

Refugee Reports

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RESETTLEMENT HOPES FADE FOR CAMBODIANS IN THAILAND

Refugee processing for Cambodians in Thailand is drawing to a virtual close, according to public statements and the written testimony and correspondence of Immigration and Naturalization Service (INS) and State Department officials. With the exception of about 4,300 persons at Thailand's Khao I Dang camp, no further U.S. resettlement processing of Cambodian refugees is planned, government officials say.

For some 250,000 Cambodians along the Thai border, and the 15,000 Cambodians at Khao I Dang already rejected for refugee resettlement, the U.S. government is promoting a "two-track" family reunification plan involving a reliance on normal immigration channels and a highly selective, case-by-case use of humanitarian parole (see box on page 6). Since the plan was implemented last October, less than 20 Cambodians have entered the United States under its provisions--13 as immigrants and no more than six as humanitarian parolees, according to government officials.

Momentum for a shift from refugee to immigrant processing for Cambodians has been building within Congress and the administration over the last several months. Secretary of State George P. Shultz first announced the plan last September in testimony before the Senate Subcommittee on Immigration and Refugee Policy. The Indochinese Refugee Panel, known as the Ray panel, in its spring report, recommended that refugee processing be phased out and replaced by normal immigration over a two-year period. And on June 20, at the mid-year refugee consultation with the same Senate refugee subcommittee (see related article), James Purcell, director of the Bureau for Refugee Programs, and Alan Nelson, commissioner of INS, verified the government's commitment to the "family reunification plan" already in place.

Refugee Processing Winds Down "Refugee admissions processing for resettlement in third countries is not the appropriate solution for the Khmer on the border," Purcell said in written testimony for the Senate consultation. And, in a letter obtained from a source close to Cambodian refugee resettlement, Nelson wrote, "Refugee processing from among the Khmer population

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is...broadly recognized as an inappropriate policy response. This determination, which is based on foreign policy as well as practical humanitarian grounds, has recently been endorsed by the Indochinese Refugee Panel."

The only group of Cambodians in Thailand that the United States plans to process for resettlement will be the "family card holders" at Khao I Dang, Purcell said at the Senate consultation. For Cambodians along the border, no refugee processing is being considered. Family card holders are Cambodians who arrived in Khao I Dang after February 1983 and before August 1984. There are 4,294 family card holders at Khao I Dang, according to the UN High Commissioner for Refugees (UNHCR).

Thailand had not allowed this group to register as refugees with UNHCR nor to be processed for resettlement. However, Purcell said the family card holders were made available by the Thai government for processing on June 13, in an announcement by Squadron Leader Prasong Sunsiri, head of the Thai National Security Council.

Khao I Dang to Close by Year's End At the same meeting, according to Purcell, Prasong also said that Khao I Dang would be closed by year's end.

The State Department has confirmed that the United States will process only those family card holders in the first five of six refugee priority categories (P1-P5).

Purcell said the United States has no plans to process the 7,200 "ration card holders," those Cambodians who arrived at Khao I Dang after August 1984 and who are now at Site 7 (Bang Pu). Thailand has not made them available for processing.

All others at Khao I Dang, about 15,000, have previously been rejected for resettlement by the United States. INS and the State Department reviewed 631 of the rejected cases last November, Purcell said, and 59 rejections were reversed. No further reviews are planned, as was made clear during an exchange between Sen. Alan K. Simpson (R-Wyo.) and Nelson at the Senate consultation.

Simpson asked Nelson, "Is there not a point we say, 'How many times do we review and review'?" Nelson said, "Nearly 90 percent of all Khmer applicants for U.S. resettlement have been approved, one of the

highest overall approval rates for any nationality group." In regard to the review process, he said, "We've been more than generous, fair, thorough and accurate. Now we think enough is enough. We won't review for the sake of review, or, as some want, to take them all." He said that if new evidence is presented, individual cases would be reviewed.

Simpson added, "We have an awfully good track record." But, he continued, "Those who complain identify individuals they want here. Some are magnificent, some self-serving. Then they crank up the mail. The pleaders cause pain and anguish by continuing to stir the pot when everyone in this room knows the extraordinarily compassionate and humane job we've done."

Use of Immigration Channels Proceeds

Slowly The family reunification plan implemented by the United States relies on normal immigration channels and selective use of humanitarian parole. According to U.S. government officials, Cambodians in the United States with relatives in Thailand may either file immigrant visa (IV) petitions on behalf of certain of their relatives, or, under limited conditions, request humanitarian parole on their behalf. Thus far, however, these mechanisms have failed to move many Cambodians out of Khao I Dang, away from the border, or into the United States, according to information available from INS and the State Department.

Purcell told the Senate subcommittee that the total number of Cambodians with approved immigrant visa petitions as of June 20 was 553. Site 2 had 114 approved immigrant visa petitions, while 344 were at Khao I Dang, and 95 were at "other locations," mainly border sites. Of the total, 208 were current and 345 were noncurrent (see box on page 4). Forty-five of the current visa petitions were at Site 2, and 108 were at Khao I Dang.

Before visas can be issued, beneficiaries of current approved petitions must be interviewed by consular officials. Of the 45 with current visa petitions at Site 2, 32 had been interviewed, and 21 of those were issued visas between October 1985 and June 1986, according to U.S. officials. Thirteen have entered the United States, while eight others remain in Thailand. Eleven were deferred for more investigation.

No U.S. processing for refugee resettlement is planned for Cambodians along the Thai-Cambodian border. These Cambodians at Site 8, four kilometers from the border, fled after shelling on May 30 killed 11, including 2 children.

Sara Coim



None were approved at Khao I Dang because the camp was not made available to U.S. interviewers until June 13, Purcell said.

More Cambodians at Khao I Dang and along the border may be eligible to have immigrant visa petitions filed on their behalf. UNHCR has identified 2,459 Cambodians at Khao I Dang with close family ties to persons in the United States. Many of these may be part of the larger group of 15,000 at the camp already rejected for resettlement by the United States as refugees, according to UNHCR.

U.S. officials do not dispute that the immigration component of the family reunification plan has not reunified many Cambodian families. In a letter of June 24 to the U.S. Committee for Refugees, Delia B. Combs, INS assistant commissioner for the Refugee, Asylum and Parole office, wrote, "We agree that the number of immigrants visas and the use of humanitarian parole to achieve family reunification has been low, but they are now on the increase."

Policy Includes Use of Humanitarian Parole

In September 1985, in testimony before the Senate refugee subcommittee, Shultz announced that humanitarian parole would be made available to border Cambodians on a limited basis. This parole, which is given at the discretion of the attorney general, had been, prior to the Refugee Act of 1980, the principal legal vehicle for bringing refugees to the United States. In May, INS issued guidance concerning the use of humanitarian parole for border Cambodians, which was sent to voluntary agencies.

According to the guidance, requests for humanitarian parole may be filed by sponsoring relatives, attorneys, congressmen, or other individuals or organizations. Requests must include such basic information as the name, age, and presumed location of each prospective parolee, as well as an affidavit of support for all persons for whom parole is requested (see box on page 6 for details). In addition, for all persons for whom parole is requested, the requester

**INTRODUCTION TO U.S. IMMIGRATION CHANNELS TO BE USED IN FAMILY
REUNIFICATION PLAN FOR CAMBODIANS**

The following information is meant to acquaint readers with the basic immigration channels that form the government's family reunification plan for Cambodians. Other documents, in addition to those mentioned below, must be filed, and other steps must be followed, in order to make a complete claim on behalf of a relative overseas. To determine the forms and documents that apply to a particular case, contact the INS district office nearest you.

Persons in the United States who are refugees, political asylees, permanent resident aliens, or citizens, can petition the government to have certain family members join them. Depending on an individual's immigration status, and his or her relationship with the relative abroad, certain immigration channels apply.

The Immigrant Visa (Filing Form I-130)

The basic immigration mechanism for family reunification under the government's plan is the immigrant visa petition, which is filed using form I-130. This form is called "Petition to Classify Status of Alien Relative for Issuance of Immigrant Visa." The person filing the petition is called the "petitioner," and the person for whom it is being filed is called the "beneficiary."

All United States citizens, regardless of age, may file a form I-130 petition on behalf of a spouse or children, regardless of the children's age or marital status. U.S. citizens 21 years old may, in addition to a spouse and children, petition on behalf of parents, brothers, or sisters.

Lawful permanent resident aliens may file a form I-130 petition on behalf of a spouse or unmarried child regardless of age, but not on behalf of parents, brothers, or sisters. Permanent resident aliens who are married to United States citizens should contact INS regarding petitioning for unmarried children.

Visas 93 (Filing Form I-730)

Permanent resident aliens originally admitted to the United States as refugees, and persons admitted as refugees to the United States who have not yet adjusted to permanent resident alien status, can submit Visa 93 requests on behalf of spouses and minor, unmarried children, but not on behalf of other family members. Form I-730 is used to request a Visa 93. These forms should be available at INS district and regional offices.

Humanitarian Parole

Humanitarian parole, according to INS guidance to its field officers, is available on a "limited basis" to those "closely related to or wholly dependent on" persons who are the beneficiaries of immigrant visa petitions and Visas 93 and to those with approved noncurrent immigrant visa petitions (see box on page 6).

Quotas, Preferences, and The Immigrant Visa Petition

The availability of immigrant visas is limited in several ways by provisions of the Immigration and Nationality Act (INA). The INA sets an annual limit of 270,000 immigrants for all "preference" and "non-preference" classes, and allows that no more than 20,000 immigrants be from any one country in a given fiscal year.

Further, the INA provides that visas be given to applicants in order of preference. Each preference is allotted a percentage of the overall annual limit.

There are six preferences and a non-preference class. First preference applies to the unmarried sons and daughters of U.S. citizens. It receives 20 percent of the overall annual limit per fiscal year.

Second preference applies to the spouses and unmarried sons and daughters of aliens lawfully admitted for permanent

residence. It receives 26 percent.

Third preference, which applies to professionals or those with demonstrated talent in arts or sciences, receives 10 percent.

Fourth preference applies to the married sons and daughters of U.S. citizens. It receives 10 percent.

Fifth preference, the siblings of U.S. citizens, receives 24 percent.

Sixth preference applies to skilled and unskilled workers in short supply in the United States. It receives 10 percent.

Nonpreference applies to all other immigrants.

These preference quotas do not apply to "immediate relatives," who are defined as spouses, parents, and children of U.S. citizens 21 years old. There are also no immigration quotas for those approved for admission to the United States under Visas 93, but their admissions are subtracted from the annual refugee ceiling totals.

Approved visa petitions are either "current" or "noncurrent." A current visa petition is one for which a visa "number" is available. Numbers are made available for each preference based on the quota described above. When a preference quota has been reached, or oversubscribed, no new numbers are available. Approved visa petitions that fall within an oversubscribed preference are called noncurrent because a number is not currently available.

If no numbers are available in a preference, then approved petitions in that preference must wait. Each month, as they become available, new numbers are allotted to approved petitions based on the date the petition was filed and the country of

origin of the beneficiary. In preferences 3 and 6, numbers are allotted based on the date of certification by the Department of Labor.

Below is the July list of visa availabilities by preference for Cambodians, according to the State Department's visa office.

1st preference--current;
2nd preference--May 15, 1985;
3rd preference--January 1, 1986;
4th preference--current;
5th preference--August 22, 1981;
6th preference--June 1, 1984;
Nonpreference---Unavailable

Cambodian permanent resident aliens admitted to the United States as refugees, or those still with refugee status, who have spouses or children abroad, should consider filing a Visa 93 request on behalf of those relatives (form I-730). Spouses and children of such persons fall within the second preference, and visa numbers for that preference will probably not be available for 14 months. Relatives granted Visas 93 should be able to join their families in the United States promptly.

INS has said that those at Khao I Dang who have been denied refugee benefits because of failure to meet the definition of a refugee may still have immigrant petitions filed on their behalf. Persons at Khao I Dang who were denied refugee benefits because of perceived Khmer Rouge associations, may also have immigrant visa petitions filed on their behalf. Each petition will require a security advisory opinion from the consular officer in Bangkok to the State Department's visa office.

must indicate how and by whom medical care, housing, transportation, food, and other subsistence needs will be met. The request must finally include the "emergent reason" why parole should be granted.

Conflicting views apparently exist within INS concerning the definition of "emergent reason" criteria in border Cambodian cases. "We have said that the border situation is distinguishable enough to qualify as an emergent reason," one source

said. But according to another, "Being at Site 2 doesn't qualify as an emergent reason." Generally, in humanitarian parole cases, the criteria to establish that an emergent reason exists have been limited to medical conditions, INS sources said.

According to the May guidance, letters requesting humanitarian parole should be sent to INS in Washington. Requests which meet the criteria are forwarded to Bangkok, where consular officers locate and

Editor's note: The following is the verbatim text of the INS May guidance on humanitarian parole. It remains to be seen whether or not many Cambodians will, in fact, benefit from humanitarian parole. Since October 1985, only six Cambodian cases have been approved for humanitarian parole.

**REQUESTING HUMANITARIAN PAROLE FOR
"BORDER KHMER"**

INTRODUCTION

As announced by the Secretary of State on September 28, 1985, the Administration intends to make available on a limited basis humanitarian parole for qualifying persons who are among the so-called "Border Khmer" population. This paper outlines the procedures to be followed and requirements to be met by prospective sponsors who intend to request humanitarian parole admission to the United States for persons among the "Border Khmer" population, as well as persons residing at Khao I Dang.

SECTION 212 (d)(5) PAROLE BACKGROUND

Section 212(d)(5) of the Immigration and Nationality Act (as amended) provides that the Attorney General may in his discretion parole into the United States temporarily under such conditions as he may prescribe "for emergent reasons or reasons deemed strictly in the public interest" any alien applying for temporary admission to the United States. Under this authority the Immigration and Naturalization Service has entertained, and will continue to entertain requests for humanitarian parole on behalf of Cambodian nationals among the so-called "Border Khmer".

Importantly, the Attorney General's parole authority is discretionary; and parole is not utilized when other means of lawful entry are available. Since passage of the Refugee Act of 1980, for example, the use of humanitarian parole for refugees is specifically barred except when it has been determined to be in the public interest by both the Administration

and Congress.

Further, parole is a much more restrictive and limited benefit than is refugee or normal immigrant visa admission to the United States. For example persons paroled into the United States: (a) are not eligible for many standard refugee resettlement assistance programs and services (e.g. refugee cash and medical assistance); (b) absent other qualifying factors, or special legislation, parolees are not able to adjust their immigration status; (c) parolees require prior authorization to work; and (d) parole carries higher sponsorship assurance requirements than does refugee admission.

Finally, it is important to note that applications for asylum from persons paroled under this program will not be viewed favorably. The determination concerning the admission of refugees is a specific authority which requires congressional consultation. This program is not intended to set up a refugee admission vehicle which avoids this consultation process.

WHO MAY REQUEST

A request for humanitarian parole may be submitted by a sponsoring relative, an attorney, Representative or Senator or other interested individual or organization, such as a national voluntary agency (VOLAG). What is important is that the information furnished be factual, specific, and complete. Requests that are not complete will be returned or deferred until the complete information needed to make a determination is supplied. Requests that contain misrepresentation or false statements may be treated prejudicially.

PROCEDURE AND REQUIRED INFORMATION

1. A letter requesting humanitarian parole for a person or persons (if a family unit is involved) must be submitted to: Ms. Delia B. Combs, Assistant Commissioner, Refugee, Asylum and Parole, Immigration and Naturalization Service, Rm. 7222, 425 I St., N.W., Washington, D.C. 20536.

2. The letter request must provide, for each prospective parolee the following information:

- a. name;
- b. date and place of birth;
- c. case number, camp registration number, or other identifying information, if known;
- d. current location (as specific as possible);
- e. relationship to sponsor (with whatever documentation of same can be provided);
- f. current address and immigration status of sponsor;
- g. how and by whom medical care, housing, transportation, food and other subsistence needs will be met;
- h. an affidavit of support covering all persons for whom parole is requested;
- i. a copy of approved visa petition form, if applicable; and
- j. statement of emergent reason why parole should be granted.

3. Each request will be reviewed against file information in Thailand by the INS Bangkok office. A recommendation will be solicited in each case from the District Director, INS Bangkok. Interviews of prospective beneficiaries may also be conducted, as appropriate.

4. The party requesting humanitarian parole will be notified in writing of the decision in each case.

DETERMINATION FACTORS

Requests will be reviewed and decided using the same criteria of "emergent reasons" as are applied in other humanitarian parole request determinations. However, for policy reasons, the INS has

determined that cases involving persons who are closely related to and wholly dependent on beneficiaries of immigrant visa petitions and Visas 93 requests will, absent derogatory factors, be viewed sympathetically. Additionally, INS will view sympathetically cases involving persons who are beneficiaries of approved non-current immigrant visa petitions, absent the presence of derogatory factors.

The following are illustrative of the factors that will be considered in these and other cases:

- (1) the relationship of the prospective beneficiary (ies) to the sponsoring party;
- (2) subsequent status adjustment opportunities of prospective beneficiaries;
- (3) the adequacy of sponsorship assurances;
- (4) the existence of adverse information pertaining to prospective beneficiaries;
- (5) the existence of other grounds of excludability under Section 212(a) of the Immigration and Nationality Act;
- (6) the nature of the "emergent reason" including whether suitable treatment of any health condition is available locally; and,
- (7) vulnerability or hardship experienced or expected to be encountered by the prospective beneficiary by virtue of age, physical impairment, and related factors in his/her present environment.

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Immigration and Naturalization Service
Central Office
Refugee, Asylum and Parole
Washington, D.C. 20536

interview prospective parolees. If there are no derogatory factors, such as a fraudulent family tie, consular officers may clear a parolee for movement to the United States. It may be necessary to "break up families" in order to move a parolee from Thailand to the United States, this source said.

Few Parole Requests Filed or Approved
Since October 1, 1985, 47 requests for humanitarian parole have been received, according to INS. Six have been approved. Of the approved cases, one was located at Site 2, one at Khao I Dang, one at a detention center in Bangkok, one in Cambodia, one at another border site, and one at an

unknown location. It is not known whether any of the six approved cases have arrived in the United States, according to INS.

Included among those denied requests was the case of Yim Chann, 67. Yim Chann has been separated from her son and his family since 1978 when the son fled Cambodia for Thailand. After four years in Khao I Dang, he and his family were resettled in the United States and placed in Pennsylvania, where they are now self-sufficient. A permanent resident alien, the son will be eligible to naturalize next year. As a citizen, he could then file an I-130 form on his mother's behalf.

Meanwhile, in Cambodia, Yim Chann lost her husband to starvation while he was imprisoned by the Khmer Rouge. The Khmer Rouge took her farm and her animals and burned down her house. She survived the Vietnamese invasion and escaped alone from Battambang Province to Bang Pu camp in Thailand in 1985. Later, she moved to Site 2.

She became ill, and was hospitalized for several weeks, according to a family spokesman.

Requests for humanitarian parole were filed on her behalf by Rep. Peter H. Kostmayer (D-Pa.) and Sen. John Heinz (R-Pa.) in October 1985.

On March 14, 1986, Kostmayer received a reply from INS which said, "While there are sympathetic factors in this case, the request is denied. The rationale for this decision is that the 'emergent reason' criteria is not met in that the applicant is reportedly in good health, is not at risk of repatriation, and is not distinguishable from many thousands of other persons with the Khmer border population who also have relatives in the United States, who in time, may petition for their admission." Yim Chann waits at the border. A family spokesman said the family has reapplied for humanitarian parole on her behalf.

Voluntary Agencies Propose Alternatives to U.S. Plan. Eleven voluntary agencies, dissatisfied with the government's reunification program, are endorsing a new proposal for family reunification and have submitted it to Congress, the administration, INS, and the State Department. According to Mark Franken of Migration and Refugee Services of the U.S. Catholic Conference, the proposal suggests four tracks for reuniting

such families.

The first track is the processing of relative immigrant visa petitions--those filed by citizens on behalf of their spouses, children, siblings and/or parents, and those filed by permanent resident aliens on behalf of spouses and/or unmarried sons and daughters. "This is nothing new," Franken said, "It merely involves the implementation of existing laws."

The second is expedited immigrant processing for those with noncurrent visas. Under this scheme, those with noncurrent visas would be allowed into the United States under the attorney general's parole authority as parolees until their visa numbers became current.

At the Senate consultation, Sen. Edward M. Kennedy (D-Mass.) said, "Individuals with family ties are given visas, but have to remain in camps for a long time, often in some danger." Kennedy asked Purcell why they couldn't be paroled in ahead of time, then subtract their number the year their visas would have become current.

Purcell replied that guidance had to be issued to the field and that it took time to do it correctly, but that "there is no effort to delay."

Kennedy responded, "It's troublesome that it takes weeks to implement it. It's a pretty simple and fundamental recommendation."

The third track is refugee processing for those in refugee processing priorities 3 or 5, including those whose relatives are not yet able to file relative immigrant visas petitions (form I-130).

The fourth would be humanitarian parole for those left out of the first three tracks, namely, dependent relatives or sole surviving relatives of persons already accepted by or resettled in the United States. These persons would be eligible for humanitarian parole as a class, though their cases would still be reviewed individually.

Though the voluntary agencies hope to enlist the support of Congress for the proposal, INS has already responded, suggesting, according to sources, that the recommendations in the proposal are already included in the government's current reunification plan.

Future of International Response Uncertain
Despite the U.S. government's call for

"broad-based burden-sharing through the active participation of other countries," spokesmen for the nations most involved in large-scale resettlement of Cambodians in the past said that their countries expect to resettle few Cambodians, either as refugees or immigrants, in the coming months.

Other than the United States, the nations of Australia, Canada, France and New Zealand have been most involved over the years in resettling Southeast Asian refugees, according to UNHCR. The percentage of Southeast Asians resettled by each country during the first quarter of 1986, reflected trends of the past two to three years. The United States resettled 78.5 percent of all Southeast Asians, Canada 10 percent, Australia 6.5 percent, France 3.2 percent, and New Zealand 0.8 percent, according to UNHCR.

An Australian embassy spokesman said his government will process Khao I Dang's family card holders "according to processing availability and sponsorships." Normal immigrant processing is planned for the ration card holders and the border population.

William Lundy of the Canadian embassy said that Canada will process as refugees those family card holders at Khao I Dang for whom there are sponsors. He said there are 400-500 sponsors thus far.

According to a French embassy official, the French do not have a quota for any refugee group. He said France has been admitting 50 Cambodians and 50 Laotians per month this year.

U.S. Officials Reportedly Discourage Dutch Processing Team Some U.S. embassy officials in Thailand may be acting contrary to the announced U.S. position of asking other nations to share the burden of Cambodian refugee resettlement. According to an unconfirmed report, a selection team from the Netherlands was sent to Thailand in late February 1986 to interview "long-staying" Cambodian cases at Khao I Dang.

Though generally impressed by the interviewees, the Dutch team failed by about 20 persons to fill its quota. The team planned to accept 60 persons. Sources said that after a briefing by U.S. officials, the Dutch team became concerned that some interviewees may have been associated with the Khmer Rouge. A spokesman for the Dutch Ministry of Foreign Affairs could neither

confirm nor deny the report. He said the team was sent at the request of UNHCR.

U.S. officials have stated that any long-term solution to the displacement of Cambodians in Thailand must include the participation of other nations in resettlement and in developing a "durable solution" to Cambodia's political situation.

For the majority of Cambodians in Thailand, repatriation is the desired durable solution, according to Purcell. But until, and unless, Vietnam follows through on its announced intention to withdraw its forces from Cambodia by 1990, the United States will continue to provide maintenance assistance to border relief operations, he said.

Meanwhile, Purcell said, the United States will attempt to "urge High Commissioner Hocké to set up a framework, including other countries," for other long-term solutions to the problem, "including sharing-out."

Simpson, though, said at the Senate consultation, "It will be difficult to induce other countries to help. It's never ending. There's got to be some kind of finality to the program."

Update

° In a unanimous vote, June 11, the House of Representatives passed an amendment to a major housing bill permitting undocumented aliens to continue to live in public housing projects if at least one member of the family is an American citizen or legal resident. The vote was interpreted by the New York Times, June 11, as an attempt at "blunting the impact" of the new Reagan administration policy to bar HUD subsidized housing from undocumented aliens (see Refugee Reports, Vol. VII, No. 5). The bill, H.R. 1, the Housing Act of 1985, passed the House on June 12. It is now on the Senate calendar.

° Regular troops of the Lao army attacked and burned the village of Huay Pong, 7 to 10 kilometers inside Thailand, on June 14, killing 35 Lao and wounding 15 to 18 others, according to the U.S. State Department and the Thai embassy. The Thai embassy said that 18 children were among the dead. The most seriously wounded were evacuated to

Chiang Kham, the State Department said. Huay Pong is located near Chiang Kham, site of a Hmong refugee camp, in the northern Thai province of Phayao.

According to the State Department, the camp was inhabited by 140 Lao who crossed into Thailand within the last two months. The Thai embassy said the Lao were "illegal immigrants." The State Department said that it was not clear if the Lao were resistance fighters and their families, Lao army deserters, or some other group.

Before the village burned down, 89 people escaped to the protection of Thai authorities, the Thai embassy said.

◦ The Office of Refugee Resettlement (ORR) closed its Region VI office in Dallas on June 30. ORR Region VI is now consolidated with regions VII and VIII. The director for the three consolidated regions, Edwin LaPedis, will be responsible for 15 states and will operate out of Denver. An ORR source in Washington, D.C. said that the consolidation was both a response to Gramm/Rudman/Hollings budget cuts and an effort to utilize staff resources to focus better on states with large refugee populations.

ORR Regions III and IV, representing the Southeastern and Mid-Atlantic states, were consolidated last year. A decision whether to consolidate ORR regions IX and X, representing the West and Northwest, will not be made until next year, according to the ORR source.

◦ Aliens free on bond during deportation proceedings will be permitted to work, according to the ruling of a federal appeals court in San Francisco. A three-judge panel of the Ninth U.S. Circuit Court of Appeals ruled that INS cannot restrict employment of aliens free on bond while awaiting asylum and deportation hearings, according to a June 15 report in the Washington Post. Restrictions on bond are limited to "conditions which tend to ensure the alien's appearance at future deportation proceedings," wrote U.S. District Court Judge Gus Solomon.

◦ The Tucson sanctuary trial drew to a close July 1 and 2 when eight church workers convicted of transporting and harboring undocumented aliens were given sentences ranging from three to five years' probation. Three others were acquitted. Under the

terms of the probation, the eight are not permitted to break immigration laws and must get their probation officer's permission before traveling outside Arizona. An earlier condition that they not associate with others involved in the sanctuary movement was dropped, according to news reports.

◦ A group of displaced people from El Salvador will be relocated in Argentina, according to a joint announcement by Presidents Jose Napoleon Duarte of El Salvador and Raul Alfonsin of Argentina. The relocation effort was developed by the International Labor Office and the Intergovernmental Committee for Migration (ICM), according to a May 23 ICM press release. Approximately 400 Salvadoran and Argentine farm families will be resettled together in the rural northeast of Argentina, where they are expected to grow coffee and sugar cane.

◦ The Rodino-Mazzoli Immigration Reform Bill (H.R. 3810) passed an important hurdle June 25 when the House Judiciary Committee completed its mark-up of the bill. Other House committees, such as Ways and Means, Agriculture, and Labor and Education may still consider the bill.

At the mark-up, H.R. 3810 was amended to grant permanent resident status to "special agricultural workers" who worked in American agriculture for at least 60 days during the year ending May 1, 1986. A second part of the amendment revised the provisions for H-2 temporary nonimmigrant visas for agricultural workers. The amendment, introduced by Charles E. Schumer (D-N.Y.) and Howard L. Berman (D-Cal.), also allows for granting additional numbers of agricultural workers permanent resident status in three years if there is a shortage of agricultural workers.

Another amendment, introduced by Rep. Patrick L. Swindall (R-Ga.), was passed requiring INS to report to Congress 90 days after enactment of the bill with a proposal for controlling U.S. borders.

Rep. Barney Frank (D-Mass.) introduced an amendment which would grant a temporary stay of detention and deportation for Salvadorans and Nicaraguans currently in the United States. Frank withdrew the amendment upon assurances from Judiciary Committee Chairman Peter W. Rodino, Jr. (D-N.J.) that the committee would act promptly on a bill,

H.R. 822, introduced by Rep. Joseph Moakley (D-Mass.) with similar provisions on behalf of Salvadorans. Rodino said that he would allow an amendment on Nicaraguans to be considered for that bill.

◦ Deferred departure for otherwise deportable Polish nationals residing in the United States since before July 21, 1984 has been extended to December 30, 1986, INS announced June 18. Polish nationals in the United States have been granted extended voluntary departure (EVD) since 1981.

Recent Developments

SENATE HOLDS MID-YEAR HEARING ON U.S. REFUGEE PROGRAM

In the first mid-year consultation on the U.S. refugee program ever to be held, representatives of the Department of State's Bureau for Refugee Programs (BRP), the Immigration and Naturalization Service (INS), and the Office of Refugee Resettlement (ORR) in the Department of Health and Human Services testified before the Senate Subcommittee on Immigration and Refugee Policy, June 20.

The U.S. refugee program is at a crossroads, James N. Purcell, Jr., BRP director, told the Senate subcommittee. He said that available funds are not adequate for the United States to address the serious needs of refugees throughout the world. This turning point marks "a need to move from almost exclusive reliance on refugee resettlement in the program to a more balanced use of refugee and normal immigration mechanisms," Purcell said.

He said that "life preservation" would be the primary criterion for disbursement of BRP's FY 86 budget of \$324 million.

He referred specifically to budget shortfalls for the International Committee of the Red Cross (ICRC) in Africa and the UN High Commissioner for Refugees (UNHCR) in Southeast Asia as compelling cases where U.S. money was needed to save refugee lives.

Greater emphasis on assistance for refugees overseas, however, means larger cuts in the number of refugees to be admitted for resettlement in the United States. In written testimony to the subcommittee,

Purcell said, "In order to meet these highest priority needs, ... we have no alternative but to apply even greater cuts in proposed funding for FY 86 admissions--and thus in the numbers to be admitted--beyond those mandated by the Balanced Budget and Emergency Deficit Reduction Act of 1985 [Gramm/Rudman/Hollings]."

Purcell announced that the United States will not be able to utilize the 67,000 admissions ceiling for FY 86. Instead, he gave "a reasonably firm estimate" of about 61,000.

Funding for FY 87 programs, Purcell said, could become even more limited if proposed congressional budget resolutions are enacted into law. He noted that the administration's budget request of \$22.6 billion for the international affairs budget has been reduced to \$17.9 billion in the Senate's version and \$17 billion in the House's.

Simpson Probes Southeast Asian Processing

The letter from Sen. Alan K. Simpson (R-Wyo.) inviting the administration to consult with Congress asked for a response to the report of his trip to the region, "U.S. Refugee Program in Southeast Asia: 1985," in which he had suggested greater reliance on immigration of Southeast Asians, as opposed to refugee processing.

At the hearing, Simpson called the refugee situation in Southeast Asia a "never-ending story," and commented that discussion on creating a two-track system for admitting Southeast Asians as immigrants as well as refugees was "magnificent rambling" with few results.

Purcell, noting the findings of the Indochinese Refugee Panel headed by former Iowa Governor Robert D. Ray (see Refugee Reports, Vol. VII, No. 5), said that the United States should continue to process Southeast Asian refugees according to present admission priorities, but that if they can qualify for normal immigration, they should apply for visas (see story on Cambodian processing).

Purcell told Simpson that there has been no deliberate effort to delay immigration processing, but that there have been problems in gaining access to the camps to conduct interviews, as well as "substantial problems in documentation." Purcell noted cases of fraud, especially where petitioners

are found not really to have relatives in the United States.

Simpson suggested that screening of the border Cambodian population to identify those eligible for the immigration program could create a "magnet effect." Purcell agreed, saying, "The initiative should be taken by the petitioner as in other immigration visas."

Worldwide Refugee Situation Reviewed In response to questioning from Simpson, Purcell reviewed major developments in the worldwide refugee situation since the previous consultation in September. Of an estimated 10 million refugees worldwide, Purcell said that about 200,000 were in need of third country resettlement. He mentioned members of the Baha'i faith in Iran, political prisoners, and some of the Southeast Asian refugee population. He noted that UNHCR soon will conduct an exhaustive review of durable solutions for Southeast Asian refugees.

Regional ceilings for refugee admissions to the United States will be affected by overseas developments, according to Purcell. Following the overthrow of Jaafar Nimeiry as president of the Sudan, the new regime's moratorium on refugee movements caused a suspension of U.S. refugee processing. The suspension has continued because of the continuing security situation and the withdrawal of U.S. personnel. Characterizing the situation as "still serious," Purcell said that the United States may not be able to meet the regional ceiling for Africa. If the 950 refugees already approved by INS can be moved, Purcell said that the United States could achieve the 1,750 regional ceiling that was revised from an original 3,000.

The suspension of the U.S.-Cuba migration accord leaves U.S. admissions from the Latin American region well below the revised ceiling of 250 (down from an original FY 86 ceiling of 3,000). As of April 30, 21 refugees have been admitted under the regional ceiling and Purcell's testimony noted that "admissions for the year may well stay below 100 persons."

The Soviet Union still allows "only a trickle" of Jews to leave the country, Purcell said. Although only 511 Soviet Jews were admitted by the end of April, admissions from other Eastern European

countries should fulfill the regional ceiling of 9,500.

The United States also expects to meet the 6,000 person ceiling for the Near East/South Asia. Most refugees processed from the region are Afghan or Iranian.

Purcell stated that admissions for the East Asia/First Asylum category would be close to the reduced ceiling of 35,000. These admissions would draw from refugees already in the refugee processing centers (RPCs).

Purcell said that the Orderly Departure Program (ODP) from Vietnam "has almost ground to a halt" and that the ODP interviewers had been expelled from the country. Admissions under the Orderly Departure Program are likely, however, to reach the 8,500 ceiling, according to Purcell.

INS Commissioner Says Refugee Processing Categories Should be More Restrictive

Current processing categories for refugee admissions to the United States should be revised, testified Alan C. Nelson, commissioner of the Immigration and Naturalization Service (INS).

Referring specifically to the Southeast Asian situation, Nelson said, "the population reaching first asylum countries is increasingly comprised of persons seeking family reunification and quality of life improvement rather than of persons actually fleeing persecution or the fear of persecution."

Nelson said that INS is now considering draft guidelines for "substantially revised categories of groups from the refugee generating countries of Southeast Asia." The proposed new categories, he said, "are more restrictive in reach than those currently in effect." He added that the draft guidelines are of demonstrated practical value and are needed to continue processing in Southeast Asia. "We are committed," Nelson said, "to a course of action that will give greater emphasis to normal immigrant visa processing of such cases [i.e., family reunification], absent the presence of a bona fide claim to genuine refugee status."

Increasing Percentages of Refugees Rely on Public Assistance More than half of the refugees who have been in the United States less than three years are receiving public assistance, according to Phillip N. Hawkes,

deputy administrator of the Family Support Administration of the Department of Health and Human Services.

In written testimony on behalf of the Office of Refugee Resettlement, Hawkes said that the high percentage of dependency on public assistance was "the single largest problem in the domestic refugee program."

Hawkes said that welfare dependency rates have been increasing by about a percentage point every year. The range in dependency rates--from 4 percent in some states to 90 percent in others--suggests, he said, that "something is wrong with the program."

Hawkes said that serving refugees through mainstream welfare programs was not helpful to them. He pointed to a dramatic rise in refugee dependency rates in Massachusetts in the past year from 71 to 80 percent. Hawkes suggested that Southeast Asian refugees' high motivation for education has led many to take advantage of liberalized programs that allow public assistance recipients to leave jobs in order to pursue academic degrees.

Hawkes commented, however, that "long-term training and services were never meant to be part of the special federal refugee resettlement program."

ORR Proposes Changes in Refugee Assistance

Hawkes' written testimony stated that in both the president's FY 87 budget and a draft bill transmitted to Congress, ORR proposed to convert current eligibility for AFDC, Medicaid, SSI, and refugee cash and medical assistance to "a more uniform and equitable eligibility policy."

Hawkes said that it was "too early to tell" whether the two Fish/Wilson demonstration projects to encourage early self-sufficiency have been successful (see Refugee Reports, Vol. VII, No. 4). He said that the first and second quarterly reports from the California demonstration project "are not encouraging," but that he still had "high hopes" for the project.

Because Congress has not passed a new reauthorization for the Refugee Act, ORR currently operates through a legislative mechanism known as a "continuing resolution." Since the authority to make appropriations expired at the end of FY 83, continuing resolutions have funded the program. While funding has continued at previous

years' levels, refugee admissions have been declining. Therefore, Hawkes said, "The continuing resolution provides funds well above what actual needs require."

Accordingly, the Gramm/Rudman/Hollings sequestering of 4.3 percent of the FY 86 budget has had no serious effect on the program, according to Hawkes.

As a result of the Gramm/Rudman/Hollings budget reduction, cash and medical assistance funds provided by ORR to the states were limited to a refugee's initial 31 months in the country instead of the previous 36-month period. Refugees did not actually lose benefits as a result of this change, he said. Only the extent of federal payment to the states was affected.

Hawkes proposed that federal funding be further limited to the refugee's first 18 months in the United States. "These policies merely alter the funding source mechanism for refugee cash and medical assistance without changing the level of assistance received by welfare-eligible refugees and entrants," he said.

ETHIOPIA--IS NO NEWS GOOD NEWS?

This article reviews recent events affecting the movement of Ethiopian refugees. It was written by Phillip A. Hesser, currently a consultant to the U.S. Committee for Refugees, who has worked in refugee protection and education in Africa and the United States.

In contrast to late 1984, when news of famine captured the attention of the reading and viewing public, Ethiopia has been relatively hidden from the public eye recently. The neglect of the past year is in part understandable since the famine is, to a certain extent, alleviated. Nonetheless, while the worst of the immediate problems of late 1984 have been solved, the long-range questions which have troubled Ethiopia for decades continue to go unanswered.

The two-year critical period of drought and famine has given way to more than a year of favorable developments. The short rains of spring were fair, and the long summer rains are promising, according to officials of the U.S. Department of State and Agency for International Development (AID). Aside from nagging problems of distribution, the

food supply, buttressed by international aid, is adequate, according to the UN Office of Emergency Operations in Africa.

Favorable rains and improved relief operations have, in turn, affected the numbers of people displaced by drought and famine. In 1983 and 1984, the drought affected more than 7 million Ethiopians and led to an exodus of more than 300,000 people, mostly from Tigray and Eritrea in the northern part of the country, to eastern Sudan, and more than 100,000 from Harerge in eastern Ethiopia to northern Somalia. In 1985, the spring rains encouraged 55,000 famine victims to leave the Sudan spontaneously to return to their homes in northern Ethiopia, particularly Tigray and Welo. The rains this spring led some 65,000 to do the same thing.

Moreover, the Ethiopian government, citing the problems caused by overzealous local officials, suspended its resettlement and "villagization" programs early this year, discontinuing policies which were alleged to have exacerbated famine conditions and added to the number of displaced people.

Rains Have Come, but Drought Remains a

Threat While these signs have given cause for guarded optimism and have moved Ethiopia from the front pages and the evening news, its recent history stands as a grim reminder of the interminable nature of Ethiopia's problems.

The rains, though much improved in the past year, have been irregular and have far from eliminated the specter of drought. In fact, insufficient rainfall has been the rule rather than the exception in recent memory, creating an almost continuous drought from the early 1970s to the mid-1980s. Whether caused by recent man-made environmental change or normal long-range climatic cycles, the 1983-84 drought is merely the latest in a long series mentioned in the country's imperial chronicles and the weather records of the century.

Although the people of the northern and eastern administrative regions most susceptible to drought have developed effective strategies to make ends meet in a bad year, their traditional safeguards were incapable of resisting the most recent drought. This was due in part to the length of the drought, which, over a period of years, exhausted grazing land and depleted food reserves.

Ethiopian Government Policies Exacerbate Conditions Equally, if not more significant, according to reports published by Cultural Survival, a private U.S. organization, was the role of the Ethiopian government. Its rural and agricultural policies, as well as policies to counter emergencies in a number of areas, undercut safeguards against drought.

In its fight against insurgents in the administrative regions most affected by the drought, particularly in Tigray and Eritrea, the government has allegedly "pacified" areas thought sympathetic to the insurgents by burning crops and killing animals. To carry on its war, the government has been said to handicap areas under its control by raising taxes in money or in kind and conscripting young men who are needed to work in the fields.

In order to combat the famine which it was accused of aggravating, the government stopped up its resettlement and villagization programs, in turn adding to the dislocation and suffering of its people, according to Cultural Survival and Médecins sans Frontières (Doctors without Borders), a private voluntary organization expelled from Ethiopia late in 1985 after announcing that 100,000 people had died as a result of the resettlement program.

In the process of resettling more than 500,000 drought victims from late 1984 to late 1985, the government Relief and Rehabilitation Commission relocated tens of thousands of Tigrayans from areas of insurgency. According to Tigrayan refugees in the Sudan who later escaped the resettlement operation, government agents rounded up thousands of people--singly or in entire villages--subjected them to harrowing journeys in overcrowded trucks and planes, and settled them in already inhabited areas. Often the only food and supplies available at the sites came from the meager resources of the Oromo people of the area, who were obliged to surrender food and tools to support the new arrivals.

In a move to try to promote socialism as an emergency response to the famine crisis in Harerge Administrative Region in the east, the government at the same time moved many families from their isolated farms to new villages, in order to facilitate indoctrination and aid the creation of collective farms.

According to people displaced by these actions who fled to Somalia, government agents forced some farming families to abandon their fields on the eve of the harvest, and, in the process of carrying out their programs, infringed on the rights of Muslims by disrupting prayers and desecrating mosques.

Policies Contribute to Continued Refugee Flows By implementing these programs, the government of Ethiopia has set off additional waves of displaced persons who are only indirect victims of famine. A steady stream of hundreds of resettled people from Tigray and Welo, en route to their homes in northern Ethiopia, has passed through the UNHCR camps in the Sudan since December 1984, one month after the start of the current phase of the resettlement program.

More than 70,000 farmers from Harerge, fleeing villagization and related policies, have arrived in Somalia since December 1985, straining the resources of the Somali government and UNHCR. There have been outbreaks of cholera among this population, the most recent occurring in May at Biyaley, a camp of 26,500 refugees, according to UNHCR.

The fact that displaced people continue to arrive in the Sudan and Somalia suggests the lingering effects of past policies and potential for future disaster. The conflict between the government and insurgents continues, dislocating people in the disputed areas and requiring continued sacrifices from noncombatants. The resettlement and villagization programs, integral parts of the government plan to create a socialist state, are rumored to be resuming before the end of the year. The drought is expected to return sooner or later, once again devastating the strained resources of the people and forcing Ethiopians to seek assistance in relief camps in and outside of Ethiopia.

Developments Offer Hint of Hope Recent unheralded events may prove to be the means to break the chain joining conflict, drought, famine, and flight. Somalia and Ethiopia recently began negotiations which may someday enable 700,000 ethnic Somali and Oromo refugees to return to their former way of life and end a guerrilla struggle which escalated into conventional war between the two nations in 1977.

With regard to other nationalities within the country, one Eritrean insurgent group asked the new Sudanese government in June to mediate in the Eritrean-Ethiopian government conflict. While neither government has yet commented on the request, a hopeful sign can be found in a draft constitution announced by the Ethiopian government in June. The text calls for "autonomous regions," as well as the traditional administrative regions, and may pave the way for self-government discussions with Eritreans, Tigrayans, and others which could someday permit the repatriation of the estimated 850,000 refugees from Sudan.

In the meantime, the news from Ethiopia is limited to an occasional article about the latest refugees or returnees, recent clashes, or calls for negotiations. A quiet wait continues: to see if the rains hold; if the government resumes its resettlement and villagization programs later in the year; if recent negotiations will begin to bear fruit; if the displaced people leaving Ethiopia each day are the last famine victims or the first victims of a lengthy new phase of government abuses.

The dearth of news does not in itself mean good news, but at least it suggests an opportune moment for the people of Ethiopia to look together toward a future free from famine and exile.

Projects and Programs

UTILITY COMPANY BOOKLET INTRODUCES ELECTRICAL SERVICES AND SAFETY TO ASIAN CUSTOMERS

In an effort to provide information about safety and services to customers from Asia, many of them refugees, Puget Sound Power and Light Company of Bellevue, Washington has produced a booklet in four Asian languages and English.

The thirty-one page booklet, which has been in use for three months, contains photographs and text in a story form, explaining electrical safety, billing, and conservation. Information is provided in Vietnamese, Cambodian, Laotian, and Chinese, as well as English.

According to Chris Collier, Puget Power's representative of Special Customer

Programs, a member of the company's customer advisory group who worked with Vietnamese refugees encouraged development of the booklet. Collier also found support for the project among English-as-a-second-language (ESL) teachers who said they spent a great deal of their class time teaching electrical safety.

The format for the booklet was developed by Suzanne Griffin, supervisor in the office of the adult refugee project of Washington's Superintendent of Public Instruction. According to Griffin, it was important to keep the text simple and the illustrations straightforward because of the unique learning difficulties of preliterate refugees, especially Hmong. Originally, the company planned to use drawings, but preliterates, she said, have trouble understanding most drawings, particularly line drawings. "Hmong in camps, who are given a choice of art forms always pick photos because they are close to real life," Griffin said.

Community Assists with Booklet Distribution Collier said the booklet was produced and printed by Puget Sound Power. Most of the expense was incurred in obtaining translations from English into the four Asian languages.

According to Collier, 8-10,000 booklets have been distributed, primarily through schools, refugee organizations, housing authorities, and voluntary agencies. She said that many ESL programs are making use of the booklet. The Bellevue and Seattle Fire Departments, who assisted with the safety text, also distributed the booklet.

Puget Power serves 559,000 residential customers in nine counties in western Washington state. The total population of the service area is 1.5 million. There are an estimated 35,500 Southeast Asian refugees in Washington state.

Other Utilities Consider Booklet Distribution. Collier has promoted the project with other utilities, and they have begun to respond. She mailed copies to her counterparts at the 400 companies who are members of the Edison Electric Institute, an industry organization. She also advertized in trade publications such as Electric Week.

Three utilities--Southern California Edison, Gulf States Utilities, and Union

Electric--indicated an interest in reproducing the booklet, Collier said. However, only Southern California Edison is going ahead with printing and distribution.

Jane Dufrene of Gulf States Utilities, which serves southeast Texas and parts of southern Louisiana, said their research showed there were only 200 Southeast Asian refugee families in their service area. The utility serves 500,000 residential customers, Dufrene said. The expense of producing the booklet could not be justified for such a small segment of their customers, she said.

Robert Hackmann, general manager of customer services for Union Electric, which serves 800,000 residential customers in metropolitan St. Louis, eastern Missouri, and small parts of Illinois and Iowa, said his company was considering the cost justification of the booklet. He said he was told by the International Institute in St. Louis that only a few hundred Southeast Asian families live in Union Electric's service area. Union Electric had not yet made a decision, he said, but would probably print 1,200 copies if they decide to proceed.

Southern California Edison is proceeding with an initial printing of 50,000 copies of the booklet, according to Carol Heinz-Dooley, company spokeswoman. Southern California Edison, the second largest electric utility in the nation, serves 3.4 million customers over 50,000 square miles, according to Heinz-Dooley. She said the company has determined that 21 percent of those customers are Asian, with an average of 3.5 persons per household.

The booklet will be distributed by the company's 63 local offices and payment stations.

Gas Company Launches Multilingual Toll-Free Phone Service In a related development, Southern California Gas is providing a "multilingual service bureau," consisting of five "800" numbers staffed by operators fluent in Korean, Chinese--both Mandarin and Cantonese--and Vietnamese, to assist Asian customers with questions about gas safety, billing, and service, according to Arnie Berghoff, manager of consumer affairs. The company is considering offering the service in Cambodian also, he said.

The service bureau was developed because

of numerous accidents and injuries caused by the improper use of gas appliances by Asian newcomers.

The company also provides service personnel fluent in various Asian languages, he added.

Information about the phone numbers has been made available to local Asian communities through churches, community centers, community papers, and local television and radio stations, Berghoff said.

No statistics are yet available concerning use of the numbers, he said, but a report on usage is planned for November.

According to Berghoff, the Asian population is the fastest growing in the company's service area, which includes 3.9 million customers living in a 23,000 square-mile area of Southern California. The total population of the company's service area is 13.2 million, he said.

Kry M. Trang, Ph.D., executive director of the Indochinese Mutual Assistance Association of San Diego (IMAA), an amalgam of 18 mutual assistance associations representing the four major Indochinese refugee ethnic groups, asked us to print the following clarification of information in an article on Fish-Wilson projects and proposals which appeared in the April 18 issue of Refugee Reports (Vol. VII, No. 4).

"For the first time, IMAA submitted on July 1, 1986, a comprehensive proposal to provide services to refugees in San Diego. Prior to this, we had no knowledge of nor did we support any proposals to assist refugees in San Diego county. Any information you have to the contrary is just not accurate."

IMAA's proposed Fish-Wilson demonstration project is called the IMAA One-Step Employment Center. It would provide a full range of refugee services through an "innovative incentive approach," involving vouchers for services, according to an IMAA statement. "Cash bonuses and compensation time rewards" would provide incentives for refugees in training programs to progress quickly.

Resources

ETHIOPIAN GOVERNMENT EXACERBATES FAMINE, REPORT CHARGES

The Ethiopian government played a significant role in the creation, maintenance, and expansion of the country's famine, according to a December 1985 report issued by Cultural Survival.

The report, Politics and the Ethiopian Famine 1984-1985, alleges that the Ethiopian government used the famine to destroy social cohesion and agricultural production in the north and southwest. Furthermore, international food assistance provided by international agencies was used by the government to create dependence and control the population, according to the report.

The authors, Jason Clay and Bonnie K. Holcomb, based their report on a trip to the Sudan in February and March 1985.

Insects and drought were found to be leading causes of the decline in agricultural production, but government policies were shown to be a significantly aggravating factor (see Recent Developments).

"Armyworms can destroy a crop overnight," the authors noted, "but the long-term stripping of the region's productive assets by the Ethiopian military was no less debilitating. Ninety-five percent of the famine victims who fled to the Sudan before the end of 1984 reported that in their villages the Ethiopian army had destroyed crops in the fields and grain they had harvested."

The Cultural Survival report pays particular attention to the Ethiopian government's resettlement program. Refugees from Tigray and Wollo gave grim accounts of the relocation. After having been captured or deceived into resettlement, many people reportedly died en route due to inhumane conditions of transport.

Cultural Survival found two different situations in resettlement camps. In the larger settlements, food supplies were irregular, and the populations were pressed into forced labor. In other settlements, the relocated population appeared to have been used to repress, and in some cases, displace, the local indigenous populations. "The Wollo themselves are the ones who now strengthen the regime against us," said a

local Oromo resident. "They came with empty hands but now they are armed and we are empty handed."

Politics and the Ethiopian Famine recommends that agencies working in Ethiopia with the government's approval "insist upon access to affected areas and upon the right to collect the information required to assess the impact of their assistance." Cultural Survival points out that much of what is being proposed by relief agencies are "long-term resettlement/colonization programs and other agricultural development efforts...without an adequate understanding of what impact, negative or positive, such programs will have on the people they are intended to help."

The 250-page study is available for \$10 from Cultural Survival, 11 Divinity Avenue, Cambridge, MA 02138. (617) 495-2562.

AFRICAN REFUGEE SITUATION ASSESSED

African refugee resettlement should be integrated with development programs that include local populations of host countries, according to Gaim Kibreab in African Refugees: Reflections on the African Refugee Problem.

"If the process of refugee settlement is planned as an integral part of a general programme of zonal or regional development of the host country," writes Kibreab, "the undertaking will not only enable the refugees to become self-sufficient and facilitate their integration, but it will also create the conditions for the betterment of the quality of rural life benefiting both the local population and the refugees themselves."

Kibreab disagrees with much of the thinking on refugee dynamics in Africa, including the notion of traditional hospitality for refugees and the view that tribal identity constitutes a root cause of refugee flows by reunifying tribes divided by artificial borders.

In his analysis of refugee-producing conditions in Rwanda and Burundi, for example, Kibreab discounts tribal rivalry between the Hutu and Tutsi as being the key variable, preferring a model of "class struggle resulting from the Tutsis' monopoly of the means of production."

Kibreab applauds UNHCR's efforts,

particularly in Somalia, that address economic needs such as infrastructure and agricultural development. He suggests that such efforts are indispensable for creating a climate of welcome in host societies and for making possible self-sufficiency.

The 129-page volume is available for \$25 cloth, \$7.95 paper, from Africa World Press, P.O. Box 1892, Trenton, NJ 08608.

SUDAN REFUGEE SUCCESS STORY

Gaining Ground: Refugees in Sudan tells the story of Qala el Nahal, a refugee settlement in rural Sudan, where the refugees have succeeded in feeding themselves and maintaining a sense of purposeful activity and pride.

Granted cultivation rights, the inhabitants of Qala el Nahal, most of whom are Eritreans, show an "almost tangible feeling of autonomy," according to the report.

The refugees of Qala el Nahal achieved self-sufficiency in food production with the help of Euro Action ACCORD, a consortium of development agencies.

The 24-page booklet, which includes stunning photographs of Qala el Nahal, is available from Euro Action ACCORD, Francis House, Third Floor, Francis Street, London, SW1P 1DQ U.K.

HISTORICAL VIEW OF AFRICAN UNDERDEVELOPMENT

The causes of African refugee uprootedness are traced in Refugees Are People: An Action Report on Refugees in Africa. The authors, Simon E. Smith, S.J., coordinator of Jesuit Refugee Service in Africa, and Joseph G. Donders, W.F., executive director of the Africa Faith and Justice Network, generally subscribe to the theory that superpower intervention is the essential cause of most African refugee flows. "In Mozambique, Angola, Chad, Ethiopia and in many other African countries, the local differences--the direct cause of persecution and the resultant exodus of people fleeing their mother countries for asylum in other countries--are caused by the East-West conflicts."

Historical analysis of the African food crisis is also provided by the Africa Faith

and Justice Network in Feast to Famine: The Course of Africa's Underdevelopment. The author, Bill Rau, identifies the failures of Western development agencies and maintains that a colonial mentality still characterizes the Western approach to development. Rau says that the World Bank, International Monetary Fund, USAID, and UN agencies "seem to be seeking to maintain the status quo and to perpetuate dependency."

Feast to Famine, including a bibliography and chronology, is available for \$1.50 (\$3.00 air mail). Refugees Are People, including a bibliography and an appendix with summaries of refugee conditions in selected African countries, costs \$3.00. Both publications are available from the Africa Faith and Justice Network, Box 29378, Washington, DC 20017.

DIRECTORY LISTS AGENCIES WHICH ADVISE PEOPLE IN IMMIGRATION PROCEEDINGS

The National Center for Immigrants' Rights has published the second edition of its Directory of Agencies Which Assist Persons in Immigration Proceedings.

The directory is designed as a reference guide for agencies serving aliens facing immigration proceedings. Most of the 293 agencies listed have attorneys or staff members accredited to represent aliens in deportation or exclusion hearings. Others provide counseling and referral services. Each entry has a description of the agency. The directory also lists members of the American Immigration Lawyers Association who will act as pro bono coordinators to locate free counsel for indigent aliens.

Nonprofit organizations may request free copies of the directory from the National Center for Immigrants' Rights, 1636 West Eighth Street, Suite 215, Los Angeles, CA 90017. (213) 487-2531. Others may order the directory for \$5.

ODYSSEY OF CAMBODIAN ORPHAN

Mohm was "the girl with hungry eyes"--a Cambodian girl chosen by chance in a Thai refugee camp to tell her story to a touring best-selling author, Gail Sheehy.

Sheehy was captivated by the face,

riveted by the story.

Mohm's parents had both been killed by the Khmer Rouge. Her younger brother and sister starved to death. The twelve-year-old risked her own life to flee from the Khmer Rouge terror to an unknown future.

Neither the story nor the person could be consigned to Sheehy's notebook. Bringing Mohm to join her in Manhattan became Sheehy's personal crusade.

Mohm's life is told in the first person. The horror of the Pol Pot era is seen through the eyes of a child as, one by one, the other members of her family were killed.

Sheehy juxtaposes flashback accounts of Mohm's survival during the Pol Pot era with her own observations of Mohm's adaptability and resilience in the alien New York environment. Five days after Mohm's arrival, Sheehy stood in the doorway at a cocktail party marveling at the young girl balancing a plate of hors d'oeuvres and spearing Swedish meatballs.

During the time of Mohm's adjustment to her new life, Sheehy herself was undergoing struggles of a very different nature with her personal life and career. The book recounts how the two coped with the changes around them, as well as with each other.

The relationship between Mohm and Sheehy is complex. Mohm's life, including her life as Sheehy's "daughter," reveals the spirit of survival in the book's title.

Sheehy's attempt to generalize about the "victorious personality" based on Mohm's character is less successful. By offering advice to American parents about teaching their children to "tough it out," so they will "handle later life accidents more calmly and effectively," Sheehy risks trivializing her foster daughter's traumatic experiences.

Spirit of Survival, published by William Morrow & Company, is available for \$17.95 in local bookstores.

Refugee Reports is seeking a staff writer beginning this fall. Persons applying should have proven writing ability and an understanding of refugee issues. Resumes and appropriate writing samples should be submitted by mail to Virginia Hamilton, Managing Editor, Refugee Reports, 815 15th Street, NW, Suite 610, Washington, DC 20005.

FY 86 REFUGEE ARRIVALS* BY STATE OF RESETTLEMENT AND COUNTRY OF ORIGIN AS OF APRIL 30, 1986

STATE	YTD FY 86	STATE	YTD FY 86	COUNTRY	BIRTHPLACE	CIT.*	COUNTRY	BIRTHPLACE	CIT.*
ALABAMA	126	NEW JERSEY	343	AFGHANISTAN	1,556	1,495	PHILIPPINES	228	0
ALASKA	30	NEW MEXICO	98	ALBANIA	40	39	POLAND	2,043	1,994
ARIZONA	490	NEW YORK	2,581	ANGOLA	2	3	ROMANIA	1,209	1,274
ARKANSAS	85	NORTH CAROLINA	373	AUSTRIA	4	1	SOUTH AFRICA	5	6
CALIFORNIA	11,141	NORTH DAKOTA	73	BOTSWANA	5	3	SOVIET	5	0
COLORADO	364	OHIO	420	BULGARIA	79	79	SYRIA	5	9
CONNECTICUT	421	OKLAHOMA	286	CAMBODIA	6,464	9,061	TAIWAN	13	0
DELAWARE	20	OREGON	506	CHINA	278	15	ZANZANIA	1	0
DIST OF COLUMBIA	242	PENNSYLVANIA	1,104	CUBA	7	7	THAILAND	3,234	3
FLORIDA	747	RHODE ISLAND	251	CZECHOSLOVAKIA	0/5	872	TURKEY	2	6
GEORGIA	597	SOUTH CAROLINA	45	ETHIOPIA	407	399	UGANDA	1	0
HAWAII	152	SOUTH DAKOTA	57	FRANCE	6	0	USSR	524	503
IDAHO	260	TENNESSEE	579	GERMANY (FED. REP.)	27	1	VIETNAM	12,113	12,563
ILLINOIS	1,506	TEXAS	2,422	GREECE	13	0	YUGOSLAVIA	4	1
INDIANA	167	UTAH	420	HONG KONG	49	0	ZAMBIA	1	0
IOWA	324	VERMONT	36	HUNGARY	337	325	ZAMBIA	1	0
KANSAS	329	VIRGINIA	939	INDONESIA	06	0	UNKNOWN	1	551
KENTUCKY	287	WASHINGTON	1,531	IRAN	1,950	1,884	OTHER	13	0
LOUISIANA	329	WEST VIRGINIA	12	IRAQ	219	224			
MAINE	190	WISCONSIN	361	ITALY	4	0			
MARYLAND	512	WYOMING	10	LAOS	3,371	4,017			
MASSACHUSETTS	1,574	AMERICAN SAMOA	0	LEBANON	2	0			
MICHIGAN	597	GUAM	0	LIBYA	1	1			
MINNESOTA	1,149	JOHNSON ATOLL	0	MALAWI	4	4			
MISSISSIPPI	107	NO. MARIANNA ISLANDS	0	MACAO	1	0			
MISSOURI	573	MIDWAY ISLANDS	0	MALAYSIA	30	0			
MONTANA	21	PUERTO RICO	0	NAMIBIA	5	6			
NEBRASKA	94	TRUST TERRITORIES	0	NETHERLANDS	1	0			
NEVADA	152	VIRGIN ISLANDS	0	PAKISTAN	46	0			
NEW HAMPSHIRE	33	WAKE ISLANDS	0	PARAGUAY	3	0			
		UNKNOWN	1						
		TOTAL YTD FY 86	35,355				TOTAL FOR YTD FY 86	35,355	35,355

* This report is based on documents from the Refugee (formerly ACVA) Data Center, IOM and other federal agencies available on the above date and may not include information on all refugees in the categories reported.

* Children born in refugee camps are assigned citizenship of parents. Citizenship information is often lacking, especially for non-Southeast Asians.

SOURCE: U.S. Office of Refugee Resettlement.

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