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TASK FORCE

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TASK FORCE

We are very happy and pleased to greet our families and loved ones who have arrived in this free country after 15 years of imprisonment. We would like to thank all those persons, organizations, and government agencies, in particular, the State Department, and the Bureau of Refugee \_\_\_\_\_, under the leadership of Mr. Robert Funseth. Many persons have worked very hard in order to help us realize the events of this reunion and we would like to thank them for their humanitarian efforts. We would hope that the support for the political prisoners will continue as they become acclimated to their new freedom and their new country.



**HỘI GIA ĐÌNH TÙ NHÂN CHÍNH TRỊ VIỆT NAM**  
**FAMILIES OF VIETNAMESE POLITICAL PRISONERS ASSOCIATION**

P.O. BOX 5435, ARLINGTON, VA 22205-0635  
TELEPHONE: 703-560-0058

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HIẾP LOWMAN  
NGUYỄN XUÂN LAN

**October 24, 1989**

The Honorable Robert L. Funseth  
Senior Deputy Assistant Secretary  
Bureau for Refugee Programs  
Department of State  
Washington, D.C. 20520

Dear Mr. Funseth:

This letter is written to thank you for your correspondence dated October 16, 1989 and for inviting me to be a member of the Task Force. I am very honored and pleased to accept your invitation. Unfortunately, for the initial meeting I will be out of town, as you are aware, I will be in Orange County, California on October 25, 1989. It is with deepest regrets that I will be unable to attend the important planning meeting of the Task Force; however, I will make all efforts to attend future meetings of the group.

In my absence, I am forwarding copies of our Association's concerns, recommendations and other documents. I hope that this information will be useful to the Task Force.

Again, thank you for your kind invitation to be a part of this Task Force. I wish you success on your plans and efforts on behalf of the former re-education center detainees, and I would like to thank all participants for their concern and dedication.

Sincerely,

  
Khuc Minh Tho

KMT/lrh  
Enclosures



Former Reeducation Detainee Task Force  
Wednesday - October 25, 1989  
State Annex I - 10:00 a.m.

AGENDA

1. Background/Purpose of Task Force - Mr. Robert L. Funseth
2. Status of Overseas Processing
  - ICMC Survey - Ann Morgan/RP
  - Resettlement Statistics - Anita Botti/RP  
(geographic locations, family vs. free, refugee #/IV#)
  - Biographic Information (questionnaire) - Anita Botti/RP
3. Domestic Needs - Phil Holman/ORR and Anita Botti/RP
  - Special needs of this group?
  - What programs exist?
  - What new programs are needed?
  - Who should be the providers?
4. Next steps to implement programs?
5. Review composition of Task Force and schedule next meeting. Suggest November 9, 1989, 2:00 p.m./State Annex I.
6. Public Interest - how do we heighten public awareness of the program.

Attendees - October 25

RP:

RLFunseth  
ALBotti  
JWillard  
RBeer  
AMorgan  
PLewis

ORR:

Phil Holman  
Mary Chi Ray  
Regina Arculli/Public Health

Volags:

National - World Relief/Don Hammond  
          ICMC/Mitzi Schroeder  
          USCC/Dawn Calabria  
Local - LIRS/Ruth Mclean  
          IRC/Ray Evans

MAAs:

Mr. Khoa - IRAC  
Mrs. Tho

State Coordinators:

Frank Bein/Maryland  
Anne Hamrick/Virginia

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United States Department of State

Washington, D.C. 20520

Resettlement Task Force  
Former Reeducation Center Detainees  
Thursday - November 9, 1989  
National Association of Counties (NACC)  
440 First Street N.W.  
Conference Room - 1:30 p.m.

AGENDA

1. Review major points of October 25 Meeting
2. October Interview Update, Fact Sheet - DOS/RP
3. MAA Involvement - Mrs. Tho  
Dr. Khoa
4. State Coordinator's Perspective - SCORE Representatives:  
Maryland/Frank Bien  
Virginia/Anne Hamrick  
Texas/Lee Russell  
California/Walter Barnes
5. Voluntary Agency's Perspective - World Relief/Don Hammond

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Resettlement Task Force Meeting  
Former Reeducation Center Detainees  
October 25, 1989  
Summary

Introduction

Mr. Robert L. Funseth, Senior Deputy Assistant Secretary of the Bureau for Refugee Programs chaired the task force meeting. He gave a brief history of the U.S. program regarding resettlement of Former Reeducation Detainees. Starting with the first formal interviews of reed detainees on October 13, 1989, the U.S. plans to interview approximately 1,000 persons per month. Since the PRPC will be filled to capacity for much of the current fiscal year, the Bureau does not plan to provide reed detainees with training prior to their admission to the U.S. As a result, we may see the first arrivals around the end of this year.

Mr. Funseth stated that the task force should oversee the resettlement program of former reeducation detainees by acting as an advisory council to the resettlement players - private and public. Since the time to plan for resettlement of this group is limited, we need to outline major issues affecting resettlement of this group and recommend potential strategies to meet their needs.

Discussion

(agenda and attendee list are attached)

Various participants offered comments about strategies for resettling political detainees who are expected to exit Vietnam in the near future. We had available to us three documents which provided some information about the demographics of this group and which anticipated some of the special problems they may experience in resettlement as well as some comments from the refugees themselves respecting their situation. These documents were (1) a paper prepared by families of political detainees in the U.S., (2) a survey by ICMC of political detainees currently at the PRPC, and (3) a list of probable resettlement sites for the first group.

Based on these documents as well as the collected experience of agencies present which have had some experience in resettling detainees, the group appeared to agree on the following:

- As a group, political detainees have a higher degree of English proficiency than any other group coming out of Southeast Asia.
- Most detainees are male, ranging in age from 41 to about 55, and have spent an average of 5 to 6 years in detention. Seventy percent of them have never been to the U.S.
- In the ICMC study, the refugees indicated that most detainees have some emotional difficulties, ranging from frustration and discouragement to a feeling of extreme anger and hopelessness. Most express anxiety about the future, particularly with respect to employment and maintaining the integrity of the family structure.
- In the ICMC study, detainees in Bataan expressed a high degree of satisfaction with the services that are provided there and believe that those who are still in Vietnam would profit from the same services and the time that training in the Philippines provides for decompression.
- Most agencies with experience with detainees also believed that there could be health problems among this population, stressing the probable need for extensive dental care.
- Total number of reed detainee cases scheduled for interviews during October and November is 465 (250 cases/October, 215 cases/November) which include approximately 2,000 persons.
- Of the total 465, 346 cases indicate anchors in the U.S. while 119 cases indicate no anchor.
- According to the family reunion statistics, California will receive 181 cases (52%). Texas expects to receive 21 cases (6%) and the D.C. Metropolitan area which includes Northern Virginia and Maryland (Montgomery County and Prince George's County) expects to receive 25 cases (7%). Of those interviewed, 27 states will receive 10 or fewer cases.
- Of the 2,000 persons scheduled for interview in October and November, approximately 125 - 175 persons are expected to be immigrants.

An ORR spokesperson described how ORR expects to support cash and medical assistance and social services for refugees with an estimated FY 1990 budget of approximately \$368,000,000. Former detainees entering the United States as refugees will be eligible for the full range of benefits from this funding through ORR's grants to the states for this purpose. He noted that additional resources are available from many sources -- state, county, mainstream and private -- and said he believed that comprehensive local-level planning is needed to develop such resources and to assist former detainees in accessing needed services.

During the course of the discussion, it quickly became clear that funds from all sources were limited and that it would be necessary to come up with some creative ways to use existing resources to address these problems.

Although the meeting tended to focus on problems which may surface with this group, it was noted that we should not forget that they bring strengths as well as challenges. We have a group with good English skills who could profit from mainstream vocational education. We also have a group which expresses a strong desire to be employed in the U.S. and to get on with their lives. We also have a situation in which most detainees will probably be going to sites where there is a strong network of existing services which can be tapped to serve the need of some for individual and family counseling. Most of all, we can expect a group of survivors, who have demonstrated the inner strength necessary to overcome hardship, long periods of incarceration, and separation from their family support system. These characteristics can work for successful resettlement.

It was suggested that we need a program of education targeted to selected resettlement sites to prepare social service agencies for a large influx of people who bring certain strengths but who may also experience some difficulties. MAAs can be tapped as well as experienced health and counseling services. Voluntary agencies with experience with this group will be invaluable as well as the ORR network, including state coordinators.

It was also suggested that the Match Grant Program be considered as a viable option for this group. The USCC representative stated that USCC has had some success in placing Reed refugees into the match grant program in California.

Next Step Recommendations:

1. The Bureau for Refugee Programs, with the assistance of ICMC/ODP/JVAR, will continue providing geographic resettlement locations of reed detainees as they are scheduled for interviews.
2. Utilize the ORR State Coordinator's Meeting of November 7-8 to discuss ways in which existing programs could meet the needs of this group.
3. InterAction's Domestic Concerns Sub-Committee plans to convene a meeting with interested national MAA groups regarding coordination of resettlement services for the reed detainees. Local agencies will also conduct similar meetings to determine the best use of resources by all parties.
4. Resettlement agencies may discuss with ORR the merits of utilizing match grants for this population.
5. Initiate state and local fora ('a la the Amerasian fora) to discuss ways of integrating existing refugee programs and resources for resettlement of this group.
6. Enlist the resources of the National Institute of Health and the National Institute of Mental Health in assisting state and local agencies to identify existing health programs throughout the U.S. Add Former Reeducation Detainees to the refugee mental health initiative that ORR is considering.
7. SCORE will recommend state coordinators to serve on the task force. Suggested states are California, Texas, Maryland or Virginia.
8. InterAction's Domestic Concerns Sub-Committee will appoint national and local representatives to the task force.
9. Co - Chairs of the task force will be the Bureau for Refugee Programs and the Office of Refugee Resettlement.
10. The next meeting of the task force is scheduled for Thursday, November 9 at 1:30p.m., National Association of Counties (NACO), 440 First Street N.W., conference room/8th floor (note: time and site of meeting has been changed to meet a scheduling conflict of State Coordinators).



United States Department of State

Washington, D.C. 20520

Former Reeducation Detainee Task Force  
Wednesday - October 25, 1989  
State Annex I - 10:00 a.m.

AGENDA

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2. Status of Overseas Processing
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(geographic locations, family vs. free, refugee #/IV#)
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RLFunseth  
ALBotti  
JWillard  
RBeer  
AMorgan  
PLewis

ORR:

Phil Holman  
Mary Chi Ray  
Bill Eckhof  
Regina Arculli/Public Health

Volags:

National - World Relief/Don Hammond  
    ICMC/Mitzi Schroeder  
    USCC/Dawn Calabria  
Local - LIRS/Ruth Mclean  
    IRC/Ray Evans

MAAs:

Mr. Khoa - IRAC  
Mrs. Tho(submitted issues paper)

State Coordinators:

Frank Bein/Maryland  
Anne Hamrick/Virginia

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# COORDINATING COMMITTEE FOR THE RECEPTION OF VIETNAMESE POLITICAL PRISONERS

ỦY-BAN PHỐI HỢP TIẾP ĐÓN TÙ-NHÂN CHÍNH-TRỊ VIỆT-NAM

## MEMORANDUM

**SUBCOMMITTEES**

Congressional Liaison  
and Liaison with the  
U.S. Executive Branch  
*Khuc Minh Tho*

Planning  
*Nguyen Ngoc Bich*

Morale Building  
*Huynh Cong Anh*

Fund Raising  
*Nguyen Hau*

Information and  
Proselytizing  
*Dao Van Binh*

TO : Member Organizations, Coordinating Committee  
Local Political Prisoners Reception Committees  
Vietnamese American MAAs  
Vietnamese-language media and press

FROM : Nguyen Ngoc Bich, Planning Subcommittee

SUBJECT : ROLE OF LOCAL RECEPTION COMMITTEES

DATE : January 10, 1990

We have received several requests for clarification of the role of the local political prisoners reception committees. The present memo is to address this question.

When the Coordinating Committee was formed in April 1989 it was determined that there would be two levels of coordination: one at the national level, and that is the function of the Coordinating Committee; and one at the local level, because resettlement is essentially a local function, and that is the function of the local reception committees.

### The National Coordinating Committee

The national Coordinating Committee is in charge of gathering information on who is coming and where the person(s) is/are going to be resettled. This information would then be communicated to the various local reception committees.

### Functions of the Local Reception Committee

With the information it receives the local Reception Committee would get in touch with the families and/or Volags which would be responsible for the initial resettlement of the political prisoner(s) in question and their families (if any). This is to offer:

- 1/ The Vietnamese community's solidarity with the newcomer(s) and their families in view of their long suffering after the end of the Vietnam War in 1975.
- 2/ Volunteer help for the many little things that the newcomer families might need, for instance, transportation assistance, apartment hunting, clothing and household utensils, registration for English classes, job hunting, etc. (In other words, the local Reception Committee can serve many of the functions that would normally devolve on a regular sponsor or sponsoring group.)
- 3/ Long-range companionship and counseling (if called for), an essen-

### **Liaison Addresses and Telephones**

<i>Mrs. Khuc Minh Tho</i>	P.O. Box 5435, Arlington, VA 22205-0635	(Tel: 703-560-0058)
<i>Mr. Nguyen Ngoc Bich</i>	6433 Northana Drive, Springfield, VA 22150	(Tel: 703-971-9178)
<i>Mr. Huynh Cong Anh</i>	2809 Main, Houston, TX 77002	(Tel: 713-655-7069)
<i>Mr. Nguyen Hau</i>	P.O. Box 635, Westminster, CA 92684	(Tel: 714-894-4136)
<i>Mr. Dao Van Binh</i>	P.O. Box 2899, Santa Clara, CA 95035	(Tel: 408-286-7187)

Memo on Local Reception Committees / 2

tial component in view of the many years of isolation and prison camp condition undergone by the political prisoners. This help is crucial also in view of the long years of separation of the prisoners from their families. All of this is made worse by the necessity of adapting to a second culture and language.

In concrete terms the above offer boils down to:

- Number (1) means that the Local Reception Committee is willing to organize a small party consisting of community leaders and other interested community persons to go to the airport and greet the newcomer(s) and their families, to make them feel that they have not been forgotten, to express our solidarity with them. Additionally, the Committee may organize a more formal reception, for instance, a dinner or reception with many people invited. The Committee could also organize social visits to make the newcomer(s) and their families feel "at home."
- Number (2) is self-explanatory. This kind of volunteer help could last several months.
- Number (3) is expected to last beyond the initial resettlement period of a few months to a year.

In all of the above there may be money involved but it is expected that the local Reception Committees raise that money on their own so as not to burden anyone else and that the help will be forthcoming at no cost to the newcomer(s) and their families.

The whole reception effort is a volunteer effort by the Vietnamese community offered by earlier refugees and immigrants from Vietnam to their former colleagues and comrades-in-arms, whose distinction is to have suffered more than us in the wake of the communist takeover of South Vietnam. As it is an offer the families of the newcomer(s) are totally free to accept it or reject it. The local Reception Committees will not impose their will on anyone or contradict the wishes of the families involved.

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We hope that the above clarifies the position of the Coordinating Committee for the Reception of Vietnamese Political Prisoners as well as the articulation of the respective role of the national Coordinating Committee as distinct from the local Reception Committees.

Resettlement Task Force  
Former Reeducation Center Detainees  
(Third Meeting)  
Tuesday - April 3, 1990  
DOS/Refugee Bureau  
Conference Room/12th Floor  
State Annex 1  
2:00 p.m.

Agenda

- Introductory Remarks - Mr. Funseth
- Status of Interviews/Arrivals - Dick Beer/Jim Williard
- Orientation/Transit Center/Bangkok - Ann Morgan
- Arrival Statistics/by State - Anita Botti
- Overview/Status/Plans Reeducation Workshops - Chris Gersten
- Resettlement Experience: Agencies
  - + LIRS -- Ruth McLean
  - + ICMC -- Mitzi Schroeder
  - + IRC -- Ray Evans
  - + USCC -- Dawn Calabria
  - + World Relief -- Don Hammond
- Resettlement Experiences: State Representatives
  - + California -- Judy Jaussi
  - + Maryland -- Frank Bien
  - + New York -- Bruce Bushart
- Commentary/Recommendation
  - + Indochinese Resource Action Center -- Dr. Khoa
  - + Families of Vietnamese Political Prisoners Association --  
Mrs. Khuc Minh Tho
  - + Federation of Associations of Former Political Prisoners  
of Vietnam -- Nguyen Ngoc Linh

ODP: APPROVALS AND INTERVIEW TOTALS

October 1989 thru March 1990

	IVs	Parole	Refugees	Amerasian Immigrants	TOTAL
Fam. Reun. Approvals	8,531	4,173	1,645	0	14,349
Rejected					470
Pending & Hold					812
TOTAL Interviewed					<u>16,651</u>
Amerasian Approvals	0	11	755	9,152*	9,918
Rejected					1,274
Pending & Hold					472
TOTAL Interviewed					<u>11,664</u>
Re-ed Approvals	874	431	5,509	0	6,814
Rejected					296
Pending & Hold					254
TOTAL Interviewed					<u>7,364</u>
TOTAL: Approved	9,405	4,615	7,909	9,152	31,081
Rejected					2,040
Pending & Hold					1,538
TOTAL Interviewed					<u>34,659</u>

Total Approvals Subject to Refugee Ceiling 17,061

\*includes AmCits

Reeducation Detainee Interview Statistics

October 1989 - April 1990

MONTHLY TOTALS

MONTH	OCT	NOV	DEC	JAN	FEB	MARCH	APRIL	TOTAL
Anchor	237	109	218	245	136	224	145	1,314
No Anchor	13	106	11	16	78	33	227	484
TOTAL (cases/persons)	250/ 1,000	215/ 1,000	229/ 1,142	261/ 1,322	214/ 1,239	257/ 1,245	372/ 2,025	1,798/ 8,973

Reeducation Detainee  
FAMILY REUNION CASES (1314)  
STATISTICS/BY STATE and Guam, DC and P.R.  
OCTOBER 1989 - APRIL 1990

AK - 6	KY - 7	OH - 15
AL - 7	LA - 11	OK - 25
AR - 7	MA - 19	OR - 18
AZ - 17	MD - 28	PA - 36
CA - 651	ME - 2	PR - 0
CO - 10	MI - 13	RI - 0
CT - 12	MN - 14	SC - 4
DC - 1	MO - 6	SD - 0
DE - 0	MS - 1	TN - 3
FL - 40	MT - 0	TX - 124
GA - 11	NC - 8	UT - 4
GU - 0	ND - 1	VA - 68
HI - 13	NE - 1	VT - 0
IA - 0	NH - 0	WA - 38
ID - 1	NJ - 10	WI - 12
IL - 14	NM - 4	WV - 0
IN - 7	NV - 5	WY - 0
KS - 10	NY - 30	

**CONSULTATION ON THE RESETTLEMENT OF  
FORMER RE-EDUCATION CAMP DETAINEES FROM VIET-NAM**

**(16 - 17 January and 13 - 14 February 1990)**

**SUMMARY AND RECOMMENDATIONS**

**Prepared by  
the Refugee Policy Group,  
Conference Facilitator**

**29 March 1990**

# **CONSULTATION ON THE RESETTLEMENT OF FORMER RE-EDUCATION CAMP DETAINEES FROM VIET-NAM**

## **SUMMARY AND RECOMMENDATIONS**

### **INTRODUCTION**

On behalf of the Office of Refugee Resettlement, Department of Health and Human Services (ORR), the Refugee Policy Group (RPG) convened two consultative meetings on the resettlement of former re-education camp detainees from Viet-Nam, on 16 - 17 January and 13 - 14 February 1990, respectively. The purpose of the meetings was to present ORR with expert advice and views on appropriate strategies for the effective resettlement of this special population.

The first meeting focused on the special service needs of the target population and the identification of systemic problems that are likely to hinder service delivery to it. The second meeting worked at defining priorities and recommendations for service delivery, and for effective planning and coordination of activities at the state and local level.

In addition to ORR and RPG, participants included state and local officials, as well as key representatives of the service professions, national voluntary agencies and leaders of Vietnamese-American mutual assistance organizations. In addition, several experts from both the Department of State and the private sector were invited to contribute their perspectives to the discussion.

The following are the summaries and recommendations of these two consultative meetings. These are intended to serve as general reports, highlighting the main points brought out in the discussions, and should not be considered as verbatim transcripts.

(Note: the agendas and lists of participants for the two meetings can be found in Appendices 1 - 4)

## **SUMMARY OF THE FIRST CONSULTATION**

**January 16 - 17, 1990**

### **BACKGROUND TO THE ISSUES**

In order to better define the needs of the population, the first topic addressed by the working group was the background of the former re-education camp detainees. Much of this background information was provided by a panel of invited experts.

At the outset, the group noted that it is very important to collect and collate accurate data on the population in order to lessen the negative impact of their arrival on local communities. Too often, there has been a tendency to establish programs around impressionistic information and assumptions. There had been little done by way of comprehensive studies about the former detainees as a specific refugee group, though much valuable information concerning the larger Vietnamese refugee population does exist and can be drawn upon as a resource.

Participants agreed that it would be extremely helpful to get specific information about incoming refugee cases so that appropriate placement and planning for services can be made. Unfortunately, it will be difficult to get biographical information to service providers any sooner than two-four weeks prior to an individual's arrival in the United States. This abbreviated time frame is due to the speed with which the re-education detainees are being processed through Bangkok, the sensitivity of the Vietnamese authorities, and privacy issues in the United States. Because of this, families and friends of the newcomers, as well as former re-education camp detainees already residing in the United States, are often the best source of information about the situation that the detainees have faced in Viet-Nam and will be facing in the United States.

The panel of invited experts was able to offer very helpful information on the overall characteristics of the population. It will be difficult, however, to anticipate the total number of persons that will be resettled under this program. To date, some 130,000 applicants are on record with the U.S. Orderly Departure Program (ODP) as being potentially eligible for the former detainees' program. More than two-thirds of this figure are accompanying family members of the detainees. The Vietnamese

government estimates a much higher figure, possibly as many as 500,000 persons, including former detainees and accompanying relatives.

While no agreements have been reached by the two governments on the annual numbers allowed to resettle in the U.S., it is expected that some 7,000 persons (detainees and relatives) will enter the United States in FY 90. Similarly, no firm agreements have been reached as to priorities to be given for processing individual cases. The United States has argued that the most compelling cases (i.e., those who were imprisoned in re-education camps for the longest periods, and who are seeking reunion with immediate relatives in the U.S.) should receive first priority. Names presently selected for interviews with U.S. ODP officials are derived from an exchange of lists between the State Department and the Vietnamese government.

Those former re-education detainees with spouses or sons or daughters already in the United States are being classified as immigrants, with the remainder being granted refugee status. Accompanying family members are approved either under refugee status or are paroled on public interest grounds. While many will be sponsored by relatives already in the U.S., a significant number have no relatives here and will be resettled as "free cases" by the voluntary agencies.

It is anticipated that many in this population will exhibit special needs in the physical or mental health areas. Although the vast majority of the detainees have been out of the camps for a number of years, many are in poor physical condition. Most endured extremely difficult conditions while in re-education, including hard physical labor, exhaustion, deprivation of basic necessities, poor nutrition, and inadequate health care.

When discussing mental health needs of the former detainees, the work group used numerous adjectives to describe the psychological scarring experienced by many detainees, including: "angry, broken, confused, anxious, depressed, irritable, quiet, bitter, nervous, humiliated, guilty, and self doubting". These emotions may manifest themselves in any number of ways; mental health experts present informed the group that they can expect some of the detainees to experience alcoholism, post-traumatic stress syndrome, paranoia, nightmares, low self-esteem, reclusiveness, poor concentration, passivity, alienation, domineering behavior toward family members, regression, depression, and distrust of others and institutions.

It was stressed by many that it would be wrong to assume that the majority of former detainees could be classified as having "mental health problems." Similarly, it would be inappropriate and, possibly, destructive, to create any labels for this as a "special population." The crucial need is for service providers to be sensitive and alert to the potential problems that individuals might have. For individuals who do have mental health problems, symptoms or conditions such as those mentioned above may not be manifested for several years. Moreover, individuals may evidence problems in the form of physical symptoms -- such as fatigue, or psychosomatic conditions, rather than as visible emotional problems -- due to a cultural reluctance to express one's emotions or needs.

The group also noted that many detainees may have mixed feelings toward the Vietnamese American community and the United States in general. They may resent the success of the Vietnamese-Americans and feel that the United States deserted them in a time of need. On the other hand, they may have unrealistically high expectations of the United States; badly misinformed, in some cases individuals are expecting free housing, back pay, and substantial financial assistance. Thus, not only their experiences as re-education camp detainees but their experiences once they have reached the United States will have a strong psychological impact on them.

The work group placed great emphasis on the need to recognize the important psychological and emotional strengths which the detainees bring with them. It should be kept in mind that they are survivors of a situation that has bred self-discipline, ingenuity, resilience, and social and political awareness.

The working group also focused on crucial importance of the family for the detainees. Traditionally, these men have played a dominant role in the family, during their time in the re-education camps. Furthermore, the family has often served as a lifeline and has provided the strongest motivation for survival. After release from the re-education camps, however, the detainees have typically faced a very different family structure. For example, their wives have frequently been forced to become the principle wage earners, which may have caused feelings of low self-esteem for many detainees. Also, there are significant inter-generational adjustments, as their children have played stronger roles in the family in their absence. These changes in family structure may cause fear and apprehension, not only to the detainee himself, but also with the other family members.

## **PLACEMENT**

It is anticipated that a large proportion of the detainees and their families will be joining relatives and friends already in the United States. It is likely, therefore, that they will be placed in communities which, *de facto*, have pre-existing Vietnamese populations and a wide range of social service resources oriented to the needs of refugees. Areas anticipating large influxes of former detainee cases include: Southern California (especially Los Angeles and Orange counties), Central California (notably Santa Clara County), Washington State, Texas, Illinois, Florida and the Metropolitan Washington D.C. area. The State Department has expressed concern that placement of "free cases" be made in locales having adequate services and support communities.

In any placement decision, the group indicated that the following factors should be taken into consideration: community resources, service delivery resources, culturally appropriate mental health services, employment opportunities, and the individual's skills and vocational background. Additionally, it was pointed out that detainees considered to be "free cases" should be allowed to be resettled in areas where they have relatives or friends, if they so desire.

## **SERVICE NEEDS AND SYSTEMIC GAPS**

In determining the service needs of the former re-education camp detainees and the systemic gaps that must be addressed before meeting these needs, the group agreed on several underlying principles.

**First**, nothing should be done to jeopardize the success of the release program, *vis a vis* U.S. - Viet-Nam cooperation. For example, although it might be theoretically desirable to obtain biographical data about the detainees before they depart Viet-Nam, such information gathering can not be undertaken by American officials if it will antagonize the Vietnamese authorities.

**Second**, no program that would stigmatize the detainees and hinder their ability to establish a happy, productive new life in the United States should be undertaken. On the other hand, programs that would strengthen and build on preexisting family and community support systems should be fully encouraged.

**Third**, for a number of reasons, planning, networking and coordination is needed at all levels and among all organizations involved. Decreased funding for social services will be a chronic problem for service providers in facing the needs of this population. They are operating in a situation of trying to do more with less, as their funding today represents half of that available in 1980. In addition, the arrival of the former detainees comes at a difficult time, during which limited resources are being stretched to meet the resettlement needs of refugees from other parts of the world. In planning for the resettlement of former re-education camp detainees from Viet-Nam, therefore, it is important to create a division of labor that appropriately distributes responsibilities, is well coordinated, and meets the most critical needs adequately.

The view was expressed by some that the state agencies are best positioned to coordinate the work of the voluntary agencies and the Vietnamese American mutual assistance agencies, as the state coordinators know best where the division of labor should be made relative to the capacities of the various organizations involved.

It was also pointed out that it will be very important to draw upon the enthusiasm shown by the Vietnamese-American community in general, and the MAAs specifically, to fill the void left by the American sponsorship system that was in place to aid previous waves of Vietnamese refugees. A warning was given, however, that it will be important to differentiate between those MAAs with a non-service agenda and those which have a true desire to help their compatriots and a demonstrated capability for providing the necessary services.

In keeping with this desire for coordination in light of limited available resources, it was emphasized that it is imperative to build on already existing capacities. The metaphor of not reinventing the wheel was used frequently. For example, programs established for the Amerasians, the Cambodians, and for older refugees might serve as useful models in addressing the needs of this population. Underlying this idea was recognition of the need to determine the similarities between this population and other refugee populations so as to avoid unnecessary duplication of available services.

The programs developed to coordinate volunteer efforts under the Amerasian program in various states, such as Maryland, might serve as a useful prototype. Under that program, local voluntary agencies coordinate resettlement activities as a consortium, with strong involvement by local volunteer groups. Also, each refugee goes through an orientation

curriculum that introduces some basic issues, such as how to find a job and dealing with changing family roles and relationships. Refugees who display needs for more in depth counselling are referred as appropriate, through the existing social service system. The work group suggested that it might be possible to develop a matching grant program, targeted for MAAs, to stretch scarce resources.

**In addition to the general themes discussed above, the group spoke more specifically about the following service areas needing attention:**

**1. Cultural Orientation Programs**

In order to circumvent problems in the areas of mental health and employment, the group generally agreed that some form of cultural orientation should occur. Ideally, this would occur before the detainees leave Viet-Nam. As noted earlier, however, this is not presently possible to undertake inside Viet-Nam. Therefore, it was suggested that an orientation kit be distributed in Bangkok, in spite of the narrow window of time that transit period allows. The voluntary agencies in Bangkok have already been providing a limited orientation program for Orderly Departure Program travellers transitting in Bangkok; and they are reportedly in the process of revising materials which will better address the circumstances of the former detainees. It was also suggested that U.S. relatives and Vietnamese community organizations might be helpful in disseminating more accurate information about the resettlement program by sending letters or flyers directly to persons in Viet-Nam.

Orientation sessions should also be provided soon after the detainees arrive in the United States. Such sessions would help minimize culture shock. An important element of these sessions would be to inform the detainees, early on, of the kinds of problems they may face in the United States, including any emotional or social adjustment problems. Orientation should take into account the needs of the accompanying family members.

Appropriate orientation and information counselling should also be aimed at U.S. relatives awaiting reunion with the detainees. This process could certainly begin well in advance of the detainees' arrival. In past resettlement situations, service providers have often relied, with great success, on family members already in the U.S. to ease orientation

difficulties. Orientation to detainees' families in this instance will be especially important because of the many adjustments they too will face.

MAAs may be able to play an important role in these orientation programs, as they are often the best suited to be the most empathic to the issues troubling the newcomers. In addition, self-help groups similar to those established by American Viet-Nam veterans could take advantage of the *esprit de corps* of this population. Creating community centers in which the detainees can gather to relax, talk, and share experiences might also ease the adjustment process and feelings of isolation.

It was emphasized that any new orientation programs or materials need to be well planned, coordinated and standardized, in order to avoid problems that have been encountered in the past with inadequate, incorrect or contradictory information.

## **2. Health Services**

The importance of having adequate health and mental health programs in place for this population was pointed out. In many instances this will mean identifying appropriate services and resources already available in local areas. The potential overlap in various service programs was also noted; as mentioned before, individuals with problems may have the tendency to manifest psychological problems in the form of physical symptoms. The latter phenomenon is closely related to a sensitivity to which any mental health programs for this population must adhere -- it will be important to avoid labeling the detainees as "mental health problems," as this would be resented. It is better to identify them as an "at risk population" with potential needs which service providers must be alert to identify and respond to in appropriate ways.

Several participants suggested the idea of establishing a resource center with an information "hotline," to which service providers could refer to for information regarding technical assistance, training, or referral to local resources. It was also suggested that a directory identifying professional and paraprofessional support systems already in place is needed. Many systems and resources already exist, such as a manual put out by the National Institute of Mental Health (NIMH) dealing with the use of interpreters when handling refugee clients. Also mentioned were the resources developed under the ORR-funded Mental Health Initiatives.

These materials, however, may either require updating or fine tuning to address the specific needs of this population.

Peer counselling by former detainees already in the United states might be an effective form of help to the newly arriving detainees. Before establishing such a program, however, it will be necessary to properly train those serving as counselors. It might be useful to look to the program established for Cambodian refugees, as a model. An advantage to peer counselling is the language capability of the counselor. It was felt that it was crucial for the mental health professional to be able to either speak Vietnamese himself or to be able to employ an interpreter effectively.

It was also emphasized that services should be available not only for the former detainees, but for their families as well. The experiences of the detainees will influence family roles, relationships, and morale. In some cases, families have been broken up due to the stress of long separations and the difficulties of re-adjustment after a detainee's release. If given the proper kind of support and encouragement, however, the family can in turn be the strongest source of support for the detainee. Community services, including information and orientation programs, must be fully accessible to the entire family group.

### **3. Language Training**

Fortunately, many former detainees already have strong English skills. The need for good access to English as a Second Language (ESL) classes still exists, particularly for accompanying family members.

ESL teachers are an important point of contact with the American culture for refugees. They are frequently the first source of information about American society and culture, and are often the most directly aware of a refugee's problems. Furthermore, they often can address issues in a way that may help prevent emotional breakdown or job loss. ESL classes are particularly important to older refugees, as they represent an activity on which to focus energy and around which to establish a routine.

The participants agreed that it will be important to make appropriate use of the very extensive ESL teaching services and resources already in place around the country. It was noted that TESOL is holding a national conference in March. It was suggested that it might be useful

to conduct an informational session at that conference, to raise awareness of the program for resettlement of former detainees. Efforts should be made to enlist the assistance of this valuable network, especially in local communities.

#### **4. Vocational Training and Employment Services**

The age range of the detainees is a wide one: from persons in their late 30's through those in their 70's. The largest group would be in their 40's and 50's. While it is anticipated that a number of those coming will have debilitating health problems, it was agreed that employment services, including vocational training programs, should be available to the majority of detainees and their accompanying family members of working age.

The timing of such services is crucial. The group generally agreed that it is important not to force them into vocational training or marginal employment, but to try to have a range of options available to them. Placement should be what is appropriate to the individual, and should focus on providing the motivation to work. It was agreed that the detainees should not be encouraged to enter the welfare track. On the other hand, it was considered undesirable to push refugees to take just any job available. The latter might, in some cases, cause more harm than good, given that many of the former detainees are highly skilled or held positions of responsibility before 1975. Also, some might have a strong aversity to manual labor based on their experiences in the re-education camps.

In the case of the younger detainees and family members it was agreed that their eagerness to obtain jobs should be encouraged. Underlying this is the notion that work is, in itself, therapeutic, and may help prevent the manifestation of other problems.

Some comparisons were made between the current population of former detainees and the 1975 era refugees, many of whom come from similar backgrounds, having been former government officials and military personnel. However, it was cautioned that such comparisons should be qualified by looking at the very different experiences the two groups have had in the last 15 years, and by recognizing the many changes in American society since that time. In particular, it was pointed out that the level of social service funding is significantly lower, and that a number of

important programs (like the CETA program for on-job vocational training) no longer exist. It was suggested that, because of different experiences and situational changes, the refugees of 1975 perhaps came to the United States with lower expectations, but with a greater sense of hope than the current influx of former detainees.

A point in the favor of the incoming refugee group, on the other hand, is that they should be able to rely on the aid of the American Vietnamese community. Most refugees find their jobs through the help of families and friends rather than service providers. It would thus be appropriate once again to allocate support to working groups of refugees and MAAs.

State and local officials present expressed concern about the reality of current economic conditions. The labor market today is "bottom heavy" with minimum wage jobs. They also noted that funding for refugees is typically earmarked for cash assistance programs rather than orientation and skills training.

## **SUMMARY AND RECOMMENDATIONS OF THE SECOND AND FINAL CONSULTATION**

**February 13-14 1990**

### **INTRODUCTION**

The second and final consultative working group meeting was held in Washington D.C. on the 13th and 14th of February 1990.

This meeting, which built upon the extensive discussions held during the first consultation (16-17 January), was marked by a spirit of close cooperation and evidence of a fairly high degree of consensus on the major issues. This was especially evident in the outcome of the smaller group discussions conducted during each of the morning sessions. These small groups worked at defining priorities for service delivery, and for effective planning and coordination at the state and local level.

Following is a brief summary of the second meeting, including the working group's principal recommendations:

### **FEDERAL FUNDING FOR SPECIAL PROGRAMS**

There was a strong general consensus at the close of the meeting that any discretionary federal funding for services to former re-education camp detainees should be aimed at filling service delivery gaps at the local level. These funds should be provided to local communities in response to proposals which emanate from a locally coordinated planning process in each of the sites likely to receive significant numbers of former detainees. The planning processes should identify available services at the local level; develop plans for adapting existing local services to the special needs of former detainees; and develop a proposal for filling in identified gaps in the local resettlement system. The proposals would differ, therefore, with respect to the specific needs of each locality.

In this regard, the work group recommends that, in each locality, one operational party be designated as the lead agency for submitting a proposal to ORR, and for administering the resulting funded project.

Decisions to designate such a lead role would be made as part of the local planning process, and should have consensus support from among the relevant local parties. Strong affirmation was given by all of the participants for lead roles to be given to local MAAs with proven records as competent service providers. However, it was also recognized that in some localities the appropriate agency may well be a county office or a local voluntary agency. The definitive words used by the group for this planning process were **flexibility, and cooperation.**

At this second meeting, ORR indicated that it has about one million dollars in discretionary funds to be used for social services to former detainees. ORR's suggestion was that, from these funds, modest grants be awarded to qualifying local service providers on the basis of dollar-for-dollar matches in real funds (as distinct from "in-kind" matches) from local sources.

In the small group discussions, some serious concerns were raised as to whether it was realistic to assume that local service providers -- MAAs in particular -- would be able to raise the kind of "matching funds" required for grant awards under the terms announced by ORR. It was apparent to the work group that possibly only state governments, using their social services or targeted assistance dollars, would be able to provide sufficient matching funds. This would mean, therefore, a *de facto* lead role for that sector in determining the end use of such program grants.

It was emphasized by the work group that there needed to be more flexibility in setting the terms for the federal funding. In the course of the group discussions, it became clear that the majority of the participants, representing all of the sectors, were opposed to the kind of matching grant program being suggested. Again, the group consensus reflected a concern that decisions regarding the allocation and use of such funds be made with respect to a careful local planning process which can best determine service needs, program priorities and operational roles which are relevant to specific local circumstances.

## **PRIORITIES FOR PLANNING AND COORDINATION**

In considering the capabilities of existing resettlement and social service systems, the group came to a general consensus that basic services (such as language training, mental health care and employment services) are present in each of the major resettlement areas, but that local service providers need to be made more aware of, and able to respond to, the special needs that individual cases may have. Most importantly, efforts must be taken to ensure that the full range of available services is fully accessible to this new incoming population.

The point was made that although various services and systems for delivering them are present in many communities, there may not necessarily be the capacity to meet the increased demand for services that is likely to arise with the influx of larger numbers of former detainees and their families.

**Significant attention was given by participants to the following, with regard to planning and implementation of local service delivery strategies:**

- ◆ Development of community centers, as a focal point for various service activities. Different models were discussed, ranging from "drop-in centers" (similar to those established by American veterans), to multi-purpose community service and activity centers.

Some of the MAA representatives present (Seattle and Spokane) suggested models such as those presently used by their own organizations, in which local volags, MAAs and local government service agencies share facilities and resources, and operate their respective services in concert. These are known as "multi-service centers." One participant characterized their mission as a kind of cooperative, "pot luck" effort by a diverse range of service providers, offering "one-stop shopping" for refugees in a given locality.

- ◆ Discussion of the need for effective planning and coordination of services, utilizing a good case management system. The discussion centered on the need for adequate oversight and accountability for individual cases, "from A to Z." A concern was expressed that individual needs be properly assessed and that cases be referred to the appropriate service providers, with attention given to thorough

follow-up. This highlighted again the need to clearly define local roles and areas of responsibility, and to encourage maximum cooperation among local agencies.

- ◆ Discussion of the need for more creativity and flexibility in determining resettlement placement of "free cases." Although only some 20% of those interviewed since October 1989 have been "free-cases," it is likely that significantly numbers will fall within this category as time goes by. The percentage of "free cases" is likely to increase, as higher priority family reunification cases are resolved.

A policy contradiction encountered by the work group is that present refugee program guidelines discourage the placement of "free cases" in so-called "impacted areas" (ie. those areas with high concentrations of Indochinese refugees), so as to avoid overwhelming local social service delivery systems. At the same time, it is often such "impacted areas" that have the very services and community resources that have been identified as priorities for the effective resettlement of former detainees and their families.

During the course of the consultation, some participants argued in favour of "free case" placement in areas (even "impacted" locations) where there are viable Vietnamese communities, in order to utilize the important range of service and community support structures already in place. Others pointed out that there are a number of sites in "non-impacted areas" which also have well-established Vietnamese communities. By placing free cases in these locations, both goals can be achieved.

### **LOCAL SERVICE PRIORITIES**

The working group identified a number of local service needs which should receive priority attention:

- ◆ need for good cultural and social orientation (both prior to and after arrival);
- ◆ need for creating public awareness of plans to resettle former detainees;

- ◆ need to enhance public awareness of the strengths, as well as the needs, the detainees bring with them;
- ◆ need for effective mobilization of under-utilized local resources, such as Vietnamese community organizations, American Viet-Nam veterans groups, and individual volunteers;
- ◆ need for approaches which build upon strong attributes the former detainees bring with them: namely their pride, and their motivation to survive and succeed, as well as their considerable technical and vocational skills;
- ◆ need for programs to establish peer counselling groups, to compliment existing professional community mental health services;
- ◆ need for assistance with appropriate job placement, skills transfer or enhancement, and vocational training;

It was the sense of the group that some of the specialized services -- for example, vocational training -- would best be delivered through a re-orientation of the regular social service and targeted assistance programs. Other priorities -- for example, information and referral networks -- would likely require new resources.

### **TRAINING AND TECHNICAL ASSISTANCE PRIORITIES**

To ensure that services are appropriate to the needs of the former re-education camp detainees, the work group made a number of recommendations regarding technical assistance and training:

- ◆ Appropriate technical training for service providers, family members and volunteers working with detainees is a priority.

An example of this is the need for appropriate training and orientation for professional and volunteer community mental health workers in identifying and addressing the special needs which individual detainees may have. In conjunction with such training,

there needs to be an effective information and referral network that can be relied upon for prompt assistance.

- ◆ Better information about the former detainee population needs to be developed and disseminated in a timely manner to state and local agencies and community organizations. This should include sound information profiles and studies of the larger population of former detainees, their experiences and their probable needs.

There is also a critical need for timely background information about individual cases to be made available to local resettlement agencies and service providers, so that adequate planning and referral can be better facilitated.

It was recommended that ORR develop the capability to report former detainee cases separately from other refugee cases (as they do for Amerasian cases), in order to better assist states with planning.

- ◆ Effective planning and a coordinated delivery of services needs to fully engage all operational parties: from state and local government agencies, to local volags, to MAAs. The work group strongly affirmed this point, emphasizing the need to: maximize the strengths and capabilities of each sector, make the most efficient use of scarce resources and avoid the duplication or contradiction of efforts.

The initiative for addressing the first two areas above should be taken at the national level. Such a national effort might include development of a central resource center (or a regional network) which would have as its purpose the collection and dissemination of information (including population surveys and case studies), and which would assist with services referral and provide technical assistance and training. Such a center could also assist with production and distribution of appropriate orientation materials.

## **THE NEED FOR EFFECTIVE LONG RANGE PLANNING**

An important topic discussed was the need for serious long range planning to develop sound strategies and effective mechanisms for the admission and resettlement of the former re-education camp detainees. The group felt strongly that such a process needs to include maximum input from the wide range of perspectives -- public and private, national, regional and local, which have been represented at this consultation. However, some strong national leadership and initiative are very much in order.

The consultation participants expressed general concern over the absence of funding for former detainees and their families who enter the United States as immigrants or parolees. Although some sponsoring relatives may be able to carry the financial responsibility for resettling such persons, the burden may be too great in many cases -- especially with regard to medical expenses. The potential impact on state and local government resources is, therefore, of particular concern. The participants called for serious consideration to be given to possible Congressional legislation to designate funding for all qualified former detainees and their dependent accompanying family members to enter the U.S. as "special immigrants," similar to the provisions made under the Amerasian Homecoming Act.

Although only 7,000 persons are anticipated to enter the U.S. under this program in FY 1990, it is likely that former detainees and their families will be resettled in increasing numbers, over a long period of time. Whether one takes the lower figure of 130,000 former detainees and accompanying family members (the current number of applications on file with the U.S. ODP), or the higher figure of 500,000 (the SRV estimate of the number of Vietnamese citizens who might qualify for the program), we are looking at a sizable population. The quality and scope of the cooperative planning, preparation and program development engaged in this year will likely determine the course and the effectiveness of long term efforts on behalf of these refugees who are of such great concern to the United States.

## ODF Curriculum

Starting Over is the curriculum being used. From the curriculum we use the following lessons:

### Direct Cases:

Day one: All groups are taught;

1. Introduction
2. Transit/Documents
3. Resettlement

Day two: A. Regular cases are taught;

1. Jobs plus slide show
2. Education in America plus slide show

B. Re-ed cases are taught;

1. Jobs
2. Education

or

1. Family
2. Coping with change

The lesson taught is dependant on the questions, comments and concerns raised during the first day of classes.

### PRPC Cases:

Day one

1. Introduction
2. Transit to PRPC
3. PRPC Preparation plus slide show

Day two.

Students are invited to sit in on classes for direct cases.

NOTE: PRPC classes are rarely taught as most cases go direct from HCM to Manila.

### Amerasians:

We usually spend around 2 hours with Amerasians only. The class has no set curriculum but consists of

1. Introduction/ice-breakers
2. Discussion of Amerasian life in Vietnam
3. Sharing of feelings about leaving Vietnam and going to the U.S.

- to the U.S.
4. Their goals and expectations of life in the U.S.
  5. Discussion of how to make plans to reach realistic goals and what kind of problems/challenges they may have in reaching their goals.

We are also giving the Amerasians a handout of C.O. information.

Topics covered are:

1. Structure of the American family
2. Friendship
3. Dating and Courtship
4. A Message for Boys
5. A Message for Girls
6. Dealing with Anger and "Loss of Face"
7. Trust
8. Saying "No"
9. Table Manners
10. Smoking
11. Basic Rules Around the House

These sections were extracted from "Living With An American Family" Developed by Lutheran Children and Family Service, Philadelphia, Pennsylvania and published by O.R.R. (Copy being faxed).

~~We also distribute "Your New Life" and "English-Vietnamese Phrase Book" when stock is available. These are given to all Principle Applicants.~~

# INTRODUCTION

This is a handbook for teachers and teacher assistants or interpreters. It focuses on the challenge facing the Orderly Departure Program: providing a brief but intensive cultural orientation for refugees and migrants leaving Vietnam.

It contains an organized curriculum of lessons, a section of techniques and an appendix of supporting materials. It is designed to clearly show teachers and their assistants what they have to teach, to present ideas for teaching, and to provide helpful information.

The handbook consists of five sections:

1. Introduction - provides information about the students and staff, the training program for ODP migrants and the steps that led to the development of this handbook. It also explains how to use this handbook.
2. The Curriculum - the lessons. They contain content information, background, ideas for presentation and notes.
3. A Curriculum Supplement - lessons that focus on the special needs of teenagers and Amerasian youth.
4. Techniques. This section contains a selection of teaching techniques that can be used in teaching the curriculum.
5. Appendix. This contains supplemental information, handouts and slide scripts which will be of use to the teacher and teacher aide when presenting the lessons.

Although decisions have been made concerning what to teach, it is up to teachers and their assistants to decide how to teach the lessons. Suggestions and techniques are provided when appropriate, but teachers have to adapt them to the demands of their particular situation, the time allotted and the needs of their students.



# Background

## Historical

The U.S. Orderly Departure Program was created in 1979 under the auspices of the United Nations High Commission for Refugees in an attempt to decrease the number of boat departures from Vietnam. Initially all immigrants and refugees departed directly for the U.S. In 1984 some ODP refugees began to attend the U.S. State Department-sponsored Philippine Refugee Processing Center training program in Bataan. At the present time, all ODP refugees attend the five month training program in Bataan unless exempted because of age or health reasons. Immigrants continue to depart directly to the U.S.

## Transit Facilities

Since the program began ODP passengers have been temporarily housed in Thailand to complete necessary processing before continuing their journey. Thai authorities allow a maximum of 12 days for this purpose. In 1979 the migrants stayed in hotels, later in the Panat Nikhom Refugee Processing Center, and since 1984, in the Suan Plu Transit Center in Bangkok. At present they occupy two and a half floors within the Immigration and Detention Center. The policies for the Transit Center are set by the Thai Ministry of Interior; the facility is administered by the Immigration Division with daily operation provided by the UNHCR. A voluntary agency is in charge of sanitation. Migrants sleep on platform beds built around the rooms to maximize sleeping space. The sleeping rooms double as classrooms.

## Organizations Involved In ODP Processing

MOI	- Thai Ministry of Interior
UNHCR	- United Nations High Commission for Refugees
ICMC	- International Catholic Migration Committee
DOS	- U.S. Department of State
INS	- U.S. Immigration and Naturalization Service
ICM	- Intergovernmental Committee for Migration
YWAM	- Youth With A Mission
Consortium	- Agency representing Save the Children, Experiment in International Living, and World Education

## ODP Passengers' Activities

- Day 1 - Arrive in Bangkok from Ho Chi Minh City. ICM processing activities (photographs, medical screening, immigration check) at the airport, bus trip to Suan Plu, and welcome (reading of rules and distribution of sleeping mats and mosquito nets) by UNHCR or MOI.
- Day 2 - Medical screening by ICM.  
- Official ODP welcome (reading of rules; destination confirmation; passengers given a bag containing soap, washcloth, toothpaste, toothbrush, spoon).
- Day 3 - INS processing for refugees.  
- Consortium classes begin.
- Day 4 - Orientation classes; also ICM pre-departure medical exams, medical clinic sick call, ODP conferencing in the afternoon.
- Days 5 to 12 - Departures begin; orientation classes continue.

## Orientation

In 1984, the U.S. State Department contracted with the Consortium to provide cultural orientation for 16 to 55-year old passengers who were in transit through Bangkok. A program was instituted allowing for flexibility and fluctuations in the migrant group, processing agency schedules, and departures. Since the program began it has been modified to include both elderly students and 6-15 year old children accompanying their families. The 13-15 year old students and those over 55 are usually included in the regular adult classes. When student numbers warrant it, special teenage or senior citizen classes are scheduled. Children (6-12) attend classes which are taught either by a refugee volunteer or by Vietnamese interpreters on a rotating basis. Their classes are based on a similar but age-relevant curriculum that includes customs and schooling as well as English lessons, art activities and games.

Special classes have also been developed for unaccompanied Amerasian minors traveling alone to the U.S.

**Sample**  
**ODP Orientation Schedule\***

	<b>U.S.-Bound (Yellow) (94)</b>	<b>PRPC-Bound (Green) (133)</b>	<b>PRPC-Bound (Blue) (123)</b>	<b>Children (Orange) (62)</b>
<b>MONDAY</b>	<u>Downstairs</u>	<u>Room 1</u>	<u>Room 2</u>	<u>3rd Floor</u>
1:00 2:15	Welcome/Unit 1 Meeting Americans	Welcome "PRPC" Slides "Transit" Slides	Welcome "PRPC" Slides "Transit" Slides	Welcome/Unit 1 "Transit" Slides
<b>TUESDAY</b>	<u>Room 1</u>	<u>Room 1</u>	<u>Room 2</u>	<u>3rd Floor</u>
8:15 9:00	"Transit" Video <u>Downstairs</u> Transit Talk Resettlement	"VN Women in America" video Resettlement	Resettlement "VN Women in America" video	"PRPC" Slides Survival English
	BREAK	BREAK	BREAK	<u>Room 1</u> Video for 5-18 y.o. only
1:30	<u>Room 1</u> "Phan's of Jersey City" Jobs	Community	<u>Downstairs</u> Education in America	Survival English Art Activity
<b>WEDNESDAY</b>	<u>Downstairs</u>	<u>Room 1</u>	<u>Room 2</u>	<u>3rd Floor</u>
8:30 9:30	Family Education in America	Lesson 1B	Community	Art Activity: Christmas project
<b>THURSDAY</b>	<u>Downstairs</u>	<u>Room 1</u>		<u>3rd Floor</u>
8:30	"VN Women in America" video Community/Laws Closing/ Culture Shock	Family  Closing		Art Activity: Christmas project  Closing

\* This schedule was used with flight of December 11, 1986.

## The Curriculum and The Classes

The curriculum is divided into two sections preparing students for travel to the U.S. (10-12 class hours) or for further study in the Philippines (5-6 class hours). There are 14 lessons in the ODP curriculum but students do not participate in all of them. Each flight's needs are determined and lessons are selected that best meet those needs. Other factors taken into consideration when determining the individualized instruction schedule for each group include the amount of time passengers will stay in Suan Plu and the scheduling of other required activities, such as ICM processing and medical screening. The following chart shows which lessons may be presented to meet the unique needs of each group:

<u>Group</u>	<u>Possible Lessons</u>
U.S. Bound:	Lessons 1-8, 10*.
PRPC-Bound:	Lessons 1B, 2, 3, 9.
Unaccompanied Minors:	Lessons 1, 2, 5, 6, 10, 11, 12, 13*, 14*.
Teenagers:	Lessons 1-8, 9*, 10, 14.
Amerasians (18+):	Lessons 1B, 2, 3, 9, 13.
U.S. Bound Elderly:	Lessons 1, 2, 3, 6, 8, 10.

\* Optional

Flight size varies between 200 and 400 passengers per week, so class size varies between 50 and 100 students. Lessons are scheduled and passengers are assigned to classes based on the groupings identified above. Volunteers distribute colored dots which are placed on the name tag of each passenger. The different dots represent and identify the classes that a student will attend. (Passengers are required to wear name tags at all times while in the Transit Center.)

### The Staff

Classes are usually conducted by an American instructor with Vietnamese translation provided by interpreters who also function as assistant teachers.

### Materials

Each classroom has a microphone, speaker, whiteboard and markers available. Also, there are stools to provide seating for the elderly or for use in role plays and demonstrations. These items are not listed in each lesson's materials section.

## Materials (Cont.)

Each immigrant or refugee family bound for the U.S. receives a copy of Your New Life (The Center for Applied Linguistics, Washington, D.C., 1981), a Vietnamese-English phrasebook, notebooks and pens. In addition, each family receives a supplement to Your New Life which includes immigrant resettlement topics (see Appendix).

## The Students

Students in the orientation classes are all Vietnamese citizens; ethnically they are Vietnamese, Chinese, Amerasian, and a few Khmer.

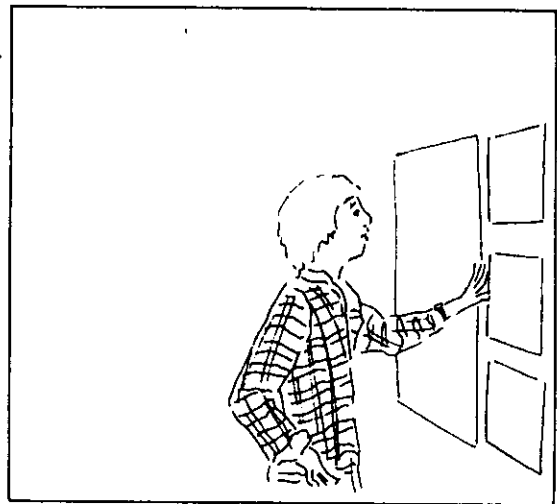
Sometimes ODP flights are composed of Amerasians (with or without their families) or unaccompanied Amerasian minors enroute to foster care in the U.S. These Amerasian flights are unique in that the families and the Amerasians have been treated as second-class citizens in Vietnam. Their expectations of resettlement are high; their self-esteem and educational levels are generally low.

Most of the students speak Vietnamese although some ethnic Chinese do not. When this happens a translator for the class is found from within the group. The number of English speakers varies from flight to flight as do the students' educational levels. The majority of students have spent some time in Ho Chi Minh City, but some students were farmers and have never experienced life in an urban environment. The work background of ODP students is diverse. A single flight may carry people who were professors, doctors, vendors, jewelers, or mechanics while in Vietnam.

On each flight there is always a mix of married couples, singles, and married people not traveling with their spouses. There are also families who will separate in Bangkok due to immigration policies. One such case might be a family with elderly parents accepted under immigrant status who would travel directly to the U.S. Their children, now adults, if accepted under refugee status would study in the Philippines for five months before joining their parents or other family members in the U.S.

In general, the students are relieved to have left Vietnam, are grieving over relatives and friends who remain behind, and are excited and apprehensive about the future.

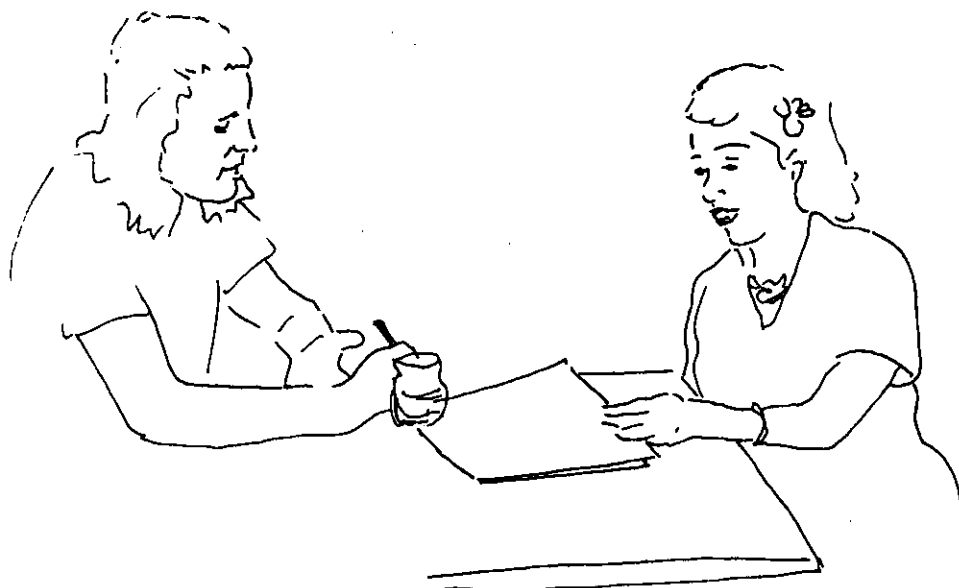
In 1986, 11,017 people left Vietnam under the ODP program. Of those, 1,705 were over 55; 3,101 were under 16 years old; and 6,211 were between 16 and 55 years old. Of the total, 3,722 were Philippine-bound and 2,489 were U.S.-bound.



## 1 C

**CROSSING CULTURES:  
MEETING AMERICANS****Rationale**

Many refugees and immigrants arrive in the U.S. with the mistaken belief all Americans are friendly, helpful and interested in trying to understand them. Students need to take responsibility for learning about cultural differences and some of the attitudes and misunderstandings that can develop from them.

**Objectives** Students will be able to:

- model or respond to appropriate greetings used in the U.S.
- indicate a lack of understanding and ask for clarification.
- demonstrate an understanding of some basic cultural differences in verbal and non-verbal behaviors.
- state some of the misinterpretations Americans could make about their behavior and some of their own reactions to American behavior.
- develop an awareness of their responsibility to choose their own behavior.

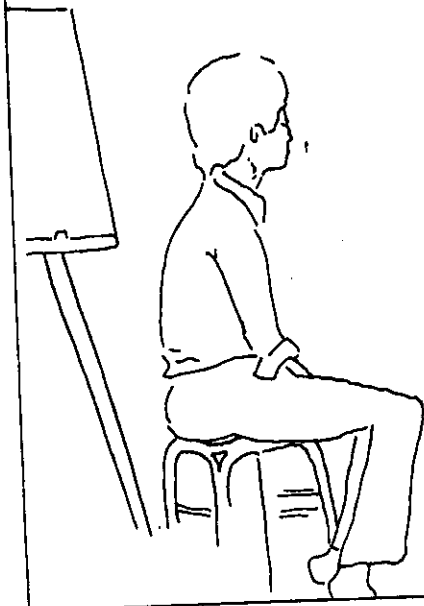
## Crossing Cultures: Meeting Americans

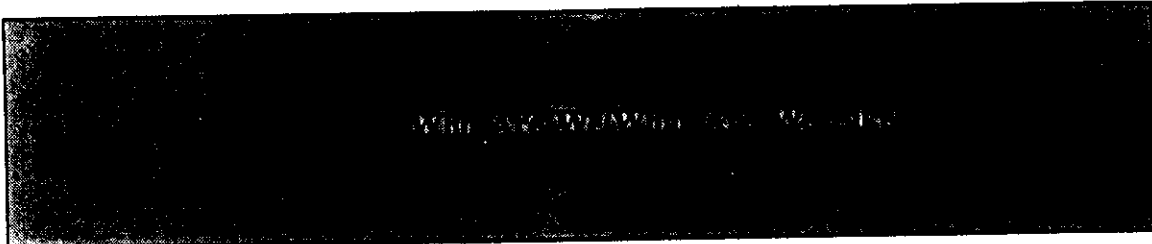
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Estimated Class Time: 60 minutes

Materials: Vietnamese hat

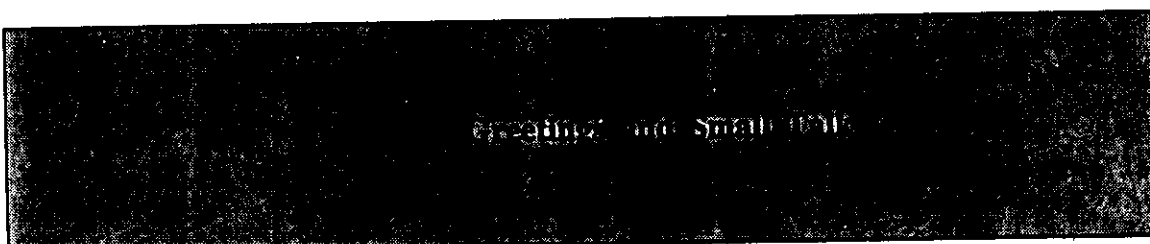
### Planning





Use the hat at this point.

1. Ask: What do Vietnamese look like? What do Americans look like?
2. Facilitate this discussion by drawing figures of people on the board, eliciting descriptive comments from the group. Contrast differences in appearance and the multi-ethnicity of Americans.



Verbal

1. Present and practice the following:
  - How are you? I'm fine.
  - Introductions: Miss, Mrs., Mr., Ms.
2. Discuss what subjects are appropriate or inappropriate for people to talk about when they first meet ("small talk").

	US	VN
Weather	Yes	Yes/but no interest
Sports	Yes	Yes/but no interest
News events	Yes	Yes/but no interest
Job	Yes	Yes
Salary	No	Yes
Money in Specifics	No	Yes
Fat	No	Yes
Thinness	Yes	Yes/No
Age	No	Yes
Marriage/kids	No	Yes

## Crossing Cultures: Meeting Americans

3. Demonstrate and discuss the following non-verbal forms of communication.

	<u>US</u>	<u>VN</u>
Non-verbal		
Direct eye contact	A sign of respect, directness, and confidence. Lowered eyes show shame and dishonesty.	A sign of disrespect--the younger to elder or lower authority to higher authority cannot look directly into each other's eyes.
Handshake	Most people greet with a handshake during the first meeting.	Men to men <u>only</u> .
Hug and a kiss	Informal. Used between close friends. Men to men (no kissing). Women to women. Men to women.	<u>Never</u> .

(S)

1. Present and discuss the following:

US

VN

Touching People feel comfortable touching members of the opposite sex.

People do not feel comfortable touching members of opposite sex.

Most people do not touch or hold hands with others of the same sex.

Friends of the same sex hold hands or walk arm in arm.

Dutch Treat

Each person is expected to pay his/her own way except when someone says: "I'd like to take you to lunch, my treat."

Whoever invites is the one who pays.

Rudeness

It's rude to chew with your mouth open, pick your nose, or spit in the street or in a trash can.

It is a habit to chew with the mouth open, pick your nose, and spit in street or trash can.

Waiting

Facing, foot-tapping, changing leg positions for comfort if standing, and leaning against a wall.

Squatting, sitting on the floor and standing.

Waiting in line

Orderly, little or no body contact.

Body contact, pushing and moving ahead in line.

This would be an appropriate point to deal with lack of understanding and clarification.