

# Indochinese Refugee Reports

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## GENEVA MEETING ADDRESSES REFUGEE CRISIS

On July 20, United Nations Secretary General Kurt Waldheim convened a two-day meeting on Indochinese refugees saying that the delegates of some 60-odd nations had gathered in Geneva to "seek concrete ways of alleviating a crisis where the results will literally involve the life or death of thousands upon thousands of human beings." Although the meeting was held to address humanitarian rather than political aspects of the refugee crisis, delegation heads spoke openly of the need for Vietnam to cease forced expulsion of ethnic Vietnamese of Chinese origin. The meeting dealt largely with the plight of "boat people" escaping from Vietnam. The issue of overland refugees fleeing Laos and Cambodia will be discussed at a future meeting of the UN Security Council.

There was optimism prior to the conference that increased resettlement offers would enable the UN to empty Southeast Asian camps of all refugees within the next six months. Although pledges for some 266,000 refugees were received, this remains below the estimated 375,000 now in camps throughout the region. Most of the pledges were for phased resettlement programs, and only one-fifth of the total did not exist prior to the meeting. In spite of this, most Southeast Asian countries of first asylum have reacted favorably to the overall results of the meeting.

During the consultations in Geneva, Vietnam and the U.S. delegation "agreed in principle" on a plan for the imple-

mentation of the family reunification program previously agreed upon by Vietnam and the United Nations High Commissioner for Refugees in May. If details can be worked out to the satisfaction of both sides, the U.S. may soon send consular officials to Saigon to begin processing applications for entry to the U.S. of those people whose relatives have filed a request seeking permission for them to come. Because the U.S. does not recognize Vietnam, American officials in Bangkok currently process applications and forward them to the French Embassy in Vietnam. The procedure is cumbersome, and it is hoped that the presence of U.S. consular officials in Vietnam would speed the departure of thousands who have relatives abroad.

Secretary General Waldheim closed the meeting with an announcement that stirred immediate controversy: "The government of the Socialist Republic of Vietnam has authorized me to inform you that, for a reasonable period of time, it will make every effort to stop illegal departures." Some delegates protested that this constitutes a clear violation of the United Nations charter declaration on the fundamental right to choose place of residence and to travel about freely. Other delegates were outraged that Vietnam would label "illegal" departures it clearly has encouraged, and in many cases, compelled. The Vietnamese delegation chief, Deputy Foreign Minister Phan Hien, declined to say what constitutes a "reasonable period" except that its determination will be "elastic and pragmatic."

In response to calls for an "orderly flow" of refugees from that country, Vietnam proposed the establishment of processing centers within its territory for those wishing to leave. Fears were expressed widely that such processing centers could easily become concentration camps where citizens wishing to leave would be held against their will. An official reached in Ambassador Dick Clark's office said

that the U.S. does not support this proposal, believing that implementation of the family reunification program will be more fruitful in the long run.

#### U.S. Proposals

The White House appointed twenty delegates to represent the U.S. at Geneva. They included members of Congress (Representatives Holtzman, Fish, Solarz, Wolff and McClory), religious leaders and others involved in resettlement. Senators who could not attend sent staff representatives. Some 120 staff advisers accompanied the delegates, who consulted with the delegations of other countries in informal sessions. The U.S. team met with the Vietnamese delegation several times.

Vice President Mondale, who headed the U.S. delegation, told the meeting that "expulsion must be replaced by a policy which enables those who wish to leave their homes to do so -- but in safety, and by choice and in an orderly manner." Mondale presented several proposals for U.S. involvement in worldwide efforts to resolve the refugee crisis. Some of the measures announced were:

- That President Carter has requested Congress to double the U.S. contribution to the office of the United Nations High Commissioner for Refugees to \$105 million. (The UNHCR is responsible for the maintenance of Southeast Asian camps.)

- That President Carter has authorized four ships of the Military Sealift Command to be dispatched to the South China Sea to take refugees from camps to processing centers and "elsewhere" and to assist refugees at sea. Ships of the Seventh Fleet have been instructed to alter their courses as necessary to place themselves in areas where refugees might be found. Carter also ordered long-range air patrols to find and seek help for boats in trouble.

- That the U.S. proposes the establish-

ment of a network of transit camps in Southeast Asia and pledges \$20 million in U.S. contributions.

- That an International Resettlement Fund be established, to be used by developing countries not now able to participate in resettling refugees. Mondale pledged that the U.S. will contribute \$20 million in the fund's first year if other countries contribute \$180 million, creating a \$200 million fund.

- That the U.S. will send Peace Corps volunteers to offer service in the camps.

#### Participation By Other Countries

France, which to date has resettled 63,000 refugees, pledged to resettle 22,600 more over the next year. It was the French delegation that proposed a six-month moratorium on refugee departures, a request that apparently led Vietnam to promise to halt "illegal" departures. Observers noted that while the French proposal was praised, if reprisals are mounted against refugees who wish to leave, the opposite effect desired will clearly have resulted from the proposal.

Japan pledged to offer continued asylum to refugees, but did not promise permanent resettlement. It announced a previous pledge to pay 50% of the UNHCR camp costs in Southeast Asia. Australia promised to resettle 14,000 over the next year, and Canada, which has resettled 15,000 to date, announced a previous pledge to resettle 36,000 by the end of this year. West Germany had previously resettled only 3,100 refugees and pledged to resettle 10,000 more. Claiming to have resettled 230,000 refugees, China pledged to resettle 10,000 more, and England pledged the same. Several smaller countries that have already resettled some numbers pledged to resettle from one to two thousand more, including Sweden, Belgium, Norway and Taiwan.

Secretary General Waldheim described as "a major breakthrough" the donation by the Philippines of an island which can hold up to 50,000 refugees awaiting resettlement. He also announced that work will start soon on the Galang Island offered earlier by Indonesia, a site which will hold approximately 10,000 refugees. Waldheim asserted that "the availability of these facilities can make a direct and important contribution to reducing the dangers now surrounding the exodus of refugees."

#### Role Of The UNHCR

Much of the work of the Geneva meeting must now be implemented by the office of the UN High Commissioner for Refugees. Noting that pledges to his office totalled \$160 million in cash and kind, UNHCR Poul Hartling nevertheless stressed that some of those pledges would be subject to parliamentary approval in the various countries. Hartling also announced that his office is preparing a technical plan to expedite refugee movement to countries of resettlement. He has called for a working meeting of the countries who made resettlement offers to plan the details of implementing resettlement.

In concluding remarks, Hartling spoke of the program of orderly departure agreed upon earlier with Vietnam and reaffirmed that "such movements should in no way detract from the priority of those in the camps in Southeast Asia."

Hartling announced that he will report to the General Assembly on his follow-up efforts in November. "Within these four months, much must be achieved," he concluded.

#### SECRETARY VANCE UPDATES SENATE JUDICIARY COMMITTEE ON GENEVA MEETING

Secretary of State Cyrus Vance told the Senate Judiciary Committee on Thursday, July 26 that the refugee situation "remains explosive, the suffering remains acute.

The next months and weeks will be critical." Vance appeared before the committee to report on the results of the Geneva meeting, and was accompanied by Ambassador Dick Clark and Robert Oakley, Deputy Secretary for East Asian and Pacific Affairs. Stating that new estimates indicate that there may be 375,000 refugees in Southeast Asian camps, Vance reported that Vietnam's agreement for orderly departure should be taken with some caution. "At this point, we do not know how they plan to implement orderly departure, nor do we know to what extent they will implement the program of family reunification agreed upon with the UNHCR."

After outlining the major U.S. proposals presented at the Geneva meeting, Vance fielded questions from committee members. In response to a question from Senator Kennedy concerning the number of refugees who have died in the last few months while trying to escape, Vance responded, "I can tell you without any hesitation that it is in the tens of tens of thousands." Asked by Kennedy whether he thought the crisis is now receding, Vance stated, "I think it unwise and premature to assume that the crisis has receded or is going to disappear." Vance noted that some slackening in the exodus in recent weeks coincides with monsoon weather and is probably not due entirely to Vietnamese restraint in expelling refugees.

Senator Kennedy raised some eyebrows in the hearing room when he vigorously pursued the topic of recognition of Vietnam, leaving the impression that the Carter administration has not given enough consideration to this issue. Responding to a direct question about whether or not the administration favors recognition of Vietnam, Vance spoke at length about the difficulties experienced since efforts began several years ago to pursue normalization: Vietnam's demand that an exchange of ambassadors be tied to extensive U.S. aid; the invasion of Cambodia; and the refugee crisis itself. Vance stated unequivocally that there is no way to move forward given the circumstances. Kennedy then asked if Vance

could state what conditions the administration feels would be necessary for normalization, and Vance replied that he could not. When asked whether sending consular officials to Vietnam to process family reunification applications might lay the foundation for relations or whether this was even an issue, Vance gave an equivocal answer. Kennedy then asked whether the administration had considered the influence that the U.S. might gain in dealing with the refugee crisis if it recognized Vietnam. Vance stated firmly, "We have continued our dialogue with the Vietnamese despite the fact that there has been no progress with respect to normalization in recent months." Vance also noted that other countries that have relations with Vietnam have tried to use their influence to no avail, including the French.

Secretary Vance told the committee that the U.S. could send consular officials to Vietnam "in a matter of days" to begin processing family reunification petitions once Vietnam formally agrees to receive the officials. Vietnam had "agreed in principle" to such an arrangement during the Geneva meeting, but details have not yet been worked out between the two governments.

The apparently imminent possibility of famine in Cambodia, which would drive additional refugees into Thailand, was discussed at the hearing. Vance agreed that the danger is a grave one, and said that the problem is compounded by the presence of competing forces in the country, a factor which has upset normal planting and harvesting cycles. Vance stated, "Without a political solution, the competition and resultant bloodshed will continue in the future." He also noted that this topic was a major subject at the ASEAN conference held in Bali in July and that the U.S. is continuing talks with the Soviets, Chinese and Vietnamese and with the international community. "We hope that out of consultations will come ideas for a political conference to offer political solutions to this problem." Kennedy questioned Vance about what the U.S. is doing to avert famine. Ambassador

Clark took the question and explained that the U.S. is working with international nonpolitical groups (the International Committee of the Red Cross, the Swedish Red Cross and others) to get food aid to the country. Dealing with the Vietnamese government faction in Cambodia, none of the groups have had any success in getting permission to supply aid, partly because of the Samrin regime's fear that aid might be distributed among Pol Pot supporters. Robert Oakley pointed out that the U.S. is forbidden to supply aid directly to Cambodia and is working through Thailand.

After Secretary Vance left the hearing, Ambassador Clark answered specific questions about the Geneva conference, stating that Southeast Asian countries of first asylum are responding "very positively" to its results. After outlining the new pledges for resettlement, Clark told Kennedy, in response to a question, that Taiwan has resettled very few refugees because of security concerns and an overcrowded island. Kennedy asked for an update on the Malaysian situation, and Clark stated that he continues to consult with the prime minister of that country to encourage him to continue to offer asylum to refugees. Oakley remarked that there are political statements and political practices in Southeast Asia and that the two often conflict. He noted that Malaysian camp populations have continued to increase.

The hearing, lasting an hour and a half, concluded with Kennedy exhorting Clark to continue efforts to engage Taiwan in increased involvement in resettlement.

Secretary Vance gave similar testimony before the House Judiciary Subcommittee on Immigration, Refugees and International Law on July 31.

## Recent Developments

### FY'79 SUPPLEMENTAL APPROPRIATIONS BILL SIGNED INTO LAW

H.R. 4289, FY'79 supplemental ap-

propriations for Departments of State and HEW, became P.L. 96-38 when President Carter signed the bill on July 25. The House agreed to the conference report on the bill (Senate Report #96-224) on July 17, and the Senate passed the report on July 20.

Under the supplemental appropriation, \$51.7 million is appropriated to HEW for assistance to Indochinese refugees. The Department of State receives \$108.9 million for refugee and migration assistance and \$17.2 million for its emergency fund.

For copies of P.L. 96-38, send a self-addressed label to Senate Document Room, U.S. Capitol, S-325, Washington, D.C. 20510.

### HEW FY'80 APPROPRIATIONS

On August 1, a House-Senate conference report (House Report 96-400) was filed on H.R. 4389, which makes appropriations for the Departments of Labor and HEW for FY'80. The House agreed to the report on August 2. There was some possibility at the time of writing that the Senate might act on the conference report to H.R. 4389 before recessing until September 5. If it agrees to the report, the bill will be referred to the President for signature.

By amendment, the conference report raised appropriations for refugee assistance from the \$23.5 million proposed by the House to the Senate's suggested level of \$91.5 million. This includes funding for Soviet and Cuban refugees. No funding was appropriated for the Indochinese refugee program due to a lack of authorizing legislation beyond September 30, 1979. Upon passage of the Refugee Act or an extension of the Indochinese Refugee Assistance Program, funding would be appropriated for Indochinese refugee assistance in a supplemental request.

In Senate consideration of the bill, an amendment by Senator Javits (R-N.Y.) to appropriate \$10 million for adult education programs for Indochinese and Soviet refugees and other immigrants was adopted. The conference report on the

bill cut the fund in half, with \$2.5 million going to adult education programs for Indochinese refugees.

FY'80 APPROPRIATIONS  
DEPARTMENT OF STATE

On August 2, both the Senate and the House agreed to the conference report on H.R. 3363, a bill authorizing appropriations for the Department of State for fiscal years 1980 and 1981.

The House began consideration of H.R. 4473, FY'80 Foreign Assistance and Related Programs Appropriations, on July 19. The Department of State originally requested \$223 million for migration and refugee assistance. The House Subcommittee on Foreign Operations favorably reported the bill on June 10, with an appropriation of \$248.9 million for migration and refugee assistance (Report #96-273). Of this amount, \$138.8 million is earmarked for assistance to Indochinese refugees: \$41.5 million for the U.S. contribution to the Office of the United Nations High Commissioner for Refugees, which provides care and maintenance of refugees abroad, and \$97.3 million for transportation of refugees to the United States and initial resettlement grants to volags. \$20 million was also appropriated for the Emergency Fund. The bill is scheduled for final action on September 5, when the House returns from its August recess. It will then go to the Senate Appropriations Subcommittee on Foreign Operations.

Following the Geneva meeting on refugees, the Department of State submitted a 1980 supplemental request of \$207.2 million dollars. Authorization for the supplemental is contained in H.R. 4955. On July 27, the House Committee on Foreign Affairs ordered H.R. 4955 to be favorably reported, authorizing the \$207.2 million request for FY'80 and \$203.6 million for FY'81 for migration and refugee assistance.

The additional request for FY'80

will be considered as an amendment to H.R. 4473. The House will also have to vote on the authorizing legislation for the amended appropriations request.

The request for an additional \$207.2 million primarily covers Indochinese refugees. It reflects an additional request of \$84 million for the office of the United Nations High Commissioner for Refugees; \$105 million for selection and documentation, transportation, reception and placement grants, and other costs involved in refugee resettlement in the U.S.; \$17 million to reimburse the Department of Defense for rescue of refugees at sea; and \$1.2 million for administrative costs.

ADDITIONAL REFUGEES BEGIN  
ARRIVING IN U.S.

*newly*  
The U.S. has apparently stepped up its drive to bring 14,000 refugees a month into the U.S. According to a Washington Post report, 4,082 refugees will be flown here from Kuala Lumpur during the week of July 27 - August 3. An official of the Intergovernmental Committee for European Migration (ICEM) in New York could not confirm that exact figure, but did say that refugees are now arriving at a faster rate than in previous months. ICEM is responsible for transporting refugees from countries of first asylum to countries of permanent resettlement. Although figures are only available for two-week periods, the ICEM official did say that on one day within the final week of July, 400 refugees were arriving at Travis Air Force Base and several other planes with large numbers of refugees were arriving at other destinations in the U.S. on the same day.

An official reached in Ambassador Dick Clark's office said that an attorney general parole order was not needed to bring in the additional refugees, because the 7,000 a month quota has not been reached for several months. The new refugees are coming in under the existing parole authority.

SEA RESCUES START *note*

Since President Carter's announcement that ships of the Military Sealift Command have been authorized to pick up refugees at sea, at least eighty-four persons have been rescued. One was a 16-year old boy found floating on a piece of wood, the only person to have survived a boat that sank. He had been in the water for three days.

U.S. ships have been instructed to take refugees to their next scheduled port of call, after notifying the U.S. ambassador in that country of the intent to deliver refugees. All refugees picked up at sea are to be resettled in the U.S., and this guarantee is given prior to disembarking the refugees.

In similar rescue missions, three Italian ships picked up 700 refugees in the South China Sea on July 31. All will be taken to Italy. On July 27, a Norwegian freighter rescued 250 refugees, all of whom will resettle in Norway.

UN Secretary General Kurt Waldheim told the Geneva meeting on July 21 that the United Nations is assuming leadership in organizing an international cooperative effort of sea rescues.

FUNDING OF CHILDREN'S EDUCATION PROGRAM CONSIDERED *funding*

In floor debate on H.R. 4389, FY'80 HEW appropriations, Senator Boschwitz (R-Minnesota) stated that he had intended to seek funding for the Indochina Refugee Children Assistance Act through an amendment to the FY'80 budget. He announced his intention to seek funding instead through an additional FY'79 or FY'80 supplemental appropriation, requesting that the administration supply additional information on the amount of funds needed.

Boschwitz noted that the financial burden of educating Indochinese refugee children now rests entirely on the states.

He said however, that "although it is clear that there is a need for funds, I think it best to proceed by first asking the Department of HEW and the Office of Management and Budget to provide us with information as to how much money is actually needed to educate these children."

*note* DO AMERICANS FAVOR OR DISFAVOR INCREASED NUMBERS OF REFUGEES?

Shortly after President Carter announced that the U.S. would double the monthly quota of refugees entering the U.S. to 14,000 a month, a New York Times/CBS opinion poll showed that 62% of adult men and women across the country do not approve of this decision, 34% approve and only 4% do not have an opinion. The same sample was asked, "If some of the refugees settled near where you live, do you think they would be welcomed or not welcomed?" Ironically, 60% said that the refugees would be welcomed, 31% said they would not be welcomed and 9% did not know. A possible explanation for the two different responses is that 14,000 sounds like a large number of people. However, when citizens think of individual persons in need coming to their communities, they respond with compassion.

The sample of 1,192 persons was taken by a computer selection of telephone exchanges throughout the country. The theoretical sampling error of such a group is  $\pm 3\%$ .

## Resource Exchange

## Statistical Reports

REFUGEE RESETTLEMENT:  
PROGRAMS AND POLICIES

At the request of Senate Judiciary Committee Chairman Edward Kennedy, the Congressional Research Service provided a review of refugee resettlement programs in the U.S. for the Judiciary Committee. Published in July of this year, the committee print, "A Review of U.S. Refugee Resettlement Programs and Policies," is available at no charge. (Write the Senate Judiciary Committee, Dirksen Senate Office Building, Room 2226, Washington, D.C. 20510.)

In addition to providing a brief overview of current U.S. admission procedures (conditional entry, parole, withholding deportation because of anticipated persecution, and asylum), the report discusses issues of current concern relating to refugee admission procedures. It also provides information on the agencies involved in refugee resettlement in U.S., as well as an outline of the historical development of refugee assistance programs for Indo-chinese as well as Cuban and other refugee groups.

An appendix includes the General Accounting Office report on "The Indo-chinese Exodus: A Humanitarian Dilemma" submitted in April of this year to the Office of Management and Budget, HEW, and the Attorney General.

Of particular interest is an article by Barry Stein of Michigan State University, "Occupational Adjustment of Refugees: The Vietnamese in the U.S.," published originally in International Migration Review, Spring 1979. In addition to analyzing and summarizing data from various sources on the adjustment of Vietnamese in the U.S., Stein summarizes conclusions of various studies on migration and occupational adjustment patterns of other refugee groups.

CURRENT INDOCHINESE POPULATION IN THE  
U.S. BY STATE

As of July 15, 1979

1. Alabama	1,676
2. Alaska	263
3. Arizona	1,378
4. Arkansas	2,055
5. California	58,339
6. Colorado	4,395
7. Connecticut	2,075
8. Delaware	201
9. District of Columbia	1,345
10. Florida	5,398
11. Georgia	2,369
12. Hawaii	3,699
13. Idaho	488
14. Illinois	7,285
15. Indiana	2,339
16. Iowa	3,375
17. Kansas	2,580
18. Kentucky	1,325
19. Louisiana	3,045
20. Maine	356
21. Maryland	3,125
22. Massachusetts	1,922
23. Michigan	3,780
24. Minnesota	5,327
25. Mississippi	864
26. Missouri	3,337
27. Montana	566
28. Nebraska	1,325
29. Nevada	1,026
30. New Hampshire	166
31. New Jersey	2,059
32. New Mexico	1,389
33. New York	6,285
34. North Carolina	2,629
35. North Dakota	404
36. Ohio	3,652
37. Oklahoma	4,304
38. Oregon	5,390
39. Pennsylvania	9,438
40. Rhode Island	1,107
41. South Carolina	956
42. South Dakota	537
43. Tennessee	2,077
44. Texas	18,867
45. Utah	1,903
46. Vermont	52
47. Virginia	7,403
48. Washington	7,697
49. West Virginia	194
50. Wisconsin	3,251
51. Wyoming	113
52. Guam	395
53. Puerto Rico	16
54. UNKNOWN STATE	499
55. Virgin Islands	17

212,373

This statistical report is compiled from two sources: the annual Immigration and Naturalization Service (INS) Alien Report as a base and weekly updates of new refugees arrivals obtained through the Intergovernmental Committee for European Migration (ICEM). Only the January INS report gives any indication of refugee movement among the states. The current INS base figure used is from the INS January 1978 report.