

July 17, 1974

CONGRESSIONAL RECORD — HOUSE

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ance through private agencies; 2) We must look closely at our present approach of devoting most of our aid funds to South Vietnam's military; and 3) We must offer increased resources, both material and personnel, and we must offer those resources in such a way that the children will receive maximum benefit. I further proposed simplification of our adoption requirements and provision of sufficient staff to handle necessary paperwork at our Embassy in Saigon.

When I was invited to be a part of a Congressional parliamentary exchange mission to South Korea and Taiwan earlier this year, I asked that I be able to spend a day in Saigon. One day, of course, would not be enough time to visit orphanages, day care centers and hospitals, as I had done on my first visit. It would, though, give me the opportunity to meet with U.S. and Vietnamese government officials and representatives of voluntary agencies working with the children.

Of particular interest to me was the progress of the U.S. Agency for International Development's child welfare program. That program incorporated my recommendations that we increase our children's aid resources and that we work through voluntary agencies. Established through an amendment to the Foreign Aid Authorization Act, it also provided funds for adoption assistance.

When Congress passed the amendment last December, we specified that \$5 million be earmarked by AID for child welfare assistance. Of that, 10% was to go for adoption assistance. AID's announcement earlier this year that it would provide \$7.2 million for the program gave encouragement that it had committed itself to developing a truly effective program.

I had five specific objectives during the day in Saigon, to determine 1) who was to receive the money; 2) how it was to be spent; 3) what individual programs were to be developed; 4) how the program could be improved; and 5) what the future of the program should be. My meetings were with USAID Vietnam director John P. Robinson, his associate director for relief and rehabilitation, Edward Ruoff, and other AID officials; Phan Quang Dan and Truong Thi Bach of the Vietnamese Ministry of Social Welfare; and eight representatives of voluntary agencies.

The AID officials told me the principal thrust of their program is to prevent child neglect, child abandonment or placement of children in orphanages by offering alternatives to economically pressed families, while at the same time improving the health, sanitation, nutrition, facilities and management of orphanages. The effort also includes special programs for handicapped children, pediatric care and training, and inter-country adoption.

Individual projects under the child welfare program are as follows:

1) Day Care Centers—CARE receiving \$1,180,000, Ministry of Social Welfare (MSW) \$248,000; total \$1,428,000; for the benefit of working mothers and their children; assistance (equipment, food and staff training) to 275 existing and 140 new centers.

2) Civilian Widows Program—MSW receiving \$476,000; providing support, vocational training and small scale capital assistance to 6,000 widows (and indirectly 25,000 children).

3) Family Assistance and Foster Care—Holt Children's Services of Vietnam receiving \$570,000; assistance to families and foster families caring for 4,500 foster children.

4) Home Nursery Care—Catholic Relief Services and World Vision receiving \$760,000; aid to homes caring for 9,500 children of pre-day care center age.

5) Nutrition centers—Catholic Relief Services and World Vision receiving \$630,000; expansion of three existing and establishment of nine additional centers to care for 7,800 seriously malnourished children.

6) Prevention of infant abandonment—Catholic Relief Services receiving \$25,000, MSW \$19,000; total \$44,000; counselling services and subsidies for mothers (4,200 children).

7) Orphanages—CRS receiving \$1,355,000, MSW \$381,000; total \$1,736,000; support includes equipment, food, staff training (120 institutions, 20,000 children).

8) Handicapped Children—World Rehabilitation Fund receiving \$140,000, MSW \$38,000; total \$178,000; improvement of custodial care and therapy in seven centers (2,000 children).

9) Pediatric Clinics—International Rescue Committee receiving \$340,000; mainly for children being processed for adoption, but also for some others (total of about 1,200 children).

10) Intercountry Adoption Assistance—Holt and International Social Services receiving \$470,000; expansion and improvement of intercountry adoption programs and related child welfare activities.

11) Child Health Training School—Ministry of Health receiving \$324,000.

12) Other Child Welfare—MSW receiving \$228,000.

In addition to funds specifically earmarked through this program, AID money funnels through other efforts in Vietnam to the children. AID Director Dan Parker told me this in a March 21 letter responding to an inquiry I made:

"Any estimates of total U.S. Government funds which support child welfare services are largely judgmental in nature. For example, of the \$70 million programmed by AID for humanitarian assistance in FY 1974, \$7.2 million is specifically earmarked for child care activities and as such is considered direct support. We are confident, however, that about \$35/40 million of U.S. funds, including medical supplies, PL480 Title II food donations, and expenditures for refugee programs, also benefit children and thus can be considered as indirect support for child care programs. We estimate that some 60% of the refugee population is made up of children under the age of 15, and that more than half of the beneficiaries of our public health programs are also children. We believe we are thus justified in stating that approximately 50% of all of our expenditures for refugees and for public health programs benefit children, and thus we arrive at an estimate of \$40 million being provided in support of children."

AID has shown its commitment to these children both by providing fully 50% more funds for them than Congress mandated and by carefully and thoughtfully developing a multifaceted program to meet the various needs of the children. In fact, I believe the program's best and strongest characteristic is that it is a total package, one that allows flexibility.

An example of this flexibility can be seen simply by looking at the project funding for this year. Orphanage support received \$1,736,000, nearly 25% of the program budget, this year. Much of that was for improvement of facilities. Next year that share should be reduced, with more money devoted to expanding programs for the handicapped, day and foster care and personnel training.

In preparing the program and in carrying it out, a mesh of ideas and of efforts is needed of AID, the Ministry of Social Welfare and the voluntary agencies. It is important that the three work closely together if the program is to be effective. If there is pulling and tugging or if there is mutual distrust, the program is going to falter.

In my discussions with individuals in each of these entities, I found that the present arrangement appears to be a smooth one. Dan Parker, in his March 21 letter, said this of the process for determining what programs to implement:

"Usually overall program requirements

REPORT ON VISIT TO SAIGON BY CONGRESSMAN WILLIAM A. STEIGER

The SPEAKER pro tempore. Under a previous order of the House, the gentleman from Wisconsin (Mr. STEIGER) is recognized for 60 minutes.

Mr. STEIGER of Wisconsin. Mr. Speaker, I have just recently completed my report on the visit I made to Saigon on April 13 to look into the problems of children orphaned by the war and the efforts we are making to help them. Since the report and materials I attached to it may be of interest to other Members, I am today placing the report into the RECORD. With the help of Congresswoman PATSY MINK, I will over the next couple of days include as well the letters and information sheets that I feel are important to a better understanding of our programs to help these children.

The report follows:

REPORT ON VISIT TO SAIGON, APRIL 13, 1974, BY CONGRESSMAN WILLIAM A. STEIGER

In mid-April 1974, I had the opportunity—for the second time in eight months—to visit Saigon and to see first-hand the progress of efforts to help the many children orphaned by the Vietnam war. What I had seen last August was deeply disturbing—children in need of food, clothes, a place to sleep, and, in a number of cases, plastic surgery or artificial limbs.

My tour last August was specifically to measure the need for assistance to these children. I had sponsored two pieces of legislation in June 1973 out of a feeling that we were not doing enough to help these innocent victims of the war now that our military involvement in Vietnam had ceased. One bill called for establishment of a special Peace Corps brigade to provide technical, medical, educational and other assistance; the other for facilitation of adoption procedures for families wanting to adopt Vietnam orphans.

Yet, I had introduced those bills simply out of that feeling that we needed to do something, not out of any direct personal knowledge of what kind of aid would be most effective and would be of greatest benefit to those children. Last August's visit only strengthened my belief that we had a responsibility to help them. It also gave me a better idea of how we could best go about providing that help.

Upon returning from Saigon, I filed a report in which I made a number of specific recommendations for strengthening and improving our program of assistance to these orphans. My three points were these: 1) We must restructure and revise our present aid program, especially to provide more assist-

and project design emerge from discussions between Ministry of Social Welfare officials and AID advisors, while voluntary agency proposals often result from discussions between the voluntary agency representatives and MSW and/or AID officials. A determination of AID support is based on the proposals submitted and agreements reached."

I do have qualms about the manner in which these agreements are reached, qualms which were not assuaged by my discussions in Saigon. Though I strongly endorse AID's approach of working through the voluntary agencies, I am not convinced that the awarding of grants is being done strictly on merit. It seems undue emphasis may be placed on "political clout."

The scope of the child welfare program is, I think, outstanding. It has been conscientiously prepared. But I think we may need to do more to insure that funds are distributed to the voluntary agencies on the basis of their effectiveness or past performance.

For instance, at the time of my visit, no money had been earmarked for Friends For All Children (FFAC), formerly Friends of Children of Vietnam, Rosemary Taylor's adoption agency. FFAC has four centers in Vietnam, functioning as nutrition centers and working with some 500 children around the clock; it completed 298 U.S. adoptions last year.

My inquiries while in Saigon concerning FFAC's grant status brought a somewhat garbled response. Ms. Taylor believed she had applied for funds, but AID officials said she had been slow in getting her application to them. I wrote Mr. Ruoff on my return to Washington and received a letter from him, dated May 16, indicating that her application had been processed and that she would be receiving a grant of approximately \$100,000. That information has been confirmed by AID officials here.

The award process for FFAC is in sharp contrast to the situations for ISS and Holt, who had received their grants earlier. ISS, which last year completed only 29 U.S. adoptions, was awarded \$245,000, and Holt, which completed only 30, was awarded \$225,000, both for adoption assistance.

Of further concern to me is the prolonged period it has taken to actually get the money to the voluntary agencies. In Mr. Ruoff's May 16 letter, he told me, "I feel the initial planning and funding phase for the child care program is nearly complete and that the implementation phase is now underway." AID headquarters here just last week provided me with a cable indicating that grants totaling \$3,232,200 had been signed, grants totaling \$1,093,000 were in preparation, and grants totaling \$852,000 were in the signature process. The cable did state that all grants would be signed by June 30.

I'm hoping the program can now begin operating full throttle. These children desperately need the aid, and we must provide it as quickly as possible. In urging this swift implementation, let me add that I do not fault the AID officials for wanting to lay a solid groundwork for the program. If this studied approach insures that the program will work better and help the children more, the delays can be accepted. But, if the delays prolong these children's hardships, they cannot be forgiven.

Based on my talks with the Vietnamese, the AID officials and the VOLAG representatives, the child welfare program is one that will make a lasting contribution to the children of Vietnam. It has a solid foundation, based on the experience and expertise of those already working with the children. It is being carried out in concord with Vietnamese child welfare officials aware of the special needs of the children. And it is providing a wide breadth of assistance, ranging from upgrading of facili-

ties to medical care to training of personnel. The immediate care projects will be of help right now to those in need; the improved facilities and the Vietnamese trained to work in hospitals, day and foster care centers will be of immeasurable benefit for years to come.

The important thing is that we develop the program in a way that will allow the Vietnamese to carry it on themselves. This is what both they and we want. My feeling is that the child welfare program should be continued at a funding level no less than the present \$7.2 million for the next three years. After that point, the ongoing programs should have reached a level of self-sufficiency that will allow them to continue without our direct assistance.

This program has the opportunity to be the most successful we've ever implemented in the field of foreign assistance. It involves to the maximum extent possible in the decision-making and implementation processes both social welfare officials of the assisted country and voluntary agencies already working in the field. The close intertwining of efforts reduces the cost of the program and the necessity for sending an influx of Americans into the country in need. If a more clearly defined grant award process can be developed and if a means of getting the money to the agencies more quickly can be established, I am confident we will have to set an example for future programs of international assistance.

I'm attaching several addenda to the report which will give a fuller picture of our efforts, as well as of the voluntary agencies' perspectives on those efforts. The attachments include:

An April 3, 1974 information sheet on the child welfare program.

A March 21, 1974 letter from AID Director Dan Parker providing answers to questions I raised about the program.

A February 15, 1974 letter from Mr. Parker to Congresswoman Mink outlining efforts to streamline immigration procedures for adoption of Vietnamese children by Americans.

A March 13, 1974 letter from Immigration and Naturalization Service Commissioner L. F. Chapman, Jr., detailing revised procedures for speeding decisions on all orphan adoption cases.

A May 28, 1974 letter from Mr. Stanley B. Thomas, Jr., of the Department of Health, Education and Welfare's Office of Human Development, concerning HEW's current activities with regard to Vietnamese orphans.

A May 16, 1974 letter from Mr. E. G. Ruoff, Associate Director for Relief and Rehabilitation, U.S. AID Mission to Vietnam, responding to my letter concerning status of the Friends For All Children grant.

Letters responding to my inquiry of May 6 from Mr. Robert Wilson, Director, World Rehabilitation Fund, Inc., May 22, 1974; Mr. J. Carroll Morris, Director, International Rescue Committee, Inc., May 22, 1974; Father John McVeigh, Program Director, Catholic Relief Services, May 27, 1974; and Ms. Rosemary Taylor, Director, Friends For All Children, June 3, 1974.

A June cable from the U.S. Embassy in Saigon concerning the program.

An information sheet on the child welfare program.

An information sheet detailing numbers of adoptions completed by agencies authorized by the Ministry of Social Welfare.

My report of December 18, 1973, concerning the visit I made to Saigon in August 1973.

Adoption and child welfare services information provided Members of Congress July 1, 1974.

Information sheet, "Status of Child Services Program in Vietnam," June 28, 1974.

AGENCY FOR INTERNATIONAL
DEVELOPMENT,
Washington, D.C., March 21, 1974.

HON. WILLIAM A. STEIGER,
House of Representatives,
Washington, D.C.

DEAR BILL: This is in further reply to your letter of February 25, 1974, in which you raise a number of questions about the A.I.D. program in South Vietnam.

In my letter of March 1, 1974, I provided you with some details relating to the new child care program. Following are answers to the remaining questions and some additional information on the child care program.

1. THE TOTAL A.I.D. PROGRAM IN
SOUTH VIETNAM

Based on funding now available, the FY 1974 A.I.D. program for Vietnam is distributed as indicated below. There is a further requirement beyond the dollar funds now available for humanitarian assistance programs and the financing of imports. We are now examining how these requirements will be met.

Indochina postwar reconstruction assistance:		
Indochina postwar reconstruction assistance:		<i>Estimated obligations</i>
Humanitarian assistance	\$70,000,000	
Technical assistance	40,000,000	
Commercial import program	190,000,000	
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		300,000,000
Narcotics control	205,000	
Population control	750,000	
Development loan	50,000,000	
		<hr/>
Total fiscal year 1974 program		350,955,000

The \$50 million development loan was funded with FY 1973 appropriations. Its obligation was deferred until early July 1973 in deference to the Senate Appropriations Committee which, after a hearing, decided not to object to it.

2. THE TOTAL ATTRIBUTABLE TO CHILD WELFARE SERVICES

Any estimates of total U.S. Government funds which support child welfare services are largely judgmental in nature. For example, of the \$70 million programmed by A.I.D. for humanitarian assistance in FY 1974, \$7.2 million is specifically earmarked for child care activities and as such is considered direct support. We are confident, however, that about \$35/40 million of U.S. funds, including medical supplies, PL 480 Title II food donations, and expenditures for refugee programs, also benefit children and thus can be considered as indirect support for child care programs. We estimate that some 50 percent of the refugee population is made up of children under the age of fifteen, and that more than half of the beneficiaries of our public health programs are also children. We believe we are thus justified in stating that approximately 50 percent of all of our expenditures for refugees and for public health programs benefit children, and thus we arrive at an estimate of \$40 million being provided in support of children.

3. THE DETAILS OF THE \$7.2 MILLION PROVIDED UNDER THE AMENDMENT TO THE FOREIGN AID AUTHORIZATION ACT

My letter of March 1, 1974, addressed this point. There is also enclosed a paper which summarizes the child care program.

4. ASSISTANCE AVAILABLE UNDER PUBLIC LAW 460 FOR FISCAL YEAR 1974 AND FISCAL YEAR 1975

We expect the PL 480 program in Vietnam to reach \$70 million in FY 1974, including

\$1.7 million of PL 480 Title II food donations. At this time we estimate the FY 1975 level will be approximately the same, although this is conditioned upon the size of the food deficit in Vietnam next year and the availabilities and price of PL 480 commodities.

5. WHAT CAN BE DONE TO PUT MORE INTO CHILD WELFARE AND/OR HUMANITARIAN EFFORTS?

The levels of our funding of humanitarian assistance programs are being constantly assessed to assure that we are doing whatever we can to meet the critical needs of the Vietnamese people. For example, we are now reviewing how we can best use A.I.D. resources to assist Vietnam in expanding its public health program with particular emphasis being given to community and preventive medicine and physical rehabilitation programs for Vietnamese civilians disabled as a result of war casualties.

Yet there are serious constraints which limits the amount of funds that can be directed to welfare expenditures. The most important point is that economic development and humanitarian assistance are inextricably related. Without adequate levels of development assistance, the tragic circumstances which now justify our humanitarian assistance programs cannot be overcome.

To illustrate the problem in most vivid terms, Vietnam's fertilizer requirement for FY 1974 will cost around \$85 to \$100 million, with the exact amount dependent on supply. Without the fertilizer financed by A.I.D.'s Commercial Import Program, both the Vietnamese farmers and the average Vietnamese family living in urban centers will suffer the consequences of serious shortages of basic foodstuffs. With the fertilizer, seed, credit and other developmental resources, financed by the U.S. aid program and other donors, we can look forward to the time when the Vietnamese people can sustain their livelihood in a viable and prosperous economy.

6. WHAT IS BEING DONE TO ASSIST THE ECONOMY IN VIETNAM?

We have determined that the least expensive way to prevent Vietnam from becoming a long-term welfare problem for the rest of the world is to help the Government of Vietnam to: restore the production capacity of the economy, thereby reducing dependence on imports, especially of foods and food grains; mobilize domestic savings and channel them into productive uses; exploit all practical means of acquiring foreign exchange; and pursue policies which inspire confidence in governmental fiscal responsibility and concern for public welfare.

A most important priority at this time is to develop the capacity of the economy to produce those goods and services which would provide the basis for self-sustaining growth and eventual independence from concessional aid. This is being done largely by providing financing for the importation of capital equipment for increasing production in the export industries and in the import substitution industries. We are also providing financing for those essential commodities and raw materials required to sustain the economy.

Another high priority area is the transformation of the agricultural sector to one capable of producing most of the domestic food requirements. This is done through the provision of high-yielding rice seed, fertilizer, technical assistance on water control and irrigation systems, and the development of institutions providing farmers with knowledge, equipment and credit for improved production and marketing.

7. HOW ARE DECISIONS MADE ON WHAT VOLUNTARY AGENCIES ARE INVOLVED IN ADOPTION WORK? WHAT ROLE, IF ANY, DOES THE VIETNAMESE MINISTRY OF SOCIAL WELFARE PLAY IN THIS DETERMINATION? WHAT ARE THE CONTRACTUAL ARRANGEMENTS?

Voluntary agencies which are bona fide adoption agencies licensed by one of the

states must apply to the Vietnamese Government's Ministry of Social Welfare for registration and authorization to act as an international adoption agency. The Ministry bases its determination on what it judges is the need for adoption services. There is no contractual arrangement as such with the exception that the agency must adhere to the regulations and procedures of the government.

There are four agencies which have been authorized: Holt Adoption Program, Traveler's Aid-International Social Services of America, Friends for All Children (formerly associated with Friends of Children of Vietnam), and Catholic Relief Services. We understand that the Ministry is reluctant at this time to authorize additional agencies because it believes the four approved agencies can handle the current and projected inter-country adoption caseload. If there is an indication that these agencies are not adequately responding to the adoption needs, we are confident the Government of Vietnam will consider expanding the total processing capability.

8. WHAT IS THE STATUS OF IVAC'S APPLICATION FOR A GRANT FROM A.I.D.? WHAT IS A.I.D.'S POSITION ON IVAC'S POLICY THAT VIETNAM ORPHANS OF BLACK GI'S BE GIVEN ONLY TO BLACKS?

A.I.D. contributed to IVAC's organizational expenses and financed a trip to South Vietnam for six IVAC members to explore the situation at firsthand and make recommendations. The team returned to the United States in late January and has presented an informal proposal to A.I.D. which is currently under discussion. IVAC has also been encouraged to consult with the Department of Health, Education and Welfare regarding certain aspects of the program which, it is believed, are more appropriate for HEW than for A.I.D. support.

A.I.D. agrees that wherever possible it is preferable for part-black Vietnamese orphans to be adopted into black homes. However, this should not be a hard-and-fast rule, especially if delay in finding a suitable black home would limit the opportunity for such a child to be placed in another available home. IVAC has stated these same considerations.

9. CAN WE PROJECT THE FUTURE CAPABILITY OF VOLUNTARY AGENCIES TO MEET THE NEEDS OF VIETNAMESE ORPHANS?

We expect that voluntary agencies will continue to assist in meeting the needs of Vietnamese orphans and other disadvantaged children. Much of what the agencies do comes from their own resources, but they require U.S. Government support to meet needs beyond their own financial capacity. A.I.D. will be providing about \$5.5 million to voluntary agencies this fiscal year for child welfare programs, and we expect to provide about the same level in fiscal years 1975 and 1976. This level of support is designed to assure that the needs of the Vietnamese orphans are adequately met.

10. IS A.I.D.'S ASSISTANCE TO VOLUNTARY AGENCIES LIMITED TO U.S. INTERCOUNTRY ADOPTIONS?

More than 90 percent of the funds of our \$7.2 million child welfare program will go for the overall child welfare services such as expanded day care centers and improved nutrition programs, as indicated in our response to the third question, with voluntary agencies receiving an estimated \$5.5 million of the total program. We also have arrangements with voluntary agencies for assistance in the distribution of PL 480 Title II commodities and in refugee resettlement work.

11. DOES THE GOVERNMENT OF VIETNAM SUBMIT PROPOSALS? CAN THEY STOP A VOLUNTARY AGENCY PROPOSAL?

Usually overall program requirements and project design emerge from discussions between Ministry of Social Welfare officials

and A.I.D. advisors, while voluntary agency proposals often result from discussions between the voluntary agency representatives and Ministry of Social Welfare and/or A.I.D. officials. A determination of A.I.D. support is based on the proposals submitted and agreements reached.

The Government of Vietnam cannot stop a voluntary agency from submitting a proposal, but it can disapprove the project or program contained in the proposal. Proposals submitted by voluntary agencies to A.I.D. requesting funds must be reviewed and approved by the Government of Vietnam in order to receive A.I.D. approval. All bilateral projects and programs funded by the U.S. Government have the Vietnamese Government's approval.

12. WHAT IS THE AMERICAN MEDICAL ASSOCIATION'S PROGRAM ON HEALTH CARE IN VIETNAM? DOES A.I.D. FUND SUPPORT FOR THE AMA?

The AMA, under contract with A.I.D., has a program of assistance to the Faculty of Medicine, Saigon University, to assist the Government of Vietnam to increase the quality and quantity of Vietnamese physicians by making the resources of American medical schools available to render technical advice and assistance. This program has been in effect since September 1967, and planned termination is now December 31, 1975.

The annual number of medical graduates now exceeds 200. The faculty has increased from 90 in 1967 to 168 in 1973, with an expected total of 220 by termination of the project, and is considered to be regenerative for continual operation without massive foreign assistance.

I understand that members of my staff, Messrs. Donald L. Goodwin and Edward B. Marks, met with members of your staff on February 28, 1974, and had a worthwhile discussion on overall humanitarian assistance programs in Indochina.

Best regards,

Sincerely,

DANIEL PARKER, *Administrator.*

Mrs. MINK. Mr. Speaker, I would like to join with my distinguished colleague from Wisconsin in offering additional information on the child welfare program in Vietnam. Mr. STEIGER has today placed his report on a recent trip to Vietnam in the RECORD. I believe his firsthand account and the supplementary material I now offer will do much to keep the American public informed on the scope and progress of our child welfare program in Vietnam:

CHILD WELFARE PROGRAM, APRIL 3, 1974

The primary purpose of the Mission's Child Welfare Program is to improve the lives of children disadvantaged by the war.

The principal thrust of the program is to prevent child neglect, child abandonment, or the placement of children in orphanages, by offering alternatives to economically pressed families, while at the same time improving the health, sanitation, nutrition, facilities and management of orphanages. The Mission's child care program also includes special programs for handicapped children, pediatric care and training, and inter-country adoption. Projects designed to support these general purposes are as follows:

A. (1) Day care centers for the benefit of working mothers and their children: assistance (equipment, food, and staff training) to 275 existing and 140 new centers; (2) Civilian widows' program providing support, vocational training and small scale capital assistance to 6,000 widows (and indirectly 25,000 children); (3) Family assistance and foster care: assistance to families and foster families caring for 4,500 foster children; (4) Home nursery care: aid to homes caring for 9,500 children of pre-day care center age;

(5) Nutrition centers: expansion of three existing and establishment of 9 additional centers to care for 7,800 seriously malnourished children; (6) Prevention of infant abandonment: counselling services and subsidies for mothers (1,200 children).

B. Orphanages: equipment, food, staff training (120 institutions, 20,000 children).

C. Other projects, serving special groups or needs, are: (1) Handicapped children: improvement of custodial care and therapy in seven centers (2,000 children); (2) Pediatric clinics, mainly for children being processed for adoption but also for some others (total of about 1,200 children); (3) Assistance to the expansion and improvement of inter-

country adoption programs and related child welfare activities; (4) MSW programs including training of child welfare workers; (5) Midwife pediatric training.

ProAg VN 74-042 obligates funds for the FY 74 Child Welfare Program. It provides that a large part of the program will be carried out by means of project grants directly with voluntary agencies (on the basis of agreement between MSW, USAID, and the volag concerned). These agencies will coordinate their projects, on the portions, of the project not directly administered by a GVN Ministry. The ProAg breakdown, subject to modification as the program develops, is as follows:

Project	Coordinating Volag or Ministry	GVN Budget		Total
		Volag Portion	Foreign assistance chapter	
Day care centers	Care	1,180	248	1,428
Civilian widows	MSW		476	476
Family assistance and foster care	Holt	570		570
Home nursery care	CRS, WV	760		760
Nutrition centers	CRS, WV	630		630
Prevention infant abandonment	CRS	25	19	44
Orphanage support	CRS	1,355	381	1,736
Handicapped children	WRF (?)	140	38	178
Other child welfare	MSW		228	228
Pediatric clinic	IRC	340		340
Assistance international adoption	ISS, Holt	470		470
Child Health training school	MOH		324	324
Total		5,470	1,714	7,184

The present status of the individual projects is as follows:

A. *Day Care Centers.* CARE is the coordinating agency (Volag portion). A PIO/T has been signed. CARE has nearly completed a work plan for MSW/USAID discussion and agreement. This can be implemented as soon as the grant agreement based on the signed PIO/T is agreed. It is anticipated that the agreement will be signed and the program underway by April 20.

B. *Civilian Widows.* MSW program which is already underway. Going well. Will continue to be followed closely.

C. *Family Assistance and Foster Care.* Holt Children's Services has agreed to coordinate this project. A draft PIO/T is being prepared for MSW/USAID agreement. Potential participating agencies include Foster Parents Plan, Baptist Social Services, Christian and Missionary Alliance, Pearl Buck Foundation, Assemblies of God, International Social Service (IS) is already doing family service under its current contract.

D. *Home Nursery Care and Nutrition Centers.* World Vision has submitted draft proposals, and Catholic Relief Services (CRS) plans to submit proposals. Draft PIO/Ts are being prepared for MSW/USAID discussion.

E. *Prevention of Infant Abandonment.* CRS expects to submit a proposal shortly (Volag portion).

F. *Orphanage Support and Improvement.* CRS is the coordinating agency (Volag portion). A PIO/T is signed. A work plan is being prepared by CRS and we anticipate that this project will be underway by April 20.

G. *Handicapped Children.* Selection of a coordinating agency is being negotiated among the Volags. The cooperation of other agencies, as sub-grantees, will be necessary to meet the needs of various discrete groups of handicapped children.

H. *Pediatric Clinic.* International Rescue Committee, under contract, is operating the Saigon Clinic and has opened negotiations with World Relief Commission regarding a possible sub-grant for a clinic in Danang and with the Mennonite Central Committee for a similar clinic in Nha Trang.

I. *International Adoption.* ISS has a grant and a grant agreement with Holtis expected

to be signed within a few days. CRS and Friends for all Children, the other two of the four agencies authorized by MSW to process inter-country adoptions, have requested grants. These requests are under consideration and approval is expected shortly but is subject to overall availability of funds for adoption purposes.

J. *Child Health Training School.* Project details are being developed between USAID and the Ministry of Health (MOH). The MOH will implement this project. The recent change of Ministers of Health has necessarily slowed down somewhat movement on this project.

CHILD WELFARE SERVICES IN VIETNAM, 1974, JANUARY 25, 1974

The Agency for International Development (A.I.D.) has initiated a new program designed to place greater emphasis on the needs of Vietnamese children disadvantaged by the war. In carrying out this program, the Government of Vietnam (GVN) and A.I.D. are seeking the maximum participation of United States voluntary agencies and international organizations. For fiscal 1974, A.I.D. has programmed \$7.2 million in support of this effort.

The new child welfare program is designed to satisfy two main objectives. The more immediate objective is to provide basic and urgently needed assistance to indigent children requiring food, clothing, shelter and medical care. The longer range objective is to provide services which strengthen the family unit, the traditional provider of social welfare in Vietnamese society. Some examples of the assistance provided to child care are: pediatric care for indigents, food allowances for orphans, assistance to agencies processing adoptions, the refurbishing of orphanages, support for day care centers and the expansion of the training of child welfare workers.

Child welfare services in Vietnam are under the jurisdiction of the Vietnamese Ministry of Social Welfare. Given the tremendous demand placed on the Ministry as a result of its responsibility for the care of over 200,000 refugees still in camps, the GVN has agreed to using voluntary agencies to the maximum extent possible in the entire wel-

fare field. There are about 20 American voluntary agencies, more than 10 private Vietnamese organizations and a number of foreign voluntary agencies all contributing to programs which benefit children and their families. It is estimated that American and other foreign voluntary agencies provide several millions of dollars worth of services for children in Vietnam each year. The U.S. encourages these private welfare organizations to expand their activities under the overall direction of the Vietnamese Ministry of Social Welfare. A.I.D. is also encouraging other bilateral donors and international organizations to assist the Government of Vietnam in this sector.

The major elements of the program are summarized below:

ORPHANAGE SUPPORT AND IMPROVEMENT

Assistance in the form of food and clothing allowances, health care, equipment, improvement of facilities and staff training is planned for some 130 institutions caring for approximately 17,000 children. To date orphanages have received food supplementary cash allowances, Food for Peace (PL-480, Title II) commodities and a limited number have received funds for facility improvements.

HANDICAPPED CHILDREN

Assistance will be provided to improve custodial care and therapy in seven centers caring for some 2,000 children. The seven centers have not received U.S. support heretofore.

PEDIATRIC CLINICS

It is planned to establish three clinics, each in a different city. These clinics will provide diagnostic and therapeutic care to children disadvantaged by hostilities in Vietnam or conditions related to these hostilities. Particular emphasis will be placed on children selected by agencies processing inter-country adoptions and also on severely-ill children from orphanages and other child care institutions. The first clinic, with 70 beds/incubators, has begun operations in Saigon.

DAY CARE CENTERS

It is planned to provide assistance in the form of equipment, additional food and staff training for 275 existing day care centers and support in the development of 140 new centers. These 415 centers will serve approximately 88,000 children from four to six years of age while their parents work. To date, food supplements have been provided for about 22,000 children in the existing day centers, and also some funds have been provided for improvements.

CIVILIAN WIDOWS' ASSISTANCE

This activity is planned to provide support, vocational training and small scale capital assistance to 6,000 widows, and indirectly through them to an estimated 25,000 children. A pilot project for vocational training was launched in November 1973.

FOSTER CARE

It is planned to provide foster home care services for about 4,500 children as an alternative to their abandonment, institutionalization or adoption. Foster families will be provided funds to cover food, clothing and medical expenses for each child.

HOME NURSERY CARE

It is planned to provide day nursery services for about 9,500 children who are too young for day care centers. A side benefit is the estimated 2,000 jobs it will create for widows or other unemployed women.

NUTRITION CENTERS

It is planned to expand three existing nutrition centers and create nine additional centers to care for about 7,800 seriously malnourished children.

The nutrition centers will provide intensive medical care with special feeding for up

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to 60 days of severely malnourished or diseased children and return them to their families once they are returned to health.

PREVENTION OF INFANT ABANDONMENT

Counseling service will be provided to emotionally distraught expectant mothers who might abandon their children. Trained counselors working in hospitals or maternity centers can identify these mothers and provide the advice and assistance necessary to prevent them from abandoning their children. A small pilot project has been initiated.

MIDWIFE PEDIATRIC TRAINING

It is planned to provide training on basic principles of pediatric medicine and nutrition to midwives so they can assist mothers. The midwife is the health worker most respected by and accessible to lower income Vietnamese.

INTERNATIONAL ADOPTION

This activity is designed to assist two agencies, Travelers Aid International Social Service of America (TAISSA) and Holt Adoption Program, and possibly others to expand and improve their intercountry adoption programs and related child welfare activities. We are now processing agreements with these two agencies.

TRAINING CHILD WELFARE WORKERS

This activity is designed primarily to strengthen the role of the Ministry of Social Welfare in developing and implementing family and child welfare services. This will be done by the training of child welfare workers and the upgrading of those already employed. Some initial training has taken place.

It should be recognized that there is a turnover among the children and mothers being assisted through the various child care activities, and that as children leave orphanages, or have their physical condition improve under medical programs, or as families become self-supporting, others will take their place. Hence, the numbers of children assisted are much more than the total of the capacities of the described child care services.

AGENCY FOR INTERNATIONAL DEVELOPMENT,

Washington, D.C., February 15, 1974.

Hon. PATSY T. MINK,
House of Representatives,
Washington, D.C.

DEAR REPRESENTATIVE MINK: Thank you for your letter of January 25 concerning child welfare programs in Vietnam. Your comments are very much appreciated.

We have been informed that a number of positive actions already have been taken by the Immigration and Naturalization Service (INS), Department of Justice, and the Bureau of Security and Consular Affairs (SCA), Department of State, to streamline the immigration procedures for the adoption of Vietnamese children by Americans. These actions include the following:

1. INS has issued a reminder to its district offices to begin processing form I-600, the application for intercountry adoptions, before all state requirements are met. Previously the processing did not begin until the state requirements were completed, which often resulted in considerable delays for I-600 applicants because many states are slow to complete home studies or to provide required authentication of legal documents.
2. INS has altered its procedures to permit direct, two-way communications between the U.S. consular offices in Saigon and Danang and the INS district office in the U.S. Previously all such communications between these two working levels had to pass through the INS central office and the State Department Visa Office here. Under the new procedures the consular officer can send Form I-604, the orphan investigation report, di-

rectly to the INS district office for processing with Form I-600. Form I-604 can even be sent to the INS district office before the adoptive parents file the I-600 application.

3. INS has reduced the period of time required to conduct criminal checks on I-600 applicants from about 40 days to two weeks.

4. SCA has assigned a consular officer to the American Embassy in Saigon to work full time on intercountry adoptions.

You may wish to contact INS and SCA to obtain more information on the actions taken.

Enclosed for your interest is an information sheet which outlines our programs for support of child welfare services in Vietnam for 1974. You can be assured that we will continue to place a high priority on humanitarian needs in Vietnam as well as in other countries affected by the war.

Sincerely yours,

DANIEL PARKER, Administrator.

IMMIGRATION AND
NATURALIZATION SERVICE,
Washington, D.C., March 13, 1974.

DEAR MRS. MINK: Thank you for your letter of February 27, 1974, concerning Vietnamese orphans.

In view of revised procedures which have been placed into effect to speed decisions on all orphan petition cases, it is believed that information concerning time required for completion of Vietnamese orphan investigations abroad may no longer be needed by you. However, should you feel that you still desire such information on what is now an obsolete procedure, I shall be glad to request it from the State Department and our District Director in Hong Kong so that it may be furnished to you.

Under the new procedure, action on orphan petitions will no longer be held up for receipt of a report of investigation conducted abroad. Instead, cases that are in order for approval after completion of processing in the United States will be approved and forwarded to the American Consul concerned. Upon receipt of the approved petition, the consul will conduct the overseas orphan investigation in the course of processing the visa application. If no adverse information is developed the consul will attach the report of investigation to the visa issued to the child. If adverse information is developed the consul will suspend action on the visa application and forward the information to the Service office of origin for appropriate consideration. Thus, the overseas investigation will no longer be a delaying factor in the approval of orphan petitions.

I agree that a petitioner should not be required to submit to the Service duplicates of documents furnished to an agency which transmits them to the Service with its home study report. We have reminded our field offices that every effort should be made through liaison with State Departments of Welfare and Child Welfare Agencies which conduct home studies to avoid requiring the petitioner to submit duplicate sets of documents to the Service and to the State or Child Welfare Agency.

As Mr. Bernsen assured you and Congressman Steiger at the meeting on February 7, the next edition of the orphan petition (Form I-600) will be revised to clarify the meaning of original document. Steps to accomplish this revision were initiated immediately after the meeting.

Security checks are no longer made in orphan petition cases. However, fingerprint checks are deemed necessary to carry out the Service responsibility in deciding the question of whether the petitioner and spouse will properly care for the child. It is our view that facts disclosed as a result of receipt of a record of conviction based on fingerprint checks may be highly pertinent to that question and may require denial of the petition.

The special provisions of section 101(b)(1)(F) of the Immigration and Nationality Act are applicable only to the persons specifically described therein who are being brought to the United States in an immediate relative classification on the basis of petitions filed in their behalf. Any aliens, including orphans, coming to the United States in a non-preference classification are not subject to the special statutory safeguards contained in those provisions.

Please be assured that the Service policy is to give orphan cases priority consideration and expedite decisions on petitions submitted for them.

Sincerely,

L. F. CHAPMAN, JR.,
Commissioner.