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3/17/83

Mike,

Please find attached
an article in today's Miami
Herald which Ad Harper
should be aware of. The
backlog material which
Mark Cosca of ORR/OAC
is providing should
explain the situation.

We also attached a
Naitox animal table
in support of our assertion
of a dramatic decrease
in illegal animals.

Hope this is helpful.

Phil Brady 633-3008

Miami Herald

March 17, 1983

Refugee-Aid Delays Costly to Floridians

By GUILLERMO MARTINEZ
News Staff Writer

SOME things never change. Every year Florida has to go through the same long and arduous struggle with the Federal Government to get the funds it needs to care for the Cuban and Haitian entrants who came to this country prior to Dec. 31, 1980. This year is no different.

Back in 1980 it was a legal hang-up. The Carter Administration said the 125,000 Mariel boat people and the thousands of Haitians who came that same year were not refugees. They were entrants and thus not entitled to Federal assistance under the Refugee Act of 1980.

Enter Florida's congressional delegation. Under the provisions of a bill introduced by Rep. Dante Fascell and then Sen. Richard Stone, entrants were granted the same financial benefits as refugees. For three years the Federal Government would reimburse the states for the money spent in helping these people adapt to life in the United States.

It didn't work out that way. In 1982 the Reagan Administration cut back the benefits for refugees and entrants to 18 months. The cutoff was sudden, the confrontation between state and Federal officials serious. The debate raged for weeks.

Florida took the matter to court. In the end, Federal officials agreed to give Florida \$31 million in impact aid to help provide the assistance needed for the Cuban and Haitian entrants.

That was in the Spring of 1982. Now the problem has resurfaced again.

Over at Jackson Memorial Hospital (JMH), the funds received under the 1982 impact-aid program will run out this month. It has provided in-patient care to 948 Cubans and 1,280 Haitians and out-patient care for 7,821 Cubans and 4,545 Haitians since June 15. Ed Tudanger, the hospital's director of finance, says JMH received \$9,166,249. As of Feb. 28, the hospital had spent \$8,366,507.

This does not take into consideration the \$3-million that Jackson has spent in providing services to those Nicaraguans, Cubans, and Haitians not covered by the Fascal-Stone Amendment or the Refugee Act of 1980.

If the Federal Government does not pay, the burden will fall on local residents. They will have to pick up the tab, either by paying higher taxes, or by paying more for the services at the hospital.

Linda Berkowitz, South Florida Refugee Coordinator, explains that the contract for an entrant employment and training program ends on May 31. The program provides vocational training and English instruction to 3,000 entrants who need the most-basic skills so they can find jobs and start taking care of themselves. Berkowitz estimates

that at least 10,000 of the Cubans and Haitians who came in 1980 are hard-core unemployable and still in need of assistance.

Congress agrees. Sen. Lawton Chiles included \$75 million in this year's continuing resolution to provide targeted assistance programs for refugees and entrants.

The Office of Management and Budget (OMB) and the Office of Refugee Resettlement (ORR) quickly moved and approved regulations that would provide \$30 million in funds to help the refugees — most of whom are in California. Another \$5 million was earmarked for Dade County schools.

THE problem is with the other \$40 million. First OMB took its time in giving its clearance. When they were approved, ORR decided that the funds were for disbursement starting July 1, according to Oliver Cronwell, the agency's Washington spokesman.

The delay hurts Florida.

"We need the money now," said Sandy Gamble, a governmental assistant in Florida's Washington office. She explained that it is very hard for state officials to draft a plan until they have an idea of how much money the state will get. And it will be more expensive to close down and re-open employment-training programs than it is to keep the good programs functioning without any interruption.

"We have to fight for every dime, year after year after year, to meet what is clearly today — and will be tomorrow — a Federal responsibility," said Berkowitz.



Martinez

KNOWN EXCLUDABLE HAITIAN ARRIVALS, MIAMI, FLORIDA

<u>Month</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>
January	--	12	8	577	769	41
February	--	20	12	308	262	12
March	--	35	38	1,401	530	14
April	--	94	44	1,174	475	20
May	96	178	75	1,266	803	2
June	--	630	171	1,456	1,507	
July	--	454	219	1,462	1,717	
August	77	206	223	1,731	978	
September	45	99	185	1,874	629	
October	--	17	637	2,280	306	
November	52	62	330	1,021	47	
December	<u>4</u>	<u>8</u>	<u>580</u>	<u>543</u>	<u>46</u>	
	<u>274</u>	<u>1,815</u>	<u>2,522</u>	<u>15,093</u>	<u>8,069</u>	
		<u>1980</u>	<u>1981</u>	<u>1982</u>		
Subtotals (Jan - May)		4,726	2,839	89		

CUBAN/HAITIAN ENTRANTS

Since the "Mariel boatlift" began in April 1980, 85,000 Cuban Entrants have settled in Florida. In addition, there have been 35,000 documented Haitian resettlements in the last few years, although the actual number of Haitians in Florida is far higher.

Secondary Resettlement Outside Florida

Most entrant resettlements have been accomplished by the traditional voluntary agencies or by simple family reunification. There remains, however, a population of single, mostly male, entrants without appropriate sponsorship and often without means of support. In March 1982, Jack Svahn in testimony before Senator Chiles on ORR's FY '83 budget request, announced a forthcoming secondary resettlement (outside Florida) proposal. In August 1982, ORR announced in the Federal Register the availability of \$1,750,000 for secondary resettlement of Cubans and Haitians. ORR has tentatively accepted two proposals for resettlement of 370 people. Under a separate initiative, three voluntary agencies have been awarded grants for the resettlement of 200 people each.

Haitian Interim Placement Program

In June 1982, a Federal District Court ordered released 1,768 Haitians then held in INS detention facilities. ORR made grants of approximately \$670 per Haitian to the voluntary agencies for resettlement and maintenance services for four months. 828 Haitians were resettled in Florida. The four-month grant period has expired for the earliest releases and will conclude for all by the end of February. The Department of Justice (INS) and the voluntary agencies are currently at odds over renewal of the grants. ORR has no involvement with respect to further grants, but continues to monitor the current grants.

Resettlement of Cuban Detainees

In November 1982, a Federal District Court ordered the release of some Cubans detained at various Federal Correctional Institutions. The order included the suspension of an ORR policy preventing the resettlement of Cubans into impacted areas, particularly Florida, except for immediate family reunification cases. (Until now, 75 family cases have gone to Florida.)

On January 5, ORR published a notice of availability of funds for sponsorship of the Cuban detainees affected. No grants have been made.

The Department of Justice will appeal the District Court order. The State of Florida, which fears an influx of Cubans who have been in prison for months or years, may join the appeal.

REFUGEES

Florida has received approximately 11,000 Southeast Asian refugees since 1975.

ORR FUNDING TO THE STATE OF FLORIDA -- FY 1980-81-82-83

1/24/ 1983

<u>PROGRAM/FY</u>	<u>CMA</u>	<u>Social Svces</u>	<u>Unacc. Minors</u>	<u>TOTAL</u>
<u>Cuban-Haitian Entrants -Domestic Assistance</u>				
Retroactive FY-80 Awards to State	\$ 6,155,284	--	183,218	6,338,502
FY 1981 Awards to State	43,102,034	2,093,070	2,475,177	47,670,281
FY 1982 Awards to State	55,423,398	22,982,609	-- 1/	78,406,007
FY 1982 Targeted Assistance	31,025,000	--	--	31,025,000
Total, C/H Domestic Assistance	135,705,716	25,075,679	2,658,395	163,439,790
<u>Refugee Assistance</u>				
FY 1980 Awards to State	14,441,464	6,786,400	--	21,227,864
FY 1981 Awards to State	14,461,713	447,446	--	14,909,159
FY 1982 Awards to State	9,000,000	8,635,722	--	17,635,722
Total, Refugee Assistance	37,903,177	15,869,568	-- 1/	53,772,745
<u>Cuban Program Phasedown 2/</u>				
FY 1980 Awards to State	18,118,891	--	--	18,118,891
FY 1981 Awards to State	18,587,715	--	--	18,587,715
Total, Cuban Program Phasedown	36,706,606	--	--	36,706,606
<u>Refugee & Entrant Assistance Program 3/</u>				
FY 1983, Cumulative thru 2nd Quarter	7,350,000	1,484,000	-- 1/	8,834,000

FOOTNOTES

- 1/ Funds for Unaccompanied Minors included in Cash/Medical/Administration figure.
- 2/ The Cuban Program Phasedown reimburses only for Cash, Medical, Administration costs. The program terminated at the end of FY 1981, and there is no funding for the program in 1982.
- 3/ The Refugee Assistance Program and Cuban-Haitian Entrants Program are combined under one appropriation by virtue of the second FY 1983 Continuing Resolution, P.L. 97-377.

FY 83 ORR APPROPRIATION (P.L. 97-377)

Refugee and Entrant Cash and Medical Assistance	300.5 340.5 Million
Refugee and Entrant Social Services	80.0 Million
Refugee and Entrant Targeted Assistance (\$5 million of which is to be granted to school districts heavily impacted by Entrant students, i.e., Dade County, Florida)	75.0 Million
Federal Administration	5.9 Million
Preventive Health	6.0 Million
Voluntary Agency Program	11.0 Million
Refugee Education (excludes Entrants)	<u>16.6 Million</u>
Total, FY 83	\$585.0 Million

ORR FY 1984 BUDGET REQUEST
(\$ in thousands)

<u>Activity</u>	<u>1984 Request</u>	<u>Explanation of program/activity</u>
State Administered Program - Cash/Medical/Administration	\$ 190,242	Funds are used to reimburse the State share of assistance to (36-month) eligible refugees in the Aid to Families with Dependent Children (AFDC), Medicaid, Supplemental Security Income (SSI) and State and local General Assistance (GA) programs, and costs to aid refugee unaccompanied minors.
Voluntary Agency Program	\$ 4,000	Funds are provided as a match, up to \$1,000 per refugee, to voluntary agencies for resettling refugees. The majority of refugees aided by this program are Soviet Jews.
Federal Administration	\$ 6,592	Funds are for the Office of Refugee Resettlement (ORR), which is the designated Federal agency to manage domestic refugee resettlement programs.
Preventive Health	\$ 8,450	Funds are used by Public Health Service agencies to conduct overseas screenings of refugees, provide local health assessments to refugees and help local tuberculosis control programs to assist refugees.
Cuban/Haitian Entrants - Domestic Assistance	\$ 5,928	Similar to the State Administered Program for refugees, funds will reimburse the State's share of costs for entrants eligible and receiving aid in categorical assistance programs (i.e., AFDC, Medicaid, SSI and GA).
Per Capita Grant	\$ 270,116	Funds will be provided to States for the purpose of providing cash and medical assistance to non-categorically eligible refugees, and any other (State) identified special refugee needs (such as social services, targeted assistance, and education assistance for children).
Total Request	<u>\$ 485,328</u>	

Refugee Program "Per Capita" Grant

The per capita grant would replace funding previously designated separately for:

- o The special program of refugee cash assistance (RCA) and refugee medical assistance (RMA) for needy refugees who do not meet the categorical requirements of the existing programs of AFDC, SSI, Medicaid, and GA.
- o Social services.
- o Targeted assistance.
- o Educational assistance for refugee schoolchildren.

Together with the per capita grant, and separate from it, we would continue to provide 100% reimbursement, during the statutory period of 36 months from a refugee's date of arrival in the U.S., for:

- o The State share of AFDC and Medicaid.
- o State supplementary payments to refugee SSI recipients.
- o The cost of cash and medical assistance provided under a State or local general assistance (GA) program.

The Administration is proposing the per capita grant in order to provide maximum flexibility to States to determine their priority needs in offsetting refugee impact and promoting early self-sufficiency. A State will be able to make its own choices as to the uses of these funds within the broad range of assistance and services permissible under the Refugee Act.

The proposed grant -- which we have termed a "per capita" grant since it does not represent a block grant of the entire refugee program -- would not replace full reimbursement for those cash and medical assistance costs which States are required to incur under existing programs.

As presently formulated the FY 1984 per capita grant budget request contains no funds for Cuban/Haitian Entrants; the entire request of \$270.1 million is for refugees only. The main reasons for no entrant monies are:

- (1) The major building block of the per capita grant is non-categorical assistance. Such assistance under present policy is restricted to those in the country 18 months or less. By FY 1984, there will be no entrants who would qualify for assistance since all would have been in the US for more than 18 months.
- (2) Education Assistance for Children is strictly a refugee program and makes no provision for nor counting of entrant children.
- (3) No social services funds were requested in FY 1983 for entrants and none would have been requested for entrants in FY 1984. However, the FY 83 Continuing Resolution appropriated to ORR \$80 million for refugee and entrant social services.

No decisions have been made yet if there will be an accounting and allocation for entrants in the actual distribution of the per capita grants, and it may ultimately be decided to use some funds for entrants.

EFFECTS OF CASH AND MEDICAL ASSISTANCE POLICY CHANGE ON FLORIDA

The primary effect of the cash and medical assistance policy change on Florida has been the reduction in the use of cash assistance by both refugees and entrants in the State.

According to data provided by the State of Florida, 33,253 Cuban Haitian entrants and 5,144 refugees were receiving refugee cash assistance (RCA) in May. In June, after the State had implemented the policy changes, 4,965 entrants and 2,212 refugees were receiving RCA. Therefore, Florida experienced a net change of 31,220 fewer entrants and refugees receiving cash assistance once the new policy was instituted.

Second, Florida has no Statewide general assistance program, therefore entrants and refugees who became ineligible for RCA could not receive cash assistance after their first 18 months in the country. To help offset the impact of the policy change and to meet specific needs for additional resources because of the high concentrations of entrants, HHS/ORR provided more than \$31 million to Florida in FY 1982 for service projects for entrants in the areas of health, employment, and criminal justice through its targeted assistance program. No funds were available for refugees for targeted assistance in FY 1982.

BUDGET INFORMATION RELATING TO CUBANS AND HAITIANS

Florida officials have expressed concern about the Federal support afforded to Florida in dealing with current fiscal impacts related to refugees and Cuban/Haitian entrants. There have been significant Federal efforts in this regard.

Federal assistance to Florida from FY 1980 through FY 1982 for cash, medical, and social services related to refugees and entrants totals \$163,439,790.

In addition, Florida received \$36,706,606 in funding during FY 1980 and 1981 for the old Cuban phasedown program.

In FY 1983, Florida has received so far \$8,834,000 for refugee and entrant cash, and medical assistance and social services. Nationally, the total FY 1983 appropriation for this purpose is \$585.0 million. The Budget request for FY 1984 for this purpose is \$485,328,000.

TARGETED ASSISTANCE ALLOCATIONS

On March 12, 1982, HHS/ORR published in the Federal Register a notice of the availability of targeted assistance funds for project grants for services to Cuban and Haitian entrants in States and localities where specific needs exist for supplementation of currently available resources because of factors such as high concentration of entrants.

On May 14, 1982, HHS/ORR announced an award of \$5 million in seed money to Florida in order that the State could initiate service projects for entrants in health, employment and criminal justice. The award was based on independent panel review that concurred with the project activities proposed by the State.

On June 11, 1982, HHS/ORR announced an additional award of \$26,025,000 to Florida to assist the State in its entrant resettlement activities. Thus, the total amount Florida has been awarded under the targeted assistance program is \$31,025,000 out of \$35 million which was available in FY 1982. New York and New Jersey were awarded the remaining targeted assistance funds.

For FY 1983, HHS requested \$20 million in targeted funds and was provided with \$75 million for such purposes in the Continuing Resolution. Of this amount, \$5 million was designated by Congress to be used for Entrant education support. Senator Chiles' staff contends that the Congress intends that \$60 million of the \$75 million be divided equally between Florida (for entrants) and California (for refugees), and that the remaining funds be granted to other impacted States. Senator Chiles attempted to earmark targeted assistance funds for entrants during the first consideration of the FY 83 C.R., but was unsuccessful.

It is expected that \$30 million will be made available initially through this program. HHS also intends to allocate initially an additional \$5 million in targeted assistance to States for entrants, according to the grant program used in FY 1982 for the same purpose.

On March 3rd, HHS announced the proposed availability of \$30 million for refugee targeted assistance. When the \$5 million for Education is available in the 3rd quarter, HHS will transfer it to the Department of Education for award to the Dade County public schools.

For Your Information Only

The remaining \$40 million is expected to be available for award in the fourth quarter of FY 1983.

OMB is reserving the remaining \$40 million until the Inspector General releases findings regarding the audit underway in California. OMB anticipates using these funds as necessary to reimburse California for any cash and medical assistance shortfall, as determined by the IG.

Final decisions have not been made yet with respect to entrant targeted assistance, but we are tentatively thinking of \$18.9 million nationally of which Florida would be a major recipient . The \$18.9 million is based on the proportion that entrants constitute of the total refugee and entrant populations. The \$18.9 million is part of the \$40 million that OMB is holding back.

Nationally in FY 1983 for Cuban/Haitian entrant health screening, mental health, PHS projects, unaccompanied minors and resettlement, \$26,377 million has been appropriated. For FY 1984, \$26.655 million has been requested for this purpose. These funds do not go to the state or local governments of Florida but by supporting health needs and resettlement of entrants, these efforts indirectly help avoid impacts on Florida.