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September 13, 1982

MEMORANDUM FOR THE HONORABLE H. EUGENE DOUGLAS
United States Coordinator for
Refugee Affairs

SUBJECT:

FY 83 Refugee Consultations

I have reviewed the agency recommendatons on proposed consultation levels for FY 83 refugee admissions, as forwarded by your memorandum of September 7, and have approved the following ceilings for the consultations with Congress: up to 68,000 East Asian refugees and up to 30,000 refugees from other regions. The latter level shall include 17,000 for Eastern Europe/Soviet Union; 8,000 for the Near East/South Asia; 3,000 for Africa; and 2,000 for Latin America/Caribbean. I have also approved a level of up to 5,000 for aliens granted asylum in the U.S. to adjust to permanent resident alien.

Consultations with the Congress should be completed as promptly as possible to allow for a final determination, taking into account Congressional views, on a timely basis.

Ronald Reagan

cc: The Honorable George P. Shultz
The Honorable William French Smith
The Honorable Richard S. Schweiker

MEMORANDUM

CONFIDENTIAL

THE WHITE HOUSE

ACTION

WASHINGTON

September 11, 1982

DECLASSIFIED

By: JN NARA DATE 3/15/201

NSC Waiver

6147

MEMORANDUM FOR THE PRESIDENT

FROM:

WILLIAM P. CLARK W

SUBJECT:

FY 83 Refugee Consultation Levels

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Issue

What levels for FY 83 refugee admissions should we adopt for consultations with Congress?

Discussion

We need a decision now for required consultations with Congress on FY 83 refugee admission levels. We will seek your final determination on levels after the consultations.

Ambassador Gene Douglas, the Coordinator for Refugee Affairs, has forwarded agency recommendations (Tab E). The recommendations, ranging from 80,000 - 98,000, are significantly below last year's overall level of 140,000.

All interested agencies agree that the ceiling for non-East Asian refugees should be 30,000. This would include 17,000 for Eastern Europe/Soviet Union; 8,000 for the Near East/South Asia; 3,000 for Africa; and 2,000 for Latin America/Caribbean. They also agree that up to 5,000 aliens granted asylum in the US should be able to adjust to permanent resident status.

There is disagreement, however, over what the ceiling for East Asian (principally Indochinese) refugees should be. The FY 81 East Asian ceiling was 168,000 and 131,000 were admitted; the FY 82 ceiling was 100,000 and 75,000 were admitted.

Secretary Shultz, Attorney General Smith and Ambassador Douglas recommend 68,000 for FY 83. They believe that any lower level will (1) signal a sharp decrease in US support and threaten the willingness of Southeast Asian countries to continue accepting refugees and risk a return to boat push-offs and forced repatriation; and (2) adversely affect the willingness of other western countries to resettle some of these refugees. State foresees actual admissions well below 68,000.

Secretary Schweiker supports a 50,000 level for East Asian refugees. He believes that (1) the savings could be used to provide social and employment services and language training to the backlog of unserved refugees in the US; and (2) this would be more responsive to the concerns of affected states and communities in the US.

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Prepared by: Michael A. Guhin

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Dave Stockman also supports a 50,000 level. He believes that this would be enough to maintain the willingness of Southeast Asian countries to continue accepting refugees by allowing a decrease in camp populations equal to that achieved in the past two years, and it would result in \$86 million in State and HHS FY 83 funds and \$56 million in FY 84 funds that could be saved or used for more urgent foreign affairs needs.

Even though actual admissions are expected to be well below 68,000, I do not believe we should adopt a lower figure for these consultations. Lower numbers could increase the risk to our program in Indochina as Douglas and State fear. Also, like last year Congress may press for a lower ceiling than we propose. If we start at our low figure we would not have any room for cutting in response to Congress without putting the program in greater jeopardy. Finally, if you decide on more than a 50,000 ceiling after the consultations, we could still direct that the program be managed (as we did last year) to achieve budget savings comparable to OMB's recommendation.

### RECOMMENDATIONS

1. That you <u>either</u> approve ceilings of 68,000 for East Asian refugees, 30,000 for others and up to 5,000 adjustments of resident alien status for Congressional consultations and sign the memo to agencies at Tab A (recommended by Secretary Shultz, AG Smith, Ambassador Douglas and me).

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		Appro	ove	D	isapprove		
	refu of r at T	gees, eside	you approve co 30,000 for or nt alien statu (recommended b	thers and us and sig	up to 5,0 n the mem	00 adjustm no to agenc	ents ies
		Appro	ove	D	isapprove		
2.			sign the lette he refugee sit				
		Appro	ove	D	isapprove		
Atta	achmen	ts					
Tab	A B		<pre>implementing implementing</pre>				

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cc Vice President
Ed Meese
Jim Baker
Mike Deaver



Letter to Chairman Thurmond Letter to Chairman Rodino

Douglas memo dtd 7/9/82

WASHINGTON

MEMORANDUM FOR THE HONORABLE H. EUGENE DOUGLAS United States Coordinator for Refugee Affairs

SUBJECT:

FY 83 Refugee Consultations

I have reviewed the agency recommendatons on proposed consultation levels for FY 83 refugee admissions, as forwarded by your memorandum of September 7, and have approved the following ceilings for the consultations with Congress: up to 50,000 East Asian refugees and up to 30,000 refugees from other regions. The latter level shall include 17,000 for Eastern Europe/Soviet Union; 8,000 for the Near East/South Asia; 3,000 for Africa; and 2,000 for Latin America/Caribbean. I have also approved a level of up to 5,000 for aliens granted asylum in the U.S. to adjust to permanent resident alien.

Consultations with the Congress should be completed as promptly as possible to allow for a final determination, taking into account Congressional views, on a timely basis.

cc: The Honorable George P. Shultz
The Honorable William French Smith
The Honorable Richard S. Schweiker

WASHINGTON

Dear Mr. Chairman:

I am pleased to transmit the information required by the Refugee Act of 1980 in preparation for the consultations on refugee admissions for Fiscal Year 1983.

The documents transmitted today include proposed admission levels and allocations among groups of special humanitarian concern to the United States or whose admission is otherwise in the national interest. My final determination on admission levels and allocations will be made after taking Congressional and other views expressed at the consultations into consideration.

Sincerely,

The Honorable Strom Thurmond Chairman
Committee on the Judiciary
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

I am pleased to transmit the information required by the Refugee Act of 1980 in preparation for the consultations on refugee admissions for Fiscal Year 1983.

The documents transmitted today include proposed admission levels and allocations among groups of special humanitarian concern to the United States or whose admission is otherwise in the national interest. My final determination on admission levels and allocations will be made after taking Congressional and other views expressed at the consultations into consideration.

Sincerely,

The Honorable Peter W. Rodino, Jr. Chairman
Committee on the Judiciary
House of Representatives
Washington, D.C. 20515



### UNITED STATES COORDINATOR FOR REFUGEE AFFAIRS WASHINGTON, D.C. 20520



6147

September 7, 1982

MEMORANDUM FOR THE PRESIDENT

FROM

Ambassador H. Eugene Douglas Congressional Consultations on FY 1983 SUBJECT:

Refugee Admissions

### SUMMARY:

The Refugee Act of 1980 (Public Law 96-212) requires that the Administration consult with the House and Senate Judiciary Committees concerning refugee admissions for the coming fiscal year. Your approval is needed for the proposed levels on which your representative will consult.

### BACKGROUND:

The purpose of these consultations is to draw forward the views of the Congress on the proposed numbers of persons the Administration will admit as refugees during FY 1983. Consultation hearings will begin the week of September 13 allowing time for the entire process to be completed by your Presidential Determination prior to the beginning of FY 1983. Taking into account humanitarian, foreign policy, domestic and Congressional concerns, our goal for FY 1983 is to continue last years phased reductions in refugee admissions and minimize the domestic and international costs of the program for the United States. At the same time we want to demonstrate our continued commitment to preserve first asylum and to strengthen our leadership in the international community's efforts to assist refugees.

### DISCUSSION:

EAST ASIA: The Attorney General, Secretary Shultz, and I believe that the admissions ceilings for refugees from this region for FY 1983 should be 68,000. This includes refugees admitted under the Orderly Departure Program including certain of the Amerasian children still in Vietnam. Any lower level

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-2-

would signal to countries of first asylum a sharp decrease in U.S. support and would threaten a potential withdrawal of first asylum privilege, a return to boat push-offs and forced repatriation. The ceiling takes into account domestic sensitivities and the need to maintain essential Congressional support. As in FY 82, we would utilize this ceiling authority only as necessary and we currently foresee probable FY 83 actual admissions well below the 68,000 ceiling. An admissions ceiling below 68,000 could negatively affect the response of other Western countries who provide resettlement opportunities as well as financial support for Indochinese. Secretary Schweiker supports a level of 50,000 from this region and feels that the reduced number of new arrivals would "give time to provide social services, English language training and employment services to the backlog of unserved refugees already in the United States." He also believes that savings derived from the lower level of arrivals should be used to increase the current level of funding for social services and other specific assistance in certain areas of high refugee concentration. While recognizing the important foreign policy considerations at stake Secretary Schweiker believes that reducing the refugee flow in FY 1983 to 50,000 would be responsive to the concerns of those states and communities most affected since the admissions levels began to rise in the aftermath of the 1979 Vietnamese "boat people" crisis and the cataclysms within Cambodia.

The FY 82 admissions ceiling for Asian refugees was 100,000. We will actually admit about 75,000. With a FY 1983 admissions ceiling of 68,000, we expect to continue managing the admissions levels down through a careful balancing of the international situation and our domestic capabilities to receive and resettle these people. This Administration's refugee program has been distinguished from prior Administrations by its strong concerns for the domestic scene and our reinforcement of the role of the private, or voluntary organizations in resettlement. We are working to moderate actual admissions, improve the health, English language capabilities, and basic vocational skills of the Southeast Asian refugees before they arrive in the U.S. Still other efforts are needed to reduce refugee welfare dependency and lower financial costs. I believe our efforts in these areas will show results in the coming year in ways that will relieve many of the concerns expressed by Secretary Schweiker. In the meantime, I recommend that the FY 1983 Asian refugee admissions ceiling be confirmed at 68,000.

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-3-

### RECOMMENDATION:

That y	rou	auth	orize	consultations	on	the	admission	of	up	to
68,000	As	ian	refuge	es.						

	*		
APPROVE		DISAPPROVE	-

SOVIET UNION AND EASTERN EUROPE: The proposed admissions numbers for refugees from the Soviet Union is 6,000. Continuing restrictive Soviet policies have resulted in actual admissions of fewer than 250 Soviet Jews and Armenians a month during FY 1982. A proposed consultation level of 11,000 for Eastern Europe will include a provision for 7,800 Poles and smaller numbers of other Eastern Europeans.

Secretary Schultz, the Attorney General, Secretary Schweiker and I recommend an FY 83 admissions ceiling of 17,000 refugees from the Soviet Union and Eastern Europe.

### RECOMMENDATION:

That you authorize consultations on the admission of up to 17,000 refugees from the Soviet Union and Eastern Europe.

APPROVE	DISAPPROVE	

NEAR EAST AND SOUTH ASIA: A regional ceiling of 8,000 admissions is proposed for FY 1983 comprised of Iranian Christians, Jews, and Bahai's, as well as Afghans and Iraqi Christians.

Secretary Schultz, the Attorney General, Secretary Schweiker and I recommend an FY 83 admissions ceiling of 8,000 refugees from the Near East and East Asia.

### RECOMMENDATION:

That you authorize consultations on the admission of up to 8,000 for Near East and South Asian refugees.

APPROVE	DISAPPROVE	
		THE RESERVE OF THE PERSON NAMED IN COLUMN 2 IS NOT THE OWNER.

AFRICA: Most African refugees prefer to remain in countries of asylum within the region awaiting their repatriation. The United States shows support for these refugees by providing care and maintenance for them in Africa through international organizations. Not more than 3,000 will require resettlement in the United States during FY 1983.



Secretary Schultz, the Attorney General, Secretary Schweiker and I recommend an FY 83 admissions ceiling of 3,000 African refugees.

### RECOMMENDATION:

That you authorize consultations on the admission of up to 3,000 African refugees.	,
APPROVE DISAPPROVE	
LATIN AMERICA AND THE CARIBBEAN: A ceiling of 2,000 is proposed for FY 1983. Countries in the region have a long tradition of providing asylum to refugees. Restrictive emigration policies with regard to political prisoners by Latin American countries have held admissions to fewer tha 1,000 in FY 1982. Current and former political prisoners prisoners in immediate danger may be admitted directly from their homelands.	som n and
Secretary Schultz, the Attorney General, Secretary Schweik and I recommend an FY 83 admissions ceiling of 2,000 for tarea.	
RECOMMENDATION:	
That you authorize consultations on the admission of up to 2,000 Latin American refugees.	
APPROVE DISAPPROVE	
RESIDENT ALIEN STATUS	
You are also required to authorize consultations on the adjustment of status to permanent resident alien of person already present in the United States.	s
Secretary Schultz, the Attorney General, Secretary Schweik and I recommend an FY 83 admissions ceiling of 5,000 for t	

group.

### RECOMMENDATION:

That you approve consultations with the Congress to authorize up to 5,000 aliens granted asylum to adjust to permanent resident alien.

APPROVE	DISAPPROVE	

The FY 1982 proposed and authorized ceilings, the FY 1983 proposed ceilings and the FY 1983 East Asia pool for refugee admissions, are summarized on the attachment.

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### U.S. REFUGEE ADMISSIONS

AREA OF ORIGIN	FY 1982 Authorized Ceiling	FY 1982 Projected Admissions	
AIGH OF ORIGIN	CCTTTIIG	Admissions	cerrings
Africa	3,500	3,500	3,000
East Asia	96,000	75,000	68,000
Eastern Europe and the			
Soviet Union	33,000	14,000	17,000
Latin America and the			
Caribbean	3,000	700	2,000
Near East and South Asia	6,500	6,000	8,000
5			100
TOTAL 1	140,000	99,200	98,000

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### POOL FOR REFUGEE ADMISSIONS FROM EAST ASIA DURING FY 1983

### I. The Current Pool:

By the end of this fiscal year, there will be an estimated 220,000 Indochinese refugees living in first-asylum countries. The outflow of new boat and land refugees from Indochina is expected to run about 44,000 in FY 1983, compared to approximately 54,000 in FY 1982.

### II. The Countries of First Asylum:

Thailand: Thailand hosts the largest number of refugees. The Royal Thai Government (RTG) is deeply concerned about being left with a large residual refugee population. The Thai have also demonstated in the past that they will act harshly to ensure that their policy objectives are achieved.

--For historical, political, and ethnic reasons, the Thai are most concerned about the approximately 9,000 Vietnamese now in Thailand. Although the RTG understands the need to limit the resettlemnt of Vietnamese refugees in order to reduce the flow out of Vietnam, the Thai will insist upon a significant reduction in the total Vietnamese camp population by the end of FY 1983.

--Although more tolerant of the Khmer because of repatriation possibilities, the RTG is adamant that a significant percentage of the 85,000 Khmer currently living in the holding centers be quickly resettled and that the holding centers be closed. Though no exact figures exist, we believe that the Thai are thinking in terms of resettling 25,000 to 35,000 Khmer within third countries in the next two years. Those Khmer remaining in the holding centers at the end of this time would presumably be transferred (voluntarily or otherwise) to the border.

--The RTG is most relaxed about the lowland refugees from Laos, and may be willing to consider their resettlement in places when the numbers of Khmer and Vietnamese refugees have been reduced to manageable numbers. Some highland Lao are occasionally being involuntarily repatriated. However, others may be allowed to remain in the camp system.

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BY JN NARA DATE 3/15/2019



- B. Malaysia and Indonesia: According to our Embassies, both countries will agree to maintain first asylum as long as the total number of Vietnamese refugees within their borders continues to decrease at an appreciable rate. The Malaysians are probably looking for at least a 30% reduction; the Indonesians will likely settle for less.
- C. The Philippines, Hong Kong and Macau: These three areas will probably maintain first asylum in the absence of excessively large increases in the number of Indochinese refugees living within their borders.

### II. Policy Assumptions Concerning Resettlement:

Our primary objective for the Indochinese program is to reduce the flow of boat refugees from Vietnam and to reduce the number of refugees remaining in first asylum countries to a manageable number. The cooperation of Thailand is obviously the key. For FY 1983, we recommend that a relatively large number of Vietnamese and Khmer from Thailand be resettled in third countries in order to reduce significantly the residual camp populations. If we can accomplish this, and, assuming a continuing decline in new refugee arrivals in first asylum, there may be an increased possibility that the RTG would be receptive to: (a) agreeing to further limitations on the third-country resettlement of Indochinese refugees, and (b) beginning discussions about the local settlement of some lowland and highland Lao refugees.

Should the proposed UN High Commission-Government of Vietnam dicussions concerning the possible consideration of some reeducation camp inmates for the Orderly Departure Program indicate a need for additional refugee numbers for East Asia, we are hopeful that the Congress would view this need with understanding.



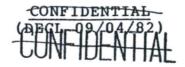
### FY 1983

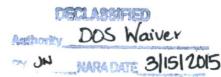
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THE REFUGEE POOL IN EA	ST ASIA:	•			=		
Ref. Pop. 10/01/82	Inflow	Pool	Repat *	Population Re In-Place **	Resettlement	Total	Residual
Lao, Highland 83,000 Khmer 85,000 Viets 52,000 Total 220,000	6,000  38,000 44,000	89,000 85,000 90,000 264,000	2,000 15,000  17,000		10,000 22,000 52,000 84,000	12,000 37,000 52,000 101,000	77,000 48,000 38,000 163,000
Resettlement Off-Take From First Asylum Coun and RPC's		Minus Oth Country O U.S. Off-	<u>ff-Take</u> Take		-25,000 *** 59,000		
Orderly Departure Prog	ram	Plus ODP	Refugees		9,000		
Projected US Resettlem	ent				68,000		

### Notes:

- \* Repatriation prospects are difficult to estimate this far in advance of developments with the new coalition of anti-Heng Samrin Khmer organizations. The U.S. will continue to encourage the UNHCR to arrange for voluntary repatriation of Lao and highlander refugees to Laos and to begin the voluntary repatriation of Khmer refugees. In FY-83, and possibly later, this section includes the voluntary relocation of Khmer to the border. We want to continue to prevent the forced or involuntary repatriation or relocation of refugees.
- \*\* We do not have Thai Government agreement to the concept of in-place or local settlement of refugees. If refugee populations in Thailand continue to decline at a significant rate, the RTG may become receptive to beginning discussions about this concept for some lowland and highland Lao refugees. However, public attention to the idea would jeopardize the whole local settlement prospect.
- \*\*\* We know from discussions with other countries that a reduction in U.S. off-take will be followed by a corresponding reduction in the Off-Take by other Third Countries. The combined reductions would prevent the significant refugee camp population declines in FY-83 necessary for us to talk credibly with the RTG about eventual in-place or local settlement.





6147

#### **MEMORANDUM**

CONFIDENTIAL NATIONAL SECURITY COUNCIL

ACTION

September 10, 1982

MEMORANDUM FOR WILLIAM P. CLARK

FROM:

MICHAEL A. GUHIN

SIGNED

SUBJECT:

FY 83 Refugee Consultation Levels

We need the President's decision now on this for required consultations with Congress, scheduled to begin the 16th. Congress was supposed to have our recommendations two weeks in advance. The law and program needs require that we have a final Presidential determination by October 1, after consultations.

The memo for the President at Tab I forwards agency, OMB and our recommendations. OMB, Sigur, Childress, Pipes, Kemp, Wettering, Sapia-Bosch and Kimmitt concur in the memo. There is agreement on all proposed refugee ceilings except for East Asia where Shultz, Smith and Douglas support a 68,000 ceiling largely for foreign policy reasons, while Schweiker and Stockman support a 50,000 ceiling for budget reasons.

We may wish to adopt a ceiling below 68,000 in the final determination after consultations. But, for the reasons stated in Tab I, I do not believe we should go into the consultations with a lower figure. Also, even if we later decide on a ceiling over 50,000, budget savings comparable to OMB's recommendation can still be achieved by specifying (as we did last year) that the program will be managed at a lower level. We should not, therefore, let the budget issue drive a decision now.

Last year Meese suggested after the fact that a meeting might have been in order in light of agency differences. I do not recommend a meeting. It would not likely shed new light beyond that contained in the attached. Nor would it likely move people toward a consensus (like splitting the difference) or, even if it did, I believe we should reach that decision after consultations with Congress to be able to give them something (assuming they push to lower our proposal as they did last year). Moreover, unless a meeting could be accomplished very shortly, the delay would upset the Hill and possibly the program.

### RECOMMENDATIONS

That	you	or	Bud	discuss	this	with	Meese	and	sign	the	memo	to	the
Presi	ident	at	Tab	I. /					-				

Approve

Disapprove

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### Attachments

Tab	I	Memo for	the President				
		Tab A	Memo implementing first option				
		В	Memo implementing second option				
		C	Letter to Chairman Thurmond				
		D	Letter to Chairman Rodino				
		E	Douglas memo dtd 7/9/82				
			20 ag 2 a 2 memo a ca 7/3/02				

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### National Security Council The White House

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Bud McFarlane			
Jacque Hill	2		
Judge Clark	3_		A
John Poindexter			
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### IBIVOC Refugees (Enigrati)

### NATIONAL SECURITY COUNCIL MESSAGE CENTER

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INFORM CONSULS E. O. 12356: N/A TAGS: SREF. CVIS

SUBJECT: ADMINISTRATION PROPOSAL TO THE CONGRESS ON REFUGEE ADMISSION CEILINGS FOR FY 1988

- 1. IN A MEMORANDUM TO THE U.S. COORDINATOR FOR REFUGEE AFFAIRS DATED SEPTEMBER 13, 1982. THE PRESIDENT APPROVED AFFAIRS DATED SEPTEMBER 13, 1982. THE PRESIDENT APPROVED THE FOLLOWING PROPOSED REGIONAL REFUGEE ADMISSION CEILINGS FOR THE CONSULTATIONS WITH THE CONGRESS REQUIRED UNDER THE REFUGEE ACT OF 1980: EAST ASIA -- 68,000; SOVIET UNION AND EASTERN EUROPE -- 17,000; NEAR EAST AND SOUTH ASIA -- 8,000; AFRICA -- 3,000 LATIN AMERICA AND THE CARIBBEAN -- 2,000. THE TOTAL PROPOSED FIGURE IS 98,000 FOR FY 1983. (THE PRESIDENT ALSO APPROVED A LEVEL OF UP TO 5.000 FOR ALIENS GRANTED ASYLUM IN THE U.S. TO ADJUST TO PERMANENT RESIDENT ALIEN STATUS. )
- 2. THE PRESIDENT FURTHER DIRECTED THAT: "CONSULTATIONS WITH THE CONGRESS SHOULD BE COMPLETED AS PROMPTLY AS POSSIBLE TO ALLOW FOR A FINAL DETERMINATION, TAKING INTO ACCOUNT CONGRESSIONAL VIEWS, ON A TIMELY BASIS." ALTHOUGH THE PROPOSED CEILINGS APPROVED BY THE PRESIDENT FOR THE CONSULTATIONS ARE NOW PUBLIC. THE FINAL FIGURES WILL NOT BE ESTABLISHED UNTIL AFTER THE CONSULTATION PROCESS. WHICH IS

NOW UNDERWAY. IS COMPLETED AND THE PRESIDENT HAS MADE HIS FINAL DETERMINATION, TAKING INTO CONSIDERATION THE VIEWS OF THE CONGRESS. IF ASKED BY HOST GOVERNMENTS, INTER NATIONAL ORGANIZATIONS. AND OTHER INTERESTED PARTIES ABOUT THESE FIGURES. ADDRESSEE POSTS SHOULD MAKE CLEAR THAT THE ENTIRE CONSULTATION AND FINAL DETERMINATION PROCESS MUST BE COMPLETED BEFORE THE REGIONAL CEILINGS ARE ESTABLISHED

3. AS ALREADY INSTRUCTED BY SEPTEL. POSTS ARE NOT TO SCHEDULE ANY MOVEMENTS IN FY 1983 UNTIL SPECIFIC INSTRUCTIONS ARE ISSUED BY THE DEPARTMENT. 4021B) SHULTZ BT

Dos Waiver
3/15/2019