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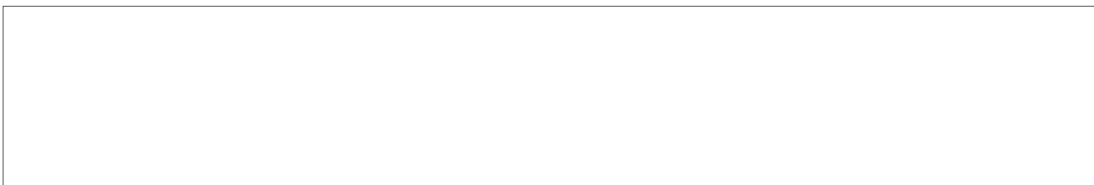
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NC 0270842

TOR: 142239Z SEP 88

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 TO RUFHRO/AMEMBASSY ROME PRIORITY 0000  
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 RUFHMD/AMEMBASSY MADRID PRIORITY 0000  
 RUEHML/AMEMBASSY MANILA PRIORITY 0000  
 RUEHME/AMEMBASSY MEXICO CITY PRIORITY 0000  
 RUEHMG/AMEMBASSY MOGADISHU PRIORITY 0000  
 RUEHOT/AMEMBASSY OTTAWA PRIORITY 0000  
 RUEHZP/AMEMBASSY PANAMA PRIORITY 0000  
 RUEHSJ/AMEMBASSY SAN JOSE PRIORITY 0000  
 RUEHSN/AMEMBASSY SAN SALVADOR PRIORITY 0000  
 RUEHTG/AMEMBASSY TEGUCIGALPA PRIORITY 0000  
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 RUFHDL/AMEMBASSY BONN PRIORITY 0000  
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*Handwritten signature or initials, possibly 'DNR'.*

FOR INSOFFS, CONOFFS, REFCOORDS, AND REFOFFS

E.O. 12365: N/A

TAGS: PREF

SUBJECT: CONGRESSIONAL CONSULTATIONS ON FY 89 REFUGEE  
ADMISSIONS

REF: (A) USIA WIRELESS FILE DTD 9/14/88

1. ON SEPTEMBER 13, BEFORE THE SENATE JUDICIARY  
COMMITTEE, THE SECRETARY PRESENTED THE PRESIDENT'S

# UNCLASSIFIED

# UNCLASSIFIED

88 0270842 SUP

PAGE 002  
TOR: 142239Z SEP 88

NC 0270842  
STATE 301235

PROPOSAL FOR REFUGEE ADMISSIONS FOR FY 89. AN EXCERPT OF HIS TESTIMONY ON THE PROPOSED ADMISSIONS CEILINGS FOLLOWS PARA 4. FURTHER EXCERPTS WERE PROVIDED REF A.

2. THE HOUSE JUDICIARY COMMITTEE HEARING IS SCHEDULED FOR SEPTEMBER 15, WITH AN INTERAGENCY PANEL HEADED BY THE US COORDINATOR FOR REFUGEE AFFAIRS PRESENTING THE ADMINISTRATION'S PROPOSAL.

3. POSTS SHOULD REMEMBER THAT UNTIL THE CONSULTATIONS ARE COMPLETED AND A PRESIDENTIAL DETERMINATION IS SIGNED AND TRANSMITTED TO POSTS, NO REFUGEE MAY BE ADMITTED INTO THE U.S. UNDER THE FY 1989 CEILINGS. ON A SEPARATE TRACK, THE HOUSE-SENATE CONFERENCE ON THE APPROPRIATIONS FOR THE MIGRATION AND REFUGEE ASSISTANCE ACCOUNT WILL BE

A DETERMINANT OF THE FINAL OPERATIONAL ADMISSIONS PLAN, AS DESCRIBED IN THE TESTIMONY BELOW.

4. BEGIN EXCERPT OF SECRETARY'S TESTIMONY.

PROPOSED REFUGEE ADMISSIONS FOR FY 1989

MR. CHAIRMAN, WE ARE HERE THIS MORNING TO ADDRESS THE PRESIDENT'S PROPOSED CEILINGS FOR REFUGEE ADMISSIONS FOR FISCAL YEAR 1989.

THE REFUGEE ACT OF 1980, WHICH ESTABLISHED THIS CONSULTATIVE PROCESS, STATES, QUOTE THE PRESIDENT SHALL REPORT TO THE COMMITTEES ON THE JUDICIARY OF THE HOUSE OF REPRESENTATIVES AND OF THE SENATE REGARDING THE FORESEEABLE NUMBER OF REFUGEES WHO WILL BE IN NEED OF RESETTLEMENT DURING THE FISCAL YEAR AND THE ANTICIPATED ALLOCATION OF REFUGEE ADMISSIONS DURING THE FISCAL YEAR. UNQUOTE.

LAST YEAR, DURING BOTH THE REGULAR AND THE EMERGENCY CONSULTATIONS, WE SET REFUGEE ADMISSIONS NUMBERS THAT WERE HIGHER THAN THE FUNDS AVAILABLE FOR THE ADMISSIONS PROGRAM. THIS LED TO CONFUSION AND DISAPPOINTMENT AS THE YEAR WENT ON AND THE MONEY RAN OUT. I AM, THEREFORE, VERY RELUCTANT TO BEGIN THE FISCAL YEAR WITH AN ADMISSIONS PROGRAM CEILING HIGHER THAN THAT FOR WHICH FUNDS WILL BE AVAILABLE.

UNFORTUNATELY, WE DO NOT YET KNOW WHAT FUNDS WE WILL HAVE AVAILABLE FOR FY 1989. NEITHER THE APPROPRIATIONS FOR HHS NOR FOR THE STATE DEPARTMENT HAS BEEN ENACTED. THE HHS FY 1989 APPROPRIATIONS BILL PROVIDES FUNDING TO SUPPORT UP TO 90,000 REFUGEE AND AMERASIAN ADMISSIONS FOR 24 MONTHS.

IN THE CURRENT FISCAL YEAR THE STATE DEPARTMENT HAD USDOLS 338,450,000 AVAILABLE FOR REFUGEE PROGRAMS FUNDED OUT OF THE MIGRATION AND REFUGEE ASSISTANCE ACCOUNT, INCLUDING REFUGEE ADMISSIONS AND ASSISTANCE PROGRAMS. THE PRESIDENT'S BUDGET REQUEST FOR REFUGEES FOR FY 1989 -- CONSTRAINED AS IT IS BY GRAMM-RUDMAN-HOLLINGS AND THE BIPARTISAN BUDGET AGREEMENT -- IS USDOLS 340,000,000. THE BILL ADOPTED BY THE HOUSE PROVIDES USDOLS 361,950,000, BUT REQUIRES THAT USDOLS 23,500,000 BE TRANSFERRED TO HHS, LEAVING A NET AMOUNT OF USDOLS 338,450,000. THE SENATE BILL PROVIDES THE SAME USDOLS 361,950,000. THE SENATE BILL DOES NOT REQUIRE A TRANSFER TO HHS BUT DOES EARMARK USDOLS 140,000,000 FOR REFUGEE AND AMERASIAN IMMIGRANT ADMISSIONS. THE CONFERENCE ON THE TWO BILLS IS SCHEDULED TO BEGIN NEXT WEEK.

IF THE FINAL BILL PROVIDES THE STATE DEPARTMENT

# UNCLASSIFIED

**UNCLASSIFIED**

88 0270842

SUP

PAGE 003

NC 0270842

TOR: 142239Z SEP 88

STATE 301235

USDOLS 338,450,000, THE SAME AMOUNT AS LAST YEAR, WE WILL HAVE NEW FUNDS TO BRING IN ONLY 68,500 PERSONS. IF THE FINAL BILL PROVIDES USDOLS 361,950,000, INCLUDING THE USDOLS 140,000,000 EARMARK FOR ADMISSIONS, WE WILL HAVE NEW FUNDS TO BRING IN 82,000 REFUGEES AND AMERASIAN IMMIGRANTS. IN ADDITION, WE ESTIMATE THAT CARRY-OVER FUNDS FROM THE FISCAL YEAR 1988 DIRE EMERGENCY SUPPLEMENTAL WILL BE AVAILABLE TO FUND AN ADDITIONAL 2,000 REFUGEE ADMISSIONS. THEREFORE, THE POTENTIAL FULLY-FUNDED ADMISSIONS LEVEL IS BETWEEN 70,500 AND 84,000, DEPENDING ON THE FINAL APPROPRIATION. WITH REGARD TO FULLY FUNDED ADMISSIONS, AT NO TIME WILL WE OPERATE AT A RATE HIGHER THAN THAT FOR WHICH FUNDS ARE AVAILABLE IN THE MRA ACCOUNT.

ESTABLISHING THE CEILING REQUIRES BALANCING OUR HUMANITARIAN AND FOREIGN POLICY GOALS, REFUGEE ELIGIBILITY REQUIREMENTS, DOMESTIC RESETTLEMENT CAPACITY, AND ESTIMATED COSTS. FOR FY 1989, THEREFORE, DESPITE MY MISGIVINGS AND MY DESIRE TO BE ABSOLUTELY CLEAR TO THE CONGRESS AND NOT TO MISLEAD ANYONE ABOUT ACTUAL ADMISSIONS LEVELS, WE ARE PROPOSING AN AGGREGATE, WORLDWIDE CEILING FOR REFUGEE AND AMERASIAN IMMIGRANT ADMISSIONS OF 94,000. IT IS COMPRISED OF THREE ELEMENTS: UP TO 84,000 FULLY-FUNDED ADMISSIONS; UP TO 6,000 WHICH COULD BE PARTIALLY FUNDED BY THE GOVERNMENT AND PARTIALLY BY THE PRIVATE SECTOR; AND UP TO 4,000 RESERVED FOR THE SEPARATE, PRIVATE SECTOR PROGRAM. THE 6,000 PARTIALLY-FUNDED NUMBERS WILL COVER A GROUP OF PERSONS, SOME OF WHOSE DOMESTIC RESETTLEMENT COULD BE FUNDED OUT OF THE AVAILABLE HHS/ORR MONEY AND SOME WHO COULD BE ADMITTED WITHOUT ANY FEDERAL FUNDING WHATSOEVER. THEREFORE, WE ARE NOT SEEKING ADDITIONAL FEDERAL FUNDS TO FINANCE THESE 6,000 ADMISSIONS. IN ADDITION, WE PROPOSE TO CONTINUE THE CURRENT ALLOCATION OF 4,000 NUMBERS FOR THE FULLY PRIVATELY-FUNDED ADMISSIONS INITIATIVE. THIS PRIVATE SECTOR INITIATIVE HAS ALREADY BENEFITED HUNDREDS OF CUBAN REFUGEES IN FISCAL YEAR 1988.

ONCE THE FINAL APPROPRIATIONS FOR FY 1989 ARE ENACTED, WE WILL ADVISE CONGRESS OF OUR OPERATIONAL PLAN BY REGION THAT IS CONSISTENT WITH THE ACTUAL FUNDING AVAILABLE. IF THE FINAL APPROPRIATIONS LEVEL FOR THE DEPARTMENT OF STATE BUDGET WOULD FUND 70,500 ADMISSIONS IN FY 89, THEN WE WILL COMMENCE THE YEAR AT AN OPERATIONAL LEVEL OF 70,500.

IF THE FINAL APPROPRIATIONS FOR FY 89 FULLY FUNDS 84,000 ADMISSIONS IN THE STATE DEPARTMENT BUDGET AND 90,000 ADMISSIONS IN THE HHS BUDGET, WE WOULD COMMENCE THE FISCAL YEAR WITH AN OPERATIONAL PLAN FOR 90,000. THIS PLAN WOULD INCLUDE THE PARTIALLY-FUNDED CATEGORY OF 6,000 PERSONS WHO WOULD RECEIVE HHS FUNDING ONLY.

THE PROPOSED REGIONAL CEILINGS FOR THE 90,000 LEVEL ARE SHOWN BELOW. ALSO INCLUDED IS A POSSIBLE ALLOCATION BY REGION WHICH COULD RESULT AT THE 70,500 LEVEL.

REGION	PROPOSED CEILINGS (ASSUMING ADEQUATE FUNDING)	MINIMUM FULLY FUNDED LEVEL
EAP		
FIRST ASYLUM	28,000	22,000
ODP (INCLUDES AMERASIAN IMMIGRANTS)	25,000	17,000
EE/SOV	24,500	21,000
NEA	7,000	6,000

**UNCLASSIFIED**

**UNCLASSIFIED**

88 0270842 SUP		PAGE 004		NC 0270842	
		TOR: 142239Z SEP 88		STATE 301235	
ARA		3,500		3,000	
AF		2,000		1,500	
TOTAL		90,000		70,500	
UNALLOCATED (PRIVATE SECTOR)		4,000		4,000	
GRAND TOTAL		94,000		74,500	

A THOROUGH EXPLANATION AND JUSTIFICATION FOR EACH OF THESE PROPOSED REGIONAL LEVELS IS FOUND IN THE DOCUMENT ENTITLED, PROPOSED REFUGEE ADMISSIONS FOR FY 1989. ITS COMPANION, THE WORLD REFUGEE REPORT, PROVIDES A DESCRIPTION OF THE NATURE OF THE WORLD REFUGEE SITUATION TODAY. I WOULD LIKE TO SAY SOMETHING ABOUT THE IMPORTANCE OF EACH OF THE REGIONAL ADMISSIONS LEVELS, HOWEVER.

EAST ASIA - FIRST ASYLUM. THE LEVEL OF 28,000 IN THE PRESIDENT'S REQUEST RESPONDS TO THE CURRENTLY HIGH NUMBER OF VIETNAMESE BOAT PEOPLE IN CAMPS (INCLUDING NEW ARRIVALS SINCE JANUARY 1988) AND PUTS US IN A POSITION TO ADMIT SOME ADDITIONAL LONGSTAYERS (WHICH IS PART OF THE NEW COMPREHENSIVE STRATEGY FOR SOUTHEAST ASIA) SHOULD WE WISH TO DO SO. IN A PERIOD WHEN FIRST ASYLUM IN SOUTHEAST ASIA HAS SIGNIFICANTLY ERODED, THIS LEVEL IS NEEDED TO ENCOURAGE THE ASEAN COUNTRIES TO CONTINUE HUMANE RECEPTION AND TREATMENT OF REFUGEES.

EAST ASIA - ORDERLY DEPARTURE PROGRAM. THE PROPOSED LEVEL OF 25,000, WHICH INCLUDES 13,000 REFUGEES AND 12,000 AMERASIAN IMMIGRANTS, EXCEEDS THE FY 1988 ADMISSIONS CEILING BY 16,500. AN EXPANDING ODP IS VITAL AS AN ALTERNATIVE TO BOAT DEPARTURES, AND IS A VITAL PART OF OUR STRATEGY FOR THAT REGION. THE LEVEL ALSO PROVIDES FOR SEVERAL THOUSAND FORMER REEDUCATION CAMP DETAINEES AND THEIR ACCOMPANYING RELATIVES, TO WHOM, AFTER SIX YEARS OF NEGOTIATIONS, WE HOPE TO START GAINING ACCESS IN THE COMING FISCAL YEAR.

EASTERN EUROPE AND THE SOVIET UNION. WE HAVE DETERMINED THAT WITHIN THE OVERALL TOTAL THAT WE ARE RECOMMENDING FOR INCLUSION IN THE REFUGEE PROGRAM, A TOTAL OF 24,500 BE ALLOCATED TO THE EASTERN EUROPE AND SOVIET UNION. WE RECOGNIZE THAT THE NUMBER OF ELIGIBLE APPLICANTS WITH EXIT PERMISSION IS UNPREDICTABLE, AND MAY BE HIGHER, BUT UNDER THE RELEVANT CIRCUMSTANCES, CONSIDER THIS A REASONABLE LEVEL.

NEAR EAST AND SOUTH ASIA. THE SUGGESTED LEVEL OF 7,000 WILL ALLOW FOR A CONTINUATION, ALBEIT AT A REDUCED LEVEL FROM FY 1988, OF OUR PROGRAM TO RESETTLE AFGHAN, IRANIAN, IRAQI, AND SOME FEW OTHER NEAR EASTERN REFUGEES, INCLUDING A LARGE NUMBER OF RELIGIOUS MINORITIES. WE EXPECT TO NEED FEWER NUMBERS BECAUSE CONDITIONS ARE BEGINNING TO STABILIZE IN AFGHANISTAN, MAKING IT POSSIBLE FOR MANY AFGHANS TO RETURN TO THEIR HOMELAND. ALTHOUGH THE HOPE FOR AN END TO THE EIGHT YEAR LONG IRAN-IRAQ CONFLICT MAY LEAD TO FEWER APPLICANTS, PERSECUTION OF RELIGIOUS MINORITIES IN IRAN CONTINUES, INCLUDING BAHAI'S, CHRISTIANS, AND JEWS.

WESTERN HEMISPHERE. WE ARE COMMITTED TO ADMITTING 3,000 FORMER POLITICAL PRISONERS FROM CUBA UNDER THE MARIEL MIGRATION AGREEMENT, AND HAVE A HUMANITARIAN INTEREST IN PROVIDING RESETTLEMENT TO CERTAIN REFUGEES IN CENTRAL AMERICA FOR WHOM REPATRIATION IS NOT AN OPTION. THE CEILING ALSO PROVIDES FOR THE RESETTLEMENT OF POLITICAL

**UNCLASSIFIED**

# UNCLASSIFIED

88 0270842 SUP

PAGE 005  
TOR: 142239Z SEP 88

NC 0270842  
STATE 301235

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PRISONERS IN CENTRAL AMERICA.

AFRICA. THE LEVEL OF 2,000 ADMISSIONS FOR AFRICA SUPPORTS OUR PRIORITY FOR ETHIOPIAN AND SOUTHERN AFRICAN REFUGEES, FOR WHOM PROTECTION IN THEIR COUNTRIES OF ASYLUM IS OFTEN TENUOUS. THE FACT THAT 2,000 IS, ADMITTEDLY A RELATIVELY LOW FIGURE REFLECTS THE PRACTICAL REALITY THAT WE HAVE DIFFICULTY ARRANGING FOR EFFICIENT MOVEMENTS OF APPROVED ETHIOPIAN REFUGEES FROM THE SUDAN. WITH AN INS OFFICER IN NAIROBI, NOW, WE EXPECT THAT OUR ACCESS TO CASES WHERE PROTECTION IS A PROBLEM WILL IMPROVE.

MR. CHAIRMAN, I HAVE PROVIDED A BRIEF JUSTIFICATION OF THE LEVELS WHICH WE WOULD LIKE TO SEE ESTABLISHED AS THE CEILINGS. I ACKNOWLEDGE FULLY THAT AT PRESENT WE ARE UNABLE TO ADMIT REFUGEES AT THESE REGIONAL LEVELS BECAUSE OF THE LIMITS ON FUNDING CONTAINED WITHIN THE BUDGET SUMMIT AGREEMENT. AS THE STEWARDS OF OUR REFUGEE POLICY, HOWEVER, THE ADMINISTRATION IS RESPONSIBLE FOR ENSURING THAT OUR HIGHEST HUMANITARIAN AND FOREIGN POLICY OBJECTIVES ARE REFLECTED IN OUR REFUGEE PROGRAMS. LET ME PLEDGE TO YOU THAT WE WILL CARRY OUT THIS RESPONSIBILITY TO THE BEST OF OUR ABILITY. WITH THE CONTINUED BIPARTISAN SUPPORT OF CONGRESS, WE WILL CONTINUE IN OUR TRADITIONAL HUMANITARIAN SPIRIT TO PROVIDE FOR THE NEEDS OF REFUGEES AROUND THE WORLD. THANK YOU.

END EXCERPT. (4341T) SHULTZ  
END OF MESSAGE

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