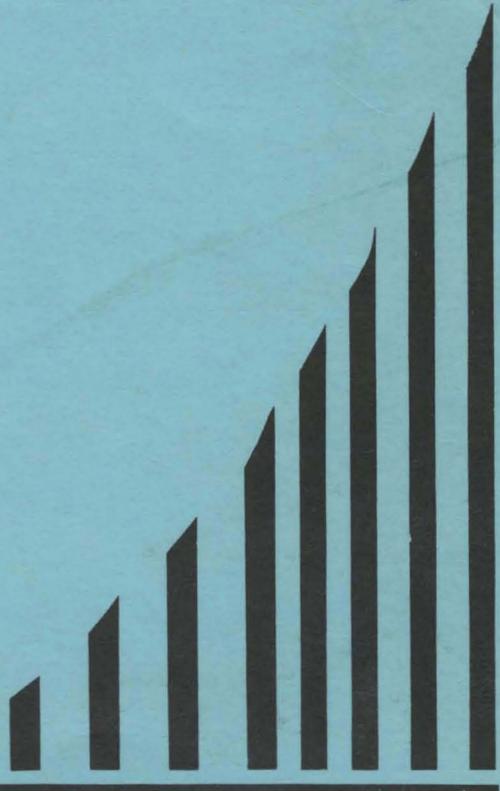


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**THIRD ANNUAL REPORT
IMMIGRANT SERVICES CENTER
COMMISSION ON MANPOWER AND FULL EMPLOYMENT**

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IMMIGRANTS IN HAWAII - 1977

STATE IMMIGRANT SERVICES CENTER

MARCH 1978

STATE COMMISSION ON MANPOWER AND FULL EMPLOYMENT

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INTRODUCTION

Since 1969 the State Commission on Manpower and Full Employment has been involved with the issue of foreign immigration to Hawaii through its initial sponsorship of the Governor's Conference on Immigration and as the administering body of the State Immigrant Services Center. While both the community and government have increasingly recognized and accepted the responsibility to respond to immigrant needs, the State of Hawaii faces another pressing problem - the need to manage population growth.

Hawaii attracts in-migrants both from foreign countries and the Mainland U.S. While immigrants (foreign in-migrants) comprise about one-fourth of all in-migrants in a year, they comprise a majority of Hawaii's net in-migration, i.e., the total who remain in Hawaii. Net in-migration accounted for approximately half of Hawaii's population increase in the 1970's, but prior to 1970 net in-migration was less than the natural increase (excess of births over deaths). The resulting pressures on housing, employment, education, health, and social services have become a concern for policymakers as well as the resident population of the State.

Public discussions on how to curb excessive population growth have largely focused on measures to reduce or limit foreign immigration to Hawaii and the United States. This results from a lack of knowledge on the part of the public of the actual impact of immigrants in Hawaii. It is not the purpose of the Commission to take sides in the present arguments for or against strong growth controls. The Commission's concern has always been based on a view that to refuse to respond to immigrant needs for fear that such concessions might encourage further immigration could only lead to deeper problems within our community. In order to ensure that the quality of life remains high for all of Hawaii's residents, it is the Commission's belief that both government and the community must move swiftly to assist immigrants to become

acculturated and contributing members of society. To do less would be to create a climate of ill will in the State.

The Commission believes its basic position is sound. Although the new immigrants have not been without unique problems, we note the following:

- The level of annual foreign immigration to Hawaii has not increased as was feared but has remained relatively stable within the last few years.
- A review of case records of social agencies has indicated that there is a marked decline in the average immigrant's utilization of social services by the third year of settlement.
- Foreign in-migrants comprised only 7.4 percent of the financial assistance caseload for the Department of Social Services and Housing (DSSH) in December 1977.
- DSSH's average money payment was less to foreign in-migrants than to local-born or Mainland in-migrants.
- Immigrants readily enter the labor force after their arrival, and their participation rate increases with the length of residence.
- Many immigrants take jobs which are not desired by local residents but which are essential to the support of the visitor industry - the State's most important economic mainstay.
- Recent immigrants have entered the mainstream of healthy citizenship as had immigrants who arrived prior to the 1940's.

How the State government achieves balanced growth is as vital an issue to this Commission as to all policymakers. As early as 1970, the Commission has pointed out in its annual reports that Hawaii was not generating enough jobs to meet even its natural increase in population. Yet, whatever course the State government chooses, it would be unwise

to pit one group of persons against another, or suggest that one group is more desirable than another. To do so would be to deny the fact that all people - both local-born and in-migrant - comprise Hawaii's most precious resource.

OVERVIEW

OVERVIEW

Background

The Immigration Act of 1965, which was enacted to eliminate the inequities of the then current immigrant law, resulted in two significant changes in U.S. Immigration: the total number of immigrants increased and the proportion of Asian and Oceanic peoples in the immigrant group also increased. As Hawaii already had a multiethnic population and was centrally located in the Pacific, many of the Asian and Oceanic immigrants settled in Hawaii. No subsequent changes in immigration laws up to the present time are expected to have equal cumulative effects in the State.

Changing Magnitude¹

- In recent fiscal years, immigration to Hawaii has been at the level of about 7,000 persons per year, more than four times as much as in the early 1960's. The level increased rapidly in the second half of the 1960's, but was relatively stable from FY 1972 through FY 1976.
- There were 90,800 nonnative foreign-born residents in Hawaii in 1975², a net increase of 21,900 (+31.8 percent) from the number in 1960. The 1960 total of 68,900 was the lowest which had been recorded during the century, the highest having been 121,200 for 1930³.

¹See source notes and other related tables in the appendix.

²Based on the 1975 OEO Census Update Survey, the number of foreign-born residents in Hawaii was adjusted to exclude an estimate of those who were born abroad or at sea to parents who were U.S. citizens for comparability with U.S. decennial censuses for Hawaii.

³The total includes Filipinos who were not initially included because the islands of their origin were a U.S. Possession in 1930.

TABLE 1.1 CHANGES RELATING TO THE FOREIGN-BORN POPULATION OF HAWAII

<u>Three Year Averages</u>	<u>1959-1961</u>	<u>1969-1971</u>	<u>Most Recent Years Available</u>
Immigrants admitted (FY)	1,666	6,756	6,881
Increase over 1960 average: #		+5,090	+5,215
%		+305.5	+313.0
Persons naturalized (FY)	1,719	2,133	3,019
Percent of admissions	103.2	31.6	43.9
Increase over 1960 average: #		+414	+1,300
%		+24.1	+75.6
Alien address cards rec'd. (Jan.)	51,269	53,277	67,357
Increase over 1960 average: #		+2,008	+16,088
%		+3.9	+31.4
<u>One-Time Censuses</u>	<u>1960</u>	<u>1970</u>	<u>1975</u>
Foreign born population (Apr.)	68,900	75,595	90,800
Increase over 1960 #		+6,695	+21,900
%		+9.7	+31.8

- The annual number of naturalizations of immigrants was approximately equal to the number of admissions of new immigrants from 1959-1961, but the ratio to admissions dropped substantially in the late 1960's. At present the number of naturalizations per year, more than 3,000, amounts to about 44 percent of the number of new admissions of immigrants. There has been a consequent increase in the number of aliens⁴ residing in Hawaii.
- The 3,000 naturalizations per year from FY 1974-1976 in Hawaii has increased by 1,300 (+75.9 percent) over the level from 1959 to 1961, a slower growth than in the number of admissions of immigrants. A minimum of five years as a legal resident of the

⁴Persons who are not U.S. nationals or citizens are aliens. Temporary visitors as well as permanent residents are included.

U.S. is required for naturalization in most instances and some applicants need longer to acquire language skills and other required knowledge.

- The increasing number of recent immigrants who are in the process of meeting requirements for naturalization may be expected to stabilize after a few more years of approximately level admissions of new immigrants from foreign countries. However, the annual number of naturalizations will be more than double that of the present.
- The number of aliens in Hawaii decreased from 1940 to 1966 due to the deaths or out-migrations of persons from foreign countries who had immigrated early in the century but had not obtained U.S. citizenship because of legal restrictions or their own choices or abilities. A total of 45,794 aliens reported residence in Hawaii in 1966, the lowest reported number of the century even though expanded tourism, foreign trade and international student exchanges had increased the number of those temporarily in Hawaii who were included among alien residents.
- In January 1977, 68,567 aliens reported residence in Hawaii, a net increase of 22,773 (+49.7 percent) over the number in January 1966. Between January 1966 and January 1977, approximately 68,000 immigrants came to Hawaii⁵ and 26,000 aliens were naturalized; the balance of 42,000 would have been added to the State's alien population except that approximately 19,000 had died or out-migrated during the period.
- Currently immigrants comprise nearly 91 percent of Hawaii's resident aliens, the remaining nine percent being temporarily

⁵I&NS data for fiscal years 1967 to 1976 show that 63,075 immigrants came to Hawaii and 23,448 were naturalized. The approximations for January 1966 to January 1977 also include one-half of FY 1966 totals and, as an estimate of July 1976 to January 1977, one-half of FY 1976 totals.

in the State for business, education or diplomatic purposes. The proportion of aliens who were immigrants was relatively unchanged from FY 1975 through FY 1977.

Migration of Non-U.S. Natives

- The large majority of immigrant alien residents of Hawaii do not move frequently after entering the State. From a survey in the spring of 1976 it was estimated that of about 60,000 aliens a year of age or older whose residence a year earlier was reported, 86.5 percent had lived in the State and only 0.5 percent of them had moved between islands of the State; two percent had come to Hawaii from another State of the U.S.; 0.6 percent had come from a U.S. territory or possession; and 10.9 percent had lived in a foreign country a year before the survey.⁶
- Among 36,500 naturalized citizen residents for whom previous residence was reported, 97.0 percent had lived in the State a year earlier, 2.3 percent in a different state, 0.5 percent in a different country and 0.2 percent in a U.S. territory or possession.
- For 2,700 U.S. nationals for whom former residence was reported, 91.9 percent had resided in the State a year earlier, 4.6 percent had lived in a different state, 0.9 percent in a different country, and 2.6 percent in a U.S. territory or possession. Like U.S. native citizens, U.S. nationals may move from place to place without jeopardizing their citizenship status.

⁶If nonimmigrant aliens are assumed to have an average stay in Hawaii of two years (approximately 3,200 entering the State each year from a foreign country) and there are 7,000 new immigrants per year, aliens entering the State from a foreign country may actually amount to a higher percent than the survey found (in FY 1977, approximately 15 percent of all aliens).

Age

- Nearly one-sixth of the aliens in Hawaii in 1976 were children and youth under the age of 18:⁷ 2.3 percent were under five years of age, 13.7 percent were between five and 17 years old. Regular school aged naturalized citizens (five to 17 years of age) comprised only 6.9 percent of Hawaii's naturalized total, but they constituted 26.4 percent of resident American nationals.
- About two-thirds of foreign born and U.S. national residents of Hawaii were in the age group in which people customarily are employed (between 16 and 64 years of age): 69.8 percent of the naturalized citizens, 65.7 percent of aliens and 71.3 percent of American nationals.
- About a fifth of Hawaii's foreign-born residents in 1976 were 65 years of age or older (24.0 percent of naturalized citizens and 19.4 percent of aliens). Although a few were recent immigrants, most of the foreign-born persons in the age group immigrated prior to WW II. Relatively few American nationals (3.3 percent) were in the oldest age group.

Ethnic Group

- Almost half of recent immigrants who reported Hawaii as the State of their intended permanent residence were Filipinos (48.1 percent from FY 1972 through FY 1976). Since many Filipinos

⁷Immigrants' children who are born in the United States are U.S. native citizens. Thus, the number of children in the nonnative citizenship categories excludes other children who were born after the parents immigrated and could lead to underestimation of the number who live in homes where English is not customarily spoken or where there is limited knowledge of American customs. The data also would lead to underestimates of the size of immigrants' families. Children who are under the age of 16 and are legal immigrants derive naturalized citizenship when their parents are naturalized; those 16 or 17 obtain it through court proceedings after naturalized parents petition in their behalf. See Appendix Table A.3 for the age distribution of each nonnative citizenship group.

migrated to Hawaii earlier in the century also, they comprise a substantial proportion of the foreign-born residents of the State, 46.1 percent of the aliens who reported residence in January 1977 and 46.8 percent of naturalized citizens surveyed in 1976.

- The second largest number of immigrants in the 1970's were the Koreans who have been entering Hawaii in increasing numbers and comprised 18.3 percent of the State total from FY 1972 - FY 1976. There were 5,767 Korean aliens in Hawaii in 1977 (8.4 percent of the total), but Koreans comprised only 5.1 percent of naturalized citizen residents in 1976 reflecting the smaller numbers who had immigrated to Hawaii in earlier years.
- Immigrants from Japan and the Ryukyu Islands comprised 8.0 percent of newcomers to Hawaii in the past five fiscal years, 19.9 percent of aliens residing in the State in 1977, and 22.4 percent of naturalized citizens resident in 1976,
- Immigrants from China and Taiwan comprised 7.2 percent of the FY 1972-76 total, 4.2 percent of aliens residing in the State in 1977 and 9.5 percent of naturalized citizens in Hawaii in 1976.
- Aliens who reported residence in 1977 included 2,395 from South-east Asia (Vietnamese, 1,837; Laotians, 539; and Cambodians, 19), most of whom had not been reported in annual immigration totals since they entered the country as refugees. At present the Immigration and Naturalization Service is processing changes in their residence status from parolee to permanent resident.
- Of aliens in residence in 1977, 9,658 (14.1 percent of the total) were from other countries of Europe, Asia, the Pacific and the Americas.

Samoans

- Since Samoans who have recently in-migrated to Hawaii from their native islands have been found to have many characteristics and problems in common with immigrants from other countries, State agencies need to have data about them in order to plan appropriate

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services. Although natives of Western Samoa are aliens whose immigration and residential status are reported to the I&NS until they are naturalized, the unrestricted migration of American Samoans who are American nationals is not reported.

- The ethnic group has not been reported separately in U.S. censuses so that no trend data exist to which results of sample surveys can be expanded. There has been wide variation in estimates of the size of the Samoan ethnic group derived from sample surveys in Hawaii, even excluding distinctions of citizenship status and year of arrival in Hawaii. An estimate from the Health Surveillance survey in 1971 numbered 13,000 Samoans and part-Samoans in Hawaii, but some subsequent estimates have been as small as 3,400. However, the annual numbers of births and deaths of Samoans in Hawaii in the 1970's show moderate increases.
- If the 4,185 Samoan enrollments in State public elementary and secondary schools in the 1976-77 school year are used with the proportion of American nationals who were 5 to 17 years of age according to the Health Surveillance survey in 1976 (26.4 percent), the estimated Samoan population in Hawaii would be 15,850. That total would be an overestimate of a one-time population count since it included enrollments throughout the year and did not deduct departures, however, a population of at least 15,000 seems to be indicated by the enrollments.
- A minority of the Samoan residents of Hawaii are from Western Samoa which is an independent nation. Immigrants from there are subject to the same laws and reporting requirements as other immigrants from foreign countries. The I&NS reported that 389 aliens from Western Samoa resided in Hawaii in January 1977. From a Health Surveillance survey in 1976, it was estimated that 900 naturalized citizens from the country resided in Hawaii.
- The remainder of the Samoan ethnic group in Hawaii, those who are U.S. citizens by birth in Hawaii or another state and those who are American nationals by virtue of their nativity in

American Samoa, may total about 13,500 persons. More than 2,300 Samoans were born in Hawaii from 1970 through 1976.

- A survey of students with limited English speaking ability in Hawaii public elementary and secondary schools indicated that 1,595 Samoans needed help with the English language in school year 1976-77. Under the assumption that most of these students belonged to families who had in-migrated within the previous five years, it could be estimated that up to 6,000 Samoan nationals in Hawaii may be newcomers who are in need of transitional acculturation and English language assistance.

Implications

The amount of foreign immigration to Hawaii appears to have stabilized in the past five years at about 7,000 per year. Agencies serving immigrants have found that the greatest needs for assistance are transitional, occurring most frequently in the early years of residence in Hawaii. Thus, the State can plan for appropriate services on a continuing basis. The numbers exclude refugees — most of those who reside in Hawaii arrived from Southeast Asia in the year following the termination of the Vietnam conflict, and many still have needs for transitional assistance.

American nationals who are natives of U.S. territories and possessions are not included in immigration totals. Their migration within the U.S. is unrestricted and is not reported, even to the extent that inter-State migration is reported in U.S. censuses. Health Surveillance data for 1976 show that relatively more American nationals than aliens entered Hawaii from another state. Hawaii State in-migration reports do not include eastbound in-migrants and do not distinguish between U.S. citizens, U.S. nationals and aliens in westbound data.

Hawaii's schools and other public and private agencies which provide services to immigrants find that Samoans who are American nationals are among the groups who are in the greatest need for transitional services of the types which many immigrants need. Because of a lack of reliable and consistent statistics on the population and migration of U.S. nationals, difficulties are encountered in adequately planning for appropriate services. Frequently, however, the use of a low population data base may exaggerate the apparent proportions who utilize services. These problems may be expected to be compounded by recent and possible future changes in the citizenship status of natives of the Trust Territory of the Pacific.

ACTIVITIES

ACTIVITIES

Administration of Immigrant Services Projects, FY 1976-77

An agreement was reached on October 27, 1976 between the City and County of Honolulu and the State Commission on Manpower and Full Employment by which the City awarded a grant of \$117,854 to the Commission to provide immigrant services. Subsequently, the Commission subcontracted the funds through the State Immigrant Services Center (SISC) to existing agencies which could provide direct services to immigrants for the period of the grant — October 1, 1976 to June 30, 1977. The agencies and their funded projects included: Catholic Social Service — Windward Immigrant Program and Operation Aloha; Department of Education — Pre-Placement Orientation Project, Bilingual Outreach Program, and Social Enhancement Program (latter project in cooperation with Project RISE, Leeward Community College); Leeward Area YWCA — Immigrant Services; Office of the Governor — Demonstration Project for the Employable Indo-Chinese Refugees; Palama Interchurch Council — Kalihi-Palama Immigrant Service Center, LEAA Immigrant Program, TELCO and SEEP Projects; and Susannah Wesley Community Center — Coordinated Youth Services (in cooperation with Kalihi YMCA and Operation Manong). In September 1977, the SISC described and assessed these projects in the Summary Report of Immigrant Services Projects, FY 1976-77.

Indo-Chinese Refugee Project

The Office of the Governor through the SISC has been involved in the administration of the DHEW-funded Demonstration Project for the Employable Indo-Chinese Refugees since its inception in July 1976. A consortium of public and private agencies provides services to meet the special needs of Indo-Chinese refugees through a coordinated program of English language instruction, vocational skill training, job placement, and support services. During the last half of 1977, the SISC was involved in the preparation of two proposals to continue the program of services to the refugees: one to the Office of Education (OE), DHEW,

to continue the English language training, vocational skill training, and job placement services to refugees; and the other sought Refugee Assistance Act monies to continue on-the-job training for refugees. The OE grant was funded; the other one was funded pending approval of the U.S. Appropriations Bill by Congress. The intent of the combined proposals was to utilize available funding sources to support a coordinated program of complementary services still needed by approximately 300 refugees.

Data and Information

Many requests have been received by the SISC from people seeking information about immigrants or immigration. Therefore, the SISC collected data from various agency sources. A summary of the data collected are included in the Overview section of this report.

Directory of Services Available to Immigrants in Kalihi-Palama

During Spring 1977, the SISC cooperated with the Kalihi-Palama Interagency Council for Immigrant Services, Inc., to produce the Directory of Services Available to Immigrants in Kalihi-Palama. The directory focused on those agencies and programs physically located in Kalihi-Palama and those providing services to immigrants, but also included agencies and programs with larger target areas and/or groups as long as their services were available and relevant to immigrant residents of Kalihi-Palama. The directory is available through the SISC office.

Grant Proposals

During FY 1976-77, the SISC was involved in assisting the preparation of several federal grant proposals, including two major projects — Bilingual Consumer Education and Bilingual Vocational Education, which were not funded by DHEW. The SISC is continuing to explore alternative sources of funding for these projects.

Kalihi-Palama Immigrant Service Center

The Kalihi-Palama Immigrant Service Center continued to provide information and referral services for immigrants and American nationals residing in the Kalihi-Palama area. KPISC is operated by the Palama Interchurch Council under contract with the State Immigrant Services Center, Commission on Manpower and Full Employment, Office of the Governor. The annual outlay of State funds is about \$90,000. The center has another component which provides counseling and intermediary services to immigrant and Samoan youth having difficulty interacting with the police, the courts and selected schools. This particular component is funded by LEAA through the Honolulu School District, Department of Education.

DHEW Studies

- a. Evaluation of the Impact of DHEW Programs on Samoans. The Office of the Governor through the SISC is cooperating with DHEW to study the impact of DHEW supported programs on Samoans in Hawaii and to determine whether the needs of Samoans are being or could be met by existing programs. The study will examine existing programs, identify gaps in services or unmet needs, and recommend additional or special services if necessary. The DHEW-funded study will be carried out over an 18 month period beginning January 1978 and a report will be submitted to the Governor and DHEW.
- b. Study of the Impact of DHEW Assistance on Recent Immigrants. The Office of the Governor through the SISC entered into a contract with DHEW to conduct a study to determine the impact of HEW supported programs on immigrants, to examine the effect that the heavy influx of immigrants has on the service delivery system, and to identify significant problems encountered by immigrants in Hawaii. This study will recommend ways in which various levels of government can cooperate in providing comprehensive services to recently arrived immigrants. Planning for this study began in the summer of 1977.

The SISC subcontracted the money and responsibility for this study to the University of Hawaii's Operation Manong Program. The study will be conducted over a period of four months beginning January 1978.

The 75th Anniversary Commission

During the 1977 State legislative session, the SISC assisted in the creation of the 75th Anniversary Commission, which will plan, develop, and coordinate activities commemorating the 75th anniversary of the coming of the Filipinos to Hawaii. The Commission will submit to the Governor a comprehensive report of recommendations regarding activities and educational materials that will best depict the life and experiences of Filipinos in Hawaii. An annual report of the Commission's activities including an accounting of monies received is also required. The Commission will not continue beyond December 31, 1981.

RECOMMENDATIONS

IN-MIGRATION FROM THE TRUST TERRITORY OF THE PACIFIC ISLANDS

The United States government has indicated that it will end its trusteeship over the Trust Territory of the Pacific Islands by 1981. While the future political status of the Trust Territory is still undetermined, the Commonwealth of the Northern Marianas has already negotiated its own political settlement and has set a pattern which may be emulated by the other principal geographic areas in the Trust Territory. The newly created political status is expected to have a number of effects on Hawaii if previous in-migration trends from the Pacific Basin are an indication.

Hawaii's experience with American Samoans has been documented in previous reports of the State Immigrant Services Center. Although American Samoans are U.S. nationals, they have faced acculturation problems similar to foreign immigrants and comprise a significant part of the caseload of public and private agencies in Hawaii involved in servicing immigrants. Citizens of the Trust Territory have, in the past, been subjected to the same restrictions as other foreign immigrants in entering the United States. This status will change by 1981 when the residents of the Commonwealth of the Northern Marianas, estimated to be approximately 17,000, will become U.S. citizens. While the rate of new in-migration cannot be predicted, the potential of the influx from the former Trust Territory with a population base of approximately 115,000, as compared to American Samoa's 30,000, will impact on Hawaii harder than the Mainland states because of Hawaii's proximity, climate, and cultural diversity.

Any in-migration from the Trust Territory will add to the multi-lingual, multiethnic mix existing in Hawaii since there are at least seven distinct cultures in the Trust Territory with at least as many languages. Chamorro, the original language spoken in the Marianas and Guam already shows up as one of the foreign languages spoken by public

school students of limited English speaking ability in the 1976-77 DOE survey. Trust Territory residents at present generally speak their own language as their first language and English as their second language. The extensive school system established by the U.S. government varies in quality from area to area and bilingual/bicultural education still has not been developed in the Trust Territory.

The limitations of the economy in the Trust Territory which is heavily dependent on government spending would indicate no major moves to self-sufficiency in the near future. The labor force, in 1970, was largely unskilled, with only 30 percent of the working age population employed. Only 15 percent of the total population were employed for monetary compensation in 1970.

The Trust Territory population is also characterized by a very young population, the median age being 16.9 years in 1970 as compared to the U.S. national average of 28.1 years. In 1970, 48 percent of the population was 15 years or younger, 40 percent was in the 16-49 years of age group and only 12 percent of the population was over 50 years old. The population has generally increased since World War II and is expected to grow at the rate of five percent annually.

For the time being, the issue of in-migration will only concern the residents of the Northern Marianas, although the inability of the economy of the Trust Territory to sustain its population may make it highly probable that the in-migration of Pacific Islanders will be generated to other parts of the United States.

If Hawaii's experience with the influx of American Samoans is indicative of what may happen in the near future with the Trust Territory, then it is necessary for the federal and state governments to begin planning transitional programs to both minimize the states' burdens and to maximize the capabilities of the newcomers in adjusting to American society. This cooperative approach to the in-migration

process calls for an open and continuous consultation between the federal and state governments. Certain policy issues regarding preembarkation information, more intensive training in English communications, occupational skills training, and the need for federal financial support for essential services should be discussed in depth to ensure proper planning.

To prepare for expanded in-migration to Hawaii, the Commission recommends that:

- *The State Legislature adopt a resolution requesting the federal government to include Hawaii and other states in the decisionmaking process on programs and issues concerning people from the U.S. Trust Territory which would directly affect in-migration.*
- *The Commission on Population and the Hawaiian Future, in conjunction with the Commission on Manpower and Full Employment, jointly conduct a study and develop recommendations on the possible impact of in-migration of people from the U.S. Trust Territory.*
- *The State Administration request the federal government to report and disseminate migration statistics to and from U.S. territories, possessions and commonwealths in which there are U.S. nationals in the same detail as that for U.S. states in all future quinquennial (five year interval) U.S. censuses.*
- *State agencies share information and technically trained personnel in programs related to areas such as business management, entrepreneurship, and vocational training, to assist in the economic development of the islands of the Trust Territory.*

EDUCATION

Immigrant children and youth under the age of 18, with rare exceptions, enter public elementary and secondary schools upon arrival in Hawaii or at the beginning of the next regular school semester. Depending on the resources of the particular school or district to serve students of their original language group and their relative skill in English, they are assigned to classes according to age and previous educational level. In schools where there are large concentrations of students lacking facility in the English language who have a common original language, bilingual classes are provided. In other schools, English language instruction is provided by TESOL staff (Teaching English to Speakers of Other Languages) during one or more class periods and the students are assigned to regular classes during other periods. Academic progress is retarded for students with little facility in English who do not receive bilingual instruction.

Hawaii's educational task is compounded by the multiplicity of original languages which are represented among its foreign-born students. During the 1976-77 school year, a major DOE study identified nine major languages and 25 additional languages of students needing help with English in the public schools.¹ Only students speaking Ilocano (34.6 percent), Samoan (17.1 percent), and Korean (11.3 percent) represented more

¹During school year 1976-77, the Hawaii State Department of Education conducted a major study to identify students who needed special assistance in the use of English language. Tests were administered to each student and relative facility with English was assessed according to the test scores. The assessments showed that all the students who had been tested needed some help with the English language. (See Appendix Table A.4 for detailed information and source reference.) Of the 9,340 students who needed special help with English, 13.9 percent were enrolled in Neighbor Island schools, 86.1 percent were on Oahu (50.8 percent in the Honolulu School District and 35.3 percent in other Oahu districts).

than ten percent of the 9,340 students whose assessment indicated needs for special help with English language. Nonnative groups with least English language facility in comparison to their facility in another language (having high proportions whose test results scored in the "Monolingual," "Non-English," or "Non-English Dominant" range) included:

	<u>Limited English Speakers</u>	<u>Monolingual or Dominant in Non-English</u>	
		<u>Number</u>	<u>% of Limited English Speakers</u>
Other (one of 25 languages)	623	231	37.1
Mandarin	222	80	36.0
Korean	1,057	374	35.4
Vietnamese	508	160	31.4

However, there were numerically more Ilocano-speaking students with ratings showing the most need for instruction in English (718 students who represented 22.9 percent of 3,232 students needing instruction in English) and Samoan-speaking (415 who comprised 26.1 percent of 1,595 students needing help with English) than in the language groups with higher proportions having less proficiency in English.

The existence of a substantial number of students who face language difficulties poses a special problem for the Department of Education in adopting standardized performance expectations. The DOE proposal for a competency test for graduation to be taken by all students may have some adverse effects on immigrants as well as some disadvantaged students. According to the November 1977 issue of the Educational Leadership Journal, minority students in Mainland schools have a grade retention rate two to three times higher than for nonminority students (i.e., minority students are more likely to be held back in lower grades rather than progress at the pace of nonminority students). It can reasonably be inferred that immigrant students may exhibit similar patterns given the cultural and linguistic barriers they need to overcome as indicated by the DOE study.

Because of the special difficulties faced by immigrants in the public educational system, the Commission recommends that:

- *The Department of Education make special provisions in its proposed educational competency test for methods which will adequately measure the immigrant students' capabilities given the language difficulties they face. Alternative methods should be developed without lowering educational standards.*
- *The Department of Education continue to expand its programs of bilingual/bicultural education, preplacement orientation, and TESOL and to explore and evaluate other approaches which will improve the capability of immigrant students to enter the mainstream of the public educational system.*
- *The Department of Education develop and test different methods of teaching English to immigrant language groups such as Lao, Hmong, and Mandarin speakers who have a small population base in Hawaii.*
- *The Department of Education provide in-service training to teachers and other school personnel in methods of assisting nonnative speakers of English.*
- *The Department of Education, in conjunction with public educational television, develop bilingual programs to be used in the classroom and for regular broadcast, to assist nonnative speakers of English to overcome language and cultural barriers.*

PUBLIC ASSISTANCE

The impact of recent immigration on public assistance services and costs is frequently overestimated because Department of Social Services and Housing (DSSH) case load data on "foreign in-migrants"² include both long-time and new residents who are foreign born. As a result, the actual dependence of newly-arrived immigrants on public assistance is also overrepresented. Detailed data show that 30.2 percent of the "foreign in-migrant" recipients of financial assistance in December 1977 were American citizens and 37.9 percent had lived in Hawaii for more than six years.

The December 1977 DSSH case load data indicate that the foreign in-migrant proportion of the financial assistance case load was 7.4 percent (1,767 of 23,944 cases). In contrast, the local born constituted 60.2 percent (14,403 cases); Mainlanders 21.7 percent (5,195 cases); and Samoans (DSSH combines American and Western Samoan in-migrants into one group) 5.0 percent (1,196 cases). All categories other than foreign in-migrants showed numerical increases while the foreign in-migrant case load remained relatively stable between February and December 1977. The

²DSSH data on "foreign in-migrant" welfare recipients include all foreign-born persons: in addition to recent immigrants and refugees who are aliens, American citizens (whether naturalized or born to American parents in outlying areas), and aged aliens with long residence in Hawaii.

The financial assistance case load includes the following programs: Aid to Families with Dependent Children (AFDC), AFDC-Unemployed Parent, and General Assistance. Data on foreign in-migrants were aggregated for February and December 1977. The February totals do not include recipients of supplemental State payments under the Aid to the Aged, Blind and Disabled program (AABD). Wherever AABD is included in the December totals, it is so stated; AABD recipients are excluded from December totals where comparisons are made with February.

foreign in-migrant proportion of the financial assistance case load, including AABD, was 8.6 percent (2,244 of 26,062 cases) in December 1977. Foreign in-migrants comprised 22.5 percent of recipients of AABD supplemental payments.

Although the number of Indo-Chinese refugee cases decreased from 499 in February to 412 in December 1977, refugees continue to account for a significant proportion (19.8 percent) of foreign in-migrant cases. The refugees, who did not come as a part of normal foreign in-migration and who were encouraged to seek financial assistance upon arrival as part of resettlement arrangements, are supported on financial assistance entirely by federal monies generated through special legislation.

Analysis of in-migrant utilization of financial assistance in December 1977 (including AABD) reveals that a greater proportion of the Mainland and Samoan groups has resided in Hawaii for two years or less than is the case for the foreign in-migrants. Similarly, the proportion of the Mainland and Samoan groups who applied for assistance within a year of arrival was greater than that of the foreign in-migrants. Other considerations in determining the relative impact of foreign in-migration on the financial assistance case load as of December 1977 (including AABD) are: that the local-born, Mainland, and Samoan groups each accounted for more State expenditures than did the foreign in-migrant group during 1977; that the average money payment (including federal and State shares) during 1977 was less for foreign in-migrants than for the other groups (i.e., Samoans - \$392.60, local born - \$320.52, Mainlanders - \$292.22, and foreign in-migrants - \$246.25); that the proportion of the local-born and Samoan groups who received financial assistance for over two years was greater than that of the foreign in-migrant group; and that the average size of the foreign in-migrant family was 2.5 members, compared to 4.2 for Samoan families and 2.9 for local families.

DSSH case load data show relatively more use of supplemental Food Stamp Only (FSO) and Medical Assistance Only (MED) than of financial

payments (total welfare support) by foreign in-migrants. The FSO and MED categories differed from the larger financial assistance category primarily in that the foreign in-migrants comprised a larger proportion of the smaller case loads: 18.4 percent of the FSO case load (1,979 of 10,746 cases) and 31.1 percent of the MED case load (3,610 of 11,617 cases) for December 1977. It is possible that some people were included in both categories.

More of the foreign-born persons who received FSO and MED had resided in Hawaii for six years or longer than did those in the financial assistance category (66.4 percent of the FSO foreign-born recipients and 60.8 percent of the MED - 50.9 percent of the MED foreign-born recipients had resided in Hawaii over 20 years).

Because of the above differences in case load, the FSO and MED categories have other characteristics which differ in varying degrees from the financial assistance category (e.g., foreign in-migrants in the FSO and MED categories have been on welfare longer than foreign in-migrants who receive financial assistance).

Although DSSH data on immigrants are much more complete and current than in the past, further improvements could be made which would facilitate planning and assist in prioritizing remedial programs. Therefore, the Commission recommends that:

- *The Department of Social Services and Housing collect, cross-tabulate and disseminate information on foreign in-migrant cases by place of birth, citizenship status, and year of arrival in Hawaii.*
- *The Department of Social Services and Housing collect and organize information on Samoans which differentiates the number of American Samoans (U.S. nationals) and Western Samoans (immigrants).*

- *The DSSH initiate public education on welfare information that can correct past misinformation on foreign immigrants.*

EMPLOYMENT AND TRAINING PROGRAMS

Data from the OEO 1975 Census Update Survey show that on Oahu, the labor force participation rates of persons 16 years and over who resided in another country one year ago and five years ago were 53.5 and 60.3 percent, respectively.³ Based on these rates and the annual average number of immigrants who enter Hawaii for permanent residence (7,000 not including American Samoans and Indo-Chinese refugees), approximately 19,900 immigrants who arrived during the past five years are currently in the labor force.

The inability to secure suitable employment has been a major problem of all immigrant groups. Immigrants who have a low level of educational attainment and/or lack English language capabilities do not possess the types of skills that would enable them to compete favorably in the labor market. A U.S. Department of Labor study⁴ and the experience of

³A study of recent legal immigrants in other states show that two years after arrival in the country, 51.7 percent are in the labor force. Oahu's immigrants have a higher participation rate which increases with length of residence, approaching the local population's rate of 62.2 percent.

⁴U.S. Department of Labor, Immigrants in the American Labor Market, Manpower Research Monograph No. 31 (Washington: U.S. Government Printing Office, 1974), p. 52.

the Kalihi-Palama Immigrant Service Center indicate that the single most important determinant of immigrants' success is their ability to cope with the language.

The educational attainment of Hawaii's alien population is diverse. A population survey conducted in the spring of 1976⁵ found that for adult aliens whose educational attainment was reported, nearly a third (32.3 percent) had completed six years or less of formal education but a fourth (25.1 percent) had completed at least one year of college. Of the remaining 42.7 percent, 23.7 percent had completed high school.

According to evaluations of aliens' abilities to understand English made by aliens themselves or members of their families for the survey, 8.8 percent of the adult aliens in Hawaii did not understand the English language and 37.7 percent experienced difficulty understanding English, comprising a total of more than 23,000 persons. More than 10,000 were reported to be able to neither read nor write English. In addition, 2,500 naturalized citizens and 300 American Nationals were reported to be unable to read or write English.

The problems and needs of Indo-Chinese refugees are especially severe because of their massive, sudden emigration in 1975 and the absence of a preexisting, established Indo-Chinese community in Hawaii. Agency workers indicate that the lack of marketable skills and deficiencies in

⁵Source: Hawaii State Department of Health, special release of cross-tabulations from "Population Survey 1976, Health Surveillance Program," November 1977.

Data on educational attainment of immigrants who entered Hawaii in the past five years are not available. The data for aliens include the characteristics of recent immigrants as well as for many persons who entered Hawaii earlier in the century for plantation labor or other purposes. The age distribution showed 19.4 percent of the aliens were 65 years of age or older.

English language communication are the major problems among refugees, particularly among the Hmong, a mountain tribe of Laos. Of the 235 unemployed and/or underemployed refugees who participated in the DHEW-funded "Demonstration Project for the Employable Indo-Chinese Refugees" in Hawaii, 40 percent had minimal or no formal education (eight years or less). A number of refugees were illiterate in English as well as in their native language and almost half were initially placed in basic level English classes (equivalent to grades two to four). While almost half of the refugees served by the project had five or more years of work experience, project personnel indicated that much of the work experience of the refugees was not directly applicable to job requirements in the U.S. labor market.

Although data from DSSH show that Indo-Chinese refugees' dependence on public assistance is decreasing, refugees were 1.7 percent of the total case load in December 1977, a disproportionately large share in relation to their population. This indicates that many refugees have not been able to secure suitable employment and become economically self-sufficient.

Because of the special employment problems faced by the immigrants, the Commission recommends that:

- *Manpower development programs such as CETA, State Program for the Unemployed, and vocational education establish linkages with the State Employment Service Division, Adult Education, the UH community colleges, and other programs to incorporate basic academic instruction, English language training, and career counseling services to meet the special needs of immigrants. Specifically, the Commission recommends that manpower development programs provide:*

- *Intensive English language training related to the world of work.*
 - *Remedial education to raise their educational level to a level where vocational training can be meaningful.*
 - *Career counseling, including an assessment of immigrants' potentials and future educational and/or training needs.*
- *CETA Prime Sponsors continue to designate immigrants as a special target group.*
 - *The Office of the State Director for Vocational Education develop demonstration projects to test the feasibility of different approaches to bilingual vocational education to improve the employability of immigrants.*

UTILIZATION OF BILINGUAL PROFESSIONALS

According to the 1976 Health Surveillance Population Survey conducted by the Department of Health, there were 95,362 nonnative-born residents in Hawaii whose native language was other than English. The Kalihi-Palama Community Mental Health Center in its Research Report #1, 1976, identified 8,825 nonnative-born adults with poor or no ability to communicate in English in the area from Nuuanu to Moanalua (census tracts 46-72).

A cursory review of professional personnel in major State agencies responsible for the delivery of human services indicates a pronounced absence of individuals with bilingual capabilities. To supplement the

language deficiencies in staff, agencies have hired bilingual aides or bilingual outreach workers. There still exists, however, a need for bilingual professional personnel to directly provide services in the fields of teaching, school counseling, psychiatric and medical treatment, job placement, family planning, vocational skills training and other casework services essential to the adjustment of nonnative-born adults with limited English ability.

While there is a lack of professional personnel with bilingual capabilities employed by governmental agencies, underemployment is pronounced among immigrants classified as professionals who came under the third preference of the U.S. Immigration Laws which admits persons of exceptional ability in the sciences and the arts. In some instances, State licensing laws and regulations have created barriers which limit their opportunities for professional employment. In order that the community can benefit from this manpower potential, the Commission recommends that:

- *The Department of Personnel Services initiate a survey of State agencies to identify the bilingual professional capabilities of present personnel and their relevance to areas where bilingual professional needs exist.*
- *The Departments of Personnel Services and Regulatory Agencies jointly conduct a study on how to utilize immigrant professionals in various departments needing bilingual services.*

APPENDIX

APPENDIX A

SOURCE NOTES AND TABLE

Data from administrative records of the U.S. Immigration and Naturalization Service (I&NS) include: aliens reporting residence in January of each year, fiscal year totals of the number of immigrants who arrived with the stated intention of making Hawaii their permanent future residence and the number of immigrants who were naturalized in Hawaii. These data were obtained from: R. Schmitt, Demographic Statistics of Hawaii: 1778-1965; Hawaii State Department of Planning and Economic Development, Data Book(s); and I&NS tabular releases. They represent complete counts from official records. See Tables A.1 and A.2 which follow.

Censuses of the foreign-born population and other data on immigrants, however, represent estimates based on the expansion of samples. Although estimates for large groups and classifications yield relatively close approximations to the actual totals, those for smaller groups are subject to considerable sampling variation. Data on place of birth from the 1970 U.S. Census of Population were based on a 20 percent sample, those on citizenship on a five percent sample. The 1975 data from the OEO Census Update Survey were also based on samples (Oahu, 4.4 percent of households were surveyed; Maui County, 12.9 percent; and Hawaii County, 11.2 percent). Migration, age and ethnic group data for Spring 1976 were based on a special release of data from a population survey of 4.7 percent of State population made under the Hawaii Health Surveillance Program. Table A.3 which shows the age distribution of foreign-born residents was taken from these data.

The estimate of the Samoan population was made from the age distribution shown in the 1976 Health Surveillance data and on school records: "The Elementary and Secondary School Civil Rights Survey" (aggregates of enrollment records classified by ethnic group) and "Status Report" (July 1977) of the 1976-77 project to identify and assess the English language facility of limited speakers of English in the public schools (a complete count of applicable categories as tested by the schools). The results of the tests are summarized in Table A.4.

TABLE A.1 IMMIGRANT ALIENS ADMITTED TO HAWAII BY COUNTRY OF BIRTH,
REPORTING HAWAII AS THEIR STATE OF INTENDED RESIDENCE, 1970-1976

Year Ended June 30	Total	Canada		China and Taiwan		Korea		Japan and Ryukyu Islands		Philippines		Other Countries	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1970-1976	49,358	588	1.2	3,156	6.4	7,455	15.1	3,526	7.1	26,626	54.0	8,007	16.2
1970 ¹	9,013	90	1.0	423	4.7	596	6.6	363	4.0	6,426	71.3	1,115	12.4
1971	6,055	81	1.3	271	4.5	568	9.4	409	6.8	3,704	61.2	1,022	16.9
1972	6,765	92	1.4	392	5.8	868	12.8	603	8.9	3,764	55.6	1,046	15.5
1973	6,881	64	0.9	455	6.6	1,305	19.0	544	7.9	3,179	46.2	1,334	19.4
1974	6,549	64	1.0	429	6.6	1,127	17.2	464	7.1	3,418	52.2	1,047	16.0
1975 ²	7,012	87	1.2	555	7.9	1,476	21.0	587	8.4	2,913	41.5	1,394	19.9
1976	7,083	110	1.6	631	8.9	1,515	21.4	556	7.8	3,222	45.5	1,049	14.8

¹The official 1970 tabulations, shown here, are thought by some authorities to have overstated the actual numbers by several thousands.

²Includes 196 Vietnamese admitted under regular programs but excludes approximately 2,000 Vietnam refugees still in parole status.

Source: DPED Statistical Report 112, "Hawaii's In-Migrants, 1975," April 17, 1976 (Table 13).

TABLE A.2. ALIEN ADDRESS CARDS RECEIVED FROM PERSONS RESIDING IN HAWAII,
BY NATIONALITY: 1966 TO 1977¹

<u>Year</u>	<u>Total</u>	<u>China and Taiwan</u>	<u>Japan and Ryuku Islands</u>	<u>Korea</u>	<u>Philippines</u>	<u>United Kingdom</u>	<u>Vietnam²</u>	<u>Others³</u>
1966	45,794	1,368	17,780	893	19,678	- ³	- ³	6,075
1967	46,998	1,499	16,975	914	21,315	1,192	69	5,034
1968	47,882	1,640	16,388	944	22,159	1,402	125	5,224
1969	49,642	1,750	15,850	1,005	23,410	1,557	127	5,943
1970	53,003	2,213	15,351	1,138	26,311	1,548	122	6,320
1971	57,187	2,167	15,099	1,483	29,116	1,949	173	7,200
1972	60,898	2,421	15,271	2,154	31,210	2,253	255	7,334
1973	63,034	2,446	15,125	2,906	32,183	2,395	373	7,606
1974	64,430	2,277	14,981	3,753	32,414	2,607	458	7,940
1975	65,339	2,591	14,555	4,726	31,439	2,516	529	8,983
1976	68,164	2,730	13,844	5,427	31,961	2,632	2,099	9,471
1977	68,567	2,847	13,622	5,767	31,598	2,680	2,395	9,658

¹Data are as of January each year. They include temporary as well as permanent residents. The series is begun with January 1966 -- the lowest reported resident alien total of the century.

²Data include aliens from Cambodia, Laos, and Vietnam; in January 1977 their respective totals were: 19,539 and 1,837.

³For January 1977 others include: Canada, 1,687; Germany, 667; Western Samoa, 389; Tonga, 428; Thailand, 532; and 5,955 from all other nations. For January 1966, others include the United Kingdom and Vietnam.

Source: U.S. Immigration and Naturalization Service, Annual Report and tabular releases.

TABLE A.3 CITIZENSHIP AND AGE OF RESIDENTS
OF HAWAII IN 1976 WHO WERE NOT U.S. NATIVES

<u>Age</u>	<u>Total</u>	<u>Naturalized</u>	<u>Alien</u>	<u>National</u>
<u>Total</u>	105,064	39,837	62,479	2,748
<u>Percent of Total</u>	100.0	100.0	100.0	100.0
Under 5	1.6	0.1	2.3	5.6
5-14	8.0	4.5	9.9	17.0
15-24	12.6	7.9	15.1	22.9
25-34	19.9	16.5	21.7	29.8
35-44	15.0	17.9	13.3	10.4
45-54	11.4	15.2	9.3	5.0
55-64	9.4	12.8	7.5	5.3
65 & Over	20.8	24.0	19.4	3.3
Unknown	1.3	1.1	1.5	0.7
Preschool Age (under 5)	1.6	0.1	2.3	5.6
Regular School Age (5-17)	11.5	6.9	13.7	26.4
Employable Ages (16 & over)	88.2	93.8	85.1	75.3
Preretirement (16-64)	67.4	69.8	65.7	71.3
Retirement Ages (65 & over)	20.8	24.0	19.4	3.3
Adults (18 & over)	85.6	91.9	82.5	67.3
Youth (15-24)	12.6	7.9	15.1	22.9
Teens (15-19)	5.6	3.9	6.3	11.9
Older Youth (20-24)	7.0	4.0	8.8	11.0

Source: Hawaii State Department of Health, special release of cross-tabulations from "Population Survey 1976, Health Surveillance Program."

TABLE A.4 STUDENTS WITH LIMITED ENGLISH SPEAKING ABILITY
IN HAWAII PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, 1977

<u>Original Language</u>	<u>Total</u>		<u>Language Dominance Rating</u>				
	<u>%</u>	<u>#</u>	<u>Monolingual Non-English</u>	<u>Non-English Dominant</u>	<u>Bilingual</u>	<u>English Dominant</u>	<u>Monolingual English</u>
Total Number	100.0	9,340	1,133	1,342	4,126	2,739	-
Cantonese	6.7	629	46	87	347	149	-
Mandarin	2.4	222	28	52	113	29	-
Ilocano	34.6	3,232	393	345	1,274	1,220	-
Tagalog	4.9	453	43	64	189	157	-
Visayan/Cebuano	2.4	224	10	43	103	68	-
Japanese	7.3	683	65	71	257	290	-
Korean	11.3	1,057	164	210	472	211	-
Samoan	17.1	1,595	218	197	796	384	-
Vietnamese	5.4	508	47	113	267	81	-
Other Non-Native	6.7	623	82	149	261	131	-
Hawaiian	1.2	114	37	11	47	19	-
Percent of Language Group With Dominance Rating							
Total	100.0		12.1	14.4	44.2	29.3	-
Cantonese	100.0		7.3	13.8	55.2	23.7	-
Mandarin	100.0		12.6	23.4	50.9	13.1	-
Ilocano	100.0		12.2	10.7	39.4	37.7	-
Tagalog	100.0		9.5	14.1	41.7	34.7	-
Visayan/Cebuano	100.0		4.5	19.2	46.0	30.3	-
Japanese	100.0		9.5	10.4	37.6	42.5	-
Korean	100.0		15.5	19.9	44.7	20.0	-
Samoan	100.0		13.7	12.4	49.9	24.1	-
Vietnamese	100.0		9.2	22.4	52.6	15.9	-
Other Non-Native	100.0		13.2	23.9	41.9	21.0	-
Hawaiian	100.0		32.5	9.6	41.2	16.7	-

Source: Hawaii State Department of Education, "Identification, Assessment, and Planning System for Limited English Speakers: Status Report," July 1977.

APPENDIX B

REPORT TO THE DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
PUBLIC HEALTH SERVICE, REGION IX

ON THE
INDOCHINESE REFUGEE PROJECT
CONTRACT NO. 299-76-0029

by

The Office Of The Governor
State of Hawaii
Susumu Ono, Project Director
December 4, 1977

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INTRODUCTION

The fall of the governments of South Vietnam, Cambodia and Laos resulted in a mass exodus of people, many of whom came to the United States as Indochinese refugees. In anticipation of the long process of receiving and absorbing a great number of refugees, the United States Congress passed the Indochina Migration and Refugee Assistance Act of 1975 which enabled the United States to provide assistance to Indochinese refugees. In the Spring of 1975, the President's Interagency Task Force quickly organized and put into motion machinery needed to receive and process the refugees. Approximately 145,000 Indochinese refugees entered the United States from April 1975 to June 1977.¹

In response to the needs of about 3,000 refugees who chose to stay in Hawaii, the Office of the Governor, State of Hawaii, the U.S. Department of Health, Education, and Welfare (DHEW), Region IX, and the various public and voluntary agencies entered into a series of discussions to maximize the resources of both the public and private sectors of the community. The meetings resulted in the formation of a consortium of public and voluntary agencies engaged in the resettlement program under the auspices of the Office of the Governor.

In May 1976, the Office of the Governor submitted to DHEW, Region IX, an unsolicited proposal entitled "Demonstration Project for the Employable Indochinese Refugees, State of Hawaii". The proposal was approved and in the Office of the Governor, State of Hawaii, entered into a contract with DHEW, Region IX, to provide English language/vocational training and job placement for 300 adult Indochinese refugees. The project bears the DHEW contract No. 299-70-0029.

OVERVIEW OF THE PROJECT

A. Project Proposal.

The primary purpose of the project was to assist the refugees in becoming self-sufficient and productive members of American society. However, there were basic problems inherent to any newcomer to a foreign

¹DHEW Refugee Task Force, Reports to the Congress, June 20, 1977, p.19.

country which stood in the way of self-sufficiency. Agency workers identified the lack of marketable skills and deficiency in English language communication as the major problems among Indochinese refugees. Cognizant of these problems in pursuing the goal of the project, the following objectives were adopted:

1. To improve English communication for 300 adult refugees.
2. To provide vocational skill training and/or on-the-job work experience for 300 adult refugees.
3. To counsel, seek employment for, and place on jobs 300 adult refugees.
4. To provide supportive services to sustain 300 adult refugees while in training and in probationary job placement.

B. Implementation Process.

1. Office of the Governor.

Under the contractual agreement, the Office of the Governor was the contractor and the DHEW Public Health Service, Region IX, was the issuing office. The provisions of contract No. 299-70-0029 included the following:

- Project Director: Mr. Susumu Ono, Administrative Director, Office of the Governor.
- Implementation Period: June 25, 1976 to September 30, 1977.
- Type of Contract: Cost reimbursement up to \$86,184.00.
- Other special provisions contained on page 2 of the contract.

In June 1976, Mr. Susumu Ono appointed Ben Junasa, Director of the State Immigrant Services Center as Assistant to the Project Director and LeNora Wee, Accountant, Office of the Governor, as Fiscal Officer. The administration of the project was lodged in the Office of the Governor with the Consortium functioning as an advisory body.

2. Consortium.

A consortium of public and voluntary agencies was organized to provide advisory input in implementing the project. The membership and their relevant experiences are summarized as follows:

Catholic Social Service - a private agency (CSS) which has been providing vocational counseling and job development services along with information, referral, and other social services to Indo-Chinese refugees.

Department of Education - the State agency (DOE) which has been providing English language courses and adult education services to Indo-Chinese refugees.

Department of Social Services and Housing - (DSSH) the State agency which has been providing financial assistance in the form of welfare and food stamps along with other supportive services to Indo-Chinese refugees.

Progressive Neighborhoods Program - a (PNP) special program under the Governor's Office which administers demonstration projects. Two of the demonstration projects, the Kalihi-Palama Immigrant Service Center and the Program for Local Service have been providing acculturation, job development, and other supportive services to Indo-Chinese refugees.

Vietnamese Immigrant Voluntary Association - (VIVA) a private non-profit organization which was formed to specifically deal with the problems of Vietnamese refugees. Since that time the organization has been providing acculturation and supportive services to refugees from Indo-China.

State Immigrant Services Center - a program (SISC) under the Commission on Manpower and Full Employment in the Office of the Governor. Since its inception in 1970, the Center has been involved in identifying programs and services for immigrants as well as initiating innovative responses to the needs of immigrants. The Center has been playing a similar coordinating and planning role with respect to refugees through the Governor's Special Task Force on Vietnamese Refugees which was formed in early April of 1975.

Subsequently, Ben Junasa was elected chairman and presided over all the meetings of the consortium. The highlights of the consortium activities included:

- Screening and selection of project staff for nomination to the Governor for appointment.
- Development of selection and eligibility criteria for client enrollment in the project.
- Clarification of the role and responsibility of each member agency towards the project.
- Advised the administration and project staff of major issues arising in the process.
- Discussion on the monthly report of project staff.
- The other major responsibilities of the member agencies are contained in Part IV, Model for Integrated Approach, pp. 9-13 of the Project Proposal and are reflected in the summary of program activities in this report.

3. Project Staff.

- Project Coordinator, Maurice K. Salve. Directly responsible to the Assistant to the Project Director. Delegated responsibilities included supervision of project staff, coordination of staff and agencies' efforts, and the development and maintenance of a delivery service system for clients in the project.
- Project Researcher/Evaluator, David Takamiya. Directly responsible to the Assistant to the Project Director. Delegated responsibilities included development of the evaluation design, collection and interpretation of data, administration of pre-test and post-test of clientele, advise Project Coordinator of any difficulties arising in program implementation, and conduct the final evaluation of the project. The Evaluation Report will be submitted shortly as a separate report.
- Job Developers (Supported by State funds): Michael E. Duncan, Elaine Gallagher, and Lillian Lew. Directly responsible to the Project Coordinator. The Job Developers were deployed to participating agencies for better accessibility to clients and for agency coordination. Their specific responsibilities were to develop an individualized career plan for each client, to locate job openings, to place individual refugees on jobs, and to provide follow-up services.
- Part-time Clerk-Typist, Phuong Oshita (resigned 6/15/77) and Suong Ngoc Thi Tran (beginning 7/1/77). Directly responsible to the Project Coordinator. Provided all clerical support for the project.

4. Project Location and Equipment.

The project was provided office space at Kaiulani School, 783 North King Street, Honolulu, Hawaii by the Department of Education. Office equipment was loaned to the project from the State Immigrant Services Center and the Kalihi-Palama Immigrant Services Center. Training facilities and meeting rooms were provided by Progressive Neighborhoods Program. A City and County grant administered through the State Commission on Manpower and Full Employment made it possible to meet other operational expenses not covered by federal funds.

C. Demographic Information of the Target Population.

The following summarizes the statistical data of the refugees enrolled in the project:

TABLE I
DISTRIBUTION OF REFUGEES BY REFERRING AGENCIES

<u>Agency</u>	<u>Proposal Commitment</u>	<u>Actual Referral</u>
CSS	120	76
DSSH	60	17
KPISC	60	71
VIVA	<u>60</u>	<u>71</u>
TOTAL	300	235

The original commitment of the Consortium was to recruit 300 adult Indochinese refugees who were unemployed and/or underemployed. At the close of the intake process agreed upon by the Consortium, only 235 refugees were accepted to enter into the program. This number represents about 78.3 percent of the challenge goal. Two agencies, the Kalihi-Palama Immigrant Service Center and the Vietnamese Immigrant Volunteer Association surpassed their quota commitment by 18.3 percent.

TABLE II
DISTRIBUTION OF REFUGEES BY AGE AND SEX

	<u>Under 18 Years</u>	<u>18 - 25 Years</u>	<u>26 - 35 Years</u>	<u>36 - 45 Years</u>	<u>46 - 55 Years</u>	<u>Over 55 Years</u>	<u>Total</u>
Female	1	35	36	24	9	0	105
Male	<u>0</u>	<u>34</u>	<u>47</u>	<u>33</u>	<u>11</u>	<u>5</u>	<u>130</u>
TOTAL:	1	69	83	57	20	5	235

Of the 235 refugees enrolled in the project, 44.7 percent or four out of ten were women. It appears that a high proportion of women are wanting to

enter the labor force. However, this is not significantly different from the characteristics of the local residents. According to the 1970 U.S. Census, approximately 41.1 percent of the civilian labor force were women.

Also, it is interesting to note that a higher proportion of the refugees were persons 35 years and under.

TABLE III

DISTRIBUTION OF REFUGEES BY AGE AND NATIONALITY

	<u>Under 18</u> <u>Years</u>	<u>18-25</u> <u>Years</u>	<u>26-35</u> <u>Years</u>	<u>36-45</u> <u>Years</u>	<u>46-55</u> <u>Years</u>	<u>Over 55</u> <u>Years</u>	<u>Total</u>
Cambodian	0	0	0	2	0	0	2
Ethnic Lao	0	9	14	6	0	0	29
Hmong	0	24	16	13	0	1	54
Vietnamese	<u>1</u>	<u>36</u>	<u>53</u>	<u>36</u>	<u>20</u>	<u>4</u>	<u>150</u>
TOTAL	1	69	83	57	20	5	235

Of the 235 refugees, 150 or 63.9 percent were Vietnamese, 83 or 35.3 percent were Laotian (Ethnic Lao plus Hmong), and 2 or .8 percent were Cambodians. Of the Laotians, approximately five out of eight were Hmong tribespeople, a minority group who supported the United States effort in Laos. The median age of each nationality is as follows: Cambodian - 42 years; Ethnic Lao - 27 years; Hmong - 26 years; and Vietnamese - 32 years.

TABLE IV

DISTRIBUTION OF REFUGEES BY NATIONALITY AND YEARS OF EDUCATION

	<u>None</u>	<u>1 - 8</u> <u>Years</u>	<u>9 - 12</u> <u>Years</u>	<u>More Than</u> <u>12 Years</u>	<u>Total</u>
Cambodian	0	0	2	0	2
Ethnic Lao	1	10	14	4	29
Hmong	11	37	6	0	54
Vietnamese	<u>3</u>	<u>32</u>	<u>73</u>	<u>42</u>	<u>150</u>
TOTAL	15	79	95	42	235

Of the 235 refugees, 46 or 19.6 percent indicated they had received more than twelve years of education in their homeland. Forty percent or four out of ten had a minimal or no formal education. The median years of education is as follows: Cambodian - 12 years; Ethnic Lao - 10 years; Hmong - 6 years; and Vietnamese - 12 years. It should be noted that the Indochinese educational systems are quite different from Hawaii's educational system and English is not widely spoken.

SUMMARY OF PROGRAM ACTIVITIES

A. English Language Training.

The Hawaii State Department of Education, Adult Education Branch, had a special appropriation to provide the necessary related English training in support of the contract awarded to the Governor's Office. Terms of their appropriation provided for ten special English classes to be conducted 6 hours a week for a duration of 40 weeks. Classes were to be held at several Adult Community Schools on the island of Oahu.

The Department of Education did actually provide a total of 16 classes. The classes ranged from the Basic Level (for persons illiterate in their own language as well as English), through Intermediate Level and up to an Advanced Level. In addition the DOE provided English classes which were supportive in nature to the vocational training classes. In most cases these vocational training English classes were held at the vocational training site. All other English classes were held at a centralized location rather than disbursed throughout the island as originally planned. A half-time coordinator employed by the DOE provided intake and placement services, monitored attendance and supervised testing.

The structure of the classes had to be altered from what was originally planned in response to the needs of the clients enrolled into the project. Generally, classes were smaller in size and longer in terms of weekly hours than was indicated in the funding proposal. The team teaching approach was utilized with some of the classes.

A total of 208 persons were enrolled in the English classes during the course of the project. Persons were terminated as they became successfully employed, went on to other advanced training, moved from the state, suffered illness or encountered child care or other family problems.

At the conclusion of this contract (September 30, 1977) approximately 75 persons were still enrolled in some aspect of the English program. All were subsequently retained in classes funded through an additional grant awarded to the Office of the Governor. In fact, although the funding for the English classes was expected to last until June 30, 1977, it ran out in April and the grant to the Governor's Office was already being utilized for English instruction at that time.

The usual problems associated with implementation of a new program emerged early in the program. Space, scheduling and staffing required much attention. Through the DOE and the Manpower Training Office two testing devices -- Test of Adult Basic Education and the ALCPT -- were suggested as pre-assessment instruments. Although the appropriateness of these devices was questioned, they were used throughout the course of the project for both pre-assessment and post-assessment. Concerted effort was made to identify a more adequate testing device but none could be located. Program and curriculum development for the English component has been a problem but some progress has been made in this area especially as it relates to the selection of instructional materials and relating instruction to vocational objectives. An aspect of the English program which still needs addressing has to do with establishing clear cut criteria for instructional levels and establishing a procedure allowing for students to progress through the various levels of instruction.

B. Vocational Skill Training.

Appendix A, Table 1 indicates the kinds of vocational training offered to the persons enrolled in this project. Some of these classes were funded by another source but slots were made available to persons enrolled in this project. A sub-contract was awarded to the Manpower Training Office, University

of Hawaii, to provide all the vocational training allowable under this contract. They did in turn sub-contract the Nurses' Aide training and the Sewing instruction to other agencies.

Of the 235 persons enrolled in this project 119 or approximately 50% were able to enter a vocational education class. The number of people completing training was 105 or approximately 91% of those initially enrolled. The Vietnamese students accounted for about 66% of the total vocational training enrollees which was very close in proportion to their total representation (64%) in this project. The other two major groups serviced by this component were the Ethnic Lao and Hmong. The Ethnic Lao accounted for about 19% of the total vocational trainees which was reasonably close to their total representation (12%) in the project. The Hmong vocational training enrollment was 13% as compared with their total project enrollment of 23%.

Approximately 80% of the Ethnic Lao students enrolled in this project qualified for vocational training of some sort, whereas only 30% of the Hmong students qualified for similar training.

As the statistics show the Hmong was the least able group to master the preliminary language skills needed to qualify for vocational training. In most instances they tended to cluster in the lowest of basic English classes. The most consistent of problems in this component was finding vocational training opportunities that were appropriate for persons such as the Hmong with very limited English speaking ability. Except for a short two-week training course in Groundskeeping, none of the vocational training offered through this project was bilingual.

On-the-job training opportunities were offered to an additional 18 students. Of these students 13 completed training and 11 were still on the job 30 days after their training had ended. Funds for this segment of vocational training was acquired by the Governor's Office through another source.

The problem of matching student selection of training areas with industry's needs and the availability of training programs was constantly a concern. Limited funds and time constraints intensified this difficulty. Finding a device or method to pre-assess

vocational skills was a problem that was never solved.

C. Job Development and Job Placement Services.

Three full-time Job Developers were assigned to this project and funded through State (SCET) monies. They each carried an active caseload of at least 60 clients. For approximately 6 months (July through December 1976) one of the volunteer agencies, which was part of the Consortium, provided an additional Job Developer. Each of the Job Developers was assigned to work with specific Consortium member agencies. Three of the four Job Developers were actually situated at the agencies whose clients they were to serve.

Each Job Developer was responsible for initial client intake, assessment of training needs, training and employment counseling, job development and placement, and follow-up services. They were required to work closely with the volunteer agencies' case aides, English and vocational training instructors, and the DSSH Refugee Assistance Unit.

The Job Developers called upon potential employers to either develop jobs with specific students in mind or to just acquire job-orders and then try to match those orders with available clients. Appendix A, Table 2 indicates the extent to which this phase of the project was carried out. As a result of the large number of surplus jobs developed, a weekly flyer listing some of these jobs was prepared and shared with other agencies.

Appendix A, Table 3 shows the number of clients placed in jobs. This total figure includes those who found jobs on their own as well as those who were assisted by the Job Developers.

Finding jobs that paid more than minimum wages was a problem. Matching the kinds of job developed with the people available to begin work was also difficult. Many job orders were impossible to fill with the kinds of clients enrolled in this project. Because of this, quite a bit of time was spent trying to organize a share agency agreement with other employment service groups. This effort had to be abandoned when no group could be found to assume the responsibility of supervising this activity.

D. Support Services.

Support services were provided by all agencies constituting the Consortium:

- Catholic Social Service
- Department of Education
- Department of Social Services and Housing
- Progressive Neighborhoods Program
- Vietnamese Immigrant Voluntary Association
- State Immigrant Services Center
- Kalihi-Palama Immigrant Services Center

Representatives from these agencies met regularly with project staff to review progress and recommend action. In addition, where needed, they provided the enrollees with support services in the form of financial assistance and personal counseling. Agency linguists provided the project staff with interpretation services when necessary. Agency case aides were also responsible to check on absentees and report the reasons for their non-attendance to class to the appropriate Job Developers.

FINDINGS AND RECOMMENDATIONS

Although the project has done an outstanding job in assisting Indochinese refugees become productive and self-sufficient members of American society, there remain certain problem areas which need consideration for future programming.

A. English Training.

The English instruction provided by the Department of Education was offered at three different levels (i.e., basic, intermediate and advanced). Placement in classes was made according to the readiness of the individual refugee upon enrollment. By and large, the teaching methods and curriculum utilized in the program were adapted from ESL materials, but the question was continually raised as to the effectiveness of this process on adults whose preoccupation was to seek employment. In one vocational skill cluster where English instruction was

given in conjunction with vocational training, the refugees exhibited more lively interest in learning the language.

It is therefore recommended that the U.S. Department of Health, Education, and Welfare allocate funds for a Demonstration/Research Project to develop English curriculum for adults in relation to the world of work and the employment objectives of the adult participants.

B. Vocational Training.

Except for one short course in a particular vocational cluster, the program did not utilize the bilingual/vocational approach to instruction in spite of the fact that the refugees had a limited command of the English language. There was also an obvious lack of actual on-the-job instruction during the vocational training period. Although the completion rate for vocational training was considerably high, some concerns were expressed by project staff as to the applicability of the training and the readiness of the refugees to enter the real world of work.

It is therefore recommended that future programming for Indochinese refugees should consider including one or a combination of the following:

- create a pre-vocational class;
- provide bilingual/vocational instruction; and/or
- establish work stations for initial experience in the world of work.

C. Job Development and Job Placement.

The position of job developer has been an essential part in the total training process not only because of the job being developed but also because of the counseling service being provided to the refugees. Although a substantial number of jobs was found during the course of the project, many of them could not be filled because job requirements were beyond the capabilities of the refugees.

It is therefore recommended that future programming for Indochinese refugees should consider involving the business community in the selection of occupational skills and in the whole process of providing vocational training.

D. Support Services.

Although the economic limitations and philosophical approach varied from agency to agency, the support services generally were commendable. However, there are new dimensions of the acculturation problem which need immediate consideration. For instance, the impact of cultural shock is now beginning to claim its toll in family breakdown, and the dead-end, low-paying jobs are now creating dissatisfaction and personal instability among the refugee community.

It is therefore recommended that the Consortium seek to expand agency support services to include family and mental health services, follow-up job counseling services, a cultural orientation program, and in-service training for personnel working with Indochinese refugees.

APPENDIX A

TABLE 1. DISTRIBUTION OF REFUGEES BY NATIONALITY AND SKILL TRAINING AREAS

<u>Area</u>	<u>Cambodian</u>	<u>Ethnic Lao</u>	<u>Hmong</u>	<u>Vietnamese</u>	<u>Total</u>
Auto Body	-	4	3	1	8
Clerical	-	4	3	18	25
Cashier	-	-	-	4	4
Food Prep	1	3	-	21	25
Small Appliance Repair	-	-	-	8	8
Waiter/ Waitress	-	-	-	5	5
Nurses' Aide	-	2	3	8	13
Sewing	-	8	1	11	20
Bank Teller	-	-	-	1	1
Key Punch	-	2	3	2	7
Lunchline	-	-	2	-	2
Grounds- keeper	-	-	1	-	1
TOTAL	1	23	16	79	119

TABLE 2. DISTRIBUTION OF JOB CONTACTS AND JOB ORDERS

<u>Months</u>	<u>Job Contacts</u>	<u>Job Orders</u>
August 1976	3	0
September	20	8
October	29	10
November	34	9
December	53	22
January 1977	58	13
February	149	21
March	251	42
April	124	22
May	75	8
June	232	34
July	200	21
August	196	36
September	<u>210</u>	<u>30</u>
TOTAL	1634	276

TABLE 3. DISTRIBUTION OF PLACEMENT BY NATIONALITY AND AGE

<u>Nationality</u>	<u>Less than 18 years</u>	<u>18-25 years</u>	<u>26-35 years</u>	<u>36-45 years</u>	<u>46-55 years</u>	<u>More than 55 years</u>	<u>Total</u>
Cambodian	-	-	1	-	-	-	1
Ethnic Lao	-	6	10	6	-	-	22
Hmong	-	11	9	2	-	-	22
Vietnamese	<u>1</u>	<u>12</u>	<u>25</u>	<u>17</u>	<u>7</u>	<u>2</u>	<u>64</u>
TOTAL	1	29	45	25	7	2	109

APPENDIX B

DEMONSTRATION PROJECT FOR THE EMPLOYABLE INDO-CHINESE REFUGEES

Eligibility Requirements and Priorities

I. Requirements

- A. Definition of Refugee per SRS-AT-75-27 dated 6/9/75, identifies the following criteria: Cambodian or Vietnamese (Lao) national who owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside of the country of his nationality and is unable to or, owing to such fear, is unwilling to avail himself of the protection of the country and has been paroled into the United States by the Immigration and Naturalization Service (INS) as a refugee or has been granted voluntary departure as a refugee.
- B. Refugee must possess a Form I-94 issued by INS indicating that the person either has been paroled into the U.S. or has been granted "voluntary departure" status.
- C. Refugees possessing I-151 alien cards are eligible for refugee assistance if they have been in the U.S. at least 90 days and the sponsors are no longer going to assist them.
- D. Refugee enrolling in the Demonstration Project for the Employable Indo-Chinese Refugees must be an adult (18 years old and up).
- E. Refugee enrolling in the Demonstration Project for the Employable Indo-Chinese Refugees cannot be a student receiving a Basic Opportunity Grant.

II. Priorities

- A. First priority would go to a refugee who is the head of his/her household or has family responsibilities and is currently unemployed, underemployed, or receiving welfare assistance.
 1. House of household or having family responsibilities is defined as being the chosen wage earner for a family unit. The family unit may be a nuclear family, an extended family, or any group of refugees living together as long as one person is chosen as the wage earner for the group.

2. Underemployed, for our purposes, is defined as:
- a) working less than a full work week (40 hours);
 - b) currently possessing skills that would enable employment at a higher level than present employment; or
 - c) having potential which can be developed through training available in this program leading to employment at a higher level than present employment.

B. Second priority would go to a single refugee who is responsible only for himself/herself. He/she does not have dependents; he/she is not and would not become the second wage earner in a family unit.

C. The third priority would be additional wage earners in a family unit or a potential single refugee who is currently a dependent of a primary wage earner in the first priority category.



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