

Indochinese Refugee Reports

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1125 Fifteenth Street, N.W. Washington, D.C. 20005 (202) 293-7550

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CLOSER LINK TO STATE AND LOCAL GROUPS
SOUGHT BY HEW

Funding and health issues dominated discussions at an August 22 meeting between HEW officials and representatives of state and local groups involved in domestic resettlement programs for Indochinese refugees. The 2-hour meeting, an apparent response to an often heard criticism of the structural complexity of the domestic program, was called and led by Peter Bell, HEW's Deputy Undersecretary for International Affairs. Bell noted in opening remarks that coordination and organization has been as much of a problem in the resettlement program as the total availability of resources.

State and local governments were represented by staff members from such groups as the National Association of Counties, the League of Cities, the U.S. Conference of Mayors, the National Governors' Association, the National Conference of State Legislatures and the American Public Welfare Association. Staff from the Washington offices of several states were also present, and the interests of public and private groups, including voluntary agencies, were also represented by Norman Lourie, Chairman of the National Coalition for Refugee Resettlement. Federal officials attending from HEW, in addition to Peter Bell, were: Dennis Gallagher, the new

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Project Staff: Marion Ritter, Project Manager • Theresa Ward Warner, Public Information Specialist • Janice Davis, Project Secretary

director of HEW's Office of Refugee Affairs; Ron Copland, a member of Secretary Harris' transition staff, from the department of Intergovernmental Affairs; Bill Eckhoff and Gerry Wynne of the Office of Refugee Affairs; and Joseph Giordano and Larry Sparks of the Center for Disease Control. George Barbis, Deputy Coordinator for Refugee Affairs at the State Department, represented ambassador at large Dick Clark.

IRAP Funding Ends September 30

With current authorization for federal funding for domestic resettlement programs for Indochinese refugees due to expire on September 30, and passage of the Refugee Act of 1979 not entirely certain before that date, continued funding for cash and medical assistance and social services was the chief concern of most present at the meeting. In the event that the Refugee Act does not pass by September 30, interim funding will be sought through a joint resolution in Congress. (See p.4 for details.) The general concern about funding has been intensified by the present commitment to double the monthly quota of refugees coming to the U.S. According to George Barbis, 12,000 refugees arrived in the U.S. in July and 14,000 in August. By September, the State Department expects 14,000 to begin arriving regularly.

Peter Bell assured those attending that HEW is currently working with the Office of Management and Budget and Congress to develop a funding formula for an interim period. Several persons present stressed that heavily impacted states would need to be assured of continued funding by September 10 in order to continue assistance payments beyond that date, due to state restraints on fiscal expenditures. Many locally or county-administered programs could offer aid through general assistance payments, if necessary, during an interim period without federal funding. However, Pat Johnson, of the National

Association of Counties, pointed out that in a heavily impacted state such as California, county resources would be greatly strained by a large shift to general assistance payments.

Bell responded to the concerns expressed by saying that a continuing resolution will most certainly not have passed by September 10, but the language for such a measure would probably be approved by OMB by that date. The final decision rests with Congress.

Health Care Concerns

States are less concerned about the threat to public health posed by incoming refugees than they are about the increased workload for local public health care workers, according to Joseph Giordano, director of the Quarantine Division of the Bureau of Epidemiology at the Center for Disease Control (CDC). Giordano presented summary findings of teams sent by the CDC to both the West Coast and to camps in Southeast Asia. On the West Coast, the team sought to survey the extent of health problems of incoming refugees and to assess the strain on local health care facilities providing medical services to refugees. Teams in Southeast Asia studied the medical screening currently supervised by the Intergovernmental Committee for European Migration (ICEM).

Considerable controversy was stirred several months ago when several cases of active tuberculosis were discovered in incoming refugees, raising concern about the possible health threat posed to communities receiving refugees. (See issue numbers 5 and 6.) The Southeast Asian team discovered the source of the problem in improper classification of non-communicable active cases as inactive. Without treatment, non-communicable active cases become communicable. Through consultation with ICEM physicians, the problem has been corrected.

CDC physicians on assignment at Travis Air Force Base for several weeks in July reported that the general health of arriving refugees is considered very high, particularly in light of the conditions

they have just left in camps. Even in cases where health problems exist, given adequate treatment on arrival, there is no cause for concern about transmission of disease to the general population.

Bill Jenner, of the Health Services Administration, reported that HSA Administrator George Lythcott has notified regional health officials of services that must be provided to refugees. Regional health officials are required to notify state and local officials of the directive. A key problem in the states has been effective communication to local public health officials of the anticipated arrival of refugees. Guidelines are being developed to offer a framework for effectively supplying initial health care screening and treatment of all refugees once they arrive in the U.S. Regional response to the guidelines is anticipated by August 31.

Other Topics

An action transmittal from HEW governing social service delivery to refugees was released at the meeting. The two mechanisms for funding social services in the past have been state Title XX programs and special project grants. The action transmittal offers several options to states in providing social services. (See p. 5.) Gerry Wynne of the Office of Refugee Affairs reported that the award of \$4.2 million in employment and language training special project funds for the next year will be announced September 1, and that by October 1 mental health project awards in the amount of \$2.2 million will be made. It was also announced that HEW is doing a service delivery assessment of social services to refugees and that comprehensive regulations for social services are being compiled. Norman Lourie of the National Coalition for Refugee Resettlement noted that public social service workers often do not know what services they can provide to refugees.

Bill Eckhoff, of the Office of Refugee Affairs, announced that HEW is

assisting in contract negotiations in 15-20 states for the placement of unaccompanied minors. There are currently eight projects on-going in six states where Lutherans and Catholics have child welfare agencies. Eckhoff estimated that perhaps 2,000 unaccompanied minors remain in Southeast Asian camps. Concern for continued funding for foster care impedes negotiations in some states.

The final issue on the agenda for the meeting was education, and without providing details, Bell announced that in the future HEW will seek to provide aid to heavily impacted areas rather than through a formula grant process.

It is not known when another such meeting will be held at HEW.

Recent Developments

SENATE TO CONSIDER REFUGEE ACT OF 1979

The third item of business for the Senate when it returns from recess will be floor debate and vote on S. 643, the Refugee Act of 1979. The bill is scheduled for two hours of general debate and one-half hour of debate for each amendment. Floor action is likely to occur on September 6.

Senator Huddleston (D-Kentucky) will introduce three amendments to the bill. In a move that will be considered controversial, Huddleston proposes by amendment to limit the world-wide immigration ceiling to the present 290,000 and to include the bill's 50,000 annual flow of refugees within this world-wide ceiling. If the president, after consultation with Congress, allows additional refugees into the U.S., those numbers would have to be deducted from the 290,000 ceiling. In mark-up of the Refugee Act, the Senate Judiciary Committee allocated 20,000 numbers to refugees from the world-wide ceiling, and added 30,000 to the overall limit on immigration, bringing the yearly immigration world-wide quota to 320,000. Huddleston's amendment leaves to the president's discretion the decision about where the additional numbers would be

subtracted, i.e., evenly across all preference categories, by country, or by some other arrangement.

Huddleston's amendment will strengthen the provisions for presidential consultation with Congress prior to admitting refugees above the 50,000 normal flow limit. The Senate Judiciary Committee had amended the bill to define "consultation" to mean "personal contact by designated representatives of the president with members of the Committees on the Judiciary." The Committee defined the types of information the president's representatives would have to submit to the committees, i.e., the rationale for a move to admit additional numbers; background on the refugee situation; estimated resettlement costs; possible social, economic and demographic impact on the U.S.; the extent to which other countries plan to resettle refugees; and other factors.

Huddleston's amendment goes beyond the Judiciary Committee's efforts to strengthen the consultation process by requiring the Committees, after receiving the president's request, to hold hearings on the matter and to submit reports to the Congress. Huddleston seeks to keep the Congress more informed on the consultation process so that members who wish to do so can have input, conceivably through personal response to the president or even through a "Sense of the Senate" resolution on the matter. The Committees must submit their reports to Congress within 30 days of receiving the president's request; the president can act on the Committee's decision as soon as it is made, without waiting for any congressional action.

Huddleston's third amendment changes the refugee definition to read refugees of "special responsibility" rather than of "special concern" to the U.S. Huddleston believes that "special concern" will have no limiting effect on the refugees who could be admitted to the U.S., because, in humane terms, the U.S. is "concerned about all refugees."

Senator Cranston will also offer an

amendment to the bill. (See Issue Number 9.)

The Bill In The House

The full House Judiciary Committee is expected to consider H.R. 2816, the House version of the Refugee Act of 1979, on September 19 Δ

FUNDING FOR RESETTLEMENT ASSISTANCE IN FY'80

If the Refugee Act of 1979 is not enacted before September 30, the Indochinese Refugee Assistance Program (IRAP) will be without both authorizing and appropriating legislation. HEW officials are currently developing options for funding the program beyond the expiration date in the event that the Refugee Act has not been passed.

The option under consideration is a continuing resolution which must pass both sides of Congress to be enacted as law. Normally, continuing resolutions extend appropriations for a program at the current level of funding until fiscal year legislation is passed. Unique considerations must be made in dealing with the IRAP program for a number of reasons. First, with additional numbers of refugees entering the U.S. each month, last year's level of funding would not be sufficient for the program in FY'80. Presumably, the continuing resolution would only act as an interim vehicle for funding. Secondly, there are currently no appropriations for Indochinese refugees in the FY'80 Labor-HEW bill, H.R. 4389. Consequently, after passage of a continuing resolution, funding for these refugees might have to be appropriated through a supplemental bill.

While the exact language and mechanisms of the continuing resolution are not now defined, officials in the Legislative and Budget offices at HEW assure the public that although there is no absolute guarantee of funding, the federal government is no less committed to the resettlement program than it was when Carter

pledged to double the numbers entering each month. The uncertainty rests only in the legislative process of getting the funding and the particulars of the mechanisms for providing funding on an interim basis.

SOCIAL SERVICES EXPANDED UNDER IRAP PROGRAM

Since the beginning of the Indochinese Refugee Assistance Program (IRAP) in 1975, states have been required to provide the same social services to refugees as to non-refugees. However, states were reimbursed by IRAP for all funds spent for Indochinese refugees under their Title XX program.

In a new program instruction (action transmittal) dated August 24 and effective July 1, HEW has announced that states can offer social services not previously available through their Title XX program, and these services are 100% reimbursable. The new focus in these social services is on employment, as is evident from the list: outreach, assessment and manpower employment services; English as a second language instruction, vocational training, skills re-certification, day care and transportation (when necessary as part of an individual's employment plan) and social adjustment services, including information and referral, emergency, health-related and home-management services. States may either provide or purchase these services for refugees. Providers can now hire translating and interpreting staff in order to deliver services and be reimbursed under social service funding.

Under the new action transmittal (SSA-AT-79-33), states can continue to provide as IRAP services any services that are currently provided under the state's existing Title XX plan. States are not required to modify their Title XX Comprehensive Annual Services Plan (CASP) in order to provide the new services. Each state can contract to pro-

vide these services directly or sub-contract with another provider. The state's purchase-of-service agreement must be within its total funding authorization.

Further Provisions

All the additional services can be provided to any refugee who is receiving cash assistance (including SSI) or whose family income is not more than 90 percent of the state's median income. Without regard to family income, any unemployed refugee 16 years or older who is not a full-time elementary or secondary student may receive assessment services and the development of an individual employability plan. Refugees 16 years or older who are not full-time elementary or secondary students can receive ESL instruction, career counseling, job orientation and placement without regard to family income. Vocational training is available to any refugee who is 16 years or older who is either receiving cash assistance (including SSI) or whose family income is not more than 90% of the state's median income.

In an effort to increase coordination of the program and improve monitoring and accountability in the use of funds, the instruction also details additional planning, coordinating, monitoring and reporting requirements. For further information, contact your SSA Regional Commissioner.

Resource Exchange

Statistical Reports

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POLITICAL ISSUES IN INDOCHINA
TODAY

In-depth analyses of the shifting political alliances in Southeast Asia are available through the Center for International Policy in Washington, D.C. Elizabeth Becker, Washington Post Phnom Penh special correspondent in 1973 and 1974, has authored several articles which explore the historical development of political relationships in that area as well as recent events. Becker is on a year's leave of absence from the Washington Post and is conducting and coordinating research for the Indochina Project of the Center.

The first analysis, published in March 1979 in the Indochina Issues is entitled "The Chinese Invasion of Vietnam: Changing Alliances," and the second, published in June 1979 in the same publication, is entitled: Laos: The Widening Indochina Conflict."

In December of 1978, Ms. Becker and two other journalists travelled in Cambodia on a 13-day officially guided tour, becoming the first American journalists allowed into the country since 1975. They also spent two weeks in Laos. The Center has republished nine articles on the Cambodian trip that were carried originally in the Washington Post.

Indochina Issues numbers 1 and 2 and the reprinted Post special reports are available at no charge through the Center for International Policy, 120 Maryland Avenue, N.E., Washington, D.C. 20002. Phone: 202/544-4666. A one-year subscription to the Indochina Issues is \$5 for six issues.

Current Indochinese Refugee Population in the
U.S. BY STATE

As of August 15, 1979

1. Alabama	1,427
2. Alaska	187
3. Arizona	1,631
4. Arkansas	1,952
5. California	70,960
6. Colorado	4,765
7. Connecticut	2,040
8. Delaware	186
9. District of Columbia	2,028
10. Florida	5,650
11. Georgia	1,900
12. Hawaii	3,592
13. Idaho	443
14. Illinois	7,590
15. Indiana	2,230
16. Iowa	3,957
17. Kansas	2,908
18. Kentucky	1,282
19. Louisiana	8,377
20. Maine	375
21. Maryland	2,879
22. Massachusetts	2,120
23. Michigan	1,986
24. Minnesota	3,657
25. Mississippi	336
26. Missouri	2,673
27. Montana	543
28. Nebraska	1,683
29. Nevada	1,152
30. New Hampshire	173
31. New Jersey	2,099
32. New Mexico	319
33. New York	6,228
34. North Carolina	1,302
35. North Dakota	172
36. Ohio	3,414
37. Oklahoma	1,360
38. Oregon	5,749
39. Pennsylvania	9,305
40. Rhode Island	1,195
41. South Carolina	909
42. South Dakota	470
43. Tennessee	1,945
44. Texas	21,326
45. Utah	1,327
46. Vermont	44
47. Virginia	7,321
48. Washington	8,373
49. West Virginia	168
50. Wisconsin	3,078
51. Wyoming	132
52. Guam	364
53. Puerto Rico	33
54. MISCODED	988
55. Virgin Islands	12
	<u>227,619</u>

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). The current INS base figure used is from the new INS January 1979 reports, which reflects secondary migration between the states. Compare statistics through July 15 in newsletter Issue number 8.