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THE PRESIDENT'S ADVISORY COMMITTEE ON REFUGEES

Background Papers



INTERAGENCY TASK FORCE

May 19, 1975



THE PRESIDENT'S ADVISORY COMMITTEE
ON REFUGEES

Background Papers

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HISTORY OF THE TASK FORCE

On April 18, 1975, the President appointed Ambassador L. Dean Brown as his Special Representative and Director of the Special Inter Agency Task Force to coordinate all U.S. Government activities concerning evacuation, humanitarian and refugee problems relating to Indochina (Attachment A). On the same day, the Assistant to the President for National Security Affairs instructed the various Departments and Agencies of government to give full support to Ambassador Brown (Attachment B).

Ambassador Brown immediately assembled a small staff of officers from various agencies -- DOD, State, USIA and AID -- which has operated since then virtually around the clock from the Operations Center of the State Department.

He also established a much larger group, which met daily, and included senior officers from all Departments and Agencies which had short and long-range interests in the execution and management of this operation. The Departments and Agencies included were DOD, Justice, INS, HEW, CIA, USIA, OMB, AID, Transportation, Treasury, Labor, Interior, HUD and State. This group continues to meet regularly.

The work of both the smaller and larger groups was directed at planning and solving the problems of the evacuation of Americans and Vietnamese from Viet-Nam, selection of staging areas in the Western Pacific and reception centers in the United States, permanent resettlement, and financial support for these activities.

As the flow of refugees moved into the United States, the Task Force was expanded in order to provide a better mechanism for backstopping the staging areas and reception centers. This group, charged with resettlement activities, has three principal sections: a section responsible for Congressional, public and press queries (includes a 24-hour toll free operation for persons who wish to sponsor refugees); desk

officers for each of the reception areas in the United States and staging areas in the Western Pacific; and a unit to deal with computer operations designed to permit more orderly management over the large flow of refugees entering the United States.

Attachments:

- A. Presidential Announcement, April 18, 1975
- B. Memorandum from Assistant to the President for National Security Affairs, April 18, 1975

PRESIDENTIAL APPOINTMENT

April 18, 1975

TO BE ANNOUNCED TODAY BY PRESIDENTIAL SPOKESMAN

I have today appointed Ambassador Dean Brown as my Special Representative and Director of a special Inter-Agency Task Force to coordinate all U.S. Government activities concerning evacuation, humanitarian and refugee problems relating to Vietnam. He will work under my direction and that of the Assistant to the President for National Security Affairs. His responsibilities will involve all relevant Departments of the U. S. Government.

Ambassador Brown has been called back to service to take on this important task. He has been serving as President of the Middle East Institute from which he will take a leave of absence.

In 1974-75 Ambassador Brown was Deputy Under Secretary for Management in the State Department. Earlier (1967-70) he served as Ambassador to Senegal and Gambia and as Ambassador to Jordan (1970-1973). He was sent as a Special Representative to Cyprus in the summer of 1974 after the assassination of Ambassador Davies.

THE WHITE HOUSE

WASHINGTON

April 18, 1975

MEMORANDUM FOR

The Secretary of the Treasury
The Secretary of Defense
The Attorney General
The Secretary of Labor
The Secretary of Health, Education and Welfare
The Secretary of Housing and Urban Development
The Secretary of Transportation
The Director, Office of Management and Budget
The Deputy Secretary of State
The Administrator of the Agency for International
Development
The Director of Central Intelligence
The Director of the Immigration and Naturalization
Service

The President has today appointed Ambassador Dean Brown as his Special Representative and Director of a Special Inter-Agency Task Force to coordinate for the President all U.S. Government activities concerning evacuation of United States citizens, Vietnamese citizens, and third country nationals from Vietnam, as well as humanitarian assistance to Vietnam and refugee and resettlement problems relating to the Vietnam conflict. Ambassador Brown will work under the direction of the President and the Assistant to the President for National Security Affairs. All decisions and activities on these matters will be coordinated through Ambassador Brown and his Task Force.

The President expects that Ambassador Brown will receive full cooperation and support from all elements of the United States Government.

THE WHITE HOUSE

WASHINGTON

April 18, 1975

MEMORANDUM FOR

The Secretary of the Treasury
The Secretary of Defense
The Attorney General
The Secretary of Labor
The Secretary of Health, Education and Welfare
The Secretary of Housing and Urban Development
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The President expects that Ambassador Brown will receive full cooperation and support from all elements of the United States Government.

You should immediately appoint a senior official as your representative on the Task Force and as the official responsible within your agency for all matters relating to these subjects and contact with Ambassador Brown.

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Henry A. Kissinger

The Chairman, JCS

ANALYSIS OF THE INDOCHINESE REFUGEE SITUATION

TOTAL

126,656

Under American Protection: On May 17, 1975, there were just under 130,000 Vietnamese under American protection. of this total, over 60,000 were located at the American designated staging areas on Guam and Wake or at trans-shipment points in the Philippines preparing to embark on ships or aircraft for staging centers. 3,765 Vietnamese were on the high seas. 17,000 Vietnamese were being processed through reception centers at Travis and Eglin Air Force Bases or at Camp Pendleton and Fort Chaffee. All the refugees left Vietnam during our planned evacuation or were rescued at sea or escorted from Vietnamese coastal waters. The refugees include the dependents of American citizens and permanent residents as well as individuals who may qualify for parole under the high risk category.

In addition to American immigration authorities in our staging and reception centers, Australian and Canadian authorities are or shortly will be present. The United Nations High Commission for Refugees (UNHCR) and the Intergovernmental Committee on European Migration (ICEM) are represented on Guam. We anticipate that as many as 20,000 of all those Vietnamese refugees under or outside American protection will be resettled in third countries as a result of their activities, the normal reuniting of families or our bilateral diplomatic initiatives.

There were on May 17 some 800 Cambodians in Thailand whom we intend to parole for entry into the United States.

5,200
(est.)

Refugees in Third Countries: To date, about 15,600 Vietnamese have fled to third countries. Small and large craft, in decreasing numbers, continue to arrive in countries near the states of Indochina. We estimate that there are about 3,700 Vietnamese currently in Hong Kong, and 500 along the Malaysian coast. There were about 7,100 in Singapore, but all except about 1,000 have now departed on their own for the Philippines, Guam, and some possibly for return to Vietnam. We do not know how many more may arrive but we have made our position clear. The United States expects that refugees will receive the protection normally extended under the United Nations Convention and Protocol on the Status of Refugees. If a recipient country will not receive them, it is our position that UNHCR and ICEM should be called into action. However, we know already that Hong Kong and

TOTAL
(cont'd.)

Singapore are not prepared to hold Vietnamese refugees and we anticipate they will enter the American stream.

15,200

Stranded Indochinese in the United States:
According to the Immigration and Naturalization Service's latest statistics, there are almost 14,000 Vietnamese students, diplomats, businessmen, trainees and others stranded in the United States. They will be allowed to stay and resettle. In addition, there are 1,200 Cambodians in the same category.

6,000-12,000

Indochinese Stranded in Third Countries: We understand there are approximately 1,400 Vietnamese diplomats and their families and estimate anywhere from 6,000 to 12,000 Vietnamese students, travelers, and businessmen stranded in third countries. The latter category is only a preliminary estimate; it is too early to determine how many will seek entry or have to resettle in the United States. We are, in this regard, again calling on international agencies and individual nations for cooperation.

Grand Total
153,000
(est.)

EVACUATION AND RESETTLEMENT
OF INDOCHINESE REFUGEES
BACKGROUND DATA

Evacuation

- 86,000 U.S. citizens and South Vietnamese have been evacuated by air and sea by U.S. military.
- All American citizens who wanted to leave South Vietnam did get out.
- An estimated 41,000 more South Vietnamese have fled their country on boats, by ship or over land.
- Only \$98 million is available under existing authority for the evacuation program. Almost all of this amount has now been spent.

Restaging Sites

- All refugees are being processed through Guam and Wake Islands where they are receiving housing, food, Immigration and Naturalization Service screening, and rigorous health care.
- An international appeal by the U.S. to obtain opportunities for resettlement in third countries has resulted in the active participation of the UN High Commissioner for Refugees, The Intergovernmental Committee for European Migration, and The International Red Cross on Guam. Representatives are on site assisting in such resettlement. The Australians and the Canadians have immigration officials at restaging sites.
- The health of the refugees is generally very good; no unusual health problems exist.
- Less than 100 people out of the first 30,000 on Guam were hospitalized, mostly because of pneumonia, mild diarrhea, and pregnancy, but no serious diseases.
- The Immigration and Naturalization Service is quickly processing those refugees whose documents are in order and are eligible for entry into U.S.

- The Public Health Service, Center for Disease Control, has established a surveillance system to identify and treat illness.

Reception Centers in the United States

- The three centers are Camp Pendleton, California; Fort Chaffee, Arkansas; Eglin Air Force Base, Florida.
- American voluntary agencies which have facilitated the resettlement of millions of displaced persons and war victims are working closely with the United States Government to resettle those refugees who enter the U.S.
- The major agencies are:

U.S. Catholic Conference
Migration and Refugee Services
1312 Massachusetts Avenue, N.W.
Washington, D. C.
202-659-6631

American Fund for Czechoslovak Refugees
1709 Broadway, Room 1316
New York, N. Y. 10019
212-265-1919

Church World Service
Immigration and Refugee Program
475 Riverside Drive
New York, New York 10027
212-870-2061

Lutheran Immigration and Refugee Service
315 Park Avenue South
New York, New York 10010
212-677-3950

United Hias Service, Inc.
200 Park Avenue South
New York, New York 10003
212-674-6800

Tolstoy Foundation, Inc.
250 West 57th Street
New York, New York 10019
212-674-6800

International Rescue Committee
386 Park Avenue South
New York, New York 10016
212-247-2922

American Council for Nationalities Service
20 West 40th Street
New York, New York
212-279-2715

Traveler's Aid-International Social Services
345 East 46th Street
New York, New York
212-687-5958

- In addition, the Red Cross and Travelers Aid International have provided extraordinary assistance.
- The private sector has come forward with major expressions of assistance. United Airlines, for example, has worked out an arrangement with other airlines to provide transportation from reception centers to final destinations throughout the country.
- By the time each refugee leaves a reception site he will be identified by a voluntary resettlement agency, sponsored locally, and receive a rigorous health screening. All children, age 1-5 will also have received immunizations for measles, rubella, polio, diphtheria, pertussis, and tetanus.
- The voluntary agencies will assume responsibility for finding housing, enrolling children in schools, assisting in employment opportunities for heads of households, assisting in language skill developments, etc.

Resettlement

- Every effort will be made to ensure the resettlement will not be concentrated in a few enclaves in the country and will not result in economic or social service hardship.

- The Department of HEW, subject to Congressional action on the Administration bill, will provide full reimbursement to State and local social service and health agencies for costs incurred in providing income assistance, health maintenance, and social and educational services to refugees who are in need of such assistance.

Recent Refugee Emigrations

Displaced Persons	1945-1952	450,000
Eastern Europeans	1953-1956	189,000
Hungarians	1956-1957	30,701
Cubans	1959-Present	675,000
	TOTAL	1,344,701

SUMMARY OF EVACUATION INSTRUCTIONS

Commencing in late March, the Department requested Embassy Saigon to provide weekly status reports regarding the total numbers and welfare of Americans and others for whom the United States had emergency evacuation responsibility. Subsequent instructions were aimed at obtaining from Embassy Saigon information related to the categories and priorities of those Vietnamese to whom the United States had a moral obligation to evacuate and who would be most endangered under a communist regime, for example, close relatives of American citizens, Vietnamese employees of the United States Government and their families, ranking government of South Viet-Nam officials and their families, and others the Embassy felt should be included.

By early April the Embassy had been instructed by the Department to begin to reduce the number of Americans in Viet-Nam, arranging for the departure first of all dependents of official Americans, all official Americans who had already been evacuated from Military Regions 1 and 2 and who no longer had any function to perform in the country, and all dependents of contractor personnel. The Embassy was instructed further to suggest to non-official Americans that they consider sending out their dependents, and to urge less essential non-official American personnel to also depart. A twice weekly report requirement from the Embassy was levied, to provide a breakdown of total Americans remaining in specific categories such as United States Government personnel, U.S. contractors, non-U.S. Government Americans. At the same time a priority listing of categories and totals of evacuees, from highest to lowest responsibility, was requested.

By April 14 the Department had conveyed to the Embassy the limited parole authority which had been obtained in behalf of alien relatives physically present in Viet-Nam and of American citizens also present in Viet-Nam. This parole authority was obtained in recognition of the relationship of moving American citizens out of Viet-Nam who had non-American citizen relatives whom they did not wish to leave behind.

By the third week of April the Department had instructed the Embassy to attempt to broaden the categories of Vietnamese citizens who could be exempted from the Vietnamese travel ban. In this regard, the Department had in mind particularly the safety of Vietnamese closely associated with the United States, including U.S. employees and relatives of American citizens and resident aliens.

Early in the fourth week of April the Department authorized the Embassy to plan for the evacuation of certain categories of Vietnamese, such as: threatened relatives of American citizens; important government, armed forces and police officials whose cooperation would be needed in the evacuation; individuals with special knowledge of U.S. intelligence procedures; important former Viet Minh and rallyers from the communist side who would be especially threatened; significant political and intellectual figures whose association with U.S. policies made them particularly vulnerable; trusted local employees, including those of voluntary agencies and private American companies.

In the final week before the end of the evacuation, the Department instructed the Embassy to accord priority in the evacuation to the families and dependents of American citizens.

PAROLE

I. Meaning of Parole

THE IMMIGRATION AND NATIONALITY ACT OF 1952, AS AMENDED, (SECTION 212(d) (5) DEFINES PAROLE AS FOLLOWS:

"The Attorney General may in his discretion parole into the United States temporarily under such conditions as he may prescribe for emergent reasons or for reasons deemed strictly in the public interest any alien applying for admission to the United States, but such parole of such alien shall not be regarded as an admission of the alien and when the purposes of such parole shall, in the opinion of the Attorney General, have been served the alien shall forthwith return or be returned to the custody from which he was paroled and thereafter his case shall continue to be dealt with in the same manner as that of any other applicant for admission to the United States."

II. Parole Categories Affecting Vietnamese and Cambodians

The number and categories of Vietnamese and Cambodians eligible for parole into the United States has changed on several occasions over the past two months. The first group to benefit were the 2,000 Vietnamese orphans who were brought to the United States under "Operation Babylift." As pressure mounted to decrease the size of the American community in Saigon, this parole authority was extended to include the dependents of American citizens resident in Vietnam. On April 17, the President approved parole for six additional categories of Vietnamese and Cambodians. These included:

1,000

Cambodians who had been evacuated under operation Eagle Pull (the evacuation of the Embassy in Phnom Penh)

- 5,000 Cambodian diplomats, high level officials, and others whose lives might be endangered if they returned to Cambodia.
- 3,000 Vietnamese relatives of American citizens or permanent resident aliens in the U.S. for whom petitions for entry into the U.S. had already been filed.
- 100 Vietnamese who were stranded at Clark Air Force Base and whose presence in the Philippines was straining our relations with that country.
- 10,000-75,000 Vietnamese nationals who are the immediate relatives of American citizens and permanent residents for whom petitions have not yet been filed.
- up to 50,000 High risk Vietnamese including U.S. employees, labor leaders, political, and intellectual figures and government personnel.

The total number of refugees anticipated among the different groups was 130,000. Congress was consulted and agreement was achieved.

On May 3, Secretary Kissinger requested the President to authorize parole for 150,000 Vietnamese and Cambodians into the United States with the understanding that we would attempt to resettle at least 20,000 of this number abroad. The President agreed and informed the Attorney General. Since the refugees were arriving in Guam independently and without previous documentation -- as stateless persons and often in dire straits -- and Guam is part of the U.S. for immigration purposes, this expanded authority was necessary. At about the same time the division among the categories was abandoned and the definition of high risk was broadened to include a wider range of people whose lives might be endangered under a Communist Government.

A BILL

To enable the United States to render assistance to or
in behalf of certain migrants and refugees.

1 Be it enacted by the Senate and House of
2 Representatives of the United States of America in
3 Congress assembled, That this Act may be cited as
4 "The Indochina Migration and Refugee Assistance Act
5 of 1975."

6 SEC. 2. (a) Subject to the provisions of
7 subsection (b), there are hereby authorized to be
8 appropriated, in addition to amounts otherwise
9 available for such purposes, such sums as may be
10 necessary for the performance of functions set
11 forth in the Migration and Refugee Assistance Act
12 of 1962 (76 Stat. 121), as amended, with respect to
13 aliens who have fled from Cambodia or Vietnam, such
14 sums to remain available until expended.

15 (b) None of the funds authorized to
16 be appropriated by this Act shall be available for
17 the performance of functions after June 30, 1976,
18 other than carrying out the provisions of clauses (3),
19 (4), (5) and (6) of section 2(b) of the Migration and
20 Refugee Assistance Act of 1962, as amended. None of
21 such funds shall be available for obligation for any
22 purpose after September 30, 1977.

1 SEC. 3. In carrying out functions utilizing
2 the funds made available under this Act, the term
3 "refugee" as defined in section 2(b) (3) of the
4 Migration and Refugee Assistance Act of 1962, as
5 amended, shall be deemed to include aliens who
6 (A) because of persecution or fear of persecution
7 on account of race, religion, or political opinion,
8 fled from Cambodia or Vietnam; (B) cannot return
9 there because of fear of persecution on account of
10 race, religion, or political opinion; and (c) are in
11 urgent need of assistance for the essentials of life.

ANALYSIS OF THE DRAFT
MIGRATION AND REFUGEE ASSISTANCE ACT OF 1975

The draft bill provides an express statutory authorization for a temporary program of relief and resettlement for refugees from Cambodia and Vietnam. This program, extending no longer than the end of the fiscal year 1977, would be carried out under the authorities contained in the Migration and Refugee Assistance Act of 1962, as amended. However, because it does not constitute permanent authority, the proposed legislation is in the form of a separate law, rather than an amendment to the 1962 Act.

Title. Section 1 identifies this Act as the "Migration and Refugee Assistance Act of 1975". This title associates the legislation with the Migration and Refugee Assistance Act of 1962, while also emphasizing that it is a separate act for a temporary program.

Authorization. Section 2(a) authorizes the appropriation of funds for assistance to Cambodian and Vietnamese refugees. The assistance would be provided under the Migration and Refugee Assistance Act of 1962, as amended, utilizing established procedures and administrative machinery with which the voluntary agencies and state and local governments are familiar.

During the next fourteen months, it is estimated that appropriations in the amount of \$507,000,000 will be required to carry out a program of temporary relief, transportation, and resettlement in the United States and third countries for 150,000 refugees. Additional costs for assistance to or in behalf of refugees in the United States will be incurred in fiscal year 1977. Because this program spans slightly more than two fiscal years, section 2(a) authorizes the appropriations to remain available until expended. However, the authorization is subject to the provisions of section 2(b) which limits the duration of the program to June 30, 1976, except for the functions within the United States, with respect to which the authorization continues through fiscal year 1977. In the event of a need for funds for resettlement in third countries or other overseas activities after June 30, 1976, they would be requested in the

normal authorization and appropriation process under the Migration and Refugee Assistance Act of 1962, as amended.

Definition of Refugee. Section 3 extends to refugees who have fled from Cambodia and Vietnam the authorities in the Migration and Refugee Assistance Act which are applicable the refugees in the United States from within the Western Hemisphere. These authorities include assistance to state and local public agencies, transportation of refugees to other areas within the United States, and training for employment. Programs under the authority of this section will be available only to those refugees who meet the requirements of financial need applicable to other refugees assisted under the 1962 Act and will terminate no later than the end of the fiscal year 1977, upon the expiration of the authorization contained in section 2.

REFUGEE PROFILE

I AGE DISTRIBUTION (based on 98,000 responses)

Children Under 12	32.7%
Teenagers	16.8%
Young Adults	29.7%
Middle Aged	17.6%
Elderly	3.2%

II LIKELY DESTINATIONS OF REFUGEES (BASED ON FIRST 4,771 OFFERS OF SUPPORT)

East	22%
South	22%
Midwest	22%
West	34%

III OCCUPATIONAL DATA

The Department of Labor reviewed a sample of 223 forms filled out by Vietnamese heads of household on one day at Camp Pendleton.

The sample indicates the following occupations for the heads of household:

29	percent were professionals or businessmen. Included two ministers.
13.9	percent were skilled workers
15.2	percent were clerical workers
2	percent were journalists
10	percent housewives
14	percent students

3 percent military
.9 percent (less than one) agriculture
12 percent not specified

REFUGEE PLAN

We are now estimating that up to 150,000 Vietnamese and Cambodian refugees will be resettled. Of this number, we hope about 15,000 can be taken by other countries, leaving roughly 130,000-135,000 to be settled in the U.S.

Out planning is premised on four basic principles. These include:

- maximum internationalization of the problem;
- maximum dependence on international and domestic voluntary agencies and private resources;
- minimum impact on areas in the United States currently suffering high rates of unemployment; and
- maximum coordination among the many federal, state and local government and community organizations together with the voluntary agencies, that will be involved in refugee resettlement.

Within the context of these estimates and uncertainties, our current plan for resettlement is described as follows:

The major elements of the resettlement plan are:

- mobilization of international and domestic resources;
- movement of refugees to staging areas;
- third country resettlement;
- movement of refugees to United States reception centers;
- reception center processing and preparation for resettlement;
- the voluntary agency resettlement program;
- post-sponsorship assistance;
- contingency federal government planning for residual resettlement problems; and
- funding.

The Mobilization of Resources. This consists of several elements, the principal of which are: marshalling the cooperation and assistance of other countries in resettling refugees, collection and verification of United States sponsors and private offers of assistance, establishment of staging areas and continental United States reception centers, mobilizing voluntary agencies, establishment of inter-agency resettlement teams at the centers, computerizing all refugee data, offers of sponsorship and offers of private assistance, and using this data to assess the impact of resettlement. We are seeking rapid approval of Congressional appropriations to help fund the major elements of the program.

The Movement of Refugees to Staging Areas. This phase of the operation has been mostly accomplished. Using the Department of Defense's transportation and logistics system, we have moved from Vietnam, the Philippines and Thailand by air and see 126,000 refugees to two main staging areas -- Guam and Wake Island.

The main tasks at the staging areas are to provide the basic necessities of food, shelter and health care, if needed, and compile basic identification data. It is

also the function of the staging areas to manifest refugees and arrange for their onward transportation to reception centers in the continental United States, utilizing military and commercial aircraft.

These programs will be carried out in military facilities and administered by a joint DOD/STATE/AID/INS/HEW team, assisted by voluntary and international organizations which include inter alia United Nations High Commissioner for Refugees (UNHCR), International Committee of the Red Cross (ICRC), International Committee for European Migration (ICEM).

Third Country Resettlement. As stated earlier, we hope that third countries will be able to absorb as many as 15,000 refugees. Primary responsibility for this activity rests with the United Nations High Commissioner for Refugees (UNHCR) and the International Commission for European Migration (ICEM) working with both the countries of asylum and the resettlement countries. These agencies are already in contact with many of these countries who have expressed an interest in receiving Vietnamese. Specific numbers for each country and plans to assist this effort are not yet fully developed. The United States will assist ICEM with transportation arrangements to the extent required. It is also envisioned that onward movement to third countries will occur at each stage of the refugee resettlement process; in other words, at the staging areas, reception centers or even after release from the reception centers.

We will also provide for the return to Vietnam or Cambodia for those refugees who request it. Arrangements for the return of these refugees to their home country also will be made with ICEM or UNHCR.

Reception Center Processing and Preparation for Initial Resettlement.

We plan that all refugees destined for resettlement in the U.S. will be brought to one of three reception centers -- Camp Pendleton, California; Fort Chaffee, Arkansas; or Camp Eglin, Florida.

The major planned activities at the reception centers will be:

- provision of basic needs such as food, shelter, clothing and other necessities.
- final processing

- orientation to life in the United States and counselling, conducted in large part by the voluntary agencies.
- recreation activities.
- arranging sponsorship. Using computerized data developed in the identification, processing and counselling stages, voluntary agencies will match refugees with offers of sponsorship. In its entirety, the process includes contact with the proposed sponsor, a voluntary agency assessment of the sponsor's capability to sponsor, and voluntary agency assurance that, in their judgment, the sponsor has the capacity and will assume a moral responsibility for the refugees.
- in-center education, training, and further orientation for those refugees lacking immediate sponsorship.

The centers will be able to utilize the services of local volunteer groups, e.g., recreation programs and distribution of donated goods, but should not be a burden on the local communities.

In summary, the activities in the reception centers will emphasize the fastest processing and outflow possible consistent with immigration requirements and the best interests of the refugees. At the same time, we recognize that life in camp must be more than food, shelter and processing in order to maintain emotional stability among the refugees and ensure they are ready for integration into American society. Therefore, activities such as refugee self-government, ethnic language reading materials, recreational and self-improvement activities will be encouraged.

Initial Resettlement. After the assurance of sponsorship has been obtained and the national security check has been completed, the refugee is ready for release from the reception center. Transportation to the nearest point of sponsorship will be arranged by the center. If it is determined that the refugee or sponsor cannot afford all or part of these transportation costs, transportation will be provided under the resettlement program.

Refugees who are the relatives or dependents of American citizens or permanent residents will be released to their principals. For the rest, the voluntary agencies and sponsors assume the main tasks of refugee resettlement. Funds will be provided to voluntary agencies (not directly to refugees) for this purpose. For planning purposes, we estimate that an average of \$600 per refugee will be granted to the voluntary agencies. We wish to point out, however, that based on previous experience, the funds being requested of Congress for the resettlement portions of the program will constitute only one-third to one-half the average amount that voluntary agencies will expend in resettling refugees. The balance comes from charitable contributions.

During the resettlement period, the voluntary agencies will assist with the initial contact between refugee and sponsor and counsel the sponsor if desired and needed. The voluntary agencies will provide an allowance if needed for initial resettlement costs such as food, clothing, furniture and shelter. Voluntary or community groups will also assist with basic orientation of the refugee to the community, placement of children in school and development of job prospects. In most cases it is expected that the sponsor will be able to do much of this on his own.

Post-Sponsorship Assistance. From previous experience in resettling refugees, we know that the job will not end with the initial resettlement. Some will need further counselling and orientation to U.S. life. Many will need special language training. Most will have to improve their previous skills or develop new capabilities in order to quickly become a productive and self-sufficient part of American life. Therefore, the following programs are planned to augment the efforts of voluntary agencies, sponsors, and local community services and resources.

- establishment of a Job Bank to determine employment opportunities in relation to the refugee's location, his skills or his potential.
- establishment of an Educational Services Program, including:
 - assessment of the English language proficiency (written and oral), and equivalency of previous education to the U.S. educational system.
 - assessment of vocational skills and counselling on vocational training and opportunities.

- identification or development of appropriate educational materials.
- establishment of English language training programs.
- establishment of vocational education programs with an English language component.
- provision for training necessary for re-accreditation for professionals wishing to practice their previous skills in this country (e.g., doctors, lawyers, and teachers).
- identification of educational institutions with previous experience in teaching foreign nationals, especially Vietnamese and Cambodian.
- establishment of a central dissemination and referral service to assist refugees and sponsor agencies in obtaining appropriate educational materials, e.g., phrase books for families who have sponsored refugees with limited English capacity.
- assistance under presently organized Department of Health, Education, and Welfare programs once the refugee's permanent resident status is established -- e.g., student financial assistance programs for higher education and programs for limited English speaking students under the Emergency School Assistance Act).
- establishment of a Social Services Program. Social services through public agencies would be limited in the same manner as they apply to other residents of the states and communities in which the refugees are located. Assistance will be provided to refugees who have a high risk of becoming dependent on assistance unless they receive help with pressing problems. The major purpose of this assistance is to help individuals and families achieve self-support and remain self-supporting. The services expected to be most needed are:
 - counseling related to obtaining and retaining employment.
 - referral to community resources -- such as vocational rehabilitation for persons who have disabilities which constitute barriers to self-support.

- arranging for needed medical services.
- homemaker service where a parent has to be hospitalized for an illness and there is no one available to take care of the children.
- arranging for day care for children, if necessary, when a parent is in vocational rehabilitation.

Maximum reliance will be placed on voluntary agencies in a community for these services. And, of course, because of the extended family among the Vietnamese, it is expected that other family members will usually be able to provide necessary child care. Federal funding is expected to be limited to provision of bilingual staff, when necessary.

Beyond this, we anticipate the need for contingency federal government planning for assistance in solving certain additional residual resettlement problems for several months following the initial resettlement. Such problems may include difficult sponsorship and placement cases, serious mismatches in the sponsorship process, and the need to relocate refugees. Our planning is not developed for this stage of the resettlement process and we have not included this contingency in our funding request to Congress. As in the other phases, however, we will depend heavily on private voluntary agencies and established social welfare agencies for provision of these services.

Contingency Federal Planning. Although we expect that the voluntary agencies and private sponsorship will absorb the great majority of refugees, we have asked several federal agencies to develop information which will assist with residual resettlement problems. We have asked, for example, that HEW, in cooperation with Labor, and DOD report on employment sectors where skills are presently in short supply; HUD to assess regional availability of low to medium cost housing; and Interior to analyze land availability in our Pacific or Carribean areas for rice farming or tropical agriculture.

Third Country Resettlement. As stated earlier, we hope that third countries will be able to absorb as many as 15,000 refugees. Primary responsibility for this activity rests with the United Nations High Commissioner for Refugees (UNHCR) and the International Commission for European Migration (ICEM) working with both the countries of asylum and the resettlement countries. These agencies are already in contact with many of these countries who have expressed an interest in receiving Vietnamese. Specific numbers for each country and plans to assist this effort are not yet fully developed. The United

States will assist ICEM with transportation arrangements to the extent required. It is also envisioned that onward movement to third countries will occur at each stage of the refugee resettlement process; in other words, at the staging areas, reception centers or even after release from the reception centers.

We will also provide for the return to Vietnam or Cambodia for those refugees who request it. Arrangements for the return of these refugees to their home country also will be made with ICEM.

Attachment A summarizes the results of our efforts to obtain other country assistance in the resettlement of refugees.

Funding: Attachment B summarizes the Administration's request to Congress for the federal funds needed to carry out this resettlement effort.

The foregoing plan constitutes only a mild adaption of the basic manner in which hundreds of thousands of refugees have been resettled in this country since the end of World War II. The main difference is that never before have we been faced with the responsibility of resettling so many so fast.

INTERNATIONAL EFFORTS

INTERNATIONAL AGENCIES

1. The United Nations High Commissioner for Refugees (UNHCR) has begun to move on the refugee problem. They have a two-man team in Guam. On May 6, they publicly announced their concern over the refugee situation (see Attachment A) and on May 8 they appealed to 40 governments to assist in the resettlement effort by accepting refugees into their countries. UNHCR attempted unsuccessfully to get involved with the some 7000 refugees in Singapore. Their representative was not able or allowed to contact the Singaporean authorities before the authorities ordered the ships out of port.

2. The Inter Governmental Committee on European Migration (ICEM) moved quickly on the problem. They have a five-man team in Guam and they are working with other refugee populations in SE Asia, such as Thailand. John Thomas, the Director of ICEM, is visiting Pendleton and Guam to expedite their work. ICEM has long experience and is good at screening and transporting refugees to other countries.

3. ICRC has sent a delegate to Guam to issue international Red Cross documents to facilitate the movement of refugees to third countries.

BILATERAL EFFORT

We sent instructions on April 27 (Attachment B) to about 100 Embassies asking them to approach host governments at a high level to obtain their help in accepting Indochina refugees for resettlement. We are not in a position to indicate specifically how many refugees may be settled in third countries at this point but we are now estimating that 10% (10,000-15,000) could be absorbed by other countries. The following provides an update on the possibilities of resettlement in third countries, based on the responses which we have received to date.

EUROPE AND NORTH AMERICA

Canada has publicly declared its willingness to accept 3000 above those who already have papers to enter Canada. They have sent teams to Guam and Pendleton to assist in the processing and chartered

planes from Canada are flying directly to Guam to pick up the refugees. We expect they will also help to alleviate the refugee situation at Hong Kong and other areas in SE Asia where refugees are concentrated. The United Kingdom has stated it is prepared to accept "a number of refugees" but has not specified how many. They will probably concentrate on the refugees who are presently at Hong Kong. Austria, W. Germany, Denmark, Italy and Switzerland have not given firm replies but we expect they will be able to accept some refugees.

France is in a special position in view of her long association with Indochina. They are already receiving a certain number of refugees (we have been unable to determine how many) who have ties to that country. We are comparing notes with the French on this problem and are seeking ways to facilitate the movement of refugees in the US system who are authorized to enter France.

EAST ASIA

Australia has stated it will work on an equitable basis with the international agencies on resettlement but they have not publicly stated how many they will accept. However, we anticipate they will be forthcoming. They have sent a representative to Guam. New Zealand, Korea, Philippines and Taiwan are taking refugees with whom they have been associated. Hong Kong is taking a cooperative approach in dealing with the refugees, numbering about 4000, who have come into their port. Singapore has not.

NEAR EAST AND SOUTH ASIA

We see few resettlement prospects in these countries but some of the oil producing countries may be able to help financially through the international agencies. We have not heard if Iran will accept some refugees for resettlement.

AFRICA

Morocco and Gabon have responded favorably and we have asked the international agencies to get in direct touch with them. We are waiting for further replies from some of the French-speaking countries of Africa, many of whom have an association with Indochina. We see few prospects for resettlement in other parts of Africa.

LATIN AMERICA

Some of the countries in the Caribbean, Costa Rica, Nicaragua, Bolivia and Paraguay have indicated they could accept limited numbers of refugees having special skills. Ecuador may also be of help. Otherwise, the response of Latin America has not been very encouraging to date though we will continue to pursue the issue with them.

Attachments

- A. UNHCR Communique of May 6
- B. Department of State Instructions, May 4, 1975

May 6, 1975

UNHCR ASSESSMENT OF SITUATION OF VIETNAMESE
OUTSIDE THEIR COUNTRY

A number of governments have drawn the attention of the UNHCR to the recent arrival in various countries of large numbers of Vietnamese, as well as groups of Cambodians, who left their country during the recent events and who now need assistance.

The High Commissioner has expressed concern about the substantial number of people who clearly require urgent solutions to their situation. The Office will place emphasis, according to needs, on resettlement in countries willing to accept them, or durable asylum in countries where they have arrived.

The High Commissioner is contacting a number of governments of countries of potential resettlement. In addition, UNHCR will assist in facilitating voluntary repatriation wherever possible, if this is the preferred choice of some of the uprooted, and the reunion of split families, thereby alleviating the tragic consequences of separation.

According to information available, at this stage, the groups have arrived in significant numbers in Guam, Hong Kong, Malaysia, Philippines, Singapore and Thailand, though smaller numbers find themselves in a number of other countries including some outside the area.

The High Commissioner representatives are assessing the situation in these countries in order to provide the data required for appropriate action.

As part of this comprehensive assessment, two UNHCR officials arrived in Guam today.

The High Commissioner, Prince Sadruddin Aga Khan, stated "my Office has always helped promote speedy solutions to problems of refugees and displaced persons wherever they might be. UNHCR will, as in the past, seek ways to encourage, as needed, voluntary repatriation, integration in countries of first asylum, the resettlement of individuals of concern to us, in a strict humanitarian and non-political manner."

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FM SECSTATE WASHDC

SUBJECT: RESETTLEMENT OF VIETNAMESE REFUGEES
FOR CHIEFS OF MISSION FROM AMBASSADOR L.DEAN BROWN

1. BACKGROUND: THE SUDDEN COLLAPSE IN VIET-NAM HAS LED TO A SITUATION OF TRAGIC PROPORTIONS. MANY VIETNAMESE ARE FLEEING THE COUNTRY THROUGH THEIR OWN MEANS. OTHERS ARE LEAVING UNDER OUR AUSPICES. WE CANNOT ESTIMATE AT THIS POINT WHAT THE DIMENSIONS OF THE PROBLEM MAY EVENTUALLY BE.

THE UNITED STATES IS MAKING A MAJOR EFFORT TO ACT CONSTRUCTIVELY TO DEAL WITH THIS PROBLEM. ASIDE FROM TRANSPORTATION OF CERTAIN VIETNAMESE OUT OF THAT COUNTRY, WE HAVE ESTABLISHED STAGING AREAS IN GUAM AND WAKE. THE ATTORNEY GENERAL HAS EXTENDED PAROLE TO CERTAIN CATEGORIES OF VIETNAMESE, PRINCIPALLY THOSE WHO FALL IN THE "HIGH RISK" AREA OR HAVE A RELATIONSHIP TO AMERICAN CITIZENS OR PERMANENT ALIENS. THE NUMBER WHO COULD BE ADMITTED UNDER THIS PROGRAM COULD REACH 130,000 PERSONS. MOREOVER, WE ARE LAUNCHING A MAJOR RESETTLEMENT PROGRAM IN THE UNITED STATES WHICH WILL INVOLVE FEDERAL, STATE, AND LOCAL GOVERNMENTS AND VOLUNTARY AGENCIES. WE FULLY INTEND TO CONTINUE PLAYING A MAJOR ROLE IN ALLEVIATING THE SUFFERING OF THESE REFUGEES AND RESETTLING THEM IN THE DAYS AND MONTHS AHEAD.

THE RESPONSE OF THE WORLD COMMUNITY TO THIS TRAGEDY SO FAR HAS BEEN MINIMAL. SOME COUNTRIES HAVE BEEN RECEPTIVE BUT THE REACTION OF MOST HAS BEEN EITHER INDIFFERENT OR EVEN NEGATIVE.

WE HAVE DECIDED THEREFORE, WHILE THE WORLD IS STILL FOCUSED ON THIS TRAGEDY, TO LAUNCH A VIGOROUS DIPLOMATIC CAMPAIGN TO BRING OUR CONCERNS TO THE WORLD COMMUNITY.

EACH MISSION IS INSTRUCTED, UNLESS STRONG OBJECTIONS ARE PERCEIVED, TO MAKE THE FOLLOWING ORAL DEMARCHE AT THE EARLIEST OPPORTUNITY TO HIGHEST POSSIBLE LEVEL AND REPORT RESULTS OF APPROACH IMMEDIATELY. END BACKGROUND.

1. AS A RESULT OF THE SUDDEN COLLAPSE IN VIET-NAM, THOUSANDS OF VIETNAMESE ARE FLEEING THE COUNTRY. SOME ARE LEAVING THROUGH THEIR OWN MEANS, OTHERS THROUGH OUR FACILITIES. AT THIS POINT, WE DO NOT KNOW HOW MANY VIETNAMESE WILL LEAVE VIET-NAM. THE UNITED STATES BELIEVES STRONGLY THAT THE PLIGHT OF THESE REFUGEES DESERVES THE SYMPATHY AND HELP OF THE WORLD COMMUNITY. THIS IS A TRAGEDY OF ENORMOUS HUMAN PROPORTIONS WHICH SIMPLY CANNOT BE IGNORED OR OVERLOOKED.

2. THE UNITED STATES IS RESPONDING VIGOROUSLY AND CONSTRUCTIVELY TO MEET THIS HUMAN PROBLEM. WE HAVE LAUNCHED A MAJOR RESETTLEMENT PROGRAM IN THIS COUNTRY AND ARE PREPARED TO RECEIVE THOUSANDS OF THESE REFUGEES IN KEEPING WITH OUR TRADITIONS AND THE UNITED STATES' OWN INVOLVEMENT WITH VIET-NAM AND ITS PEOPLE. WE ARE MORE THAN FULLY PREPARED TO TAKE ON THE MAJOR BURDEN OF THIS PROBLEM.

3. THE UNITED STATES HAS BEEN IN CONTACT WITH THE MAJOR INTERNATIONAL AGENCIES (UNHCR, ICMAND THE ICRC) ON THIS HUMANITARIAN ISSUE. WE EXPECT THEY WILL APPROACH A NUMBER OF COUNTRIES AND THAT THEY WILL PLAY A MAJOR ROLE IN ALL PHASES OF THE RESETTLEMENT EFFORT AS THEY HAVE DONE IN OTHER REFUGEE MOVEMENTS.

4. IN FACE OF THE ENORMITY OF THE PROBLEM THE UNITED STATES BELIEVES MORE IS REQUIRED. SPECIFICALLY, WE URGE ALL COUNTRIES TO SHARE THE BURDEN BY ACCEPTING A CERTAIN NUMBER OF REFUGEES INTO THEIR OWN COUNTRIES. WE REALIZE THE SPECIFIC NUMBERS WILL DEPEND ON THE CIRCUMSTANCES OF EACH COUNTRY, BUT EACH SHOULD BE ABLE TO ACCEPT SOME. WE WOULD HOPE FOR A MINIMUM OF 100 PER COUNTRY AND MUCH MORE FROM OTHERS. WE RECOGNIZE THE ECONOMIC SITUATION IN SOME LDC'S DOES NOT PERMIT ACCEPTANCE OF POOR REFUGEES, BUT THEY MAY BE ABLE TO TAKE VIETNAMESE WITH PROFESSIONAL QUALIFICATIONS. THERE ARE A SMALLER NUMBER OF CAMBODIAN REFUGEES WHO WILL BE SEEKING HOMES. WE WOULD ALSO APPRECIATE RECEIVING POSSIBLE RESETTLEMENT PROSPECTS FOR THESE REFUGLES FROM HOST GOVERNMENTS.

5. FOR THOSE COUNTRIES WHO HAVE DIPLOMATIC OR OTHER REPRESENTATIVES OF THE GVN, WE WOULD URGE THEY ARE TREATED HUMANELY AND BE ALLOWED TO REMAIN, IF THEY WISH. WE ALSO

EXPECT COUNTRIES TO WORK WITH THE INTERNATIONAL AGENCIES FOR THE RESETTLEMENT OF THOSE VIETNAMESE WHO ARRIVE BY THEIR OWN MEANS.

6. IN CONCLUSION, THE UNITED STATES WISHES TO EMPHASIZE THAT IT IS OUR FIRM INTENTION TO HONOR OUR OBLIGATIONS TO THE VIETNAMESE REFUGEES. WE HOPE OTHERS WILL ALSO RECOGNIZE AND RESPOND IN GOOD CONSCIENCE TO THIS IMMENSE TRAGEDY.

RESETTLEMENT OF VIETNAMESE REFUGEES
IN THIRD COUNTRIES - POSITIVE REACTIONS
AS OF MAY 10, 1975

COUNTRY	NUMBER OF ACCEPTABLE REFUGEES BEST ESTIMATE, SUBJECT TO CHANGE	QUALIFICATIONS
Canada	10,000	Based on number of VN with Canadian relatives and those holding "visa letters".
France	5,000+	Before the fall of GVN there were as many as 10,000 French citizens. Those citizens and their close relatives have easy access to France. Other refugees with connections and interest in France should have access.
Australia	5,000	May take half as many refugees as does Canada.
Germany	4,000	Total could exceed 5,000 including 1,000 VN students already in Germany
Great Britain	1,000	
Total	<u>25,000</u>	

Countries expressing a positive interest in accepting VN refugees, probably less than 100 per country:

Gabon	Grenada
Morocco	St. Vincent
Belgium	Singapore
Italy	New Zealand
Antigua	Spain
Barbados	Dominican Republic

PROCESSING OF INDOCHINESE REFUGEES

This message establishes guidelines and procedures for processing Indochinese refugees quickly through the reception areas in the United States while still insuring that the refugees are properly resettled and that the possibility of their becoming a public charge is reduced. The goal is to make Indochinese refugees self-supporting members of their communities in the shortest possible time.

GENERAL:

The guidelines and procedures set forth in this message should be followed at each processing center. However, the Senior Civil Coordinator may modify these procedures to fit his particular needs. He should notify the Inter-Agency Task Force, Washington, D.C., of major changes.

Processing should be accomplished expeditiously. Arriving refugees should begin processing as soon as practicable. The elements of processing are: (A) Reception; (B) Immigration and Naturalization Service In-Processing; (C) Issuance of Social Security Numbers; (D) Health, Education Welfare, Health and Social Services Counselling; (E) Sponsorship Verification; (F) INS Final Processing (Security Check Verification); (G) Final Outprocessing and Travel.

SECURITY CLEARANCES:

Results of security checks are required before release from refugee camps for all refugees 17 and over except: (A) relatives of either American citizens or permanent resident aliens; and (B) former U.S. Government employees having had valid security clearances. Security checks on persons in these categories will be performed after they have arrived at their final destination.

SPONSORSHIP:

With certain exceptions, refugees require sponsors to assist in insuring that the refugees do not become public charges and to help each refugee make the transition from refugee status to status as a self-sufficient member of his community.

Continued - Processing of Indochinese Refugees

Sponsorship can take the form of an offer of support, employment or both. However, the sponsor must also be ready to help the refugee with some of the less tangible aspects of resettlement such as adjustment to a new culture, acquainting the refugee with American law and requirements. Sponsorship is not a formal, legal commitment. However, the sponsor undertakes a clear moral commitment to help the refugee to the best of his ability.

SPONSORSHIP REQUIREMENTS:

A sponsor, in conjunction with an appropriate Volag, will be expected to:

1. Receive the refugee and his family;
2. Provide shelter and food, until the refugee becomes self-sufficient. Shelter need not be in the residence of the sponsor but must be adequate;
3. Provide clothing and pocket money;
4. Provide assistance in finding employment and in school enrollment for children;
5. Cover ordinary medical costs or medical insurance.

Once employment is obtained, the sponsor will assist the refugee to locate permanent housing, acquire minimal furniture and arrange for utilities.

PROCESSING OF REFUGEES BY CATEGORY:

The following procedures will apply for the processing of various refugee categories:

1. Refugees without sponsors:

Voluntary agencies will play the major role in resettling refugees by matching them with specific sponsors by obtaining the pledges of individuals, churches or community groups to resettle the refugees and by matching other offers of sponsorship that are not specific as to persons or family. (ANNEX A).

Continued - Processing of Indochinese Refugees

The Department of State has received a number of offers for sponsorship, employment, housing and material assistance. These offers will be made available to the Volags for verification and follow-up. Similar offers received at the reception centers should be referred to Voluntary Agency representatives at the centers.

2. Refugees specifically named by a sponsor:

Offers to sponsor a named individual or family which can be matched with refugees of the same name at the camps should be referred to a Volag for verification. Because of the similarity of Vietnamese names, the Volag should first verify that the correct refugees have been located. In cases where a sponsor has named a specific family or the refugee has named a proposed sponsor, the Volag will make appropriate inquiries of the sponsor to confirm his willingness to help the refugee and to verify the plans for resettling the refugee. The responsibilities the sponsor is assuming will be explained to the sponsor. As required, the Volag will arrange for a local check to determine insofar as possible whether the sponsor has the means needed for sponsorship.

Prospective sponsors should be requested to send a statement or telegram to the individual refugee in care of the American Red Cross at the local camp or to certify to the Volag representative in the sponsor's locality that he understands the obligations of sponsorship and will make every effort to provide or assist the named refugees in obtaining housing, employment and other assistance which will lead to self-sufficiency. Statement should be signed and contain address and telephone number of sponsor. We are asking the Volags to publicize the availability of their direct-name sponsorship service. (ANNEX B).

If the sponsor is determined to be responsible by the Volag, INS will authorize the release of the refugee from camp. Those cases considered doubtful by the Volag will be rejected and the refugee will be resettled by other voluntary agency efforts.

3. Refugees with independent means.

Certain refugees may have access to personal resources which will enable them to be self-sustaining. These refugees may require only brief counselling to direct them to a resettlement location. A single adult or family with

Continued - Processing of Indochinese Refugees

at least one adult with facility in English, vocational skills and a general idea of a resettlement location can meet the self-sustaining test if the family has average resources of \$4000 per capita, exclusive of transportation. A board at each camp comprised of officials of State, INS and HEW will make the determination of self-sufficiency and authorize release from camp. Refugees determined to have adequate personal funds should not be maintained at camps at USG expense once security checks are completed.

The board will interview the refugee and determine whether he can adequately meet the above test of self-sufficiency. If he does, he will be certified for departure from camp without referral to a Voluntary Agency and without the requirement for sponsorship.

4. Relatives of American citizens and permanent aliens:

HEW, with the assistance of the Red Cross, will verify the willingness and ability of the named relative to "sponsor" and resettle the refugee. Once confirmed, INS will release those refugees without an additional sponsorship requirement. If HEW decides the sponsor is unable to care for the refugees, the case will be passed to an accredited Voluntary Agency for processing. "Relatives" of U.S. citizens includes spouse, parents, grandparents, children, grandchildren, unmarried siblings and handicapped dependents.

5. Offers by former employers:

If sponsorship is offered by a former employer, the offer will be reviewed by the board established under Section 3, and if the former employer is deemed to be responsible - a major corporation, charitable group or USG - the refugee will be released to the employer without Voluntary Agency assistance. If the employer cannot offer the full range of sponsor services, he should be put in touch with an approved resettlement Voluntary Agency.

If an employer proposes to send the refugee outside the United States to work, the refugee should consult with INS to ensure that appropriate travel and re-entry documents are issued.

Continued - Processing of Indochinese Refugees

6. Travel:

The refugee may travel at his own expense, the expense of his sponsor, or government expense. Government-paid travel should not be relied upon and at a minimum, partial payment by the sponsor or refugee should be attempted. However, government-paid travel is preferred over jeopardizing sponsorship or depriving the refugee of essential funds required for resettlement. In order to determine eligibility for government travel expenses, the assets of the refugee or sponsor should be verified by HEW before travel is authorized at government expense. Documentation of the lack of ability of the refugee or sponsor to finance travel is required. Attached at ANNEX C is a sample form which may be used by the refugee or sponsor to authenticate the requirement for travel at government expense.

CLEARANCES:

This message has been cleared with the appropriate government agencies and has been discussed with the Voluntary Agencies.

ANNEX A

VOLAG STATEMENT

DATE:

TO: DIRECTOR, IMMIGRATION AND NATURALIZATION SERVICE
CAMP

RE:

NAMES

A NUMBER

THE ABOVE NAMED REFUGEES ARE APPROVED TO BE MOVED
FOR RESETTLEMENT TO

UNDER THE AUSPICES OF

SINCERELY YOURS,

CC: HEW

(NAME AND TITLE OF
DESIGNATED VOLAG REPRESENTATIVE)

ANNEX B

NAME SELECTED SPONSORS
SEND TELEGRAM STATING

I WILL MAKE EVERY REASONABLE EFFORT TO PROVIDE OR
ASSIST IN OBTAINING HOUSING, EMPLOYMENT AND OTHER
ASSISTANCE WHICH WILL LEAD TO SELF-SUFFICIENCY FOR
THE FOLLOWING INDIVIDUALS:

SIGNED:

ADDRESS:

TELEPHONE:

REQUEST TOLL -

RED CROSS
VOLAGS

SEND IT TO REFUGEE C/O RED CROSS

ANNEX C

SAMPLE GOVERNMENT TRAVEL REQUEST STATEMENT

QUOTE AS INDICATED BY MY SIGNATURE BELOW I DO
HEREBY CERTIFY THAT I DO NOT HAVE ACCESS TO
FUNDS NECESSARY TO PURCHASE TRANSPORTATION
TO MY DESIGNATION. FURTHER, I UNDERSTAND
THAT MY FAILURE TO SO DECLARE SUCH FUNDS AS
AVAILABLE MAY MAKE ME LIABLE FOR REPAYMENT
AT A LATER DATE UNQUOTE

POINTS: THIS STATEMENT MAY BE ON A COMBINED
MANIFEST OR INDIVIDUAL STATEMENTS
MAY BE SIGNED.

THE ROLE OF IMMIGRATION AND NATURALIZATION SERVICE

The Immigration and Naturalization Service (INS) has the statutory function of administering the Immigration and Nationalization Laws relating to the admission, exclusion, deportation and naturalization of aliens. Specifically the INS inspects aliens to determine their admissability into the U.S.; adjudicates requests of aliens for benefits under the law; prevents illegal entry into the U.S.; investigates, apprehends, and removes aliens in the U.S. in violation of the law. The INS also examines aliens applying for citizenship.

In the current circumstances relating to the entry of Vietnamese and Cambodians who may apply to enter the U.S., the INS has the prime responsibility for determining if the aliens meet the criteria for parole which has been established in consultation within the Executive Branch and with the Congress.

The INS has teams of Inspection personnel on site at Guam and Wake Islands to perform as much of the pre-processing as possible before the aliens are moved to U.S. reception centers. Generally speaking it has been agreed that the immediate relatives of U.S. citizens and resident aliens of the U.S. will have priority since their bonafides are more easily established. The balance of the evacuees to be cleared will of necessity take longer because of the necessity to perform security checks.

We expect that the bulk of the evacuees will move rapidly through processing. However, there may be those that do not meet the requirements of the special categories for parole. Additionally there may be those who are inadmissible as members of the criminal, narcotics, moral or subversive classes since the only grounds for exclusion that are being waived are those of public charge, labor certification and documentation.

THIS IS HEW

The Department of Health, Education, and Welfare works to help people help themselves and sponsors research, pilot projects and consumer programs designed to enhance the quality of life in America.

Since its creation on April 11, 1953, under a Reorganization Plan proposed by President Eisenhower and approved by the Congress, HEW has become the largest Executive Department in programs and budget.

--HEW is responsible for administering more than 400 separate programs.

--HEW's budget during the current fiscal year will be on the order of \$118 billion.

--HEW's employees number 127,000. Most of them are located, not in Washington, but throughout the United States in 10 HEW regional offices, more than 1,000 SSA district offices and 16 FDA district offices.

The Department carries out most of its activities, through a great range of partnerships with State and local governments, with private agencies and with the aid of public advisory bodies.

--Overall, more than 96 cents out of every dollar in the HEW budget goes back to States and localities or to private organizations, institutions or individuals in the form of grants, contracts, loans or monthly benefit checks.

--In medical research, more than 80 percent of the money goes to non-Federal scientists and research agencies.

--In education, about 98 percent of the more than \$6 billion Office of Education budget is distributed as grants or contracts to State and local school districts, to colleges and universities or to higher education students themselves in the form of scholarships, grants or loans.

HEW is the agency most involved, either directly or indirectly, with the most people--and their lives:

From a quarter million to a third of a million handicapped people have been rehabilitated annually to useful lives in recent years under HEW's vocational rehabilitation and disability programs. Since the program began in 1920, more than 3 million handicapped citizens have been rehabilitated to live normal, independent lives.

More than 9 million students were enrolled in institutions of higher education during the 1973-74 academic year. One of every five of these students received HEW financial aid to help pay for the cost of college.

Public assistance (welfare) programs for families and adults help about 14 million people each month with either checks to meet living expenses or social services or both. These programs are jointly funded by HEW, the States and localities.

Virtually all of the Nation's 17,000 school districts, whose public school enrollments total 45,800,000, share in Federal aid programs administered by the U.S. Office of Education.

The Social Security Administration keeps the earnings records of about 200 million persons and sends out monthly checks to nearly 30 million Americans who are retired or disabled or are the dependents of such workers or the survivors of deceased workers.

Reorganization Plan No. 1 of 1953 elevated Federal programs to help people to Cabinet level by transferring to HEW all activities of the Federal Security Agency, which was established in 1939.

Some of these HEW responsibilities not only predated 1939 but actually began during the early days of the Republic:

In 1798, a Marine Hospital Service, forerunner of the Public Health Service, was established to furnish treatment to sick and disabled American merchant seamen and to ward off epidemics from abroad.

- . In 1785, the Congress of the Confederation set aside public lands for schools.
- . In 1862, the first Morrill Act established a system of land grant colleges.
- . In 1867, the Department of Education, predecessor of the Office of Education, was established to collect facts and statistics about education and to promote the cause of education.
- . In 1887, the present National Institutes of Health began as a one-room laboratory on Staten Island, New York.
- . In 1907, the Food and Drug Administration was created in response to public outcry over food handling sanitation.
- . In 1920, the Federal-State rehabilitation program began providing help for the physically handicapped.

Social security grew out of the Depression of the 1930's and was administered by a Social Security Board until the Social Security Administration was established in 1946.

Other organizational units of the Department have developed from more recent efforts to rationalize programs, organize them more efficiently and to make them more responsive to the needs of American citizens.

FUNCTIONS OF THE PRESIDENT'S COMMITTEE
FOR HUNGARIAN REFUGEE RELIEF

On December 12, 1956, President Eisenhower announced the creation of the President's Committee for Hungarian Refugee Relief.

Functions of this Committee include assisting in every way possible the various religious and other voluntary agencies engaged in work for Hungarian refugees, and coordinating their efforts, with special emphasis on those activities of the agencies related to resettlement of the refugees. To this end, the President's Committee serves as a focal point to which offers of homes and jobs may come and be made available in the most effective manner for use by the different voluntary groups.

The Committee also seeks to coordinate the efforts of the voluntary agencies with the work of the interested government departments. While the resettlement task has constituted the most immediate area in which coordination was needed, the Committee is also laying a foundation for coordination of the work of U.S. agencies being conducted in Austria for the Hungarian refugees.

It is not the function of the President's Committee to raise funds. The Committee, after an initial study of the situation, unanimously concurred in and supported the policy already in effect under which the refugees coming to the United States are all brought to the Joyce Kilmer Reception Center at Kilmer, New Jersey. There, the Army houses and feeds them, and if necessary, provides hospitalization and gives them any medical and dental care immediately requisite.

MEMBERS OF THE PRESIDENT'S COMMITTEE FOR HUNGARIAN
REFUGEE RELIEF

Lewis W. Douglas, Honorary Chairman
Tracy S. Voorhees, Chairman
J. Lawton Collins, Vice Chairman and Director
William Hallam Tuck, Vice Chairman
Leo C. Beebe, Vice Chairman
Alfred M. Gruenther
Lewis Hoskins
Mrs. John C. Hughes

John A. Krout
Moses Leavitt
George Meany
Msgr. Edward F. Swanstrom
Charles P. Taft
R. Norris Wilson
William J. Donovan, Counsel

ORGANIZATION AND ADMINISTRATION OF THE
PRESIDENT'S COMMITTEE AT KILMER

There are 22 government and voluntary agencies participating in the refugee reception and resettlement program at Kilmer. These agencies are independent of one another and are directly responsible to their own individual headquarters located, as to the voluntary agencies, for the most part in New York and, as to the government agencies and the Red Cross, in Washington. In order to improve coordination of the work of these many separate groups, all of which are performing most useful and indeed essential services, they have agreed, on recommendation of The President's Committee, on an organizational plan for the Kilmer operation which is already in effect. This is shown on Chart 1 which follows. The President's Committee's work at Kilmer is under the functional administration of Leo C. Beebe, Vice Chairman of the Committee. He reports directly to General J. Lawton Collins, Ret., Vice Chairman and Director of the Committee, at the Washington office at 1413-K Street, N. W.

Reporting directly to Mr. Beebe are three executives, one of whom works with the government agencies directly concerned with the resettlement program; another with the voluntary agencies sponsoring the refugees; and a third with a group of cooperating agencies not directly concerned with sponsoring refugees.

In addition to these three agency coordinators, Mr. Beebe is assisted by four principal staff departments -- Public Information, Administrative Services, Data Processing Services, and Educational Services -- that provide essential facilities and services for the operation of the Center.

RECEPTION AND RESETTLEMENT PROCEDURE AT KILMER

Refugees arriving in the United States by ship and airplane are transported immediately to the Joyce Kilmer Refugee Reception Center. There they are provided with temporary housing and given necessary clothing, practically all of which is privately contributed.

After receiving a careful medical examination by doctors of the U.S. Public Health Service, they are interviewed by the United States Customs, and by immigrant inspectors of the Immigration and Naturalization Service. Hospital and medical care are provided as required. The refugees are then interviewed by representatives of the United States Employment Service, who determine their occupation, education, and skills, and housing requirements. All the information obtained in the foregoing steps is appropriately catalogued for subsequent use.

Meanwhile, throughout the United States, interested individuals, firms, voluntary organizations and church groups are locating available jobs and housing facilities, and are incorporating them in offers of sponsorship. These offers are funneled to Kilmer to the President's Committee for distribution among the accredited sponsoring agencies, or they come directly to the latter.

Individuals and organizations offering jobs or homes are asked not to come personally to the Kilmer Center to make such offers. Careful and effective resettlement requirements in such large numbers make it impractical for the public to interview and carry away individuals hastily on any impromptu basis. To be intelligently utilized, such offers should be made in writing to The President's Committee at the Joyce Kilmer Reception Center, Kilmer, New Jersey, where, by the use of IBM machine processes, the offers will be matched with the vocational and other pertinent qualifications of the refugees.

The facts concerning the job offer and the immigrant's qualifications and desires concerning resettlement are then matched through the IBM machines and a resulting "Suggested Disposition for Employment and/or Housing" form is prepared and given to the sponsoring agency concerned with the refugee to enable prompt utilization of offers of help from individuals, industries, and communities. Flow charts 2, 3, and 4, which are reproduced herein describe the process.

Personal interviews with the refugee by representatives of the respective agencies sponsoring them then follow to insure the best possible matching of abilities and needs and the satisfaction both of the refugee, and those making the offers to take them.

Appended hereto are copies of the printed forms "Offer of Housing and/or Employment" and "Position Classification Form" which are used in this matching process.

It will materially facilitate the resettlement if all job and housing offers are initially submitted on the above Housing and/or Employment Form, so that we can at once get them on the machine cards copies. They are available in any desired number at the President's Committee office in Washington.

There are a few categories of refugees for whom special placement machinery has been provided for use when the usual placement efforts of the voluntary agencies cannot adequately meet a particular situation. These include:

Medical Cases -- Provision has been made by the Public Health Service for those who will require hospitalization after their departure from the Reception Center. State hospitals have made beds and services available to augment those in federal institutions. The families of hospitalized patients will be provided jobs and housing in the general vicinity of the hospitals.

Scientists -- Interviewers have been instructed to single out scientists and to notify the National Research Council of the National Academy of Sciences of their availability for appropriate employment.

Doctors of Medicine -- In like manner, doctors of medicine are referred to the American Medical Association for professional placement.

Students -- Of the first 21,500 refugees, the President's Committee estimates that there will be included about 2,000 students; many of these are university students and include many students of very promising ability.

Dr. John A. Krout, a member of the President's Committee and also Provost of Columbia University, has agreed to act as a sub-committee of one, assisted by the Institute for International Education and World University Service to assure appropriate educational opportunities for this group, and to make the best possible use of the many generous offers of scholarships which have been received from educational institutions through the country. Accordingly, offers of scholarship assistance should be addressed directly to Dr. John A. Krout, Columbia University, New York City, N.Y.

The Governors of all the states are being asked to create or to continue committees to coordinate resettlement efforts in their own state -- either directly or through creation of Mayor's Committees in the principal cities.

EXPEDITING RESETTLEMENT

Although in the first week of December the average number of refugees resettled per day was only about 100, improved procedures, governmental and private, have already resulted in increasing this figure to about 450 per day. Accordingly, it is not expected, even with the arrivals of the anticipated ocean lift in January (numbering approximately 5,000) that the facilities and operations at the Joyce Kilmer Reception Center will be overtaxed. Nevertheless, the need for vigorous resettlement efforts remains. As all media of communication are being utilized to inform public and private agencies concerning procedures for offering aid to the refugees, the increasingly efficient marshalling of homes, jobs, and educational facilities will progressively enable us to meet the needs of the refugees without lost motion.

PUBLIC CONTRIBUTIONS FOR REFUGEE RELIEF

Many individuals have asked the President's Committee where donations for Hungarian relief may be sent. There are a number of highly reputable religious and other voluntary organizations engaged in this work. Contributions to any of them will be well used.

If for any reason a donor does not wish to give directly to any of them, the American Council of Voluntary Agencies for Foreign Service, Inc., 20 West 40th Street, New York 18, N. Y., has a special committee of private citizens, none of whom are members of the Council or any of its agencies, which is prepared to allocate equitably gifts received by the Council among the various responsible voluntary agencies engaging in Hungarian relief, including agencies which are not members of the Council. The Council will report these allocations monthly to the President's Committee. Any contributions received by the President's Committee for Hungarian Refugee Relief are transferred to the American Council for such allocation. However, the President's Committee asks that contributions not be made to it, as it is not engaged in fund raising.

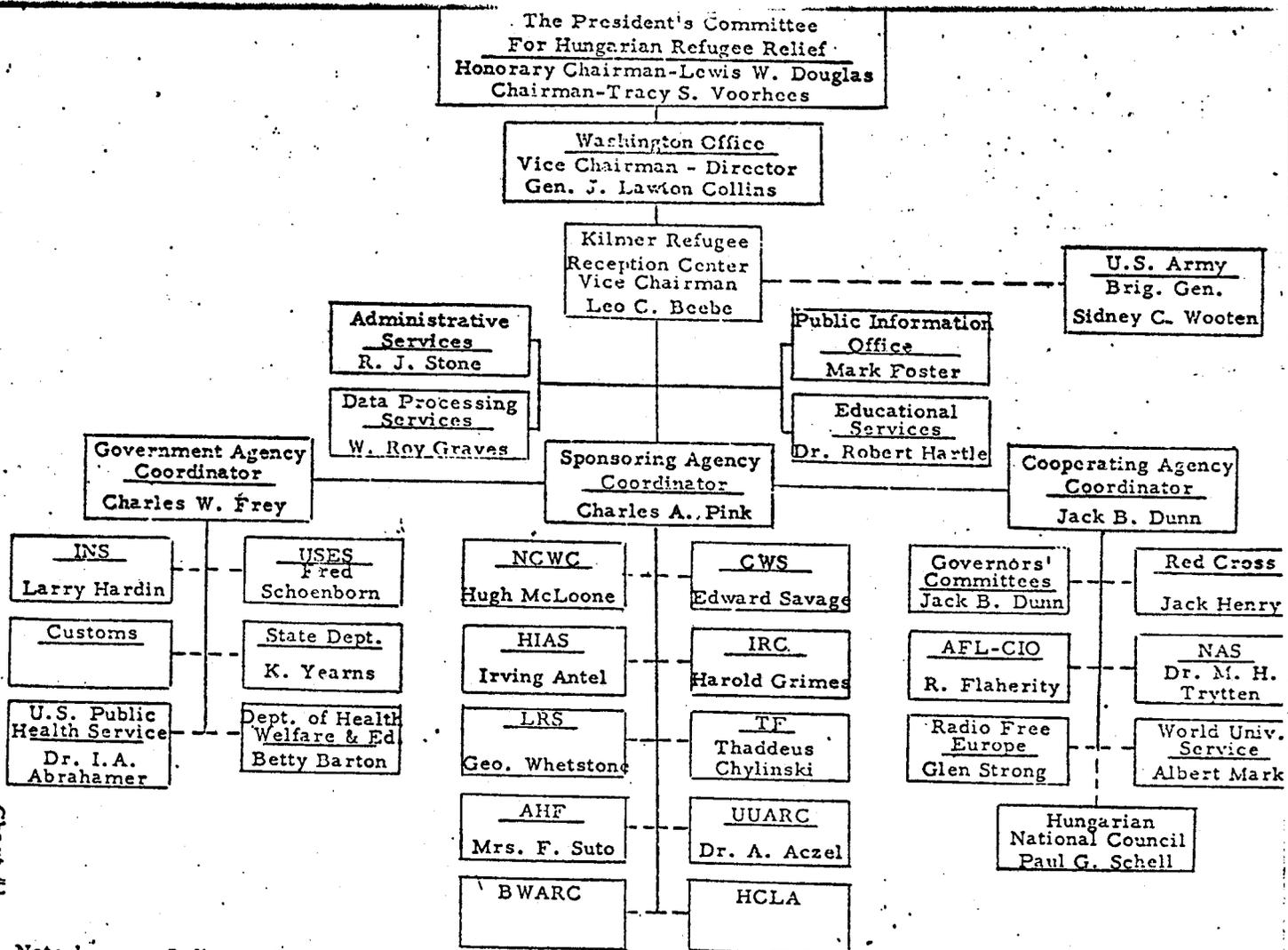
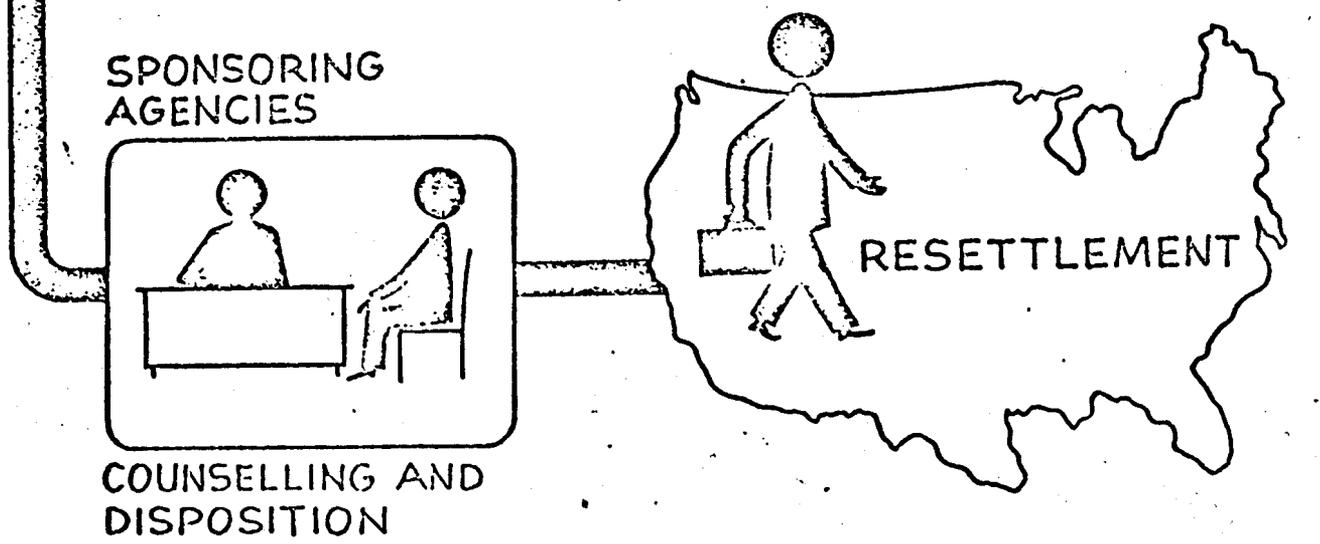
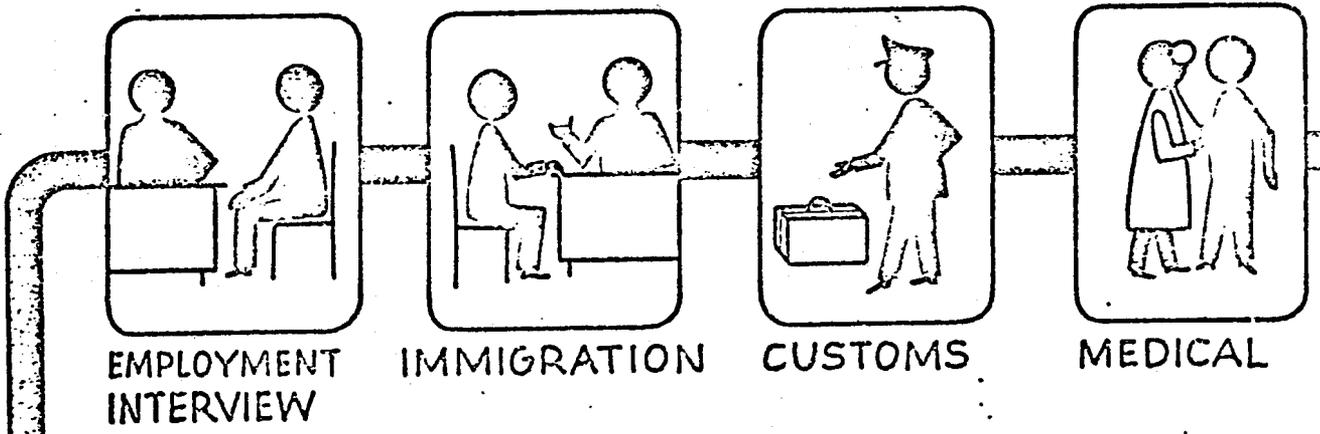
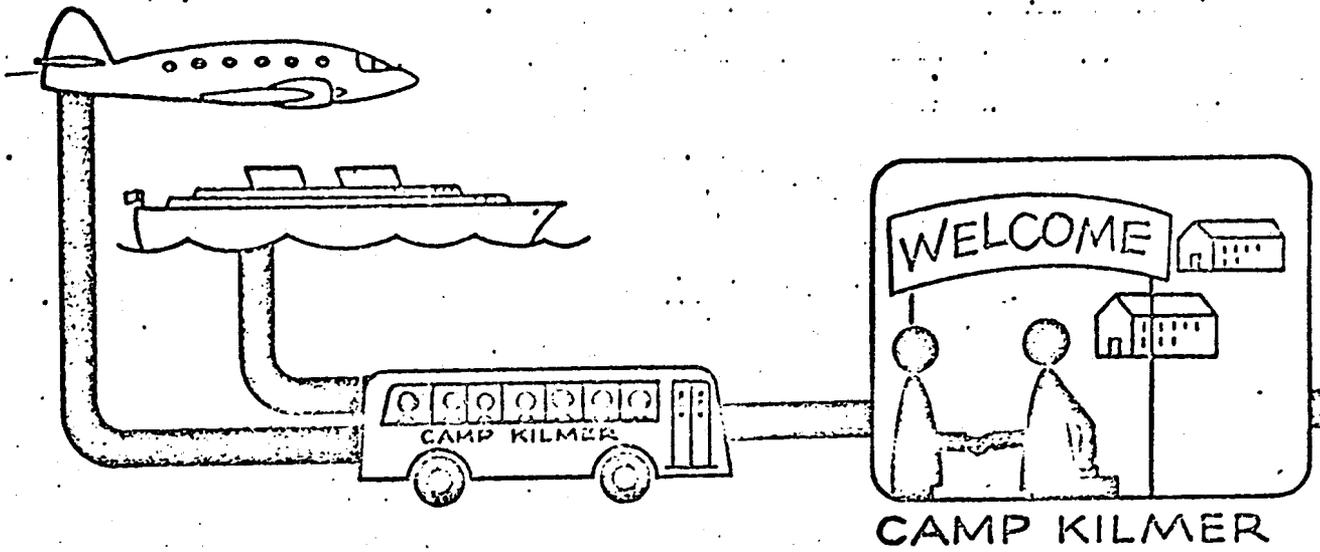


Chart #1

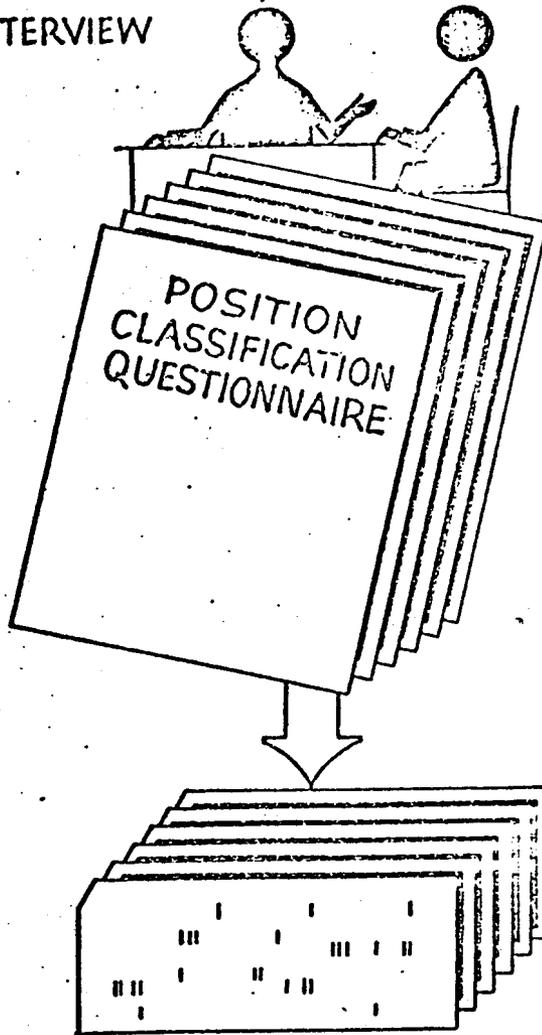
56

Note 1: - - - Indicates Functional rather than direct responsibility
 Note 2: For full agency names see enclosed directory

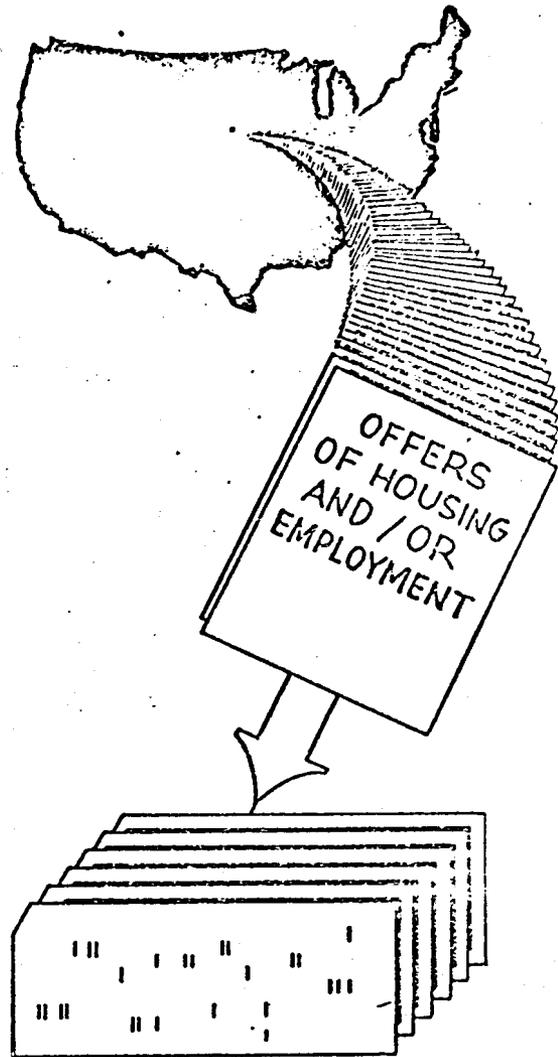


RECORDING

U.S. EMPLOYMENT SERVICE
INTERVIEW

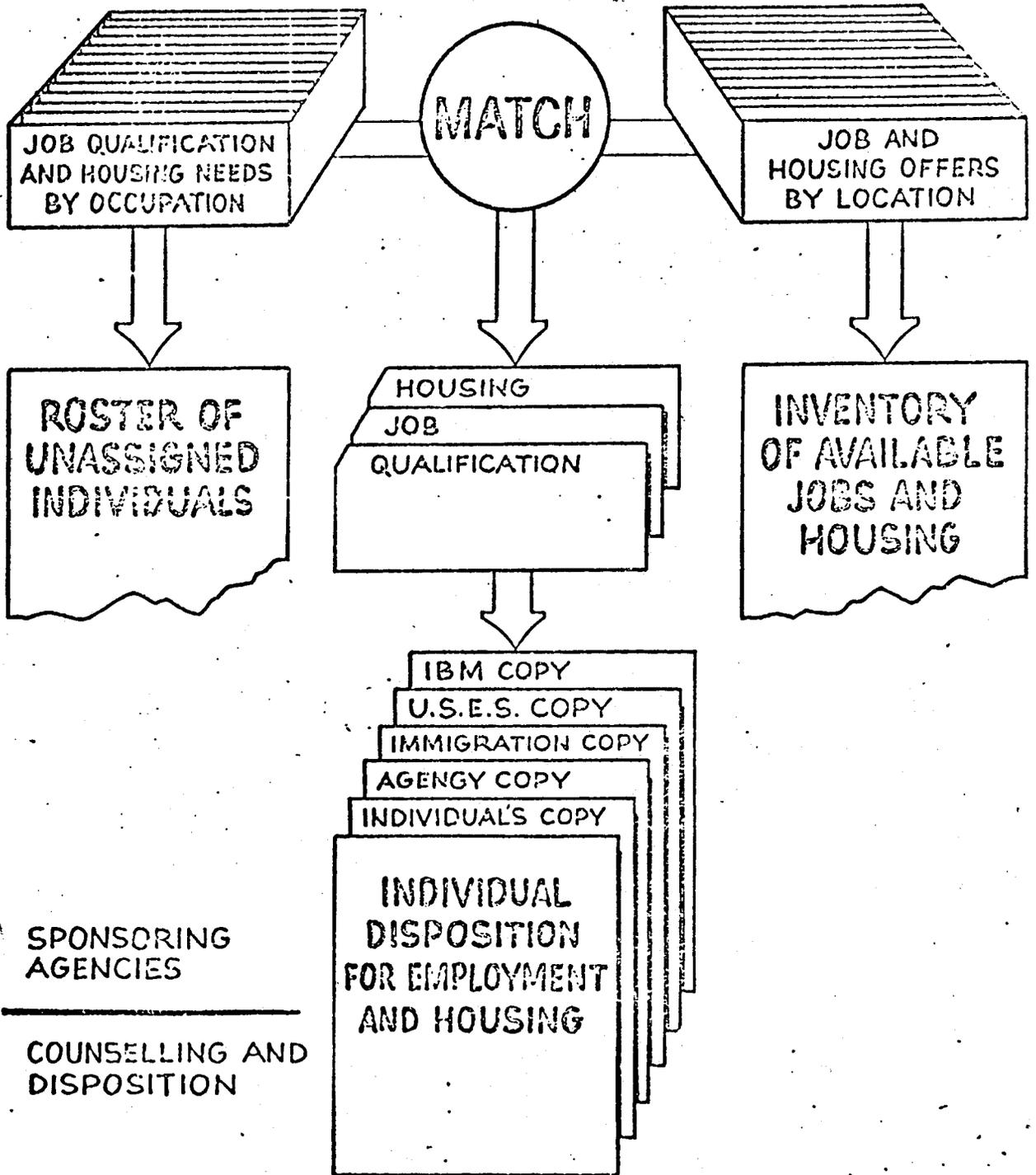


REFUGEE'S JOB
QUALIFICATION
AND
HOUSING NEEDS



OFFERS OF
HOUSING
AND
EMPLOYMENT

RELATING



EVALUATING

INDIVIDUAL'S
DISPOSITION

DISPOSITION CARD

ANALYSIS REPORTS FOR ALL
PARTICIPATING AGENCIES.

AGE GROUP

MALE FEMALE PLACEMENT

PLACED BY AGENCY

HOUSING PROVIDED

JOB CLASSIFICATION

PLACEMENT BY CITY
AND STATE

Explanation of Codes

SEX AND MARITAL STATUS CODE

- | | |
|--------------------|----------------------|
| 1 - Male, single | 6 - Female, single |
| 2 - Male, married | 7 - Female, married |
| 3 - Male, divorced | 8 - Female, divorced |
| 4 - Male, widowed | 9 - Female, widowed |

LANGUAGE CODE

- | | |
|-------------|--------------|
| 1 - English | 5 - Rumanian |
| 2 - German | 6 - Russian |
| 3 - French | 7 - Other |
| 4 - Czech | |

DEGREE OR INSTITUTION CODE

- | | |
|-------------------------------------|-------------------------------------|
| 0 - Illiterate | 4 - University (4 yr. course) |
| 1 - Elementary (4 yr. course) | 5 - Professional Engineering Degree |
| 2 - Technical School (4 yr. course) | 6 - Master's Degree |
| 3 - Gymnasium (8 yr. course) | 7 - Doctorate |

AGENCY CODE

(Recognized by the Administrator of the Refugee Relief Act of 1953)

- 1 - American-Hungarian Federation
- 2 - Baptist World Alliance Relief Committee
- 3 - Catholic Relief Services (National Catholic Welfare Conference)
- 4 - Church World Services, Inc.
- 5 - Hungarian League of America, Inc.
- 6 - International Rescue Committee, Inc.
- 7 - Lutheran Refugee Service
- 8 - Tolstoy Foundation, Inc.
- 9 - United HIAS Service
- 10 - United Ukranian American Relief Committee

OCCUPATION CODE

See Department of Labor Dictionary of Occupational Titles

RELATIONSHIP CODE

- | | |
|-----------------|---------------------|
| 1 - Father | 8 - Aunt |
| 2 - Mother | 9 - Nephew |
| 3 - Brother | 10 - Niece |
| 4 - Sister | 11 - Cousin |
| 5 - Grandfather | 12 - Other Relative |
| 6 - Grandmother | 13 - Friend |
| 7 - Uncle | |

AREA PREFERRED CODE

See IBM Code Book for City, Counties and States in United States

(PLEASE TYPE OR PRINT)

Date

EMPLOYMENT OFFER - (SEE REVERSE SIDE FOR INSTRUCTIONS)

PROCESSING NUMBER
(leave blank)

 (Last name - Individual, Company, Agency or Organization) (First name) (Initial)

residing or located at _____
 (Street number and name)

 (City or town) (County) (State)

(leave blank)
CITY - STATE CODE

will provide employment for _____ male workers, _____ female workers and/or _____ married
 (Quantity) (Quantity) (Quantity)
 couples. The nature of the business is _____
 (Please describe)

Description of the occupation is _____
 (Please describe)

NOTE - If more than one occupation classification is involved in this offer please describe each classification on separate sheet indicating quantities of males, females and/or couples

(leave blank)
CITY - STATE CODE

Knowledge of the English language is required, not required. The rate of pay for this occupation is _____
 (Check one)

_____ per hour, day, week, month. This position is permanent, temporary.
 (Dollars Cents) (Check one)

Housing is provided, not provided. (If housing is offered please fill in Housing Section below.)
 (Check one)

Additional Remarks _____

NOTE - ALL FORMS MUST BE SIGNED BELOW!

HOUSING OFFER

(leave blank)
AGENCY CODE

 (Last name - Individual, Company, Agency or Organization) (First name) (Initial)

residing or located at _____
 (Street number and name)

 (City or town) (County) (State)

(leave blank)
CITY - STATE CODE

will provide housing for _____ adult males, _____ adult females, _____ married couples and/or
 (Quantity) (Quantity) (Quantity)
 _____ families. Please indicate family size _____ adults _____ children.
 (Quantity) (Quantity) (Quantity)

Type of housing being offered, room, apartment, share home, separate house. Number of rooms
 (Check one)

available to refugees _____. Describe _____
 (NOTE - If more than one type of housing is being offered please describe and indicate

type and number of rooms and bathrooms on a separate sheet)

Number of bathrooms available _____. Describe _____
 (Number of toilets, baths and/or showers)

Additional Remarks _____

I understand that any of the persons to whom I have herein offered employment and/or housing are completely free to leave such employment or housing with no other obligation than to notify the District Director of the nearest Immigration and Naturalization Service office of their current address and occupation

 (Signature of person making offer)

INSTRUCTIONS

One copy of this form may be submitted direct to the President's Committee for Hungarian Refugee Relief at Kilmer Reception Center, New Brunswick, New Jersey, or through the Governor's Committee of refugee relief in your state. If you desire to have one of the organizations or voluntary social agencies listed below, which have been recognized by the Administrator of the Refugee Relief Act of 1953, act as your agent at the Kilmer Reception Center, you should submit this completely executed form to the representative of such agency in the area in which you reside:

- 1 - American-Hungarian Federation
- 2 - Baptist World Alliance Relief Committee
- 3 - Catholic Relief Services (National Catholic Welfare Conference)
- 4 - Church World Service, Inc.
- 5 - Hungarian League of America, Inc.
- 6 - International Rescue Committee, Inc.
- 7 - Lutheran Refugee Service
- 8 - Tolstoy Foundation, Inc.
- 9 - United HIAS Service
- 10 - United Ukrainian American Relief Committee

A job order from a local office of the State Employment Service may be attached in lieu of the employment information and signature.

JOYCE KILMER RECEPTION CENTER
REFUGEE STATUS SUMMARY

Month December Date	#of Planes Arrived	# of Refugees Arrived	# of Refugees Departed	Total Planes Arrived	Total Refugees Received	Total Refugees Departed	Total Refugees On Hand
1 Saturday	2	149	90	13	951	583	33
2 Sunday	0	0	90	13	951	613	315
3 Monday	2	143	57	15	1,058	730	329
4 Tuesday	3	211	108	18	1,269	838	431
5 Wednesday	3	218	156	21	1,487	994	493
6 Thursday	4	277	62	25	1,764	1,056	782
7 Friday	4	290	97	29	2,054	1,153	975
8 Saturday	3	207	223	32	2,261	1,376	885
9 Sunday	3	224	144	35	2,485	1,520	965
10 Monday	4	292	384	39	2,777	1,904	873
11 Tuesday	5	359	161	44	3,136	2,065	1,071
12 Wednesday	8	494	163	52	3,630	2,228	1,402
13 Thursday	7	417	239	59	4,047	2,467	1,580
14 Friday	15	1,025	55	74	5,072	2,522	2,550
15 Saturday	7	466	202	81	5,538	2,724	2,814
16 Sunday	12	694	117	93	6,232	2,841	3,391
17 Monday	5	330	256	98	6,562	3,097	3,465
18 Tuesday	17	1,101	365	115	7,663	3,462	4,201
19 Wednesday	2	124	400	117	7,787	3,862	3,925
20 Thursday	6	416	519	123	8,203	4,381	3,822
21 Friday	5	313	341	128	8,516	4,722	3,794
22 Saturday	11	709	229	139	9,225	4,951	4,274
23 Sunday	12	740	169	151	9,965	4,120	4,845
24 Monday	8	517	282	159	10,482	5,402	5,080
25 Tuesday	22	1,406	186	181	11,888	5,588	6,300
26 Wednesday	9	597	316	190	12,485	5,904	6,581
27 Thursday	13	870	823	203	13,355	6,727	6,628
28 Friday	9	596	575	212	13,951	7,302	6,649
29 Saturday	8	473	542	220	14,424	7,844	6,580
30 Sunday	7	491	445	227	14,950	8,289	6,626
31 Monday	3	225	463	230	15,140	8,752	6,388

Note: Separate sheets showing Kilmer arrival and departure figures since December 31 will be prepared.

DIRECTORY OF AGENCIES WITH OFFICES AT
KILMER RECEPTION CENTER

U. S. Army -- Brig. Gen. S. C. Wooten, Commanding
President's Committee -- Leo C. Beebe, Vice Chairman

Sponsoring Agencies

American-Hungarian Federation -- Mrs. Frank Suto
*Baptist World Alliance Relief Committee --
Church World Service -- Edward Savage
*Hungarian Catholic League of America --
International Rescue Committee -- Harold Grimes
Lutheran Refugee Service -- George Whetstone
National Catholic Welfare Conf. -- Hugh McLoone
Tolstoy Foundation -- Thaddeus Chylinski
United HIAS Service -- Irving Antel
United Ukranian American Relief Commission -- Dr. Aurel Aczel

Government Agencies

Department of Health, Welfare, and Education -- Betty Barton
Immigration and Naturalization Service -- Larry Hardin
United States Employment Service -- Fred Schoenborn
United States Customs Service --
United States State Department -- Kenneth Yearns
United States Public Health Service -- Dr. I. A. Abrahamer

Cooperating Agencies

N. J. Governor's Committee for Refugee Relief -- Jack B. Dunn
American Red Cross -- Jack Henry
AFL-CIO -- Robert Flaherity
National Academy of Sciences -- Dr. M. H. Trytten
World University Service -- Albert Mark
Hungarian National Council -- Paul G. Schell
Radio Free Europe -- Glen Strong

* Accredited, but not located at Kilmer.

