a well-established national network; it should be able to raise private funds; and it should be willing to resettle refugees from any country of origin, if asked.

In addition to the private sectarian and non-sectarian agencies working with refugees, two states--Iowa and Idaho--also provide services under agreements with the State Department.

MIGRANT HAITIANS DISCUSSED

Legal Haitian entrants in the migrant stream on the eastern seaboard of the U.S. were the subject of discussion at a two-day conference sponsored by the Office of Refugee Resettlement in February. The conference also dealt with the services they need, and ways to provide those services. ORR has made $800,000 available in grant awards to states in FY 82 to help serve these Haitians. According to Diane Lello of the ORR Region III Office in Philadelphia, participants at the conference exchanged ideas about what technical assistance was necessary and how to formulate "networking" among service providers. For further information contact the ORR regional offices in New York City, Philadelphia, or Atlanta.

Update

- H. Eugene Douglas was confirmed as U.S. coordinator for refugee affairs on March 4. He holds the title of ambassador-at-large, and succeeds Dick Clark and Victor Palmieri.

- The Office of Refugee Resettlement has called for a March 12 meeting of state coordinators delegated by each region to present alternative policies on cash and medical assistance for refugees. Appropriate alternatives, which must take into account current federal budget limitations, would be forwarded for consideration by the secretary of the Department of Health and Human Services, according to ORR spokesman Oliver Cromwell. At press time, publication of final or interim final cash and medical assistance regulations was considered imminent.

- A hearing on reauthorization of the Refugee Act of 1980 is scheduled for the Senate Subcommittee on Immigration and Refugee Policy on March 29. It was expected that Alan K. Simpson, chairman of the subcommittee, would introduce a immigration legislation the week of March 1. No reauthorization hearing was scheduled in the House; however, Romano L. Mazzoli was also expected to introduce an immigration bill the same day as Simpson.

- Recent statistics from the United Nations High Commissioner for Refugees indicate that there has been "no real diminution" of piracy attacks on boat people in Southeast Asian waters, and that the attacks "continue at a substantial level," according to a UNHCR spokesman. In December-January, there were more than 230 murders or deaths, 74 cases of rape, and 57 robberies among the 113 boats which arrived in Thailand and Malaysia. Of the $3.5 million needed for an international effort to reactivate and expand an anti-piracy program for six months, $2.88
million had been pledged as of mid-
February.

- The Intergovernmental Committee for Migra-
tion reports that the emigration of Soviet
Jews reached a new low in January. There
were only 290 arrivals in Vienna, of whom
76 proceeded directly to Israel. In 1981,
only 9,460 Jews from the USSR arrived in
Europe, compared to 21,470 in 1980 and
51,330 in 1979, ICM states.

Reader Exchange

- The Indochina Refugee Action Center is
compiling a list of 1) state advisory
councils or forums; 2) county refugee ad-
visory boards, local forums, or task
forces; and/or 3) other active state and
local coordinating bodies for refugee
resettlement. IRAC requests that repre-
sentatives of such groups send the name,
address, phone number, and contact person
of the group to IRAC, 1424 16th St NW,
Suite 404, Washington, DC 20036; or call
Boihang Pham at (202) 667-7810.

- A reader in Brooklyn requested the names
of members of congressional appropta-
tions committees.

In the Senate, the appropriations com-
mittee chairman is Mark O. Hatfield. The
members of the subcommittee that considers
budget requests for refugee programs—the
Labor, Health and Human Services, Educa-
tion, and Related Agencies Subcommittee—
are listed below; the subcommittee is lo-
cated at 1108 Dirksen Senate Office Bldg,
Washington, DC 20510. (202) 224-7290.

Majority Members (R) (D)Minority Members
Harrison (Jack) Schmitt
Chairman
Mark O. Hatfield
Lowell P. Weicker, Jr.
Ted Stevens
Mark Andrews
James Abdnor
Warren B. Rudman
Arlen Specter
William Proxmire
Ranking
Robert C. Byrd
Ernest F. Hollings
Thomas F. Eagleton
Lawton Chiles
Quentin N. Burdick
Daniel K. Inouye

These members' counterparts in the House of
Representatives, where Jamie L. Whitten
chairs the full committee, are listed
below; the House Appropriations Subcommit-
tee on Labor, Health and Human Services,
Education and Related Agencies is located
at 2358 Rayburn House Office Bldg,
Washington, DC 20515. (202) 225-3508.

Majority Members (D) (R)Minority Members
William H. Natcher
Chairman
Neal Smith
David R. Obey
Edward R. Roybal
Louis Stokes
Joseph D. Early
Bernard J. Dwyer
Silvio O. Conte
Ranking
George M. O'Brien
Carl D. Pursell
Robert L. (Bob)
Livingston
John Edward Porte

The FY 83 budget request for the refugee
program was expected to come to the
attention of the Senate subcommittee in a
hearing scheduled for March 10, and the
House subcommittee on March 9.

- A reader from the World Bank in
Washington, D.C., suggested that Refugee
Reports provide totals for the chart of applicants for refugee status which ap-
ppeared in issue 6. These, and the figure
in issue 6, are for the first quarter of
FY 82, as of December 31, 1981.

<table>
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<th>Total applicants</th>
<th>Approved</th>
<th>Denied</th>
<th>Otherwise closed</th>
<th>Pending as of December 31, 1981</th>
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<td>38,027</td>
<td>15,930</td>
<td>4,930</td>
<td>1,922</td>
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Meetings and Conferences

May 1-6 Teachers of English to Speakers of
Other Languages. 1982 TESOL Convention,
Honolulu, Hawaii.

Papers, workshops, demonstrations, and
discussions will be provided on refugee
concerns, as well as teaching ESL in
elementary and secondary schools. Regis-
tration fee: $45-70; daily fee: $15.

For further information contact: TESOL
Central Office, 202 DC Transit Bldg
Georgetown University, Washington, DC
20057. (202) 625-4569.

The working conference is intended to bring together state and local refugee education program coordinators to discuss secondary migration and refugee tracking; refugee student demography; capacity building; private school concerns; and other topics. A display of materials developed will be presented. Registration fee: not yet determined.

For information contact: Bernice Bass de Martinez, OBEMLA/RAS, 400 Maryland Ave, SW, Reporter’s Building, Room 421, Washington, DC 20202. (202) 472-3520.

Resources

STRATEGIES FOR HUMAN SERVICES MANAGEMENT

A monograph prepared by Project Share, entitled Managing Human Services with Less: New Strategies for Local Leaders, was published in September 1981 and was recently reprinted. The 58-page publication draws on the experiences of three demonstration projects designed to manage existing resources rather than expand them. Improvement of service delivery over the ten-year duration of the projects was achieved, author W. Robert Curtis states, through new management techniques, reorganization of existing resources, and cooperation between state and local government.

The monograph, number 26 in Project Share series on the management of human services, available free of charge, single copies only. Contact: Project Share, P.O. Box 2309, Rockville, MD 20852. (301) 251-5170.

NEW JOURNAL ON SOUTHEAST ASIAN STUDIES

A new journal, Crossroads: An Interdisciplinary Journal of Southeast Asian Studies, will begin publication in 1982 under the auspices of the Center for Southeast Asian Studies at Northern Indiana University. Special issues on particular regions and topics as well as issues with representation of various interests are planned.

The Center is currently seeking scholars who would be interested in serving on the board of editors. Interested persons or persons wishing to suggest names of others should write or telephone the Center at N.I.U.

Manuscripts on all countries and topics relevant to Southeast Asia are needed. They can be sent to: Ronald Provencher, Center for Southeast Asian Studies, 1015 Zulauf Hall, Northern Illinois University, DeKalb, IL 60115. (815) 753-1771.

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# Statistics

## Indochinese Refugee Flows/As of January 1982

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<td>Hong Kong</td>
<td>12,960</td>
<td>410</td>
<td>1,425</td>
<td>340</td>
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<td>Macau</td>
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<td>3</td>
<td>139</td>
<td>6</td>
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<td>0</td>
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<td>Indonesia</td>
<td>6,105</td>
<td>106</td>
<td>0</td>
<td>173</td>
<td>0</td>
<td>0</td>
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<td>Malaysia</td>
<td>9,845</td>
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<td>418</td>
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<td>Philippines</td>
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<td>65</td>
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<td>333</td>
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<td>Singapore</td>
<td>814</td>
<td>91</td>
<td>13</td>
<td>166</td>
<td>0</td>
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<tr>
<td>Thailand</td>
<td>4,897</td>
<td>972</td>
<td>117</td>
<td>238</td>
<td>0</td>
<td>356</td>
<td>5,156</td>
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<tr>
<td>Other</td>
<td>2,274</td>
<td>11</td>
<td>2</td>
<td>5</td>
<td>0</td>
<td>0</td>
<td>2,276</td>
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<td><strong>TOTAL BOAT</strong></td>
<td>44,844</td>
<td>4,138</td>
<td>1,773</td>
<td>1,411</td>
<td>3</td>
<td>1,612</td>
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<td>Thailand - Khmer</td>
<td>98,172</td>
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<td>605</td>
<td>527</td>
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<td>913</td>
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<td>Thailand - Hmong</td>
<td>56,462</td>
<td>50</td>
<td>271</td>
<td>9</td>
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<td>Thailand - Lao</td>
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<td>315</td>
<td>119</td>
<td>165</td>
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<td>Thailand - Vietnamese</td>
<td>751</td>
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<td>13</td>
<td>24</td>
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<td>188,850</td>
<td>875</td>
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<td>151</td>
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<td><strong>TOTAL DIRECT (ODP)</strong></td>
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<td>903</td>
<td>71(A)</td>
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<td><strong>SUBTOTAL</strong></td>
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<td>3,471</td>
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<td>0</td>
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<td>Galang-RFC</td>
<td>8,785</td>
<td>--</td>
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<td>0</td>
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<td><strong>TOTAL RPCs</strong></td>
<td>25,515</td>
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<td>3,863</td>
<td>54</td>
<td>2</td>
<td>0</td>
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<td><strong>GRAND TOTAL</strong></td>
<td>259,209</td>
<td>5,916</td>
<td>7,334</td>
<td>3,169</td>
<td>159</td>
<td>0</td>
<td>254,463</td>
<td></td>
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</table>

* Includes births
(A) 500 refugees actually departed via ODP in January of which 429 were included in the December 1981 report
(B) In transit in Bangkok

Source: Department of State/Office of Refugee Resettlement
THE ART OF THE REFUGEES

A fact too often overlooked, according to a community worker in Miami, is that the Cuban flotilla of 1980 brought art and artists to the U.S. Ciro Del Castillo, who has worked with Cubans at the Krome facility and Fort Chaffee, has opened a center in Florida for Cuban and Haitian artists which he hopes will enhance the public image of refugees and entrants.

To be sure, art remains a means of individual expression for some refugees, and some of it has been exhibited in conventional fashion. Refugee visual and performing artists have participated, for example, in the American Folklife Festival of the Smithsonian Institution. The annual event, which last year drew 500,000 visitors, is one where refugees have "shown that they have a lot to give, that they have worth, and that what they have is worth holding on to," according to a Smithsonian official.

Yet, for Del Castillo and others, art can play a role in fostering positive responses to refugees and resettlement. In a painting or a weaving, they maintain, there can be the reflection of good community relations and of refugee self-sufficiency.

A Pair of Hands and Talent  Del Castillo, an artist himself, came to the U.S. from Cuba in 1972. He said that he knows of more than 20 painters who arrived from Cuba during the 1980 boatlift, along with "a lot of good writers, actors, singers, and sculptors."

"These people came to the U.S. with only a pair of hands and talent," Del Castillo said as he spoke of the dozen or so artists who will eventually work as resident artists in the Little Havana Arts and Crafts Center. "But they have something to give. Art is the best way to communicate, it is the best language. When people come and visit the center, they are going to see human beings producing. Then they will begin to see the refugees from another point of view."

A view of recently arrived Cubans as troublemakers who drain community resources is one Del Castillo is trying to combat. He thinks the new art center
should contribute to Miami, and recently it
donated six paintings to an auction to help
raise funds for a local public television
station. Soon art classes will be offered
to the public at Little Havana on Saturdays.
Private donations and art sales have pro-
vided seed money for the center, and Del
Castillo thinks the undertaking will be
self-sufficient in a year.
"I'm not interested in government money," he observed. "You have to spend too much
time on the people funding you. There's
more freedom in the private sector."

Providing Community and Expression Plans
for another artistic center, this one for
Haitian visual and performing artists in
Brooklyn, New York, are also underway.
Father Jean Yves Urfie, a Haitian priest
who has worked with the Haitian community
in New York City since 1964, said the facili-
ty will make things easier for Haitian
artists by giving them a sense of community
and a place to work. Urfie said the artists
he knew worked part-time, in an isolated
fashion and, at times, have been victimized
by art gallery directors who failed to pay
fair prices.

The center and the art they foster are
not completely free of politics. For ex-
ample, in the opinion of 32-year-old Hai-
tian painter William Declien, who has been
in the U.S. for ten years, Haitian artists
might stay away from the center in Brooklyn
because they fear detection by the Immigra-
tion and Naturalization Service and do not
want to be deported.

Declien expresses his views in his art.
"As an artist I can't close my eyes," he
said, commenting on the work of fellow
artists who paint Haiti as "a heaven on
earth." "I paint the inhuman conditions
people are living in in Haiti, and how
the workers are treated like machines.
When I exhibit, I want people to see that,
to take advantage of the message. I can't
sell a piece because it matches a sofa."

A Way of Life for Young and Old
Talent among refugees is not limited to any age
or ethnic group. The abilities of one Viet-
namese youth, for example, were discovered by
child care officials in New York City short-
ly after the boy arrived in the U.S. in
1979. He has developed as an artist--last
December, he presented an oil painting of
Vietnam to the New York City commissioner
of human services--and is currently awaiting
admission to art school. According to offi-
cials, the boy had never painted in his home
country.

While some artists work alone, a group
effort by 20 elderly Hmong produced a woven
wall-hanging recently purchased by a Montan
bank. Ellen Errede of Textile Arts Allian
called Minneapolis said that the wall-hanging
represents several positive steps: the em-
ployment of persons who are not literate in
their own language, let alone English;
activity by elderly Hmong, who are thought
to have the hardest time adjusting to
American life; and outreach by refugees to
the community and the community to refugees.
Errede, who works as an agent for Indo-
Chinese artists and craftsmen, said she
tries to have refugees' work placed in con-
spicuous and prestigious settings--like the
Hyatt Hotel in Minneapolis which has com-
missioned work--to enhance the public's
image of the Hmong, as well as to insure
that the refugees receive fair prices for
their work.

Selling and Preserving Refugee Art
The notion that refugee art work is saleable is
not new. International gift shops run by
the Church of the Brethren, a small prote-
stant denomination, are an outgrowth of a
vocational training service that the church
provided to refugees during World War II.

A buyer for a major department store
chain said she often attends craft fairs
and art schools, and consults with reputa-
bale artists and craftsmen for leads on new
items to buy. The market for crafts
generally is limited, however, she said; and
the demand in stores for which she buys is
primarily for hand-made items in contempo-
rary styles.

Concern for cultural preservation often
arises in discussions about the saleability
of refugee art and crafts. One buyer
cautioned against refugee artists tailorin
their work to meet American tastes, saying
that it is the uniqueness in the art of any
culture that ultimately attracts shoppers.

Errede in Minneapolis said, however,
that refugee skills as artists and crafts-
men can be adapted as well as preserved.
She is currently seeking funds for slide
shows to document the refugees skills and
how those skills can be applied to the
needs of American producers, such as clothing manufacturers. "The Indochinese are probably the greatest work force the Twin Cities now have if their skills are utilized correctly," Errede observed.

Recent Developments

IMMIGRATION LEGISLATION PROPOSED BY CONGRESSMEN

Legislation designed in part to reform current asylum procedures, and thus "to avoid future Kromes" in the words of Sen. Alan K. Simpson (R-Wyo.), was introduced into both houses of Congress on March 17.

The legislation, the Immigration Reform and Control Act of 1982, was introduced by Simpson, chairman of the Senate Subcommittee on Immigration and Refugee Policy, and Romano L. Mazzoli (D-Ky.), who chairs the Subcommittee on Immigration, Refugees, and International Law.

The measure, referred to as a "core bill," is the predecessor of a more comprehensive immigration bill expected to be introduced later. It would, among other things, provide for summary exclusion of undocumented aliens--such as many of the Haitians and Salvadorans who have come to the U.S. in recent years--except where asylum claims are made. Claimants for asylum would have a hearing before a specially trained adjudication officer and a six-member U.S. immigration board to be appointed by the president. There would be no judicial review in exclusion cases except for writ of habeus corpus under the constitution and no judicial review of asylum claims.

Simpson said in a press conference that the detention of more than 2,000 Haitians in other sites has come about because current asylum procedures are unworkable administratively. He noted that 105,000 asylum claims are pending before the government. Mazzoli referred to the situation as "the gridlock of the legal system."

The legislation says little about refugees; they would not be included in the cap of 425,000 on annual legal immigration to the U.S. The approximately 125,000 Cubans and Haitians who are classified as "entrant status pending" by the INS would be allowed to become permanent resident aliens for two years from the date of the legislation's enactment, provided the entrants show proficiency in English.

No mention is made in the Simpson/Mazzoli measure of interdiction or the granting of special authority to the president in the event of an immigration emergency like the Cuban boatlift, two features which were part of the immigration package sent by the Reagan administration to Congress last fall.

Simpson said the purpose of his legislation is "to send the signal that the U.S. is determined to control legal and illegal immigration." He indicated that he was expecting revised proposals from the administration on matters related to mass asylum situations shortly and that he would wait to see the administration's forthcoming proposals on special presidential emergency authority before he decided on those matters.

Nina Solarz, executive director of the Citizens' Committee for Immigration Reform, generally praised the bill and said she would work to see it passed. However, another source expressed concern that judicial review was not included in the new proposal, noting that "judicial review is an important safeguard" that in recent years has reversed some findings by the INS. Stephen Horbilit of the Congressional Black Caucus said the Caucus' biggest problem with the proposed law is its summary exclusion provision.

Sen. Walter D. Huddleston (D-Ky.) is a co-sponsor of the Simpson/Mazzoli bill. He "considers it a very good start" for reforming immigration legislation, according to Huddleston aide Roger Le Master. Le Master said the proposed act would preclude further action on S. 776, a Huddleston bill that would have placed refugee admissions under an annual immigration cap. But Le Master said that Huddleston would continue to seek reform in several areas. For example, he noted that S. 2003, a Huddleston measure that would require the inclusion of state and local officials in decision-making on refugee policy, would be advocated by the Kentucky senator, either as an amendment to the Immigration Reform and Control Act of 1982 or as a separate bill.

What will happen to the bill remains to be seen. One stumbling block could be the House, where members up for re-election this fall may not want to take up the politically sensitive issue of immigration this year. At press time, a joint hearing on the bill before the House and Senate sub-
committees on immigration had been tentatively scheduled for March 31.
In other legislative matters, the Black Caucus is expected to introduce legislation shortly that would, according to Horblitt, remove the "geo-political considerations" of the State Department from determinations of refugee admissions and asylum claims.

REGULATIONS TO BE IMPLEMENTED APRIL 1

Despite congressional questioning and a last-minute alternate proposal by state coordinators, the Office of Refugee Resettlement published new cash and medical assistance regulations on March 12, calling for implementation by April 1. The regulations affect the eligibility of some refugees who have been in the U.S. for 18 months or more for federally reimbursed assistance. The regulations have been under discussion for more than a year, and their implementation was twice delayed.

ORR has said it expects to hold broad consultations about how to deal with the second 18 months (of the original 36 months of refugees' eligibility), but implementation of the "interim final" regulations could not be delayed further "in view of the limitations in the FY 82 budget for refugee and entrant programs," according to the Federal Register notice.

In a March 10 hearing of a Senate subcommittee on appropriations, Sen. Lawton Chiles (D-Fla.) charged that the new regulations meant the federal government was "reneging" on an agreement with states to cover states' expenditures for refugees, and that the regulations would mean inequity among states in terms of federal assistance. The states of Washington, Oregon, and Florida are among those expecting the sharpest financial impact from the new regulations.

ORR Director Phillip Hawkes replied that the eligibility limitations were necessary to equalize treatment between refugees and native disadvantaged and to discourage among refugees the expectation of three years of dependence on public assistance. Hawkes said that, nationwide, 69 percent of eligible refugees receive some amount of public assistance in FY 82, and that refugees are coming from camps overseas with the impression that public assistance is an entitlement rather than temporary optional support.

State coordinators, who had been invited to Washington by ORR, met on March 11 and "came to a real consensus on an alternative policy which was equitable, flexible, and viable," according to one participant. They presented their proposal to ORR on March 12, charging that the fact that ORR published its regulations that day reflected a "lack of sincerity" about holding consultations on policy options.

The proposal, though not acted on by ORR, could be the starting point for discussion for future implementation, a coordinator suggested. It was "striking and gratifying," he said, to find that "with the opportunity, states could get together with reason and sensitivity to other states' needs to come up with new ideas."

COURT ACTION FOR SALVADORANS UNDERTAKEN

A hearing was scheduled for March 22 in Los Angeles on a suit that would halt the deportation of Salvadorans from the U.S. The suit was filed on March 5 in Federal District Court. The plaintiffs in the matter are Salvadorans who have allegedly experienced violations of their rights by the Immigration and Naturalization Service, and a number of social and political organizations.

According to Tim Barker of the National Immigration Law Center, lawyers will seek an order enjoining all deportations at the hearing pending a review of the case's merits. That review, according to Barker, should come in mid-April.

A petition was also filed with the United Nations High Commissioner for Refugees that asks the commissioner to investigate the plaintiffs' complaints.

In another lawsuit, church and refugee organizations are seeking access to information on U.S. policy toward Salvadoran asylum seekers. A number of press reports circulated recently that indicated that U.S. policy toward Salvadorans may be changing, but calls to several sources provided no information confirming the reports.

U.S. AIDS AFGHANS IN PAKISTAN

While the U.S. observed March 21 as "Afghanistan Day," preparations were being made for the next shipment of food to Pakistan for
Afghans in refugee camps there. In FY 82, the U.S. expects to provide more than $50 million worth of foodstuffs for the Afghans. In addition, it has pledged $24 million to the United Nations High Commissioner for Refugees in Pakistan, and provided $8 million worth of vehicles to that nation to transport goods for the refugees.

It is estimated that 2.6 million Afghans are currently in Pakistan. Most, according to a spokeswoman for the State Department, are in camps awaiting eventual repatriation. The situation there is "basically good" she said. There is need for health care, but the refugees appear to be well fed and generally healthy. "Pakistan has done a remarkable job in carrying the burden of first asylum," she commented.

As of March 5, the U.S. had resettled 1,125 Afghan refugees out of the 4,000 projected to come to this country during this fiscal year. The Afghans come under the overall ceiling of 5,000 refugees from the Near East.

Update

- The Office of Refugee Resettlement has increased to $35 million the amount it expects to have available in FY 82 for targeted assistance to areas with high concentrations of entrants. Applications for grants of targeted assistance funds are due at ORR on April 26.

- ORR has begun preparation of a request for proposals to resettle Cuban and Haitian entrants out of south Florida. According to ORR spokesman Oliver Cromwell, $1 million unspent by other special projects will be available for this effort.

CORRECTION

The Episcopal Church refugee program operates through the Presiding Bishop's Fund for World Relief (PBFWR), a private voluntary, chartered organization within the Church which holds membership in the American Council for Voluntary Agencies. Marion M. Dawson, PBFWR assistant director for migration affairs, coordinates the refugee program, while overall responsibility rests with the Fund's executive director, the Rev. Samir J. Habiby. Sarah Dresser is social services officer. The address is: The PBFWR/Episcopal Church, Episcopal Church Center, 815 Second Ave, New York, NY 10017. (212) 867-8400 (church center); (212) 687-9454 (direct PBFWR lines).

In Profile

H. EUGENE DOUGLAS, U.S. COORDINATOR FOR REFUGEE AFFAIRS

The new U.S. coordinator for refugee affairs, H. Eugene Douglas, has an "intense, abiding domestic orientation."

Douglas described himself this way in an interview with Refugee Reports. "The key to my job," Douglas said, "will be striking the proper balance between the foreign and domestic roles the coordinator must play." He maintained this balance has been missing with the result that the capacity of the country to absorb refugees has not kept up with admission levels.

The coordinator is charged by the Refugee Act of 1980 with overseeing the refugee activities of federal agencies, including Departments of Health and Human Services, State, and the Immigration and Naturalization Service. Douglas commented at a recent congressional hearing that while he could "recommend, argue, and convince" other agency program directors, he could not direct them. The Refugee Act "calls for a coordinator, not a czar," he said.

Douglas, who currently reports to presidential advisor Edwin Meese, suggested that the office should be moved into the White House, "away from the appearance that it is integrally fused with the State Department. The placement of the office is "under active review," he said recently.

The coordinator is currently reviewing the relationship between states and voluntary agencies. "Lack of a longer-term perspective has allowed volunteers to usurp the role elected officials of the country have in determining movements of refugees," Douglas said.

Douglas also anticipates that refugees themselves will take more active roles in resettlement. "We tend to forget that Southeast Asians come from highly developed societies. Too often, we've treated them as children. (Refugee) communities are of the
size to be able to do some of the things now done by the public sector."

The new coordinator projects a decade or more of refugee problems in Southeast Asia, to be solved through international cooperation. In Pakistan, he said, steps should be taken to prevent the almost three million Afghans who have fled there from staying indefinitely, but he declined to say what steps he would recommend. "It would be foolish to step in (as a new coordinator) and make facile responses," he said. "There have been too many of those."

Douglas did not say what changes he foresees for the Refugee Act, but indicated that minor changes might be called for. "I'm not a person who believes legislation is written on gold tablets dropped from heaven," Douglas observed.

Reader Exchange

EARNED INCOME TAX CREDITS

As April 15 approaches, a reader has suggested a reminder about the availability of earned income tax credits for people with limited incomes. To qualify for this tax refund, an applicant must have an income of less than $10,000 per year; maintain residence in the U.S.; and have at least one dependent child. The maximum tax refund is $500, available to those earning less than $6,000; thereafter, up to a maximum income level of $10,000, there is a sliding scale for the refundable amount.

For further information consult the instruction leaflet for 1040 tax forms or check with your local IRS office.

Resources

PRELITERACY ESL WORKBOOK

A workbook for preliterate Indochinese refugees, emphasizing survival vocabulary of immediate usefulness to students, has been developed by the Education Department of the International Institute of Minnesota.

The vocabulary is presented through pencil drawings grouped around the themes of personal information; classroom objects, daily activities; home and family, food and shopping; and health. Although not designed as a literacy text, reading and writing exercises have been included as supplementary exercises. The accompanying instructor's guide provides objectives and lists of basic and expanded competencies for each lesson. It also provides teaching suggestions and ideas for classroom activities.

Prepared by teachers experienced in English as a Second Language, the material can be used by teachers or volunteer tutors with groups or in individual situations.

The workbook can be purchased for $3.00 and the instructor's guide for $8.00 plus handling. For further information contact: Ken Truitner, International Institute of Minnesota, 1694 Como Ave, St. Paul, MN 55108. (612) 647-0191.

GLENN OCCUPATIONAL SCALES FOR INDOCHINESE

The Glenn Occupational Scales for Indochinese is a 63-item self-administered vocational interest and aptitude inventory designed specifically for Indochinese, age 16 and up. It can be used with clients at any stage of job exploration, ever prior to job training.

The GOSI is available in Vietnamese, Lao, and Cambodian, and can be administered orally to illiterate clients. The test, developed over a year and field tested across the country, is intended to aid the job-preparation and -search process by reducing counseling time and increasing the accuracy of job placement.

Individual language versions of the test, plus 25 scoring sheets, are available for $12.50; the administration manual (in English) is $10.50 (postage not included). A specimen set, with photocopies of selected pages from the English version, is available for $1.50.

For further information contact: Christopher Glenn, 2449 S.E. Ash St, Portland, OR 97214. (503) 236-6845.

ORIENTATION GUIDES FOR ADOLESCENTS

New from the Language and Orientation Resource Center are Spanish and Haitian Creole versions of the orientation handbook: Your New Life in the United States. Both
cover such topics as housing, transportation, medical care, jobs, and education. However the emphasis is varied to meet the particular needs of the different groups. The Haitian version, for example, is more heavily illustrated and is accompanied by two-hour audio cassettes.

Single copies of each publication are currently available free of charge to groups working with Cuban or Haitian entrants.

For further information contact: LORC, 3520 Prospect St NW, Washington, DC 20007. (202) 298-9292.

TEACHING REFUGEE WOMEN

The Women's Cultural Skills Training Program at the Indochinese Cultural and Service Center has produced a curriculum guide entitled Teaching Refugee Women, with an emphasis on teaching preliterate students. The curriculum is arranged by survival-skill topics most relevant to women. Each unit provides student learning objectives; vocabulary and grammatical focus; a list of teaching materials; additional learning activities; and a cultural orientation component.

The guide costs $11.00 per copy (special fourth class postage included). Discounts available for bulk orders and mutual assistance associations. Checks should be made payable to the Indochinese Center and mailed to Teaching Refugee Women, Indochinese Cultural Center and Service Center, 3030 S Second Ave, Portland, OR 97201.

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### Preliminary Indochinese Refugee Arrival Data for January 1982 and Estimated Cumulative State Totals from 1975 to January 1982*  

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**TOTAL**  
7,348  
573,328

* Adjusted for secondary migration through September, 30, 1981

Source: Office of Refugee Resettlement/Department of Health and Human Services
REFUGEES' LOAN REPAYMENT URGED

Refugees pay to come to the U.S. Although the fact is not as widely known as several sources said it should be, refugees receive loans to cover the costs of their transportation. The loans are subsidized by the State Department and made available through the Intergovernmental Committee for Migration.

Relatively little of the money loaned in recent years has been repaid. That, in an era of tight money and budget balancing, has caused concern in the resettlement community, and last year voluntary agencies signed cooperative agreements specifying for the first time their responsibility to urge repayments.

While the volags have met to discuss ways to standardize their approaches to recovering the loans, they and others are also considering questions of what is expected of refugees who take up lives in a new country.

Repayment Related to Self-Sufficiency

Refugees sign promissory notes to repay the interest-free loans before they leave for the U.S. Since Indochinese have come to the U.S. in the greatest numbers in recent years, it is they who have made the greatest use of the loans. According to one volag official, an average loan—one that would cover the transportation for a family of two adults, two children, and two infants—is likely to total about $1,000. Norman Runkles of the State Department said the loans cover about 80 percent of the actual costs of transportation. That percentage is currently standard for all refugees, although in the past European refugees, for example, paid nearly 100 percent of their costs while Indochinese paid a considerably smaller portion.

State Department statistics indicate that the longer the loans have been outstanding, the greater the rate of repayment. For example, in 1976, Indochinese refugees signed about $390,000 in loan notes; as of June 1981, 56 percent of that amount had been repaid. In 1980, Indochinese borrowed the most money—$41.3 million in loans were signed for; only slightly over 1 percent of that amount has been repaid. Though Europeans

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refugees have borrowed less in the comparable period, their repayment, too, has lagged and is greatest for the longest-standing loans.

The statistics may indicate that refugees begin to pay back the loans as they become more self-sufficient, Runkles theorized. But he suggested a major reason for non-payment is that neither resettlement agencies nor refugees have ever clearly understood the obligation. "There have always been questions as to whether (the money) was a grant or a loan," Runkles observed. "It is a loan."

**Volags Face Difficult Questions** Sources at three volags said one problem in retrieving the money is that refugees move from their initial placement site. This makes it difficult, agency officials said, to contact the refugees periodically over an extended time to remind them of their repayment obligations. For that reason, volags try to contact the refugees as soon as possible, in some cases, as soon as six weeks after arrival.

According to Brenda Phillips of the U.S. Catholic Conference, a family with an outstanding loan might be asked to repay it in monthly installments over a two-year period. USCC expects repayment to begin within three to six months after the refugees arrive, but will defer the obligation for up to six months in some instances, such as if a refugee is attending school. The loans can be entirely written off, Phillips said, if the family wage-earner dies or is terminally ill, or if the refugee is an unaccompanied minor.

David Forbes-Watkins of the American Council for Nationalities Service said volags must make difficult choices as they pursue loan repayment. "What standards do we set for the person who is really struggling?" he said. "If we defer, for how long and how many times? How much collection pressure do we apply? There's an amount that's clearly appropriate. But beyond that, it's very touchy. Yet, all the agencies agree that they must pursue repayment of the loans."

Forbes-Watkins added that ACNS is hesitant to make its 33 affiliated local agencies responsible for encouraging repayment; he said the local agencies should act as "guides and confidants" to the refugees, and not bill collectors. He downplayed the fact that the volags receive 25 percent of the money they collect, saying that while the fee was an incentive, it would not cause the agencies to turn their collection efforts "into some bloodthirsty function." An official at the Lutheran Immigration and Refugee Service echoed this assessment, saying that, so far, the fee has mainly covered the costs of recovering the money.

---

**Clarifying Responsibility May Help** Despite backlogs and extensive paperwork--Forbes-Watkins, for example, said that his agency has been as much as a year behind on its loan caseload--recovery of the money has increased recently. This development may be sustained by the orientation refugees receive overseas before they come to the U.S.

Ann Morgan of the State Department said that repayment of the loans is used as an example of obligations the refugees will face once they resettle in the U.S. But Morgan indicated that it was difficult to say whether the orientation directly motivated the refugees to repay. "Whether refugees follow orientation instructions is something beyond our control," she stated.

In the opinion of Le Xuan Khoa, refugees are willing to repay the loans, but their obligations need to be clarified and reinforced. Khoa, of the Council of Vietnamese Associations in Washington, D.C., said: "Depending upon the terms of the loans' repayment schedules, repayment should not be a hardship." He suggested, though, that a guide be made available so that refugees could clearly understand that the money is loaned and how it can be repaid. "Asians are very conscientious about paying back money," Khoa commented. "Universally, their psychology is not to be in debt."

Others have noted that paying off the loans could give the refugees a sense of achievement and a way of expressing gratitude to their new nation. But repayment has especially practical ramifications for the U.S. refugee program: recovered money is put back into the ICM loan fund for further use.

"We'll use our best efforts to recover the money," Runkles said, while disclaiming any desire on the part of State or volags to be collection agents. "With a dwindling budget, it's all the more important that the loans be repaid. The more we can collect, the more we can reduce the State Department's budget outlays."
Recent Developments

ASSISTANCE REGULATIONS CONTESTED

A suit has been filed in the U.S. District Court in Washington, D.C., that would halt the implementation of more restrictive cash and medical assistance regulations in the state of Washington. According to William Rutzik of Evergreen Legal Services in Seattle, an injunction has been granted that prevents implementation of the regulations until at least May 1. A hearing in the case, Ngou vs. Richard S. Schweiker, had yet to be scheduled at press time. Rutzik also said he had heard of a similar suit having been brought in San Francisco.

A number of reports have circulated about states having trouble meeting the April 1 implementation date. A barrier in Florida, according to a spokesman, is state administrative requirements. The spokesman said her state had requested a two-month delay in implementation from the Department of Health and Human Services, but had not received a response. She added that Florida was sending April assistance checks to refugees and entrants who would be ineligible under the new regulations.

REPORT LINKS MASS EXODUS TO HUMAN RIGHTS VIOLATIONS

A report submitted recently to the United Nations Commission on Human Rights identifies the mass exodus of refugees worldwide as a "colossal and increasingly complex problem" and suggests that the three solutions often applied to refugee problems--repatriation, settlement in place, and third country resettlement--may no longer be sufficient. The report, which was to review the connection between mass exodus and questions of human rights violations, was prepared under U.N. authorization by Sadruddin Aga Kahn, former U.N. high commissioner for refugees.

Suggesting that "the majority of the countries" from which a mass exodus occurred in the period 1970-80 have not yet acceded to the several U.N. and other international covenants on human rights, the report calls violations of rights "push factors" in causing mass exodus. These factors, the report says, need to be viewed in terms of other problems facing many of the "refugee-producing nations"--rapid population growth causing crowded work forces; food scarcity and soaring food prices; inflation and unemployment; and ecological deterioration.

The Pull Factors

Incentives to leave the home country are also exerted from the outside, the report states. Among these, it points to the "institutionalization of aid (as a) powerful pull factor... Refugee and relief agencies may find it easier, or more in line with their mandate or interests, to help in countries of asylum rather than in countries of origin."

The author suggests that long-term, integrated development aid to countries where the potential for mass exodus can be identified "should be viewed as an investment for stability." He calls for contact between authorities in countries of origin and of asylum, and within governments, between officials responsible for administering development aid and those responding to humanitarian needs.

A suggestion raised in the report, to establish an early-warning system to permit a rapid response if an exodus did occur, would be considered by the U.S., an administration official said recently.

POLICY CHANGES SUGGESTED AT CONFERENCE

Changes that are needed in current asylum policy and practices and, in some cases, changes that are expected were discussed at the Fifth Annual Center for Migration Studies Conference on Immigration and Refugee Policy held in Washington, D.C., on March 25 and 26.

Stephen Young of Hamline University in Minnesota proposed that a theory of persecution could be developed from which factual determinations about the "relationships between a people and the state" could be deduced and used in assessing asylum claims. Young offered his proposal as one solution to the debate in which some persons are seen as "economic migrants" rather than bona fide asylum claimants who are fleeing persecution.

Support for Immigration Reforms

According to Michal Posner of the Lawyers Committee for International Human Affairs, a number of points need to be considered about current U.S. asylum procedures, including the fact that the Immigration and Naturalization
Service has not been given sufficient re-

resources to weigh claims adequately. Posner 
also said that asylum claimants have been 
"victimized" and pulled into concern over 
broader immigration problems that the U.S. 
is facing. He praised a measure recently 
introduced into Congress that would reform 
some asylum procedures, but he said the 
bill, the Immigration Reform and Control 
Act of 1982, failed to address the State 
Department's politicization of asylum claims. 
David Carliner of the American Bar Asso-
ciation also expressed support for the reform 
act.

As for the Refugee Act of 1980, a spokes-
man for the chairman of the Senate Subcom-
mittee on Immigration and Refugee Policy 
said that a definition of persecution may be 
written into the act as it undergoes re-
authorization this year. The spokesman also 
said that provisions may be made for giving 
Congress veto power over refugee admissions 
levels.

However, Sandra Gammie, speaking for the 
state of Florida, said that citizens want not 
only a voice but also authority in deter-
mining the numbers of persons who can enter 
the U.S. as refugees. Gammie noted that her 
state had a sizeable refugee population as 
well as most of the Cubans and Haitians who 
have come to the U.S. in recent years.

Transcripts of the 30 presentations at 
the conference are available from the Center 
for Migration Studies for $15. The next 
annual conference has been tentatively sched-
uled for March 24 and 25, 1983.

Update

- The policy of deferring enforced departure 
of Polish nationals in the U.S. will be ex-
tended until June 30, the Immigration and 
Naturalization Service announced in late 
March. Commissioner Alan C. Nelson said the 
action was based on a request from the Depart-
ment of State that took into account current 
conditions in Poland. "We have extended the 
policy for a three-month period, at which 
time we will request a further appraisal of 
the situation from the Department of State." 
Nelson said.

Under this policy, INS will not enforce de-

parture to Poland of Polish nationals who in-

dicate an unwillingness to return there. 
However, these provisions do not apply to 
Polish nationals willing to return to Poland; 
to Polish nationals who were residents of a 
third country; or to those who have been con-
victed of criminal acts in the U.S.

INS field offices were initially directed 
on December 23, 1981, not to enforce depar-
ture to Poland because of conditions there 
after martial law was declared. The policy 
was originally due to expire on March 31.

- A new formula for allocating refugee 
social services money proposed by the Office 
of Refugee Resettlement was published in the 
March 17 Federal Register. The formula is 
based upon the number of refugee arrivals in 
states three years prior to the relevant fis-
cal year. ORR expects to allocate 
$57,384,257 in social services funds under the 
formula in FY 82. Another $10 million would 
be made available for special projects as 
well as on a discretionary basis "to meet 
special needs" according to the notice. Com-
ments on the allocation formula were due at 
ORR on April 16. Spokesman Oliver Cromwell 
was unspecific as to when a final formula 
would be adopted and implemented, or when 
discretionary funds might be available.

- At press time, hearings on the reauthori-
ization of the Refugee Act of 1980 were sched-
uled for the House Subcommittee on Immigra-
tion, Refugee Policy, and International Law 
for April 22 and 29. No hearings were sched-
uled in the Senate.

The next hearing on the proposed Immigra-
tion Reform and Control Act of 1982 was ten-
tatively scheduled for April 20.

- The Intergovernmental Committee for 
Migration reported last month that with the 
onward movement of 1,455 Eastern Europeans, 
most of them Poles, and the registration of 
only 192 asylum seekers in February, "the 
refugee situation in Austria showed some 
improvement." ICM stated that, at the end 
of February, 25,275 Eastern Europeans were 
being assisted by the Austrian government, 
awaiting resettlement in other nations. 
The total number of Poles in Austria was re-
ported to be 50,000.

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Meetings and Conferences


In anticipation of significant numbers of arrivals of Cambodian unaccompanied minors in the Northeast, ORR is offering this workshop, featuring presentations by Neil Boothby who worked in camps with the children, and a child psychiatrist. No fee.


- **May 13-14.** Immigrants and Refugees in a Changing Nation: Research and Training Needs. Catholic University of America, Department of Anthropology and the National Institute of Mental Health. Washington, DC.

Subjects to be addressed include: innovative anthropological research and development models for work among refugees; refugees' perspective on self-help and mutual assistance in changing local communities; portraits of refugees and migrant women. A special panel will be held on anthropology and evaluation focused on assessment needs in the refugee and migrant field.

Admission is $10 (no charge for students and other trainees). For further information contact: Lucy Cohen, Department of Anthropology, CUA. Washington, DC 20064. (202) 635-5080.

- **June 28-September 3.** Summer language courses. University of California. Berkeley, California.

The summer university will offer ten-week courses in several languages, including beginning Vietnamese and Thai. The courses carry 15 units of credit and will meet 20 hours each week. Tuition and fees: $450. Fellowship support and housing are available.

For further information contact: Summer Session Office, 22 Wheeler Hall, University of California, Berkeley, CA 94720. (415) 642-5611.

Reader Exchange

- Nearly 30 retired persons recently helped the Immigration and Naturalization Service process the applications of 1,000 refugees in Kansas City for permanent resident status. According to a report in the American Association of Retired People's newsletter, the volunteer effort sped processing, saved taxpayer money, and fostered cultural communication between retirees and the refugees. Persons interested in participating in similar projects can contact the Office of Refugee Resettlement, Department of Health and Human Services, 601 East 12th St, Kansas City, MO 64106. (816) 374-2821.

CORRECTION

The party affiliation of Rep. Romano L. Mazzoli (D-Ky.) was incorrectly reported in the March 26, 1982 issue. Refugee Reports thanks Don Piper of Lutheran Social Services for calling attention to the error.

Projects and Programs

FEDERAL PROGRAM SUPPORTS RESETTLEMENT RESEARCH

The Office of Refugee Resettlement is undertaking a number of research initiatives about refugees' adjustment to life in the U.S. and current systems of resettlement. Although the topics range from economic self-sufficiency to state administration of programs, much of the research is intended to provide very basic information about how refugees are faring and what use they make of available services. "The studies are necessary," said Allan Gall of ORR, "because we don't yet have valid research on the refugee population to justify budget requests and the kinds of activities we propose." The research will help ORR to assess and reorient some of its funded activities or to "find out that what we are doing is really the best we can," he said.

At more than a half-million dollars, a two-and-a-half year study of refugees' economic self-sufficiency is the largest of the current projects. It is also expected to be "the most thorough and comprehensive study" on this aspect of resettlement to date,
according to Nathan Kaplan, one of three principal investigators for the University of Michigan-based study.

The study sample will include all adults in 1,500 households of Vietnamese, ethnic Chinese Vietnamese, and ethnic Lao refugees in five U.S. cities. Demographic, statistical, and "life-history information of a socio-anthropological nature" will be collected, primarily by means of interviews slated to begin this spring, Kaplan indicated.

The study will look at the degree to which income to the household meets the needs of the household members, and the extent to which various forms of assistance are utilized. The researchers will try to distinguish between occasional and continual use of public assistance, Kaplan said, since the former may represent refugees' investment in long-term goals, rather than long-term dependency on outside resources.

There is sensitivity among the staff of the policy relatedness of their findings, Kaplan stated. "There may be grave implications for this and future refugee flows."

ESL, Program Administration Examined A study of the extent and effect of English language training for refugees is being carried out by the Northwest Regional Educational Laboratory in Portland, Oregon. One purpose is to gather good information on what approaches work and what do not, said Gall, who monitors this project for ORR.

He said, too, that ORR hoped the study would confirm that ORR's funds were stimulating networks of support services for refugees, while not actually paying any or all of their costs.

Two other ORR-funded studies address administrative issues. The matching grant program which is used for non-Indochinese, non-Cuban refugees is the focus of a study being carried out by Lewin and Associates, New TransCentury Foundation, and the National Opinion Research Center. It will identify features of this program--including voluntary agency management practices, service delivery, and client population demographics--that might have wider applicability for the resettlement system.

Nine case studies will comprise a review of state refugee program organizational structure and administration. ORR hopes this research project will point out the reasons for and consequences of variations in states' practices.

Preliminary Findings in Fall Although some of the studies ORR is currently funding will not be completed for some time, preliminary findings will begin to be available this fall. In addition, ORR expects to provide mini-contracts this spring to encourage three-to-six month projects concerned with social and cultural adjustment of refugees and comparisons of refugees' experiences.

Refugee Reports is collecting information about other research on refugees and resettlement currently in process or recently completed under government or private funding. Brief descriptions of studies may be submitted to the editor. Please include the name of a contact person and a telephone number.

Resources

REFUGEE ROAD

This documentary film traces a Lao family's journey to America from a camp in Thailand, where they had spent five years awaiting clearance for resettlement, to their new home in Delaware, Ohio. It follows the course of their integration into American society, and details the difficulties presented by unfamiliarity with everyday objects and situations. Two points are emphasized in the film, which was produced by Tom Hayes: the importance of the role of volunteers, as opposed to government, in the resettlement process; and the very strong desire of the family to maintain contact with its own culture.

Partial funding for the 60-minute, 16 mm, film was provided by the Ohio Program in the Humanities. It rents for $35.

For further information contact: Foglights Films, 431 E. Tompkins St, Columbus, OH 43202. (614) 268-4690. Or the Humanities Resource Center, 2199 E. Main St, Columbus, OH 43209. (614) 236-6508.
In 1979, 200 Vietnamese refugees moved to Rockport, Texas, a fishing town on the Gulf Coast where they purchased or built shrimp boats to fish the local waters. As they worked longer hours than the local fishermen, they came to be perceived as an economic threat. This 16 mm film by independent filmmaker David Hogoboom, examines the misunderstandings and conflicts which led to violence in the area, and documents the Vietnamese lifestyle in transition.

The color film can be purchased for $385 or rented for $50. For further information contact: David Hogoboom, 338 Flax Hill Road, Norwalk, CT 06854. (203) 866-8197 or (212) 754-6965.

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This 60-minute color film follows a Hmong family from a camp in Northern Thailand until they are settled in Seattle, Washington. It shows the refugees studying English, exploring supermarkets, seeking employment, and becoming familiar with their apartment. Produced by independent filmmakers Ken Levine and Ivory Waterworth Levine for WNET's nonfiction television series, it is scheduled to be aired on public broadcast system channels on June 4. The 58½ minute color film can be purchased for $850; a video version sells for $635; both rent for $90. For further information contact: Sharon Prosser, Iris Films and Video, 720 West Blaine St, Seattle, WA 98119. (206) 285-3057.
## Statistics

### Movements of Indochinese Refugees Assisted by the Intergovernmental Committee for Migration from First Asylum Countries to Resettlement Countries

<table>
<thead>
<tr>
<th>Resettlement Countries</th>
<th>Jan and Feb 1982</th>
<th>Cumulative from April 1975 to Feb 1982</th>
<th>Resettlement Countries</th>
<th>Jan and Feb 1982</th>
<th>Cumulative from April 1975 to Feb 1982</th>
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<td>France (b)</td>
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<td>21,809 (a)</td>
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<td>14</td>
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<td>Vietnam</td>
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<td>ivory Coast</td>
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<td>GRAND TOTAL</td>
<td>17,722 (c)</td>
<td>759,927 (a)</td>
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<tr>
<td>Japan</td>
<td>1,377</td>
<td>NA</td>
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</table>

a) Non-ICM movements included in cumulative totals where available, based on data provided to ICM by UNHCR.
b) Includes 1,059 to French Guyana
c) Not included are 58,640 moved to Refugee Processing Centers

NA—Information not available

Source: Based on a provisional report from the Intergovernmental Committee for Migration, Program Control Section, March 17, 1982

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Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

REFUGEE SELF-HELP GROUPS MATURE

It is difficult to define mutual assistance associations (MAAs), the self-help groups established by refugees, because they vary in size, purpose, and structure. Among the Indochinese, for example, MAAs can be membership or service organizations.

However, it is clear that MAAs have emerged as groups to be recognized. Some are judged to meet the criteria of good organization—they have strong leadership and clear objectives, and include the refugee community in their activities. One, for example, the Cambodian Association of America, has overseen a significant cluster placement project. Such organizations have evolved traditionally among other immigrant groups, though emergence among the Indochinese may be especially striking: in the mid-1970s, Indochinese ethnic communities in the U.S. were non-existent. A forthcoming brochure states that there are now 300 legally incorporated Indochinese MAAs.

In this era of cutbacks in federal funds, when self-help is prescribed for minority and disadvantaged populations, the role MAAs may play in refugee resettlement is being examined more closely than ever. For example, some proponents say that a few of these organizations are ready to carry out many of the reception and placement activities that voluntary agencies now undertake through cooperative agreements with the State Department. Their ability to communicate with refugees and to influence refugees' attitudes about employment and use of public assistance are among the reasons cited for having the associations join the ranks of resettlement agencies. Further, the MAAs are thought to be capable of carrying out these tasks economically because of their ability to muster volunteers.

Richard D. Vine, director of the State Department's Bureau for Refugee Programs, said through his secretary that no formal proposals had been received by his bureau from MAAs that wish to enter into cooperative agreements. The secretary declined to discuss what State's reaction to such proposals would be, however, "because the situation is in the abstract," the secretary said.
Another source said that creating "new volags" did not appear likely at a time when State was "managing down" its refugee program. The source also suggested that volags would be threatened by new competitors for lowered amounts of cooperative agreement money.

**Volags Favor Independence** A number of volag representatives denied that their agencies were resistant to MAA development or held paternalistic views about refugees. Observed Kathy Brewer of Church World Service, "We encourage just the opposite—that refugees become independent." Brewer noted that CWS is currently funding the activities of four Indochinese MAAs for over $200,000 to provide services such as outreach and sponsorship development.

At the Jewish Federation of Metropolitan Chicago, Pam Seubert said, "Most (volags) grew out of immigrant support systems, and I don't see why Indochinese should be different." But Seubert cautioned against assigning traditional social service roles to all MAAs, as some focus only on cultural events. "To think of them as social service agencies is bastardizing them. We may be putting on them a role they neither are prepared to deal with or want."

Direct resettlement and related support services such as language training is, however, just one of three major areas in which some Indochinese MAAs express interest. Two others are cultural preservation and economic development.

**Support Sought for Organizational Development** Le Xuan Khoa, coordinator for a council of Vietnamese MAAs in Washington, D.C., said MAAs are looking for private sector support in the areas of fund-raising, job training, and development of organizational and management skills. They approached ORR Director Phillip Hawkess recently for endorsement of MAA activities. Such endorsement, they believe, would help them secure other support. ORR was also asked to set aside portions of its FY 82 social services money for MAAs. No such funding has yet been made available this fiscal year, although in FY 81, $1 million became available to fund the projects of 22 Indochinese MAAs. Some of these have since been funded by states. According to ORR spokesman Oliver Cromwell, the MAAs' recent requests would be taken up internally at ORR in mid-April.

Private sector support has been forthcoming, though not on a large scale. The William Penn Foundation, for example, made a three-year grant of $323,000 available to MAAs in Philadelphia. Richard Wenner of the Fellowship Commission, which is allocating the funds, said that the money will be used to "empower MAAs in terms of community organization." Little has been spent so far. Wenner explained that it is up to the MAAs to decide what activities to pursue, but that it was hoped that the undertakings would be self-sustaining at the end of the grant period.

The push to be self-sustaining is considerable, as foundations themselves are under pressure. As Richard Cox of the foundation noted, "If the assets of all foundations were to liquidate, those funds could make-up for cutbacks in social services for about a year and a half." Cox added, however, that the notion of "picking oneself up by the bootstraps" is simplistic when applied to Indochinese refugees, since they arrived without the benefit of pre-established ethnic support systems and their cultures are very different from American life. "It's difficult to pick yourself up by your bootstraps if you don't have any boots," he said.

**Some Look to New Activities** While some MAAs have been trying to provide the boots by addressing basic needs such as language training, others are also venturing off into new areas. At the Indochinese Community Center in Washington, D.C., an inter-ethnic MAA that is partially volag funded, plans are being made to begin agricultural and housecleaning projects that would give refugees economic viability, among other things. The housecleaning project will begin, according to ICC director Vilay Chaleunrath, upon procurement of $10,000 in seed money.

It is hoped that the project will, besides giving refugees a step up economically, facilitate interaction between refugee and the American families they work for, a bonding that could help foster understanding within communities.

According to Chaleunrath, a bonding of another kind has taken place through the ICC, this one with other refugee groups. Ethiopians have been coming to ICC for advice on how to establish their own center. "We have come to know the rules," Chaleunrath:
said. "We've learned how to file for things such as tax-exempt status. We can advise them. They also want to follow our center as a model."

Long-Range Interests Encouraged Outreach to other refugee groups and communities is considered a step into the future. While interest in reception and placement practices is understandable, according to Dennis Gallagher of the newly formed Refugee Policy Group in Washington, D.C., it may be shortsighted for MAAs to focus on them exclusively. "There's a tendency to get preoccupied with levels of refugee flows and who gets the money to resettle them," he said. Gallagher reasoned that federal money for such activities will only decrease and that MAAs are in a unique position to be catalysts for refugee communities since their interest is not "time limited."

Gaining political power is one goal of Michael Huynh, director of the Center for Southeast Asian Refugee Resettlement, a San Francisco MAA that receives funds from a number of sources, including volages and federal and state governments. Huynh recently helped to form a Vietnamese Democratic club of 110 members. Asked why he has chosen to emphasize this rather than more typical, short-term activities, Huynh said, "Resettlement lasts forever."

Recent Developments

LUTHERAN GROUP ATTACKS HAITIAN DETENTION POLICY

The Lutheran Immigration and Refugee Service wrote in late March to Attorney General William French Smith to express deep concern about the Haitian detention policy "which is decidedly costly, inhumane, and highly questionable," they said. A letter signed by Ingrid Walters, LIRS director, and John R. Hancock, general secretary of the Lutheran Council in the U.S.A., draws attention to the expense of staffing and supplying the federal correctional institutions where more than 2,000 Haitians are being held, as well as the weakening of border patrol caused by the shift of Immigration and Naturalization Service personnel. The letter refers to the policy as "indefensible," and states, "True justice calls for the immediate orderly parole of the Haitians to remove the racist nature of this ethnically selective detention policy."

SELECTED LEGISLATION BEFORE THE 97TH CONGRESS

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<td>February 25, 1982</td>
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<td>April 14, 1982</td>
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NEW STATE DEPARTMENT GUIDELINES STRESS INTERNATIONAL RESPONSES

U.S. government staff and voluntary agency representatives should keep in mind that the U.S. is not the only resettlement country and that refugees with ties to other countries may be ineligible for resettlement here, say new guidelines of the "Worldwide Processing Priorities for Refugees."
Distributed last month by the State Department, the guidelines state, "Every effort should be made to ensure that those persons seeking refugee status for the U.S. program are aware that the principle of internationalization will be adhered to."

While there have been similar category systems, on an ad hoc basis, for specific geographic or nationality groups, the new guidelines represent a first attempt by State to codify processing priorities worldwide, John Lloyd of the Bureau for Refugee Programs said. There are some differences from these previous guidelines: a new priority for processing applications has been added to the top of the list—exceptional cases of refugees in immediate danger of loss of life and those of "compelling concern to the U.S." Former U.S. government employees precede family reunification cases in priority, as well. However, State does not expect these new priorities to bring about significant changes in determining which refugees will be processed.

The priorities were developed by State, the Immigration and Naturalization Service, and the Judiciary Committees of Congress "to ensure that the U.S. refugee program is implemented in an orderly and equitable fashion." Interpretations of the worldwide principles with regard to refugee populations in specific regions of the world will be provided later, the State Department indicates.

IMPLEMENTATION DELAYS HAVE FINANCIAL EFFECT ON ORR

The U.S. will not appeal to the Supreme Court decisions which have delayed implementation of new federal assistance regulations for refugees and entrants in California and Washington. According to the Office of Refugee Resettlement spokesman Oliver Cromwell, ORR expects implementation will be required in those states by May 1. Implementation nationwide was originally slated for February 1, but was postponed to April 1, costing $12-15 million per month for refugee assistance and $5-7 million for entrant assistance. Cromwell said that it will cost ORR $5.2 million to reimburse April assistance costs in California, and $600,000 in Washington.

FY 82 Funds Delayed  A source at ORR noted that uncertainty about implementation had caused delays in getting FY 82 funds to states.

For the first two quarters of FY 82, ORR awarded about $241 million to states for administrative and assistance costs for refugees. About $30 million was made available for refugee social services. Third-quarter monies for refugee assistance, estimated at $153.3 million, were reportedly sent to states in mid-April.

Funds for entrant assistance came to $45 million in the first two quarters, and $430,000 for social services. The social services monies include "a lot of carry-over funds" from previous years, the ORR source said. States, except Florida, are considered by ORR to have about $5 million in unspent social services monies for entrants. Third-quarter funds had not been sent out at press time, but would be awarded, according to the ORR source.

REPORT CITES CLUSTER PROJECT STATISTICS

Sites where Cambodians were resettled under the Khmer Cluster Placement Project experienced an 11.7 percent rate of out-migration in a recent report on the project concludes. When adjusted for in-migration by Cambodians, the rate drops to 9.1 percent. Reliable figures on secondary migration among Indochinese refugees as a whole are not available, but that rate is generally thought to be significantly higher.

The KGP began in 1980 with the purpose of intentionally placing Cambodians in non-impacted areas of the U.S. to foster the growth of strong, stable Cambodian communities. (see Refugee Reports, Volume III, Number 2). The Indochina Refugee Action Center, which prepared the report, estimates that over 8,700 Cambodians arrived in the 12 selected sites during the period covered in the report.

Of the refugees who moved out of the cluster sites, almost one-quarter indicated they did so to join close family elsewhere in the U.S. "If that is, in fact, the case, the report states, "those refugees should not have been eligible for clustering or in the program at all." Under the project's design, participants were to have been "fre cases." A significant number of the refugees moved to various locations in California, though not all were impacted areas.
**One-Half are Self-Supported** The study also looked into the means of support of the refugees placed in cluster sites. Although a majority of the subjects had been in the U.S. for six months or less at the time of the study, 47 percent of the population was supported by individuals who were fully employed and not dependent on a sponsor or any level of cash assistance. Thirty-seven percent were supported fully by cash assistance.

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**Update**

- Austria will remain a place where asylum seekers can go, despite recent costs to that country because of an influx of Poles. Erwin Lanc, Austrian minister of the interior, made the assertion after addressing the Center for Immigration Policy and Refugee Assistance at Georgetown University on April 14. In his address, Lanc noted that Austria projects expenditures of more than $70 million this year to care for refugees, twice the cost of last year.

  Lanc said that he intended to visit a number of countries besides the U.S. to investigate what could be done to speed the movement of Poles out of Austria. Five thousand Poles currently in his country want to come to the U.S. as refugees, Lanc stated. In March, he explained, the U.S. intake of Polish refugees increased from 200 to 750 per month, and he said the U.S. might take as many as 1,000 in April.

  The minister said that State Department officials had promised "to do their utmost" to ease Austria's burden, and the fact that monthly totals were recently increasing indicated that the department's concern was sincere. However, he denied to a questioner that monthly levels of 3,000 to 4,000 had ever been mentioned as a target.

- Hiroji Shimono, deputy director of the Status Division of Japan's Ministry of Justice, is in the U.S. for five to six months to learn about how the U.S. resettles refugees. Shimono indicated that Japan will begin to resettle more refugees than in the past--up to 5,000 in the next year. Previously, Japan resettled few refugees, although it has offered asylum and donated significant funds for refugee assistance. Most of the refugees will be ethnic Chinese from Vietnam, although some numbers of Lao, Afghans, and Bahai are expected, Shimono said recently.

  Shimono's visit is being sponsored by the Japanese government and coordinated by the International Communication Agency.

- A total of about 49,000 refugees were admitted to the U.S. in the first half of fiscal year, under a ceiling of 140,000 for FY 82. From October 1981 through March 1982, 6,700 Indochinese refugees were admitted per month to the U.S., compared to a 3,000 average for the same period in FY 81. Soviet Jewish monthly admissions are at about 250, or one-fifth of last year's level.

  A decline in Indochinese flows in recent months has been attributed to a combination of factors, among others: the Thai government's "humane deterrence policy" the resumption of the orderly departure program with Vietnam; and an upturn in the Vietnamese economy. A tightening of the Soviet Union on exit permits for Jews is as the reason for decreases of refugees out of that country. Meanwhile, the monthly average for Eastern Europeans is about 5 percent above last year's levels; the rise reflects an increase in the number of Polish refugees in FY 82.

- *Malaysia Reports*, a newsheet from the joint voluntary agency representative in Malaysia, cites a March report by the U.N. High Commissioner for Refugees indicating that more than 50 percent of the Indochinese refugees in Malaysia have spent at least five months in a refugee camp. Of 10,105 persons in Malaysian refugee camps on March 31, 3 percent had spent between 19 and 42 months in a camp.

  The JVAR publication also states that March refugee arrivals in Malaysia climbed to 1,761, compared to 1,065 in February. Comparable arrival figures for 1981 were 1,094 (March) and 1,215 (February).

- A recent study by the Social Security Administration reports that, as of March 1981, 5,055 Cuban and Haitian entrants--less than 4 percent of the entrant population--had been awarded Supplemental Security Income (SSI). Seventy-eight percent of those awarded were over 65 years of age, percent were blind or disabled. In contrast, 55 percent of all persons receiving SSI at the same time were over 65. The report states that there were very few aged Haiti
entrants as compared to aged Cuban entrants, and that less than .1 percent of all Haitian
entrants applied for SSI.

Projects and Programs

IN-MIGRATION STRAINS RHODE ISLAND REFUGEE SERVICES

For a state with fewer than one million people, a refugee population of 6,500 is an
"overdose," says Rhode Island's John Finck, assistant to the state refugee coordinator.
The problem is not unwillingness to resettle new immigrants--Rhode Island has a long his-
tory of welcoming immigrants, Finck reminds, and ethnic groups are visible and political-
ly active. It is, he says, that so many of the current arrivals are secondary migrants, for
whom the state did not plan.

Officials calculate that 40 percent of the Cambodians who receive cash and medical
assistance and 30 percent of the Hmong case-
load are secondary migrants. Federal offi-
cials count only about 3,500 refugees in the
state, and have based their allocation of
funds on that number.

As a result, Finck says, the state's
social services resources "are stretched to
the point of being split open. There are not
enough ESL slots or health facilities, and we
can't open up jobs as fast as (the refugees)
arrive at the bus station," he says.

State officials base their count on assist-
ance records and the "best estimates" by
voluntary agencies. In March, the estimate
included 2,500 Cambodians, 2,500 Hmong, 600
Lao, 300 Vietnamese, 500 Russian Jews, 50
Poles, and 200 Cubans. Most are in Provi-
dence, where the refugee-to-native popula-
tion ratio is 1/26, possibly the highest for
any U.S. city. The school system in particu-
lar feels the effect of the numbers: one
student in eight is a limited English speak-
ing Indochinese. The impact may be felt by
future refugee groups: State Coordinator
Cleo LaChapelle recently expressed reluctance
for Rhode Island to participate in the reset-
tlement of Angolans in southeastern New
England states.

A Worrisome Compliment  The secondary mi-
grants, largely Cambodian, have come from
New York City, Boston, Philadelphia, Texas,
and elsewhere. They come, it appears, to
join family or friends, or because of high
rents or barriers to cash assistance in other
states. They may also come because there is
ethnic staff at health clinics and employment
offices.

"It's a compliment to the state, in a way,
Finck says, "but shortly it won't be." Of-
ficials are especially concerned that imple-
mentation of new cash and medical assistance
regulations nationwide will make Rhode
Island's liberal provisions for state-sup-
ported general assistance attractive to still
more refugees.

A state official credits ORR Regional
Director Jack Anderson as being aware of the
problems and very supportive of state efforts
to obtain special aid. Still, officials con-
cur that the phenomenon of secondary migra-
tion is not well understood and is cause for
concern. "It's like a wild card," Finck
says. "We tremble to think how many will come
next year... and the state is the last to
know."

Resources

HANDBOOK ON DEALING WITH BUDGET CUTS

Evaluating Federal Budget Cuts in Human
Services, prepared by the American Public
Welfare Association, informs social work ad-
ministrators, caseworkers, and policymakers
of recent cuts in the federal budget and
their effect on social service policies and
delivery systems. The handbook covers Aid
to Families with Dependent Children (AFDC),
food stamps, Medicaid, child support enforce-
ment, SSI, low-income energy assistance, and
social services programs. The 64-page guide
provides suggestions for revising programs in
light of budget changes.

Costs to members of APWA is $8.95, to non-
members is $9.95, payable on ordering.
For further information contact: APWA, 1125
Fifteenth St NW, Washington, DC 20005. (202)
293-7550.

GUIDE TO INNOVATIVE APPROACHES

Rediscovering Governance: Nonservice Ap-
proaches to Refugee Resettlement, a guide for
local communities, is designed to help those
working with refugees to learn about inno-

vative approaches to resettlement that go be-
yond government-financed programs and involve
a wide range of public, private, and community
actors. It contains general information on refugee resettlement and identifies a number of key actors at the local level—local government, local sponsors and volunteers, private businesses, community organizations, and refugee associations. Prepared by SRI International under a grant from the Office of Refugee Resettlement, the 188-page guide suggests how local facilities can be used to widen the range of resources available to assist resettlement. It outlines projects in housing, employment, and health and suggests ways to approach existing agencies to include the provision of services appropriate to refugee communities. Price $10, prepaid. Available from: Public Policy Department, SRI International, 1611 N. Kent St, Arlington, VA 22209. (703) 524-2053.

EMPLOYMENT AUDIOVISUAL MATERIALS

A set of four slide/tape presentations for career education programs is available in five languages—Vietnamese, Lao, Cambodian, Spanish, and English. The pre-employment materials, entitled Work in America, have been used in schools, libraries, employment and orientation programs, and with individuals of all age groups. The producers, Educational Media and Curriculum Consultants, offer workshops to train people to use the materials.

A complete set of four presentations in five languages is $298, in one language, $1 one class set of ten books is $26. Additional cost for postage and handling. To order contact: EMCC, P.O. Box 721, Sherwood, OR 97140.

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Source: Immigration and Naturalization Service/Department of Justice

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Editorial comments and inquiries should be sent to: Editor, *Refugee Reports*, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto


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Refugee Reports

1424 Sixteenth Street NW, Suite 404
Washington, DC 20036 (202) 667-0782
The call to release Haitians who were being detained in the U.S. grew stronger in mid-April. One group, for example, the National Coalition for Haitian Refugees, publicly demanded that Attorney General William French Smith immediately parole approximately 2,000 Haitians who are being held (see box on page 2).

Moral outrage, like that expressed last month by the Lutheran Immigration and Refugee Service, has combined with other arguments—including the cost of holding the Haitians—in the attack on the detention policy.

Among the factors that have aroused supporters of the Haitians has been the reported development of gynecomastia (breast swelling) among about 140 Haitian men at several of the detention sites. Michael Hooper of the Lawyers Committee for International Human Rights said that the condition is “painful, disfiguring, and not getting any better,” and that no one has explained it to the detainees. Hooper also said his entry into Krome with private endocrinologists for the purpose of examining Haitians who have developed gynecomastia was barred by officials there.

The Public Health Service is responsible for health practices at Krome. According to Robert Knouss with PHS in Washington, D.C., examinations by outsiders have been discouraged so as not to interrupt a Center for Disease Control investigation into the affliction. Knouss said that no Haitian had requested a private examination and that no deliberate attempt was underway to keep Haitians uninformed about their condition.

Preliminary but inconclusive findings of the CDC investigation were published in the CDC’s Morbidity and Mortality Weekly Report for April 30.

According to Brian Dugan of the CDC, the cause of the condition is not known, but CDC officials are theorizing that it stems from dietary changes or environmental factors. It might also be that gynecomastia is not unusual among Haitians, Dugan suggested. The CDC began its examination into gynecomastia last November, he said, and as not wanted to prematurely release its findings pending the outcome of laboratory tests.

At the Georgetown University School of Medicine, Dr. John J. Canary explained that gynecomastia can be a...
result of a liver dysfunction among persons who have a history of being malnourished but then follow healthier diets. The affliction may be "psychologically disturbing but not dangerous," according to Canary, and the level of discomfort varies. He indicated that the condition can disappear within a year as the person's liver accommodates to the new diet.

Volags Willing To Find Sponsors Detention of Haitians angers supporters particularly in view of voluntary agencies' willingness to resettle detainees. According to Michael Myers of Church World Service, CWS has located 700 sponsors for the Haitians, most of whom are outside Florida and some of whom are Haitian. Uncertainty about whether the Haitians would be released and under what circumstances has postponed formal identification of sponsors by the U.S. Catholic Conference, according to Don Hohl. "There's a certain amount of emotionalism, a certain amount of sympathetic outpouring," Hohl said of his agency's sponsorship development process. "If we can't fulfill an offer of sponsorship at the time the offer is made, then we lose it and it's hard to recover." USCC is, however, "keeping its fingers on the pulse of sponsorship potential," Hohl said.

But a cautionary note was offered by a volag source who claimed first-hand experience in resettling Haitians. The source indicated that the Haitians could be difficult to sponsor because of their unfamiliarity with American ways; the source also said that clarification of the Haitians' legal status would be a desirable precondition for their release to sponsors.

Free To Go--Back to Haiti The volags have said that Haitians released to sponsors would come forth for asylum or exclusion hearings, but the Immigration and Naturalization Service is not sure. "There is a feeling that we would not be able to locate them again," Janet Graham of INS in Washington, D.C., said. Graham noted, though, that concern about disappearances by Haitians was not the reason they were being detained; rather, she said, their detention, as well as that of any other persons who enters the U.S. under similar circumstances, is required under current immigration law.

At the Justice Department, spokesman Art Brill echoed Graham's assessment and suggested it was unlikely that the Haitians would be released soon, if ever. "We would be sending a message that all illegal aliens have to do is get here, and it is welcome to the U.S." Brill said. "We're just enforcing the law. We've said many times that the Haitians can walk out in a second should they choose to go home, and we'll provide the transportation (back to Haiti)."

<table>
<thead>
<tr>
<th>HAITIANS IN DETENTION</th>
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<td>Miami Hospital, Florida</td>
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<td>Red Shield, Miami, Florida (half-way house run by Salvation Army)</td>
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<tr>
<td>Federal Correctional Institution, Springfield, Missouri</td>
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</table>

Source: Immigration and Naturalization Service/As of April 9, 1982

Courts and Congress May Decide Court decisions, however, could force release. One ruling found INS detention policy discriminatory; the U.S. is currently appealing this ruling. A class action suit on behalf of all Haitians has been filed in Miami and was pending at the end of April.

Even if the courts find in favor of releasing the Haitians, it may be months before they are freed, given the time that could be used up by government appeals, according to Wade Henderson of the American Civil Liberties Union. "The detention policy is a test policy for the administration," Henderson said. "They're
According to a spokesman for Romano L. Mazzoli (D-Ky.), chairman of the House Subcommittee on Immigration, Refugees, and International Law, the detention issue is expected to come up in hearings on reauthorization of the Refugee Act of 1980 and the Simpson/Mazzoli immigration reform bill. It may also come up before Rep. Robert W. Kastenmeier's (D-Wis.) Subcommittee on Courts, Civil Liberties, and the Administration of Justice.

Such hearings would be appropriate, ACLU's Henderson suggested, because of the strain the detention policy is placing on the budget for federal prison facilities, a Kastenmeier subcommittee concern. The cost of the policy has also been cited by volag representatives in their pleas for the Haitians' release. According to Frank Kiehne of CWS, volags could sponsor out detained Haitians for one-thirtieth of the $30 million he estimated it is costing the U.S. annually to hold them.

Brill at the Justice Department did not have a figure on the cost of the detention, but he noted that recent influxes of Cubans and Haitians had cost the U.S. over $700 million. "Whatever detention is costing, it's a drop in the bucket compared to what unlimited illegal immigration would cost," he said.

**Stopping The Flow at The Source** The administration views detention as one way to discourage future flows. Another strategy is to try to improve conditions in Haiti itself. The U.S. will send about $35 million in foreign aid to Haiti this fiscal year and is expected to increase spending there in coming years, provided the money is spent legitimately and human rights conditions improve. According to a State Department official, past cut-offs in U.S. aid to Haiti out of dissatisfaction with policies there have only made economic conditions in the small but densely populated Caribbean country worse.

But Gerard Jean-Juste, director of the Haitian Refugee Center in Miami said that all aid to the Haitian government should be cut off "because the government there is corrupt and foreign aid won't solve the political repression."

"What's making people leave are the repressive forces of the Duvalier regime which is being fed periodically by the U.S.," Jean-Juste said. Asked how he would limit flows of Haitians to the U.S., he replied: "The responsibility for limiting the flows lies with Haiti. The Haitians don't want to come here."

**Recent Developments**

**HOUSE SUBCOMMITTEE HOLDS HEARINGS ON REFUGEE ACT**

Recommendations for changes in the nation's refugee program came from a cross-section of resettlement officials as hearings on the reauthorization of the Refugee Act of 1980 took place before the House Subcommittee on Immigration, Refugees, and International Law on April 22 and 28.

The Reagan administration is proposing "technical amendments" to the act, in the words of Office of Refugee Resettlement Director Phillip Hawkes, in order to improve administration and management procedures.

The amendments--which are part of reauthorization bill H.R. 5879--would require refugees who receive cash assistance to register for employment services immediately, rather than have the option of waiting as long as 60 days; eliminate routine notification of state health officials of refugee arrivals, except for all Indochinese refugees and those refugees who have medical conditions which are a public health concern; and eliminate the annual report to Congress on the domestic refugee program.

"We have made progress in implementing both the management procedures and carrying out the goal of self-sufficiency established by the (Refugee) Act," Hawkes testified. But throughout the proceedings considerable dissatisfaction with refugees' ability to attain self-sufficiency was expressed.

General Accounting Office officials, drawing upon the findings of an investigation they had undertaken for the subcommittee, recommended that employment and economic self-sufficiency for refugees to be a priority adhered to "notwithstanding provisions for attendance at language or other employment training." GAO also called for placing total responsibility for the initial resettlement of refugees with the Secretary of Health and Human Services, continued notification of state health officials unless GAO's suggestions for improvements in the overseas health examinations of refugees
are implemented, and abolition of the Office of the U.S. Coordinator for Refugee Affairs.

Volags’ Reserves Questioned Apparently prompted by GAO findings that volags are not extensively monitored and a State Department-funded report which says that volag reserves probably exceed $15 million, subcommittee Chairman Romano L. Mazzoli (D-Ky.) repeatedly questioned a number of witnesses about how volags had managed to accumulate large amounts of funds with money they receive from the State Department to receive and place refugees.

A. Bernthal of Lutheran Immigration and Refugee Service defended his agency’s build-up of $6 million—an amount that had been singled out by Mazzoli—during the second day of hearings. Bernthal said that the money had not been spent because so many costs had been absorbed by congregations. He called the money a "working fund" rather than a reserve, one-third of which he said would be expended this year on services to refugees.

Kaleidescope, the report on volag activities, cites the need for a more specific policy on use of reserves and the interest they earn. It says, for example, that volags have been allowed latitude to transfer the funds among refugee groups and activities and to enhance their investment portfolios with the money. However, Kaleidescope also notes that no evidence had been found that unused reception and placement money was not being spent on refugees at some time.

State and Volags Offer Recommendations The volags offered a 12-point framework for future resettlement efforts, including: "interim support" for some refugees comparable to the AFDC benefit level, but available through a mechanism other than public assistance; focusing social service funds on ESL, employment counseling, and job development; and use of case management. Wells C. Klein, chairman of the American Council of Voluntary Agencies Committee on Migration and Refugee Affairs noted that the recommendations were part of a "conceptual framework" and urged further consideration and discussion.

From the states came calls for more money and better data. Marion Woods, director of the Department of Social Services for California, testified that his state is facing a $100 million shortfall in assistance funds this fiscal year. John Townsen of Texas said his state would not receive adequate social services funding this fiscal year under a new formula instituted by ORR because ORR's estimate of refugees in Texas was 51,000 as opposed to the state's count of 85,000.

Gordon Bricken, mayor of Santa Ana, California, represented the U.S. Conference of Mayors. He recommended unrestricted aid to communities that are impacted by refugees.

PRIORITY 6 REFUGEES NOT TO BE PROCESSED TO THE U.S.

Indochinese refugees who arrive in first asylum countries after May 1 and who do not have close relatives or other clear ties to the U.S. will not be considered for resettlement in this country. The State Department announced in late April that newly arriving refugees who fall into Priority 6 of its new processing system will not be eligible for the U.S. program.

Priority 6, "otherwise of national interest," is the lowest priority. All other categories pertain to family reunification; previous ties to the U.S., such as employment by the U.S. government or U.S. businesses; or of "compelling concern," such as former political prisoners.

Any refugees who arrived before May 1 will be considered for resettlement in the U.S., the State Department instructed. Refugees who are affected by the new U.S. policy may be considered for resettlement in other countries, although they, too, have tightened their policies recently.

A State Department official said the policy was not specifically an effort to limit the numbers of refugees coming to the U.S., but was intended "to deter refugees who have less than compelling reasons to seek resettlement." The new policy was reportedly hailed by Thai officials, who have urged the U.S. to eliminate "pull factors," drawing refugees from their home countries.

Estimates of the proportion of refugees in recent caseloads who fit Priority 6 criteria range from 20 to 40 percent. The new policy "in no way" suggests that Priority 6 individuals are not refugees, the State Department official said. He called a report in the April 28
Violent attacks against refugees fleeing Vietnam by boat are still a daily occurrence in the Gulf of Thailand, and such piracy presents a problem that will require multi-lateral, sustained, and coordinated efforts to resolve. This was the substance of testimony offered before the House Subcommittee on Asian and Pacific Affairs on April 29.

Rep. Stephen J. Solarz (D-N.Y.), chairman of the subcommittee, noted that as a result of the disheartening level of success of the Thai government's efforts to suppress piracy in the Gulf during the last two years, his subcommittee had proposed the adoption of an amendment to the Foreign Aid Bill that would authorize an additional $5 million in Military Assistance Program funds. These monies, Solarz stressed, would supplement, not replace, the U.S. pledge of $1 million to the U.N. High Commissioner for Refugee's $3.67 million anti-piracy fund.

In his prepared statement, Ambassador Richard D. Vine, director of the Bureau for Refugee Programs, noted that refugee boat arrivals in Thailand have been significantly less this year. He cautioned that the U.S. must be aware that, in the eyes of the Thai government, resolving the piracy issue may increase the "pull-factor," and attract more refugees to leave Vietnam.

Testifying with Bayard Rustin and the Citizens' Committee for Indochinese Refugees, Catherine O'Neil indicated an apparent tacit agreement among nations concerned has meant little has been done to affect the number or ferocity of pirate attacks. The piracy, she said, constitutes an informal deterrent to would-be refugees.

Later witnesses disputed that safer passage would be a pull factor. "They will still come at the same rate," said Lu Phuoc, a Vietnamese refugee whose boat was attacked by pirates eight times last May.

Update

- The board of directors of HIAS decided in late April to resume its policy of resettling any Jewish refugee from the Soviet Union. For a three-month period this year, HIAS resettled only those with immediate relatives in the U.S., to test whether this would encourage more resettlement in Israel and freer emigration from the Soviet Union. After a careful evaluation of the trial policy, a HIAS spokesman said, it was determined that the desired results were not being produced. However, other strategies to achieve those objectives will be pursued, he said.

- It is expected that the State Department will shortly formalize a policy which will deny reception and placement grants for Vietnamese who come to the U.S. under the orderly departure program. The policy will pertain to ODP participants who have immigrant rather than refugee status.

A very small number of Vietnamese in refugee processing centers will be affected as well, a State Department official said. It is expected that the individuals will be given transportation loans. Their eligibility for refugee social services and cash and medical assistance is not clear.

Previously individuals coming from Vietnam through ODP would be treated as refugees, despite their status, and those with immigrant visas would be counted against both immigrant quotas and refugee ceilings.

ODP arrivals in FY 82 currently total almost 1,700. A State Department source indicated that the level could increase significantly in the future.

Meetings and Conferences


Training in basic conversational creole will be provided in a course of daily instruction. Three semester hours of credit are offered. Cost: $42 for Florida residents; $165 for non-residents.
Three two-hour seminars on Haiti, development, and migration will complement the language course. These will also be open to the public.

Contact: Terry L. McCoy, Center for Latin American Studies, University of Florida, Gainesville, FL 32611. (904) 392-0375.

June 28-August 13. Summer Institute for Haitian Creole Bilingual Teachers. Indiana University, Bloomington, Indiana.

Intensive instruction in Haitian creole for prospective teachers in bilingual programs and English as a Second Language is offered. Participants receive graduate hours of credit and a stipend.

Contact: Creole Institute, Indiana University, Ballantine 602, Bloomington, IN 47405


A number of half-day or full-day workshops will be offered throughout the summer. A session on teaching English to refugees is scheduled for July 1-21. Other topics in English as a Second Language and cultural awareness are also offered. Cost $495-695 for one workshop; $895 for two half-day workshops.

Contact: Michael Jerald, Summer Institute, SIT, Brattleboro, VT 05301. (802) 257-7751.

Resources

COMPETENCY-BASED ESL CURRICULUM

The Refugee Education and Employment Program (REEP) has developed a comprehensive, competency-based curriculum for English as a Second Language instruction for adult refugees. It uses a functional approach, integrating the purpose of communication, grammar, and content. Learning objectives reflect students' immediate language needs, focusing on "social" rather than academic language proficiency.

The curriculum, which may also be useful for other adult language learners, has two tracks to allow for differences in students' education levels and learning abilities. Track A is for use with semi-literate and educationally disadvantaged students with less than five years of education; it includes literacy instruction. Track B is for use with students with five or more years of education. Each track consists of three proficiency levels and provides 180 hours of instruction. Individual tracks may be purchased for $8.00; the cost for both tracks is $14.50. To order contact: REEP, Curriculum Project, 1601 Wilson Blvd, Arlington, VA 22209. (703) 276-8145.

NEEDS ASSESSMENT REPORT

The final report of a study of the characteristics and needs of Indochinese refugees in San Diego County provides a model for public and private agencies to carry out inexpensive needs assessment surveys. The published report, which includes numerous tables, provides data on employment, health, and social services received by Vietnamese, Lao, Hmong, and Cambodian refugees in San Diego, and addresses the need for information relating to the achievement of economic self-sufficiency and social adaptation.

The survey, conducted by ACCESS in cooperation with the Social Science Advisory Committee of San Diego State University, an advisory board, and the Regional Employment and Training Consortium of San Diego, was carried out in interviews with a scientifically selected sample of 800 refugees.

Single copies of the Refugee Survey are available for $8.00. Contact: ACCESS, 6970 Linda Vista Road, San Diego, CA 92111. (714) 560-0871. (Allow 4-6 weeks for delivery.)

ASIAN VOICE: A RADIO PROGRAM

Since October, 1981, a group of volunteers has been producing and airing a native language radio program in six Southeast Asian languages for the city of Portland, Oregon. The program The Asian Voice began as a weekly half-hour program and has expanded to one hour. News and informational items are broadcast over public radio as a service to refugees.

Contact: Marilyn Flinn, Coordinator, Asian Voice, 121 NE 108, Portland, OR 97220. (503) 229-5542.
Due to a printing error, part of the table of FY 82 asylum claims was omitted from Issue 12. The table is reproduced here in its entirety.

### Asylum Cases before the Immigration and Naturalization Service
**FY 82 As of January 1982**

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Source: Immigration and Naturalization Service/Department of Justice

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### Statistics

Indochinese Refugee Flows/As of March 31, 1982

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<th>February Population</th>
<th>March Arrivals*</th>
<th>Departures To U.S.</th>
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<td><strong>GRAND TOTAL</strong></td>
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<td>3,384</td>
<td>87</td>
<td>0</td>
<td>242,637</td>
</tr>
</tbody>
</table>

* Includes births

Source: Department of State

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Editorial comments and inquiries should be sent to: Editor, *Refugee Reports*, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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REFUGEES ATTEMPT SELF-SUFFICIENCY THROUGH AGRICULTURE

As officials talk about getting back to the basics of employment and language training in resettlement efforts, some refugees are taking a back-to-basics approach of their own. Hmong and Lao refugees, primarily, are drawing on their heritage as farmers and have laid plans for agricultural projects of modest scale in different parts of the country, ranging from full-time farming to part-time gardening. None of the projects yet provides living wages for the refugees, though this is the ultimate goal of some. What has been reaped, however, are lessons that could stead well other refugees who want to make their livelihoods as farmers.

Fresno Learns from Experience

Perhaps the biggest of the agricultural projects lies in the fertile region of Fresno, California. Here--where over 200 crops are grown, requiring as many as 150,000 farm laborers each season--about 3,000 Hmong have gathered. They reportedly have been drawn to Fresno because of assistance cut-offs in other states, and by the dream of farming once again.

The Hmong raised cherry tomatoes and sugar peas last year on 50 or so scattered acres. However, according to Polly Brewer, an advisor to the Hmong, much of what was raised was left to rot because arrangements had not been made with area packers when it came time to market the crops.

The experience led to talks between the Hmong and the farming community, sponsored by the Chamber of Commerce. Brewer said that as a result of the talks, Japanese farmers have agreed to hire some refugees and teach them American farming methods.

Brewer hopes that some of the tensions that arose last year can be diffused if the refugees' work is acceptable to the Japanese farmers. "If they do well, it will be a great image-builder," she said.

Other farmers, said to be concerned about potential power shortages due to crackdowns on illegal aliens who normally work the fields, may also be willing to hire the refugees. Bill Allison of the Fresno County Farm Bureau favors this approach. "The refugees should

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go to work for the resident farmers, and expand from that," he said. They would not only earn money, he said, but also learn how to avoid marketing errors. "It takes very little to upset a market," Allison indicated. "As little as a few dozen acres for some crops, a few hundred for others."

But some of the refugees are reluctant to become laborers for resident farmers. They are also not taking jobs on farms, a source close to the Hmong suggested, because California’s program of public assistance is "disasterously seductive." A family of four may be better off depending on welfare than on a full-time minimum wage income. "The refugees are afraid to move off welfare," Brewer stated. "They don’t understand why they should."

**Novel Approach Proposed** A proposed project in the west would mix public assistance and farming--for a while. The plan is to obtain a 1,700-acre site owned by an area foundation, in order to develop a "refugee village." The refugees would engage in a number of occupations, including farming. They would continue to draw public assistance monies, though the funds would be placed in a trust to "capitalize" the project and sustain the community. As profits from the sale of crops are realized, the refugees would cease to receive assistance. With three separate growing seasons in a calendar year, it is expected that they could be financially self-sufficient in one year.

If the overall plan is approved, a waiver from the local social services office is expected, as the agency is considered "open to alternative ways" of providing assistance. It may be more difficult to obtain required easements in zoning restrictions and the welcome of the surrounding community to "strangers in their midst." A decision on the proposal is expected in a couple of months.

**Flexibility A Key** Still further north, in King County, Washington, Hmong and Mien have leased 22 acres of land. Economic self-sufficiency is the goal--not inconsiderable in a state that has a 13 percent unemployment rate. But for now, 10 to 15 families "are scrambling to get the soil in shape," according to advisor Craig Shimabukuro of the Commission on Asian American Affairs in Seattle. Shimabukuro said that prolonged negotiations for the land caused an unfortunate late start, something he said other projects should try to avoid.

Although nothing has yet been harvested in King County, the participants have learned some useful lessons. One is that such projects need accessible funds--situations calling for ready cash can arise suddenly. Shimabukuro also advises that funding for agricultural projects be flexible. His state-funded agency has made a vehicle available to transport the refugees over the 40-mile round trip to the project site; unfortunately only state employees are allowed to drive the vehicle.

**An Idea Moves East** Despite some of the pitfalls encountered, these west coast projects have inspired refugees in other parts of the country. Some in the Washington, D.C metropolitan area are leasing five acres--at lower-than-normal rates--from a farmer who has been happy with previous refugee employees. Their plan is to grow native herbs, spices, and vegetables, and to sell them at farmers markets.

County agricultural extension offices who run the markets make only one stipulation--that sellers have produced whatever they sell. But one person connected with the project cautioned that area markets may be "locked-up" by the local Korean community. Vilay Chaleunrath, director of the Indochinese Community Center in Washington, D.C., suggested, however, that differences in the crops Asian groups raise would help avoid marketing problems.

**Gardens Assist Community Relations** Refugees have also undertaken less ambitious projects. Four plots for gardens have been rented from county parks in Northern Virginia for the current growing season. Crops raised on the plots can be sold, and the plots can be rented more than once. The plots add up to less than an acre, but Allison Brown of Garden Resources of Washington (GROW) thinks community plots, especially in urban areas, provide an opportunity for good relations. "About 80 percent of the people in the U.S. grow plants," she said. "If there is any activity that can bring diverse groups together, it is this one."
Recent Developments

INDICATIONS OF NEW POLICY TOWARD UNACCOMPANIED MINORS CAUSE CONCERN

Despite denials by the U.N. High Commissioner for Refugees, there are indications that the agency is implementing a new policy toward unaccompanied refugee minors from Vietnam. The U.S. Catholic Conference, one of two voluntary agencies which resettle free unaccompanied minor cases, was recently instructed to put off its search for a placement for a 6-year-old boy pending UNHCR interviews to determine if repatriation is viable. Interviews would apparently be carried out in Singapore, where the child is, and in Vietnam, where his widowed mother remains.

UNHCR maintains that it has always been its policy that "other things being equal, a child belongs with his parents," a Washington, D.C.-based spokesman said. But no child has ever yet been returned to Vietnam, and a USCC official stated that this is the first time it has been asked to delay placement efforts on what was to be a "direct movement," from the camp to the U.S. A Lutheran Immigration and Refugee Service source concurred that the instructions to USCC were "very unusual."

Reports of a new policy were first received by volags through an article which appeared in the April 27 Wall Street Journal. The article states that a change of policy followed a March meeting in Bangkok of UNHCR resettlement officers. Subsequently the joint voluntary agency representative in Indonesia wrote "that UNHCR Jakarta has told JVA informally that ... unaccompanied minors who have no relatives... in countries of resettlement will not be admitted to the resettlement process. Every effort will be made to reunite these children with their families in their countries of origin."

Sources at USCC, LIRS, and the Office of Refugee Resettlement have expressed surprise and concern over indications of new procedures. "I can't imagine that (UNHCR) would really send them back," a volag source said. "It would be a horror." Parents might be severely ostracized or jailed, sources suggest.

There has been no official statement of a new policy, and Ingrid Walters of LIRS who returned from Geneva this week, reported that UNHCR officials there denied a change had been made, and that they had not seen the Wall Street Journal article. But when asked if the recent instructions, relayed by the JVAR in Singapore appeared to represent a change, the USCC source in New York said, "Oh, yes, definitely," and suggested indications are that the policy is to be implemented "throughout the region."

The Wall Street Journal quotes a UNHCR-Bangkok official suggesting that children are sent out of Vietnam by their parents to serve as "anchors," to be resettled abroad, permitting family members to join them later. "This would seem to be a travesty of the (concept of) family reunion," he is quoted as writing. The LIRS official said, however, that the "anchor theory is a poor argument." In a survey the agency conducted, only 8 percent of its resettled minors were subsequently joined in the U.S. by parents.

New processing priorities by the U.S. have also been suggested as coinciding with the apparent UNHCR changes. Under these, unaccompanied minors have been moved from priority 1-B to priority 6; the State Department instructed recently that arrivals in first asylum countries after May 1 in this category will not be processed for resettlement in the U.S.

The U.S. has resettled about 3,000 unaccompanied minors since 1975.

CHANGES IN ADMISSIONS CEILINGS SOUGHT

On May 11, the State Department notified Congress of their request to modify FY 82 refugee admissions ceilings. Increased numbers would be made available for refugees from the Near East, Africa, and Europe, and Asian numbers decreased correspondingly (see table on page 4). The total ceiling of 140,000 would remain unchanged and admissions are still expected to be within the estimated total of 110,000, a department source said. The changes are being sought, the source indicated, due to a number of factors, including much lower than anticipated numbers from the Soviet Union and the uncertain situation in Poland.
### Arrivals as of Ceilings Requested

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<th>Region</th>
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<th>FY 1992</th>
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<td>40,007</td>
<td>100,000</td>
<td>Corresponding reductions</td>
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<td>E. Europe</td>
<td>4,096</td>
<td>9,000</td>
<td>Unspecified number of additional admissions</td>
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<td>Soviet Union</td>
<td>1,488</td>
<td>20,000</td>
<td>--</td>
</tr>
<tr>
<td>Near East</td>
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<td>+ 1,500</td>
</tr>
<tr>
<td>Africa</td>
<td>1,244</td>
<td>3,000</td>
<td>+ 500</td>
</tr>
<tr>
<td>Latin America</td>
<td>9</td>
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</tr>
<tr>
<td>Total</td>
<td>48,963</td>
<td>140,000</td>
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In a related note, Malaysia Reports reported in April that departures from Malaysia for the U.S. refugee program were down 32 percent in the first six months of FY 82 from the same period last fiscal year. A 35 percent drop was observed in numbers of refugees departing Malaysia for Australia, Canada, France, and Germany in the same period.

#### U.S. TO PROCESS CAMBODIAN REFUGEES

The State Department confirmed that the U.S. will call forward Cambodian refugees to be processed for admission to the U.S. in larger numbers than in previous years. A spokesman said the numbers of arrivals in the remaining months of this fiscal year will be limited and probably well below 10,000. It is expected that in the next two-year period 15,000-20,000 Cambodians will be admitted, although numbers will depend on determinations of eligibility by the Immigration and Naturalization Service. Cambodian admissions had been limited in the last year because the U.N. High Commissioner for Refugees and the Thai government determined that the majority in camps would prefer repatriation to resettlement, Ambassador Richard D. Vine, director of the Bureau for Refugee Programs, told a House Judiciary Committee hearing in March.

#### EFFECTS OF NEW REGULATIONS BEGIN TO BE FELT

As of May 1, 12 states had failed to implement new cash and medical assistance regulations, according to Office of Refugee Resettlement spokesman Oliver Cromwell. Of these Missouri expects to implement the regulations by May 15; Ohio and Illinois by July 1; and Florida, Hawaii, Washington, Kansas, Michigan, Minnesota, Pennsylvania, Virginia, and the District of Columbia, as of June 1.

The House of Representatives has approved an amendment by Rep. Michael E. Lowry (D.-Wash.) that would reimburse states for costs incurred due to administrative and regulatory delays in implementation of the new regulations. The amendment, which is attached to the Urgent Supplemental Appropriations Bill passed May 12. It would make available $28 million to 19 states. Lowry also introduced a measure that would repeal the new, more restrictive regulations. The measure, H.R. 5495, has been referred to the House subcommittee overseeing refugee matters, but no action has been taken on it.

#### Oregon Responds

It will be fall before the full effect of the new regulations are felt in Oregon but already, some refugees are talking about committing suicide over their withdrawn support, according to State Refugee Coordinator Jerry Burns. Burns said that some refugees may be able to find temporary work in the state as farm laborers to tide them over, but that source of income will disappear once the agricultural season ends.

Over 5,000 refugees became ineligible for assistance in Oregon as of May 1. The state expects to receive targeted assistance of $1.2 million from the federal government to be used for emergency assistance and vocational training, among other things. Burns said that Oregon proposed also to use the funds to help refugees relocate, but the state has been prohibited from doing so. He denied that ineligible refugees have been specifically directed to move to California but said that refugees had been informed of their options in other states, an obligation he said Oregon felt it had to meet.

#### REFUGEE ACT MARKED UP BY THE HOUSE COMMITTEE

The following changes would take place in the federal refugee program if a bill to authorize the Refugee Act of 1980 that was voted out of the House Judiciary Committee on May 12 becomes law.

**Appropriations** - would be for one year only; funds for assistance would be set by the appropriations committees of Congress, but...
$100 million would be made available for social services (employment and ESL training) and $14 million for health screening.

Studies - the director of the Office of Refugee Resettlement would report the findings of three feasibility studies to Congress by next January - on impact aid; on a form of interim support that includes case management by voluntary agencies; and on the separation of cash and medical assistance.

Program Administration - the ORR director would develop and implement placement policies; free cases of refugees would not be placed initially in impacted areas, as determined under regulations prescribed by the ORR director; volags would be required to meet at least quarterly with state and local representatives to coordinate resettlement.

Initial Resettlement - reception and placement money would have to be spent within two years; GAO would conduct annual audits of reception and placement expenditures; volags would have to notify welfare offices of refugees on cash assistance who are offered jobs.

Assistance - 36 months would become a requirement not a limit on full federal reimbursement to states for assistance costs. Cash assistance for a refugee would stop within a month if he refused an appropriate offer of employment or training; before termination, the refugee could receive a non-appealable administrative hearing; refugees who are full-time higher education students would be ineligible for assistance; public agencies would have to notify volags of refugees' applications for assistance; refugees who receive cash assistance would be required to register for employment immediately.

It was not known at press time when the reauthorization bill would reach the House floor, its next major stop. Reauthorization hearings had yet to be scheduled in the Senate.

UTAH EMPLOYERS REACT FAVORABLY TO REFUGEES

A study of industry's reaction to Indochinese refugees as employees was recently completed by the Skills Center of the Utah Technical College. Personnel managers and supervisors in 153 companies responded to a questionnaire and interviews were carried out with those who employed or had employed refugees. The report of the study states, "Findings indicate that employers experienced problems (such as lateness for work, unexcused absences, and instability of employment) with employees in general much more than they did with refugee employees." Refugee employees were also consistently rated higher than employees in general on such characteristics as reliability, industriousness, and thoroughness.

Language problems were identified by more than half of the respondents as barriers to employment or mobility, and in somewhat fewer instances, as causing conflicts with supervisory personnel. Individuals with line-level supervisory function rated listening as the most important language skill, followed by speaking, reading, and writing. Cultural differences, especially with respect to personal hygiene, were the source of problems, some respondents noted, but they also said these were quickly resolved.

The report states, "The results of the questionnaire suggest that personnel managers do not use the actual information in an interview to evaluate refugee applicants as much as they do for applicants in general. They appear to rely on the reputation of refugees." Nevertheless, employers' expectations of refugees' performance were high.

The study was carried out under the auspices of the Utah Office of Labor and Training. Copies of the report, Industry's Reaction to The Indochinese, are available free of charge from John Latkiewicz, Skills Center/Utah Technical College, 431 S. 600, Salt Lake City, UT 84102.

Update

- A measure proposed by the Reagan administration last October which would allow the president special authority during an immigration emergency, among other things, was not part of the Simpson/Mazzoli reform bill headed for Senate mark-up the week of May 16. A source said, however, that Sen. Alan K. Simpson (R-Wyo.) was willing to hold a hearing on modified administration proposals. About the need for a special powers provision, Attorney General William French Smith told the Senate on
April 20: "We need not sacrifice our liberties in pursuit of preparedness for an immigration crisis. But neither can the government limp along with the legal authorities that proved so painfully inadequate during the Mariel boatlift."

- Geo. W. Crockett, Jr. (D-Mich.) has replaced Patricia Schroeder (D-Colo.) on the House Subcommittee on Immigration, Refugees, and International Law. Crockett, a Michigan judge before coming to Congress, has spoken out against the detention of Haitians and has represented the interests of the Congressional Black Caucus during hearings on the reauthorization of the Refugee Act.

- The joint voluntary agency representative in Indonesia reported that 30 percent of the refugees interviewed under the new priority system in March were determined to be in Priority 6. Refugees arriving in first asylum countries after May 1 who come in this category will not be eligible for resettlement in the U.S.

- Information from the Office of the U.S. Coordinator for Refugee Affairs indicates that as of late March approximately 1,700 Mariel Cubans were being held as felons in federal facilities. About 430 Cubans were institutionalized for mental health reasons and 88 were in nonfederal protective settings receiving psychiatric care.

Reader Exchange

- Marny O'Sullivan of Childfind in Seattle, Washington, is seeking information about what other localities are doing to locate, identify, and place potentially handicapped Indochinese refugee children from birth to 21 years of age. O'Sullivan, who is evaluating services to Asian children in Seattle, is especially interested in information about services to pre-school age children, including outreach to local communities; screening and assessment (instruments, methods, and results); and English as a Second Language for the target population. Avoiding cultural bias in such services is another topic of interest.
  Contact Marny O'Sullivan, Childfind Program Representative, Seattle Public Schools, SEMAT Center, 1330 N. 90th St, Seattle, WA 98103. (202) 587-6315.

- The U.N. High Commissioner for Refugees plans to present the special problems of aged refugees at the World Assembly on Aging in Vienna this summer. UNHCR estimates that about 3 percent of the world's refugees, or 300,000, are aged 60 or older. "They suffer more severely than younger refugees," UNHCR says. "Those who left with their families find it difficult accept total dependence on their children; those who are alone often lose all hope and... lapse into apathy."

  In preparation for the UN-sponsored assembly, UNHCR is compiling statistics and analyses on the numbers and needs of aged refugees throughout the world, especially in camps. Further information about the assembly may be requested from Susan Markham, Division for Economic and Social Information, Room 1061, UN Secretariat, United Nations Plaza, New York, NY 10017.

- The School for International Training of the Experiment in International Living offers a program to develop professional skills in the management of international development and relief programs overseas and intercultural projects in the U.S. Training for careers in refugee resettlement, public or private agency work in multi-cultural environments, and intercultural training is provided. The program begins in February or September with a five-month period of study in Brattleboro, Vermont, followed by a six-month internship and a two and one-half week period of synthesis and evaluation. For further information contact: Program for Intercultural Management, School for International Training, Upton 309, Brattleboro, VT 05301. 800-451-4465.

Resources

VOLUNTEER ESL CURRICULUM AND TEACHER TRAINING MANUAL

Tacoma Community House, a social service agency serving the refugees since 1975, has recently completed a curriculum/teacher's manual entitled The HER Project, Homebound English for Refugee Women. The materials were designed to be used by non-professional
volunteer teachers working primarily with illiterate refugee women. However, the materials may be applicable in any survival English language program. The HER Project includes a curriculum/teacher's manual and a student's book, largely made up of simple illustrations.

The curriculum/teacher's manual (289 pages) is available for $9.50 and the student's book for $3.50 plus postage and handling. Contact: Tacoma Community House, P.O. Box 5107, Tacoma, Washington 98405. (206) 383-3951.

**FAMILY PLANNING AUDIO VISUAL PROGRAM**

The Planned Parenthood Association of Portland, Oregon, has prepared a slide-tape presentation on family planning. Language cassettes are available in Vietnamese, Lao, Mien, Hmong, and English; an English script is also available. The 83-slide program covers male and female reproductive systems and explains all medically approved methods of birth control. The association suggests the program would be appropriate for health clinics, Planned Parenthood clinics, schools, churches, and other agencies working with Indochinese populations.

A complete package of 83-slide tray, six language tapes, and script is $85.00. Custom packages of slide tray for $65.00 and selected tapes for $5.00 may be requested. Shipping costs extra. Contact: Planned Parenthood, Education Dept., 200 SE Morrison, Portland, OR 97214. (503) 233-1131.

**VIETNAMESE DEPRESSION SCALE**

The Mental Health Program of the Indochinese Cultural and Service Center and the Department of Psychiatry at Oregon Health Center Sciences University have developed a test to measure depression among Vietnamese refugee adults. The Vietnamese Depression Scale is designed to differentiate between a seriously depressive state, where referral to mental health services might be recommended, and a non-depressive state. The test is highly culturally specific to the Vietnamese population, 18 years and older, in the U.S. The 1 items of affective, cognitive, and behavioral expressions were carefully selected and tested to represent culturally relevant correlates of the experience of depression among this refugee group.

The test is to be administered in Vietnamese, under the supervision of a mental health professional. Packets of 10 Vietnamese tests, two English language tests, and two explanation/instruction sheets cost $7.50.

For further information about test conditions and statistical characteristics of the scale or to order contact: Mental Health Program, ICSC, 3030 SW Second Ave, Portland, OR 97201. (503) 241-9393.

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### Statistics

#### Estimated Indochinese Cumulative State Totals from 1975 to March 1982

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<th>State</th>
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<tr>
<td>Nebraska</td>
<td>2,098</td>
<td>TOTAL</td>
<td>587,148</td>
</tr>
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* Adjusted for secondary migration through September 30, 1981

Source: Office of Refugee Resettlement

Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

DISPARATE GROUPS CAUSE CONCERN

Though the Indochinese have dominated the attention of the U.S. resettlement community in recent years, issues surrounding smaller groups of refugees and individuals have not gone unnoticed.

Last month, for example, voluntary agencies met with federal officials to discuss Afghans, some 4,000 of whom are expected to be admitted to the U.S. this fiscal year. Additionally, the plights of certain Cubans, Yugoslavians, and Iranians aroused concern.

Less formally, representatives of asylum applicants were critical of the U.S. response to "persons who fit no particular pattern," in the words of one immigration lawyer. The cases of the lone Philippine political prisoner or the South American expatriate are described as going unheard by an asylum system that has become overtaxed and indifferent.

These "fringe" groups and individuals, though relatively small in size and the amount of publicity they attract, raise questions nonetheless about the way the U.S. grants refuge. The answers to those questions may be most telling about the flexibility of the American system, according to some observers, in that they are being given to persons who are particularly vulnerable, who lack "strength in numbers."

Conscription Equals Persecution? If there is strength in numbers for Afghans, it lies abroad. Some three million are estimated to be in Pakistan as a result of the Soviet invasion of Afghanistan in December 1979.

Afghans also fled to Europe following the invasion, and the State Department plans to work at reducing a backlog of refugee applications there that dates from 1980. However, all Afghans enter the U.S. under the Near East ceiling for refugees which has been at 5,000 since the beginning of this fiscal year and may soon be raised by 1,500 slots.

While the relatively low ceiling for refugees from that area of the world has received sharp criticism, there are other, more subtle issues surrounding Afghans besides the size of their admissions levels.
In March, for example, the executive director of one volag complained to the House immigration subcommittee that refugee status was being denied to Afghans who said they were applying in order to escape conscription. The director suggested that conscription amounted to persecution—a necessary ingredient for defining someone as a refugee under U.S. law—because in Afghanistan, conscription amounted to servitude to an invader.

While the complaint provoked no response from the subcommittee, some action, apparently, may be taken by the State Department. According to Paula Lynch of State, the U.S. is "reconsidering" its stance toward such applications; Lynch, however, declined to give further details.

**Adjudication Delays Scored** Relief for Afghans on the asylum side has also been sought. For example, it has been suggested that asylum applicants receive anchor relative status for the sake of facilitating family reunifications, given the long time it takes the Immigration and Naturalization Service to adjudicate claims.

But the status has not been granted. According to Janet Graham of INS—where 1,096 Afghan claims are pending—the service is neither handling Afghan claims differently from those of any other group nor expediting their adjudication.

The head of a student service organization, the Afghan Mutual Assistance Foundation recently criticized the long waits Afghan asylum seekers face and the scrutiny they undergo as refugee applicants.

Zalmi Mohammed Niayz contended that army conscription is "most definitely" persecution as Afghans who've remained behind are being recruited to "fight their brothers." In some cases, he said, Afghans are sent to Russia for training. Niayz disagreed with a spokesman for the Afghan Relief Committee in Washington, D.C., who said that "the best" Afghans have chosen to return to their homeland and resist their occupiers. "Not every man is a soldier, a doctor, an engineer," Niayz said. "I'm fighting a battle now by helping people get on their feet and trying to tell the world about Afghanistan."

**End of Cubans' Exile Sought** Not long after the Soviet invasion of Afghanistan in February 1980, Fermin Castellano came to the U.S. Castellano, a political prisoner since the Bay of Pigs invasion of the early 1960s, arrived alone. His relatives were steered to Venezuela by the American Interests section in Havana; according to Castellano, the split was advised as the most expedient means for his family to leave Cuba and reunite later.

The family—a sister, a brother-in-law, niece, and an aunt—remained without status in Venezuela and their situation turned out to be a forerunner of those faced by Mariel Cubans who were separated in the early days of the boatlift. Relatives who fled to Spain are considered to be in especially difficult positions as they lack work authorizations.

Estimates of how many separated relatives exist vary. There's a voluntary agency count of a few dozen, but sources in the Miami Cuban community put the number as high as 500.

Castellano's inquiries into the matter with U.S. authorities have, he said, proven fruitless so far, and so too, have efforts on behalf of Mariel Cubans. The U.S. says it is taking only former political prisoners as refugees, and no plan appears to have been drawn up for a humanitarian parole of the relatives into the U.S. Graham of INS suggested that one option for those relatives who gained a legal status abroad is to try to enter the U.S. as immigrants.

**Yugoslavians and Iranians Are Targets of Persecution** If the Castellanos' fate is separation, direct persecution is the fate of Yugoslavians and Iranians, according to Amnesty International. In a February report, Amnesty noted that political persecutions in Yugoslavia doubled in 1980 and had been on the rise since 800 ethnic Albanians were convicted after demonstrations.

It has been reported that INS has refused to process the refugee applications of Yugoslavians. Graham couldn't confirm that but speculated that Yugoslavians at one time may have been regarded as economic migrants and not bona fide refugees. She added, however, that they are currently subject to case-by-case determinations.

At the State Department, Hank Cushing said that "very few" Yugoslavians had met the U.S. criteria for refugee status in the past, but, like Graham, indicated that they could apply and that "it was not impossible"
for them to be admitted.

Cushing also said that the U.S. has no programs for Iranian refugees. He attributed that to governmental concern that such a program might prompt Iranian government retribution on certain groups in that country.

Persecution is taking place nonetheless. According to Amnesty, Iranian Baha'is, the only religious minority not recognized by the Iranian constitution, are the victims of a new wave of terror. The human rights organization has urged that opposition of this treatment be conveyed to Iranian authorities. Baha'is leaders were reportedly executed as recently as May 8. Last month, a House hearing was scheduled to look into the matter.

According to a Baha'i spokesman, however, the Baha'is want worldwide pressure brought to bear on the Iranians to end the killings, not resettlement for themselves in the U.S. Still, Cushing at State left open the possibility that some type of program might be arranged for Iranians. "We'll have to wait for the consultations on refugee admissions," he said.

Model Asylum Applicants Ignored Other persecuted people are being ignored, in the opinion of Michael Posner of the Lawyers Committee for International Human Rights. According to him, "model" asylum applicants--such as those who were prominent opponents of repression in their home countries--have been unable to budge the U.S. asylum system. "The system is totally indifferent to their needs," Posner said, referring to the fact that applicants often experience long delays getting interviews and work authorizations. He noted that the asylum bid of the son of a well-known Argentine dissident finally won approval after nearly a year of lost paperwork, decision reversals, and congressional pressure.

"The system doesn't separate asylum claims from the regular flow of business," Posner observed. "They get thrown into a morass that no one has the time or money to deal with."

In Posner's view, more funds and staff for the service would help to pare down the morass, which is sizeable. Besides the 100,000 asylum claims that are pending with INS, the agency has 1.9 million other applications for benefits under immigration law to process annually, a number that grows slightly each year.

The service has submitted a "steady state" budget for FY 83, that reflects current spending levels and inflation. In anticipation of passage of major reform legislation, however, a House subcommittee has recommended an additional $35 million for INS, funds that would cover the cost of hiring 140 new adjudicators.

But an INS budget source said that approval for the extra funds could be difficult to obtain in view of congressional resistance to non-defense spending. Of the outlook for service performance, given tight budgeting, the source said: "It will be an accomplishment if we can hold our own."

Recent Developments

SLOWDOWN PLANNED FOR AFRICAN REFUGEE PROGRAM

Two actions announced recently by the State Department will slow the entry of African refugees into the U.S., in an effort to keep FY 82 admissions within ceilings.

First, admission to the U.S. of African refugees in Europe will not be authorized for cases filed after February 10 of this year, except in certain instances of family reunification. The limitation was based on the assumption that the most needy African refugees are in Africa, and that U.S. refugee programs should "concentrate their efforts there," a department official said.

Second, in late April, the Department temporarily suspended movement to the U.S. after May 8 of any African refugees, except those for whom firm travel arrangements had been made. Difficulties in securing bookings out of Africa were pointed out by the Intergovernmental Committee for Migration, and certain exceptions to the State Department suspension will be permitted provided the refugees arrive in the U.S. by June 30.

State intends to advise overseas posts soon of refugee allocations for the remainder of the fiscal year, based on reports of refugee caseloads requested in May. Processing priorities will be assigned to African posts, especially those with large caseloads and where movements to the U.S. can help resolve asylum problems, according to departmental communication.

By mid-FY 82, approximately 1,400 African refugees had been admitted to the U.S. and
estimates of Immigration and Naturalization Service-approved applicants in Europe and Africa were at almost 3,000. This latter number equals the ceilings originally established for all of FY 82. In May, the department sought additional slots for African refugees. At press time, no information was available on congressional approval of this request.

ENTRANTS FOUND ELIGIBLE FOR GENERAL ASSISTANCE IN PARTS OF CALIFORNIA

Court action and out-of-court settlements will enable Cuban and Haitian entrants to be considered for general assistance in several California jurisdictions. After new cash and medical assistance regulations were implemented, limiting aid to refugees and entrants to 18 months, questions had arisen about entrants' eligibility for local assistance: the apparent temporary nature of their immigration status would preclude them from most county general assistance programs, Office of Refugee Resettlement Regional Office official Dan Baker explained.

Suits on behalf of entrants were filed in Orange, Los Angeles, and Santa Clara counties. In Orange County, the court instructed that benefits should be made available to otherwise eligible entrants. Out-of-court agreements were made in the other two counties, generally following the interpretation of entrant status as "indefinite" rather than "temporary," Robert Rubin of the Bay Area Immigrant and Refugee Rights Project indicated. San Francisco County revised its policies to permit benefits to entrants prior to any litigation.

With settlements in major impacted areas in California, calling for assistance payments retroactive to May 1, entrant supporters "feel we've achieved statewide relief," Rubin said. "Other counties will come around."

The settlements pertain only to those with entrant status; a small number of Cuban and Haitian aliens without this designation were not covered by the suits filed.

UNHCR RESETTLEMENT FIGURES RELEASED

As of April 1, almost seven years after the fall of Saigon, 740,190 Indochinese refugees had been resettled from camps, according to the United Nations High Commissioner for Refugees. Excluded from the total are about 130,000 Indochinese who arrived in the U.S. in 1975 and some 260,000 Vietnamese who were resettled in the People's Republic of China in 1978. The Intergovernmental Committee for Migration, which has handled transportation for most of the refugees since 1975, reports movements to more than 50 countries, led in terms of numbers by the U.S., France, Canada, West Germany, and the United Kingdom.

UNHCR reports that, as of April 1, 221,509 Indochinese refugees, including 41,185 "boat people," still require durable solutions. The State Department provided the numbers below of refugees by ethnic groups in Southeast Asian countries and camps, as of April 30. Of these, about 20,000 were in processing centers awaiting resettlement and an estimated 12,500 Lao and 5,300 Vietnamese were in so-called austere ("humane deterrent") camps in Thailand they have generally been considered by the Thai government and UNHCR to be ineligible for third country resettlement.

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<td>55,436</td>
<td>97,742</td>
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Based on data from the U.S. State Department, Bureau for Refugee Programs (more detailed information about specific camp populations is available)
Update

- Due to a preliminary injunction granted in a class action suit against the U.S. on behalf of Salvadorans, federal treatment of illegal Salvadorans taken into custody has improved, according to a spokesman for the National Center for Immigrants' Rights. The spokesman, Carlos Holguin, said that since the injunction was issued on April 30 by Judge David Kenyon of the U.S. District Court of Central California, certain procedural protections, such as advising persons of their right to asylum, are now being implemented. Holguin said that other aspects of the suit, such as the propriety of State Department advisory opinions with regard to asylum claims, are still pending and may not be ruled on for a year.

- According to a copy of a notice that appeared April 20 in the state-run newspaper Addis Zemen, and was obtained from the Ethiopian Committee on Immigration, Ethiopians who return home following U.S. revocation of their visas may find themselves facing life imprisonment or death for ever leaving Ethiopia. "Any persons who's fled or attempts to flee the country betraying his homeland and people shall be punished with rigorous imprisonment ranging from five years to twenty-five years..." the notice states. Stronger punishments are reserved where "the crime is committed under grave circumstances."

- Six members of the House Judiciary Committee--including Robert W. Kastenmeier (D-Wis.), who is being lobbied to hold hearings on Haitian detention--formally expressed their serious concern "regarding the appearance of racial discrimination in the application of U.S. and United Nations laws pertaining to refugees seeking asylum in the U.S." The congressmen made their views known as part of their dissent from the Judiciary Committee's report on legislation that would reauthorize the Refugee Act of 1980. The six dissented because they maintained that the report language does not adequately reflect their reservations over U.S. treatment of Haitians.

In a related note, the 11th Circuit Court of Appeals ruled on May 2- that the U.S. had violated constitutional rights of Haitians by preventing them from applying for asylum. According to a news report, the decision affects some 6,000 Haitians and upholds an earlier ruling that found that the government had obstructed Haitians who attempted asylum bids.

- Statistician Howard Gitlow of the University of Miami has calculated the probability that all members of a sample group of 1,143 Haitians would be detained, given variances in their cases, in a "fair world" of due process. His conclusion: less than one in ten billion. Gitlow did his analysis in early April, based upon information provided by lawyers for the Haitians.

- Federal, cash, medical and grant assistance for refugees will cost $514 million next year if the reauthorization legislation in the House of Representatives in the U.S. refugee program passes Congress. The estimate, which was prepared by the Congressional Budget Office, assumes Reagan administration projections that 103,500 refugees will enter the U.S. next fiscal year, 72,000 of whom would, according to the administration, require assistance. Further, 184,500 refugees who entered the U.S. between 1981 and 1982 are expected to receive assistance in FY 83. The legislation, the Refugee Assistance Amendments of 1982 (H.R. 5875), had yet to be scheduled for the House floor as of May 26.

Meetings and Conferences


A presentation entitled "Human Rights and Foreign Policy: How Should We Live in a World of Dictators and Refugees?" will be given by Judith Lichtenberg and Henry Shue as part of an afternoon workshop.

Registration fee is $60.00. Contact: Elizabeth Cahoon, Workshop Coordinator, Center for Philosophy and Public Policy, University of Maryland, College Park, MD 20742. (301) 454-6573.

The program of workshops will feature clinical and social aspects of dealing with the Indochinese refugee population. Medical and dental health care professionals are targeted.

Contact: Sarah Z. Aslakson, Continuing Medical Education, 465B WARF Building, 610 Walnut St, Madison, WI 53706. (608) 263-2856.

Resources

VIDEOTAPE ON RESETTLEMENT IN PENNSYLVANIA

Postscript to a War: The Indochinese in America is a videotape documentary of the adjustment of Indochinese refugees who have settled in farming towns and industrial cities throughout Pennsylvania. Five portraits depict the complexity of transition to a new life in the U.S. The process of sponsorship, the development of community organizations, changing belief systems, integration in the work place, and the effects of cutbacks in social services are covered in this 45-minute color tape. All interviews were done in the native languages of the subjects.

Since its completion in January, the program has received awards at the American Film Festival and the Santa Cruz Video Festival, and it was selected for a special screening at the Anthropology Film Festival at the Museum of Natural History in New York. It was produced in association with DCTV, WITF-TV, and WXXI-TV. Copies are available on 3/4", Beta, VHS, and 1/2" reel-to-reel. Rental price: $75.00; purchase price: $250.00. Preview copies are available. Discounts will be made for community-based groups.

Contact: Geoffrey O'Connor, DCTV, 87 Lafayette Street, New York, NY 10013. (212) 982-2627.

ESL INSTRUCTIONAL PROGRAM

Orbis Publications has prepared an English as a Second Language instructional program with texts at three levels and accompanying audio cassettes. Bilingual editions are available for Spanish, Vietnamese, Lao, Chinese, Cambodian, Thai, Arabic, and other

ISSUE PAPER ON POLISH REFUGEES

The U.S. Committee for Refugees recently published an issue paper discussing the situation of the 300,000-500,000 Poles in Austria, West Germany, and elsewhere in Europe, pending resolution of their uncertain status. Some have elected to seek permanent resettlement, but many, the paper states, are waiting until circumstances in Poland might allow their safe return. The eight-page paper, Flight to Uncertainty: Poles Outside Poland, treats the options and arguments surrounding these refugees, and presents recommendations for action by U.S. policy makers and the international community.

Copies may be obtained free of charge from USCR/ACNS, 20 West 40th St, New York, NY 10018. (212) 398-9142.

JOURNAL FOR CAMP PERSONNEL

A journal is being published by the Center for Applied Linguistics Southeast Asia Regional Service Center, for distribution to personnel in refugee camps overseas. Entries include suggestions of language teaching and orientation activities, reviews of materials, essays by camp personnel and refugees, and news of professional interest. The purpose of The Journal, the editors state, is to foster information and ideas among the several hundred individuals associated with the Intensive English as a Second Language/Cultural Orientation program, funded by the U.S. State Department. Budget constraints limit circulation in the U.S., but domestic facilitator Gail McGee suggests that U.S. practitioners may wish to submit material for inclusion, to help those overseas better understand resettlement efforts here.

Contact: Gail McGee, Center for Applied Linguistics, 3520 Prospect St, NW, Washington Washington, DC 20007. (202) 298-9292.

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learn and how effective curricula can be
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or adapted for in-service training.

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University School of Social Work, Division
of Continuing Education, 264 Bay State
Road, Boston, MA 02215. (617) 353-3756.

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### Statistics

**Indochinese Refugee Activity/As of April 30, 1982**

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<th>Departures</th>
<th>Vol. Repat./Other</th>
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* Includes births

**Number of refugees admitted to the U.S. under immigrant visa:** Boat 41, Land 21, ODP 141, RPC 23, TOTAL 226

Source: Department of State

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**Editorial comments and inquiries should be sent to:** Editor, *Refugee Reports*, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20036. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

PERSPECTIVES OFFERED ON REFUGEE EMPLOYMENT SERVICES

From Capitol Hill, where congressmen are troubled by refugees' use of public assistance, to the refugees themselves, seeking an economic footing in the U.S. while facing assistance cut-offs, the search for jobs is on.

It is not an easy search. The U.S. currently has the highest unemployment rate since World War II. English-speaking, trained citizens are having a tough time of it. Statistics are bleak for refugees, too. According to the Office of Refugee Resettlement's recent annual report, 45 percent of the refugees who entered the U.S. in 1981 were unemployed. Not just the depressed job market, but also language barriers and refugees' desire to seek further training were keeping large numbers of newcomers out of the work force, the report indicates.

Others suggest that features of the resettlement system itself prolong refugees' unemployment.

The experiences of three program directors reported here reflect the complexity of refugee employment. The three are from Orange County, California, considered the most impacted county in the nation on a per capita basis; Michigan, with an unemployment rate of 16 percent; and Arlington County, Virginia, also heavily impacted and where the service provider interviewed has helped find jobs for approximately 1,800 refugees since 1975.

Involving Industry Representatives Refugees self-help groups are working with the Immigrant and Refugee Planning Center—a privately funded, three-year project under the aegis of the United Way—in Santa Ana, California, to develop vocational English language training programs.

While IRPC Director Dennis White called that training a necessary employment service, he believes that industry to open its doors to refugees, the key is "peer to peer" contact among industry representatives. "Dennis White going around knocking on doors isn't going to do it," he said.
At IRPC, the advisory board is being structured to include business and industry contacts who could convey their interest in refugee employment to peers elsewhere. White hopes to follow up such initiatives with slide shows that present the refugee experience and job counselors' assessments of their readiness for work.

Outreach to employers also means listening to what employers want, White stressed. He hopes companies will inform refugee educators of the requirements for jobs so that training can be adjusted accordingly. To foster this communication, IRPC plans to publish a bi-monthly newsletter.

Emphasis on The Local Level Who has been getting jobs in the Santa Ana area and how they have fared are some questions to be answered by a survey IRPC hopes to complete in July (see Refugee Reports Volume II, Number 30). The survey focused on Orange County, reflecting White's opinion that closer examination of local problems, development of solutions, and their applications elsewhere might help reduce national problems. "It's at the local level that the (welfare) dependency is going to be solved," he observed.

Part of the solution for Orange County could come if the United Way is awarded the county's refugee social services money next fiscal year in the form of a block grant. This would allow about $2.5 million to be allocated at the local level, White said, where trouble spots can most effectively be recognized and treated.

None of these measures would eradicate another problem White sees, however; that is the diffused and uncoordinated nature of the resettlement system itself. He pointed to the federally funded WIN program, for which refugees in Orange County automatically qualify if they qualify for AFDC. Under WIN, a refugee can take up to 18 months of English as a Second Language or vocational training "with no one there to monitor him," White said. The situation robs the refugees of motivation to look for work and delays their entry into the work force, White noted. "It's a real problem out here."

White called for cohesive, controllable services "up front" to refugees who would later compete with the general population. Still, he estimated that a refugee might need some type of support for up to two years before he was self-sufficient. Nor did he preclude tracking refugees once they are in the work force. "Nobody seems to be worrying about the quality of jobs, just the quantity," he said. "You can blow a lot of jobs that way. You need to follow up. You need to know if the refugee was able to understand and if he worked out. A refugee may be fine in the classroom, but the only one who can tell you how he performs is private industry."

Knowing How To Get Jobs One of the things private industry wants is people who know how to apply for jobs, according to Paula Stark, head of Michigan's employment as well as refugee program. She noted that many refugees lack the skills or abilities to mount a job search and suggested that curricula be developed for job clubs for refugees--four-week intensive programs that are designed to structure job-seeking and a job-seekers support network. Through job clubs, refugees would learn to contact employers by phone, prepare resumes and job applications, and handle themselves in interviews. "For some, it's just fine if all they have to do is show up for work," she said. "But if an interview is involved, it can be a whole lot scarier." Too, there is the problem of refugees who take jobs they ultimately can't handle--"Unlike Americans, they would never say no"--and have to leave, thus leaving employers with poor impressions of refugee employees.

The concept would be less costly than other approaches to employment, such as job development or vocational training, and could be more effective, as most people find employment through personal contacts, according to Stark.

Stark pushed the idea of job clubs in testimony to Congress this spring, while downplaying the track record of employment programs generally. She noted that only 25 to 30 percent of the participants in programs such as WIN and CETA find jobs. A comparable percentage of refugees have obtained work, according to her, although they faced significantly greater barriers. She further stated that more refugees are in competition for entry-level jobs with other minority populations, such as youth, the elderly, and the handicapped, whose unemployment rate nationally is at about 50 percent in some cases.
Bad to Worse  In Arlington, Virginia, the employment picture for refugees is reportedly going from bad to worse. According to Joyce Schuman, director of the Refugee Education and Employment Program, depressed economic conditions have made jobs twice as difficult to uncover over the past five months. She noted that in January, traditionally a low placement month, five telephone calls produced one job opening; in April, the ratio had grown to 12 to 1.

Citing from findings of 45 job counselors in Washington, D.C., metropolitan area, Schuman said employers want refugees with fairly sophisticated language skills. "Employees have to be able to understand the role relationships that exist at a work site and have interpersonal skills," she explained. According to Schuman, the employers polled preferred an employee who could understand directions, above all. Speaking, reading, and writing abilities were rated less important.

More than half of the refugees employed through REEP remained employed at least 90 days. Schuman pointed to the ability of her Asian job counselors to understand non-verbal communication of their clients. In some cases, she noted, it works well for the counselor to decide what job is best for the refugee, rather than provide the client with options from which he must choose. Whether a particular job allows mobility may not be an issue, Schuman noted, depending upon the refugee and how badly they think they need a job.

System Saps Motivation  Some of the refugees' motivation is sapped by the fractured nature of the resettlement program, in Schuman's estimation. Like her colleagues in other states, she expressed frustration at not being able to control better refugees' movement through training into jobs. "It is questionable whether it is worth staff time to try to enforce attendance at classes," she observed. She went on to say that when enforcement has been implemented, refugees have withdrawn and enrolled in any number of other training programs that are held in northern Virginia.

In recommending a more controllable system, Schuman said, "Most refugees prefer to go to work, but they can and do take advantage of looseness in the system that has been set up."

Recent Developments

CAMBODIAN APPROVAL RATE QUESTIONED

Several national voluntary agency offices report that they have received consistent estimates from their Thai representatives that over 90 percent of the Cambodian refugees presented to the Immigration and Naturalization Service for admission to the U.S. are being turned down. The rejection rate has prompted shock and frustration, as voluntary agencies had expected that substantial numbers of Cambodian refugees would be approved and sent to processing centers in Bataan and Galang.

A spokeswoman for Bruce Flatin, the new director of the State Department's Office of Refugee Resettlement Admissions, said that State "is aware that there is a perceived problem" and thatvolags are concerned. She said State is "making progress with INS" to develop an interpretation of processing guidelines, but department officials are "not ready to discuss it."

Another State Department source said that he was sure the percentage was an estimated 55 percent. But he added that even at that level, State "considers it a serious situation," is in active consultation with the Justice Department, and hopes to "resolve the problem in the near future."

One volag source offered two options for resolving the situation. The State Department, she said, could present INS and Congress with a "Classified Country Report," providing substantial documentation of categories of persecution that Cambodian returnees would be subject to. This option appears unlikely, however, in light of guarantees the Heng Samrin government has given the United Nations High Commissioner for Refugees regarding the safety of returning refugees.

According to the source, another alternative would be for State to raise the issue of maintaining the security of Thailand as a country of first asylum for Indochinese refugees. Thailand has consistently said that its role as a first asylum country is contingent upon the UNHCR successfully resettling refugees outside its borders.

More than 90,000 Cambodian refugees are in Thai holding centers, most of whom have
VIETNAMESE FISHERMEN BEGIN 1982 SEASON

Seabrook, Texas, was the site three years ago of community violence that resulted in the death of one American fisherman and the burning of several Vietnamese boats. With the opening of the annual shrimp season along the Texas/Louisiana coast on May 15, the Ku Klux Klan has already announced its plan to march in full costume in Seabrook to commemorate the fisherman's death.

John Townsend, state coordinator for refugee affairs in Texas, said recently that the heart of the community tension is not racism, but economics. There are no longer enough shrimp in the bay for everyone who would like to make a living catching them. A recent ruling also restricts catches of several other popular fish that used to fill out the shrimpers' harvest but which are now also depleted. Anger and distrust run high, Townsend said, when too many fishermen compete for severely limited schools of fish and shrimp.

Nguyen Van Nam, a Vietnamese fisherman in Seabrook, said the Vietnamese community is aware of local economic realities. Representatives of the Vietnamese population met in Seabrook before the shrimp season started to discuss the new regulations under which they would work this year and to consider alternative work for some members of the community.

"I actively discourage new people from coming to this area," Nam said. "In addition to the bad shrimp harvests and increasingly stringent regulations, Nam tells would-be residents of the difficulty in procuring new equipment and licenses and the history of hostile feelings in the entire area.

Nam emphasized that local authorities are sensitive to the Vietnamese community's feelings and they try hard to equally enforce all the regulations. But he noted that the Ku Klux Klan has continued its strong opposition to new Vietnamese refugees. "I think the Klan has a lot of outside support," Nam said. "You always see a lot of cars with Louisiana license plates when there's going to be some trouble."

Both American and Indochinese shrimpers are working closely with the Texas state refugee coordinator's office to discover ways to restore the economic vitality of the region. Currently under discussion are a fish sauce factory, and a scheme to utilize less popular species of fish and to rehabilitate several defunct fish-processing plants along the coast. A renaissance of the local fishing industry will significantly reduce the root causes of local community tensions, said State Coordinator Townsend.

"CATCH 22s" ON I-94s

Refugees who surrender their I-94 card should request interim cards to hold while they await their "green card," or permanent residence reauthorization.

That is the advice of William Ingram of the Immigration and Naturalization Service in Washington, D.C., after a number of refugees in Virginia had problems recently with their state employment commission.

The refugees missed an opportunity to be hired by a Northern Virginia hotel because they could not provide the commission with the proper documentation. They had surrendered their I-94s--an entry document stamped for work authorization--and received unstamped receipts in return which proved unacceptable to the Virginia Employment Commission (VEC).

The refugees had simply been "overlooked," in Ingram's opinion, who said that all persons should be given an interim I-94 as well as a receipt. Refugees are required to apply for permanent residence status after they have been in the U.S. for one year. INS calls in those whom it can locate and, according to Ingram, the green card (which used to be green but is now beige) is usually forthcoming 60 to 90 days after the application is filed. Work authorization also comes with permanent residence status.

At the VEC, William Bobbit indicated the problem was not only that the refugees had no interim I-94s--but that documents they provided--were copies rather than originals. He added that his agency would accept an original I-94 receipt, if accompanied by supporting documentation such as a social security card or driver's license, as proof of work authorization, but not copies of I-94s.
E.B. Duarte of the INS Outreach Office in Washington, D.C., urged that his office be contacted when documentation problems arose that threatened to keep a family's main income provider unemployed. The outreach number is (202) 633-2361.

Update

- The Justice Department has decided to release Haitians in detention who have attorneys and sponsors and who give assurances they will show up for Immigration and Naturalization Service hearings. It was not clear at press time how many would be affected or when releases might begin. But the decision is not expected to preclude hearings on detention scheduled for a House Judiciary subcommittee for June 23.

- The Refugee Assistance Amendments of 1982 (H.R. 5379)--legislation that would reauthorize the Refugee Act of 1980--was scheduled to go to the floor of the House of Representatives on June 16 and 17.

- An amendment to the Urgent Supplemental Appropriations bill that would provide $23.3 million to states to cover costs they have incurred attempting to implement the 18-month assistance regulations was reported out by House and Senate conference on June 10. The bill was expected to receive congressional floor action the week of June 13, according to the Appropriations Committee spokesman; however, quick passage of the appropriations bill is probably unlikely, the source explained, because debate is expected about other provisions. A spokeswoman for Rep. Michael E. Lowry (D-Wash.), who proposed the amendment, said the $23.3 million is the highest allowable figure under the congressional budget ceiling and approximates the costs of 20 states.

- The Office of Refugee Resettlement recently published its report to Congress for FY 81. The report notes that FY 81 was the first complete year of operation of the resettlement program under the Refugee Act of 1980. "Although there are still problems," the report states, "the program is substantially stronger...than it was a year ago." Steps taken by ORR to advance monitoring and evaluation of programs and services are discussed, including caseload monitoring systems to assess states' assistance programs, a study of refugee self-sufficiency, and increased computerization of data on refugees.

ORR is required by the Refugee Act to submit an annual report to Congress.

Projects and Programs

RED CROSS VERIFICATION SYSTEM

The State Department and the American Red Cross are "close to an understanding" that will allow the Red Cross to continue its service of verifying family relationships for refugee applicants, according to Fran. Sieverts of State at press time.

With its search service for Indochinese refugees, the verification service is one the American Red Cross has provided for the past six years, handling more than 36,000 cases. The agency locates relatives in the U.S. of refugees in camps, or more recently, of possible applicants for the Orderly Departure Program from Vietnam. It uses its network of 3,000 local chapters, which in turn use local media, voluntary agency affiliates, and other sources to find potential anchor relatives.

Since refugees' eligibility for admission is often dependent on degree of family relationship to an anchor in the U.S., verification by Red Cross of claimed relationship has been relied on by embassies abroad and the Immigration and Naturalization Service.

The complex nature of Indochinese family relationships prompted the agency to develop an extensive guide to help interviewers through what one Red Cross official called "a geneological nightmare." The agency points in particular to its handling of sensitive situations--where remarriages have occurred, or potential threats to individuals still in Southeast Asia exist.

Despite its expressed satisfaction with the program to date, the State Department proposed earlier this year to terminate the Red Cross project at the end of FY 82, for a savings of about $300,000, provided that volunteers would be willing to assume the verification function.

The volunteers, however, at a May meeting of
the American Council of Voluntary Agencies informed State they thought the Red Cross should be retained. The additional work-load for local affiliates and the potential inefficiency of a decentralized approach were cited.

Further, the appropriateness of resettlement agencies acting to determine a basis for eligibility for admission and INS's willingness to accept volag determinations were questioned.

The Red Cross stood ready for an orderly phase down and transfer of the service to volags, but an official cautioned, "People have vague notions about what is entailed. It's not that much of a snap."

Although it cost the agency more than State paid, it would be willing to carry on on, the official said. "With all of its imperfections, it's an established system... straightforward and not open to fraud."

Meetings and Conferences


Two three-week sessions offer courses in linguistics, ESL, language teaching materials and methods. Fees $150-$375. The annual TESOL Summer meeting will be held July 15-17.

Contact: Elliot Judd, 1982 TESOL Summer Institute, 2003 Sheridan Rd, Northwestern University, Evanston, IL 60601. (312) 492-7572.


The convention will draw attention to achievements of the Vietnamese community in the U.S., with presentations on culture, language, and education. Plans for future activities will be discussed. A half-day session in English is planned for August 7, for presentations to the American community.

Contact: Le Xuan Khoa, Indochinese Refugee Action Center, 1424 Sixteenth St, NW, Suite 404, Washington, DC 20036. (202) 667-7810.

Resources

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<td>12</td>
</tr>
<tr>
<td>Self-sufficiency through agriculture</td>
<td>12</td>
</tr>
<tr>
<td>English as a Second Language (ESL)</td>
<td>6</td>
</tr>
<tr>
<td>R/ Bilingual cassettes</td>
<td>8</td>
</tr>
<tr>
<td>R/ Pre-literacy workbook</td>
<td>9</td>
</tr>
<tr>
<td>ORR initiates ESL study</td>
<td>9</td>
</tr>
<tr>
<td>R/ Competency-based curriculum</td>
<td>11</td>
</tr>
<tr>
<td>R/ English for Homebound Women</td>
<td>12</td>
</tr>
<tr>
<td>R/ Jobs Instructional Program</td>
<td>13</td>
</tr>
</tbody>
</table>

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Refugee Arrivals to the United States
As of May 1982

<table>
<thead>
<tr>
<th>Area</th>
<th>Oct</th>
<th>Nov</th>
<th>Dec</th>
<th>Jan</th>
<th>Feb</th>
<th>Mar</th>
<th>Apr</th>
<th>May</th>
<th>Total</th>
<th>Consultation</th>
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<tr>
<td>Africa</td>
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<td>225</td>
<td>188</td>
<td>344</td>
<td>263</td>
<td>357</td>
<td>268</td>
<td>266*</td>
<td>1,983*</td>
<td>3,000</td>
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<tr>
<td>Asia</td>
<td>5,513</td>
<td>6,928</td>
<td>5,760</td>
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<td>6,824</td>
<td>6,808</td>
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<tr>
<td>E. Europe</td>
<td>228</td>
<td>591</td>
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<td>473</td>
<td>890</td>
<td>1,099</td>
<td>888</td>
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<td>0</td>
<td>9</td>
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<tr>
<td>Near East</td>
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<td>411</td>
<td>397</td>
<td>296</td>
<td>325</td>
<td>364</td>
<td>230</td>
<td>422**</td>
<td>2,566**</td>
<td>5,000</td>
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<tr>
<td>Total</td>
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<td>7,408</td>
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<td>8,488</td>
<td>9,094</td>
<td>66,518</td>
<td>140,000</td>
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</table>

* Africa
  Processed in Europe:
  - Ethiopians 108
  - Angolans 0
  Processed in Africa:
  - Angolans 13
  - Ethiopians 144
  - Namibians 0
  - South Africans 0
  - Zairians 1
  TOTAL 266

** Near East
  Processed in Europe:
  - Afghans 68
  - Iraqis 74
  - Syrians 1
  Processed in Near East:
  - Afghans 279
  TOTAL 422

** Year to Date

Source: Department of State
HUMANE DETERRENCE: DOES IT DETER; IS IT HUMANE?

It has been a year and a half since Thailand announced its policy of "humane deterrence" toward Indochinese who cross its borders. Stemming from Thai apprehension that the country would face an endless stream of persons out of Laos, Cambodia, and Vietnam, the policy is intended to discourage flows by placing refugee arrivals in so-called austere camps and denying them access to third country resettlement.

The efficacy of the policy as a deterrent is not clear, according to State Department officials. While flows into Thailand have diminished in recent months, officials are quick to note that the decrease could be attributed to other factors, such as the resumption of the Orderly Departure Program in September 1981, under which Vietnamese may legally emigrate.

How humane the policy is is even more difficult to determine. Officials at State and the United Nations High Commissioner for Refugees, which has assisted Thailand in implementing its policy and which monitors camp conditions, say that arrivals are being cared for adequately. Unofficial reports, however, suggest this is not the case, although there is hesitancy to criticize the Thais—observers understand Thai concern over flows, and fear that criticism could provoke Thailand to stiffen its deterrence policy, or perhaps abdicate as a first asylum country.

Thailand Grants Asylum Only The Thai grant asylum to some Indochinese on a temporary basis. As of April, 186,000 persons were being given haven: 31,000 Lao; 76,000 Hmong; 7,000 Vietnamese; and 92,000 Cambodians inside Thailand before it closed its borders to them in early 1981.

Thailand initiated humane deterrence to stem the flows that led to such numbers. The policy came about as Western countries, notably the U.S., decreased their intake of refugees, and Thai concern grew over internal security in a region rife with political, military, and ethnic conflicts.

Deterrent practices have been implemented in stages. Since January 1981, lowland Lao arrivals have been

IN THIS ISSUE:

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placed in an austere camp in Na Pho and are subject to restricted third country resettlement. Hmong and other highlanders from Laos, whose arrival rates are comparatively low—some 500 per month—are encouraged to seek resettlement, however, although many are said to prefer to stay in Thailand. Lest the Thai encouragement become too strong, the U.S. has said it will not accept any who apply for resettlement under duress.

Vietnamese boat people have been ineligible for third country resettlement since August and are currently placed in a camp at Sikkieu. Reportedly, only boat people who arrive in unseaworthy vessels receive asylum, while the remainder are "encouraged" to continue their journey, according to the State Department. Incidents of seaworthy vessels being pushed off Thai shores have occurred and been noted by the U.S. in meetings with Thailand. There is fear that Malaysia and Indonesia, also points of arrival for boat people, will adopt similar practices.

Although not clearly covered by the humane deterrence policy, Cambodians in holding centers have generally have been deemed eligible for resettlement, and arrivals since 1980 have been restricted to border areas.

**Decrease May Be Due to Several Reasons**

Flows of asylum seekers in Southeast Asia are down, but U.S. observers are not sure of the role the humane deterrence policy has played. It is considered to be significant with regard to persons from Laos—in 1981, 25,000 Lao and Hmong entered Thailand, less than half the number in the previous year—but the Vietnamese are another matter. Arrivals of boat people throughout Southeast Asia in the first eight months of FY 82 are down 41 percent compared to the same period in FY 81 (see chart below).

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Total</th>
<th>Average Per Month</th>
<th>Percent Change</th>
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<tr>
<td>FY 81</td>
<td>59,596</td>
<td>7,450</td>
<td>-41</td>
</tr>
<tr>
<td>FY 82</td>
<td>35,170</td>
<td>4,396</td>
<td></td>
</tr>
</tbody>
</table>

Source: State Department

However, State Department officials also attribute the decline to factors other than Thai treatment of newcomers. Boats are said to be in short supply inside Vietnam, and the Vietnamese government has increased penalties for persons attempting to leave the country illegally. Further, the ODP resumed after an eight-month hiatus: under the program, some 11,000 persons have left Vietnam directly for the U.S. and other countries.

**Camp Conditions Questionable**

Still, people are reaching Thailand, and what awaits them is difficult to determine. "(The Thai policy) does not preclude minimal standards of care," according to UNHCR spokesman Ed Savage.

Others sharply criticize conditions. A recent returnee from Sikkieu said it was crowded to twice its capacity. The worst reports, however, are about NW82, a location or the Thai-Cambodian border where 1,500 Vietnamese have collected after crossing Cambodia since the Thai border was closed to them in June 1981. It is described as over-crowed, disease ridden, unsanitary, and unprotected from military units, resistance groups, and "riff raff," a source said. UNHCR does not regularly monitor the area.

"(NW82) is a glaring violation of human rights," one eyewitness stated.

The policy has also had the effect of separating families. In a letter to a voluntary agency, a Lao in a Thai refugee camp recounts how his wife and two of their children entered Thailand after humane deterrence had taken effect. They are being held in a detention center at Nong Khai, ineligible for third country resettlement.

The man himself and three other children, who had entered earlier, have been judged eligible for admission to the U.S. as refugees, as he had been subject to persecution and imprisonment in Laos because of his military service. He writes, "At this point my first concern is not getting to a third country, but simply the reunification of my family." He states that there are more than 100 Lao men also separated from their families because of similar circumstances.

**Deterrence Termed "Insidious"**

Some observers suggest deterrence policies may have serious ramifications. "The most insidious part of humane deterrence is that people begin to look the other way," one voluntary
agency source said. He suggested, for example, that Thailand is allowing piracy in the South China Sea to go unchecked in order also to discourage boat people.

Steven Miles, a former American Refugee Committee representative in Thailand, said that humane deterrence fails to address the problems that produce refugee flows. "What's left out of the discussion (about humane deterrence) is the pull-back factor," Miles said. He suggested it was necessary to eliminate the conditions in home countries that cause people to flee, so that refugees would be willing to return.

Similar arguments have been raised concerning U.S. policy of deterrence towards Haitians. In both cases, U.S. officials indicate that while eradication of the causes of refugee flows is desirable, it cannot be accomplished in the short-term.

Thailand is expected to continue its humane deterrence policy until camp populations diminish to what they consider appropriate levels. They have the support of the U.S., which wants the principle of first asylum preserved in Southeast Asia, but which itself is intent on reducing refugee admissions. That position was reportedly relayed to the Thai by U.S. Coordinator for Refugee Affairs Eugene Douglas during a recent trip overseas, and the U.S. can be expected to increase pressure on UNHCR to have more countries admit persons currently in Thailand so that movement out of camps proceeds apace. "The Thai understand (the U.S. position)," a source said, and added that they would continue to grant asylum.

In the meantime, deterrent policies may spread to other countries. According to State Department sources, Hong Kong authorities are considering denying work permits to refugee arrivals in order to make camp life there less attractive.

Recent Developments

HAITIANS' FUTURE IN QUESTION

In the aftermath of a ruling by U.S. District Court Judge Eugene P. Spellman, it is not clear at press time what may lie ahead for some 2,000 Haitians who are currently being detained in the U.S.

The ruling found that the U.S. had failed to follow certain administrative procedures in implementing its detention policy, but stopped short of finding the policy discriminatory or of ordering the Haitian's release. A hearing was expected to be held before Spellman to work out implementation of the ruling.

The U.S. has already announced a release plan, one that would affect an undetermined number of Haitians. It would apply only to those who have sponsors and lawyers, and who give assurances upon release that they will appear for hearings on whether they should be allowed to stay. During testimony about proposed new detention facilities in Virginia and Oklahoma, Associate Attorney General Rudolph W. Giuliani told a House subcommittee that further releases would depend upon whether those released first appear for hearings in sufficient numbers.

The government plan has been attacked. Haitian proponents have been critical of a provision that Haitians who appeal INS rulings would be re-incarcerated, and thus penalized for exercising their rights. Further, they point out that few Haitians have lawyers, because the Haitians have been detained where counsel has been unavailable; they also say that statistics indicating a poor appearance rate by Haitians at hearings are misleading. Arthur C. Helton of the Lawyers Committee for International Human Rights said the statistics are taken from the time of the Cuban/Haitian boatlift of 1980, when Immigration and Naturalization Service procedures did not assure proper notification.

HUDDESTON AMENDMENT EXPECTED

Refugee admission numbers would be placed under an overall annual immigration cap, if a move by Sen. Walter D. Huddleston (D-Ky.) is successful. Huddleston, who believes that U.S. immigration policies are too generous, plans to introduce an amendment to the Simpson/Mazzoli immigration reform measure currently moving through Congress that would subsume refugee admissions under ceilings for all immigrants. At present, under the Refugee Act of 1980, ceilings for refugees are established separately by the president after consultation with Congress.

Reports have circulated that the Huddleston amendment is drawn up and has 40 co-sponsors. However, an aide to Huddleston,
Roger Le Master, said in late June that no amendment had been prepared formally and avoided specifying support the Kentucky senator has. "It's broad," he said. Le Master added that S. 776, a Huddleston bill introduced in March 1981, reflects what the amendment could contain. This bill limits legal alien admission to 35,000 annually, with first priority given to immediate relatives. In the event of immigration emergencies, numbers would be borrowed against the next year's ceiling.

The Simpson/Mazzoli bill provides for a cap on immigration admissions of 425,000. Le Master indicated that Huddleston is not likely to support the bill if his amendment is defeated. Neither architect of the reform bill--Sen. Alan K. Simpson (R-Wyo.) and Rep. Romano L. Mazzoli (D-Ky.)--is thought to be supportive of putting refugees under an annual immigration cap. Simpson/Mazzoli is expected to reach the Senate floor late this month, but chances for passage by Congress this year are considered weak.

DENVER INCIDENT ATTRIBUTED TO LANGUAGE BARRIER

Isolation due to language barriers was the major reason for a fight between Vietnamese and Hispanic youths that occurred in Denver in mid-June.

That is the opinion of Leo Cardenas, director of the Department of Justice's Community Relations Service Region VII office.

Cardenas explained that tensions had been brewing for some time, fanned by social service cuts, the loss of maintenance services at the west-side housing project where the incident occurred, groups' sense of being downtrodden, and the lack of communication between them. "Right after sundown, they go into their apartments and you don't see them again," Cardenas said of the Vietnamese isolation and the lack of funds and services to draw them out.

The incident involved about a dozen youths and drew scores of on-lookers. Five people were injured.

To quell tensions, the Region VIII office recommended a meeting of the housing project's council which services as a liaison with the city.

The council chose to appoint a Vietnamese council member, a departure from normal procedure in which members are elected. Cardenas said, too, that his office would explore restoring interpretive services at the housing project through a combination of federal, state, and city funds.

Press coverage in Denver of the fight was reportedly considerable and Cardenas termed it "the greatest disappointment" of the entire matter.

Laurie Bagan, assistant refugee coordinator for Colorado, also criticized the press, saying that they exaggerated what was an incident "between a couple of hotheaded youths." She added, however, that receptivity toward outsiders in general has diminished since the Mariel boatlift. Bagan indicated that Gov. Richard Lamm (D) "would not be inclined to over react" to the recent incident and that the state office would keep a low profile in the matter. "The people who live at the project are trying to resolve the situation," she added. "It may not help for the big guns to move in."

ASSISTANCE ELIGIBILITY TIGHTENED, MONITORING INCREASED

Full-time attendance in a college program will no longer exempt refugees age 18 or older seeking cash assistance from accepting employment, according to an action transmittal issued last month by the Office of Refugee Resettlement.

The instructions are intended to bring employment requirements for refugee cash assistance recipients in line with the AFDC program, which was modified by the Omnibus Budget Reconciliation Act of 1981. Part-time participation in a vocational or technical training program also will not exempt this age group, although 16-18 year olds in high school or individuals in full-time training programs will not be required to accept employment to be eligible for benefits. Previously, the upper age limit was 21 years, and college attendance was considered "appropriate training" in specific circumstances. In particular, Indochinese professionals were permitted to attend college to become relicensed, prior to September 1977, and programs with a short-term employment objective could be approved.

No information on the numbers of refugees
who would be affected by these tighter regulations was available, but nationwide as many as 100,000 AFDC cases are projected to be affected and 25 percent of those cases closed.

The action transmittal does not carry the force of law or regulation. However, restrictions similar to those imposed are contained in the reauthorization legislation for the Refugee Act, as marked up by the House.

Informing Eligibility Determinations Another recent ORR action transmittal re-instructs state welfare agencies to contact a refugee's sponsor to inquire what assistance is being provided when determinations of eligibility for cash and medical assistance are being made. It further requires that the state agencies determine whether the refugee has refused a job offer or quit a job without good cause, when eligibility decisions are made. Both sets of ORR's instructions are to be implemented by state welfare agencies by August 1, 1982.

Update

- An estimated 175-200 former Cuban political prisoners who have fled primarily to Spain and Costa Rica along with 400 to 500 dependents may soon be able to come to the U.S. Currently, the State Department and the Immigration and Naturalization Service are drafting the processing procedures for the Cubans, who will have to prove that they were jailed in Cuba for political offenses and have not subsequently been resettled.

The Cubans would come under the 3,000 person ceiling established for refugees from Latin America by the U.S. for this fiscal year.

- Although reports persist that the Immigration and Naturalization Service is rejecting substantial numbers of Cambodian applications for admission to the U.S. as refugees, spokespersons at several federal agencies have said there is not enough statistical information yet to assess the situation. An INS source in Washington, D.C., said that data for March show an approval rate of 97 percent of those processed, but added that the figure was based on a small sample and might well be unrepresentative. A spokesperson for the State Department noted that a joint cable from State and IN had been sent to the field, reaffirming processing guidelines and accompanying country reports. The spokesman said that larger numbers of Cambodians would be called for processing soon. "If there is any difficulty in interpreting the guidelines, it will show up then," he said.

- The House passed reauthorization legislation for the federal refugee program on June 22. The vote was 357 to 58. The legislation, the Refugee Assistance Amendments of 1982, reflects the House Judiciary Committee report. It now goes for Senate consideration. (See Refugee Reports, Number 12.)

- More than 60 members of the House and Senate have introduced resolutions calling for reversal of U.S. policy toward Ethiopians. Deportation of some of the 15,000 Ethiopians in the U.S. reportedly began after a recommendation by the State Department last year that their voluntary departure status be cancelled. Reps. Julian Dixon (D-Calif.) and Jack Kemp (R-N.Y.), as well as Sens. Paul Tsongas (D-Mass.) and Nancy Kassebaum (R-Kans.), are leading proponents of the measure.

- Bruce Flatin replaced Hank Cushing as State Department's director of the Refugee Admissions Program, effective May 3. Flatin was with State's Bureau of International Narcotics Matters from 1979 to 1982, for the last two years as director. Previously, Flatin served with American diplomatic missions in Sydney, Australia, and Berlin, and did two tours in Kabul, Afghanistan. He is native of Minnesota and has taught history at the University of Maryland and at State. Cushing is now director for International Assistance and Relief at the State Department.

- Florida will receive $31 million in federal impact aid for social services to more than 30,000 Cuban-Haitian entrants in the Miami area. Sandra Gammie of the Florida state office in Washington, D.C., said the money will be targeted toward employment services. Gammie said the amount meets the needs her state outlined in an impact plan submitted to the Office of Refugee Resettlement. The award of aid was announced June 11.
## Resources

**IMMIGRATION SERVICE YEARBOOK**

The 1979 *Statistical Yearbook* of the Immigration and Naturalization Service has been completed by the Department of Justice. Comprised of 110 pages of tables without commentary, the publication is the most recent in the INS series. Data on admission of immigrants by demographic characteristics are provided, as well as statistics concerning aliens admitted and deported; naturalization; border patrols; and INS hearings.

The publication is not available for broad distribution, but copies of individual tables may be obtained. Contact: Statistical Analysis Branch, INS, Department of Justice, 425 I St, NW, Washington, DC 20536. (202) 633-3080.

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**GUIDE TO IMMIGRATION BENEFITS**

The Outreach Program of the Immigration and Naturalization Service has issued a revised *Guide to Immigration Benefits*. The manual is designed to assist counselling and other social service agencies, organizations, and personnel working with individuals who seek benefits under U.S. immigration laws. It explains eligibility for immigrant visas, and defines refugee and asylee status. Requirements for naturalization and samples of numerous forms are provided.


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### Correction

An omission in *Refugee Reports*, Number 13, page 2, allows misinterpretation. A complaint that refugee status was being denied to Afghans who said they applied in order to escape conscription provoked *no response* from the House immigration subcommittee.

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### Statistics

<table>
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<tr>
<th>Country of Chargeability</th>
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Comments from readers will be most helpful as we at *Refugee Reports* continue to assess the newsletter's format and coverage.

Please take a few minutes to fill out the survey below and mail it to us as soon as possible. (Remember, we have a new address!). As we have instituted some changes since resuming publication in December, your assessment will be most useful if based on Volume III, Issues 1-14.

Please check the appropriate column.

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| TOPICS                       |      |      |      |                     |
| Asylum Issues                |      |      |      |                     |
| Budget                       |      |      |      |                     |
| Education                    |      |      |      |                     |
| Employment                   |      |      |      |                     |
| Federal Regulations          |      |      |      |                     |
| Health                       |      |      |      |                     |
| History, Culture             |      |      |      |                     |
| Immigration Issues           |      |      |      |                     |
| International Affairs        |      |      |      |                     |
| Legislation/Policy           |      |      |      |                     |
| People/Profiles              |      |      |      |                     |
| Publications                 |      |      |      |                     |
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| Specific Refugee Groups      |      |      |      |                     |
| State and Local Programs     |      |      |      |                     |
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| Voluntary Agency Activity    |      |      |      |                     |
| Other                        |      |      |      |                     |

| STYLE/APPROACH                |      |      |      |                     |
| Advocacy                     |      |      |      |                     |
| Analysis                     |      |      |      |                     |
| "How-to"                    |      |      |      |                     |
| Human Interest               |      |      |      |                     |
| News Reporting               |      |      |      |                     |
| Other                        |      |      |      |                     |

In future issues, I would like

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Continued on page eight
I share Refugee Reports with ___ colleagues.

I think Refugee Reports is:
____ worth the subscription price   ____ too expensive
   ____ other

How did you find out about Refugee Reports subscription rates:
____ advertisement   ____ conference
____ colleague's referral   ____ received brochure in mail
   ____ other

The most interesting/useful story in Refugee Reports was:

The most interesting/useful coverage Refugee Reports can provide in future issues is:

Please note any suggestions for: Coverage/Style/Topics or to help us increase circulation.

Thank you for your time.

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Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp  •  Writer: Joseph Cerquone  •  Editorial Assistant: Lynette M. Couto

Refugee resettlement in the U.S. has become a self-perpetuating, self-serving program. As a big business, it needs to keep refugee admissions high to sustain programs and staff.

This view is expressed by Rep. Romano L. Mazzoli, chairman of the House Subcommittee on Immigration, Refugees, and International Law. During hearings on the reauthorization of the federal refugee program, he used the term "Refugee, Inc." which he later described for Refugee Reports as "a shorthand way of referring to a great industry that spans the globe." The industry includes voluntary agencies and State Department officials whose "careers have been created over refugees." There is avarice and greed that one would find in business, Mazzoli said, and the sense pervades that resettlement must be active so that agencies can meet overhead costs.

Other observers acknowledge problems in refugee work, but say they stem from lack in program coordination, communication, and funding rather than self-serving interests. "Using the term 'Refugee, Inc.' is like applying a sledgehammer to a system that needs a scalpel," one said.

Growth and Formalization It is the case that refugee resettlement has become a sizeable undertaking. Billions of public and private dollars have been spent on caring for refugees and entrants. Even in the current fiscal year, when refugee admissions to the U.S. are expected to be down substantially from past years, the State Department and the Office of Refugee Resettlement's combined refugee budgets will exceed $1 billion.

The refugee assistance effort has seen the establishment of special offices and the creation of jobs. The State Department's Bureau for Refugee Programs became a "normal office, for example, in 1979, at the height of the Indochinese boat crisis. The Refugee Act called for the positions of refugee coordinators in all states. Voluntary agencies have hired professional staff and formalized services to local affiliates. Grants from...
State to volags to resettle refugees have allowed some agencies to build up large cash reserves.

Developments such as these have come as U.S. efforts to maintain control over immigration have intensified. Mazzoli is unspecific in his charges, but he apparently contends that a network of agencies in resettlement, with an interest in high admissions, could thwart prospects for control as it grows and becomes established.

**Not in It for Money** If resettlement has become an industry, it is one where pay is relatively low. According to *Kaleidoscope*, a report on volags that was completed in February, the five highest paid officials at a middle-sized national volag earned an average $17,000 a year in 1979. In 1980, according to the Census Bureau, managers in manufacturing earned $30,525 annually nationwide; male managers made about $32,500. Profit companies also offer employees extensive benefits and tenure, elements generally said to be missing from volag employment.

At the State Department, material reward is also considered to be limited. "Refugee work is not the standard political work or aid program (found at State)," a source said. "It's not a lot of high level meetings, but, instead, requires getting your hands dirty with real life. There's a feeling that staying with the (refugee) system too long is not good for one's career."

"Here and there some people may be perpetuating themselves, but for the most part, people are trying their best to resettle refugees," Barry Holman of the General Accounting Office said. Holman has headed a GAO examination of domestic resettlement underway since February 1981; the agency's findings are due to be published this fall. "I'm not sure refugee industry is the right term," Holman added. "It implies that people are in it for the money and that's it. That's what I don't agree with." When GAO officials testified before Mazzoli's subcommittee last April, they did not raise the spectre of a refugee industry; instead they noted limited monitoring by volags of the services they provide as well as the "fragmented federal management of the resettlement program."

**Volags Are Cutting Back** Few deny that volags favor admitting refugees to the U.S., and that they are having troubles balancing their books. Refugee admissions have decreased substantially this fiscal year—Indochinese arrivals are expected to total about 75,000 compared to 132,477 and 166,727 in FY 81 and FY 80 respectively. In turn, grants to agencies for receiving and placing refugees are lessening.

At agencies where these grants represent a major source of income, intense and sometimes inappropriate lobbying for refugee caseloads occurs, according to one volag source. However, even agencies with income sources other than the government are responding to lowered admissions with staff cuts.

According to a spokesman, the U.S. Catholic Conference plans to make "drastic" reductions in staff once the FY 83 ceilings for refugee admissions are established this fall. Cuts are anticipated or have taken place elsewhere—resettlement staff of the International Rescue Committee decreased to 131 this year, down from the 205 employees at the time of the boat crisis.

"It was a remarkably smooth layoff," said Nan Borton, a former director of resettlement for IRC. Borton said employees understand when they are hired that the work is temporary.

**"Steady State" at State** This ability to expand and contract, depending upon the size of the refugee flows, is cited by some observers as an example of efficiency that is not often found in other areas. At the State Department, attempts at efficiency are also being made, but by redirecting activity rather than reducing staff.

According to Douglas Harwood of State, the department has proposed a "steady state" budget for FY 83 will again call for 98 staff although personnel changes are expected. But attention will turn to oversight of relief programs in Africa and Pakistan, evaluation of programs, contingency planning, and monitoring, Harwood explained, efforts postponed due to the high level of refugee admissions from Southeast Asia.

**Stricter Requirements Imposed** Even as charges of entrenchment are being levelled, demands for formalization of procedures by agencies providing refugee services are being put forward. The State Department, for example, has requested reports from the agen-
agencies about their expenditures and reserves. Such monitoring is a concern to the volags. Officials see requirements as robbing current practices of flexibility and economy. They fear restrictions may prevent them from serving current and future refugees. "It's getting difficult to find sponsors," said IRC San Francisco office Director Don Climent. He explained that some volags feel a stricter system with more reporting requirements would dampen private citizens' interest in becoming involved.

Mazzoli Invites Control According to a Capitol Hill source, Chairman Mazzoli is frustrated because he finds himself heading a sub-committee unaccustomed to overseeing extensive service programs. Nevertheless, he asked for stricter reporting requirements in the reauthorization legislation he pushed through the House this spring, presumably to get better control over spending by the "industry" he fears has been established.

Despite his criticisms of resettlement agencies and efforts, Mazzoli says, "I never question their hearts, or their set of motives. We need people like that."

A more outspoken critic of the refugee program, Rep. Sam B. Hall, Jr. (D-Tex.), is in line for the sub-committee chairmanship should Mazzoli's re-election bid fail or should he choose to chair another sub-committee next year.

Recent Developments

HAITIANS IN DETENTION: A CHRONICLE

In a three-week period described as "traumatic" by one volag official, a flurry of legal activity occurred concerning Haitians in detention. At press time, the courts, the executive branch agencies, voluntary agencies, and 1,825 Haitians were still awaiting definitive action.

- June 14, 1982. The attorney general announced an "experimental parole program" to permit the release of detained Haitians who met a set of guidelines, including representation by counsel and a responsible community sponsor. It was expected that about 150 detainees at the Krome facility would be considered first for parole under the program's guidelines.

- June 18. U.S. District Court Judge Euger P. Spellman ruled in a national class action suit that the government policy of indefinitely detaining all undocumented Haitians was invalid "because it was adopted in a procedurally defective manner." The government, he found, had failed to give required 30-day advance notice or to allow for public comment. Spellman found the policy not to be discriminatory on the basis of race. "The policy was intended to be applied, in fact, applied equally to all similarly situated aliens, regardless of race and/or national origin." The ruling did not offer an opinion on whether detention itself was illegal, and did not order the release of the detained Haitians.

- June 23-24. Representatives of volags, INS, the state of Florida, and lawyers were called before Judge Spellman to determine the effect of his June 18 ruling and to find remedies for the detained Haitians. The government reportedly asked that it be allowed to implement its experimental parole program. Lawyers for the Haitians sought release of the detainees within one month and a return to a prior policy of detention for only as long as routine medical screenings required. Florida Governor Bob Graham proposed that released Haitians be placed in Florida, only if they had immediate family who are financially responsible and self-supporting.

- June 29. Judge Spellman ordered the release of nearly all of the Haitians, "to be commenced forthwith," saying it would be "equitable or just" to require their detention. He put forth an interim plan, setting the condition that there must be both volag and an individual sponsor for each Haitian, approved by INS, who will agree to report weekly to court-appointed third parties.

The judge asked that volags resettle the Haitians outside of Florida, to the extent possible, and that volags assume financial responsibility to relieve pressures on state and local governments.

Associate Attorney General Rudolph Giuliani said, "We believe that in issuing his own plan, the court has exceeded its authority."
June 30. Judge Spellman denied a request by the U.S. government and Gov. Graham that the Haitians remain in detention until appeals of the judge's decision were held. He said the Haitians could suffer "irreparable emotional and psychological harm" if release were delayed. He also denied a government request that only a limited number of the Haitians be released.

July 2. The U.S. government was granted permission to continue its policy of detention of illegal aliens for a 90-day period while it devised and announced a new policy in accordance with regulations. The decision by Judge Spellman would not allow postponement in the release of currently detained Haitians, but would apply to any new arrivals.

The same day, the Office of Refugee Resettlement, reportedly at the request of INS, contacted several voluntary agencies to ask them to begin releasing the Haitians under the Department of Justice plan announced June 14. The volags refused, reiterating their objection to the government plan that there was no guarantee that the Haitians would not be redetained pending appeal of a rejected asylum claim. The move by ORR and INS was interpreted by one volag official as "an attempt to create a set of facts (i.e. a release plan other than Spellman's) already in effect" when the government put forth its planned appeal.

July 7. The Department of Justice put forward a two-part appeal of orders by Judge Spellman to the 11th Circuit Court in Atlanta. The appeal contests Judge Spellman's findings that the detention program was improperly implemented and therefore illegal. "Detention is in the statutes. We're saying that there is nothing that requires publication in the Federal Register of everything in the statutes," an INS source said. "It restricts the Executive Branch."

DOJ asked the appeals court for a temporary stay of the release order, pending full review of the judge's decision.

At a meeting in New York City, volags were "hesitant to raise and dash the Haitians hopes by commencing processing," an official said, but were encouraged by the detainees' lawyers to begin. Later, ORR and INS notified the volags of a decision to put the judge's order in effect.

July 8. Representatives of INS, ORR, and voluntary agencies met in Washington and agreed that facilities to begin processing the Haitians should be set up. Certain questions, including financing of transportation and resettlement, were apparently still to be negotiated.

July 9. INS published an interim rule stating that "aliens who appear to be inadmissible and who have false or no documentation and/or who arrive at places other than designated ports of entry will be detained." Publication was made "under protest," as INS "strongly disagrees with the analysis and conclusions of the court... that its (current) detention policy is null and void."

The rule is to be put into effect immediately. INS stated, although comments may be presented until August 6.

At press time, a hearing on the government appeal was scheduled and preliminary steps toward releasing Haitian's under Spellman's plan were being taken. While complex legal procedural questions remained to be resolved, one volag official expressed his views about significance of the events past and to come. "Precedents will be set for U.S. asylum policy," he said. "Thailand is watching, Austria is watching how we resolve these questions. How we perform with this population will have impact on public receptivity to refugees in general."

ETHIOPIAN EXTENDED VOLUNTARY DEPARTURE STATUS REINSTATED

Approximately 15,000 Ethiopians who arrived in the U.S. between 1974 and 1980 will be allowed to remain in this country indefinitely and not called up for deportation hearings. They had fled the Marxist regime in control in Addis Ababa. In 1977 the State Department granted "extended voluntary departure" status to this group, allowing them to remain. Last August, State sent a letter to the Department of Justice, stating that the political situation in Ethiopia had improved to the extent that the voluntary departure status could be withdrawn and deportation hearings for the Ethiopians could begin.

Last week, however, in response to pressure from a coalition of members of Congress and administration appointees, Deputy Secre-
tary of State Walter J. Stoessel, Jr. sent a letter to Attorney General William French Smith recommending that none of the Ethiopians be returned to Ethiopia by force. Both the House and the Senate passed resolutions urging State to halt the deportation hearings.

HONG KONG SEEKS TO DETER NEW ARRIVALS

Beginning this month, Hong Kong's refugee authorities will confine newly arriving "boat people" in a former prison in an attempt, they say, to make the colony less attractive to refugees. A spokesman at the British Embassy in Washington, D.C., noted that although Hong Kong had been liberal toward boat people over the last seven years, the colony felt that its program had been unfairly taken advantage of and that it must now resort to this form of negative persuasion. "We are seeing fewer ethnic Chinese and political refugees among the new arrivals. They expect to come to Hong Kong and get good jobs. (Initiating the 'closed camp' system) will be something of a financial burden on Hong Kong at first, but it should be worth it in the end," the official said. Refugees will be held in prison until the United Nations High Commissioner for Refugees is able to find places of resettlement in third countries.

Update

- The Department of State has begun to receive reports from voluntary agencies about unspent reception and placement funds accumulated since 1977. The reports were requested last month in the aftermath of a study released earlier showing a total of $15 million in volag "reserves" (see Refugee Reports, Number 7).

  Frank Sieverts of State said he expected the reports would show that agencies are "drawing down on back funds" as they continue to serve refugees beyond the 90-day period specified in their cooperative agreements with the government.

  Information and documentation were also requested from volags which find the per capita grants insufficient to cover initial reception and placement services. Per capita grants for Indochinese refugees currently are $525; for other refugees the level is $365.

- Congressional approval has been obtained for changes in FY 82 refugee admission ceilings. Approved changes and new ceilings are:

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  William Krug, of the Office of Refugee A-missions, said the Department of State "expects the additional numbers for Eastern European, African, and Near East to be full used." The overall ceiling of 140,000 for FY 82 remains unchanged and observers expect actual admissions to approximate 100,000 due in particular to lower than expected numbers from Southeast Asia and the Soviet Union.

- The Immigration and Naturalization Servi- has extended for a second time the deferred departure of Polish nationals in the U.S. who are unwilling to return to Poland. Extend- ed previously from March 31 to June 30, the de parture date has now been set for December 31, 1982. The INS action is based on a recommendation by the Department of State, whose "full assessment... concludes that the situation in Poland has not only worsened, but that the present conditions there are likely to persist for at least another six months," an INS release states.

  According to statistics provided by INS, 1,931 applications for asylum were received from Poles in the U.S. in the first six months of FY 82. Thirty-seven applications were approved and 669 were denied in the same period; almost 4,000 applications were pending at the end of March.

- A House foreign aid bill (H.R. 6370) wou- ld make available $5 million in FY 83 to combat piracy in the Gulf of Thailand. The funds would be channeled through a bilateral or multilateral program, a private program, or any combination of these. The bill has
been reported favorably out of the Committee on Foreign Affairs and the Appropriations Committee has indicated it would support full funding of this provision.

The U.S. provided $1.5 million for UNHCR early this year for anti-piracy programs.

CORRECTION

The overall immigration ceiling proposed by Sen. Walter D. Huddleston (D-Ky.) is 350,000, not a lower figure reported in Number 15, page 4 of Refugee Reports.

Projects and Programs

ORR INITIATIVES STRESS SELF-HELP, SELF-SUFFICIENCY

Initiatives representing $1.4 million expenditure of discretionary funds have recently been announced by the Office of Refugee Resettlement. They respond to the need for diverse and localized technical assistance in providing social services to refugees, Richard Shapiro, ORR's Program Service branch chief indicated, and emphasize self-sufficiency through improved employment opportunities and attention to the refugee communities themselves as service providers.

Approximately $500,000 will be available in incentive grants to states to encourage them to contract with mutual assistance associations for provision of priority social services. The five to eight anticipated awards will supplement states' FY 82 social service allocations. The selected states will, in turn, make grants to MAAs to "provide opportunities for MAA leaders and staff to demonstrate management and service delivery competence," the announcement states.

Grantees (MAAs and other nonprofit organizations) will provide "detailed, hands-on instruction and consultation... in marketing, bookkeeping, merchandising, inventory control" and business development activities.

Community and Corporate Involvement Three demonstration projects to involve community and corporate business leadership in job development and placement programs for refugees are also expected to be awarded, for a total of $250,000. The objectives of the projects are to develop new sources of employment for refugees; to heighten awareness of the business community of the refugee work force; and to increase refugee employment. Delivery of employment services, production of materials, evaluation of methods, and preparation and dissemination of a technical assistance package are required tasks.

ORR also plans to award $40,000 to each of its ten regional offices, to be used for technical assistance contracts at the state level. The regionalization of such services, Shapiro said, would help the refugee program "respond to new priorities and new needs."

Announcements appeared in the July 2 Federal Register. Proposals are due in August.

Reader Exchange

- The Language and Orientation Resource Center hotline has been funded through October by the Ford Foundation. Federal funds for the hotline, housed at the Center for Applied Linguistics, expired last month.

  Technical assistance in teaching English as a Second Language, referral to published materials, and translation service are provided Monday through Friday, 9-5 EST. Language capability is available in Vietnamese, Khmer, Lao, Hmong, Cantonese, Mandarin, Thai, Spanish, and French, although native speaker capability in these languages will not be available at all times.

  The hotline number is (800) 424-3701. LORC's second hotline number has been discontinued.

- The Immigration and Naturalization Service is testing a telephone taped information system in several areas of the U.S. Caller seeking general information on immigration questions are directed to one or more three-minute tapes. The tapes, currently in English and Spanish, cover about 40 commonly asked questions, including applying for asylum, citizenship and naturalization requirements, refugee travel documents, and replacing lost cards. Some tapes will be available in Vietnamese.
Following is a list of locations where the "Ask Immigration" information system is being tested, with telephone numbers and local hours of operation.

Dallas      (214) 729-0514      8-4
Miami       (305) 350-5741     8:15-4:15
San Antonio (512) 229-6350    8-3
Washington, D.C. (202) 724-7796 8-4:30

In addition, new numbers are to be assigned in Los Angeles and San Francisco, and numerous other sites are under consideration, including Chicago, Tampa, Atlanta, Houston, and Boston.

To obtain answers to immigration questions, persons should call during local hours of operation. A bilingual operator will answer, and if the caller's question can be answered by tape, the tape will be played. If not, an INS representative will answer the question. Persons who still have questions after listening to a tape may stay on the line after it is completed and INS personnel will respond to their inquiries.

Resources

SURVEY OF REFUGEE SELF-HELP INITIATIVES

The recently completed Survey of Refugee Self-Help Initiatives is the result of a survey conducted by the Indochina Refugee Action Center in January-March 1982, to identify a broad spectrum of local self-help efforts by Indochinese organizations and other community groups in the U.S. The Survey provides descriptions of 30 projects, including services/activities, staffing patterns, client information, and contact persons. Projects profiled more extensively cover service delivery, community education, youth and elderly programs, and employment-producing, income-generating and other activities.

Copies of the 80-page Survey can be obtained through IRAC at $6.00 per copy for printing and mailing costs. To order, send a check or money order to IRAC, 1424 16th St, NW, Washington, DC 20036. (202) 667-7810.

GUIDE TO PUBLISHERS AND DISTRIBUTORS

The National Clearinghouse for Bilingual Education has prepared a Guide to Publishers and Distributors Serving Language Minority Languages. It identifies publishers, their contact persons, grade levels, type of materials, content areas, and languages. NCEE suggests the guide may be useful to agencies which have prepared materials for minority language groups and are seeking to have them published. The guide may be purchased for $4.50 plus $1.75 for postage and handling. Contact: NCEE, 1300 Wilson Blvd, Suite E2-11, Rosslyn, VA 22209. (800) 336-4560 or (703) 522-0710.

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Address: ____________________________ State: __________ Zip Code: __________

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# Statistics

Asylum Cases before the Immigration and Naturalization Service
As of March 1982

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<th>Country of Nationality</th>
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Source: Immigration and Naturalization Service/Department of Justice
REFUGEE DEPENDENCY RATES: A MATTER OF NUMBERS

Consultations on refugee admissions for FY 83 are expected in September and a primary domestic consideration in establishing the number is expected to be the level of refugee dependency on public assistance.

The level is considered high. In testimony last September, Health and Human Services Undersecretary David Swope traced an increase in refugee dependency since 1976, agreeing with Senate refugee subcommittee Chairman Alan K. Simpson that "the dependency rate has been increasing rather dramatically." Subsequent correspondence between the two officials led off with inquiries about the dependency rate.

The figure generally cited to represent current refugee dependency is 67 percent. The percentage appears in the recently published Report to Congress of the Office of Refugee Resettlement for FY 81, and was cited frequently in March hearings before a Senate appropriations subcommittee.

Additionally, the media have picked up reports about welfare use by refugees, paving the way, perhaps, for a public view of refugees as a group that is reliant on public assistance. "The 67 percent is an easily cited, easily quoted, headline-making figure," affirmed Susan Forbes of the Refugee Policy Group (RPG), in Washington, D.C.

The current percentage contrasts sharply with previous levels (see Table 1) and statements of rate of increase in recent years—62 percent between 1978 and 1979 and 115 percent between 1979 and 1980—are even more stark.

Yet, although widely used, the dependency figure is not well defined or understood, sources say, and using it out of context masks subtleties in interpretation and deficiencies in available data. As any statistic, it is subject to manipulation. "We could make the figures look better," a federal official said. And a private researcher suggested, "You can play with the numbers any way you want."

Methodological Differences in FY 81

The surge in arrivals in 1979 and 1980, and the acknowledged greater

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PLEASE DON'T FORGET TO RETURN YOUR READER SURVEY!
need for assistance and services among the newer groups of refugees contributed to the jump in nationwide dependency rates. Other contributing factors were methodological. For one, the numerator—representing benefit recipients, and denominator—representing the total population, of the FY 81 proportion were constructed differently from previous years (See Table 1, column 3).

Rather than including all Indochinese refugees in the U.S., the FY total population figure accounts only for the number of refugees who had been in the U.S. for three years—the "three-year eligibles" who could receive aid under regulations imposed in April 1981. "The smaller total population led to an inflated figure," Linda Gordon at ORR said. "It also excluded refugees who had been in the U.S. longer and who were less likely to be receiving aid." Several sources noted that the longer refugees have been in the U.S., the less likely they are to be receiving assistance.

The numerator of the FY 81 calculation changed, too, to include non-Indochinese assistance recipients. A significant number of Cuban refugees and much smaller numbers of other refugee groups were added in as aid recipients. But since reliable counts of non-Indochinese refugees who were three-year eligible were not available, their numbers were not reflected in the total population. "I know now there are significant numbers of Armenians in California and Poles and Romanians in Illinois," Gordon said. Had the numbers of "other eligible refugees" been included in the total population, the dependency rate might have been about 57 percent, she said.

Skewed Sample Another methodological issue is that only nine states were polled. Previously, all states participating in the refugee program were accounted for in this calculation.

No ill-intent is ascribed to ORR for not having a larger sample. The Office of Management and Budget's paperwork reduction regulations, which govern surveys supported by federal dollars, presented "the biggest hurdle," one source said. Since six to 12 months lead time for approval is required for surveys in ten or more sites, a decision was made to target nine states only.

But Gordon concurred that the sample of states is "definitely skewed." The nine states used were selected specifically because their dependency rates were high. "The purpose of last summer's survey," Gordon said, "was to get numbers to build ORR's budget request. The states selected represented about 80 percent of ORR's cash and medical assistance expenditures."

The sample includes California, with the largest Indochinese refugee population, high assistance benefits, and a 1981 dependency rate of 74.8 percent. Its inclusion is valid, RPG's Forbes said, because national rates will be determined by patterns in states where the population is large. "The national rate will always be affected by California. If it encourages welfare use, it will raise the national rate."

The sample excluded some states with significant refugee populations and in 1980 terms, lower dependency rates (See Table 2).

National data on welfare utilization like those collected prior to 1981 are "presumed to be fairly accurate," the 1982

<table>
<thead>
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<th>Year</th>
<th>Rate</th>
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<td>September 1975</td>
<td>11.9</td>
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<tr>
<td>September 1976</td>
<td>29.8</td>
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<tr>
<td>August 1977</td>
<td>34.6</td>
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<tr>
<td>August 1978</td>
<td>33.1</td>
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<td>August 1979</td>
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<td>November 1980</td>
<td>49.3</td>
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<tr>
<td>November 1981</td>
<td>67.0</td>
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</table>

Recipient population

| Total population
|------------------|
| Indochinese recipients of AFDC, RCA
| Total Indochinese refugee population 1975-relevant year
| Total population of Indochinese refugees in the 9 selected states for 3 years or less, adjusted for secondary migration, births, etc.
study *Kaleidoscope* states, because the nationwide total of refugees, based on admissions figures, is relatively certain. At the state level, payment data are good, but total population data is not, "because of the persistence of secondary migration." In its survey, ORR added 5,000 to adjust the total for the nine states' eligible population for secondary migration, though more recent data indicate the total was higher still, Gordon stated.

In its survey, ORR added 5,000 to adjust the total for secondary migration, though more recent data indicate the total was higher still, Gordon stated.

### Table 1: Dependency Rates by State

<table>
<thead>
<tr>
<th>States used in FY 81 Calculation</th>
<th>Dependency Rate (in percent)</th>
<th>Rank by Size of Eligible Population</th>
<th>Monthly Welfare Payment/ Rank</th>
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<td>$500/8</td>
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<td>Washington State</td>
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</table>

*ORR-unpublished information

**ORR Report to Congress, January 31, 1982

***Kaleidoscope, June 20, 1982. Based on family of 3.

****MACC testimony to Congress, September 22, 1982, pgs. 302, Table 5

#### New Figures: Higher or Lower?

As if matters needed to be made more complicated, the refugee population eligible for aid decreased this spring when an 18-month limitation was imposed. Calculations of welfare utilization in FY 82 will have as their denominator refugees who have been in the U.S. for 36 months, but the number of aid recipients will reflect only refugees who arrived within 18 months of the survey date. Once again, ORR will collect data from nine states, selected because of their high dependency rates, Gordon stated. Massachusetts and Virginia will be substituted for Florida and Rhode Island, where dependency rates have declined, she said. She expects non-Indochinese refugees to be counted in the total eligible population this year, and SSI recipients to be reflected.

One source suggested that, largely for statistical reasons, the FY 82 dependency rate will be markedly lower than the FY 81 figure. It would be possible to come up with a higher figure for refugee use of aid. While current rates reflect AFDC and RCA utilization, they do not take account of refugees' use of Food Stamps, Medicaid-Medicare, state general assistance, or SSI. Some refugees get cash from Reception and Placement grants; these monies are also not reflected. "Someone else calculating the same concept (income transfer) could very probably come up with a higher figure," David North of TransCentury Foundation and co-author of *Kaleidoscope* stated.

#### What The Numbers Mean

A February report to the House Appropriations committee suggests that in the absence of measures of the effectiveness of social services programs in reaching refugee self-sufficiency "the most basic measure used by ORR (to judge self-sufficiency) is the dependency rate of refugees on cash assistance." The National Association of Counties has suggested that dependency rates, and in particular the rapidity with which refugees sign up for aid, indicate a need for "a thorough examination of the role and administration of (volag's) refugee reception and placement grants."

Does ORR object to the use of its figures, gathered for budget-building purposes, as a measure of the effectiveness of refugee programs? "It was not our purpose," said ORR's Oliver Cromwell. "But the number is there. We know we have to get the down. It gives us something to aim for."

The RPG calls for more sophisticated understanding of the numbers. "Over and over, we hear we have to revamp the refugee program because welfare dependency is so high," said Forbes. "But we need to put the figures in context and get beyond glib statements. Then we can begin to make programmatic changes in an informed way."

Some of the refinements Forbes and colleague RPG Director Dennis Gallagher say are desirable are controlling for refugees' level of education and language ability at time of entry in the U.S. An increase in welfare use between 1975-77 and 1979-82 appears to be real, Forbes indicated. But the difference diminishes when such factors are taken into account.

The time frame of a particular statistic must be clear, Forbes said. Fertility rates among refugees may mean the size of the eligible population is larger that the number being used indicates. Better information is needed about how many refugees receive partial, rather than full, assistance; family
composition; labor force participation; and what secondary migration means for baseline data about total populations. State eligibility requirements and states' levels of payment also affect refugees' use of public assistance, according to Forbes.

"When we understand more of the factors involved, then we can look at which programs are working well and which are not."

It is important that policy makers understand the numbers, Forbes and others suggest, especially as congressional deliberations on future refugee admissions approach.

Proponents of greater understanding may have their work cut out for them. A source on Capitol Hill indicated the generally accepted view in Congress is that half to two-thirds of the refugees in the U.S. are welfare dependent. "It's a little more sophisticated than that," the source said, "but the two-thirds figure is there."

Recent Developments

RELEASE OF HAITIANS COMMENCES

Seventeen Haitians were released from detention on July 23, the first to be set free since the U.S. began detaining Haitians a year ago. The release followed a ruling last month by U.S. District Court Judge Eugene P. Spellman, who ordered the Haitians freed.

Under Spellman's order, every Haitian must have two sponsors--a voluntary agency and an individual. At press time, the term, "individual sponsor" was undefined. Sources said that immigration and volag officials agreed that churches and halfway houses should qualify as individuals, but Spellman had yet to agree to such a definition. According to the government, most of the detained Haitians do not have relatives or employers who could act as sponsors.

Freed Haitians will be required to report to their individual sponsors a week after their release. The individual sponsor will report to the volag; the volag will report to a special master, who, in turn, will report to the Immigration and Naturalization Service. Judge Spellman had not yet identified the special masters, but it was expected that they would be named shortly. Also, every Haitian will be given a date for appearing for an exclusion hearing before an immigration judge. INS expects the hearing dates to be set within 30 days of release.

The government sought a stay of Spellman's release order from both the District Court and the U.S. Court of Appeals, but both requests were denied. The government has decided not to seek review of the stay denial in the Supreme Court, but is pressing an appeal of Spellman's finding that INS had failed to observe proper procedures when it implemented the detention policy.

New Arrivals to Be Detained The first freed Haitians came out of the Krome detention facility. It is anticipated that virtually all the Haitians covered by Judge Spellman's decision will be released eventually. But newly-arriving Haitians, as well as aliens from other countries may be detained pursuant to guidelines published in the Federal Register on July 9.

According to statistics from the Office of Refugee Resettlement, 40,023 Haitians had entered the U.S. as of May 1982. There were no new arrivals in that month, although there were 14 in April. INS reports that as of May, 178 Haitians had been apprehended and returned to Haiti since the inception of the administration's interdiction policy in December 1981.

FINAL PLACEMENT POLICY TRANSMITTED

Ambassador Richard D. Vine, director of the State Department's Bureau for Refugee Programs, transmitted to voluntary agencies on July 13 a policy for placement of refugees resettled in the U.S. "The purpose of the policy," Vine's letter states, "is to reduce the placement of refugees in areas of high concentration so as to achieve a more equitable distribution of refugees throughout the U.S."

The policy, under discussion for some months, has been approved by the Departments of State and Health and Human Services. "It represents the position of the U.S. government and will guide the volags in the allocation and placement of refugees," Vines letter says.

The policy statement omits reference to
specific measures of impactedness presented in an earlier proposal (see Refugee Reports, issue 5). It states that impact will be determined "on the basis of available objective data" concerning the availability of jobs, affordable housing, health and social services facilities, long-term welfare dependency among refugees in the area, community attitudes, and other factors.

Welfare Recipients Ineligible As Sponsors
The final policy includes the provision that no welfare recipient may sponsor a refugee, and that where dependent refugees are the anchor for family reunification, consideration will be given to offering co-location of both anchor and new arrival to an alternate site.

Voluntary agencies are to furnish annual descriptions of their organization, resettlement capability, and expected resettlements by state. But a proposed provision that these descriptions be "approved by the Department of State" does not appear in the final policy.

Volags Not in Agreement
A letter of agreement presenting the policy was sent by State and HHS to volags this spring, and Office of Refugee Resettlement Director Phillip N. Hawkes wrote that he was "encouraged by the results of our recently negotiated policy." However, at a June meeting of the American Council for Voluntary Agencies, strong philosophical disagreements with some of the policy's provisions were expressed. Possible violations of refugees' civil liberties if the policy was implemented were raised, and it was stated that direction by the federal government as to where refugees should be placed "was not acceptable."

The volags, though, have been undertaking for several months to resettle refugees away from areas of high concentration. And sources suggest they will operate generally within the policy's guidelines, notwithstanding the objections of some agencies

FORCED REPATRIATION OF LAO REPORTED
The Asia Record reported in July that Thailand returned 321 Lao hill tribe people to Laos in mid-June, after the group had taken refuge in the northern part of Thailand. According to the publication, Thai authorities considered the Lao illegal immigrants, ineligible for refugee status and haven.

The United Nations High Commissioner for Refugees reportedly protested the incident, which they viewed as forced repatriation. It was the first known forced repatriation of Indochinese refugees by Thailand since Thailand stiffened its position toward asylum seekers two years ago, the Record states.

There are indications that a repatriation incident occurred during the June visit to Thailand by Eugene Douglas, U.S. coordinator for refugee affairs, the Office of Refugee Resettlement Director Phillip N. Hawkes. The officials visited Thailand to observe refugee assistance programs there. Observers have suggested the Thai carried out the repatriation to show the U.S. officials their determination to enforce stricter asylum policies.

COURT BARS KLAN ACTIVITIES
In a June 9 decision, the District Court of Southern Texas barred the Ku Klux Klan from marching, parading, or in any other manner harassing members of the Vietnamese community in Galveston, Texas. A suit had been brought by the local Vietnamese Fisherman's Association to curtail a program of planned harassment by the local Klan and Klan elements from Louisiana. Tensions had heightened between groups in the area with the beginning of the shrimping season in April. Poor economic conditions were cited by community members as exacerbating levels of distrust and resentment.

CALIFORNIA SHORTFALL ESTIMATE REVISED DOWNWARD
California and the Office of Refugee Resettlement were at odds in late July over assistance funding, with the state maintaining that it faces a shortfall of $66 million for this fiscal year. At one time, the shortfall was thought to be about $100 million, but that was revised downward after ORR provided funding that the state says was unanticipated. It appears that California has given up hope of receiving any more
money from ORR, and is seeking additional funds through supplemental funding from Congress.

In a related note, a June draft of the California state master plan for resettlement comes to these conclusions: bi- and multi-lingual staff are needed for refugee services; refugees need medical treatment to a considerable degree to improve their health status and chances for economic independence; California expects to spend an estimated $554.9 million on refugees and $23.7 million on entrants in FY 82; Los Angeles, San Diego, Orange, Santa Clara, San Francisco, Alameda, Sacramento, and San Joaquin counties have the most refugees; and inadequate housing for all low-income people, including refugees, is a problem where refugees have concentrated.

**Update**

- Until the Senate completes its consideration of the Simpson/Mazzoli immigration bill, it will not take action on the re-authorization of the Refugee Act of 1980. Indications are, however, that the Senate favors reauthorizing the refugee legislation; it will likely hold one day of hearings on the act once it takes action on Simpson/Mazzoli, and support the one-year reauthorization bill the House passed on June 22. The Refugee Act is due to expire on September 30, 1982, the end of the current fiscal year.

- At the end of June, there were 16,470 refugees in Austria, of whom 13,080 were Poles awaiting resettlement elsewhere, according to a report from the Intergovernmental Committee for Migration. Departures of Eastern Europe refugees from Austria that month, mainly to the U.S. and Canada, numbered 1,960. Other completed or projected resettlements, largely of Poles, include: 1,000 to Switzerland and 340 to Norway.

Emigration of Soviet Jews was at its lowest level since 1971, with only 182 arrivals in June in Vienna, ICM reports. And in Italy, where 4,870 refugees await processing for resettlement, authorities have "expressed apprehension about the future because the main overseas resettlement countries have indicated their intention to reduce the number of immigrant visas for refugees," ICM states.

- For the second consecutive month, the Intergovernmental Committee for Migration reported legal departures from Vietnam in excess of 1,000. In June, 1,024 Vietnamese nationals departed under the Orderly Departure Program to 12 countries. The U.S., France, and Canada received the largest numbers.

The State Department affirmed that Orderly Departure arrivals who come into the U.S. on immigrant visas will not be eligible for reception and placement grants, effective July 1.

- A second regional conference by the Office of Refugee Resettlement this year took place in New York City July 21-23. Federal officials joined state and local service providers from Region II (New York and New Jersey) in giving their perspectives on refugee and resettlement issues on the first day of the conference. The second day was devoted to nine workshops on a variety of topics as well as three "Consultation Forums." These forums, which were opened to federal officials and local policy makers only, focused on placement policy and secondary migration, reducing welfare dependency, and social services. Reports on these forums were given on the last day of the conference.

Conferences in other regions are scheduled for San Francisco and Madison, Wisconsin in August.

**Reader Exchange**

- The deadline for submitting papers for the 1983 conference of the National Association for Bilingual Education is August 15. The theme of the meeting, to be held in Washington, D.C., February 15-19, 1983, is "Bilingualism: In the National Interest."

Suggested subjects are: improving education in bilingual-bicultural settings and the role of bilingual education in meeting domestic and national security needs.

For information contact: Harold Chu or Ginger Collier, NABE '83 Program, George Mason University, Department of Education, 4400 University Drive, Fairfax, VA 22030. (703) 323-2928.
The Organization of Pan Asian American Women is sponsoring a writing contest on the topic of the first generation of Asian Pacific American women. The purpose of the contest is to add to knowledge about the history and everyday experience of these women. Manuscripts which must be original, unpublished works, should be submitted by November 15, 1982. For further information contact: Pan Asia, 915 Fifteenth St NW, Suite 600, Washington, DC 20005. (202) 737-1377.

Resources

HUMAN RIGHTS PUBLICATION

HRI Reporter is published five times a year by the Human Rights Internet, a non-partisan, non-profit organization which serves as an international community network and clearinghouse on human rights.

The 200-page report monitors activities and development in the Americas, Africa, Middle East, and Asia, and gives resources available in these countries. Among the many topics treated is refugees. Extensive annotated bibliographies, scholarly resources and publications, and teaching materials are listed. In addition, human rights conferences and book reviews are covered.

Subscription fees per year for individuals are $35.00; for institutions $50.00; to order publications or additional subscription information contact: Human Rights Internet, 1502 Ogden St NW, Washington, DC 20010. (202) 462-4320.

ESL SURVIVAL LITERACY COURSE

A New Start, a functional course in basic spoken English and survival literacy, is designed for the beginning adult learner. Written by Linda Mrowicki and Peter Furnborough, the course can be used with both literate and non-literate students. Included in the package are a 256-page teacher's book, a 148-page students book, literacy workbooks as well as an audio program in which the student may practice the language. The workbooks and student's book have numerous drawings that illustrate the essential basic survival skills needed in the U.S. such as introducing yourself, asking for something, filling out forms, etc. Students are given a broad range of tasks for in-class and out-of-class work.

A free exam package of the books is available for interested teachers. Costs for the teacher's workbook is $10.00; student's book is $6.50; both workbooks are $3.50 each. Discount rates are also available. For further information contact: Heinemann Educational Books, Inc., 4 Front St, Exeter, NH 03833. (603) 778-053-.

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## Statistics

Estimated Indochinese Cumulative State Totals from 1975 to May 1982*

<table>
<thead>
<tr>
<th>State</th>
<th>Cumulative State Total</th>
<th>State</th>
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*Adjusted for secondary migration through September 30, 1981

Source: Office of Refugee Resettlement

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Editorial comments and inquiries should be sent to: Editor, *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

REFUGEE ADMISSIONS TO BE SET BY CONSULTATIONS PROCESS

Fewer refugees will arrive in the U.S. in the next fiscal year. That appeared to be the indication from U.S. officials in mid-July as they prepared the Reagan administration's proposals for FY 83 refugee admissions.

Such proposals are the centerpiece of the annual "consultations" process, the formal exchange conducted between the executive and legislative branches to review admissions prospects for the coming fiscal year.

The consultations that are due to take place in September are expected to produce an admissions ceiling of approximately 100,000. This year's exchange and the discussions, currently in process, which precede it have aroused the interest of observers for several reasons. For one, a major force behind admissions proposals—the State Department—has undergone personnel changes and with them, some believe, a change in perspective. Whereas in the past, State has recommended higher numbers than other participants to allow for flexibility, its current program staff is intent on "managing down" the refugee admissions program and on sharing responsibility for refugees among other nations.

A Changed Congress Further, the recipient of admissions proposals in the consultations exchange—the Congress—is also considered changed. Several years of large numbers of refugee arrivals in the U.S. and considerable federal spending for their care has caught the attention of legislators and pro forma review of administration proposals like that of the first two consultations is not considered likely. The two key committees want to know more about refugee admissions and to have a chance to comment on the outlook. Their interest in levels of admission is deepened, observers suggest, because this is an election year, when cuts in social services are taking place and the economy is weak.

There are other issues bound up in the process, among them questions about the role of the State

IN THIS ISSUE:

This special issue of Refugee Reports treats the process of consultation between executive and legislative branches of the federal government to establish a ceiling for numbers of refugees who may be admitted to the U.S.

The process, expected to begin in September, has particular importance for professionals working in programs for refugees. For this reason, this issue is being circulated beyond our usual readership.

As always, readers' comments are welcome.

This special issue was prepared by Joseph Cerquone, writer for Refugee Reports for two years.
Department in proposing refugee admissions and the effect of admissions on local communities.

Mandate in the Refugee Act  The consultation process was established by the Refugee Act of 1980. Prior to the act, refugees were paroled into the U.S. on an ad hoc basis under the authority of the attorney general.

Provisions of the act are intended to expand U.S. admission of refugees beyond ideological and geographical considerations. The law requires the president to present proposals to the Judiciary Committees of Congress concerning whom the U.S. expects to admit to this country as refugees for reasons of national interest and humanitarianism.

The executive branch proposals are to reflect foreign and domestic considerations which, in turn, are to reflect continuing discussion among federal agencies and state and local public and private sectors. The information package provided to Congress, which is to include the numerical proposals, is prepared by the Office of the U.S. Coordinator for Refugee Affairs, the president's primary representative in refugee matters. It is to be based on the recommendations of the lead foreign policy agency, the State Department. The Department of Health and Human Services, the Justice Department, the Office of Management and Budget, and the National Security Council also offer input, their participation to be managed by the coordinator, the act provides.

The package should contain an assessment of world refugee situations and a projection of the social, economic, and demographic impacts of future refugee admissions to the U.S., among other matters. Congress, "to the extent possible" according to the Refugee Act, is to have two weeks to consider the package before formally consulting with the administration.

Once the Judiciary Committees make recommendations, the president sets the level and distribution of admissions. The numbers that are established are ceilings, not targets, and are subject to revision according to the dictates of world events. Chart 1 displays the consultations process as provided for in the Refugee Act of 1980.

The Contexts of Consultations  Essentially, that is the law. However, the consultations are set in contexts other than bureaucratic and legislative, not the least of which is political.

In the aftermath of the 1980 Mariel boatlift, legislators scrutinized administration admissions proposals closely for the first time last year. Judiciary Committee members, notably Sen. Alan K. Simpson (R-Wyo.), asked the administration to reconsider its proposed ceiling of 173,000 and repropose a total that reflected actual expectations, rather than seek a ceiling inflated to maintain flexibility. A ceiling of 140,000 was finally set, a move taken by Congress to mean that the administration would take congressional input on the refugee program more significantly into account.

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**Chart 1**

**Development of Refugee Admissions Ceiling**

- State
- Justice
- OMB
- HHS
- U.S. Coordinator for Refugee Affairs
- Senate Judiciary
- House Judiciary
- President
- Admissions Ceiling
- States
- Localities
- Interest Groups
Sources at the coordinator's office have indicated that this year's consultations will proceed apace; they promise to be the "smoothest yet," one said. In early August, numbers drawn up by the Bureau for Refugee Programs were being cleared within the State Department and were expected shortly at the coordinator's office. Concurrency on the numbers by other federal agencies involved in the consultations was also expected, and there was hope that the package would reach Congress in mid-August in sufficient time for review by members of the Judiciary Committees.

Contributing to the ease of the process this year, a source suggested, is the presence of a U.S. coordinator for refugee affairs. Last year, the post was vacant during the congressional consultations, to their detriment according to some observers. Eugene Douglas, appointed ambassador-at-large in March, has been eliciting federal, congressional, and local perspectives on refugee admissions for several months in anticipation of the coming consultations.

In some estimations, the coordinator's office and the Office of Refugee Resettlement, the office charged with domestic resettlement, are crucial determinants in the consultations ahead. Administration budget projections for FY 83 assume the admission of 103,500 refugees, an early indication of the number of refugees who might be permitted to enter the U.S.

Several observers contend, however, that the State Department alone is key—not because it is expected to seek higher numbers as in the past, but because it is expected not to do so.

The Role of State Since the consultations of a year ago, the department's refugee bureau has a new director, Richard D. Vine, a career foreign service officer with European experience but with limited exposure to Southeast Asia at the time of his appointment in October 1981. Numerous changes in personnel have taken place elsewhere in the bureau, which has undergone a complete reorganization since late last year.

The reorganization de-emphasizes the bureau's admissions program and focuses upon the "internalization" of refugee problems. Vine believes countries other than the U.S. have to take more active roles in solving the world's refugee problems. "Resettlement in the U.S. is the exception rather than the rule," he said in an interview with Refugee Reports in January. In theory, the U.S. has always held this position, but resettlement is currently clearly receiving less emphasis than before.

Sources have indicated that State will propose a level of refugee admissions for FY 83 of about 100,000, a decrease from the FY 82 ceiling of 28 percent (see Table 1). Although 40,000 potential admissions slots smaller than the current fiscal year, the number is not considered inadequate universally.

"It's gigantic," said Barry Stein of Michigan State University. Stein pointed out that the U.S. has outpaced other countries in accepting refugees over the last decade by averaging a roughly estimated 100,000 admissions per year.

Further, 100,000 admissions are twice the level spelled out in the Refugee Act and endorsed by the Select Commission on Immigration and Refugee Policy. However, some observers suggest the level in the act was chosen for legislative expediency, and was never expected to cover real needs adequately. "There was a certain amount of disingenuousness (when the 50,000 figure was selected)," according to John Scalan of the Center for Civil and Human Rights at the University of Notre Dame, who has been studying the Refugee Act. "It was not likely when the act passed that (the number) would be a ceiling."

Table 1

<table>
<thead>
<tr>
<th>Outcome of Refugee Admissions Consultations to Date</th>
</tr>
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<tbody>
<tr>
<td>-----------------</td>
</tr>
<tr>
<td>FY 80* (April 1980)</td>
</tr>
<tr>
<td>FY 81 (Sept 1980)</td>
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<tr>
<td>FY 82 (Sept 1981)</td>
</tr>
<tr>
<td>FY 83</td>
</tr>
</tbody>
</table>

* Followed passage of Refugee Act in March, 1980, retroactive to October 1, 1979
** Projected

Digitized from Best Copy Available
Allocations within The Ceiling  Presuming that the 100,000 figure for next year bears out and the distribution of numbers under that ceiling is, as expected, proportional to this year's breakdown, then the maximum number to be admitted as refugees from Southeast Asia would be approximately 70,000 (see Table 2).

Table 2

<table>
<thead>
<tr>
<th>Region</th>
<th>Ceiling</th>
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</thead>
<tbody>
<tr>
<td>Southeast Asia</td>
<td>68,000</td>
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<tr>
<td>Eastern Europe</td>
<td>8,000</td>
</tr>
<tr>
<td>Soviet Jews</td>
<td>14,300</td>
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<td>Near East</td>
<td>4,700</td>
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<tr>
<td>Africa</td>
<td>2,500</td>
</tr>
<tr>
<td>Latin America and Caribbean</td>
<td>2,500</td>
</tr>
<tr>
<td></td>
<td>100,000</td>
</tr>
</tbody>
</table>

* Calculated by Refugee Reports staff based on FY 83 expected recommended total ceiling (100,000), using proportional allocations of FY 82 ceilings, as adjusted in spring 1982.

Although this number is in line with projected actual admissions for the current fiscal year, there are some constraints. The Southeast Asia number will reportedly include any refugees admitted directly from Vietnam under the Orderly Departure Program. Currently, the U.S. is taking about 300 individuals per month under ODP, about half of whom come as refugees. It is not known if that rate will continue, drop, or reach as high as 1,000, the maximum monthly amount the U.S. says it can accept under the program, but apparently the number will affect admissions levels from first asylum countries.

Further it is expected that there will be no provision for additional numbers of Cambodian refugees in the FY 83 Southeast Asian allocation.

Actual admissions may also be affected by new processing procedures under which monthly ceilings will be established, as they are now, to prevent end-of-year bulges in processing, according to the State Department. If the ceilings are not met, the shortfall in one month would not be carried over to be processed the next month.

Lower ceilings for U.S. admissions and tighter procedures may be in line with current desire to limit resettlement in the U.S. They may not, however, take adequately into account conditions in other countries, some sources suggest. Nor may they help the bureau in its efforts to internationalize the burden of solutions to refugee problems, as nations tend to "follow the U.S. lead," according to one source.

Ramifications of Lower Numbers  Thailand, the major provider of first asylum in Southeast Asia, has already begun to resist refugee newcomers. The Thai border is sealed to some arrivals, and third country resettlement is restricted to certain groups who have managed to enter the country.

The "offtake," or movement of portions of refugee camp population in Thailand to third countries for resettlement, is considered crucial. The Thai will continue to accept refugees, some observers reason, only as long as they are assured that this onward movement will take place. As of April, 186,000 persons were being given haven: 31,000 Lao; 56,000 Hmong; 7,000 Vietnamese; and 92,000 Cambodians.

State Department officials say that Thailand understands current U.S. admissions policy and will continue to offer sanctuary. But anxiety over the willingness of resettlement countries to take refugees is not confined to Thailand. Elsewhere in Southeast Asia, U.S. admission of refugees is a "stabilizing force," according to a Senate Foreign Relations Committee source. In Europe, Italian authorities processing refugees have expressed apprehension over resettlement prospects, according to the Intergovernmental Committee for Migration. In Austria, the responsibility of caring for Poles continues at significant cost to that country, eased somewhat since earlier this year by enhanced resettlement opportunities in third countries, including the U.S.
Other Allocations "Politicized" The disparity among admissions numbers for the various geographic groups has angered the Congressional Black Caucus in the past, according to spokesman Stephen Horblitt, and the expected proportional allocations for FY 83 promise no better.

"It's a CIA program," Horblitt said of the current admissions program," (based upon the) predilections of the State Department, and not humanitarian considerations." Another CBC source pointed to slots allocated to Soviet Jewish refugees as a prime example of "politics before humanitarianism." Horblitt added that the congressional group might support lower admissions numbers, as long as they were apportioned judiciously; but, as CBC does not expect that to happen during the next consultations, it has proposed an independent body be created to be responsible for allocations to avoid politicization by the State Department of the admissions numbers.

Dissatisfaction with State's allocations runs deep. Spokesmen for Latin American groups say they, too, are on the short end of admissions. They feel refugee situations in Central and South America are poorly represented in the country reports prepared by the bureau for inclusion in the consultations package: the reports do not reflect, they say, the pessimistic findings of outside observers such as Amnesty International and the American Civil Liberties Union about human rights violations in certain countries.

The State Department has responded to such charges by saying that anyone may be eligible for admission as long as he meets the U.S. definition of a refugee; State also notes that the allocations set in the consultations can be adjusted to respond to changed world conditions.

Scanlan of Notre Dame indicated that adjustments in established ceilings may not be enough, particularly in view of the size and immediacy of the asylum problem in the U.S.—currently, 100,000 applications are pending. Such issues have given the consultations process "a certain degree of artificiality," he said, and suggested changing the Refugee Act to mandate coordination of refugee and asylum deliberations.

Novel Approaches Suggested Some observers maintain that strict numerical fairness would elude any admissions procedure, given the diverse nature of refugee situations and the different ways in which they relate to U.S. interests. "The refugee program is a crude conception of foreign policy and domestic consideration," according to a House Foreign Affairs Committee staffer.

"Refugee problems are political at root," said sociologist Stein. "Right now, the crucial thing for the U.S. is to keep Thailand happy." Further, he qualified the importance of admissions as a response to refugee problems. "It is not a main alternative," Stein offered, noting that a more appropriate one is systematized, sophisticated care of refugees who have fled their homes, but who remain in asylum countries of their own "cultural zone."

The government is awaiting authorization from Congress to spend $30 million in Africa that would aim, for the first time, at some of the goals Stein referred to. The funds would be used for programs to teach African refugees self-sufficiency and survival skills through efforts such as reforestation projects.

However, an Agency for International Development source said that such development assistance could not serve as a replacement for an admissions program altogether. "The choices (for developmental aid) are relatively limited," she observed, noting that the availability of land in Africa has been a key in planning and carrying out projects. "The host country conditions limit what we can do."

Another approach to refugee problems was investigated late in July, when officials from the coordinator's office visited Canada to explore the possibility of applying aspects of that country's resettlement system to a certain number of future refugee arrivals. The Canadian system is more centralized than the U.S. approach, and sponsors there accept full financial responsibility for refugees. A March 1982 House Foreign Affairs Committee report recommended adoption of aspects of the Canadian plan.

However, a source emphasized the exploratory nature of the trip, and could not say if or when a new system would be imple-
mented or for which refugees. Further, he doubted that a plan could be developed by the time of the consultations, though he said its consideration may be noted then. Barriers such as how to provide refugees with privately financed health care, he stressed, still have to be overcome.

Congressional Perspective Of the two major national participants to the admissions consultations, Congress may be the one more conscious of public sentiment—particularly in 1982, an election year. Several congressional offices have indicated they sense constituents are becoming more restrictionist about admission of refugees and immigrants.

The House of Representatives was the more generous chamber in Congress in the last consultations. Judiciary Committee members there proposed an overall ceiling of 140,000, and one congressman, Barney Frank (D-Mass.), recommended retaining the FY 80 overall ceiling of 217,000 in order to prevent other nations from withdrawing their commitments to refugees.

However, Frank and other junior members of the committee may have less influence in the consultations deliberations than ranking congressmen such as Romano L. Mazzoli (D-Ky.), chairman of the House Judiciary Subcommittee on Immigration, Refugees, and International Law.

In a June interview with Refugee Reports, Mazzoli indicated that he could support an admissions proposal of about 100,000. Further, he said, that he would favor allocating that ceiling in a way that would diminish the Southeast Asian proportion of the total, and increase slots for Caribbean countries. Such a position is not new for Mazzoli. During the FY 82 consultations, the subcommittee chairman recommended a total ceiling of 120,000 with 84,000 potential slots for Southeast Asians—"The refugee situation in Indochina is stabilizing," he wrote to President Reagan—and an unspecified number for Latin American countries higher than the administration's proposal.

The distribution of admissions numbers is also an issue with the Black Caucus member of the subcommittee, Geo. W. Crockett, Jr. Crockett recently voted against reauthorization of the Refugee Act, largely because he felt that its provisions have been applied in a discriminatory fashion.

Welfare Use A Concern While Chairman Mazzoli does have concerns on the foreign side of the refugee program, domestic problems in resettlement, namely refugees' use of welfare, have drawn his attention to a large degree. The reauthorization bill

As this year's consultations package is being developed in mid-summer, other legislative activity proceeds adding unknowns to the admissions consultations.

Of foremost concern to refugee advocates are reports that Sen. Walter D. Huddleston (D-Ky.) would introduce an amendment to the Simpson/Mazzoli immigration bill that would place refugees under a single, overall immigration cap. The bill is slated for Senate consideration in early August.

Such a ceiling has met with objection from groups such as the Citizens' Committee for Immigration Reform, the U.S. Committee for Refugees, and a network of interest groups including voluntary agencies. They fear that such a cap would seriously affect the willingness of asylum countries, notably Thailand, to accept refugees; cause divisiveness between refugees and immigrants; and severely restrict U.S. response to foreign policy and refugee crises. For the latter reason, the Reagan administration also opposes the unified ceiling approach. Further, the chairmen of both immigration subcommittees are among the opponents, though Sen. Alan K. Simpson (R-Wyo.) approved such a measure in a straw vote when he served with the Select Commission on Immigration and Refugee Policy.

While the prospect for passage by Congress of Simpson/Mazzoli is in doubt—the House Judiciary Committee has yet to consider it—some observers fear the Huddleston amendment could chill the consultations on refugee admissions depending upon the support it garners.

Like the Huddleston amendment, action on the Refugee Act hinges on Senate action on Simpson/Mazzoli. Sources have indicated that the Senate will vote for reauthorization, as the House has already done, once consideration of the immigration reform bill is completed.

The Refugee Act, which mandates the consultations on refugee admissions, is slated to expire on September 30.
that he steered through the House contains a number of changes in current law that call for closer monitoring of the manner in which refugees are resettled in the U.S. Unless this monitoring is forthcoming, and unless Congress is part of a "more collegial approach to the refugee program (including admissions allocations)," changes could lie ahead, Mazzoli has indicated. Two possibilities he raised were congressional veto power over refugee admissions, and the placement of refugees under an overall immigration cap (see box).

The Senate, preoccupied with immigration legislation this fiscal year, has paid scant attention to the refugee program. None of the quarterly reviews of the program suggested during the last consultations has occurred, and this year's sessions will take place lacking a report by Senate staff on conditions in Southeast Asia like that prepared last year.

Nonetheless, Alan K. Simpson (R-Wyo.), chairman of the immigration and refugee subcommittee, is described as concerned about refugees' use of welfare, and as favoring lowered admissions to ease the strain on communities with large refugee populations. Unlike Mazzoli, however, he is said to be neutral about how refugee admissions are proportioned. "He's willing to consider the State Department's proposals," a source said. "He's not too concerned about (which groups) of refugees are taken."

Communities may favor lowered numbers About 125,000 refugees will have entered the U.S. this fiscal year by the end of September, and the declining national total has meant correspondent decreases in initial placements of refugees in communities. For example, Orange County, California, which is considered to be the most impacted in the country on a per capita basis, arrivals average half the 1979-80 monthly total of 700.

According to scattered reports from around the country, the decreasing arrival rates have helped local officials manage domestic resettlement problems better. Localities are not opposed categorically to more refugees in the U.S., according to Lilia Reyes of the U.S. Conference of Mayors, but they do want improvements in management. This would mean more consultations between national public and private offices and localities, among other things, Reyes suggested.

David Pierce, a State Department official assigned to act as liaison between six communities in Orange County and federal officials in Washington, D.C., said that time and the slowdown in arrivals made county residents more accepting of refugees. "Resettlement poses a lot of social adjustments," Pierce explained. "It takes refugees and residents time to learn that their surroundings have changed." However, Pierce believes that such learning is taking place and that the "we-they" attitude

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that prevailed between citizens and refugees when he arrived in Orange a year ago is dissipating.

Pierce warned, though, that such a process is fragile, one that can be upset by "surprises" such as the 18-month cut-offs in assistance that went into effect earlier this year, and a move by a federal official this spring to place responsibility for educating refugees squarely on the county. Though he described federal response as generally good, such measures create the impression that refugees are being "dumped," in Pierce's estimation, and lead to polarization.

Similar assessments came from other local officials. In Portland, Oregon, resettlement director Patricia Rumor noted that understanding of local conditions was crucial; she pointed to a group of Polish refugees considered highly employable, who were recently laid off entry-level jobs in Oregon, as a result of depressed economic conditions there. In Philadelphia, where 16,000 Southeast Asians have resettled, John White said he would not cite a specific number for refugee admissions if he had a chance to speak during the consultations. Instead, the deputy director of the West Philadelphia Task Force on Refugees said he would want to know "who's coming and when," as he emphasized the importance of improved management in resettlement.

Country reports and documents relaying proposed refugee admissions and allocations for fiscal year 1983 are currently being prepared by the Office of the U.S. Coordinator for Refugee Affairs. These will be attached to formal consultation documents submitted to Congress.

Copies of the reports will be available to the public, probably in late September, although quantities will be very limited. Contact: Office of U.S. Coordinator for Refugee Affairs, State Department, Room 7526, Washington, DC 20520. (202) 632-3964.
COMBINED IMMIGRANT-REFUGEE CEILING DEFEATED IN SENATE; IMMIGRATION REFORM BILL PASSES

The Senate floor was the scene in early August of extended debate on refugee admissions policy. In the context of full Senate consideration of the Simpson/Mazzoli bill, the Immigration Reform and Control Act of 1982, Sen. Walter D. Huddleston introduced an amendment to place refugee admissions numbers under a single cap for all immigrants. Under the new bill, that ceiling would be 425,000.

Huddleston introduced a similar measure in March 1981 which received the support of a number of senators, although no action has yet been taken on it in the Judiciary Committee. Indications that he would attempt to append a single-ceiling amendment to the Simpson/Mazzoli bill, and that it would have multiple cosponsors, arose last month. As floor action on the immigration bill approached, efforts by proponents and opponents of the amendment to inform senators and the public of its provisions intensified. Phone calls and visits to congressional staff people were made and numerous letters and issue papers were generated. Editorials appeared in major newspapers, including the Washington Post and the New York Times, both of which expressed opposition to the single-ceiling concept.

The two weeks of activity by national and local groups culminated in some of the most closely watched debate related to the Simpson/Mazzoli bill. Referring to the information efforts by groups on both sides of the issue, Minority Counsel for the Senate Subcommittee on Immigration and Refugee Policy Jerry Tinker said, "It was the first time that the senators were voting against the combined cap on admissions on the merits of the argument itself."

In a late afternoon vote on August 12, the amendment was defeated, 63 to 35 (see Table 1).

Proponents Score Consultations Huddleston opened debate on his amendment saying that special interest groups and outside pressures should not be allowed to continue to "dictate" a policy that led to uncontrolled refugee admissions. He criticized the consultations process, in
which the executive and legislative branches of government discuss projected refugee admissions, stating that the level of 50,000 admissions allowed in the Refugee Act of 1980 had come to be a "floor" rather than a ceiling. "The current ambiguous and open-ended law created circumstances," he said, "which permitted the State Department to undertake a policy of recruiting large numbers of economic migrants in Indochina."

Though he has not served on immigration subcommittees in Congress, Huddleston has been interested in immigration and refugee issues for some time. The senator cited the potential for a massive influx of refugees from the Caribbean and Latin America, stating that 400,000 Salvadorans were already in the U.S. illegally. Two billion dollars is spent in federal domestic assistance for refugees each year and the real burden of resettlement is falling on states and localities, Huddleston said, calling for a balance between legitimate refugee concerns and responsibility to the American public. "Refugees must be recognized as the immigrants that they are," he stated.

Co-sponsors of the amendment with Huddleston were Sens. Kasten, Chiles, Cochran, Ford, Johnston, Randolph, Grassley, Pressler, and Rudman.

Environmental Impact Raised Sen. Thad Cochran voiced support, stating that refugees compete with Americans for jobs. "The figure of 425,000 is a generous one," he continued. "From 1921 to 1980, our average immigration level was only 174,469."

The theme of a "refugee industry" which has grown up around resettlement activities, was raised by Huddleston and Sen. J. Bennett Johnston. Johnston, countering a defense of the volages by Sen. Paul S. Sarbanes, stated that resettlement agencies' motives were probably good, but that there also exists a profit motive and a "propaganda machine" acting to support high admissions levels.

The pro-Huddleston movement also included the Federation for American Immigration Reform, a nonprofit membership organization headed by Roger Conner, a lawyer and former environmental activist from Michigan. FAIR's expressed concern centered on population problems and environmental impact issues surrounding immigration and refugee admissions levels. "Fifty percent of all population growth in the U.S. is due to combined legal and illegal immigration," a spokesperson said. "We are on record as supporting immigration levels to the U.S. that would equal the combined total for the rest of the world, but right now we accept twice as many people as all the other countries combined. Can we continue to have no limits? What effect will this have on our own demography and on our environment?"

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Opposition Cites U.S. Leadership Role On the opposition side, Sen. Alan K. Simpson, sponsor of the immigration bill in the Senate, expressed support for the consultation process, citing the downward management of numbers over the last two years as evidence that the consultations had been effective in controlling refugee admissions. He stressed the flexibility available to the president to handle international and domestic refugee policy under the current system, and emphasized the separate nature of immigrant and refugee issues.
"Immigration policy is principally concerned with family reunification," Simpson said. "Refugee policy is concerned with the U.S. accepting its fair share of persons who are fleeing persecution in their homeland. The two groups should never be allowed to compete for admission."

Sen. John C. Danforth read a letter signed by Elliott Abrams, assistant secretary of state for humanitarian affairs, and by Eugene Douglas, U.S. coordinator for refugee affairs, which expressed the view that refugee policy is often closely connected to international foreign policy where emergency situations generate refugee flows. The letter voiced concern that the amendment would threaten the leadership of U.S. actions in protection of first asylum and other humanitarian issues. Danforth recounted his own experience on the Thai-Cambodian border in 1979 "when tens of thousands of refugees were saved...because there was a place to go for food and shelter. Our refugee policy was fundamental to that fact," he said.

Another letter was introduced in which George Schultz, recently confirmed as secretary of state, also suggested that the amendment would limit the president's flexibility in responding to refugee matters.

Refugees as Contributing Consumers Further arguments against the Huddleston amendment were made by Sens. Charles H. Percy, Strom Thurmond, and Edward M. Kennedy. Sen. Rudolph E. Boschwitz cited statistics showing that per capita acceptance rates of refugees were higher for Canada and Australia (17 per 1,000 and 15 per 1,000, respectively, between 1956 and 1978) as compared with U.S. rates (2.8 per 1,000 in the same period). He argued further than 30 percent of those who immigrate to the U.S. leave again as emigrants.

"Refugees," Boschwitz said, "come to this country with nothing and they have to buy what we consider the most regular part of our lives, the most basic things in our society. They come and they consume... And they create jobs... Among the most creative people are those who come to our shores and seek haven in our country."

In the final moments of the discussion period, Sen. Lawton Chiles rose to support the amendment. He was speaking, he said, on behalf of constituents in a state where "immigration is not an abstract because we have been deluged by refugees; we have been deluged by immigrants." Sen. Mark O. Hatfield responded to Chiles that the Simpson/Mazzoli bill itself addressed issues of asylum and other matters not covered by the Huddleston amendment. "All the Huddleston amendment would do," Hatfield said, "is to bridge the president's powers to respond to international crises which involve refugees."

Defeat Attributed to Broad Efforts A number of sources on both sides of the issue credit the amendment's wide margin of defeat to the combined efforts of the Reagan administration, national and local voluntary agencies, and several Washington, D.C.-based immigration and refugee interest groups. The administration, in particular, made a concerted effort to oppose the combined cap, and letters circulated to senators' offices prior to the floor discussion came from such diverse groups as the United Hellenic American Congress, the National Association of Evangelicals, the American Council of Voluntary Agencies, and the U.S. Committee for Refugees. Furthermore individuals and local groups sent letters to their own senators. Mark Franken, at the U.S. Catholic Conference in Washington, D.C., said, "I've never seen the voluntary agencies so motivated on an issue."

In the aftermath of the roll call vote defeating the amendment, Huddleston's legislative counsel Roger LeMaster said that the senator had not lost interest in a combined cap. "He feels that he is expressing the interests of a national constituency," LeMaster said. "He is trying to find the right formula that will appeal to more senators."

FAIR's spokesman was also optimistic. Their next effort, he indicated, would be directed at hearings on the immigration reform bill in the House, where it is expected that an amendment similar to Huddleston's will be introduced.

Although the spokesman did not indicate that FAIR would push for a single-ceiling during the upcoming Refugee Act reauthorization debate, other sources suggested such a move may occur.

Unexpected Amendment Defeated In a surprise move after the defeat of the Huddleston amendment, Sen. Dale Bumpers introduced
an amendment calling for congressional review of requests for refugee admissions in excess of 75,000 persons in any one year. Essentially this would give Congress veto power over a presidential emergency refugee allocation. Bumpers said he wanted to seek a limit on refugee numbers as well as to provide for congressional control of the numbers. The amendment was defeated in a narrow vote of 45 to 41, with 14 absentees (see Table 1).

The close vote, attributed by some sources to the timing and unexpectedness of the amendment's introduction, caused some concern among Huddleston's opponents and hope among his supporters. "(Bumpers' amendment) is an easily graspable idea that may win even more support if introduced on the House side," according to a source at FAIR. Other sources interpreted Bumpers' move as an indication that the effort to limit or control refugee admissions as well as to affect the refugee allocations process is still underway.

Reform Bill Passes  On August 17, the Senate passed the Immigration Reform and Control Act of 1982 by a vote of 81 to 18. The first major revision of U.S. immigration law in 30 years, it covers a wide range of topics relating to illegal aliens and legal immigration procedures. Some of the important elements of the bill are:

- A legal immigration cap of 425,000 per year is established.
- Amnesty is granted to illegal aliens who arrived before January 1, 1977, and provisional amnesty is granted to those here before January 1, 1980. The bill also places restrictions on benefits for these individuals.
- Fines and jail terms are established for employers who knowingly hire illegal aliens. Employers hiring fewer than four illegal aliens are exempt.
- The guest worker program in which aliens are granted temporary work permits for specific jobs is expanded.

The House is expected to take its turn debating the bill in mid-September, although at press time the schedule for House Judiciary Committee action had not yet been determined.

The tentative date for the Senate Judiciary Committee to review the Refugee Act of 1980 reauthorization is September 15.

Recent Developments

JULY FLOWS LOW, NO SEPTEMBER BULGE EXPECTED

The Intergovernmental Committee for Migration reported the "comparatively low" total of 10,300 movements of refugees in July. It attributed this to "the reduced intake by traditional refugee resettlement countries of Indochinese refugees from the asylum countries of Southeast Asia." A total of 5,800 Indochinese were moved by ICM for permanent resettlement, of whom 1,000 were under the Orderly Departure Program of direct emigration from Vietnam; another 2,300 Indochinese were moved from first asylum countries to Refugee Processing Centers in the Philippines and Indonesia.

Movements of Soviet Jews continued at low levels, ICM reported.

Officials at both the United Nations High Commissioner for Refugees and the State Department's Bureau for Refugee Programs have stated recently that refugee flows into asylum countries in Southeast Asia are declining and that total resettlements have exceeded arrivals this year (see box).

William Krug, State Department operations officer in the Office of Refugee Admissions Processing, and Training said in mid-August that there is no expectation of an end-of-year bulge in refugee arrivals as occured last September. While there will probably

<table>
<thead>
<tr>
<th>Year/Month</th>
<th>Arrivals</th>
<th>Population to U.S.</th>
<th>Departures to Other Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>January</td>
<td>5,915</td>
<td>254,463</td>
<td>3,169</td>
</tr>
<tr>
<td>February</td>
<td>4,040</td>
<td>248,425</td>
<td>3,630</td>
</tr>
<tr>
<td>March</td>
<td>6,234</td>
<td>242,637</td>
<td>3,384</td>
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<tr>
<td>April</td>
<td>6,127</td>
<td>240,309</td>
<td>3,077</td>
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<tr>
<td>May</td>
<td>7,499</td>
<td>237,798</td>
<td>3,142</td>
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<tr>
<td>June</td>
<td>6,538</td>
<td>234,924</td>
<td>3,130</td>
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<td>1981</td>
<td></td>
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<tr>
<td>September</td>
<td>5,530</td>
<td>271,710</td>
<td>4,955</td>
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<tr>
<td>October</td>
<td>7,987</td>
<td>266,741</td>
<td>5,603</td>
</tr>
<tr>
<td>November</td>
<td>7,625</td>
<td>261,238</td>
<td>3,720</td>
</tr>
<tr>
<td>December</td>
<td>6,388</td>
<td>258,145</td>
<td>4,896</td>
</tr>
</tbody>
</table>
be adjustments within geographic ceilings to allow refugees who are "travel ready" to use admissions slots, late summer flows are expected to be similar to those of recent months, Krug indicated. A total of 5,000-6,000 refugees might be expected from Southeast Asia, he said, where smaller numbers coming out of the Bataan processing center would be compensated for by larger numbers out of the Galang center.

REPARTITION, RESETTLEMENT FOR UNACCOMPANIED MINORS CONSIDERED

A number of test cases have been submitted to the United Nations High Commissioner for Refugees headquarters in Geneva to explore possible repatriation of unaccompanied minors to Vietnam. Although no minor has been returned to date, UNHCR has "frozen submission of all cases of unaccompanied minors 15 years and below," according to correspondence from the U.S. refugee program in Hong Kong.

UNHCR's reinforced policy of considering repatriation for children with parents remaining in Vietnam followed a spring meeting in Bangkok and changes in U.S. refugee eligibility criteria.

At a meeting this month in Bangkok, representatives of the U.S. Catholic Conference and the Lutheran Immigration and Refugee Service asked UNHCR "to remember that length of stay in refugee camps is tied to successful resettlement of children," according to Marta Brendan of LIRS. The group expressed "real concern" if the resettlement of a large number of children is held up for a long time if only a few children are eventually to be repatriated, Brendan said.

Cambodian Children to Come to U.S. The recent Bangkok meeting focused on the resettlement in the U.S. of over 900 Cambodian children identified to date by UNHCR. Between 125 and 135 children may arrive by September 30, Brendan said.

Approximately 200 of the cases are considered free, the rest family reunification. Most of the children are between 14 and 17 years of age. Some have been separated from family or in refugee camps since 1975, Brendan said, others since 1979.

HONG KONG DETERRENT MEASURES IN EFFECT

According to information from the Hong Kong Joint Voluntary Agency Representative (JVAR) the Hong Kong government will segregate new refugee arrivals by age and sex into various correctional institutions in remote parts of Hong Kong. The British colony instituted restrictive measures intended to discourage arrivals of boat people early in July.

The JVAR reported that the segregation, which could result in the separation of families, was due to the high arrival rate -- 1,639 arrived in July -- and the limited space in Hong Kong's new "closed camps."

A July 27 Reuters news service report stated that "boat people arriving here now have the choice of indefinite detention, or continuing on their journey. None has yet chosen to sail on," the report stated. "About 400 detainees live in corrugated iron sheds surrounded by barbed wire and are subject to prison-like regulations," it continues. There are also no reports of voluntary repatriation as yet.

The United Nations High Commissioner for Refugees representative in Hong Kong reportedly pressed the government not to split up families and to allow UNHCR access to the camps. According to UNHCR's Washington Liaison Office, access has not yet been granted, and it is not clear whether the detained new arrivals will be available for resettlement in third countries.

The detainees, largely Vietnamese, are permitted to send one letter per week to locations other than Vietnam. "They may send as many letters as they want to Vietnam," the JVAR wrote in early August, "because the Hong Kong officials are concerned with getting word of less than ideal conditions in the closed camps back to Vietnam."

Data from the JVAR in Hong Kong indicate that arrivals there have exceeded departures in May, June, and July of this year, with June's arrivals at a level twice the size of departures, and July's four times.

BUREAU DIRECTOR VINE EXPECTED TO RESIGN

Richard D. Vine, director of the State Department's Bureau for Refugee Programs, is expected to resign that position in mid-September. Through State Department spokesman
Frank Sieverts, Vine would neither confirm nor deny news of his pending resignation, but it has been reported by several knowledgeable sources.

The reason for Vine's expected departure and information about a replacement for him were unavailable. Vine has headed the bureau since last October.

Meetings and Conferences

- September 10 (San Jose) and September 24 (Long Beach, California). California Refugee Preventive Health Services Conferences. Department of Health Services in conjunction with the Long Beach Department of Public Health and the Health Officer Association of California.

These regional conferences are planned to facilitate discussion concerning refugee health care in California. They are designed for refugee health professionals to network, develop liaisons locally and statewide, share program health and education resources, present case studies and successful strategies, as well as offer an update on medical and program accomplishments and directions.

For further information contact: Collen N. Gale, Assistant Director, Health Officers Association of California, 926 "J" Street, Suite 201, Sacramento, CA 95814. (916) 443-9076.


The meeting is intended to encourage public discussion and to facilitate broadly based public recommendations to Congress and the administration on refugee admissions. Domestic impacts, foreign policy considerations, estimates of numbers, and rights of asylum seekers will be discussed in small-group meetings.

For further information contact: Harold Bradley, S.J., Center for Immigration Policy and Refugee Assistance, Georgetown University, Washington, DC 20057. (202) 6253545.


This workshop is an introduction to health problems of refugees overseas, skills and attitudes needed by U.S. health workers, and critical issues relevant to providing appropriate assistance to refugees. It is aimed at health professionals, employees of relief agencies, and students.

For further information contact: Graeme Frelick, Clearinghouse Coordinator, NCIH, 2121 Virginia Ave, NW, Suite 303, Washington, DC 20037. (202) 298-5905.

Resources

VIETNAMESE VERBAL ABILITY TEST

Robert C. Barron, consulting psychologist to a number of Minnesota refugee programs, has developed a picture vocabulary-based verbal intelligence test in the Vietnamese language for use with adolescents and adults. The test has been standardized and percentile norms developed. Research studies indicate it discriminates effectively between successful and unsuccessful English as a Second Language students. Uses include administration for initial placement in ESL programs, identification of intellectually gifted or deficient individuals, diagnosis of learning disabilities, and vocational assessments.

The test is short, designed to be easy to administer, and can be given either orally by Vietnamese examiners, or by taped directions for non-Vietnamese examiners. Although the test is normed for ages 16 or over, the author is willing to collaborate in studies to expand the norms for younger age groups.

A test booklet with answer sheets and taped administration costs $135.00. For further information contact: Dr. Robert C. Barron, c/o Cross Cultural Psychology Services, 6715 Indian Hills, Edina, MN 55435. (612) 894-8577.
WELDING TERMS MANUAL

A manual entitled Students Manual: Commonly Used Welding Terms is available for Vietnamese students studying welding or intending to take a welding course. Prepared in Vietnamese only, it is intended to enable students with little or no English skills to understand the specialized terms of welding. Numerous illustrations are included.

The manual is available for $6.25 plus $.70 postage. For further information contact: Tran Nhu Chuong, 10506 N. Dixon Ave, Tampa, FL 33162. Or call (813) 932-2047 after 3:30 EST.

REFUGEE HEALTH PUBLICATION REPRINTED

A second edition of Indochinese Patients, a soft-cover publication which deals with cultural aspects of the medical and psychiatric care of Indochinese refugees, is currently available. The 90-page publication is the first of a series regarding Indochinese refugees, which author Tran Minh Tung, M.D., notes "attempts to tell it all from the viewpoint of the refugees themselves (although) the bulk of the observations concern the Indochinese who came to the U.S. in 1975."

The publication is divided into eight chapters, including: Health Care and Culture: Needs, Demands, and Services; Traditions: Attitudes and Practices; Refugee Patients in the U.S.A., Psychiatric Practice in Vietnam; Helping: Assisting and Relating to Indochinese Patients. An extensive bibliography is included.

The collection is written for specialized and nonspecialized readers involved with refugee resettlement, particularly social services, resettlement workers, and sponsors.

The cost of the book is $7.50 plus $.80 for postage and handling. For further information contact: Tran Ming Tung, M.D., Providence Bldg, Suite 205, 6521 Arlington Boulevard (Route 50), Falls Church, VA 22042. (703) 241-5695.

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<table>
<thead>
<tr>
<th>Asylum Country</th>
<th>Total Arrivals since April 1975*</th>
<th>To U.S.</th>
<th>3rd Countries</th>
<th>VR/Other**</th>
<th>Transfer to RPCs</th>
<th>April Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hong Kong</td>
<td>111,192</td>
<td>49,135</td>
<td>46,877</td>
<td>175</td>
<td>5,303</td>
<td>10,768</td>
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<tr>
<td>Macau</td>
<td>7,412</td>
<td>2,424</td>
<td>2,692</td>
<td>559</td>
<td>818</td>
<td>1,101</td>
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<tr>
<td>Indonesia</td>
<td>74,735</td>
<td>40,238</td>
<td>25,667</td>
<td>22</td>
<td>2,619</td>
<td>6,395</td>
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<td>Malaysia</td>
<td>175,795</td>
<td>82,593</td>
<td>68,631</td>
<td>29</td>
<td>14,070</td>
<td>9,627</td>
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<tr>
<td>Philippines</td>
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<td>6,996</td>
<td>9</td>
<td>6,929</td>
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<td>2</td>
<td>4,417</td>
<td>1,396</td>
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<td>0</td>
<td>20,501</td>
<td>7,396</td>
</tr>
<tr>
<td>Other</td>
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<td>5,783</td>
<td>28,776</td>
<td>8</td>
<td>139</td>
<td>2,107</td>
</tr>
<tr>
<td>TOTAL BOAT</td>
<td>532,964</td>
<td>220,255</td>
<td>212,988</td>
<td>804</td>
<td>54,796</td>
<td>43,260</td>
</tr>
</tbody>
</table>

| THAILAND-KHMER       | 212,340                         | 44,989  | 42,502        | 777        | 33,592          | 88,422           |
| THAILAND-HMONG       | 126,062                         | 50,657  | 20,322        | 363        | 77              | 55,581           |
| THAILAND-LAO         | 151,978                         | 68,324  | 34,740        | 1,486      | 13,699          | 29,873           |
| THAILAND-VIETNAMESE  | 23,141                          | 7,480   | 9,307         | 0          | 5,900           | 873              |
| TOTAL LAND           | 513,521                         | 171,450 | 106,871       | 2,626      | 53,268          | 174,749          |

| ORDERLY DEPARTURE PROGRAM (ODP) | 22,040 | 5,514 | 15,462 | 0 | 126 | 7 |
| VIETNAM TO U.S. IN 1975 | 124,547 | 123,000 | 0 | 1,547 | 0 | 0 |
| VIETNAM TO CHINA IN 1978/79 | 263,000 | 0 | 263,000 | 0 | 0 | 0 |
| TOTAL DIRECT (ODP) | 409,587 | 128,514 | 278,462 | 1,547 | 126 | 7 |

| SUBTOTAL | 1,456,072 | 520,219 | 998,321 | 4,977 | 108,190 | 218,016 |
| BATAAN-RPC | 77,953 | 65,816 | 2,595 | 35 | 0 | 10,182 |
| GALANG-RPC | 31,074 | 23,313 | 1,024 | 30 | 82 | 6,726 |
| TOTAL RPCs | 109,027** | 89,129 | 3,619 | 65 | 82 | 16,908 |

| GRAND TOTAL | 1,456,072*** | 609,348 | 601,940 | 5,042 | 108,272 | 234,924 |

* Includes births
** VR (Voluntary Repatriation)
*** RPC (Refugee Processing Centers) arrivals not added down because this would result in double addition

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

INTERNATIONALIZATION OF REFUGEE ASSISTANCE FACES OTHER NATIONS’ CONSTRAINTS

U.S. efforts to "internationalize" refugee assistance efforts, including sharing the burden of refugee admissions among nations, will have to take into account limitations being encountered by other countries. Recent interviews with sources representing the governments of Australia, France, Germany, and Canada--the nations that, after the U.S., lead the world in gross intake of Indochinese refugees since 1975 (see Table 1)--suggest that those governments are, at best, cautious about the future capabilities of their countries to admit persons fleeing persecution. In some instances, it is the depressed world economy which is reportedly forcing nations to rethink their attitudes towards resettlement of refugees, as many of their citizens are going without jobs.

Australia Tightens Procedures  Since 1975, Australia has admitted 59,000 Indochinese refugees, with about 14,000 of those having entered during that country's fiscal year which ended on June 30. This year's count is expected to be approximately the same, although all refugees will enter under tightened criteria that Australia implemented in July.

The tightening took place after the first comprehensive review of Australian refugee policies since 1977. According to officials, the review was partly prompted by the recognition that refugee claimants may include large numbers of "economic migrants." One of the procedural changes recently implemented is case-by-case review of claims for admission as a refugee.

Despite this development, however, and the expectation that the country's unemployment will rise above the current rate of between six and seven percent, Australian sources said the country would continue to participate in a resettlement program. As many as 24,000 persons may be admitted during Australia's current fiscal year either as refugees or special humanitarian cases.
However, sources also made it clear that Australia's generosity depends, to a degree, upon what the rest of the world is prepared to do. "To a certain extent, the support the U.S. program has domestically depends upon the involvement of other countries," observed Ashton T. Calvert, a counsellor with the Australian Embassy. "In Australia, it is the same. We're willing to participate as long as the other countries are."

As Calvert explained it, participation by others does not necessarily mean high admissions. He noted that even limited admissions help "in the aggregate," particularly when a country decides to take in a group of refugees considered difficult to resettle. Other forms of participation he said, can include sending ships to trouble spots such as the Gulf of Thailand. Such a measure usually means that refugees picked up during a rescue operation are taken in by the flag-ship country.

Calvert indicated that, although the decreased flows of persons from the refugee-producing countries of Indochina have made refugee assistance programs more manageable, problems continue. "There are no grounds for complacency," he stated. "There are large numbers in the camps and there's the prospect of outflow--albeit at reduced levels--for years. Though the problem has been managed so far as not to cause a fracture among the ASEAN countries, (members of the Association of South-East Asian Nations), it doesn't mean that it doesn't have that possibility."

Economy, The Factor for France In France, the refugee versus economic migrant issue is not a factor, according to a French source. "The concern over economic migrants does not make sense," he said. "Who can pretend to be able to judge? The true limit is the economy of France."

Economic conditions, which include an eight percent unemployment rate, has kept France from achieving a goal announced in May 1981 of taking in 1,400 Indochinese a month, the source explained. Instead, monthly admissions have been between 1,000 and 1,200. According to a U.S. State Department cable sent last month by the American Embassy in Paris, a slowdown in the French economy over the last year has clogged French resettlement procedures as refugees, increasingly unable to find jobs, are reportedly staying longer in French reception centers.

Despite this setback, the French official stated, his government still maintains the principle of refugee admissions, particularly of Cambodians. "I don't think you'll see a sharp downturn in our policy," he said, though he also declined to say what the long-range admissions plans of his government may be. In fact, France is reputed to be quite liberal about the admission of political dissidents, and with regard to refugees from Vietnam, this receptivity is considered to be particularly strong in light of France's former colonial ties with Indochina. According to the French Embassy, France has admitted 100,000 Indochinese since 1974, or three times the number of all other European countries combined. Further, France claims to have the largest number of Latin American refugees in Europe--7,000.

Admissions are not the only aspect of French efforts on behalf of refugees. The French had a naval vessel in the Gulf of Thailand for some weeks in late spring of this year to rescue Indochinese boat people. According to the State Department, the patrols by that ship and another one sent by a French humanitarian organization rescued about 400 persons. State noted that the ships received a minimum of publicity and thus avoided being a "pull factor."

<table>
<thead>
<tr>
<th>Country</th>
<th>U.S.</th>
<th>China</th>
<th>France</th>
<th>Canada</th>
<th>Australia</th>
<th>Germany (FRG)</th>
<th>U.K.</th>
<th>Switzerland</th>
<th>Belgium</th>
<th>TOTAL</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>567,000</td>
<td>266,000</td>
<td>83,600</td>
<td>81,500</td>
<td>59,400</td>
<td>21,500</td>
<td>16,000</td>
<td>9,100</td>
<td>5,000</td>
<td>4,800</td>
</tr>
</tbody>
</table>

No Guarantees from Germany However, a German ship, the Cap Anamur, was withdrawn from the gulf for that very reason, according to
a source. The source stated that the boat "served as a stimulus" for economic migrants. "We were going in on a humanitarian action," she said "and then we found ourselves caught with it." That explanation followed a Reuters news report that Cap Anamur, which had taken 9,500 persons aboard between September 1979 and July 1982, was removed by German authorities in June because "Germany could no longer guarantee asylum for refugees."

The source described domestic conditions in Germany pessimistically, noting that, as in the U.S., benefits to all needy persons have been reduced. Conditions such as these, she pointed out, mitigate against Germany taking in large numbers of Indochinese in the future, particularly when it has doubts as to whether significant numbers are bona fide refugees. Furthermore, admission of Indochinese refugees maybe in conflict with Germany's historical commitment to taking in large numbers of asylum seekers from Eastern Europe. "We feel our obligation is to (refugees from) the communist countries (of Eastern Europe)," the source said. "They are our neighbors."

Canada Stresses Cooperation From a U.S. neighbor, Canada, came reports about domestic conditions similar to those described by the other nations' representatives. According to Martha Nixon of the Canadian refugee affairs office in Ottawa, that government will try to hold to its current admissions level when it proposes numbers in October for next fiscal year, despite the "squeeze for funds" that she said exists in the country. Like Australia, Canada has resettled more Indochinese refugees on a per capita basis than has the U.S. Under government sponsorship, as many as 4,000 Indochinese may enter Canada this calendar year, along with 6,000 Eastern Europeans, 1,000 Latin Americans, 500 Africans, and 400 persons from the Middle East. In addition, the Canadians are maintaining a reserve allocation of 2,000, and an unlimited number of refugees can gain entry through private sponsorship.

While Nixon said that a reasonable nucleus of support still exists in Canada for resettlement, she said that sponsorships are becoming more difficult to find. Further, unemployment is higher in Canada than in other leading resettlement countries--12 percent, according to Nixon--and the search for jobs is leaving some people "frantic."

Still, Nixon maintained that resettlement had gone well overall in Canada and could continue to do so. But she stressed that resettlement is not strictly a Canadian undertaking. "We're all in this together," she observed, referring to the major resettlement countries. "Everyone is facing the same problems."

Recent Developments

SPONSORS FOR INDIVIDUAL HAITIANS REQUIRED

A bid by voluntary agencies to have detained Haitians released under group sponsorships has been denied, according to Gerry Wynne of the U.S. Catholic Conference. Wynne said that federal district court Judge Eugene Spellman, who ordered approximately 1,800 Haitians released in late June, wants sponsors for individual Haitians to remain an element of the release plan. Agencies had wanted to locate sponsors for groups of Haitians in order to speed their release.

Information conflicts as to the rate of releases so far. Wynne, stating that he was citing Immigration and Naturalization Service figures, said that as of September 3, 1,103 persons had been released, 217 of whom were freed because of humanitarian reasons. However, according to the INS public information office in Washington, D.C., 849 Haitians had been released as of September 2.

Another concern of agencies is the amount of federal reimbursement available to cover health costs. Under Spellman's plan, USCC, which has committed itself to resettling about half of the Haitians, would be reimbursed an average of $320 for each person under its care. Wynne said several weeks ago that any significant level of need for medical care could prove particularly costly in states such as Florida, where a large number of the Haitians are expected to be resettled, and where eligibility for public medical care also confers eligibility for cash assistance.

Though the voluntary agencies must provide full care and maintenance for the Haitians for up to four months under the re-
lease plan, the former detainees are technically eligible for Fascell-Stone benefits as well. In July, three Haitians reportedly applied for benefits in Florida. A state official at that time blamed the applications on poor management of releases by volags. A spokesman for the Haitians accused the state of exaggerating the significance of the applications, and charged that the public agencies should have contacted the Haitians' sponsors before reporting the applications to Florida media. More recent reports cite Florida officials saying as many as 22 Haitians have applied for public assistance.

TB STILL SIGNIFICANT AMONG INDOCHINESE REFUGEES

Significant rates of incidence of tuberculosis among Indochinese refugees may account for the fact that there has been no substantial decline in the number of TB cases in the U.S. in the past three years, a recent report by the Centers for Disease Control suggests. The TB case rate among the general population declined only 3.3 percent between 1980 and 1981, and the number of cases increased slightly.

No survey has been conducted by CDC to determine if incidence rates among Indochinese refugees have changed, but Dr. Ken Powell indicated that a somewhat smaller percent were determined to have or possibly have TB in pre-admission screenings in 1981 than in 1980. This, coupled with smaller numbers of refugee arrivals in the later year, may explain why Indochinese refugees accounted for fewer cases of TB in 1981 than in 1980, he suggested.

TB continues to be a significant problem among Indochinese refugees and others, however, including Haitian entrants, Powell said.

But the CDC report states, "There is no evidence that the slight increase (in numbers of cases among people in the U.S.) has been caused by transmission from the Indochinese refugees."

CDC continues to recommend treatment with three drugs for refugees with TB, rather than the more standard two-drug treatment, because of the possibility that organisms will be resistant to one of the drugs used, Powell said.

YMCA WILL NOT RENEW STATE DEPARTMENT AGREEMENT

The YMCA will no longer act as an "official" resettlement agency, according to Ray Day, associate director of the national organization. It will not renew its cooperative agreement with the State Department to provide reception and placement services and will begin to transfer its cases to other agencies this fall, Day said. Smaller numbers of refugee arrivals and a decision that the YMCA could be more helpful in providing support services rather than immediate resettlement assistance prompted the recent action by the organization's board, he indicated.

The YMCA has participated in reception and placement activities since 1975, first under an arrangement with Church World Service and later, at the invitation of the State Department, as a resettlement agency in its own right. It will continue to be a member of the American Council of Voluntary Agencies' Committee on Migration and Refugee Affairs, and to provide services to refugees, funded by Department of Health and Human Services social services contracts and locally generated resources. Local YMCA agencies "will continue to resettle refugees through colleague groups," Day said.

U.S. AID FOR AFRICAN REFUGEES MAY BE REDUCED

James Kelley, head of the State Department's African refugee section, estimates that the U.S. may not deliver as much as $25 million in food aid that it had pledged at an international conference on African refugees (ICARA), held in Geneva in April 1981.

According to Kelley, this revision in U.S. giving has been prompted by unforeseen donations by other countries, by "carryovers" in foodstuffs from previous years, and by reduced estimates of the number of refugees who would benefit from American aid, particularly in Somalia. He denied that U.S. budget-tightening had any effect on the decision. "There wasn't even the hint of that," he said.

Kelley explained that a number of crises in Africa prevented a census of the refugee population in Somalia prior to ICARA; once a count was conducted with the assistance of
Update

- A preliminary evaluation of the Khmer guided placement project will be carried out for the Office of Refugee Resettlement by the Granville Corporation, a Washington, D.C. based consulting firm. The four-month study will use a case-study approach in four sites and will focus especially on the implementation of the project and institutional outcomes, in terms of coordination between public and private, and federal and local sectors.

- At an August 12-13 meeting convened by the Refugee Resource Center in New York City, state refugee coordinators and national voluntary agency representatives agreed to the formation of an ad hoc task force on case management, although specific assignments were not determined, according to Georgiana Gleason, center director. The participants also agreed that the national volunteer could contact their local agencies to request that they inform their state's refugee agency concerning numbers of refugees to be served and planned activities.

The National Forum on Immigration and Refugee Policy and the American Immigration and Citizenship Conference consolidated in late June. The new group, the National Immigration, Refugee, and Citizenship Forum, is currently comprised of more than 60 members. It plans to carry out regional conferences and congressional briefings; to establish task forces to address specific issues; and to prepare and disseminate a newsletter.

The Forum, while gathering a range of views, will not take positions on issues, Forum President Rick Swartz stressed.

The Forum is based at: 533 8th St SE, Washington, DC 20003. (202) 544-0004.

- At the first bi-annual convention of the Vietnamese Mutual Assistance Program in Pontiac, Michigan, 225 delegates from 38 states met to discuss program directions for 1982--84. According to Le Xuan Khoa, deputy director of the Indochina Refugee Action Center who attended the August 5-7 session, "The convention determined that after seven years of resettlement in the U.S., it is now time for the Vietnamese refugees to begin a new phase of community consolidation and development in accordance with long-term goals and programs."

- Dale DeHaan joined Church World Service in June to act as director of its immigration and refugee programs. DeHaan served previously as deputy U.N. high commissioner for refugees for three and one-half years.

- Catherine McElroy, formerly associate director for immigration and refugee programs at Church World Service, has been appointed assistant executive director for the American Council for Voluntary Agencies. She is responsible for staffing ACVA's Committee on Migration and Refugee Affairs, for facilitating the committee's work, planning, and communications. She replaces Theron Van Scooter, who died in February.

McElroy, who was with CWS for four and one-half years, assumed the ACVA post in August.

In Profile

ROGER CONNER AND THE FEDERATION FOR AMERICAN IMMIGRATION REFORM

Efforts by the Reagan administration assured defeat of an amendment that would have put refugee admissions under an immigration ceiling, according to Roger Conner, executive director of the Federation for American Immigration Reform (FAIR).
"The administration came out and said that if the Huddleston amendment passed, the Simpson/Mazzoli bill (pending immigration reform legislation) would be in difficulty," he said in an interview with Refugee Reports. "If they hadn't done so, the vote would have been a good deal closer."

The single ceiling amendment introduced by Sen. Walter Huddleston (D-Ky.) was rejected by the Senate, 63 to 35. FAIR had been among the leading proponents of the measure, which was opposed by a range of refugee, ethnic, voluntary, and civil rights groups. Conner maintained, however, that a great deal of support exists among lawmakers for restrictive measures supported by FAIR. He cited the vote on a second amendment which would have allowed congressional veto of proposed refugee admissions over 75,000. The measure was also defeated, but by a smaller margin (45 to 41), Conner pointed out.

Educational Purposes Conner described FAIR's purpose as educational and said the nonprofit group was "the only organization in the current debate about U.S. immigration that does not have an interest served by the position it is taking."

Conner said that FAIR has 13,000 members who pay dues at $20 a year. The group also gets some sizable gifts and contributions, including one from Sidney A. Swensrud, former chairman of Gulf Oil Corporation and a member of FAIR's board. Still, Conner described the $559,000 his organization raised last year as modest compared to the resources of other groups active in immigration.

The former Michigan environmentalist stated that FAIR has gotten "expressions of support" from about 43,000 persons "who mirror a cross-section of the U.S." He said later, though, that FAIR has never surveyed its supporters, and he could not provide a profile of them.

According to FAIR literature, the organization was established in 1979 by Dr. John H. Tanton, a conservationist and founder of Zero Population Growth. The group claims the twin goals of ending illegal immigration into the U.S., and placing legal immigration under "a single ceiling, consistent with today's demographic, political, and social realities."

Refugees Vulnerable Conner stated that FAIR's position does not ignore the special circumstances that surround refugees, as it would give them preference and allow them benefits. He said separate admissions procedures put refugees in a vulnerable position—their admission could be cut as pressures mount to reduce immigration. In this regard, he said of the groups which opposed Huddleston, "They've won the battle but lost the war."

Nina Solarz, executive director of the Citizens' Committee for Immigration Reform, agreed with Conner's contention that refugee numbers are vulnerable. However, Solarz, whose group worked against Huddleston's single ceiling amendment, said the very fact that refugees would be preferred under Conner's system recognizes that differences exist between refugees and immigrants. To put both groups under one ceiling, she observed, "would pit one group against the other, which could lead to disastrous circumstances." Solarz suggested that FAIR tends to manipulate immigration and admissions numbers to advance their arguments. FAIR points to 1980 immigration numbers as an example of annual immigration, she indicated. "That was not a typical year," she said. "There was a Cuban boat crisis, which was a very unusual phenomenon."

Causes of Refugee Flows Conner brushed aside criticism that FAIR and other organizations that have called for restrictive immigration are narrow minded. "There are only three issues: how many immigrants are you going to accept; who's going to be preferred; and how do you enforce the rules."

Conner charged that refugee organizations "stumble over themselves asking for high admissions and encouraging refugees to apply for benefits. We say the U.S. must take only those it can handle and give them benefits." He said that such a position is consistent with world interdependence. "If the elites ruling these countries (those that "send" refugees) perceive the U.S. as safety valve for excess workers, that would retard or undermine their commitment to cope with their own problems."

Solarz of the Citizens' Committee disputed Conner's reasoning. "Refugees come to the U.S.," she said, "because they're in desperate straits. Refugee flight is caused by intolerable conditions, not the status of
immigration laws. It is those conditions which determine whether to seek haven in the U.S."

Conner was unspecific about steps FAIR may take in the legislative activity set to take place this month. The group has hired the law firm of Williams and Jensen, and has formed a task force to lobby congressmen as well.

It is expected that FAIR will focus its efforts on Simpson/Mazzoli, the failure of which to pass would be a "tragedy," said Conner.

**Reader Exchange**


  - In the nine-state surveys of 1981 and 1982, the selection criterion was that the states had large numbers of refugees receiving cash assistance, not that their dependency rates were high.

  - In Table 1, the denominator of the second fraction (Means of Calculating Refugee Dependency Rate Used in November 1981) should read "Total population of Indochinese and Cuban refugees..." not "Total population of Indochinese refugees..."

(The fraction, therefore, should be:

Indochinese, Cuban, and other recipients of AFDC, RCA in 9 selected states
Total population of Indochinese and Cuban refugees in the 9 selected states for three years or less, adjusted for secondary migration, births, etc...)

In the section, "New Figures: Higher or Lower?" the second sentence reads "Calculations of welfare utilization in FY 82 will have as their denominator refugees who have been in the U.S. for 36 months, but the number of aid recipients will reflect only refugees who arrived within 18 months of the survey date." Added to this should be the phrase, "and refugees who arrived within 19 to 36 months of the survey date and are receiving AFDC or General Assistance." (In fact, the 18-month limitation of eligibility applies only to refugees who are not eligible for AFDC or other categorical programs and not living in a locality with a general assistance program.)

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**Resources**

**DIRECTORY OF INDOCHINESE MAAS**

The Directory of Indochinese Mutual Assistance Associations in the Washington Area, 1982 was prepared by the Indochina Institute of George Mason University through a grant from the Vietnam Foundation.

The 57-page directory provides basic information on 25 Indochinese MAAs operating from the Washington metropolitan area. Listed in alphabetical order as well according to ethnic backgrounds of their members, information such as purpose, activities, legal status, and contact persons are provided for each listing.

The directory is available free of charge, however, distribution is very limited. For further information contact: Nguyen Manh Hung, Director, George Mason University, 4400 University Drive, Fairfax, VA 22030. (703) 323-2065/2273

**REPORT ON ECONOMIC DEVELOPMENT WORKSHOPS**

The Refugee Women's Program Development and Coordination Project has completed a summary report on five workshops held around the country last spring on economic development for refugee women.

The 27-page report contains national and local resource information regarding income generation, employment, small business development, women's economic activity, and family tensions. In addition, participant lists can be obtained for the five sites--Los Angeles, St. Paul, Seattle, Houston, and Philadelphia.

The reports are available for $2.50 each and participant lists for $.50 each. To order or obtain further information contact: Indochina Refugee Action Center, 1424 Sixteenth Street NW, Suite 404, Washington, DC 20035. (202) 667-0782.
## ASYLUM CASES BEFORE THE IMMIGRATION AND NATURALIZATION SERVICE

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Source: Justice Department, Immigration and Naturalization Service

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### Editorial Notes

Editorial comments and inquiries should be sent to: Editor, *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp  ●  Writer: Joseph Cerquone  ●  Editorial Assistant: Lynette M. Couto

SENATE SUBCOMMITTEE CONSIDERS REFUGEE REAUTHORIZATION

With only two weeks remaining before the Refugee Act of 1980 expires, the Senate's immigration subcommittee held a hearing in mid-September concerning reauthorization of the nation's refugee program. The hearing combined standard and new features—the customary administration and voluntary agency representatives appeared, as well as a researcher from the newly formed Refugee Policy Group. And the hearing once again was the setting for a debate that has long characterized the refugee program—that over the extent and significance of refugee use of public assistance.

Eugene Douglas, six months into his post as U.S. coordinator for refugee affairs, testified that FY 83 will be a "turning point" for the nation's refugee program. "Either the administration, with its small staffs, will make clear that it knows how to make the program work... or Congress will respond with tighter admissions," Douglas said.

Federal Efforts Noted Douglas, with Richard D. Vine, director of the State Department's Bureau for Refugee Programs, and Office of Refugee Resettlement Director Phillip Hawkes, recounted attempts by their respective agencies to make the program work. Douglas reiterated the need to "internationalize" refugee assistance; Vine said that 88 percent of the refugees coming to the U.S. this year will have participated in State-funded orientation and language training, as opposed to the "fraction" among FY 81 arrivals who had had such pre-arrival training. Hawkes noted ORR's newly instituted placement policy and studies in programs on English as a Second Language and self-sufficiency. According to the ORR director, 300,000 refugees have been admitted to the U.S. since the Refugee Act was enacted three years ago, and $1.7 billion in federal funds spent on refugee care. Hawkes indicated that one of the difficulties encountered in the federal refugee program has been an erroneous perception among refugees and others. "(We) created a welfare mentality," he said. "Refugees came expecting three full years of support...many sponsors had the same belief."

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Dependency Data Questioned  Appearing on behalf of the RPG, Susan Forbes questioned the validity of another perception, however, namely that Indochinese refugee use of public assistance has been steadily rising. "A close look reveals that this increase...is more apparent that real," she testified, indicating that it is particularly misleading to use the rates to assess service program performance.

The RPG earlier this month released a study on the meaning of welfare dependency rates which states that yearly rates fluctuate for methodological and statistical reasons that are unrelated to program operation. The study also indicates that no real change in welfare use occurred between 1979 and 1981 and apparent increases since 1975 can be attributed to differences in the educational backgrounds of arriving refugees. The study also predicts that largely for statistical reasons, FY 1982 dependency rates should be lower than last year's.

Citing an article in Refugee Reports (Volume III, Number 17) on the means used by ORR to calculate dependency rates, David North of the New TransCentury Foundation called on lawmakers "never again" to permit nine-state surveys to suffice for data collection.

Forbes was part of a witness panel that included Robert A. Peterson of the General Accounting Office. A GAO report issued on August 5 calls for improved medical screening of refugees. Another report, a comprehensive investigation of domestic resettlement, is expected by the end of this year. Findings of that study, that one volag lost contact with 30 percent of its 306 refugee cases after 30 days, 50 percent after 90 days, were noted by Peterson, and were clearly disturbing to subcommittee Chairman Alan K. Simpson. "That's a true deficiency," Simpson commented during the hearing, "an abrogation of function and duty."

Volages Cite Responsibilities  In his testimony, Wells Klein, chairman of the American Council of Voluntary Agencies' Committee on Migration and Refugees, took issue with GAO. He voiced "strong opposition" to GAO's definition of a sponsor, which, he said, identified the individual who provides refugees with services as sponsor. "We feel that if (the individuals) can provide services, fine," Klein observed, but he emphasized that the national voluntary agencies consider their responsibilities to refugees ongoing. He also criticized H.R. 5879, the bill passed by the House on June 22, that calls for a one year reauthorization. Klein said the proposed legislation is laden with programmatic detail which would place unrealistic requirements on volages. As examples, Klein noted the provisions calling for quarterly meetings between volages and state and local government officials concerning refugee placement, and tying refugees' receipt of cash assistance to participation in ORR-funded job and language training. "...other appropriate training funded from non-federal or non-ORR sources may be available," he said.

California Takes Exception  The availability of ORR resources this fiscal year was sharply criticized by Marion Woods, director of social services for California. Woods contended that the state may face a $67 million shortfall in federal assistance funds "because of the refusal to uphold the federal commitment." Woods testified that 100 percent reimbursement—a requirement the House has proposed—is the single most important provision that could be part of federal refugee legislation in order to avert fiscal crises in states. During questioning, Coordinator Douglas backed away from a position of full reimbursement, and Hawkes was vague about the degree to which ORR will be able to reimburse states for FY 82 costs.

Woods took particular issue on a statement by Hawkes that California had a 99 percent welfare dependency. Woods charged that ORR has never conducted an official audit of California's refugee program, and maintained that a survey taken in June of Southeast Asian refugees receiving AFDC in California indicated a 47 percent dependency rate; the rate would be 54 if non-AFDC public assistance is also considered.

Refugee Communities Seek Role  To steer refugees from welfare dependency, Le Xuan Khoa, chairman of the Council of Southeast Asian Refugees, emphasized that refugee communities could play a role in helping refugees become self-sufficient. Khoa said these communities had been "inadequately and inefficiently used," and proposed that the refugee program support their economic
development. However, under questioning, Coordinator Douglas suggested that a large scale effort on the part of the administration to foster the economic development of refugee mutual assistance associations was not likely. "We're supportive of using these nascent groups," Douglas said, "but we've got to be cautious about promoting the idea of the government funding a Small Business Administration for refugees."

Among the other witnesses at the hearing were Alan Nelson, commissioner of the Immigration and Naturalization Service; Charles Sternberg of the International Rescue Committee; Leonard Seidenman of Hebrew Immigrant Aid Society; and Ingrid Walter of the Lutheran Immigration and Refugee Service. Harry Ruthvin represented the National Association of Counties, Barry Van Lare the National Governors Association, and Paula Stark, the refugee program in the state of Michigan.

Hawkins Amendment Announced Sen. Paula Hawkins (R-Fla.), not a member of the subcommittee, appeared at the hearing to announce her intent to introduce an amendment to reauthorization legislation requiring the federal government to reimburse states for benefits to aliens "who arrive...as a result of the 'policy' of a foreign government (that is) in violation of U.S. immigration laws." Hawkins said Florida has not been reimbursed $150 million in funds for care of the Mariel Cubans. Her amendment would provide for federally reimbursed cash assistance for three years, health care for five years, and educational services for ten years.

Subcommittee Approves House Bill The Senate subcommittee reported out reauthorization legislation at a markup session on September 15, as it unanimously approved the House bill. At the markup, Simpson said that it was important that the refugee program have multi-year authorization, but that for now, the one-year approach advocated by Rep. Romano Mazzoli (D-Ky.) was preferable. Simpson has indicated that he plans to hold a hearing in FY 83 on coordination of domestic resettlement, to "see that the system is working well" before he can support a multi-year reauthorization. "The (reauthorization) hearing disclosed that the volags realize they have some things to address among their membership," Simpson said. "It's critical that coordination take place between volags and local communities. All that we thought was going well just hasn't been."

Simpson said that he does not anticipate significant amending of the bill as reported out of the subcommittee, but outside observers suggested Hawkins' intention to introduce an amendment could foreshadow other amendments.

Recent Developments

REFUGEE IDENTIFICATION PROBLEMS PROMPT INTER-AGENCY EFFORT

An inter-agency task force has been set up to consider "a more practicable, less easily reproduceable document" than the I-94 to confirm refugee identification, according to press officer Janet Graham of the Immigration and Naturalization Service. Problems arose in several locales this summer following July correspondence from INS central to state departments of motor vehicles, indicating problems in using an I-94 as "sole identifier" for refugees.

Robert Newman at INS stated that the correspondence was not intended as a directive, but that "some places have made their own interpretation." In several states I-94s have been rejected as identification for refugees applying for drivers' licenses, and refugees have been unable to open bank accounts, cash checks, or be accepted for employment because of lack of acceptable identification.

Alternate Proposed "It's just a little 3"x5" piece of paper," Graham said of the I-94, indicating that counterfeiting of a number of documents is "a large-scale problem." "We've known for a long time that we need to come up with a better document to back it up." She said no timeline had been established for the task force, with representation from the Social Security Administration, the Department of State, the Office of Refugee Resettlement, as well as INS, to develop the new document.

At press time, Newman at INS said the agency was preparing to contact motor vehicle departments to suggest an alternate
means to verify refugee identification—the G-641. Sources indicated problems with this approach, however, citing possible 30-day turnaround between application and receipt of verification; need for multiple G-641’s for a single individual, as the requesting agencies, not the refugee, receive the document; and, for more recent refugee arrivals, the possibility that INS has not yet computerized the information it would need to verify identification.

Newman said some voluntary agencies indicated their personnel would accompany refugees to verify identification at banks and other agencies.

None of the sources contacted indicated that refugees had been denied Social Security cards, public assistance, food stamps, or other benefits, because of the I-94 problem. Newman said agencies in California, the state with the largest refugee population, would still accept the I-94.

**JVAR's Confer in the U.S.**

Nine joint voluntary agency representatives (JVAR's) conferred in the U.S. last week with national heads of voluntary agencies. The meeting, the first ever of its kind, addressed several areas, including first asylum, refugee processing, and the future of the refugee program. The JVAR's, volag "front line" staff overseas, came from Malaysia, Thailand, Philippines, Hong Kong, Taiwan, Singapore, Indonesia, Pakistan, and the Sudan. Congressional staff were later briefed on refugee situations in the JVAR's respective areas of the world, and meetings were held at the State Department and with U.S. Coordinator for Refugee Affairs Eugene Douglas. In a five-point statement of concern that was issued by the American Council for Voluntary Agencies in conjunction with the JVAR's appearance, first asylum in Thailand and Hong Kong was said to be in "grave jeopardy," and ACVA called for greater consistency and more equitable application of U.S. law to applicants for admission as refugees (see following story). Traditionally, JVAR's have helped document refugee cases and do not approve or exclude applications for refugee status.

**Refugee Applicant Approval/Denial Rates Reported**

Only 49 percent of highland Lao applications for refugee status have been approved by Immigration and Naturalization Service interviewers since March, when case-by-case interviews were instituted. Further, if a Cambodian or Lao refugee applicant's only U.S. connection is an immediate relative, "the family has only a 35 percent chance of passing the INS interviews," according to a recent cable to the State Department. Some of the other data provided by the American Embassy in Bangkok concerning INS interview statistics for the period March 9-August 6, 1982, are summarized below.

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<th>Applicant</th>
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<th>Applications Accepted (%)</th>
<th>Applications Denied (%) **</th>
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<td>Cambodian</td>
<td>718</td>
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</tbody>
</table>

* Approximately four people per case
** Rejected as 101 (A) 42 refugee applicants

Reps. Stephen J. Solarz (D-N.Y.) and Joel Pritchard (R-Wash.), wrote in July to INS Commissioner Alan Nelson, to express concern about the numbers of Cambodian applications that have been denied. "We recognize that there may indeed be some who seek refugee status who are not refugees, and who may be inadmissible to the U.S.,” they wrote, "but it is hard to believe that 50 percent of the Cambodians who fled three years ago from the living hell they were then enduring are not truly refugees."

Spokesmen for Solarz and Pritchard were not aware if any response had been made to the congressmen's urging that the deferred cases be reviewed and that "every possible humanitarian consideration be carefully weighed in screening refugees to the U.S., particularly to those like the Cambodians who have suffered so much and been so long and painfully separated from their families.”
CONFERENCE FOCUSES ON CASE MANAGEMENT

"Case Management," an approach to resettlement often mentioned but still undefined, was the topic of a conference held in St. Paul, Minnesota, early this month. Sponsored by the National Governors Association and the Office of Refugee Resettlement, the conference drew participants from federal regions V, VII, and X, who examined various aspects of the approach and its large-scale applicability to the U.S. resettlement system.

Presentations were made by representatives from Oregon, Washington, Iowa, and Illinois on case management systems that have been implemented in their states. Later, workshops were conducted on state and voluntary agency cooperation, tracking and reporting, monitoring and evaluation, and other sub-topics.

Participants in the session held on defining case management addressed the confusion that surrounds the term; at times, it was suggested in the workshop, case management can refer to the goal of sound management of program information, while at other times, it is used to mean management of direct services to individual refugees.

A final report on conference findings is expected by November. No other conferences on case management are currently planned.

Legislation before Congress to reauthorize the federal refugee program requires ORR to report on the feasibility and advisability of a case management system by January. If ORR decides to implement such an approach, "it will go by February" in the form of an action transmittal, according to Burton Hobson of ORR.

Several participants at the conference expressed concern privately that a system could be mandated that would upset already established management approaches, but Hobson indicated ORR was working to maintain states' flexibility and input to the development of management procedures.

FORMER CUBAN POLITICAL PRISONERS ARRIVE AS REFUGEES

State Department officials expect that 30-700 former Cuban political prisoners and their families will have been admitted to the U.S. as refugees by the end of this month. Although their admission was discussed during FY 82 consultations last fall between State and Congress, implementation of the program was delayed until late this spring because of "on-going review of U.S. policy toward Cuba and Cuban refugees," Philip Chicola of State's Bureau for Refugee Programs confirmed recently.

The Cubans involved have been processed in Costa Rica, Spain, and Panama, and the first group arrived in the U.S. last week.

The definition of "political prisoner" was refined as cases were reviewed, Chicola indicated. Such factors as length of imprisonment, and the nature of the charge brought against the individual would be relevant, preliminary State Department guidelines stated. They cited the example of a Cuban imprisoned on charges of treason for one year because he attempted to emigrate legally from Cuba. "The right to emigrate is an internationally recognized human right... Cuban characterization of the attempt (to emigrate) as 'treason' means that the Cuban government chose to regard this exercise of human rights as a political offense against the state... you may regard (this Cuban) to have been a political prisoner for the purpose of the program," stated a preliminary comment to refugee processing officers.

However, Lavinia Limon of the American Council for Nationalities Service, who helped set up the processing procedures in Costa Rica, indicated that other situations were "confusing," and that determinations by State on individual cases were "very tight, very selective."

The State Department announced that the policy of avoiding placement of refugees in impacted areas was to be in effect for this group. However, Limon indicated that a significant proportion of the cases had relatives in the Miami area and in all likelihood would resettle or relocate there.

ORR SEEKS PROPOSALS FOR "SECONDARY RESETTLEMENTS"

The Office of Refugee Resettlement is seeking second resettlement opportunities for a number of Cubans and Haitians, with the specific requirement that the new sites be out-
side of Florida. The target population is single adult entrants, currently in Florida, who have not been successfully resettled in that state, but who have the potential to become self-sufficient in other locations.

ORR expects about $1.75 million to be available for new grants to agencies that will provide resettlement services to an anticipated 1,000 entrants. "Secondary resettlements," as such assistance is termed, have taken place since 1980--about 5,000 Cubans and Haitians have been aided by voluntary agencies after initial sponsorships have broken down, according to Deni Blackburn of ORR. The new effort is an attempt to provide a "more standard basis" for such resettlement, she said.

Grantees are to provide orientation, short-term English as a Second Language and vocational training, and employment counseling, as well as a range of services for a one-year period at the secondary site.

The state of Florida, which assisted ORR in formulating the effort, will help identify potential participants. "It's an attempt to deal with a problem population," Blackburn said of the program. It is also intended to help Florida deal with its entrant population; the state currently is home for an ORR estimated 71 percent of the Cuban and Haitian entrants. Blackburn indicated that the program is not being viewed as a prototype for secondary resettlements for entrant populations in other states or for refugee populations in impacted areas.

Update

- According to reliable sources, the White House has approved proposing to Congress a ceiling of 98,000 for refugee admissions for FY 83. That ceiling reportedly would be allocated as follows: 68,000 Indochinese; 17,000 Eastern Europeans and Soviet Jews; 8,000 refugees from the Near East and South Asia; 3,000 Africans; and 2,000 Latin Americans. The proposal was due to be discussed in private and public sessions with members of congressional judiciary committees during the second half of September. The ceiling would become effective October 1.

- Two amendments to the Simpson/Mazzoli bill that would have affected refugee admissions were introduced and defeated during House Judiciary Committee consideration of the bill. One, submitted by Rep. F. James Sensenbrenner (R-WI), would have placed refugees under an overall immigration cap of 425,000.

- An August 24 cable to the State Department substantiates reports of "official involuntary repatriation" of 323 refugees--mostly Lao highlanders--from Thailand to Laos in June. It states further, "We gather a substantial number of Lao would-be refugees are turned back upon being encountered by Thai border control authorities--de facto involuntary repatriation which we assume is not systematically recorded."

- Richard D. Vine retired from the State Department as of September 17. Vine headed State's Bureau for Refugee Programs for about one year. As of mid-September, no successor had been named to that post. James Purcell will serve as acting director until a successor to Vine is installed.

Projects and Programs

OVERSEAS TRAINING PROGRAM DEVELOPS AND MODIFIES

Beginning in October, refugee students in overseas processing camps who have the least command of English will be required to participate in a lengthened program of English instruction and culture orientation. In accordance with recommendations of the State Department, refugees accepted for admission to the U.S. who are assessed at the two lowest levels (A and B) on a scale devised for the refugee program over the past several years, will attend a 24-week program--324 hours of English instruction, 108 hours of pre-vocational English, 108 hours of cultural orientation.

Students at the three higher levels (C through E) will continue to participate in 14-week programs, which consist of 216 hours of English instruction and 100 hours of cultural orientation.

The program of ESL/CO in camps in Southeast Asia is funded by the State Department and implemented by several private and voluntary agencies. Training takes place in
Phanat Nikhom, Thailand; Bataan, the Philippines; and Galang, Indonesia. According to Ann Morgan director of training in the State Department's Bureau for Refugee Programs, every refugee aged 16-55 who is not exempted participates. The program was begun in October 1980 and, by the end of 1982, approximately 65,000 refugees will have received training.

The probability of reduced opportunity for ESL instruction in the U.S. because of fewer dollars for refugee social services encouraged State to extend the pre-arrival program for some students, Morgan indicated. While all students have showed progress in 14 weeks, for students at levels A and B, "the proficiency acquired is clearly not sufficient to prepare them adequately for immediate employment in entry-level jobs," a State Department document says.

Participants in the extended program will not begin to enter the U.S. until April 1983. In the meantime, an estimated 30 percent of the refugees arriving in the U.S. will have completed levels A and B training, Morgan indicated.

"Without question," Morgan said, the expanded program will mean longer stays in the processing centers for the level A and B refugees.

**Region-Wide Program** One significant feature of the program, Morgan indicated, is the use of a standard curriculum throughout the region.

The levels identified for the ESL/CO program reflect English language proficiency, native language literacy, and level of education in the home country. Students assigned to Level A programs are not literate in their own language and have "zero-level English ability."

Phrased in terms of 15 basic survival topics (time, clarification, food, housing, etc.), "competency scales" identify the language skills targeted for each of the five levels.

Students are placed on the basis of performance on a standardized test. Samples of students are tested upon completion of their training, and in addition pre- and post-tests are administered quarterly to selected samples. State Department documents, however, stress that "the level descriptions are intended to be generally representative, rather than reflective of individual testing."

Information about a students' training in ESL and orientation will be made available to his sponsoring voluntary agency through the American Council of Voluntary Agencies.

**Studies Assess Program Effectiveness** A study of the ESL/CO program in Bataan recently submitted to the International Catholic Migration Commission concludes that the program is both a cost effective way to deliver services to refugees, and responsive to refugee needs, staff recommendations, and "criticisms of visitors."

Although the report states that available figures do not permit good comparisons of overseas versus-domestic costs of providing ESL, low student maintenance costs and the use of Filipino teachers in the camp program do appear to be factors contributing to lower cost per contact hour and ($ .19) per student (75.00) overseas.

A contract was recently awarded by the State Department to the RMC Research Corporation in New Hampshire "in order to get a picture of how refugee pre-entry training affects the process of resettlement," Morgan said. Refugees' language skills, knowledge of American customs and values, expectations of life in the U.S., and "openness to learning and confidence in class" will be assessed in the 15-month study.

**Program Description Available** A pamphlet describing the ESL and orientation program in Southeast Asia is available in limited quantities from Office of Refugee Resettlement regional offices, state refugee coordinators, and national headquarters of voluntary agencies. The Washington Liaison Office (SEARSC) has a small number of copies available for individual requests. Contact: Center for Applied Linguistics (SEARSC), 3520 Prospect Street NW, Washington, D.C. 20007. (800) 424-3701 or (202) 298-9292

The previous issue of Refugee Reports incorrectly reported in Resource Exchange the telephone number of the Indochina Refugee Action Center. The number is (202) 667-7810.
Statistics

Estimated Indochinese Cumulative State Totals from 1975 to June 1982

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Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp  •  Writer: Joseph Cerquone  •  Editorial Assistant: Lynette M. Couto

REPORT ISSUED ON OVERSEAS HEALTH SCREENING; CHANGES ARE UNDERWAY AND EXPECTED

If the state of domestic resettlement has been questionable for some time, so too, has been that of the overseas screening of refugees. In early 1981, the General Accounting Office began studying the way the U.S. screens in Southeast Asia the Indochinese it intends to admit as refugees. The study was undertaken at the request of Rep. Romano L. Mazzoli (D-Ky.), chairman of the House Subcommittee on Immigration, Refugees, and International Law, and its findings are contained in an August report. These findings have prompted GAO to recommend more exhaustive and stringent screening, and according to officials, some steps toward that goal have already been implemented. However, though that is said to be the case, the GAO report has also met some criticism. Part of that is the contention by one observer that the report will do a "disservice" to refugees, as it could be used to portray them unfairly as a public health threat.

Relaxed Standards Thought Expeditious

Currently, refugees from Southeast Asia enter the U.S. under relaxed medical requirements. This has been so because many of them have had difficulty meeting normal requirements under the Immigration and Nationality Act, and the relaxation was considered necessary in order to expedite refugees' movement from overseas camps. As part of this approach, refugees are routinely granted medical waivers, most of which have involved those persons with active but non-infectious tuberculosis.

According to GAO, this leniency is manifested overseas by "cursory" medical procedures which are "inadequate" to detect certain diseases, and may have contributed to the fact that the incidence of disease among Indochinese refugees far exceeds that found in the U.S. population. For example, it notes in its report that the incidence of TB was 12 cases per 100,000 in the U.S. in 1980, but 407 cases per 100,000 among Indochinese.

TB Treatment Would be Completed Overseas

GAO's prescription for what it considers not only an unhealthy

IN THIS ISSUE:

A feature on a federal report on the overseas screening of refugees.

* Recent Developments
Admissions consultations occur; Thailand restates concern over refugees; Differing views on Simpson/Mazzoli; Harvest in Oregon could precede problems

* Update

* Meetings and Conferences

* Resources

* Statistics

Applications for refugee status by countries
but also a costly situation--its report says that the U.S. will spend $217 million in 1982 on refugee health care while its recommendations for closer screening will cost an additional and "modest" $3.1 million--touches on several points.

Among them are that treatment of diseases such as TB be completed before refugees come to the U.S.; that medical admissions examiners have medical records for their subjects before they make determinations; and that INS officers have access to examination results before they rule on admissibility. GAO also wants the INS to end the current waiver policy, except in those instances where "compelling reasons exist to justify a medical waiver."

Public Health Service Plans Changes At press time, the Public Health Service, which is responsible for the overseas health care of refugees, was formulating its response to the GAO report. Though particulars weren't available, Robert Knouss of PHS said that "in the not too distant future," PHS would overhaul its approach so that "by the time refugees enter the U.S., a high percentage will have received complete treatment for TB."

In its comment on GAO's draft report, PHS indicated that it was already planning to upgrade its TB treatment overseas, since refugees were beginning to stay in camps for several months as a policy in order to receive language and orientation training, time enough for more extensive treatment to be administered. However, PHS has argued for some time that refugees' health problems are minimal, albeit costly, and that it is advisable to send them to the U.S. where follow-up care is provided by local health departments.

However, chest x-rays for persons under age 15--a GAO recommendation--as well as other measures have already been adopted by PHS, according to Knouss. But while indications were available as to how far PHS is willing to go in its approach to future care, the response of the INS was less clear. Jack Rebsamen of INS, noting that the service had not yet responded formally to GAO, said that he didn't "foresee any great changes" in the current U.S. waiver policy. He did, however, express concern that a considerable amount of money could be spent under the GAO recommendations on giving expensive medical examinations to persons who are ultimately rejected for admission as refugees.

State and Local Comments Mixed California, Hawaii, Texas, Washington, the District of Columbia, Virginia, and Maryland are places where state and local health departments provided comments to GAO. Its report indicates that their input was mixed: many health departments, it says, saw the need to improve the screening, while others foresaw difficulties in accomplishing this and maintained that refugees would continue to need care even if overseas treatment were strengthened. Furthermore, states and localities were divided on whether refugees endangered public health, with some focusing on them more as a financial burden, according to GAO.

Report Supported in Virginia Calls to a couple of states reflected these varied findings.

One official who sounded pleased with GAO recommendations was Sam Gage, head of TB control for Virginia. Gage said he advocates refugees receiving either complete care overseas, which GAO has recommended, or full treatment in domestic camps, such as those that were established during the mid-70s for the first wave of refugees. He termed current screening procedures as "superficial," and said that they have led to a "breaking down" of health care of refugees who arrived in 1979 and 1980. In Virginia, refugees have jumped from being 3 percent of the state's tuberculosis case-load to 20 percent in less than two years, though Gage indicated that, overall, incidence of the disease had increased insignificantly over the last few years. According to the Center for Disease Control, the national TB rate has been declining for over a decade, though less so in recent years. The CDC also claims to have no evidence that indicates that refugees are transmitting TB to the general population.

No Stand on Admissions Despite his position, however, Gage emphasized that the "Virginia health department is not taking a stand on refugee admissions."

"The only thing we're concerned about is the health care of persons who come to our state," he said. "I would disagree
with those who would use anything (including the GAO report) to further their arguments against admissions. On the other hand, I have to publish the facts, and trust that the powers that be have the intelligence and judgement to use them properly."

Knouss at PHS, however, expressed more apprehension about the future. He said that although there is no evidence that suggests that refugees are the source of a health problem, the GAO report raises that specter. "Refugees have health problems which are uncommon and in greater prevalence than the U.S. population, but the basic question is to what extent are they individual or group problems, as opposed to an endangerment to the public," he said.

PHS has argued that follow-up care provided by states and localities complements its current screening policy. But GAO, though it admits in its report that "the seriousness of refugees' disease...is a matter of judgement...," also finds fault in relying on stateside care, saying that the secondary migration of refugees hinders its application.

Knouss at PHS, however, expressed more apprehension about the future. He said that although there is no evidence that suggests that refugees are the source of a health problem, the GAO report raises that specter. "Refugees have health problems which are uncommon and in greater prevalence than the U.S. population, but the basic question is to what extent are they individual or group problems, as opposed to an endangerment to the public," he said.

PHS has argued that follow-up care provided by states and localities complements its current screening policy. But GAO, though it admits in its report that "the seriousness of refugees' disease...is a matter of judgement...," also finds fault in relying on stateside care, saying that the secondary migration of refugees hinders its application.

Short Staffed in Maryland In Prince Georges County, Maryland, staffing shortages thwart follow-up, according to Judy Tribby, a nursing supervisor in the county's tuberculosis clinic. Tribby explained that the 300 refugees, new and follow-up cases, who are received by the clinic monthly keeps its staff's hands full. "We do a thorough assessment when the refugees arrive, but we don't have the time to do enough follow-up," she said as she noted that the clinic draws patients who have illnesses other than TB. Tribby hoped that if changes in TB screening are forthcoming, they will insure that refugees will be screened "closer to the time they arrive in the U.S." Still, she added that she wasn't sure whether improved screening would necessarily relieve refugees' need for health care in the U.S.

GAO thinks it probably will. "We're not saying refugees won't need any health care once they are here (if GAO recommendations are accepted)," observed Rod Ragan of GAO. "We're just saying that the likelihood is that the need will be reduced." Ragan also said that the cost of care for whatever illnesses refugees contract in camps—one of the arguments for not keeping them overseas for extended periods—would be minor compared to the cost of health services for poorly screened refugees in the U.S.

Replies Expected Soon The agencies affected by the GAO report have until the end of this month to reply formally to the report's recommendations. While they are not required to abide by the GAO report, they must justify to Congress the course of action they choose to take.

It's likely that their responses will be considered carefully by lawmakers. The House Judiciary Committee, for example, said in its report on legislation that has reauthorized the refugee program, that overseas screening should be strengthened, as the $14 million that is expected to be made available in FY 83 to states and localities for domestic screening is, of itself, insufficient to address refugee health problems.

Recent Developments

ADMISSIONS CONSULTATIONS HELD

Total admissions numbers of 98,000 for this fiscal year were proposed by the Reagan administration during consultation hearings before House and Senate Judiciary Committees on September 28 and 29.

The ceiling is a drop of 42,000 from that established for FY 82, and indications were from the administration officials who testified—who included Attorney General William French Smith, Acting Secretary of State Kenneth W. Dam, Health and Human Services Under Secretary David B. Swoap, and U.S. Coordinator for Refugee Affairs Eugene Douglas—that efforts would be made by the administration to have final FY 83 admissions tally below the ceiling.

Indochinese of Interest The admissions ceiling for Indochinese has been of particular interest as the administration and others reason that it is in Indochina where the principle of first asylum is under serious strain due to the large numbers
of persons who have fled to Thailand (see story below). The U.S. said in the consultations that it would be willing to admit as many as 68,000 Indochinese this fiscal year, a number that would include 17,000 persons already cleared in FY 82 for admission but currently in processing centers overseas, as well as Amerasian children and those admitted to the U.S. under the Orderly Departure Program.

Eastern Europeans Second The second largest ceiling under the total that was proposed is for 17,000 Eastern Europeans. That number would include 6,000 Soviet refugees and 11,000 persons from Poland and other Eastern European countries. Iranians would be admitted under the 8,000 person ceiling proposed for the Near East and South Asia, a possible departure from the past several years during which Iranians have been paroled into the U.S. under the authority of the Attorney General. However, that ceiling would not cover Palestinian refugees, whom the U.S. says it attempts to care for through its participation in international relief work.

Ceilings of 3,000 and 2,000 were proposed for Africa and Latin America respectively, with officials contending that such comparatively low numbers are appropriate as asylum is available to persons in those areas of the world.

The president is empowered to set ceilings, after he has received formal but non-binding responses from the committees. At press time, the Senate Judiciary Committee had recommended a 90,000 admissions total; House Judiciary supported the administration's proposals, but immigration subcommittee Chairman Romano L. Mazzoli (D-Ky.) recommended a total ceiling of 86,000. Until the president establishes admissions ceilings, refugees can be processed but not admitted to the U.S.

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td></td>
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* Estimates Based Upon Figures Supplied by State Department sources

THAIS RESTATE THEIR CONCERN OVER REFUGEES

Following are excerpts from an editorial that appeared in the September 16 Bangkok Post, which, according to the State Department, often reflects the views of the government of Thailand.

A Problem That Won't Go Away

"The head of our national security council has called a highly important and significant meeting* for tomorrow morning. The subject will be refugees and their burden upon Thailand."

"For Thailand, refugees are a very important subject. The army of concerned foreign volunteers which arrived here in 1979 has long gone. Kampucheans are no longer dying by a dozen a day. Foreign nations have resettled hundreds of thousands of Indochinese, many of them from refugee camps in Thailand. For far too many governments, officials and people of the world, the refugee problem is over.

It is not over. Thailand remains official shelter for well over 150,000 Lao-tians, Kampucheans, and Vietnamese citizens. The Thai-Kampuchean border remains home for at least that many more Khmer who are fed and cared for through Thailand. Hundreds of Thai officials remain tied to jobs concerning refugees rather than the development of our country. Thousands of Thai citizens have been forced out of their homes and villages. Special security forces are assigned to refugee details rather than direct participation in the defense of their nation.

All of these disturbing facts have been true since the 1975 communist takeovers in Indochina, which are the real causes of the refugee problem. Since then, we have received help, both human and material help from foreign governments, international organizations and private resources."

"...there are disturbing continuing signs that help is diminishing and will continue to do so. Resettlement rates are down in all countries, most especially the United States. Aid money is given more and more niggardly. It is increasingly difficult to
find workers for the refugee camps. For-
eigners speak openly of what they say is an
exhaustion of the compassion once felt by
their citizens for refugees.

We in Thailand are grateful for the help
we have received in dealing with the refu-
gee problem. But if it is true that this
help is going to continue to drop, then
Thailand will have to seek other ways to
solve its refugee problem. As Squadron
leader Prasong (Soonsiri) told refugee of-
officials last July in effect; if others can
say that they have done enough for refu-
gees, then so has Thailand."

* According to a New York Times account
of the meeting, nine nations—the U.S.,
Canada, Australia, Britain, France, West
Germany, Italy, Belgium, and Japan—were
warned that Thailand would force thousands
of Indochinese refugees back to their home-
land unless other countries increased their
refugee quotas. The Times noted that Thai-
land's security chief Prasong said that on-
ly 24,123 refugees left Thai camps in the
first eight months of 1982, compared to
70,395 in the same period last year.

In testimony before the Senate Judiciary
Committee on September 29, acting Secretary
of State Kenneth W. Dam said that the U.S.
has made "no numerical commitment" to Thai-
land on admissions of Indochinese refugees
for FY 83. Dam reiterated on-going U.S.
policy which, he said, has been conveyed to
the Thais, and is that "the U.S. has a gen-
eral commitment to solving the problem (of
refugees in Thailand)" along with other
countries. He described that problem as
"one of humanitarian concern and of the
stability of Thailand."

Prince Norodom Sihanouk, the former
leader of Cambodia and currently head of a
coalition that is resisting the Vietnamese
occupation of that country, asked for more
generosity from the "rich nations of the
world" during an appearance on ABC televi-
sion a week earlier. Sihanouk recalled
that Thailand has granted shelter to thou-
sands of Cambodians—"The burden of Thai-
land is very heavy," he said—and he asked
the U.S. and other countries to accept more
refugees in order to "avoid sending them
back from Thailand into Cambodia." "My
people are very unlucky," Sihanouk said.

SENATE AND HOUSE COMMITTEE DIFFER ON ASYLUM
UNDER SIMPSON/MAZZOLI

Congress recessed for the general elections
early this month without further action on the
Simpson/Mazzoli immigration reform
bill. The bill has already been passed by
the full Senate, and voted out of the
House Judiciary Committee.

Currently, the Senate version bars judi-
cial review of asylum and exclusion cases,
except by way of Constitutional habeas cor-
pus. However, House Judiciary provides for
judicial review in the U.S. Courts of Ap-
peals.

Both versions of the bill require that
asylum seekers file their formal asylum ap-
lications within 14 days of the institu-
tion of exclusion or deportation proceed-
ings. In addition, they provide for expe-
dited exclusion procedures (without a hear-
ing before an immigration judge) under cer-
tain circumstances, with no right of judi-
cial review. Aliens evidencing a desire to
apply for asylum would be entitled to a
hearing before an immigration judge.

Sources were unwilling to speculate on
whether Congress will take further action
on Simpson/Mazzoli during lawmakers' upcom-
ing lame duck session. That session is
scheduled to begin November 29 and run un-
til at least mid-December. Should the
full House pass the committee bill,
Simpson/Mazzoli would then have go to con-
fERENCE committee for resolution of the
differences between Senate and House ver-
sions before the proposed legislation could
be passed by Congress.

FALL HARVEST COULD PRECEDE UNEMPLOYMENT IN
OREGON

When seasonal farm work comes to an end in
Oregon next month, refugees there are ex-
pected to feel fully the impact of the 18-
month cut-off in federal assistance that
was instituted last spring. According to
state refugee coordinator Jerry Burns,
about 4,000 refugees have found work since
spring, a development that he said helped
avert a crisis. However, Burns said that
when the fall harvest ends in November, he
expects refugees to lose jobs, and a crisis
that could last until the next growing
season. To weather that anticipated storm,
the state has asked the Office of Refugee Resettlement for an extension on the $1.2 million Oregon received in federal emergency aid earlier this year. Oregon would like to have until May to use the funds. The state has decided to spend its money on job training primarily, and Burns could not say whether the aid Oregon has already received would be adequate. However, one silver lining apparently has been found in the state's situation—according to Burns, it has been learned that under state law, landlords who house refugees at lower rents can write-off rental differences as tax breaks. Consequently, he advised that states might want to hire consultants to investigate tax laws: "For the few thousand you would spend (on a consultant) you could save that much more (in assistance for housing)," he said.

Burns added that his state and neighboring Washington have done surveys on the impact of the 18-month cut-off. Minnesota has done one as well.

**Update**

- The new federal fiscal year, FY 83, began October 1. Under a continuing spending resolution that was passed by Congress, funds for the refugee program will remain at FY 82 levels for at least two months.

- The Senate approved on October 1 the Refugee Assistance Amendments of 1982 (HR 5879), legislation that reauthorizes the nation's refugee program for FY 83 only. In June, the House passed the same bill, which calls for greater control of refugee program management.

- Attorney General William French Smith testified during the consultations on refugee admissions that were held in late September that the approval rate for Cambodians is higher than numerous other reports have indicated. "(The U.S.) has accepted 66-67 percent (of the Cambodians interviewed)," Smith told the Senate Judiciary Committee, without specifying the time period to which those percentages apply. Calls to the Immigration and Naturalization Service in Washington, D.C. indicated that from October 1, 1981 through August, 1982, the last month for which figures were said to be available, the cumulative approval rate was 64 percent (4,190 persons). Rates vary according to the time period they represent. For several months, interest groups have maintained that from half to as many as 80 percent of Cambodian applications have been rejected by INS. Administration officials, meanwhile, have acknowledged those rates for relatively short periods of time, but maintained that they would average down over an extended period.

- A California statute that precluded many refugees from attending California state universities has been permanently enjoined by a San Francisco Superior Court, according to the Bay Area Immigrant and Refugee Rights Project. The statute prohibited refugees, including those who had resided in California for a year, from claiming resident status for purposes of tuition fees at state colleges and universities. Although resident status is generally available after a year, refugees were forced to wait until they were granted notification of resident status by the Immigration and Naturalization Service, a notification sometimes delayed by as much as two years.

The court held that the statute imposed an additional burden on refugees not contemplated by federal policy as expressed in the Refugee Act of 1980. The ruling affects approximately 4,000 refugees.

- The U.S. currently has 123,000 asylum applications pending, a figure that Immigration and Naturalization Service officials hope to reduce by half during this fiscal year. Part of that hope rests on passage of the Simpson/Mazzoli immigration status bill, which would grant a permanent status to most of the Cubans and Haitians who arrived in the 1980 boatlift and consequently filed for asylum. Along with asylum processing, INS officials also say that another priority in FY 83 is upgrading the training of officers who interview refugee applicants.

- Through a combination of the efforts of voluntary agencies, mutual assistance associations, and the city of Chicago, Chicago's 27,000 refugees and entrants have been kept informed about developments re-
lated to deaths in that city from cyanide–
contaminated Tylenol. According to Peggy
Keen, refugee liaison for Chicago, no re-
ports had surfaced about refugees having
any contaminated capsules, the sale of
which has been banned. Keen said that all
groups "were pretty well covered" as far
as being informed about the emergency.

Meetings and Conferences

- October 21-22. Fifteenth Annual Immi-
gration and Naturalization Institute.
Practising Law Institute, New York City.

Among the topics at the second-day session
will be refugees and asylees, and tax rami-ications of immigration status.

Course fee, including handbook is $325.
For further information contact: Practis-
ing Law Institute, Department ZTC, 810
Seventh Avenue, New York, NY 10019. (212)
765-5700.

Resources

A recent report prepared by the Rand
Corporation identifies immigration as one
of three major factors in the future
demographic context of the U.S. Unlike the
other factors such as fertility patterns
and international population distribution,
immigration is subject to direct
manipulation by government policy, the
report states, although the "government's
ability to unilaterally alter the
immigration trend is severely constrained
by the national interest."

The authors predict a shortage of labor
by the end of the eighties, accompanied by
higher wages and lower unemployment. For
this reason, they suggest, "public concern
about losing jobs to immigrants may greatly
diminish," despite the fact that
indicators seem to point to increasing
legal and illegal immigration to the U.S.

The report discusses the implications of
demographic trends for health care,
military preparedness, social security, and
education. For the latter, immigration
will have particular consequences, the
report states, as the school-age population
will "consist increasingly of children born
to Latin and Asian parents."

The 40-page report entitled Demographic
Challenges in America's Future, is
available for $4.00 from the Rand
Corporation, 1700 Main St., Santa Monica, C
90406. Request the publication by name and
number R-2911.

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## Statistics

### Applicants for Refugee Status

**As of July 31, 1982**

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**TOTAL**: 79,964

31,750

11,231

**Source:** Immigration and Naturalisation Service

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**Editorial comments and inquiries should be sent to:** Editor, *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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**Editor:** Rosemary E. Tripp  •  **Writer:** Joseph Cerquone  •  **Editorial Assistant:** Lynette M. Couto


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**Refugee Reports**

815 Fifteenth Street, NW, Suite 610
Washington, DC 20005 (202) 667-0782
AMERASIAN CHILDREN'S IMMIGRATION MAY USE REFUGEE MECHANISMS

A bill passed by Congress earlier this month allowing for immigration to the U.S. of Amerasians—young Southeast Asians fathered by Americans—has received wide acclaim. But it has also raised numerous questions. The Immigration and Naturalization Service, the agency responsible for implementing the legislation, recently met with other government agencies and interest groups—some of which are part of the refugee network—as it undertook to develop regulations for the Amerasian program. According to sources who attended the meeting, several issues associated with the program, which will interact with U.S. refugee resettlement, were discussed, including family separation, funding, and sponsorship breakdown.

Congress cleared the Amerasian bill (S. 1698) for the president's signature on October 1. Basically, the measure would allow unmarried Amerasians to apply for admission to the U.S. under a "first preference" for visa allocations, a category reserved for unmarried sons and daughters of U.S. citizens. Applicants must have been fathered by a U.S. citizen and born after 1950 in Korea, Thailand, Vietnam, Laos, or Cambodia.

Moral Obligation An individual's eligibility for this immigration status would come under the scrutiny of the attorney general, who would consult with private organizations in home countries and weigh indicators such as physical appearance, birth certificates, and proof of past financial support from a father. In the past, the State Department has expressed concern that foreign documentation submitted as proof of eligibility could be fraudulent; however, in testimony before Congress last June, INS Commissioner Alan C. Nelson noted that "...problems caused by the possibility of fraud are far outweighed by this country's moral obligation to Amerasian children." Nelson added that fraud is encountered elsewhere, and he expressed confidence that it could be controlled with respect to Amerasians through the regulations INS expects to develop.

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Sponsors to Guarantee Support  Sponsors for Amerasians can be either a U.S. citizen or a permanent resident, and must be at least 21 years old. The legislation requires that the attorney general obtain guarantees from sponsors that they will be financially responsible for the applicant, at 125 percent above the U.S. poverty threshold, for five years or until their charges reach 21 years of age—whichever is longer. Sponsors would have legal custody for children under the age of 18.

Estimates of the number of Amerasians who could qualify for the program vary. Reports have put the number thought to be in Vietnam alone between 8,000 and 30,000; the U.S. embassy in Bangkok has files on 2,000 Amerasians there.

To date, approximately 50 Amerasians have arrived in the U.S. from Vietnam. They came as U.S. citizens, however, according to Frank Sieverts of the State Department's Bureau for Refugee Programs, as their cases were long known to U.S. officials and well documented.

Using Refugee Framework  Sieverts explained that future arrivals will affect the refugee program in two basic ways. First, he said, Amerasians exiting Vietnam will do so under a mechanism that is part of the "refugee framework"—the Orderly Departure Program. Begun in late 1980, the ODP brought about 900 persons to the U.S. last year. Approximately half of the persons who have left Vietnam under the ODP have done so as refugees, the remainder as immigrants. The U.S. is prepared to admit as many as 1,000 persons a month under this program of direct, legal emigration; however, admissions under the program so far have averaged about 300 per month.

Sieverts also said close relatives of Amerasians (mothers, for example, or siblings—persons who are not covered by the legislation Congress recently passed) could possibly be admitted as refugees in order to prevent family units from being separated. Sieverts cautioned, however, that allocation of refugee slots would be judicious and "done in a positive spirit."

Separations Worrisome  The separation of families was a concern of lawmakers as they considered the Amerasian bill. While he referred to S. 1698 as an "extremely meritori-

No Funds Approved  The Amerasian bill provides no funding for the program. According to a spokeswoman for Sen. Jeremiah Denton (R-Ala.), prime sponsor of S. 1698, the legislation assigns fiscal responsibility to sponsors in part to attract committed persons. "We didn't want to find ourselves with families (as sponsors) who were not sincerely interested (in caring for the Amerasians)," she said.

But one source indicated that commitment on the part of sponsors may not be enough. She noted that unforeseen medical expenses related to a child's care could tax the resources of sponsors. Furthermore, she said, states could find themselves assuming the costs of caring for children, should some sponsorships break down.

In another program for Southeast Asian youths—the Unaccompanied Minors Program, approximately 10 percent of sponsorships have broken down, according to sources at the Office of Refugee Resettlement which operates the program. Since 1979, 3,800 minors have come to the U.S as refugees. Under this program, sponsors are screened and minors' care is underwritten by federal monies.

Close Monitoring Sought  The Amerasians, particularly those from Vietnam, are thought to be relatively older children and are said to have suffered years of discrimination because of their mixed heritage. That fact, as well as desire to protect them from sex-
ual exploitation and other potential abuse, has led several observers to call for close and careful monitoring of the children's movement to and placement in the U.S.

An amendment to the legislation introduced by Rep. Romano L. Mazzoli (D-Ky.) requires that only licensed child welfare agencies arrange to bring the Amerasians to the U.S. Although that amendment is viewed positively, at least one child welfare spokesperson would recommend a number of specific features: that involved agencies have the resources to travel to the children's home countries to observe the processing, and have experience working with the release of children for immigration; and on the domestic side, that sponsors be properly screened and oriented, that there be funding for support services such as counseling, and that there be follow-up on placements.

Spencer at ACVA indicated that developing specific aspects of the Amerasian program would be "a long, drawn-out process," but added that careful planning is desirable. "A self-respecting (child welfare) professional does not want to bring an (Amerasian) child out of one area of discrimination and into another," she said.

No Date for Regulations Reports vary as to when the INS would issue interim regulations for the Amerasian program. According to Janet Graham of INS, no target date has been established but sources who attended the INS advisory meeting in mid-October indicated that regulations could be available by early November.

At press time, President Reagan had not yet signed S. 1698, though his signature was expected.

Recent Developments

EMERGENCY POWERS BILL PRESENTED

A Reagan administration bill that would give a U.S. president special powers during a presidentially declared "immigration emergency" was the subject of a hearing before the Senate Subcommittee on Immigration and Refugee Policy on September 30.

The proposed legislation would allow a chief executive to call an emergency in the following situations: if "a substantial number of aliens who lack documents authorizing entry into the U.S. appear to be ready to embark or have already embarked for the U.S..." if the resources of the Immigration and Naturalization Service are inadequate to respond to the expected influx; and if the welfare of the U.S. or an American community appears endangered. A declared emergency would expire after 120 days.

After informing congressional leaders within 48 hours of his reasons for declaring the emergency, the president could take a number of steps, including prohibiting U.S. vessels from transporting any class or category of aliens who may be traveling from or through a designated foreign country, "regardless of destination;" and detaining any alien in civilian facilities as directed by the attorney general. Furthermore, it would be unlawful for U.S. citizens to travel to certain countries without prior approval; violation of travel restrictions could bring fines of up to $10,000. It would be a felony to transport prohibited aliens, and violators could be fined as much as $50,000, or imprisoned for five years, or both.

Necessarily Inexact INS Commissioner Alan C. Nelson testified at the hearing that the legislation is necessary because "the ambiguity in existing legislation" could cause confusion as to what could be done in an emergency. Nelson explained that the phrase in the proposed law "a substantial number of aliens" is necessarily inexact as, he said, the president could not be expected to have precise estimates of the number of undocumented aliens who may be about to travel to the U.S. Nelson also said that the bill is intended to be applicable not only to situations of the magnitude of the Mariel boatlift, but also "if only a few thousand aliens were expected to arrive over the course of several weeks."

Asylees Vulnerable? Previous Reagan administration proposals for special powers legislation have been criticized as too severe and have failed to gain support in Congress.

The current proposals have also met criticism. Arthur C. Helton of the Lawyers Committee for International Human Rights testified at the hearing, for example, that the new administration bill "...raises several questions as to whether the emergency powers
sought by the executive branch will...deprive aliens of rights..." He said that its provisions could "conflict with the entitlements of asylum applicants under domestic and international law." Helton expressed the fear that individuals seeking asylum would be particularly vulnerable under the special powers bill, as they frequently flee their homelands without valid documentation.

The proposed legislation, the Immigration Emergency Act, is currently pending with the subcommittee.

SOCIAL SERVICES FUNDS ALLOCATED

The table below outlines federal social services money allocated to the ten most populous states according to a formula and population estimates developed by the Office of Refugee Resettlement. The total amount for all participating states--$58,056,005--represents about 85 percent of the social services dollars available in FY 82; the remainder was allocated on a discretionary basis to meet unforeseen needs and for special projects.

<table>
<thead>
<tr>
<th>State</th>
<th>Population Base</th>
<th>Formula Calculation*</th>
</tr>
</thead>
<tbody>
<tr>
<td>California</td>
<td>13,169</td>
<td>$18,748,174</td>
</tr>
<tr>
<td>Florida</td>
<td>23,917</td>
<td>3,418,491</td>
</tr>
<tr>
<td>Illinois</td>
<td>16,149</td>
<td>2,308,200</td>
</tr>
<tr>
<td>Minnesota</td>
<td>18,607</td>
<td>2,659,363</td>
</tr>
<tr>
<td>New York</td>
<td>13,362</td>
<td>1,907,563</td>
</tr>
<tr>
<td>Oregon</td>
<td>17,170</td>
<td>2,739,476</td>
</tr>
<tr>
<td>Pennsylvania</td>
<td>14,391</td>
<td>2,056,926</td>
</tr>
<tr>
<td>Texas</td>
<td>30,662</td>
<td>4,382,564</td>
</tr>
<tr>
<td>Virginia</td>
<td>15,123</td>
<td>2,446,895</td>
</tr>
<tr>
<td>Washington</td>
<td>9,413</td>
<td>1,446,895</td>
</tr>
<tr>
<td>TOTAL**</td>
<td>40,870</td>
<td>$58,056,005</td>
</tr>
</tbody>
</table>

*Indo-Chinese and Puerto Rican refugees who arrived in the U.S. October 1-September 30, 1981
**At $142.93 per capita. This figure is for calculating purposes only; the FY 1982 budget request was based on anticipated numbers of new arrivals, not on 1-year population estimates.

ORR originally proposed an allocation formula last March. Comments received; ORR's responses to them; and explanations of the final formula, allocations, and the basis for population estimates appeared in the Federal Register of September 28. Under legislation recently approved by Congress, $100 million in social services funds would be made available this fiscal year; according to ORR sources, that money would be allocated under a formula similar to that used in FY 82.

ADMISSIONS CEILING SET

On October 11, the Reagan administration established a total admissions ceiling for refugees of 90,000 for FY 83. The total, set after consultation with Congress, is 50,000 less than that established for last fiscal year. Subceilings for geographic groupings are as follows:

- East Asia (includes Vietnam, Cambodia, Laos, China, etc.) 64,000
- Soviet Union and Eastern Europe 15,000
- Near East and South Asia (includes Lebanon, Iran, Afghanistan, etc.) 6,000
- Africa 3,000
- Latin America and the Caribbean 2,000
- TOTAL 90,000*

* An additional 5,000 asylees would be allowed to adjust their status to that of permanent resident.

Update

- The national welfare dependency rate for refugees has declined from 67 percent in 1981 to 52 percent. It would be "47 or 48 percent," if California were excluded from computation, Undersecretary of Health and Human Services David Swoap told the refugee subcommittee last month. Subcommittee Chairman Alan K. Simpson (R-Wyo.), however indicated that the level of refugee use of public assistance is still considered unacceptable by Congress.
- The State Department announced on October 20 the appointment of James N. Purcell as assistant director of the Bureau for Refugee Programs. He served as acting director both before and after the tenure of Richard D. Vine, who retired this fall after about one year in office. Purcell has been with the bureau since 1979, serving as deputy assistant secretary for budget and program.
- The Senate approved reauthorization of the Refugee Act for one year by a voice vote on September 28.
TWIN CITIES EMPLOYMENT PROJECTS: VARIED AND HOPEFUL

Refugees' willingness to work, developing professionalism, and the benefits of a job bank were some of the topics raised by the staff of training and employment projects in the Twin Cities area during recent interviews with Refugee Reports.

According to Brian Schlottman, an agriculture student at Hennepin Technical Center who is instructing ten Hmong in American farming methods, "motivation is a zero problem" among his charges. The refugees will receive one year of training and occupational English as a Second Language instruction as part of a project in specialty crops production made possible through a combination of foundation, other private, and state funding. The cost of the project, which began in June and is being facilitated by Church World Service, is $30,000.

Schlottman said the refugees' motivation is high, but he added that it needs to be channeled. The Hmong need to "strike a balance" between their traditional approach to farming and practices used in the U.S.," Schlottman explained, so they are being instructed about pesticide application, for example. He also termed instruction in marketing as crucial to their training, and said that his students will be introduced to farm machinery once they have acquired some "American" experience.

Next year, these Hmong and other refugees may move to a 1,300-acre site in southern Minnesota. Such a site, CWS officials say, could support at least 30 families and would be the setting for other projects in animal husbandry, and small grain and poultry production. Private sources motivated by the prospects of tax write-offs are expected to make land available to the refugees.

Hmong Women Becoming Seamstresses Elsewhere in the Twin Cities, a number of refugee women are participating in a project of the Worldwide Folk Arts Cooperative to learn to use sewing machines and to enter the job market as seamstresses.

Ann Ferriera, herself a refugee from Columbia 20 years ago, is teaching the women and claims that there is "lots of work" available for persons interested in tailoring for individual customers. She estimated a person could earn between $200 and $300 a week doing alterations. According to Ferriera and Ross Graves of CWS, who is coordinating the project, the Hmong women's reputation as seamstresses will spread if the women are as "professional" as possible.

To foster that professionalism, Graves, has asked a New York designer to donate designs to the Hmong for a fashion show that will be held in the Hyatt Regency in Minneapolis next month. Buyers from major department stores are expected to attend the show, which is another project of the refugee-run cooperative.

Effective Placements Refugees enhancing their employment prospects are the focus, too, of Project RISE (Refugees in Search of Employment), a job placement project partially funded by the federal government and administered by Catholic Charities of Minneapolis/St. Paul. RISE has served 1,200 clients, mostly Hmong, since April 1981, and had placed 750 refugees in 150 companies. According to project officials, 75 percent of the permanent job placements are still employed 90 days after they begin work. And RISE's placements have a good record so far—for example, a number of placements were credited with saving a local hotel $40,000 in staff turnover costs.

According to Director Charles Boutell, employers are attracted to RISE because of the project's reputation for maintaining contact with its placements, even after 90 days, and for its availability if problems arise.

The targets for job placement are refugees who are "job ready," or who, as described by RISE staff, have been in the U.S. at least a few months and are without serious handicaps. About 80 percent of the refugees are referred by welfare offices. Each placement by RISE is said to cost about $600, as opposed to the $1,000-$1,500 it would cost if done by the public sector, staff estimated. One goal of the project is to have placements cost about $450 each.

Job Banks Encouraged The placements are expected to continue, despite the depressed
economy. "It's important to know where the jobs are," Tom Kosel of RISE said. He advised others to study the market for seasonal trends, and recommended that refugees be flexible in their expectations and definitions of what a "good job" is.

Boutell emphasized that one barrier to the job market for refugees is the scattered nature of efforts on their behalf. He expressed the hope that organizations in the Twin Cities would pool information about employment opportunities in order to make better use of information and to prevent alienating prospective employers who may receive numerous inquiries from organizations about job possibilities.

Reader Exchange

- The National Coalition for Refugee Resettlement will be housed at the National Immigration, Refugee, and Citizenship Forum for the next few months until the future of the Coalition is determined by its membership. Previously, NCRR was a project of the National Conference on Social Welfare. According to a memo in late September prepared by NCSW staff, relocation was considered appropriate because of the existence of other organizations that have refugees and immigration concerns "as their sole activity;" financial constraints of NCRR; and the fact that the Forum is interested in expanding its focus to resettlement. The Coalition's new address is 533 8th St SE, Washington, DC 20003. (202) 544-0004.

- The Refugee Women's Program Development and Coordination Project has moved to a new location. It is now housed with the Overseas Education Fund, an organization concerned with women in development. Requests for publications and inquiries about project work should be directed to: Deborah McGlauflin or Sima Wali, Overseas Education Fund, 2101 L St, NW, Suite 916, Washington, DC 20037. (202) 466-3430.

- The Office of Refugee Resettlement discontinued its information and referral hotline on September 20. According to ORR, hotlines which provide information and referral services and which are still available include:
  - Lutheran Immigration and Refugee Service
    LIRS sponsorship cases (800) 223-7675
  - World Relief Refugee Service
    WRRS sponsorship cases (800) 431-2808
  - State of Iowa
    For state use only (800) 362-2780
  - Job Corps
    Job related only (800) 424-2925

Resources

RHODE ISLAND NEWSLETTER

Project Persona, a United Way educational agency in Providence, Rhode Island, publishes a bi-monthly newsletter entitled Personas. It features articles pertinent to immigrant and refugee concerns, as well as articles by former students and interviews with prominent Rhode Island community leaders. Included are supplements in Hmong, Cambodian, Lao, and Spanish. A nonprofit organization, Project Persona also teaches English as a Second Language to non- or limited-English speaking refugees and immigrants.

A subscription/membership to Personas may be obtained for $15 per year. For further information contact: Karen MacGillivray, Assistant Editor, Personas, 375 Broad St, Providence, RI 02907. (401) 831-1460.

HEALTH BROCHURES

Brochures on childhood immunization and venereal disease are available in Lao, Cambodian, and Vietnamese from the Rhode Island Department of Health.

Topics treated in the VD brochure are: ways to detect and prevent VD as well as ways in which it can be treated. The immunization brochure treats topics such as who should be immunized, recommended inoculations, and what types of diseases can have severe effects.

Other materials available in Cambodian, Lao, Hmong are: Trichinosis; Lead is Poison; and Tuberculosis Skin Test Reading Card.

A limited number of these brochures are available free of charge. For further information contact: Annette Bicho, Refugee
ESL AND CULTURAL ORIENTATION MATERIALS

Literacy Volunteers of America, Inc., a national, nonprofit educational organization, provides materials and services to assist in the development of tutorial programs in basic reading and conversational English.

Materials pertaining to English as a Second Language training and cultural orientation include: TUTOR-Techniques Used in the Teaching of Reading ($6.50), a 109-page handbook focusing on teaching non-professionals to tutor adults and teens in basic reading; Workshop Leaders Handbook ($5.50), a 46-page handbook concentrating on techniques for conducting basic reading or ESL tutor-training workshops; I Speak English ($6.50), a 116-page training manual for tutors in conversational English; ESLOA-English as a Second Language Oral Assessment ($6.00), which includes 50 ESLOA answer sheets ($2.00), to assess students' ability to speak and understand English, gives suggestions for teaching students. Also available with the ESLOA is an ESLOA's Trainers Kit, which includes a trainers guide and cassette tape ($14.00). A Bibliography of Basic Materials: Reading, English as a Second Language, and the Humanities ($10.00), a 206-page book provides annotated listing of books and materials for tutors and for adult and teen students. Also available for cultural orientation is an Intercultural Training Module which contains a trainers guide, 140 slides, and cassette tapes. The module focuses on awareness of tutors/teachers to the differences between American culture and those of students.

Services and materials are generally targeted toward those without previous experience, learning to tutor, and learning to manage programs. However, LVA's materials and training may also be used by professional educators wishing to provide volunteer tutorial services.

For further information or to obtain a catalog of services contact: LVA, 404 Oak St, Syracuse, NY 13202. (315) 474-7039.

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## Statistics

### INDOCHINESE REFUGEE ACTIVITY/APRIL 1975 THROUGH AUGUST 1982

<table>
<thead>
<tr>
<th>Asylum Country</th>
<th>Total Arrivals since April 1975*</th>
<th>To U.S.</th>
<th>Departures 3rd Countries</th>
<th>VR/ Other**</th>
<th>Other***</th>
<th>Transfer to RPCs</th>
<th>April Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hong Kong</td>
<td>114,088</td>
<td>49,245</td>
<td>46,220</td>
<td>12</td>
<td>165</td>
<td>3,690</td>
<td>12,822</td>
</tr>
<tr>
<td>Macau</td>
<td>7,458</td>
<td>2,425</td>
<td>2,805</td>
<td>0</td>
<td>964</td>
<td>818</td>
<td>1,043</td>
</tr>
<tr>
<td>Indonesia</td>
<td>79,073</td>
<td>40,357</td>
<td>24,927</td>
<td>5</td>
<td>18</td>
<td>3,345</td>
<td>5,677</td>
</tr>
<tr>
<td>Malaysia</td>
<td>177,315</td>
<td>83,723</td>
<td>69,881</td>
<td>0</td>
<td>30</td>
<td>16,080</td>
<td>7,847</td>
</tr>
<tr>
<td>Philippines</td>
<td>29,624</td>
<td>8,954</td>
<td>7,281</td>
<td>0</td>
<td>9</td>
<td>7,191</td>
<td>4,598</td>
</tr>
<tr>
<td>Singapore</td>
<td>27,518</td>
<td>4,976</td>
<td>16,447</td>
<td>1</td>
<td>3</td>
<td>4,671</td>
<td>1,046</td>
</tr>
<tr>
<td>Thailand</td>
<td>70,488</td>
<td>24,830</td>
<td>17,589</td>
<td>0</td>
<td>0</td>
<td>20,538</td>
<td>7,279</td>
</tr>
<tr>
<td>Other</td>
<td>37,944</td>
<td>5,813</td>
<td>30,026</td>
<td>0</td>
<td>8</td>
<td>1,39</td>
<td>2,196</td>
</tr>
<tr>
<td>TOTAL BOAT</td>
<td>539,508</td>
<td>220,223</td>
<td>217,176</td>
<td>18</td>
<td>797</td>
<td>58,672</td>
<td>45,508</td>
</tr>
</tbody>
</table>

| Thailand-Khmer | 212,240                         | 45,065  | 43,530                   | 0           | 35,335  | 34,831         | 84,586          |
| Thailand-Hmong | 126,279                         | 51,072  | 20,396                   | 478         | 285     | 77             | 54,370          |
| Thailand-Lao   | 152,397                         | 68,620  | 34,955                   | 955         | 1,000   | 13,738         | 27,906          |
| Thailand-Vietnamese | 23,123           | 7,481   | 9,325                    | 0           | 0       | 5,935          | 771             |
| TOTAL LAND     | 514,205                         | 172,438 | 108,206                  | 1,433       | 35,620  | 54,561         | 167,815         |

| Orderly Departure Program (ODP) | 22,746 | 6,144 | 16,620 | 0 | 0 | 127 | 2 |
| Vietnam to U.S. in 1975         | 126,275 | 51,072 | 20,396 | 478 | 285 | 77 | 54,370 |
| Vietnam to China in 1978/79     | 263,000 | 0 | 263,000 | 0 | 0 | 0 | 0 |
| TOTAL DIRECT (ODP)              | 410,293 | 129,144 | 279,144 | 1,433 | 35,620 | 54,561 | 167,815 |

| Subtotal                     | 1,464,006 | 521,905 | 604,984 | 2,998/37,417 | 113,380 | 210,325 |
| Bataan-RPC                   | 81,312 | 70,340 | 2,744 | 0 | 27 | 62 | 8,122 |
| Gelang-RPC                   | 34,448 | 24,830 | 1,024 | 0 | 0 | 42 | 8,122 |
| TOTAL RPCs                   | 115,760*** | 95,170 | 3,768 | 0 | 63 | 82 | 16,711 |

| Grand Total                  | 1,464,006*** | 616,832 | 608,752 | 2,998/37,480 | 113,462 | 227,036 |

* Includes births  
** VR (Voluntary Repatriation)  
*** RPC (Refugee Processing Centers) arrivals not added down because this would result in double addition  
Source: Department of State

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Editorial comments and inquiries should be sent to: Editor, *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

REFUGEE CITIZENSHIP--COMING, BUT SLOWLY

When the votes from this month's elections are counted, it is unlikely that many ballots will have been submitted by refugees. The reason is simple—as non-citizens, a significant portion of the persons who have entered the U.S. as refugees since the mid-70s are not yet eligible to vote.

According to U.S. law, eligibility for citizenship, and thus voting, requires five years' residence in the U.S. Hence, among recent large groups of refugees, it is generally the Vietnamese who were part of the first wave from Southeast Asia who are eligible for naturalization.

The rate at which they are moving toward citizenship is unclear, however. Immigration and Naturalization Service naturalization records classify new citizens according to their former nationality, not immigration status, and are current only through 1979. According to the most recent annual report to Congress by the Office of Refugee Resettlement, few of the 50,000 Southeast Asians eligible to apply for citizenship in FY 81 were actually naturalized "...due in part to the length of time necessary to complete the process."

Reluctance to Seek Citizenship Though a refugee has fled his homeland, he is not necessarily ready to become a citizen of his resettlement country, researchers suggest. As Barry Stein of the Refugee Policy Group in Washington, D.C. explained, a person's interest in naturalization will depend upon his own experience. "The more there is hope of going home, the more likely a refugee will delay assimilation," Stein observed. He said that groups such as ethnic Chinese Vietnamese, who clearly are not welcomed in Vietnam, and Cambodians, whose occupied homeland is marked by resistance movements, may differ with respect to their interest in eventual repatriation.

Sociologist Robert Bach of the State University of New York at Binghamton noted that a person's background—in particular, his former economic and social standing, as well as his level of education—along

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with the reception the refugee gets in the U.S., all contribute to whether that person is interested in becoming naturalized.

"For an Oriental, there is some guilt attached to becoming a citizen (of the U.S.)," a Vietnamese source said. "Refugees feel badly about losing their identity. However, by being in this country for some time, by becoming educated, by seeing that people come from other countries and lead successful lives, they are gradually realizing that they can do it, too."

Applications Increase Slowly According to INS sources, applications for naturalization are slowly beginning to appear. In Houston, where the local Red Cross Chapter is assisting in processing, approximately 400 persons, mostly Vietnamese, have applied within the past several months. Nancy Falgout, with the Red Cross, explained that those who are appearing from Houston's Indochinese community of 40,000 are largely educated people who may have very practical motivations.

"They know that as citizens, they can petition for the emigration of their relatives," she said. She suggested, too, that language requirements for citizenship are not as much of an obstacle for the Vietnamese as they are for Mexicans in the Houston area, "who find it easy to live in Mexican-American neighborhoods and never have to speak a word of English."

Employment opportunities, too, may encourage refugees to seek citizenship. In Akron, Ohio, for example, a Lao machinist was recently turned down for a classified position with Goodyear Aerospace on the grounds that he is an alien. According to his employment counselor, citizenship would not have guaranteed the man the job, but lack of it clearly kept him from being hired.

Political Activity Urged An outspoken supporter of refugees pursuing citizenship and even becoming politically active is Michael Huynh, executive director of the Center for Southeast Asia Refugee Resettlement in San Francisco.

Huynh points out that there is currently one Vietnamese for every 20 San Franciscans, and projects that such a ratio could mean a Vietnamese-American holding local office within three to five years.

"We (refugees) have a responsibility to get involved in politics," he said. "It is one way to make sure that we have advocates for our people. You can't say anything if you are not organized, not heard. That is one reason why I founded the Vietnamese Democratic Club," (now comprised of 250 members). "What's more important," Huynh asked, "a better life or keeping to yourself?"

Huynh said, however, that his views are not popular among some other Vietnamese leaders who, he suggested, still concentrate on events in Vietnam and talk about returning to their native land. That assessment was disputed by the Vietnamese source, who requested anonymity, saying that discussions about refugees and politics are very sensitive.

"In general, there is support for resistance, for liberating Vietnam," he observed, though he described that support as passive "But whether it is realistic to expect a free Vietnam is the question."

Refugees as Voters While candidacy for office may be some time away for recent refugee arrivals, current candidates must be careful in their references to immigration issues. A candidate for the California state Senate in a June primary reportedly paid heavily for untoward remarks about another individual's immigrant background. In the Texas Gulf, a local observer described candidates in recently completed campaigns in the area as reluctant to discuss refugees, for fear of being viewed as sympathetic to the Ku Klux Klan. And even in Florida, where immigration is in the forefront, candidates were described as concerned about immigration issues but wary about taking positions because the issues were seen as inherently divisive, "no-win" propositions for all.

Political Views Unpredictable The political views of some refugees applying for citizenship are not always predictable, according to a source at the International Institute of Metropolitan St. Louis. They may be attracted to candidates who take a strong anti-communist stand, she suggested, though some of these same politicians may favor cutbacks in services that benefit refugees and minority groups.
Recent Developments

INTERDICTION POLICY IS ONE-YEAR OLD

It has been one year since the Reagan administration implemented an interdiction policy. According to the Immigration and Naturalization Service, a total of 117 boats were boarded between October 1981 and September 1982; a significant number of those boardings occurred last spring.

INS spokesman John Schroeder said that two interpreters and two immigration officers form individual teams on Coast Guard vessels interdicting boats. He said that passengers on stopped craft are asked questions such as where they are going and why. Those screened are not eligible for asylum, Schroeder said, as they are not on U.S. soil, but individuals whose answers to questions indicate a bona fide fear of persecution would be taken to the U.S. where they could make claims for asylum. INS screening guidelines are not public information.

Schroeder also said that no one stopped has filed for asylum since the interdiction policy began, and that a total of 186 persons have been returned to Haiti, where the State Department monitors them for a year. So far, Schroeder said, there is no evidence to indicate that those returned have experienced retribution or ill-treatment.

Monitoring Questioned However, a source familiar with the Haitian community in Miami questioned reports about the safety of returnees. She said that she was present when the Congressional Black Caucus visited a group of Haitians described as returnees during a July 1982 visit to Haiti. There was no proof that they were, in fact, returnees, she explained, and their behavior before Caucus representatives was observed closely by anonymous onlookers. About State Department claims that returned Haitians are safe, she said, "I have no trust in their methodology (for checking)."

Sources in Miami indicated that the flow of Haitians to the U.S. is down dramatically since interdiction started, although rumors suggest that up to 200 Haitians a week are arriving in the Ft. Lauderdale area. Since October 1981, the arrivals of 506 undocumented Haitians have come to the attention of INS, compared to 11,514 in the previous year.

LAST DETAINED HAITIANS RELEASED TO SPONSORS

The last of the so-called "Spellman Haitians" (those Haitians ordered released from Immigration and Naturalization Service detention by District Judge Eugene Spellman on June 29, 1982) were paroled to sponsors on Friday, October 22. To date, over 1,700 Haitian aliens have been released.

Under Spellman's order, the Haitians must report to their sponsors. INS officials stated that over 90 percent have been reporting as required, though their statistics indicate that the number of no-shows is rising slightly. Over half of those not reporting are located by INS, but the agency has not redetained these persons.

Resettlement Review Requested About 756 Haitians had been resettled in Florida as of October 1; all was not going well, according to a letter sent by Florida Governor Bob Graham at the end of last month to Chesterfield Smith, chairman of the committee appointed to monitor the Haitians' release. Graham claimed that findings of an informal state survey of 11 percent of the Haitians resettled in his state "are very disturbing," as they reveal Haitians misinformed about public assistance, misidentification of sponsors, and lack of assistance to Haitians by voluntary agencies.

Graham, who said other problems were reported in an October 1 report by the Office of Refugee Resettlement on 321 placements, called for further investigation of the situation, and requested the opportunity to present state findings to Smith's committee. The American Council for Voluntary Agencies was scheduled to meet to discuss Graham's letter on November 1.

Asylum Applications Filed At press time, 91 of the Haitians covered by Spellman's order had completed exclusion hearings before an immigration judge; only two asylum applications have been granted, and subsequent appeals to the Bureau of Immigration Appeals by most of the other Haitians have also been rejected. However, none has yet been deported.
Under immigration laws, further review of the BIA's orders in exclusion cases may be held in the U.S. district courts by filing a petition for habeas corpus. INS sources have indicated that in cases where BIA has issued a final decision, habeas corpus petitions are being filed. INS will not deport Haitians who have habeas corpus petitions pending in court.

Seventeen out of 49 Haitians being held in Brooklyn are still in detention, waiting for sponsors. The Haitians detained in Brooklyn were not covered by Judge Spellman's order, but INS recently decided to release them also, "for humanitarian reasons." Haitians in Brooklyn will soon be released.

Attorney General William French Smith, together with Immigration and Naturalization Service Commissioner Alan Nelson and other Justice Department officials, will return November 10 from a three-week fact-finding trip to Asia and Europe. While the primary purpose of the trip is to discuss traffic in narcotics, considerable attention will also be focused on refugee matters, according to department information.

The attorney general and his party will spend about five days in Thailand, visiting refugee camps and meeting with Thai officials to discuss that country's role as a nation of first asylum. He will also meet with INS personnel stationed in Thailand, to discuss the manner in which they are handling persecution claims put forth by refugees seeking to come to the U.S.

A New York Times article reports that Smith in Thailand "said several times that he was glad he did not have to determine which Indochinese refugees could go to the U.S. and which could not." Concern continues to be expressed by some voluntary and other human rights groups about the rates of rejection of applications for refugee status filed, especially by Cambodians.

According to a Justice Department spokesman, the attorney general, during a stop in Pakistan, intends to "offer support and express appreciation for" that country's efforts to aid the millions of Afghans who have fled to Pakistan since the Soviet invasion three years ago.

A bill which would provide federal dollars to local school districts for alien students has been introduced in the House of Representatives. While it is unlikely that the bill (H.R. 2954) will become law in this Congress, an aide to bill sponsor Rep. E. la Garza (D-Tex.), indicated that a similar bill will probably be introduced in the next Congress. As now drafted, the bill would provide federal assistance for each alien student, with additional funds going to school districts which are heavily impacted by an influx of alien students.

Funds under the bill would go to school districts affected by any alien population, including districts with a high concentration of refugees. However, school districts could not collect under this legislation if they are already receiving federal funds under other special refugee programs.

ESL COORDINATOR IN AUSTRIA CALLS FOR CHANGED PERCEPTIONS

The perceptions of Polish asylum seekers need to change, Sanna McAra, coordinator of language training for asylees in Austria, recently observed in an interview with Refugee Reports. But so do the impressions some Americans have of refugees, she suggested.

McAra has been stationed in Vienna since June under the auspices of the American Council for Nationalities Service, helping to direct training funded by the Intergovernmental Committee for Migration. So far, she said, 1,000 persons have been enrolled in language classes which stress survival English; they cover everyday needs--"going shopping, the names of foods, how to fill out forms." Classes are available at 14 sites and involve a total of 20 teachers.

In Profile

Better Orientation Called For  In addition to language instruction, McAra indicated that orientation is also important. "Many of the Poles are very unrealistic," she said, describing the majority of the group in Austria as single males between the ages of 25 and 35. They expect unlimited potential in the U.S., because they have grown up in a country where recent information about
America is not available, she indicated. "The Poles need to be prepared for economic conditions in the U.S."

Orientation information will be available soon, in the form of tapes currently being developed. They are intended to give Poles and other asylum seekers in Austria headed for U.S. a "more realistic picture" of what awaits them.

Almost 10,000 Resettled  According to the United Nations High Commissioner for Refugees, 11,209 Poles had sought asylum in Austria as of August. Between January and June of this year, UNHCR reports 9,711 Poles were resettled out of Austria; of those, 3,110 went to the U.S., 2,558 to Australia, and 1,120 to Canada.

McAra said that only 1,000 Poles have arrived in Austria since the beginning of the year; the majority of those currently in the country arrived before martial law was imposed in Poland in December 1981. Austria is reportedly continuing to care for the asylum seekers within its borders, at an annual cost of $70 million.

Americans Need to Rethink  While McAra called for the Poles to develop a better understanding of what their futures could be, she also suggested that Americans need to rethink some of their ideas about refugees. "(Americans) always think of Indochinese when they think of refugees," she observed, "perhaps because Europe is not that different from the U.S. and the problems associated with the Poles may not seem as acute.

"But the Poles have their own kinds of problems, though they may not be as easy to pinpoint. Because many of them were born after World War II and grew up under a communist regime, their outlook is different (from Poles who fled before them).

"It's a mold they just can't throw off. For example, a Pole may hesitate to take an entry-level job in the U.S. because in Poland, a person can be stuck in an entry-level job for life. He may not understand that in the U.S., a person can work his way up."

Poles who enter the U.S. during FY 83 as refugees will do so under an admissions ceiling of 15,000 which has been established for persons from Eastern European countries. Unofficially, about one-third of that number is said to be reserved for asylum seekers from the Soviet Union, while the remainder is expected to be composed largely of Poles.

Update

- President Reagan recently signed two measures that affect the U.S. refugee program. The new laws are: P.L. 97-363, which reauthorizes the refugee program for FY 83; and P.L. 97-359, which provides for the admission of Amerasians.

- Thousands of Cambodians from Thailand's Khao I Dang camp have returned to Cambodia, according to the New York Times of October 12. The Cambodians, the Times reported, have been drawn to a village known as Sihanoukville because their fear of Pol Pot, currently part of a coalition that is resisting the Vietnamese occupation of Cambodia, has lessened. The report also said restricted camp life and dimming prospects for resettlement in third countries have spurred the Cambodians into moving. However, it indicates the movement has caused observers concern as Sihanoukville is headquarters for a resistance army and could become a prime target of attack by the Vietnamese.

- The October 1 Federal Register published population figures provided by the Bureau of the Census for Cuban and Haitian entrant and legal immigrants who entered the U.S. between April 1, 1980, and September 30, 1980, by state and county. It lists a total of 132,080 Cubans and Haitians, 18,514 of whom are between the ages of 5 and 17. The notice states, "given the above data (number of Cuban and Haitian households participating in the Food Stamp program in Florida in January and February 1981) and analysis, it is reasonable to conclude...that all Cuban and Haitian immigrants (who arrived in the stated time period) were in poverty."

- UNHCR announced on October 1 that the Republic of China had officially acceded to the 1951 Convention and 1967 Protocol Relating to the Status of Refugees. These two instruments specify internationally recognized principles pertaining to refugee protection. The UN press release states, "The high commissioner sincerely hopes that (China's) ex-
A study issued September 1 by the Urban Institute, a nonprofit organization that researches social and fiscal issues, indicates that nonprofit agencies will lose $33 billion in federal aid in 1982-85 under Reagan administration budget proposals. The report, noted in a recent New York Times article, says that loss of these funds by social service agencies, hospitals, universities, and other nonprofits would amount to a 20 percent reduction from current levels.

The Foundation Center reports that 31 foundations gave grants to more than 57 domestic refugee and entrant programs in 1981, a significant increase over previous years, the Lutheran Resources Council suggests. LRC states that "community foundations played a significant role in the funding of refugee programs in their localities." The report, Refugee and Relief Services may be ordered from the Foundation Center, 888 Seventh Ave, New York, NY 10106. (800) 424-9836. Cost: $15.00 prepaid.

Reader Exchange

- Manual Rodriquez-Fleitas, director of the Miami Office of Refugee Resettlement, reminds readers that its telephone hotlines are "alive and well," providing information and referral services. The numbers are: (800) 432-0908 (Florida only) and (800) 327-3463 (nationwide).

- William Sage of Church World Service in California would like to locate sources of soapstone to be used by skilled Cambodian stonecarvers. He comments that there are stonecarvers in several locations in California who wish to maintain their art. Contact Sage at 3755 13th Ave, Oakland, CA 94610. (415) 530-6381.

Meetings and Conferences


Resources

CURRICULUM MATERIAL FOR YOUNG STUDENTS

The World Affairs Council of Philadelphia has prepared a booklet for junior high school students concerning global issues-migration, peace, human rights, and economic security.

Biographies based on real-life experiences of young people who fled Vietnam, Laos, the Soviet Union, and other areas introduce the notions of ethnicity, persecution, family heritage, global interdependence, and the experiences of refugees. Vocabulary and reading comprehension exercises accompany each brief reading selection as well as geography and writing exercises. Our Global Community was prepared with federal monies for the Philadelphia School District. Though stories treat the arrival of refugees there, topics are not limited to that city.

A very limited number of copies of the 67-page publication are available free as samples; publishers encourage duplication. Send $.50 to cover postage.

tended to describe and analyze available in-
formation on issues of contemporary inter-
est, and to suggest directions for future
action.

Global Refugee Policy: The Case for a
Development-Oriented Strategy provides an
overview of the refugee situation worldwide
and of the problems involved in an effective
international response. Part 1 reviews the
definition of a refugee and the implications
of the definition for assistance efforts.
Part 2 reviews the numbers, locations, and
origins of refugees currently, and Part 3
traces the history and apparatus of interna-
tional responses to refugee situations. The
focus of recommendations in Part 4 is the
need to "reorient the strategy of responses
...as well as the need to continue the labo-
rious task of developing international
agreements about the definition of refugees,
the right of asylum, and the mandates of the
UN and other organizations," writes author
Charles Keeley.

Single complimentary copies are available
to professionals and institutions in popula-
tion and development. Additional copies
cost $3.50, with a 20 percent discount on
orders of ten or more.

Contact: The Population Council, One Dag
Hammarskjold Plaza, New York, NY 10017.
(212) 644-1300.

Survivors, Political Refugees in the Twin
Cities presents a series of personal expe-
riences of refugees from several immigrant
communities in Minneapolis and St. Paul.
The 36-page magazine covers three stages of
refugees' experience: flight, adaptation,
and cultural maintenance. Southeast Asian,
Eastern European, and Soviet Jewish refu-
gees are portrayed in 13 articles, and in
numerous black-and-white photographs.

The publication was conceived and
produced by students in the University of
Minnesota School of Journalism and Mass
Communication. "In designing Survivors,"
the students write, "we decided to focus on
the typical experiences of political refu-
gees... (It) is a story of losses and
gains."

Copies are available for $1.50 plus $.50
per copy for postage and handling. Checks
should be made out and sent to: University
of Minnesota School of Journalism and Mass
Communication, 206 Church St, SE,
Minneapolis, MN 55455. (612) 373-3172.

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### Estimated Indochinese Cumulative State Totals from 1975 to August 1982

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* Adjusted for secondary migration through September 30, 1981

Source: Office of Refugee Resettlement

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Editor: Rosemary E. Tripp  •  Writer: Joseph Cerquone  •  Editorial Assistant: Lynette M. Couto

INFORMATION AGENCY PRESENTS U.S. REFUGEE POLICY ABROAD

A national ambivalence about refugees may be reflected in the contrasting efforts by one U.S. agency to present an image abroad.

On the one hand, come January, a display will be made available to American embassies worldwide that will deal with U.S. efforts on behalf of refugees. "The Long Search for Peace," currently being developed by the U.S. Information Agency, will contain a "historical review" of U.S. refugee policy, according to display creators. "We're proud of the U.S. record on immigration," said one. "We're going to do a little bragging."

The display will be one small part of USIA's mandate to strengthen foreign understanding and support for U.S. policies and actions. Due to be sent to 40 overseas posts simultaneously, the display's graphics, photographs, and text will indicate where refugees are being given haven worldwide. U.S. contributions to international relief agencies will be presented, along with the statement that "the U.S. has resettled about as many refugees within its borders as the rest of the world combined."

Significant persons who fled persecution and came to the U.S.—Thomas Mann, writer; Enrico Fermi, scientist; Igor Stravinsky, composer, and others—will be recognized.

Reflecting Broad Policy Nowhere in the display will there be mention of cutbacks in refugee admissions, proposals to curb the asylum appeals process, or tightened benefits for refugees. Issues such as these are the stuff of current debate. They are also the subject of news which the broadcast arm of USIA, the Voice of America, says it reports faithfully.

The message of the display will be comprehensive and expressed broadly, according to Charles Clarke, director of USIA's exhibit services. "(The refugee component) is part of a bigger message about tensions around the world," he said. "It reflects a global,
overriding concern. Concern for the human condition and what systems foster a better economic life."

Two other topics—disarmament and international aid by the U.S.—will also be presented in the 300-square foot display. According to Clarke, the fact that refugees are being included indicates that they are an important element of American foreign policy.

Important International Issue "We decide on topics for exhibits based upon policy guidance and whether it's doable in the media available," Clarke explained. "It's a sifting process, one that considers foreign policy and its objectives. (The choice of refugees as a topic) indicates that it is an important international issue."

The cost of the display—production, packaging, and transport—was not available, nor was information about its exact destinations. According to USIA officials, sites for the exhibit will be suggested by heads of regional sections within USIA. They could include posts in "front line" countries such as Thailand, which has grown increasingly restless over the refugees within its borders, and Pakistan, which is estimated to have more than 2.5 million Afghan refugees.

The display will not go into detail, Clarke said. "(The USIA) never maintains that an exhibit does more than present the emotional, visceral aspects of a story," Clarke explained. And because "The Long Search for Peace" will show simultaneously in many countries, it cannot be focused too tightly. "We are interested in principle rather than reportage," he added.

U.S. Immigration Record For his part, David Paul, director of the project developing the exhibit, sees no contradiction between the message of the display and recent U.S. policy decisions, such as reduced ceilings for refugee admissions. "This is an advocacy product that simply looks at our immigration record," Paul said.

A record of welcome to refugees may seem part of a somewhat distant past. Within the last two years, the U.S. approach to refugees has been seen as turning from the openness that marked it when the economy was a less prominent issue, when communities did not know concentrated, large waves of refugees and illegal aliens, and when the employment picture for many was better. It is current conditions such as these that are being reported in VOA broadcasts, according to officials, as the agency strives to live up to a standard set in the agency's first broadcast aired shortly after Pearl Harbor: "The news from the war may be good or bad, we shall tell you the truth."

Projecting Realistic Image According to spokeswoman Rogene Waite, the VOA does not present an unrealistic or overflattering picture of American life to its weekly audience of 105 million. "We are not in the business of enticing people to the U.S.", she said.

While it has not reported on conditions of Polish refugees in the U.S., VOA has treated the refugee processing center in Traiskirchen, Austria, Ted Lippien, chief of the Polish service for VOA said.

A transcript of the story contains reference to slow processing procedures at the center and quotes Karl Radek, head of Traiskirchen, indicating that the adjustment of Polish asylum seekers to the West would not necessarily be easy: "You put these young persons suddenly in a situation where they have every freedom," Radek is quoted as saying, "then that is not a situation one can get used to from one day to the next. The rules of the democratic game must be learned."

VOA's file on its broadcasts about refugee issues also includes a report about the flow of Indochinese refugees: "...The drop (in the flow) may be attributed to the refugee knowledge that countries like the U.S., France, and Canada, have adopted stricter resettlement conditions," it said.

Two Views VOA sources indicate reporting will continue in a similar vein. If so, broadcasts indicating new restrictiveness could coincide with the arrival of "The Long Search for Peace" at embassies with its graphics and text, which reads in part: "Remembering their forebearers, many of whom had to flee persecution, Americans are proud of refugees who have brought much more than their belongings to their new country."
Recent Developments

ADDITIONAL PROCESSING STAFF SENT TO THAILAND

A dozen Immigration and Naturalization Service officers from the U.S. were on route to the Kamput refugee camp in Thailand on November 9, to speed the processing of refugee applications there.

According to INS Associate Commissioner for Examinations Andrew Carmichael, the team will be in Kamput for approximately 30 days. Carmichael estimated that 1,500 to 1,700 cases await processing. Kamput is on the Thai-Cambodian border and, as of September 30, was haven for about 17,000 Cambodians. There are currently seven INS interviewers carrying out processing there. Since INS implemented guidelines last spring, the pace and nature of processing at Kamput have been observed closely, due to concern that very strict interpretations of eligibility for refugee status might be applied to persons there.

Speeded Processing Sought According to Carmichael, the team en route is composed of persons nominated by various INS regional offices around the U.S.; preferred candidates, he said, were those who had experience working with refugees. He explained that the team headed for Thailand came to Washington, D.C., for meetings and briefings on November 4 and 5 with administration representatives, including U.S. Coordinator for Refugee Affairs Eugene Douglas and officials from the State Department.

Carmichael said that the team's function in Thailand "is operational only," specifically, to speed refugee processing. Pressure to do so has grown in recent weeks, as Thai officials have expressed more pointed concern over the numbers of refugees within Thai borders. The Thai have also indicated that they want to close the camp at Kamput. Approximately 168,000 refugees were in Thailand as of October; it is projected that by year-end, the refugee population there will have decreased by 17 percent over the last year's population of 192,998. That level of movement out of Thailand compares to a 26 percent decrease between 1980 and 1981.

Internalization Urged The team's arrival in Southeast Asia will come in the wake of visit to Thailand in late October by Attorney General William French Smith. Smith observed processing there, and, according to transcript of a news conference held in Bangkok on November 1, said he thought that increasing INS staff would alleviate concerns about the size of its refugee population.

In response to a question at the press conference about the fate of individuals whose applications for refugee status in the U.S. are rejected, Smith said that the U.S. is looking to the international community for help: "We certainly intend to do what we can, and we are urging other countries to also step up their efforts in attempting to resolve this problem." The attorney general declined to name the countries to which the U.S. has turned.

Smith also said that he and Thai officials did not discuss what would become of persons rejected by the U.S. as well as other countries: "We did not get into the subject matter. What we talked about were those areas where we could do something, and in those areas where we could not do something, and of course, that particular area would not be too fruitful to discuss." Some observers fear that such a residual population might eventually be forced back into their homeland. As recently as June, the Thais reportedly forcibly repatriated 321 Lao hill tribesmen.

Single Standard According to the transcript, Smith noted, too, that the U.S. is legally bound to case-by-case review of refugee applications, even though that approach may produce apparently uneven results. "We cannot apply one standard in Thailand and another standard in Poland," he said, referring to the U.S. criterion of a well-founded fear of persecution to determine eligibility for refugee status. "It is a single, worldwide standard. Admittedly, it is a very difficult standard to apply."

In response to a query about reported high rates of rejection of applications from Cambodians, Smith said applications are not reviewed with regard to a numerical quota, and that "it is quite possible that with one group you might have a very low acceptance rate, and with another group, a very high acceptance rate, depending upon what the
facts are in those circumstances." He added, however, "we recognize the problem," and said that the U.S. will do everything possible to "appropriately fulfill its obligations."

Several reports have indicated that rejection of Cambodians' claims has declined since Smith's passage through Thailand; just prior to his arrival, it was reported at higher than typical levels.

ORDERLY DEPARTURE PROGRAM TO U.S. INCREASES VOLUME

Prospects for a continued U.S. orderly departure program "have never looked brighter," according to a recent report filed by John Cullen of the ODP section in the office of the Joint Voluntary Agency Representative in Bangkok. The report covers the period April-September 1982.

Cullen noted that the number of persons being scheduled for exit interviews has increased, and the Vietnamese have indicated a willingness to increase the number of interviews to the point that a second full-time interviewer in Vietnam would be needed.

However, according to the Far Eastern Economic Review of October 22, problems that have emerged with ODP were discussed in Geneva during the recent executive committee meeting of the Office of the United Nations High Commissioner for Refugees. Reconciliation of the lists of applicants for ODP to whom the Vietnamese are willing to grant exit visas with the lists of individuals whom host countries are willing to receive has proven elusive, the report stated, and the situation could cause a "bottleneck" in the program. Also, countries have reportedly expressed suspicion that Vietnam is using the ODP only to rid itself of persons it considers undesirable.

Workload Increases According to Cullen, the ODP workload continues to grow. In March, the program's active file had 61,130 cases; six months later, there were 84,173 such cases, which represented possibly as many as 350,000 people.

New files for persons who would exit as Category I applicants were being created at a rate of 400 per week. Headway was being made in reducing the backlogs associated with other categories, Cullen wrote, though the volume of correspondence increased significantly after Vietnamese authorities indicated a willingness to release all political prisoners and Amerasians.

Although 20 Thai were added to the ODP staff in July for the purpose of reviewing files, and more reviewing than ever was being done, Cullen said in his report that the backlog in this area stood at 55,000 files and that "we are only able to keep even with the number of new files being created."

In addition to the paperwork burden, he indicated that a potential problem lies in possible delays in transporting ODP emigrants through Thailand if the ODP program enlarges. Delays have occurred before. Though the Thais were described as supportive of ODP since they see it as a long-run solution to their refugee problems, they have also imposed a 12-day limit on the stays of ODP arrivals in their country, saying that extensions on that visit should be granted only for emergencies. "It is important for the ODP to stay within the 12-day limit," Cullen wrote.

Other Problems Arise In a conversation with Refugee Reports during his visit to the U.S. in September, Cullen noted a common misunderstanding about the ODP office among refugees in the U.S. He stated that his office in Bangkok does not have the power to get persons out of Vietnam; that, Cullen said, it is up to the Vietnamese authorities.

A cable sent by the American Embassy in Manila to Bangkok in late September reiterated that all ODP refugees are required to participate in work duties and English and vocational training sessions once they arrive at the refugee processing center in the Philippines. "(ODP arrivals have been) under the impression that as special cases they are exempt from the Bataan RPC's rules and regulations and programs. This is not the case," the cable stated.

STATES FIND RESETTLEMENT PROGRAM "ELUSIVE"

A recently completed study of state administration of refugee resettlement programs concludes that, while states play important roles in setting priorities and designing and selecting service delivery mechanisms, many "continue to perceive the resettlement program as an elusive (one) over which they have little control."
The study, funded by the Office of Refugee Resettlement and carried out by Berkeley Planning Associates, goes on to state "because states have frequently had to react to program decisions beyond their control... there is a premium on states' abilities to be flexible and absorb program changes."

Using a case study approach, the 12-month research project examined nine states' programs. It found, among other conclusions, that while there is no single "best place" for the refugee program office to be located within state government, the office's functions in guiding or monitoring cash assistance and social service delivery and program policy may be hindered if the program office is not seen as having authority to be involved in those various areas.

Funding, Regulations Affect Philosophy In discussing issues of program design, the report identifies two "major competing philosophies"—intensive training during the preliminary transitional period or expeditious placement in an entry-level job. But it notes that new funding and new regulations have caused states to increase their emphasis on employment outcomes and decrease emphasis on other social services. Report authors issue a caution, however, "about the elimination of so-called supportive services (which) may be critical for the social adjustment of those who are not likely to be primary wage earners."

Suggestions Offered The authors also call on states to monitor refugees' use of public assistance and social services, in order to contribute to a better understanding of refugees' welfare participation and to be realistic about their expectations of the potential role of mutual assistance organizations as "sophisticated economic development corporations."

The Canadian government recently announced that it is willing to permit up to 12,000 government-sponsored refugee admissions in calendar year 1983. That total marks a drop of 2,000 from the current ceiling, although it matches the number of actual government-sponsored arrivals expected in Canada this year.

According to Martha Nixon of the Canadian Refugee Affairs Office, only 10,000 slots within next year's total have been funded, as the remaining 2,000 would only be used in case of emergency. She said, too, that the ceiling can only be changed in the case of emergencies once it has been established.

Nixon also explained that subceilings within the 1983 total differ from this year's: 3,000 Indochinese could be admitted, for example, in contrast to the ceiling of 4,000 that was established for 1982. However, ceilings for Latin Americans and Africans have been doubled, "because not many countries have programs in that area," Nixon said. For the former, the ceiling was raised to 2,000; the African ceiling was set at 1,000, and ceilings for Middle Easterners and "other" refugees were doubled.

Nixon said that the cutbacks were necessitated by a lessening in the availability of funding; she noted that Canada spends between $2,700 and $3,000 on each refugee it sponsors. However, she added that despite the cutback on Southeast Asians, Canada "still feels committed in that part of the world."

An unlimited number of persons can enter Canada as refugees under private sponsorships. Also, the government does not include in its refugee ceiling persons who arrive via the Orderly Departure Program, and it has special humanitarian programs for Poles, Lebanese, and Salvadorans which do not figure in refugee admissions ceilings.

SALVADORANS' TRANSPORT ASSUMED BY NEW AIRLINE

The Immigration and Naturalization Service has enlisted a Salvadoran airline to transport Salvadorans back to their homeland. Verne Jervis, spokesman for INS, could not say how many Salvadorans have been flown by Iacsa Airlines since September or whether it was a private or government-operated line.

In September, Western Airlines stopped accepting Salvadorans exiting under "voluntary departure" for flights to Mexico and eventual transfer to airlines flying directly to El Salvador. Western indicated it could not accept passengers who did not have Mexican travel documents, Jervis said.

However, according to the Rev. Michael
Crosby of the Midwest Capucian Fathers, Western withdrew its service when faced with a boycott being engineered by groups concerned about Salvadorean. "Demonstrations had already begun at the Los Angeles airport," Crosby recounted, and "very organized" demonstrations were planned for Chicago, where Western was about to open service. "The real issue became the economic strangulation of the airline," he said.

A coalition of interest parties recently sent letters to U.S. airlines that fly into Mexico to request that they not transport Salvadoreans.

More Guatemalans in Detention In a related matter, a spokesman for a group that works with Salvadoreans apprehended on the U.S./Mexican border cited a recent increase in the number of Guatemalans in INS detention centers.

John Fife, chairman of the Tucson Ecumenical Council's task force on refugees, said that within the last two months, Guatemalans have come to predominate among the 30 detainees his group visits weekly. Fife attributed the increase to violence committed by the Guatemalan army against villagers in the province of Huehuetenango, in Guatemala, and to deteriorating economic conditions in southern Mexico, where Guatemalans have sought refuge in the past.

Fife said that INS treatment of Salvadoreans has improved somewhat since April when a court injunction mandated implementation of certain procedural protections; but he said that Salvadoreans in custody in the Tucson area are still subject to intimidation.

"Voluntary departures from the U.S. decreased dramatically for a brief period (after the injunction)," he said, noting that the court action basically spurred INS to inform people of their rights. "Still," he said, "when a guy in uniform with a gun says that your application for political asylum is going to be published in El Salvador, that's effective enough to prevent the exercise of a person's legal rights."

Report Available Fife said that a report entitled *No Promised Land* discusses conditions on the U.S./Mexican border with regard to persons fleeing Central American countries; it is available from Oxfam America, 115 Broadway, Boston, MA 02116. (617) 482-1211.

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**Update**

- Current members of the House Subcommittee on Immigration, Refugees, and International Law—Reps. Romano Mazzoli (D-Ky.), Hamilto Fish, Jr. (R-N.Y.), Barney Frank (D-Mass.), Daniel Lungren (R-Calif.), Bill McCollum (R-Fla.), Sam Hall, Jr. (D-Tex.), and Geo Crockett, Jr. (D-Mich.)—all won re-election on November 2. In the Senate, the only two members of the Subcommittee on Immigration and Refugee Policy up for re-election also won—Sens. Edward Kennedy (D-Mass.) and Dennis DeConcini (D-Ariz.).

- The Immigration and Naturalization Service published final regulations relating to the detention and parole of inadmissible aliens in the October 19 Federal Register. INS's failure to have put forward its regulations earlier was the basis of Judge Eugene Spellman's June decision to order the release of the detained Haitians. In response to comments critical of the regulations, INS states that nothing in either the Refugee Act of 1980 or the UN Protocol Relating to the Status of Refugees prohibits detention of "putative refugees pending a determination that an application is bona fide."

- A 1982 report by the General Accounting Office concludes that U.S. assistance to improve Haitian government institutions "has had only limited impact," often because of delays in implementation and because programs designs were unrealistic. It states that AID's present economic assistance program, which, it says, emphasizes relief rather than development assistance, will not substantially alter the economic factors which encourage emigration," but that "in the long run, economic assistance should, in theory, reduce the number of people choosing to leave their homes."

- A workshop to review needs of elderly refugees will be held in Cairo this month, as a followup to the World Assembly on Aging convened in Vienna in August. M.L. Zollner of UNHCR identified two types of elderly refugees at that assembly: those displaced in the two world wars, mainly Europeans over 70 years of age, now in southern Europe and Latin America; and those "who fled regional
upheavals beginning in the late 1960s, "who largely came from and live in developing countries," he said.

Reader Exchange

The School for International Training's Master's Program in Intercultural Management offers professional career preparation for individuals interested in acquiring management and training skills for use in human service in international and intercultural settings. The program offers three concentrations: International Human Service Management for management of international development projects, disaster relief, and other international human service programs; Community Service Management for managing multicultural community organizations and programs in the U.S.; and Intercultural Advising and Training for advising and training in multicultural settings in education, government, industries, and nonprofit organizations. The program combines on-campus study with a practical training period and can be completed within 14 months. Sessions begin in both September and February. Contact: Admissions Office, School for International Training, Upton 309-1, Brattleboro, VT 05301, or call toll free in the U.S. (800) 451-4465.

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### Statistics

#### Provisional Report on Departure of Cases Assisted by the Interdepartmental Committee for Migration Under the Special Program for the Resettlement of Refugees from the Indochina Area

1 January – 30 September 1982 (with cumulative total 25 April 1975-30 September 1982)

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a) Includes 1,079 to French Guiana.
b) Not included 20,671 moved to N.Y.C.'s.

#### Editorial Comments and Inquiries

Editorial comments and inquiries should be sent to: Editor, Refugee Reports, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

REFUGEES INTERNATIONAL ASSISTANCE BEING QUESTIONED

Domestic assistance to refugees in the U.S. is only one topic under scrutiny and discussion among interested parties. Concern about international humanitarian assistance is also being expressed in a variety of ways.

For example, former UN High Commissioner for Refugees Sadruddin Aga Khan discusses the need for better planned responses to refugee flows and international assistance efforts that are integrated and complementary. Similar measures were called for by the International Council of Voluntary Agencies before the October meeting of UNHCR's executive committee in Geneva.

One factor spurring discussion about international assistance is the fact that, nowadays, refugees are likely to seek haven in developing countries that do not have the resources to deal with large migrant influxes. Further, some observers contend that the pattern of world relief aid achieves little beyond the day-to-day care of asylum seekers. Described as a costly, yet hopelessly inadequate response to deeply rooted problems, such a pattern of response increases the chances that a nation's welcome to refugees will wear thin.

Still another issue raised by some participants in these discussions is that current approaches may ignore many displaced persons—the bureaucratic machinery aimed at refugees does not encompass their plight.

According to the World Refugee Survey 1982, nations donated $822 million last year to the four major refugee assistance organizations—UNHCR, UN Relief Works Agency for Palestine Refugees in the Near East, Inter-governmental Committee for Migration, and UN World Food Program.

Though the U.S. gave 41 percent of that amount, it ranked ninth on a per capita basis. International assistance represents 60 percent of the State Department's expenditures for refugee assistance, a percentage that marks a shift from the late 70s, when

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the majority of its funds went toward refugees admitted to the U.S. Although assistance spending may be slightly lower in FY 83 than last fiscal year's estimated $346 million--largely because the number of refugees in Africa has declined, State Department officials say--U.S. contributions to agencies such as UNHCR could increase by by over $10 million.

Asylum Nation Attitude a Determinant According to Eugene Dewey, head of the international assistance division of State's Bureau for Refugee Programs, factors such as an asylum country's receptivity toward refugees often determine the manner in which aid from the U.S. and other countries is allocated.

Dewey noted, for example, that projects to enhance refugees' self-sufficiency are possible in Somalia because of that country's acceptance of asylees. Funding provided by the Agency for International Development supports these efforts.

But in countries such as Thailand, large-scale self-sufficiency projects are more difficult to implement, as the Thai have grown anxious over the number of refugees sheltered there and are not eager to have their stays extended.

"If the situation begins to assume a semi-permanent character (because self-sufficiency initiatives are underway)," bureau spokesman Frank Sieverts said, "that would raise the possibility that the Thai would react very adversely." He added while the U.S. is always interested in discussions about the effectiveness of relief efforts, host country concerns such as those the Thai raise often narrow the range of activities that can be undertaken.

Heavy Economic Burdens Indeed, Thailand, at least publicly, is very concerned about the 170,000 refugees currently within its borders. A country the size of Texas, it has given haven to more than one million persons since 1975.

The impact of such numbers was noted in a speech to the UN General Assembly on September 29 by Thailand's Minister of Foreign Affairs Siddhi Savetsila.

"As a developing third world nation, Thailand has strained its resources by the need to assist in the care and shelter of the large numbers of displaced Indochinese persons," he said. "...The problem poses not only heavy economic burdens for Thailand, but also immediate and long-term security considerations." Savetsila also noted that, in addition to Cambodians uprooted by Vietnamese incursions into Cambodia, 100,000 Thai were also displaced due to cross-border shellings.

Long-Term View Needed Some observers suggest that assistance in Thailand would have been more effective had consideration been given to the possibility that the refugees might be a long-term phenomenon.

"Too often, there's only a focus on food, on the survival issues surrounding relief efforts," Barry Stein of the Refugee Policy Group in Washington, D.C. said. "Thinking is devoted only to the next 36 hours. However, you also have to think about the 'what ifs,' such as what if asylum seekers are in a place for an extended period."

These considerations would include, according to Stein, early analyses of the social and economic backgrounds of migrants and assessments of host countries' ability and willingness to receive flows.

From that kind of information, a range of options could be drawn, including projects to enhance refugees' self-sufficiency in the asylum country, that would supplement the often-cited but sometimes infeasible "permanent" solutions of repatriation, settlement in place, or resettlement.

The RPC is about to undertake a study of international relief efforts aimed in part at describing the range of assistance approaches. For now, approaches that go beyond the daily care of refugees are slated for Africa and the Near East.
In both areas, refugees will engage in projects that will not only help them be ‘self-reliant, according to project officials, but reverse the impacts of refugees' presence on their host countries.

Two such efforts are due to begin immediately in Somalia; at the State Department, Dewey stated that $12 million is expected from AID for the three-year efforts. Somalia has 500,000 refugees, some of whom will participate along with citizens in the reforestation efforts and cottage industries.

Another effort is expected to be mounted next year in Pakistan. It has been fostered by UNHCR, but will be administered by the World Bank. That arrangement illustrates, perhaps, the sense of bureaucratic appropriateness officials observe.

A source close to the project explained that UNHCR, a refugee assistance organization, turned to the Bank for help in administering the project because the effort will be aimed at refugees and citizens alike. That focus was chosen, the source explained, to preclude resentment by the host population against refugees who gain from the project.

According to a source, the Bank has agreed only to administer the reforestation effort. As a lending institution, its role in subsidizing refugee relief efforts of any kind is limited, she explained, as nations do not want to borrow money to care for refugees within their boundaries.

**Blurred Lines** As new approaches to assistance are devised, there is some concern that the line between refugee assistance and development aid will become blurred. According to Dewey at State, the two must be kept separate because, among other reasons, the needs of refugees and the purposes of development funds are often in conflict. Further, he suggested, refugees should be a "world" concern; development projects are traditionally approached bilaterally.

This concern is felt, too, at UNHCR which is reportedly interested in other projects such as the one it is encouraging in Pakistan. Hartling noted in Geneva in October, "When you look into the evolution of refugee work, you often find yourself caught in a set of borderline situations..."

Of the sticking points, Hartling mentioned, is the fact that humanitarian assistance and development aid can seem the same. While he stressed that UNHCR should not engage in development, Hartling said that, faced with an emergency situation in developing country, "the (High Commissioner must react."

**Recent Developments**

**DRUG CONVICTION BRINGS WARNINGS TO HMONG COMMUNITIES**

A Hmong refugee in Iowa who was convicted of drug charges after he received a package of opium through the mail has been sentenced to probation for two years. He could have been imprisoned for 34 years and subject to a fine of $80,000. In imposing the sentence, the judge warned that, in the future, any refugees or others would be treated "as severely as any other drug importers. In this instance, there may have been a lack of full understanding (of U.S. law), but we cannot have two different standards of justice," he said.

Colleen Shearer of the Iowa Refugee Service Center praised the judge's sensitivity in citing "great cultural differences" in this case. Opium use is common in Southeast Asia, especially among the elderly and for relief of pain. But she said the lenient sentence was clearly a "one-time thing." "We have been warned," she said.

**Confused Situation** The center worked closely on behalf of the convicted refugee and its cooperation during the probation period has been sought. Despite the conviction, Shearer said she is "convinced the man didn't know what he was receiving." He accepted the package from Bangkok addressed to a name not known to him and not even a Hmong name, she added.

"The whole thing is confused," she said. "Was this man victimized or was it an accident? Or is it something more sinister?"

Information about other drug-related convictions of refugees in the U.S. is limited. Shearer indicated. But she had reports of nine arrests in California and seven in Minneapolis. In at least one Minnesota arrest the recipient of a parcel from Thailand allegedly did not know the contents, a source at the International Institute there said. Hmong in the community have become more cautious about accepting packages with no
return address or not addressed to themselves, the source said.

Two sources said that special federal agents have been dispatched, apparently to determine "if there is an scam of some kind," one said. But Bruce Flatin, director of the Office of Refugee Admissions, Processing, and Training of the Bureau for Refugee Programs, said, "There is no organized big-scale traffic that we're aware of."

To stem any potential problems, Flatin indicated that new emphasis will be made in the orientation provided to refugees in camps overseas concerning the illegality of drug use, receipt in the mail, and sale of drugs, and the severity of punishment for convictions.

"(Drug traffic) is not a widespread problem," Flatin said, "but we want no problems."

Kue Chaw of the Hmong National Association of North Carolina echoed this sentiment. "I follow it very closely," he said. "Nothing has come up (here). But (if it does) I will let the government know. It's very important for the Hmong image."

NEW PLACEMENT SITE CHARACTERIZATIONS ISSUED

The American Council of Voluntary Agencies has published a revised list of "impacted" and "sensitive" sites, pertinent to the initial placement of so-called free cases, newly arriving refugees who have no relatives in the U.S. Under the Refugee Assistance Amendments of 1982, as well as under government placement policy, refugees who are free cases are not to be placed in impacted areas, and placement of such cases in sensitive areas is to be limited. Since family reunification limits placement decisions in a significant number of cases, the free cases can be used to ease the burden in areas with heavy concentrations of refugees.

Although neither of the terms "impacted" or "sensitive" has been specifically defined, ACVA's Committee on Migration and Refugee Affairs considered a number of factors in developing the list. National voluntary agencies were asked to canvass their local affiliates concerning the availability of jobs in an area, of affordable housing, public and private social services, medical services, and schools.

Local volag resettlement capabilities and their long-term service strategies, the ethnic composition of the community and its attitudes toward refugees were also to be taken into account, as well as the long-term welfare dependency situation among refugees in the area, and the extent of secondary migration among the existing refugee population.

Government Planned Placement Efforts Sources at the State Department stated that, at the present time, there is no official government list of impacted or sensitive areas and that, until the government list is completed (perhaps in as little as two months), the government will refer to the ACVA list. The federal government however does have a "planned placement" program. Unlike the ACVA list, which indicates where refugees should not be placed, the planned placement program is intended to identify favorable areas where refugees of a given background could be placed. So far, two sites in North Carolina and two others in Arizona are being reviewed for placement of Vietnamese and Cambodian refugees. Low unemployment is the primary factor considered in designating an area as good for placement, but local social service support systems and a favorable community environment are also taken into account, the State Department sources said.

| Impacted: California: San Diego County; Orange County; Long Beach - L.A. County; Sacramento; Fresno; East Bay Area - Oakland; West Bay Area - San Francisco; Stockton; Modesto; Monterey - no determination. St. Paul, Minnesota; Providence, Rhode Island; Gulf Coast, Texas; Dade County, Florida; Arlington and Fairfax Counties, Virginia; Portland, Oregon; Elgin, Illinois. Sensitive: California: Los Angeles County; Santa Clara; San Jose; Sonoma County; Santa Rosa. Hawaii; Denver, Colorado; Washington, D.C.; Prince Georges and Montgomery Counties, Maryland; New Orleans, Louisiana; Chicago, Illinois; Philadelphia, Pennsylvania; Seattle, Washington; Salt Lake City, Utah; Southern Broward County, Florida. |
indicated expectation of a new continuing resolution, possibly only to extend until early next year when the 98th Congress has convened.

The current continuing resolution generally instructs federal agencies to operate at the level of their FY 82 expenditures or of their FY 83 budget request, whichever is lower. According to Frank Sieverts of the Bureau for Refugee Programs, State Department refugee expenditures have been according to its FY 83 request.

Instructions to the Department of Health and Human Services, however, "had a new wrinkle," according to a source at the Office of Refugee Resettlement. It is to proceed at "current operating levels," the October resolution language provides. There are different opinions as to how that phrase should be interpreted, the source said. "States have corresponded," the source said, to suggest that ORR should proceed according to its FY 82 budget. However, ORR has decided to operate at the level of its FY 83 budget request, which, for example takes fully into account the 18-month limitation for eligibility for refugee cash assistance.

CONFERENCE ADDRESSES CENTRAL AMERICAN ISSUES

A conference to "open a dialogue with the government concerning Central American refugees" was held early last month, under the sponsorship of the Arizona Ecumenical Council. According to planning committee Chairman Carl Wallen, the conference addressed the "profound dilemma between Christians, who are called on to feed and clothe strangers, and the government, whose duty it is to carry out the law."

Because of its location on the Mexican border, Wallen suggested, large numbers of individuals from Central America are finding their way to Arizona. In Tucson and Phoenix, in particular, church groups have undertaken relief efforts--providing food, clothing, and shelter--and work with the Immigration and Naturalization Service to have detained individuals released to their care.

At least one Tucson church has publicly offered sanctuary to Salvadorans, who are generally considered illegal aliens, not refugees, under current U.S. policy.

Different Perspectives "We realize we come at (the issue of Central American refugees) from different perspectives," Wallen said. "But it is not a 'government problem' or a 'church problem.' We need to work together."

Panels, in which numerous State Department and INS officials participated, covered such topics as the social, political, and economic causes of migrant flows; the potential impact of pending immigration reform legislation on Central American migrants; the role of the church in Arizona and Central America; and the appropriateness of a sanctuary role for the churches.

Representatives of 14 denominations participate in the AEC. The group plans to prepare a report on the conference with recommendations which will be available in several months.

For further information contact: Janice Nelson, Administrative Assistant, AEC, P.O. Box 1272, Mesa, AZ 85201. (602)962-6595.

RWANDA REFUGEE SITUATION "CONFUSED"

Flows of refugees out of Uganda into Rwanda in East Africa have stopped altogether, according to a State Department official. Beginning in early October, approximately 40,000 entered Rwanda, at the rate of about 1,000 per day. They received assistance from UNICEF and are in the care of the UN High Commissioner for Refugees, Constance Huggins said. Another 4-6,000, however, may still be at the border without UNHCR protection.

The refugees to Rwanda may largely be people of Rwandan origin who fled to Uganda several years ago, to escape strife in their own country. Some had established themselves as successful cattle ranchers, and these "Banya Rwandans" were resented by the local population. The recent mass migration may be related to cattle rustling and retaliation among Rwandans and local Ugandans, but the causes of this "very confused situation" are not clear, Huggins said.

Projects and Programs

"UNIQUE" MATCHING GRANT PROGRAM REVIEWED

The matching grant program is a unique...
resettlement effort which may have potential advantages over other forms of resettlement. These characterizations are contained in a recently completed report for the Office of Refugee Resettlement, prepared by Lewin and Associates. They may also form one basis of current discussions between ORR and voluntary agencies to refine and expand the program.

The program was originated in 1979 as an alternative to federally mandated, state-administered refugee programs. As currently defined, allowable activities parallel those of states' programs—language training, employment counseling and training, cash and medical assistance, and orientation. But participating agencies may choose among the activities, and have considerable flexibility in how they offer them, the Lewin report states.

**Tied to Soviet Admissions** Intended to serve non-Indochinese, non-Cuban refugees, the matching grant program has traditionally been used in the resettlement of large numbers of Soviet refugees and funding levels for the program are tied to projected admissions of refugees from the U.S.S.R. There have been significant declines over the last year in actual admissions of such refugees. However, the number of refugees of other nationalities served by matching grant programs has grown—Ethiopians, Romanians, Armenians, Poles, and others take part in matching-grant subsidized services provided by the six participating voluntary agencies across the country.

**Dollar-for-dollar Match** The federal monies ($10 million in FY 81, $7.5 million in FY 82) are only part of the picture, as they represent dollar-for-dollar matches for cash and in-kind contributions garnered by the private agencies.

Federal grants can be for amounts up to $1,000 per capita, but not all agencies attain this level, and they differ in the relative use of cash versus in-kind services to make the match. The Lewin report concludes that these differences affect the agencies' perception of the matching grant effort—partial-match agencies, in particular, have viewed it more as another source of funds contributing to refugee resettlement rather than as a "program" per se. The report states further that the impact of the program funds on agency operations varies, depending on level of funds available. The Council of Jewish Federations, for example, is able to provide extensive service delivery, whereas others, such as the Tolstoy Foundation and U.S. Catholic Conference affiliates may simply use matching grant fund to enhance reception and placement-related functions.

Such variation among agencies is inherent in the matching grant program and should be tolerated, the report authors suggest. But "there are indications that more explicit expectations, guidance, and standardized requirements may be needed," they conclude.

**Full Alternative** There are divergent views among voluntary agencies and the federal government about whether the matching grant program can be a true alternative to state-operated programs. It may be for some groups in some areas, or for some services, voluntary agency personnel indicate. But most, and especially less-than-full match agencies, have been reluctant to propose the program as a complete substitute for public programs, in particular as medical expenses for refugees could easily exceed the maximum grant amount, they say.

However, "Congress made it clear," states the ORR Report to Congress for FY 81, "that where effective and efficient, the special matching grant program should be continued as an alternative to state-administered programs for domestic assistance to refugees." ORR has recently been considering changes in policy and conditions which might be needed for the program to "realize its potential as an alternate resettlement strategy," Burton Hobson, program analyst at ORR, said.

In addition to discussing ways to cover catastrophic medical expenses, which no volag feels it can do under current program guidelines, ORR is considering having volags undertake to ensure that a refugee participating in the matching grant program not receive public assistance for a specified period of time.

New program guidelines, which ORR hopes to put in place early in the second quarter of FY 83, Hobson said, would represent little change for volags who operate at the full-match level. Others, he suggested may have to consider "if they can go ahead with the program."
Positive Points Advocates point to several positive aspects of the current program. It is another approach to resettlement service provision, and as such can provide a means for some comparison with state programs, one volag source stated. It can be targeted effectively to provide needed services to selected groups of refugees. And, by providing incentives for in-kind contributions, it taps volunteer resources that could be, but generally have not been, tapped by states, Dan Remine of the American Council for Nationalities Service said.

Another claim made about the matching grant program is that it is more effective than state programs in finding employment for refugees and deterring them from public assistance. There are no "hard studies" on this question, sources suggest, though the Lewin report cites a lower dependency rate among refugees at the four sites in its study than those generally cited for welfare utilization nationwide.

If this perception is valid, it may be in part because of the nature of the clientele. The population of refugees served by the matching grant program is described in the Lewin report as more Western than other refugees, more highly educated, and more likely to have job skills which "increase the probability of rapid employment."

Hobson suggested another possible explanation. "If the matching grant program is a better mechanism, permitting quicker adjustment, it may be because of the case management aspects of the program," he said. The assessment, counseling, and follow-up on individual refugees may not be inherent in the matching grant program," he indicated, but are "incidental with it, at least as it is carried out by some agencies."

Reader Exchange

- The Language and Orientation Resource Center hotline, which has provided technical assistance in teaching English as a Second Language and referral and translation service, was discontinued at the end of November. LORC publications are generally available through the ERIC information system or from the Center for Applied Linguistics, 3520 Prospect Street NW, Washington, DC 20007. (202) 298-9292.

- The telephone number of the Lutheran Immigration and Refugee Service hotline was incorrectly listed in Refugee Reports, issue number 23. The correct number is (800) 223 7656.

Resources

TRADITIONAL LAO MUSIC

A cassette of traditional Lao music sung by Khamvong Insixiangmai is available from the Lao Association in Minneapolis, Minnesota. The music featured on the cassette is called Lam Lao, a form of secular music distinct from the court music tradition. The chief activity in this form of music is singing, frequently improvisational and often following elaborate rhyming patterns. In addition to Lao, many phrases are sung in Pali, the sacred language of the Buddhist texts. Called Thinking About the Old Village, the cassette is accompanied by a brochure with English language translation and explanation of the songs.

To order, send $5 plus $1 for postage for each cassette. (Include $1 for the brochure with English translation). Special discounts are available for orders of 10 or more cassettes. For further information contact: Lao Association, Cassette Project, 2817 Harriet Ave. South, Minneapolis MN 55408. (612) 872-6846.

SPANISH-LANGUAGE ECONOMICS PROGRAM

Empresa, a Spanish-language economics program, is intended as an introductory course for employees seeking management positions as well as students who wish to develop a better understanding of the role of private business. The three-part program deals with the concepts of profit, productivity, and competition. The kit contains a guide, course outline question-and-answer materials, and 49 overhead transparencies in Spanish.

The teaching kit is designed for organizations, schools, and community centers which have large Spanish-speaking populations.

The kit costs $50 plus postage and handling. To order or for further information contact: Robert H. Moxley, Project Director, Chamber of Commerce of the U.S., 1615 Street, NW, Washington, DC 20062. (202) 463-5436.
### Applicants for Refugee Status as of September 30, 1982

<table>
<thead>
<tr>
<th>Country of Chargeability</th>
<th>Applicants for FY 82 Filed</th>
<th>Approved</th>
<th>Denied</th>
</tr>
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<tr>
<td>Afghanistan</td>
<td>5,724</td>
<td>3,425</td>
<td>412</td>
</tr>
<tr>
<td>Albania</td>
<td>56</td>
<td>14</td>
<td>6</td>
</tr>
<tr>
<td>Algeria</td>
<td>1</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Angola</td>
<td>117</td>
<td>111</td>
<td>4</td>
</tr>
<tr>
<td>Bangladesh</td>
<td>14</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Bulgaria</td>
<td>283</td>
<td>140</td>
<td>54</td>
</tr>
<tr>
<td>Burma</td>
<td>45</td>
<td>0</td>
<td>23</td>
</tr>
<tr>
<td>Cambodia</td>
<td>9,580</td>
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<td>3,279</td>
</tr>
<tr>
<td>Cameroon</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Chile</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>China</td>
<td>4,675</td>
<td>8</td>
<td>2,235</td>
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<tr>
<td>Cuba</td>
<td>984</td>
<td>580</td>
<td>311</td>
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<td>Czechoslovakia</td>
<td>2,119</td>
<td>811</td>
<td>228</td>
</tr>
<tr>
<td>East Germany</td>
<td>2</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>El Salvador</td>
<td>16</td>
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<td>0</td>
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<tr>
<td>Ethiopia</td>
<td>4,798</td>
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<td>740</td>
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<tr>
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<td>0</td>
<td>1</td>
</tr>
<tr>
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<td>0</td>
</tr>
<tr>
<td>Hong Kong</td>
<td>315</td>
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<td>94</td>
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<tr>
<td>Hungary</td>
<td>1,211</td>
<td>410</td>
<td>302</td>
</tr>
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<td>India</td>
<td>4</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Indonesia</td>
<td>78</td>
<td>0</td>
<td>48</td>
</tr>
<tr>
<td>Iran</td>
<td>474</td>
<td>0</td>
<td>116</td>
</tr>
<tr>
<td>Iraq</td>
<td>4,201</td>
<td>2,025</td>
<td>167</td>
</tr>
<tr>
<td>Israel</td>
<td>82</td>
<td>0</td>
<td>62</td>
</tr>
<tr>
<td>Jordan</td>
<td>2</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Laos</td>
<td>4,770</td>
<td>3,616</td>
<td>1,159</td>
</tr>
<tr>
<td>Lebanon</td>
<td>15</td>
<td>0</td>
<td>6</td>
</tr>
<tr>
<td>Lesotho</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Liberia</td>
<td>5</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Libya</td>
<td>13</td>
<td>0</td>
<td>10</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>94,769</strong></td>
<td><strong>61,527</strong></td>
<td><strong>14,943</strong></td>
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Source: Immigration and Naturalization Service

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**Editorial comments and inquiries should be sent to:** Editor, *Refugee Reports*, 815 Fifteenth Street NW, Suite 610, Washington, DC 20005. All communications regarding subscriptions should be addressed to: Refugee Reports Subscriptions, 20 West 40th Street, New York, NY 10018.

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Editor: Rosemary E. Tripp • Writer: Joseph Cerquone • Editorial Assistant: Lynette M. Couto

IN THIS ISSUE:

A special issue of statistics—tables, graphs, and graphics representing trends in refugee resettlement and status around the world.

Reminder: there will be no issue on December 31. Biweekly issues resume January 14, 1983!

REFUGEE ARRIVALS TO THE U.S.

<table>
<thead>
<tr>
<th>Area</th>
<th>FY 75</th>
<th>FY 76</th>
<th>FY 77</th>
<th>FY 78</th>
<th>FY 79</th>
<th>FY 80</th>
<th>FY 81</th>
<th>FY 82</th>
<th>Ceiling</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>955</td>
<td>2,119</td>
<td>3,356</td>
<td>(3,000)</td>
</tr>
<tr>
<td>Asia</td>
<td>135,000</td>
<td>15,000</td>
<td>7,000</td>
<td>20,574</td>
<td>76,521</td>
<td>163,799</td>
<td>131,139</td>
<td>73,522</td>
<td>(64,000)</td>
</tr>
<tr>
<td>Soviet Union</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2,245</td>
<td>3,393</td>
<td>5,025</td>
<td>6,704</td>
</tr>
<tr>
<td>Latin America</td>
<td>3,000</td>
<td>3,000</td>
<td>3,000</td>
<td>3,000</td>
<td>7,000</td>
<td>6,662</td>
<td>2,017</td>
<td>579</td>
<td>(2,000)</td>
</tr>
<tr>
<td>Near East</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2,321</td>
<td>3,829</td>
<td>6,304</td>
<td>(6,000)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>146,000*</td>
<td>27,000**</td>
<td>19,946</td>
<td>36,507</td>
<td>111,363</td>
<td>207,116</td>
<td>159,252</td>
<td>97,297</td>
<td>(90,000)</td>
</tr>
</tbody>
</table>

* Includes 8,000 refugees from the Soviet Union, Eastern Europe, and the Near East. No geographic breakdown available.

** Includes 9,000 refugees from the Soviet Union, Eastern Europe, and the Near East. No geographic breakdown available.

Source: Bureau for Refugee Programs, November 16, 1982
The scheme, left, represents the stages in processing for an individual/case, seeking admission to the U.S. as a refugee from Southeast Asia. In general, the same procedure applies to refugee applicants worldwide. Although this scheme follows applicants processed directly from countries of first asylum (see bottom half), a voluntary agency spokesperson indicated that the majority of refugees are now processed from centers in Thailand and the Philippines (RPCs) where they stay prior to departure to the U.S. to receive language training and cultural orientation.

**EAO:** Ethnic Affairs Officer (attached to U.S. Embassy)

**RDC:** Refugee Data Center of the Committee on Migration and Refugee Affairs assists in the allocation of cases to voluntary agencies, which, in turn, locate sponsors

**ICM:** Intergovernmental Committee for Migration
SOUTHEAST ASIAN REFUGEE CAMP POPULATIONS BY ETHNIC GROUP
AS OF SEPTEMBER 30, 1982

<table>
<thead>
<tr>
<th>Country</th>
<th>Camp</th>
<th>Lao</th>
<th>Highland</th>
<th>Khmer</th>
<th>Vietnamese</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thailand</td>
<td>Ban Kaeng</td>
<td>443</td>
<td>5,408</td>
<td>17,470</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Chiang Khong*</td>
<td>29</td>
<td>109</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Ban Nam Yao</td>
<td></td>
<td>11,612</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Sop Thuang</td>
<td></td>
<td>3,765</td>
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<tr>
<td></td>
<td>Ban Vinais</td>
<td>914</td>
<td>32,683</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Nong Khai*</td>
<td>974</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Ubon</td>
<td>9,867</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Kab Cherno</td>
<td>858</td>
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<tr>
<td></td>
<td>Phanat Nihom</td>
<td>2,224</td>
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<td>8,845</td>
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<td></td>
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<td>32,468</td>
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<td></td>
<td>Kamput</td>
<td>16,971</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Nakhon Pham</td>
<td>12,186</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Songkhla*</td>
<td></td>
<td>75</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Transit Centers</td>
<td>133</td>
<td>276</td>
<td>2,360</td>
<td>128</td>
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<td></td>
<td>Sikiln</td>
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<td>6,975</td>
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</tr>
<tr>
<td></td>
<td>***</td>
<td>26,770</td>
<td>54,824</td>
<td>78,972</td>
<td>7,882</td>
<td></td>
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<tr>
<td>Malaysia</td>
<td>Pulau Bidong</td>
<td>3,333</td>
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<td>KL Transit</td>
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<tr>
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<td>7,155</td>
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<table>
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<th>Camp</th>
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<td></td>
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<td>GRAND TOTAL</td>
<td></td>
<td>26,903</td>
<td>54,824</td>
<td>84,380</td>
<td>51,350</td>
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* Refugee camps scheduled to be or in process of being closed

In addition to the camp populations listed, there are now approximately 2,500 Vietnamese land refugees in NW-82 and other border encampments. These Vietnamese have not been granted asylum by the Royal Thai Government.
INDOCHINESE REFUGEE DEPARTURES TO THIRD COUNTRIES FOR RESETTLEMENT
APRIL 1975-SEPTEMBER 1972

<table>
<thead>
<tr>
<th>Country</th>
<th>Number</th>
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<td>Belgium</td>
<td>69,643</td>
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<td>Canada</td>
<td>87,477</td>
</tr>
<tr>
<td>China</td>
<td>265,771</td>
</tr>
<tr>
<td>Denmark</td>
<td>2,716</td>
</tr>
<tr>
<td>France</td>
<td>91,272</td>
</tr>
<tr>
<td>Federal Republic of Germany</td>
<td>23,325</td>
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<tr>
<td>Italy</td>
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<td>Netherlands</td>
<td>5,119</td>
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<td>New Zealand</td>
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<td>Norway</td>
<td>3,518</td>
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<tr>
<td>Sweden</td>
<td>3,085</td>
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<td>Switzerland</td>
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<td>United Kingdom</td>
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</tr>
<tr>
<td>United States</td>
<td>622,031</td>
</tr>
<tr>
<td>Other*</td>
<td>18,692</td>
</tr>
</tbody>
</table>

Source: Bureau for Refugee Programs/DOS

* Other countries participating in resettlement
  Algeria, Argentina, Austria, Bangladesh, Bermuda, Brazil, Cameroon, Central African Republic, Comores Islands, Costa Rica, Denmark, Ecuador, Finland, Gabon, Greece, Guam, Hong Kong, Iceland, India, Indonesia, Iran, Ireland, Israel, Ivory Coast, Japan, Kenya, Laos, Luxembourg, Macao, Malaysia, Martinique, New Caledonia, New Hebrides, Pakistan, Panama, Paraguay, Peru, Philippines, Senegal, Singapore, Spain, Tahiti, Thailand, Taiwan, Vietnam, Korea.

Source: ICM provisional report, September 23, 1982
COSTS FOR REFUGEES AND CUBAN/HAITIAN ENTRANTS
Summary Charts ($ in millions)

According to an October report to Congress by U.S. Coordinator for Refugee Affairs, 25 federal organizations used an estimated $2.238 billion in FY 81 and $2.315 billion in FY 82 for refugee and entrant programs. The table below summarizes those expenditures. Two offices—the Bureau for Refugee Programs in the Department of State (BRP/DOS) and the Office of Refugee Resettlement in the Department of Health and Human Services (ORR/HHS) spent approximately 64 percent of all federal expenditures over the two fiscal years, the report states. Because some programs do not record expenditures by refugee/entrant, about one-third of the costs indicated were based on estimations of refugee/entrant usage. Note only Parts B and C separate out expenditures for refugees and those for entrants.

### A) By Cost Category

#### Category I (Resettlement)
Costs of assistance for resettlement of refugees and Cuban/Haitian entrants within the U.S. or abroad. Includes BRP/DOS Refugee Admissions to U.S.; ORR/HHS Cuban/Haitian Reception, Processing, and Care (transferred in May 1982 to INS)

<table>
<thead>
<tr>
<th>Category</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>BRP/DOS</td>
<td>$229.1</td>
<td>$159.5</td>
</tr>
<tr>
<td>ORR/HHS</td>
<td>145.2</td>
<td>92</td>
</tr>
<tr>
<td><strong>Category I - TOTAL</strong></td>
<td><strong>$374.3</strong></td>
<td><strong>$251.5</strong></td>
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</tbody>
</table>

#### Category II (International Assistance)
The costs of United States contributions to foreign governments, international organizations, or other agencies which are attributable to assistance for refugees and Cuban/Haitian entrants.

<table>
<thead>
<tr>
<th>Category</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>BRP/DOS</td>
<td>262</td>
<td>242.9</td>
</tr>
<tr>
<td>Other DOS</td>
<td>4.6</td>
<td>4.8</td>
</tr>
<tr>
<td>AID</td>
<td>90.7</td>
<td>69.7</td>
</tr>
<tr>
<td>Peace Corps</td>
<td>75.2</td>
<td>73.5</td>
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<tr>
<td><strong>Category II - TOTAL</strong></td>
<td><strong>357.4</strong></td>
<td><strong>386.1</strong></td>
</tr>
</tbody>
</table>

#### Category III (Domestic Assistance)
Includes federal, state, and local efforts to assist and provide for refugees and entrants; refugee cash and medical assistance, social services, education assistance, AFDC, Food Stamps, etc.

<table>
<thead>
<tr>
<th>Category</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>ORR/HHS</td>
<td>640.2</td>
<td>667</td>
</tr>
<tr>
<td>Other HHS (APW, Medicaid, Title XX, etc.)</td>
<td>267.3</td>
<td>328.9</td>
</tr>
<tr>
<td>Dept. of Agriculture</td>
<td>151.9</td>
<td>216.4</td>
</tr>
<tr>
<td>Dept. of Education</td>
<td>30</td>
<td>-</td>
</tr>
<tr>
<td>Dept. of Labor</td>
<td>23.2</td>
<td>20.7</td>
</tr>
<tr>
<td>Dept. of Housing &amp; Urban Development</td>
<td>11.2</td>
<td>14.1</td>
</tr>
<tr>
<td>Dept. of Justice</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>AOA</td>
<td>1.2</td>
<td>1.2</td>
</tr>
<tr>
<td>State/Local cash, medical, and education</td>
<td>251.3</td>
<td>294.7</td>
</tr>
<tr>
<td><strong>Category III - TOTAL</strong></td>
<td><strong>1,386.4</strong></td>
<td><strong>1,541.3</strong></td>
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</tbody>
</table>

#### Category IV (Administration)
Administrative and operating expenses of Federal, state and local governments that are attributable to programs of assistance or services in Categories I, II, III.

<table>
<thead>
<tr>
<th>Category</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>INS/DOJ</td>
<td>57.7</td>
<td>70.7</td>
</tr>
<tr>
<td>Other DOJ (FBI, Bureau of Prisons, Criminal division)</td>
<td>5.6</td>
<td>10</td>
</tr>
<tr>
<td>ICE</td>
<td>6.0</td>
<td>7.4</td>
</tr>
<tr>
<td>Coordinator for Refugee Affairs</td>
<td>.8</td>
<td>.8</td>
</tr>
<tr>
<td>State/Local</td>
<td>5.1</td>
<td>12.0</td>
</tr>
<tr>
<td><strong>Category IV - TOTAL</strong></td>
<td><strong>60.8</strong></td>
<td><strong>84.6</strong></td>
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</table>

**TOTAL** | **$2,238.1** | **$2,315.8**

### B) By Refugees and Cuban/Haitian Entrants

#### Federal

<table>
<thead>
<tr>
<th>Program</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal International Relief</td>
<td>$382.4</td>
<td>$350.0</td>
</tr>
<tr>
<td>Federal Admissions, Resettlement and Domestic Assistance</td>
<td>1,359.9</td>
<td>1,276.7</td>
</tr>
<tr>
<td>State and Local Governments</td>
<td>234.2</td>
<td>293.5</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$1,877.5</strong></td>
<td><strong>$1,830.2</strong></td>
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</tbody>
</table>

#### Cuban/Haitian Entrants

<table>
<thead>
<tr>
<th>Program</th>
<th>FY 1981</th>
<th>FY 1982</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal Processing, Care and Domestic Assistance</td>
<td>403.4</td>
<td>382.4</td>
</tr>
<tr>
<td>State and Local Governments</td>
<td>22.2</td>
<td>23.2</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$425.6</strong></td>
<td><strong>$405.6</strong></td>
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</tbody>
</table>

**TOTAL** | **$2,238.1** | **$2,315.8**

### C) By Federal and State/local Costs

<table>
<thead>
<tr>
<th>Program</th>
<th>Federal</th>
<th>State/local</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugees</td>
<td>$1,578.3</td>
<td>$1,626.7</td>
</tr>
<tr>
<td>Cuban/Haitian Entrants</td>
<td>403.4</td>
<td>397.4</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$1,981.7</strong></td>
<td><strong>$2,024.1</strong></td>
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</table>

<table>
<thead>
<tr>
<th>Program</th>
<th>Federal</th>
<th>State/local</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugees</td>
<td>234.2</td>
<td>283.5</td>
</tr>
<tr>
<td>Cuban/Haitian Entrants</td>
<td>22.2</td>
<td>23.2</td>
</tr>
<tr>
<td><strong>Subtotal</strong></td>
<td><strong>$256.4</strong></td>
<td><strong>$306.7</strong></td>
</tr>
</tbody>
</table>

**TOTAL** | **$2,238.1** | **$2,315.8**

Digitized from Best Copy Available
## SELECTED REFUGEE POPULATIONS OR FY 82 ARRIVAL DESTINATIONS BY STATE

### Southeast Asian Cumulative 1975-September 30, 1982

<table>
<thead>
<tr>
<th></th>
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<th></th>
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</thead>
<tbody>
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<td>South Dakota</td>
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<tr>
<td>Tennessee</td>
<td>4,129</td>
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<td>99</td>
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<td>Texas</td>
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<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Puerto Rico</td>
<td>9</td>
<td>0</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>619,834</td>
<td>13,766</td>
<td>3,363</td>
<td>6,371</td>
</tr>
</tbody>
</table>

* Adjusted for secondary migration through September 30, 1982

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*Statistics for European cases are not firm. Include Soviet refugees.

**Statistics for Latin American cases are not available.

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Source: Office of Refugee Resettlement, FY 82

Source: Refugee Data Center
State refugee population estimates are based generally on information about an arriving refugees' intended initial destination. Adjustments are made by the Office of Refugee Resettlement to the Southeast Asian refugee counts to account for secondary migration. These have made use of information from the annual alien registration program of the Immigration and Naturalization Service (no longer a mandatory program), and, more recently, data collected by the U.S. Department of Education in May 1982 on the numbers of Southeast Asian children enrolled in schools.

ORR considers substantial net in-migration to California, a smaller but substantial in-migration to Texas, and net changes of no more than 1,000 refugees yearly for any other state to be "the historical pattern of Southeast Asian secondary migration," according to its 1982 Report to Congress.

<table>
<thead>
<tr>
<th>Estimated Ethnic Distribution of Southeast Asian Refugees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Approximate Percent Number</td>
</tr>
<tr>
<td>Vietnamese: 67 415,400</td>
</tr>
<tr>
<td>Laos: 20 124,000</td>
</tr>
<tr>
<td>(Highland: 53,320)</td>
</tr>
<tr>
<td>(Lowland: 70,680)</td>
</tr>
<tr>
<td>Cambodian: 13 80,600</td>
</tr>
<tr>
<td>T O T A L 100 620,000</td>
</tr>
</tbody>
</table>

*Based on approximate total population as of September 30, 1982: 620,000

Source: Office of Refugee Resettlement, unpublished information
## Refugee Totals

<table>
<thead>
<tr>
<th>Region</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Africa</td>
<td>2,251,600</td>
</tr>
<tr>
<td>Asia</td>
<td>954,700</td>
</tr>
<tr>
<td>Europe</td>
<td>613,200</td>
</tr>
<tr>
<td>Latin America</td>
<td>388,700</td>
</tr>
<tr>
<td>Middle East</td>
<td>4,637,200</td>
</tr>
<tr>
<td>North America</td>
<td>1,187,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>10,032,400</strong></td>
</tr>
</tbody>
</table>

## The Most Significant Refugee Situations

- 2.6 million from Afghanistan, in Pakistan
- 1.9 million Palestinians, in six areas
- 700,000 from Ethiopia, in Somalia
- 350,000 from Ethiopia, in Sudan
- 250,000 from El Salvador, in six countries
- 235,000 from Vietnam, Cambodia, and Laos, in many areas

Source: World Refugee Survey 1982

Differences in reported numbers of refugees worldwide arise from a number of sources. The 10 million figure, for example, cited in the World Refugee Survey 1982 includes approximately 2.5 million who are settled, but who, for a variety of reasons, are still reported as refugees. The figure 7.5 million used by the U.S. State Department in its country report submitted to Congress in September 1982 represents an estimate, it states, of the number of refugees still in need of some form of protection and/or relief by the international community. The question of when a person ceases to be a refugee, then, presents a problem in gathering and reporting statistics. Counts may include estimates of displaced persons—people who fled their homes because of civil war or disturbance but have not crossed national borders, but these are not reflected by the Survey or State as refugees.

Two other causes of variations among estimates are identified by Charles Keely in his report: Global Refugee Policy: The Case for a Development-Oriented Strategy. The basis of the estimate—whether it is the "sending" country or the "receiving" country or the caseload of international agencies—well as the "obviously fluid nature of the refugee phenomenon itself" can affect both the reported totals and reported distributions within the totals.

Observers suggest, however, that, despite estimation problems, data allow some notion as to the scope of the refugee problem, as well as an idea of the distribution of refugees around the world.

For example, Keely observes that within the developing world, "the poorest countries also bear a disproportionate burden."