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- Indo-Chinese refugees in Minnesota



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**INDO-CHINESE REFUGEES  
IN MINNESOTA :  
MOVEMENT TOWARD  
ECONOMIC SELF-SUFFICIENCY**

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Indo-Chinese Refugees in Minnesota:  
Movement Toward Economic  
Self-Sufficiency

The  
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## INTRODUCTION

The purpose of this report is to discuss the more salient aspects of the recent Indo-Chinese Refugee Migration, with emphasis upon Minnesota's experience in assisting these people in becoming economically self-sufficient.

Four groups, Vietnamese, Hmong, Laotians, and Cambodians are examined and their individual differences studied. Their effort to resettle in Minnesota is explored and what the future holds is discussed.



## History and Background

With the culmination of U.S. direct involvement in the Vietnam conflict, conditions for the mass exodus of Indo-Chinese from South Vietnam and Cambodia developed which created the need for relocation assistance programs. A large part of this responsibility was absorbed by the U.S. government and American volunteer (largely religious) organizations.

The fall of Indo-China to the Communists in the Spring of 1975 precipitated an upheaval which, in ever widening circles, has involved most countries of the free world, especially the United States in efforts to relocate an estimated 1.3 million refugees.<sup>1/</sup>

## The Exodus Begins - The Relocation Machinery is Set in Motion

The first mass exodus from Indo-China began in April 1975 with large evacuations from Cambodia. The U.S. government opened four hastily arranged refugee camps in Thailand, Guam, Wake, and Philippine Islands and lines of communication were established between the government and potential sponsors. The American government also anticipated the imminent collapse of South Vietnam. By the end of April, with no warning, North Vietnamese battalions moved against Saigon, creating panic, and causing the Saigon government to collapse. This forced the premature evacuation of Saigon and the airlifting of thousands of Cambodians and Vietnamese to reception centers in either Southeast Asia or to newly opened reception centers in the United States.

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<sup>1/</sup> From April 1975 through April 1981, based upon the State Department figures for official departures from relocation centers the following totals:

Departures to U.S.	484,700
Total Land Camp population	320,000
Total Refugee relocations	538,610
to rest of the world	
	<u>1,343,000</u>

Upon arrival at relocation centers, refugees were interviewed and screened for security purposes, given physical examinations, identification numbers, and registered with voluntary agencies. From April through June 1975, 133,000 Indo-Chinese were evacuated from Vietnam and Cambodia, at a rate far greater than anticipated. On May 24th, Congress passed the Refugee Assistance Act of 1975 providing official recognition and funding of the refugee relocation effort.<sup>2/</sup>

### The Role Of The Voluntary Agency

The initial contact between the refugee and the Voluntary Agencies (VOLAGS) generally occurred after the initial screening in the refugee camp. The refugee was then assigned to one of the nine VOLAGS assuming the task of finding sponsors for the refugee. These agencies included the United States Catholic Conference (USCC), the Lutheran Immigration and Refugee Service (LIRS), the Church World Service (CWS), International Rescue Committee (IRC), American Council for Nationalities Service (ACNS), the Hebrew Immigrant Aid Society (HIAS), the American Fund for Czechoslovak Refugees (AFCR), the Tolstoy Foundation, and Travelers' Aid-International Social Services.

The VOLAGS consisted of personnel from diverse social and professional backgrounds, including professional social workers, doctors, nurses, clerical workers, etc. Many had worked in Vietnam, and some were recent immigrants to the U.S. Several of the VOLAGS were religious in nature, others were strictly secular, and several normally dealt with non-Indochinese refugee groups.

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<sup>2/</sup> The Indo-Chinese Migration and Refugee Assistance Act of 1975 is the basic document under which most refugee relocation projects are funded. This act provided funds for relocation centers and refugee camps, as well as Federal reimbursement to the states for Social Services, medical assistance, cash assistance, and administration of programs.

These voluntary agencies have played and continue to play an important role in the relocation process and have become a key factor in the pattern of dispersal of refugees throughout the United States.<sup>3/</sup>

In Minnesota, 4,600 refugees were sponsored during the first year (1975), mainly through the efforts of Minnesota Catholic Charities, Lutheran Social Services, and the International Institute.

Religious congregations have often assumed the task of sponsoring individual families in Minnesota. The initial refugee families were quickly dispersed to St. Paul, Minneapolis, St. Cloud, and Duluth. It is the opinion of those most closely involved in the relocation process here that Minnesota earned a positive reputation and became a magnet for secondary migration mainly due to the strong response of the religious community to relocation efforts.

### Legislation

Two pieces of Federal legislation were necessary in order to implement the refugee relocation programs. The first one appropriated \$555 million over a five year period to set up refugee camps and provide the basic services outside the refugee camps.<sup>4/</sup> The second significant piece of legislation,

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<sup>3/</sup> Montera, Darrel; and Weber, Marsha, Vietnamese Americans: Patterns of Resettlement and Socioeconomic Adaption in the United States. Boulder, Westview Press, 1979, p. 25.

<sup>4/</sup> The Indo-Chinese Migration and Refugee Assistance Act of 1975 (P.L. 94-24) is the basic document under which most refugee relocation projects are funded. The largest portion of this \$555 million was allocated during 1975-76. \$252 million was appropriated to the Department of State for the opening and maintaining of refugee centers and another \$153.0 million was allocated to HEW for domestic programs.

passed in the Fall of 1977, allowed refugees to adjust their status from parolees to permanent resident alien. Besides advancing refugees toward citizenship, this law made them eligible for in-state-tuition and enlistment in the military.<sup>5/</sup>

### Experiences of the First Arrivals

One of the stipulations of the Indo-Chinese Migration and Refugee Assistance Act of 1975 was the collection of statistical information about the nature and experiences of the first Indo-Chinese refugee group to arrive in 1975. This information was collected by Information Systems Inc., and included a longitudinal telephone survey which began in 1975 and ended in 1977.<sup>6/</sup>

As expected, the first employment experiences underutilized the skills and training of the refugee group. The major handicaps were lack of language proficiency, non-recognition of degrees and skills, governmental, trade union, and professional association licensing restrictions, state and local regulations requiring citizenship or permanent resident alien status for certain jobs, lack of information about the job market, and pressure to enter the job market quickly.

The survey revealed that there has been a considerable amount of downward occupational mobility for heads of households. This was especially true of white collar workers, many of whom were employed as blue collar workers in the U.S. (six out of ten). Less than 20 percent of the professionals were able to find similar jobs in the U.S. Interestingly enough there has been a strong movement from white collar work to the skilled trades and crafts.

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<sup>5/</sup> Public law 95-145 was known as the Refugee Act of 1977. It afforded refugees who entered the U.S. without visas due to the emergency nature of their situation greater access to educational and vocational opportunities than parolee status allowed.

<sup>6/</sup> The results of this survey are presented in Vietnamese Americans: Patterns of Resettlement, p. 21-55.

Those Vietnamese who were managers in Vietnam had an even more difficult time than professionals in transferring their managerial status to their newly adopted country. About one in twenty has been able to find similar work in America. This may well be attributed to the nature of the jobs which need strong interpersonal skills, a sophisticated use of English, and a thorough working knowledge of American business practices. Six percent of those refugees from clerical and sales backgrounds have reported experiencing upward mobility into professional or managerial ranks. Blue collar workers experienced less downward mobility than their white collar counterparts. Over 40 percent of the craftsmen were able to find similar work in the United States. Four in ten operatives were able to find work as craftsmen. A plurality, however, (43.7 percent) have moved to other blue collar jobs, often experiencing a downward occupational shift.

In spite of the employment barriers described here, the Vietnamese refugees who arrived in the United States from 1975 to 1977 found jobs. Over two-thirds of all the men over 16 years of age in the labor force were employed when interviewed in the first survey during July and August 1975 (leaving the unemployment rate about 30 percent). By January 1976, the unemployment rate had fallen to 18 percent. By September 1976, the rate fell to nearly ten percent, and by the fifth survey the rate had fallen to five percent. Similar unemployment rates are found for women. By the fifth survey the unemployment rate for women was only 6.8 percent.

By the time of the fifth survey most of the refugees reported that they were using conventional methods for finding employment, only three percent were using their sponsor as the primary source of job leads.

It should be noted that the employment experiences of the first group of refugees that came to the United States were not necessarily the same as those who arrived since that time. Also demographic changes must be noted.

Whereas in 1975 Vietnamese made up nearly 90 percent of the total refugee population, by 1980 the proportion of Vietnamese refugees had dropped to less than 80 percent, while Laotians accounted for about 15 percent of the total, and Cambodians accounted for about six percent. Each successive migration has also had proportions of white collar workers, with a large increase in the number of agricultural workers.

The first group of refugees was relatively well educated by any standard. Of the first 133,000 refugees to arrive in the United States (nearly 90 percent of whom were Vietnamese), 50 percent of the male heads of household had at least a secondary school education and more than 25 percent were college and university graduates.<sup>7/</sup> The later groups had smaller proportions of their populations coming from college and management backgrounds. Only the Cambodian refugee population during 1980 and 1981 showed characteristics similar to the first group. The observations made by several people involved in the job placement of recent Cambodian arrivals were that over 50 percent of these refugees were employed upon arrival. These observations were borne out by similar observations on the local level.

#### Distribution of Refugee Population in the Minnesota

Of the 503,507 Indochinese residing in the United States in June 1981, approximately 24,400 were residents of Minnesota. Based upon State Office of Refugee Relocation calculations, this figure is nearly 50 percent greater

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7/ Vietnamese Americans: Patterns of Resettlement p.38

than the official estimate of 16, 738 which was made by the national office of Refugee Relocation.<sup>8/</sup> State calculations indicate that the refugee population of Minnesota was growing at a rate of 600 per month, with nearly one-half of this increase coming from other states.

The ethnic breakdown of this total includes:

10,000 Hmong  
8,100 Vietnamese  
3,300 Laotians  
3,000 Cambodians

#### The Vietnamese

The Vietnamese predominated in the group of refugees who arrived in Minnesota in 1975, comprising 95 percent of the 4,600 arrivals. They were generally well educated and possessed white collar job skills. While most of these individuals received some type of Public Assistance, usually Medical Assistance, the number of AFDC cases was very small, and the duration generally short.

The VOLAGS did an efficient job of finding employment for this group of refugees; in fact, many were employed at the time of arrival. Several voluntary agencies were involved in the relocation process, including Catholic Charities, Lutheran Social Services, and the International Institute.

From 1975 through 1977, Minnesota experienced an outmigration of Vietnamese. Many left either for a warmer climate, or to be close to relatives

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<sup>8/</sup> While an explanation of the discrepancies between national and state estimates is outside the scope of this publication, the point of the issue is that nobody is absolutely sure where the refugees move after they arrive in the U.S.

who had relocated elsewhere. By 1978, the number of Vietnamese residing in Minnesota had declined to 3,700, and the relative proportion of Vietnamese to other Indo-Chinese refugees declined (the Hmong population for example, had increased to 3,200). Between 1978 and 1981, however, the Vietnamese population increased to 8,100. Probably no single factor was responsible for this growth, but it is a generally held view of counselors who worked with the Vietnamese that the quality and availability of technical training was an important factor in the turnaround in Minnesota's Vietnamese population. Another important factor was the abundance of blue collar jobs.

#### LAOTIANS

This grouping of refugees does not include the Hmong, who are reported as an ethnic minority. While the Laotians are similar to the Vietnamese in the respect that many come from an urban environment, and share many of the same skills due to contact with western culture, a higher percentage of Laotian refugees have a rural/agricultural background. As a result they may face greater difficulties than the Vietnamese did in finding suitable employment in the United States.

In Minnesota, the non-Hmong portion of the Laotian population is quite small, and the need for services not nearly as great as the Hmong. Consequently we mention them only briefly.

## THE HMONG

The most dramatic increase in Minnesota's refugee population has been the Hmong segment. Whereas, in 1976, only four or five families resided in the entire State, by 1981 the population had risen to approximately 10,000 individuals. We now have one of the largest Hmong populations in the United States, with nearly one-quarter of the Nation's 40,000 Hmong residing in Minnesota, most of these within the Minneapolis/St. Paul Metropolitan Area.

Although the Hmong are known as ethnic Laotian, they are most closely related to the Chinese. Ancient Hmong tradition states that the Hmong probably came from Siberia, where "night lasts six months...and there are no trees". Later traditions state that the Hmong moved further south to a river plain where they raised wet rice. Chinese history traces the "Miao" back to Sichuan province in Central China. During later Chinese expansion, the Hmong were driven into the mountains of southern China where they remained until the 18th and 19th centuries. Within the last 150 years the Hmong began to enter Laos, dwelling in the cool upland areas where they could practice their traditional form of "Slash and Burn" agriculture.

Hmong village life was centered upon the growing of such crops as rice, cabbage, beans, squash, cucumbers, corn, and opium poppies (used as a pain killer or sold as a cash crop). Everybody in the community was involved in some aspect of farming or animal husbandry. The youngest children were either in the fields with their parents or were cared for by the elderly. When not engaged in farming, the Hmong practiced hunting, trading, sewing, and embroidery.

Before the war in Indo-China, the Hmong were not known as warriors or fighters, in spite of the fact that they had been physically oppressed many times. When confronted by opposition the Hmong have usually chosen to move. With the war in Indo-China, the Hmong earned a reputation as tenacious fighters as many of the young men left their homes to fight against the Communists. As the war in Laos intensified, entire Hmong communities became involved in military operations, in the process earning the hatred of the Communist Pathet-Lao,\* and also disrupting the Hmong village life.

The Hmong played a pre-eminent role in slowing the Communist advance during the war in Laos and Vietnam. From their strategic location in Northeastern Laos, the Hmong were able to block and monitor Communist supply routes to Laos and Vietnam. But the cost to the Hmong for their efforts were about 30,000 casualties (about ten percent of the entire population).

With the cease-fire in Vietnam and the withdrawal of American forces, the disruption of the Hmong way of life reached even larger dimensions. While no accurate figures are available, it is estimated that post-war Communist reprisals against the Hmong have cost as many as 100,000 additional lives. Attempts to verify this figure have not been successful, but reports from refugees at relocation centers in Thailand have reported that entire Hmong villages have been completely wiped out. Considering the nature of the upheaval in Southeast Asia, it is likely to be a long time before accurate information is available.

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\*Laotian equivalent of the Viet Cong.

Population figures (for May 31, 1981) obtained from relocation centers in Thailand show that the following numbers of refugees await relocation:

Khmer (Cambodian)	138,000
Hmong	55,635
Laotians	49,237
Vietnamese	3,751

These figures show the scale of the disruption of the Hmong way of life. Considering the fact that the Hmong population of Laos was only about 200,000 after the withdrawal of American forces, one-half of this total has either been relocated to the United States or currently resides in refugee camps in Thailand.

That so many Hmong have settled in Minnesota seems somewhat mystifying. Climate would certainly inhibit migration to Minnesota. Large Indo-Chinese communities in other states should tend to draw refugees away from Minnesota. Despite these considerations, Minnesota has attracted large numbers of Hmong via secondary migration from other states. Perhaps the relative ease in finding work here, the effectiveness of VOLAGS in dealing with the problems of the refugee population, the open-hearted acceptance of the refugees by the people of Minnesota, or the availability of excellent educational, medical and social services, etc., are factors in the phenomenal growth of the Hmong population.

Unlike the Vietnamese, Cambodians and Laotians, the Hmong have had relatively little exposure to western culture, few have worked at western style jobs, and many lack the social skills necessary to function effectively in American society. A large proportion of the population is either very young or elderly and, therefore, dependent upon the others for financial support, the potential labor force is smaller than other refugee groups and many Hmong have job skills which do not easily translate to the technological job skills needed in the 1980s.

In order to overcome these employment barriers, several methods have been utilized. The first involves extensive retraining of the Hmong labor force, through both vocational training and ESL (English Second Language) programs, and the second involves on-the-job-training or special employment projects whereby Hmong with traditional skills as seamstresses and farmers are provided intense placement services.

Project RISE (Refugees In Search of Employment) has been particularly successful at placing the Hmong. In addition, area firms have become involved in employing the Hmong in traditional roles as seamstresses or farm workers, thus providing employment for that portion of the population which typically has had the greatest difficulty finding work. Land-0-Nod, a manufacturing firm, has contracted with the Lao Family Center for seamstresses, and the M.A. Gedney Company has contracted to purchase cucumbers grown by the Hmong in garden plots. The efforts of organizations such as the Textile Arts Alliance have helped develop markets for Hmong tapestries and clothing, utilizing Hmong designs in such an unlikely setting as a bank lobby in Montana.

The Hmong have played an important role in moving themselves to economic self-sufficiency. Not only have they earned the praise of local employers for their honesty and hard work, they have also provided financial support for each other. An example of this is the Lao Family Center, which provides a variety of services varying from job skills to community events. The center is partially funded by the Hmong themselves, with contributions from individuals who have found jobs.

## THE CAMBODIANS

Nearly 50 percent of the 3,000 Cambodians currently residing in Minnesota have arrived during 1981. Nearly 50 percent of the recent arrivals were employed at the time of their arrival. This group of refugees has characteristics similar to the first group of Vietnamese who arrived in 1975. They are well educated, and many are familiar with western business practices. It seems likely that this "core group" may act as a magnet for further migration from refugee camps in Thailand. Considering the fact that 140,000 Cambodians are currently residing in the refugee camps, the potential exists for large scale migration to Minnesota. Nearly all the Cambodian immigration to the United States has occurred since the Vietnamese take-over of 1979. Whereas the early Vietnamese refugees were sometimes relocated with very little preparation, the current policy has been to provide a more complete program of services to the refugee before relocation is effected. It is anticipated that this policy of orientation will ease the problems of relocation.

### The Role and Structure of Agencies

The responsibility for coordination of America's Refugee program lies with the Office of Refugee Relocation (ORR) in Washington, D.C. In August of 1981, ORR was transferred from the Department of Health and Human Services (HHS) to the Social Security Administration (SSA).

ORR implements America's overall Refugee Policy, controlling funds which are allocated to Indo-Chinese, as well as to other refugee programs. Voluntary Agencies (VOLAGS) may receive funds directly from the ORR, and each state refugee office (ORR) reallocates funds which come from the national ORR.

Each statewide ORR has the responsibility of collecting statistical information about refugee populations in that state, calculating the size of the population, the degree of secondary migration, etc., as well as allocating funds to individual programs. Each state may also have an Indo-Chinese Refugee Assistance Program (IRAP) office which coordinates and allocates funds to those agencies and programs aimed specifically at the Indo-Chinese population.

Individual VOLAGS obtain funds either directly from their respective national offices (funding obtained through the national ORR) or from the state IRAP offices, and they, in turn, either provide services directly to the Indo-Chinese population or else reallocate funds to special programs within their own domain. An example of this type of funding scheme is the RISE program which operates under the auspices of Catholic Charities, with public money which originally came from ORR in Washington (via IRAP). A partial listing of VOLAGS operating in Minnesota is included at the end of this publication.

### Services Provided

Although agencies may provide many different services to the refugee, those most germane to the process of moving the refugee population to economic self-sufficiency include:

- 1) Vocational training and ESL (English Second Language)
- 2) Job referral and placement
- 3) Social services

Vocational training and ESL are probably the most crucial steps in the process. Vocational training has been provided by the AVTI's and the State University system; ESL has been provided by any number of agencies including school districts, AVTI's and colleges, and VOLAGS. Unfortunately, these services are being reduced due to funding cuts.

Job referral and placement has been provided by VOLAGS such as Catholic Charities (RISE), Hennepin County HIRED program, Lutheran Social Services (LSS), etc., as well as government agencies such as Ramsey County Welfare and the Job Service. (Job Service cannot be considered a VOLAG as no funds are solicited from ORR or IRAP, and no special services are provided to any refugee group). The role of Indo-Chinese self-help groups (such as the Lao Family Center and the Vietnamese Assistance Association) in the job referral/placement process has been a minor one, but the importance of this group is increasing as more Indo-Chinese develop the skills necessary for job referral and placement.

Social services include financial and medical assistance, psychological counselling, child care, housing, etc. The list of agencies providing social services is extensive and includes VOLAGS and government. A partial listing of agencies involved in any of the three processes is included at the end of this publication.

#### The RISE Model - An Effective Job Placement Program

Project RISE (Refugees in Search of Employment) began operation on April 1, 1981. The program, funded by St. Paul Catholic Charities (funded in turn by IRAP and the United States Catholic Conference -USCC), utilized bilingual interviewers and job developers to find employment for approximately 370 refugees during the first five months of operation. Nearly 70 percent of these placements were in full-time jobs lasting at least 30 days.

Placements have been split evenly between the so-called service occupations (janitors, food service, etc.) and various occupations in manufacturing (assemblers, machine tenders, etc.). Nearly 90 percent of placements were in the Metro Area, 70 percent with smaller firms. The Hmong accounted for

for about 50 percent of non-duplicated\* placements, Vietnamese and Laotians each accounted for another 20 percent, and Cambodians accounted for ten percent of the total.

The figures are impressive, particularly when considering the fact that RISE specialized in placing the unskilled/untrained segment of the refugee population. The remarkable success of RISE has attracted national attention to this Minnesota based program.

Several factors have made RISE unique among refugee placement programs. First, RISE uses bilingual placement personnel and puts them directly in contact with both the prospective employer and the refugee, rather than placing in strictly supportive positions. Second, RISE personnel take an active role in arranging child care, transportation, and other needs, in an effort to overcome employment barriers. Third, RISE stresses the use of job development rather than relying upon want ads, job bank, etc. In preparing an employer to interview a refugee, the job developer can emphasize the positive qualities of the refugee and minimize stereotyping. Fourth, RISE monitors the success of each placement through periodic followup contacts with each employer.

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\* A non-duplicated placement - each individual is counted as one placement regardless of how many times he/she is placed.

## The Role of Job Service

When comparing the role of the Job Service to other agencies, one point should be kept in mind. The Job Service is not a VOLAG; no mandate exists to provide special services to any refugee group.

During Fiscal Year 1981, the Job Service placed 1,238 individuals of Asian background. Forty-nine percent of these placements were the result of job development activities, and forty-five percent met the definition of permanent placement. The following presents these data in tabular form (from ESARS Table 3).

### Job Service Activity (October 1, 1980 through September 30, 1981)

	Total	Asian	Percent of Total
Applicants Available	327,192	2,071	.6
Applicants Placed	77,773	1,238	1.6
Result of Job Development	12,584	605	4.8
Individuals Placed in			
Nonagricultural Jobs	63,346	1,183	1.9
4-150 days duration	24,168	626	2.6
Over 150 days	33,158	542	1.6
Agricultural Jobs	16,715	61	.4
4-150 days duration	12,103	53	.4
Over 150 days	828	2	.2
Individuals Referred	141,448	1,939	1.4
Nonagricultural Jobs	126,312	1,886	1.5

Southeast Asians accounted for 1.8 percent of active Job Service Applicants during 1981, 1.6 percent of all placements and nearly five percent of all activity can be traced to the efforts of five bilingual interviewers who spent only part of their time dealing with the refugee population.<sup>9/</sup>

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<sup>9/</sup>Because of staff cutbacks during September 1981, several bilingual positions have been eliminated, and those remaining interviewers have been placing less emphasis upon serving the refugee population. Job Service recognizes the need for bilingual placement staff but attempts to secure non-Job Service funded bilingual staff have proved unsuccessful as of the present time.

Temporary placements (3-150 days) were an important aspect of the employment picture, as equal proportions of placements were found in temporary and permanent (over 150 days) jobs. Relatively few Indo-Chinese live in the rural areas of Minnesota as reflected in the low proportion of Agricultural placements (.36 percent).

### The Future

What about the future of the Indo-Chinese Refugee population in Minnesota? The following analysis is based upon IRAP population totals for 1981, and assumes neither a profound change in the economy nor a significant increase in the total refugee population during the next few years. This analysis also assumes a Labor Force total of 11,000, based upon the following totals.

Total Refugee Population 1981 (projected)	30,653
Total Adult population (over 18)	12,261
Fully self supporting	2,820
On non-cash assistance/underemployed	2,697
On cash assistance exempt status	1,226
On cash assistance non-exempt	5,518

The figures show that about 45 percent of the adult population is currently employed, and another 45 percent is potentially able to work. This latter group (on cash assistance non-exempt) excludes refugees who are looking for work but are not on welfare.

The IRAP office projects a figure of 2,800 job placements for FY-1982. If this figure is accurate, the number of refugees on cash assistance (non-exempt) could be cut by over 50 percent by next year. If this rate of job placement continues, most of the employable refugees will be working within two or three years.

### A Funding Crises Exists

Even before the current round of Washington budget cuts, funding problems were a real concern. The first funding crisis began even before refugees began to enter the U.S. in 1975. The unexpected collapse of South Vietnam a funding crisis as well as an administrative one. Who would finance the refugee resettlement program? The question was quickly settled, however, when North Vietnamese troops moved against Saigon in April of 1975.

Another problem, an ongoing one, has been the result of the mobility of the refugee population once it reaches the United States. The Federal Government allocates funds for refugee related programs on the basis of the official refugee population of each state. The estimates are based upon primary migration patterns to each state (with a small modification for secondary migration). Several states, including Minnesota, have experienced large secondary migration, thereby increasing actual population far beyond the official totals.<sup>10/</sup> As a result, Minnesota's funding dollars have been stretched to their limit, resulting in a reduction in services.

Mike Banks, an Employment Guidance Counselor with Ramsey County Welfare testified before the Regional Office of Refugee Resettlement on December 15, 1980. Outlining what he felt were the major problems in moving the Indo-Chinese population to economic self-sufficiency, he pointed out the primacy of funding related problems.

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<sup>10/</sup> While Minnesota's official refugee population was 16,738 as of June 1981, the unofficial estimate based upon the number of refugees who were eligible for welfare + an inflation factor of 30 percent to account for the number of refugees who were self-subsistent, was 24,400.

"... Most programs that deal with refugee problems are understaffed or inadequate to meet the needs of our large population. We have almost no resettlement related social services either from public or private agencies ... Our ESL system (English Second Language) is a patch work of programs with no overall philosophy or plan ... All public and private agencies dealing with employment are understaffed ... "11/

With FY-1982, and the aforementioned budget cuts, a funding shortfall seriously threatens the entire range of refugee programs in all states.

Whereas \$5.7 million was allocated to Minnesota for social services in 1981, the amount for 1982 was cut to \$2.1 million. As of October 1, 1981 the federal government had not disbursed any funds to IRAP for fiscal year 1982. The allocation which did arrive in November was \$583,000, a 60 percent reduction from the 1981 level.

Correspondingly, these funds which are distributed to the individual programs under the auspices of the Minnesota IRAP office were not available for reallocation at the beginning of fiscal year 1982. It is expected that future funding allocations will be on a quarter to quarter basis.

A proposed revision of the Refugee Act of 1980 could result in a reduction or elimination of public assistance for many refugees currently living in Minnesota. The proposed changes could reduce the amount of welfare grants paid to families with children and would completely cut off couples without children and single adults who do not qualify for general assistance.

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11/ Unpublished copy of testimony made to the Regional Office of Refugee Relocation, December 15, 1980.

This proposed change effectively forces a speedup of the time-table for economic self-sufficiency for the entire Refugee Assistance program. The following summarize the working philosophy of IRAP's FY 1982 State Refugee Employment Services Program which is designed to move a refugee to self-sufficiency in 12-18 months.<sup>12/</sup>

1. Effective job development and placement for refugees must be preceded by an adequate system of pre-employment training and orientation. To "push" the refugee into the job market without the basic necessities of language and work skills will only create frustration for employment agencies, employers, and refugees.
2. Employability assessment and planning are crucial to the realization of economic self-support for the refugee.
3. There are enough refugees in need of employment services "to go around". Interagency jealousies and turf issues must be put aside. Targeting the refugee population to various employment providers based on the strength of those programs will be a strategy applied in FY-1982.
4. Services must be conducted in an efficient and cost-effective manner. Administrative waste will not be tolerated.
5. Coordination and cooperation among services providers is an absolute. Employment programs will be a team effort.
6. Refugees have special employment needs which require programs to have sensitivity and creative skill applications to those needs. In addition, utilization of bilingual workers to the maximum extent possible is a vital and effective approach.

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<sup>12/</sup> State of Minnesota, Department of Public Welfare, Refugee Employment Services Program FY 1982. August 25th 1981 p.p. 4-5.

7. Use of both American and Refugee volunteers to support refugees seeking and maintaining employment is important.
8. Paperwork does not place refugees on jobs. Creative, optimistic, and aggressive placement efforts show the best results.
9. Refugees have the rights to self-determination, equal treatment under the law, and equality of opportunity.
10. Sanctions will be applied when appropriate.
11. Knowledge and support of private business and industry employee recruitment needs can be realized.
12. Refugees make productive citizens and good neighbors.

### Conclusion

Although the path to economic self-sufficiency for the Indo-Chinese refugee has uncharted territory and unresolved issues, many agencies and individuals are working very hard to achieve this goal.

Experience has shown that the Indo-Chinese people are hard working, honest, and fully capable of being productive members of American society. The investment in time and resources which has been made in their future is even now beginning to show a healthy return.

By increasing the efficiency and effectiveness of the existing delivery system, it is possible to increase the rate by which economic self-sufficiency is achieved.

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Listing of Agencies Providing  
Services to Indo-Chinese

APPENDIX A 13/

PAGE 1

(REFUGEE PROGRAMS OFFICE  
STATE OF MINNESOTA  
FISCAL YEAR 1981)

VENDOR	ADDRESS	TOTAL AMOUNT CONTRACT '81
Catholic Charities of St. Paul	215 Old Sixth Street St. Paul, Minnesota 55102	\$ 81,032
Lutheran Social Services of MN	2414 Park Avenue South Minneapolis, Minnesota 55404	\$ 16,560 (from 4-1 to 9-30-81)
International Institute of MN	1694 Como Avenue St. Paul, Minnesota 55108	\$ 26,222 (from 4-1 to 9-30-81)
New Employment Project		\$ 131,138 (from 4-1 to 9-30-81)

E.S.L. (English as a Second Language)

VENDOR	ADDRESS	TOTAL AMOUNT CONTRACT '81
Anoka AVTI	Box 191, Anoka, Minnesota 55303	\$ 54,200
Austin AVTI	1900 - 8th Avenue N.W. Austin, Minnesota 55912	\$ 30,444
Dakota AVTI	P.O. Drawer K Rosemount, Minnesota 55068	\$ 74,299
Duluth AVTI	2101 Trinity Road Duluth, Minnesota 55811	\$ 37,210
Eveleth AVTI	402 Roosevelt Avenue Eveleth, Minnesota 55734	\$ 11,766
Faribault AVTI	1225 S.W. 3rd Street Faribault, Minnesota 55021	\$ 17,904
Fair Community Educ. Center	3915 Adair Avenue North Crystal, Minnesota	\$ 28,636
Suburban Hennepin Tech.	1820 N. Xenium Lane Minneapolis, MN 55441	\$ 72,172
International Institute of MN	1694 Como Avenue St. Paul, MN 55108	\$554,638

Jackson AVTI	401 West Street Jackson, Minnesota 56143	\$138,560
Macalester College	Grand and Snelling Avenues St. Paul, Minnesota 55105	\$ 30,224
Mankato AVTI	1920 Lee Boulevard Mankato, Minnesota 56001	\$ 9,506
Minneapolis Public Schools	5821 Wentworth Avenue South Minneapolis, Minneapolis 55419	\$281,990
Moorhead AVTI	Box 100 Moorhead, Minnesota 56560	\$ 25,478
Mounds View AVTI	701 - 8th Avenue N.W. New Brighton, Minnesota 55112	\$ 17,396
Red Wing AVTI	Highway 58 at Pioneer Road Red Wing, Minnesota 55066	\$ 33,752
Rochester AVTI	1926 -2nd Street S.E. Rochester, Minnesota 55901	\$109,316
St. Cloud AVTI	1540 Northway Drive St. Cloud, Minnesota 56301	\$ 47,206
St. Paul Independent School	Gordon School 1619 Dayton Avenue St. Paul, Minnesota 55104	\$ 92,922
916 AVTI	3300 Century Avenue North White Bear Lake, Minnesota 55110	\$140,370
Thief River Falls AVTI	Highway #1 East Thief River Falls, Minnesota 56701	\$ 9,540
St. Paul AVTI	235 Marshall Avenue St. Paul, Minnesota 55102	\$311,465
Willmar AVTI	Box 1097 Willmar, Minnesota 56201	\$ 55,378
H.I.R.E.D.	1009 Nicollet Mall Minneapolis, Minnesota 55403	\$ 67,034
Pine City AVTI	Pine City, Minnesota 55063	\$ 88,134
General College U of M	216 Pillsbury Drive S.E. Minneapolis, Minnesota 55455	\$ 9,999

VENDOR	ADDRESS	TOTAL AMOUNT CONTRACT '81
St. Paul Ramsey Community Center	640 Jackson Street St. Paul, Minnesota 55101	\$306,137
Lutheran Social Services/Duluth	219 North 6th Avenue East Duluth, Minnesota 55805	\$ 21,728
Lutheran Social Services/Moorhead	Professional Center-Suite 2 Holiday Mall Moorhead, Minnesota 56560	\$ 17,709
Catholic Social Service of Winona	P.O. Box 588 55 West Sanborn Street Winona, Minnesota 55987	\$ 49,364
Church World Service	400 South Mail Street/Suite B Austin, Minnesota 55912	\$ 31,968
Minnesota Medical Association	Health Association Center Suite 400 2221 University Avenue S.E. Minneapolis, Minnesota 55414	\$ 18,900
Lutheran Social Service	2414 Park Avenue South Minneapolis, MN 55404	\$ 28,735
University of Minnesota	Department of Psychiatry University of Minnesota Box 393 - Mayo Hospital Minneapolis, Minnesota 55455	\$ 34,668

I. & R. (Information and Referral)

VENDOR	ADDRESS	TOTAL AMOUNT CONTRACT '81
Catholic Charities of St. Cloud	1726 - 7th Avenue South St. Cloud, Minnesota 56301	\$ 60,736
Catholic Charities of St. Paul	215 Old Sixth Street St. Paul, Minnesota 55102	\$ 83,448
Catholic Social Service of Winona	P.O. Box 588 55 W. Sanborn Street Winona, Minnesota 55987	\$ 70,260
Church World Service	400 South Main Street/Suite B Austin, Minnesota 55912	\$128,400
International Institute of MN	1694 Como Avenue St. Paul, Minnesota 55108	\$129,383
Lutheran Social Service of MN	2414 Park Avenue South Minneapolis, Minnesota 55404	\$295,132

SPECIALS

<u>VENDOR</u>	<u>ADDRESS</u>	<u>TOTAL AMOUNT CONTRACT '81</u>
State Health Department (Communicable Disease)	717 Delaware Street S.E. Minneapolis, Minnesota 55440	\$ 81,635
State Health Department	717 Delaware Street S.E. Minneapolis, Minnesota 55440	\$ 82,241
Hennepin County Community	4th Floor/McGill Building 501 Park Avenue Minneapolis, Minnesota 55415	\$253,015
Lao Family Community, Inc.	475 Cedar Street/2nd Floor St. Paul, Minnesota 55101	\$ 92,891
State Education	Capitol Square Building 550 Cedar Street St. Paul, Minnesota 55101	\$129,749

Counties

<u>VENDOR</u>	<u>ADDRESS</u>	<u>TOTAL AMOUNT CONTRACT '81</u>
Hennepin County	A-1005 Government Center 300 South 6th Street Minneapolis, Minnesota 55487	\$ 750,000
Ramsey County	160 E Kellogg Blvd St. Paul, Minnesota 55101	\$ 713,711
All Other Counties		\$ 60,000

Rev. March 31, 1981

LIST OF INDOCHINESE SELF-HELP GROUPS IN MINNESOTA  
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VIETNAMESE LEAGUE IN MINNESOTA

President: Mr. Pham Van Vy  
417 Main St. N.E.  
Mpls., MN 55413  
612/379-2887

VIETNAMESE ALLIANCE OF MINNESOTA

President: Mr. Tran Xuan Thoi  
1630 - 6th St. So.  
D Building, Room 1505  
Mpls., MN 55454  
612/341-4276

VIETNAMESE BUDDHIST ASSOCIATION OF MINNESOTA

President: Mr. Nguyen Huu Chi  
1261 North Dale  
St. Paul, MN 55117  
612/488-0695

ASSOCIATION OF CAMBODIAN REFUGEES IN MINNESOTA AND FRIENDS

President: Mr. Koy Chhoeurn  
1449 Clarence St.  
St. Paul, MN 55106  
612/774-1676

LAO FAMILY COMMUNITY INC.

President: Mr. Ly Teng  
475 Cedar Street/2nd Fl.  
St. Paul, Minnesota 55101  
612/221-9014

VIETNAMESE CATHOLIC COMMUNITY

President: Rev. Peter Thanh  
Church of St. Vincent de Paul  
651 Virginia  
St. Paul, MN 55103  
612/488-2172

THE VIETNAMESE EVANGELICAL CHURCH

President: Mr. Tran Van Oan  
4837 Bedford Road  
Mound, MN 55364  
612/446-1411 (w)  
612/472-6726 (h)

THE MINNESOTA VIETNAMESE STUDENT ASSOCIATION

President: Mr. Thinh Tran Van  
Ford Hall, Room #30  
U of M  
Minneapolis, MN 55485  
612/339-5576

LAO ASSOCIATION OF MUTUAL ASSISTANCE (LAMA)

President: Thao-Mo Bounnak  
4058 Beryl Road  
Eagan, MN 55122  
612/452-6824

CAMBODIAN AMERICAN ASSOCIATION OF MINNESOTA

President: Mr. Chim Sotoun  
P.O. Box 4002  
St. Paul, MN 55104  
612/535-1760

LAO ASSOCIATION IN MINNESOTA (LAM)

President: Mr. Bounleng Daoheuang  
638 E. 78th St. #306  
Richfield, MN 55423  
612/869-1955

FELLOWSHIP OF THE REPUBLIC OF VIETNAM ARMED FORCES IN MINNESOTA

President: Mr. Vu Quang  
805 Ivanhoe Drive  
Northfield, MN 55057  
507/645-4512

VIETNAMESE CULTURAL ASSOCIATION

President: Mr. Vu Khac Khoan  
2985 Northview St.  
Roseville, MN 55113  
612/484-0635

VIETNAMESE AMERICAN FRIENDSHIP ASSOCIATION

President: Mr. Francois Toan\*  
1649 Juno  
St. Paul, MN 55116  
612/690-1353

\*please indicate complete title on correspondence

MIDWEST INTERNATIONAL ORIGINAL KUNG FU ASSOCIATION

President: Prof. Vuong Thong  
Mears Park Place, Suite 437  
401 Sibley St.  
St. Paul, MN 55101  
612/291-2405

Select List of Local Agencies Providing Services to Indochinese

Planning, Funding, Information and Referral

<u>Agency</u>	<u>Contact Person</u>	<u>Telephone</u>	<u>Service</u>
Indochinese Resettlement Office - DPW	Jane Kretzmann, Director	296-8140	Coordination, referral, development of state plan, allocation of federal funds, data collection, etc.
St. Paul/Ramsey County Indochinese Planning Team	Marc Paul Smith	292-6690	Planning and coordination of services in Ramsey County.
City of St. Paul	David Bradshaw Planning & Econ. Development	292-6231	Planning for city services information and referral.
	Mary Ann Hecht	298-4747	

Resettlement, Information and Referral

Catholic Social Services	Marguerite Loftus, Director, Indo- chinese Program	222-3001	Sponsorship, initial orientation, information and referral services to unaccompanied minors.
Lutheran Social Services of Ramsey County	Marvin Grunke	774-9507	Sponsorship (in cooperation with state organization) job searching, advocacy, information and referral.
International Institute	Bob Hoyle, Director	647-0191	Sponsorship, orientation, language training, counseling.
Lao Family Community	Xang Vang, Director Julie Davis, Asst. Director	221-9014	Information and referral, counseling, language training, small business development driver's training.

Select List of Local Agencies Providing Services to Indochinese

Continued...

Health

<u>Agency</u>	<u>Contact Person</u>	<u>Telephone</u>	<u>Service</u>
City of St. Paul Dept. of Health	Ed Everhart, Director	227-7741	Health screenings, clinics, immunizations, family planning, dental care, etc.
E. Metro Health Coalition	Kathy Johnson Coordinator	297-3846	Coordinates, interpreters for E. Metro Health Services
City of St. Paul Nutrition Program	Katherine Cairns	646-2600	Nutrition Services
Ramsey County Nursing Service	Elaine Saline	298-5467	Nursing Services.
City of St. Paul Model Cities Health Clinic	Timothy Vann, Director	224-4601	Health screening, total primary care, dental care, family plan- ning (open two evenings and Sat. A.M.)
Dept. of Public Health 555 Cedar	Katie Brown	292-7708	
St. Paul/Ramsey Hospital	Diane Schmidt Dr. Neal Holton, Dept. of Internal Medicine	221-3456	Emergency and non-emergency medical care, family paractice clinic.
Lutheran Social Services of Hennepin County	Ellen Erickson, Director	871-0221	Mental Health Project

Employment and Vocational Training

Ramsey County Dept. of Public Welfare	Bob Parks Mike Banks	298-4878	Employment assessment, referral, job development.
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Select List of Local Agencies Providing Services to Indochinese

Continued...

<u>Agency</u>	<u>Contact Person</u>	<u>Telephone</u>	<u>Service</u>
MN Dept. of Vocational Education	Linda Ball, Supervisor, Refugee Programs	296-5707	Technical assistance to administrators and teachers in vocational programs at St. Paul TVI, White Bear and Dakota County Vocational School, and IRAP.
CETA	Sharon Stewart	298-6891	Mainstream S.E. Asians into regular programs of job counseling, placement and referral and funding for job training.
St. Paul Technical Vocational Institute	Francisco Trejo, Director, Bilingual Program	221-1300	Bilingual Vocational Training Program, Assessment, counseling, advocacy, supplementary English and math.
Project Rise	Charles Boutell, Director	644-9986	Job development, job counseling and placement.
<u>Language Services</u>			
International institute	Bob Hoyle, Director	647-0191	Sponsorship, orientation, language training, information and referral, counseling services, employment services.
Minnesota Literacy Council	Katherine Peothig	636-3499	Training and coordination of volunteer tutors.
Macalester College	Karl Sandberg	647-6392	Trains ESL language teachers.
University of Minnesota	Betty Robinette	373-7855	Trains ESL language teachers.

Select List of Local Agencies Providing Services to Indochinese

Continued...

<u>Agency</u>	<u>Contact Person</u>	<u>Telephone</u>	<u>Service</u>
Lao Family Comm.	Xang Vang Director	221-9014	Survivial English
<u>Education</u>			
St. Paul Public Schools	Julio Almanza, Director, Bilingual Ed. Ben Bryant, Adult Ecucation	222-2563  293-7755	Planning, coordination, program development, allocating and fund development, teaching K-12, pre-school, and 16-21 precareer programs, home-school liasion, Adult basic Education, GED.
State Department of Education	Jesse Montanyo	296-1062	Planning, allocation of state education grants, technical assistance on federal grants.
<u>Housing</u>			
City of Saint Paul Housing Information Office	Janice Rettman	298-5591	Information and assistance in finding affordable housing.
Public Housing Office	Eric Sallemen	298-4482	Provision of housing for low and moderate income persons, related social services. Translator.
St. Paul Tenants Union	Marlene Herold	224-6538	Housing advocacy.
<u>Other Community Services</u>			
American Refugee Committee	Stan Breen, Director	332-5365	Sends medical teams to South- east Asian refugee camps, maintains clothing and furni- ture warehouse in Metro area, finds sponsors and refers.

Select List of Local Agencies Providing Services to Indochinese

Continued...

<u>Agency</u>	<u>Contact Person</u>	<u>Telephone</u>	<u>Service</u>
Ramsey County Dept. of Public Welfare	Gail Stromel, Manager, AFDC	298-5483	Financial assistance and medical assistance.
New Beginnings	Rev. Williams	224-3835	Emergency food and clothing, transportation, counseling.
Neighborhood Justice Center	Steve Cooper	222-4703	Legal Services, translation.
Summit-University Acculturation Task Force	Cedric Mitchell	224-4601	Educational, social and recreational functions for the community.
Region II Battered Women's Consortium	Bernice Sisson, Director	227-6690	Technical assistance to programs dealing with family violence.

