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DECEMBER 1982

**OFFICE OF THE GOVERNOR
STATE IMMIGRANT SERVICES CENTER**

2153 N. King St., Suite 304 • Honolulu, Hawaii 96819 • (808) 847-3775

OFFICE OF THE GOVERNOR
STATE IMMIGRANT SERVICES CENTER

George R. Ariyoshi
Governor

Bienvenido Junasa
Center Director



The Honorable George R. Ariyoshi
Governor, State of Hawaii
State Capitol
Honolulu, Hawaii 96813

Dear Governor Ariyoshi:

I am submitting to you the 1982 Report of the State Immigrant Services Center which reflects the ongoing issues immigrants have encountered in adjusting to a new environment.

Included in the report are the description of programs for immigrants, a demographic overview of the population, and recommendations. Indeed, the report represents the efforts of public and voluntary agencies in assisting these newcomers to become self reliant and productive members of American society.

We hope this report will be useful to the Administration, the State Legislature and to others who are concerned with the immigrants in our community.

Sincerely,

A handwritten signature in black ink that reads "Bienvenido D. Junasa".
Bienvenido D. Junasa
Director

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OVERVIEW

Introduction

The Immigration and Nationality Act of 1965, which was enacted to eliminate the inequities in United States immigration, reflected major changes in American immigration policy. Foremost among the changes was the abolition of the national origin quota system, the emphasis on the reunion of families and the entry of professionals and other workers necessary in maintaining a healthy economy.

Shifting Origin

The Act of 1965 produced dramatic changes in the immigration pattern, resulting in a larger number of immigrants from Asia. In 1965, only one out of every fourteen immigrants was Asian; but by 1975, the proportion had risen to one in three. That ratio remains the same for 1978 immigrants.

TABLE I. IMMIGRANTS ADMITTED BY REGION OF BIRTH
FY 1978 AND 1965

<u>Region</u>	<u>Number</u>	<u>Percent</u>
	<u>1978</u>	<u>Change</u>
Europe	73,198	-35.5
Asia	249,776	1,107.6
North America	220,778	74.2
South America	41,764	34.9
Africa	11,524	240.6
Oceania	4,402	191.1
Total	601,442	202.8

Source: 1978 U.S. Immigration and Naturalization Service Yearbook.

Table I indicates the shifting origins of immigrants to the United States. During the thirteen year period between 1965-1978, following the liberalized act, there was a change of more than one thousand percent in the Asian influx. This phenomenal rise has also been heightened by the resettlement of Indochinese refugees.

Among the Asian countries, Vietnam, India, Korea, and the Philippines were the major sources of immigrants from Asia. Mexico, Cuba, the Dominican Republic, Jamaica, and Canada continue to send large number of immigrants from the Americas.

Intended Destination

Certain states, because of their economic structure and the presence of established ethnic communities, became popular destinations of more recent immigrants. The following table illustrates the percentage increases for the fifteen states that receive 86% of the alien population.

TABLE II. STATES MOST POPULATED BY ALIENS

<u>State</u>	<u>1978</u>	<u>1965</u>	<u>Percent Change</u>
California	1,283,598	810,000	58.4
New York	796,454	620,119	28.4
Texas	392,094	245,880	59.5
Florida	370,238	175,219	111.3
Illinois	287,777	197,734	45.5
New Jersey	275,852	176,835	56.0
Massachusetts	168,787	133,000	26.9
Michigan	135,522	131,210	3.3
Pennsylvania	109,200	102,465	6.6
Connecticut	94,032	79,865	17.7
Ohio	84,577	82,320	2.7
Washington	73,388	50,914	44.1
Hawaii	69,958	46,352	50.9
Maryland	64,519	33,639	91.8
Arizona	63,582	43,702	45.5

Source: 1978 U.S. Immigration and Naturalization Service Statistical Yearbook.

TABLE III
IMMIGRANTS ADMITTED TO HAWAII BY COUNTRY OF BIRTH
REPORTING HAWAII AS THEIR STATE OF INTENDED RESIDENCE
1965-1981

Year	Total	Canada		China and Taiwan		Korea		Japan and Ryukyu Islands		Philippines		Other Countries	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1965-74	53,771	1,397	2.6	3,338	6.2	4,748 ¹	8.8	3,873	7.2	30,651	57.0	9,764	18.2
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 ²	9,671	155	1.6	784	8.1	1,793	18.5	556	5.7	4,081	42.2	2,302	23.8
1977	7,825	175	2.2	527	6.7	1,488	19.0	495	6.3	3,568	45.6	1,572	20.1
1978	9,053	223	2.5	409	4.5	965	10.7	394	4.4	4,398	48.6	2,664	29.4
1979 ³	8,944	135	1.5	586	6.6	1,192	13.3	365	4.1	5,016	56.1	1,650	18.4
1980 ³	6,729	61	0.9	555	8.2	1,153	17.1	260	3.9	3,983	59.2	717	10.7
1981 ³	7,634	77	1.0	553	7.2	1,185	15.5	295	3.9	4,708	61.7	816	10.7
TOTAL	110,639	2,310	2.1	7,307	6.6	14,000	12.7	6,825	6.2	59,318	53.6	20,879	18.9

¹The figure 4,748 covers the period between 1969-74; Korea was previously included with "Other Countries."

²Adjustment, year ended June 30 through 1976 and September 30 thereafter; Jul-Sep, Japan included with Other Countries.

³Preliminary, from unpublished monthly records of U.S. Immigration and Naturalization Service, Honolulu District.

Sources: DPED Statistical Report 108, "Hawaii's In-Migrants, 1974," April 28, 1975 (Table 13)

DPED Statistical Report 101, "Hawaii's In-Migrants, 1973," March 11, 1974 (Table 11)

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

Unpublished monthly records of U.S. Immigration and Naturalization Service, Honolulu District.

Integration to American Society

Naturalization is the common indicator of an alien becoming integrated to American society. Table IV reflects the percentage increase of aliens naturalized in 1965 and 1978, by states in which most aliens were naturalized.

TABLE IV. STATES IN WHICH MOST ALIENS
WERE NATURALIZED: 1978 AND 1965

<u>State</u>	<u>1978</u>	<u>1965</u>	<u>Percent Change</u>
California	36,544	18,742	95.0
New York	31,840	24,540	29.7
New Jersey	16,751	7,128	135.0
Florida	13,138	2,659	394.1
Illinois	12,864	8,271	55.5
Texas	5,725	4,219	35.7
Massachusetts	5,519	4,652	18.6
Pennsylvania	4,649	3,611	28.7
Maryland	4,368	1,353	222.8
Hawaii	3,672	1,319	178.4
Ohio	3,518	3,399	3.5
Michigan	3,518	3,451	1.9
Virginia	3,275	1,152	184.3
Connecticut	3,242	2,625	23.5
Washington	2,289	1,522	50.4

Source: 1978 Immigration and Naturalization Service Statistical Yearbook and 1966 Immigration and Naturalization Service Annual Report.

Approximately 80 percent of those who became naturalized citizens in 1978 had fulfilled the five years continuous residency requirement as an immigrant. The rest were spouses of U.S. citizens, servicemen, veterans, and minor children, whose requirements were less stringent.

New Prospects for Change

Early in March of 1981, the Select Commission on Immigration and Refugee Policy submitted their final report to the President and the Congress. In July 1981, the President forwarded to Congress his proposal for amendments. The following provides a comparative review of five major immigration issues:

The Select Commission

Amnesty

- Called Legalization
- Eligibility based on date of entry (prior to January 1st 1980)
- Proof of continuous residency (to be determined by Congress but a majority of Commission favored 2 to 3 year residency prior to legalization)
- Provisions for excludability
- Program to begin when appropriate enforcement mechanisms have been instituted
- Community organizations to play significant role in the program

The Reagan Administration

- Called Temporary Residency
- Permit illegal aliens present in the U.S. prior to January 1st 1980 to apply for Renewable Term Temporary Residency
- Could be rolled over every three years indefinitely
- Permits employment
- After ten years may apply for permanent residency
- Will not be able to bring family members
- Will pay into all tax programs
- Will not be eligible for unemployment insurance, welfare or other social services

Sanctions

- Legislation to make it illegal to hire undocumented workers
- System of national identification to assist enforcement of sanctions e.g. counterfeit-resistant, social security card.

- Legislation to prohibit employers from knowingly hiring undocumented workers
- Employers will have to request two pieces of identification and signed affidavit assuring legal residency
- Opposes a general national identification card
- ✓ Increase resources for Labor Department enforcement of fair labor laws

Enforcement

- Stricter border enforcement and control of non-immigrant overstays
- Increase Border Patrol funding
- Install computerized systems to track non-immigrants
- Establish mobile inspection teams
- City enforcement based on a strong employer sanctions law
- Regional border enforcement posts to coordinate the work of INS, Customs, the Drug Enforcement Administration and the Coast Guard
- State and local law enforcement officials be prohibited from apprehending persons on immigration charges but encouraged to notify INS when they suspect a person who has been arrested to a violation unrelated to immigration to be undocumented.
- Increase budget and other resources for Border Patrol and other Immigration and Naturalization enforcement aspects
- Increase measures to stop aliens from entering
- Stricter penalties for transporting aliens
- Increased enforcement of arrivals of undocumented by sea, including interdiction, seizure of vessels, establishment of facilities to detain illegal aliens requesting asylum
- International cooperation within the Americas to enforce immigration laws focusing on discussions with Mexico to stop third country nationals from crossing Mexico to enter the U.S. illegally and reduce smuggling in the border areas

Temporary Workers

- Reject a new, massive temporary worker program
- Support streamlining and expansion of existing H-2 program (which allows for some temporary workers)
- Remove disincentives to hire U.S. workers
- Challenges government, employers and unions to end dependency on H-2 workers
- Experimental temporary worker program for Mexican nationals
- Two year trial
- 50,000 workers per year
- Restricted to states certified by Department of Labor
- Normal wages
- No unemployment insurance
- No accompanying family
- Will pay into all tax programs

Legal Immigration

- Retain preference system
- Slight increase in world quota (to 350,000 per year)
- Exclude immediate relatives and refugees from quota
- Expand immediate relative category to include unmarried adults and grandparents of U.S. citizens (Minor U.S. citizens will remain unable to immigrate parents)
- Create new independent category for non-family immigrants (criteria being labor skills, other specializations or investors)
- Allow 100,000 additional visas for next five years to do away with backlogs in preference system
- Maintain existing preference system
- Increase quota for Mexico and Canada by 20,000 each. Unused visas going to the other country
- Increase world ceiling to 310,000 per year
- Streamline procedures for independent immigrants (non-family) when workers are needed

Source: Centro de Asuntos Migratorios, National City, CA 92050

Demographic Information

A total of 51,091 immigrants were admitted to Hawaii from 1975 to 1981. This number does not include the estimated 26,000 Samoans (Office of Samoan Affairs Report, 1977) and 6,199 Indochinese refugees in Hawaii. Immigrants have been admitted to Hawaii at an average of 7,298 annually since 1975. The trend is leveling at 7,000 per year as indicated in Table V.

In January 1979, a total of 69,622 aliens reported their annual registration in Hawaii. Additional information revealed that 5,814 immigrants became naturalized citizens in 1979.

TABLE VI. ESTIMATED AGE DISTRIBUTION OF
IMMIGRANTS IN HAWAII 1980 AND 1981

<u>Age</u>	<u>Percent</u>	<u>Number</u>
17 & Under	29.3	4,208
18 to 34	43.8	6,291
35 to 64	23.4	3,361
65 & Over	3.5	503
	100.0	14,363

Source: U.S. Immigration and Naturalization Preliminary Report,
Honolulu, 1981.

The estimated distribution of immigrants by age and sex is based on the actual distribution of immigrants admitted in 1978. The appearance of a large number of children and youth continues to be the most striking characteristic of new immigrants. A majority of the newcomers enter under the preferential visas to join their families here in the United States.

The median age for male immigrants is 26.0 years and 26.4 years for immigrant females. The male to female ratio of 90 males to 100 females appears consistent when compared to the ratio of 86.4 males per 100 females among foreign-born residents of Hawaii in 1975.

The estimate on residential distribution of immigrants is based on the actual proportion of students of limited English proficiency identified by school districts in the 1980-1981 school year. Except for the estimate for Maui, the projected distribution in other districts seems accurate. In 1976, according to the Hawaii Health Surveillance Program, Oahu accounted for 82.1 percent of all resident aliens in the State.

TABLE VII. ESTIMATED RESIDENTIAL DISTRIBUTION OF
IMMIGRANTS ADMITTED TO HAWAII IN 1980 AND 1981
BY SCHOOL DISTRICT

<u>District</u>	<u>Number</u>	<u>Percent</u>
Honolulu	6,392	44.5
Central	2,025	14.1
Leeward	2,700	18.8
Windward	<u>934</u>	<u>6.5</u>
Subtotal	12,051	83.9
Hawaii	919	6.4
Maui	689	4.8
Kauai	<u>704</u>	<u>4.9</u>
Subtotal	<u>2,312</u>	<u>16.1</u>
Total	14,363	100.0

Immigrant Issues and Problems

Housing. The low vacancy rate of 1.1% for rental housing in Honolulu makes housing a very serious problem among immigrants. The problem is closely related to employment and transportation since immigrants usually seek housing in areas close to employment possibilities that are accessible to public transportation. Being less able to commute as the mobile middle class resident, it is therefore not surprising that immigrants tend to settle in Kalihi and other downtown areas on Oahu.

Immigrants often find themselves in overcrowded or substandard living conditions primarily because of the excessive cost of housing relative to their income. At the Housing Consensus Legislation Workshop held in November 1981, it was revealed that the 1980 median rent for a 3-bedroom partly furnished apartment in Honolulu was \$625 a month. The pace of new housing construction has slowed down since 1977 and the new units

being built are not affordable to low and moderate income families. The situation seems to indicate that housing will continue to be a serious problem for newcomer immigrants.

Employment. Underemployment rather than unemployment is the more severe problem among immigrants. In a study conducted by Hawaii's Office of Economic Opportunity in 1975, immigrants had a much lower unemployment rate (5.5%) than Oahu residents (7.5%). However, their median income of \$6,928 a year was far below the Oahu residents' median income of \$10,192. By necessity, immigrants are taking jobs in service industries and other low-paying occupations not sought by local residents. As a consequence, immigrant women are forced to seek employment to supplement family income in order to cope with Hawaii's high cost of living.

Health. Immigrants admitted as permanent residents were subjected to thorough physical examination prior to admission and therefore considered healthier upon arrival. Immigrants' health problems are less a matter of their arriving with serious illness than their obtaining medical services for conditions that developed after settlement in the United States.

Many immigrants cannot afford medical insurance and therefore minimize visits to the doctor unless it becomes absolutely necessary. The high cost of medical services often results in the postponement of medical attention. Most common illnesses are attributable to overcrowded housing, nutritional deficiencies and overall socio-economic adjustments.

Education. As of November 1981, there were 8,482 students enrolled in the Department of Education's program for students of limited and non-English speaking proficiency. Statistical estimates of this limited and non-English speaking student population reveal that in the State's public

schools, the percentage is between 8% and 12%; with a large percentage (86%) of these students attending schools in the Department's Honolulu District.

Based on indicators such as the language spoken to the student at home, the language used by the student at home, the student's first acquired language, and other considerations, appropriate screening, testing and assessment procedures are applied.

Higher Education. As suggested in House Resolution 509 (Eleventh Legislature, 1981) Requesting the University of Hawaii to Study the Underrepresentation of Ethnic Groups in the Student Population of the University System, the ethnic distribution of students enrolled within the university system is not reflective of the distribution of the State's general population. Similarly, it is also evident that for professional employment, in which a college degree is a minimum qualifier, the same kind of distribution pattern is revealed.

As is also stated in HR 509, the cost of higher education may exclude those lacking sufficient financial means; thus limiting a choice between the pursuit of a four-year program or a two-year program. Unfortunately, this choice is ultimately based on economic considerations—paying for a four-year program, or entering the job market after two years. While short-term gains are a practical consideration, the gains attained by individuals opting for earlier entry into the working world must also be viewed in terms of the broader impact—the concomitant underrepresentation of certain ethnic groups in the professions.

Adjustment to American Society. As newcomers to American society, immigrants are faced with the problem of adjusting to many unfamiliar aspects of life. Many immigrants experience "culture shock" which differs in intensity, depending upon the inner resources of the individual and the attitude of the host community. Often, the experience of inadequacy brings emotional and behavioral problems, especially among the youth.

However, time has its healing influence. One indicator of adjustment to American society is the immigrants' becoming naturalized citizens. Since 1976, about 3,500 immigrants have become United States citizens each year. This is about one-half of the number of immigrants admitted to Hawaii annually. The decision to become naturalized may be the single factor in the successful adjustment of recent immigrants. In 1981, 3,803 aliens became naturalized citizens.

RECOMMENDATIONS

Federal Policies

The Select Commission on Immigration and Refugee Policy has submitted to Congress and the President of the United States a report containing recommendations on immigration policies. The following are some of the issues presented.

Illegal Aliens. The Reagan administration and the Select Commission have differed significantly in their approach to resolving the illegal immigration problem. Sylvia Ann Hewlett in Foreign Affairs (Winter, 1981-82) has suggested the following alternatives in coping with the issue of illegal immigrants.

Employer sanctions. Legislation to make it unlawful for employers to hire illegal aliens is essential to effective immigration control. Penalties should be severe enough to constitute a reasonable deterrent for breaking the law.

Worker identification. Employer sanctions cannot work unless employers are also provided with a reasonable method for determining worker eligibility. The U.S. Department of Labor has designed a "Work Authorization Enrollment and Verification System" which would not require workers to carry cards or employers to make any judgment about the applicants' authorization for work. Instead, a federal agency would determine eligibility and verify the work authorization of all applicants for the employer. Employers would receive immediate verification by calling the agency's toll-free number.

Amnesty. An unconditional amnesty program should be instituted to attract illegal aliens already here to come forward and legitimize their presence. Illegal aliens who entered the United States before January 1, 1980 would be permitted to remain in the country as immigrants with rights and privileges of permanent residents. This will avoid the complexities of having a temporary class of immigrants with restricted human rights.

Control of the borders. Better methods of controlling the borders should complement the measures suggested above. Any policing effort should be conducted with the best humanitarian approach possible.

Immigration and Employment Policies. Despite the impact of immigration on the U.S. labor market, immigration and employment policies are developed and implemented independently. Generally, immigrants tend to settle in areas where they expect to find a supportive community, economic opportunities and a similar climate from which they came. A recent study (Monthly Labor Review, October 1980) indicates that labor markets in areas where immigrants tend to cluster often have higher unemployment rates when compared with the national average.

Recommendation: The Department of Justice and the Department of Labor explore closer coordination in developing labor and immigration policies in order to make them complementary.

Legal Immigration. Of the more than one million persons now registered at consular offices awaiting visas (Select Commission Report, March 1981), 700,000 are relatives of U.S. citizens or resident aliens. In some countries, the waiting period for separated families to be reunited is as long as eight years.

Recommendation: The U.S. Congress enact legislation to add visas to the world ceiling until the backlog in the preference system is cleared.

Refugees. The geographic distribution of refugees is making an uneven impact and is straining local resources of some states. In some communities, the impact has caused substantial local resentment toward refugees.

Recommendation: The Federal Office of Refugee Affairs give more consideration to the impact of resettling refugees in certain states and clarify the responsibilities of sponsors and voluntary agencies in the resettlement process.

STATE SERVICES

Health. The health problems of immigrants are less a matter of their arriving with serious illness than their obtaining of proper medical care for conditions which develop after their arrival.

Recommendations:

(1) The Department of Health conduct health education workshops for immigrants to understand local health standards and preventive measures to stay well.

(2) The University of Hawaii School of Nursing sponsor a review program to prepare immigrant nurses for licensing examination and for eventual employment at local hospitals and other health agencies.

Support Services. A number of agencies providing direct services do not have adequate bilingual/bicultural staff to respond to foreign-born residents seeking agency services. In many situations, cultural understanding provides the bridge between clients and service providers.

Recommendation: That the Department of Personnel Services conduct cultural awareness workshops for State personnel dealing directly with the public.

Social Adjustment. The disparity between pre-immigration expectations of life in America and the harsh reality of conditions upon arrival has created disillusionment and other related problems, especially among young immigrants whose relocation was not of their own choosing.

Recommendation: The State Foundation on Culture and the Arts explore expansion of programs that promote social and cultural understanding among various ethnic groups in Hawaii.

Housing. Based on the income criteria for housing and rental qualifications, it is readily apparent that members of a family whose combined gross income do not exceed the median income of \$23,000 (for a family of four) are not qualified candidates for purchasing a home. As the data show, relative to average sales prices and median rents, a family of four in the low and low-moderate income groups must be able to pay \$330 or less and \$330 to \$529 per month for rent, respectively. When compared with 1980 median rents of: \$480 for a two-bedroom partly furnished apartment; \$625 for a three-bedroom partly furnished apartment and \$595 for a three-bedroom partly furnished house, it is also apparent that the cost of rental housing is not affordable.

For the purchasing of a residence, the comparison is similar. For the same family of four with an annual gross income between \$11,899 and \$28,560, the purchasing power for an affordable dwelling ranges between \$47,596 and \$76,156 to \$114,240. However, the range of average sales prices for 1980 reveals prices that are out of reach for those in low and low-moderate income categories: \$131,693 for a new home; \$93,428 for a new condo, \$169,107 for a resale condo.

Recommendations:

- (1) Consistent with the Ohana Zoning concept which increases the number of persons allowed to live in residential units, encourage more efficient use of land for multi-family rental units in areas zoned for residential use.
- (2) Encourage the increase of the supply of low and low-moderate income dwelling through tax incentives, zoning changes, etc.
- (3) Designate publicly-owned lands for development of affordable housing.
- (4) Augment the number of available rental units through maintenance, renovation and rehabilitation.

Public Schools. Added to the concerns affecting the general student population, the limited and non-English speaking student faces the task of assimilation and participation in the mainstream of academic and extracurricular school activities.

Unlike peers who come from an English speaking background, these limited and non-English speaking students must acquire language skills that may not be reinforced in the home. This absence of reinforcement is particularly critical in the content areas that require concept attainment as well as a grasp of specialized terminology, which differs markedly from subject to subject.

Recommendation:

- (1) The Department of Education conduct in-service training sessions for teachers and educational aides in schools with high enrollments of limited and non-English speaking students; including methods, approaches and techniques for lesson planning and presentation.
- (2) Similarly, training should be promoted for content area teachers whose approaches to a subject area may emphasize concept attainment, without due regard for inherent cultural dimensions (such as the students' language facility) in the teaching-learning experience.

PROGRAMS/SERVICES FOR IMMIGRANTS

Agencies and programs in both the public and private sectors providing services to the State's immigrant, refugee and American national population, particularly in the human service areas of health, education, employment, public assistance and housing, assist in minimizing the transition to Hawaii's culture.

Federally-funded programs administered by various departments, as well as state-funded programs and contracted programs with private non-profit agencies, provide basic services for immigrants, refugees and American nationals. The services provided vary in scope and depth, depending on the specific target group, the geographical location and identified needs.

The following synopses of public and private agencies and programs provide an overview of available services. For the public sector, programs are listed by state agency; while the private sector is listed alphabetically by project name. It should be noted that for state agencies and programs, the services cited may not be specifically directed exclusively toward immigrants, refugees or American nationals. However, the program is identified to reflect the range of available services.

PUBLIC SECTOR

Department of Education

Through the Office of Instructional Services, Developmental Services and Continuing Education Branch, Curriculum Materials and Services Development Section, projects such as the Bilingual/Multicultural Project and A'o Like Project provide consultant and interpretation services. The services provided by these projects augment services provided by the

Special Needs Branch's Compensatory Education Section program for students of Limited English Proficiency (SLEP) and the Adult Education Section's English and naturalization programs that are conducted within the community school system.

The possible need for specialized services is ascertained through the Department's student survey which contains items that indicate student's first acquired language, and the language most often used by the student. Upon identification and assessment of a student's English proficiency level, an appropriate program aimed at development of language acquisition skills is prescribed. These skills are developed through both bilingual and English as a Second Language (ESL) approaches.

Academic progress is monitored, with subsequent mainstreaming activities followed by checks on the student's maintaining an achievement level that is comparable to his or her peer group. Academic counseling and tutorial assistance are also provided.

Department of Health

The Department provides a wide range of services through its various programs. The following are some of the programs, as well as the services rendered:

✓ Health Promotion and Education Office provides consultation on programs, information, pamphlets and other service related areas.

✓ Bilingual Health Promotion and Education Program activities include outreach, assistance in clinical services, information and referral, interpretation, translation and health education for its Filipino, Korean, Chinese and Samoan target populations.

✓ Kalihi-Palama Mental Health Center offers a full range of mental health services; from in-patient hospitalization to the prevention and treatment of alcohol abuse.

✓ Public Health Nursing Branch, with language capabilities in Japanese, Cantonese and Ilocano, conducts physical exams and home visitations. Child health conferences for well children between the

ages of 0-5, include immunizations and periodic physical examinations, including school entry exams, growth and development assessment and advising parents on child care and rearing. Home visits are conducted by referrals for various health needs: pregnancy, well-child, crippled children, mental health and chronic diseases.

✓ Communicable Disease Division, Tuberculosis Branch conducts a full range of detection, diagnosis and treatment of tuberculosis, including chest x-rays, tuberculin skin tests, preventive treatment, treatment for diseases which includes referral for hospitalization if indicated, and physician consultation. The Branch also provides certification of freedom from tuberculosis as required for certain types of employment, or as a condition for entrance to school.

Department of Labor and Industrial Relations

Charged with the administering of employment related services, the Department conducts programs whose target groups are segments of the limited and non-English speaking population:

Indochinese Refugee Employment Program (IREP) conducts vocational guidance and training, job search, job placement and language testing and referral activities to assist Indochinese refugees with resettlement and transition to the employment marketplace.

Older and NonEnglish Speaking Seniors (ONESS) provides information dissemination on the Department of Labor and Industrial Relations programs and services. The program also conducts outreach and advocacy on work-related concerns.

Department of Social Services and Housing

Hawaii Housing Authority, Rentals Section provides services related to low-rent leased housing and state housing programs.

Public Welfare Division delivers social services, including self-support services, protective services, family counseling, family planning, homemaker services, day care, foster care, food stamps and medical care.

Refugee Assistance Unit administers contracted services with private sector agencies and projects whose programs are designed to promote the socio-economic self-sufficiency of refugee clients.

Temporary Labor Force Program provides work opportunities and services to improve job-related capabilities of public assistance recipients.

Work Incentive Unit offers supportive services to enable participants to engage in work and/or training activities.

PRIVATE SECTOR

Catholic Immigrant Project

The Project provides counseling and technical assistance to immigrants, helping them to adjust to their new environment. Project activities include literacy and English classes for job placements, citizenship classes, religious instructions and services, general emergency aid, medical services through the Bayanihan Health Services, and legal services through the Legal Aid Center.

Catholic Social Services

The organization's Operation Aloha provides social support outreach services such as information, referral and follow-up services; acculturation programs; referral to English classes; technical and consultative services; and sponsors an acculturation program for children and adults. Service delivery involves bilingual-bicultural counseling, especially crisis intervention for individuals. Adjunct social services, home-school liaison, information and referral, and community orientation are provided as needed.

Cosmopolitan Social Services Agency

The agency performs outreach home visitations in the Kalihi-Palama neighborhood, as well as information and referral, acculturation and counseling services. Assistance is rendered to immigrants seeking

housing, manpower training, employment, children's education and immigration related needs.

Hawaii Refugee Resettlement Organization

The organization provides initial resettlement services related to individuals sponsored by HRR0, including direct financial assistance, temporary housing and social security registration. Ongoing resettlement services include social adjustment services, employment placement services, health service referrals, crisis intervention services, home management orientation and education, and English as a Second Language classes. Assistance in immigration matters is also available.

Interagency Council for Immigrant Services

The Interagency Council for Immigrant Services is an organization composed of representatives from agencies and programs addressing the problems faced by immigrants and the services available to assist in resolving these problems. The Council serves as a planning, coordinating and sharing body which highlights gaps in services, while minimizing duplication, and maximizing limited resources. The Council also assumes the role of an advocating body, with its focus on the needs of immigrants, refugees and American nationals.

Kalihi-Palama Walk-in Clinic (Hale Ho'ola Hou)

The Clinic provides low-cost medical and dental services, health consultations, interpretation and medical consumption, medical health primary care, referral services and family planning. Services are provided on an ability-to-pay basis.

Kokua Kalihi Valley

Primary health care services, including laboratory services, women's clinic, preventive dental education and nutrition counseling. Bilingual outreach workers provide support services to in-house

programs and to families. The health center provides primary medical care and dental hygiene and treatment services. The medical laboratory conducts parasite screening, identification and treatment services. Payment by uninsured patients is based on a sliding fee schedule. The organization is also contracted as a WIC (Women, Infants and Children Program) participating agency, providing nutrition education and counseling.

Palama Inter-Church Council

The Immigrant Youth Program is a school-based program offering counseling, crisis intervention, referral, interpretation/information services, with particular emphasis on delinquency prevention and resolving problems encountered by Filipino, Korean, Samoan, Vietnamese and Laotian youth attending certain intermediate and high schools in the Department of Education's Honolulu District.

The Kalihi-Palama Immigrant Service Center provides services in the areas of employment, health, public assistance, education and immigration related concerns. Services include information dissemination, interpretation and translation, referrals for employment, housing, job training, transportation, immigration problems, medical problems, public assistance, school registration, English classes, counseling and classes and workshops on consumer related topics such as shopping, banking, and food selection and preparation. For a detailed report of the Program see Appendix B.

Susannah Wesley Community Center

The Immigrant Services Program provides a variety of bilingual services and activities for Korean, Filipino and Samoan immigrants and American nationals in the Kalihi-Palama area. Services are categorized as: outreach, which includes such direct assistance as transportation, translation, problem solving, and counseling; special projects such as health forums, consumer education classes and special interest classes; and information and referral, which involves coordination with agencies that provide services to limited and non-English speaking clients.

For a detailed report of the Program see Appendix C.

APPENDICES



APPENDIX A

THE OMNIBUS IMMIGRATION CONTROL ACT*

- TITLE I: Temporary Resident Status for Illegal Aliens
- TITLE II: Unlawful Employment of Aliens Act of 1981
- TITLE III: Cuban/Haitian Temporary Resident Status Act of 1981
- TITLE IV: The Fair and Expedited Appeal, Asylum, and Exclusion Act of 1981
- TITLE V: The Immigrant Visas for Canada and Mexico Act
- TITLE VI: The Temporary Mexican Workers Act
- TITLE VII: The Immigration Emergency Act
- TITLE VIII: The Unauthorized Entry and Transportation Act
- TITLE IX: The Labor Certification Act
- TITLE X: The Emergency Interdiction Act

*Synopses for titles of the "The Omnibus Immigration Control Act" are excerpts from the Congressional Record, October 22, 1981.

Title I
Temporary Resident Status for Illegal Aliens

The "Temporary Resident Status for Illegal Aliens" bill would permit illegal aliens, who were present in the United States prior to January 1, 1980, and who are not otherwise excludable, to apply for the new status of "temporary resident." This status would be renewable every three years, and after a total of ten years of continuous residence, those residents would be eligible to apply for permanent resident status if there were not other reasons to exclude them and they could demonstrate English language ability.

Title II
Unlawful Employment of Aliens Act of 1981

The "Unlawful Employment of Aliens Act" would prohibit employers of four or more employees from knowingly hiring illegal aliens. Civil fines would be assessed for each illegal alien hired and injunctions filed against those who follow a pattern or practice of hiring illegal aliens.

Title VI
The Temporary Mexican Workers Act

"The Temporary Mexican Workers Act" establishes a two-year program for the admission of nationals of Mexico for employment in jobs for which there is a shortage of domestic workers. The jobs could be in any field, skilled or unskilled, provided that there is a lack of available labor. Since the program is a pilot project and is intended as a test, it would be limited in time to a two-year period, and limited in size to 50,000 workers per year.

Title IX
The Labor Certification Act

Under the provisions of "The Labor Certification Act," the temporary Mexican workers who will come to the United States, would be excluded from jobs in states where it was certified that there was an adequate

supply of American workers. The existing H-2 temporary worker program would continue to operate.

During the trial period, this experimental program would be evaluated for its impact on American workers, the feasibility of enforcing the program's restrictions, and the overall benefit to the United States.

Title III Cuban/Haitian Temporary Resident Act of 1981

"The Cuban/Haitian Temporary Resident Act of 1981" would repeal the Cuban Refugee Adjustment Act of 1966 so that undocumented Cubans will not be eligible for adjustment of status upon completion of one year of physical presence in the United States.

This proposal would allow most of the undocumented Cuban and Haitian entrants to regularize their status by applying for a new "temporary resident" status. After five years of continuous residence in this country, such Cubans and Haitians could apply for permanent residence, providing they were self sufficient, had minimal English language ability, and they were not otherwise excludable.

Title IV The Fair and Expedited Appeal, Asylum and Exclusion Act of 1981

"The Fair and Expedited Appeal, Asylum and Exclusion Act of 1981" grants the United States the authority to conduct expedited proceedings with respect to undocumented aliens encountered at our borders and ports of entry, and at points outside the territorial limits of the United States. Presently, an alien who enters the United States without inspection can submit his asylum request and remain in the United States while his asylum request winds its way through the labyrinth of administrative and judicial channels. Thus, there is an incentive for him to enter the United States without inspection.

"The Fair and Expedited Appeal, Asylum and Exclusion Act of 1981" will streamline exclusion proceedings when an alien cannot present any documentation to support a claim of admissibility. Under this proposal the initial questioning of a particular individual would be conducted by a trained Immigration and Naturalization Service asylum officer. The examination would be oral and no transcript would be made of it. In most cases involving undocumented aliens, the examining officer would make an immediate decision to exclude the alien. There would be no right to an administrative appeal. The removal or return of the alien to his home country would be accomplished as soon as possible.

Title VIII The Unauthorized Entry and Transportation Act

"The Unauthorized Entry and Transportation Act" is based on the December 19, 1980 decision of the United States District Court for the Southern District of Florida. In the case of *United States v. Anaya, et al.*, No. 80-231-CR-EPS, the court dismissed the indictment of persons who were charged with unlawfully bringing undocumented Cuban aliens into the United States in violation of section 274 of INA. The court held that section 274 does not apply to instances in which persons immediately present undocumented aliens to Immigration and Naturalization Service officials. This decision has prevented any criminal prosecutions of persons involved in bringing in undocumented aliens during the Mariel boatlift.

The result of the holding is that the United States does not have an effective criminal sanction against such conduct.

The Anaya case is in the process of appeal. Nevertheless, there is a threat of immediate harm that might arise from the lack of an effective criminal penalty for bringing undocumented aliens to our country and taking them directly to the Immigration Naturalization Service. Therefore, this proposal would amend the seizure and forfeiture provisions for conveyances involved in violations of section 274.

Title VII
The Immigration Emergency Act

"The Immigration Emergency Act" would permit the President to declare an "immigration emergency" to enable the United States to respond to the actual or threatened mass migration of visaless aliens to the United States. This proposal would amend the Immigration and Nationality Act by adding new sections 240a through 240e (8 U.S.C. 1230a through 8 U.S.C. 1230e). This legislation would enable the federal government to respond more effectively to future mass migrations. One of the ways the legislation seeks to do this is by prohibiting residents of the United States from aiding aliens in their efforts to enter the United States. The Mariel boatlift also demonstrated that in certain circumstances United States residents may be willing to lend their assistance even though the aliens may not be entitled to admission to the United States.

Several of the provisions in this Act are designed to give law enforcement authorities the power to prevent United States residents from transporting visaless aliens to the United States. Section 240B(a) authorizes the President to impose travel restrictions to a designated foreign country or area. Any conveyance under the care, custody or control of a United States resident would be prohibited from going within a specified distance of the designated area unless prior permission has been obtained. Furthermore, section 240B(b) (1) authorizes the President to close harbors, airports, or roads which may be used by persons seeking to bring aliens to the United States. The purpose of this provision is to enable law enforcement authorities to prevent, for example, the departure of vessels from a harbor. It is obviously easier to restrict boats in a harbor than it is to try and intercept them once they are on the high seas. Effective enforcement may thus require that vessels be prevented from reaching open waters where they would be able to scatter and avoid detection. Persons removing vessels from the harbor without permission would be subject to arrest and criminal penalties.

Title X Emergency Interdiction Act

"The Emergency Interdiction Act" states that the President can enter into agreements with foreign countries for the purpose of preventing illegal migration to the United States. Under such an agreement, the Coast Guard could stop a foreign flag vessel on the high seas if there is reason to believe that the vessel is destined for the United States and carrying undocumented aliens who are not entitled to enter the United States.

The basic legal framework governing immigrant admissions to the United States was established by the 1965 amendments to the Immigration and Nationality Act. These amendments retained the policy of numerically restricting certain preference categories of immigration. For the first time in our history, immigration from Western Hemisphere countries was limited to 120,000 annually. Annual per country ceilings of 20,000 were extended to the Western Hemisphere in 1976.

With regard to refugee admissions, the Congress first dealt comprehensively with the question only recently. In the Refugee Act of 1980, Congress prescribed a uniform definition of "refugee" without geographic or ideological limitation, and established a process for the annual determination of refugee admissions by the President, after consultations with Congress.

Title V The Immigrant Visas for Canada and Mexico Act

"The Immigrant Visas for Canada and Mexico Act" would create separate annual ceilings for numerically restricted immigration from Mexico and Canada raising the totals from the present 20,000 to 40,000 for each country. The unused portion of either country's allotment would be available to citizens of the other nation. The numerically restricted immigration from other countries of the world would be adjusted so as not to be affected by this change.

Under "The Immigrant Visas for Canada and Mexico Act," any unused visas in Mexico or Canada in a fiscal year would be allotted to the other country during the next fiscal year. The overall limitation on immigration from the rest of the world would be reduced from 270,000 to 230,000. Historically, the demand for immigrant visas by nationals of Mexico has exceeded the demand by nationals of Canada. For example, in fiscal year 1978 there were 17,000 immigrants from Canada as opposed to 92,000 from Mexico. These figures include both numerically and non-numerically limited immigrants. Based on this, we would assume that Mexico would use all of their 40,000 visas in the first year and Canada would use no more than 15,000 to 20,000 visas. In subsequent years the unused visas for Canada would be allocated to Mexico and would probably result in 60,000 to 65,000 visas being available each year to Mexico. Essentially there would be no increase in immigration from Canada and there would be a substantial increase in immigration from Mexico.

APPENDIX B

PALAMA INTER-CHURCH COUNCIL KALIHI-PALAMA IMMIGRANT SERVICE CENTER

The Palama Inter-Church Council's Kalihi-Palama Immigrant Service Center provides direct services in counseling, acculturation, outreach and other support services with State funds expended through the Office of the Governor, State Immigrant Services Center.

In response to the influx of Asian and Pacific immigration resulting from the amendments to the U.S. Immigration and Nationality Act of 1965, the Palama Inter-Church Council (PIC) established its Kalihi-Palama Immigrant Service Center (KPISC), with a goal to assist in promoting the socio economic self-sufficiency of immigrants, refugees and American nationals.

Located on the grounds of St. Elizabeth's Episcopal Church, KPISC consists of two components: the immigrant services and immigrant youth programs. With each of the components intended to accommodate adults and youth, respectively, the sharing of an unfamiliarity with American culture and English language communication binds the specific target populations. Aside from a differentiation based on age, clients can also be defined as immigrants, who are Chinese, Filipino, Korean and Western Samoan; Laotian and Vietnamese refugees; and American Samoan, who are classified as American nationals, but are confronted with adjustment problems that are similar to the other targeted ethnic groups.

In concert with the goal to promote socio-economic self-sufficiency, program activities focus on the social service areas of health, education, employment, housing and public assistance. Activities for each of the areas are briefly discussed below:

Health. To improve the clients' ability to care for themselves and families, participation in events such as the Red Cross Annual Health Fair provide opportunities to encourage preventive rather than prescriptive health care. Explaining of health plans, as well as the details

of policy coverage and clarify advantages and disadvantages of plans so that clients can arrive at decisions based on informed choices.

Education. Providing information and referral assistance to clients desiring enrollment in English training classes, as well as exposing parents to the State's educational system, play a significant role in defining parents' roles in their children's educational experience. In addition, the school-home liaison conducted in the appropriate language affords parents the opportunity to clarify any misunderstandings about the academic and extracurricular activities in the schools.

Employment. Assistance in work-related concerns encompasses a range of services that is based on expressed client needs. Whether assistance requires referral to adult education classes for improvement of English proficiency, or clarification of a client's goals and objectives, as they are compared with realistic employment opportunities, services include both short-term and long-term projections, depending on the individual's skills and motivation.

Housing. Housing related assistance includes the locating of suitable housing with respect to location, cost and allowable family size. Also critical are sessions which orient clients in resolving conflicts between neighbors, particularly involving public housing tenants of differing ethnic backgrounds. As "crowding" can be defined in terms relative to culture, the problem of housing for those who desire to relocate within a particular geographical area, may reinforce the value placed on extended family relationships, which may be beneficial in securing adequate housing.

Public Assistance. Services in this category include orienting clients to the application process, as well as to the conditions and requirements regarding participation in public assistance programs such as food stamps, medicaid, general assistance, and aid to families with dependent children.

Other Service Areas. Ancillary to the major service areas previously cited are activities that may be commonplace for the general population, but for the limited or non-English speaker, these

activities pose problems arising from an inability to communicate. Services provided in this category include the obtaining of such necessities as insurance, bus passes, income taxes, and compliance with immigration rules and regulations. In conjunction with consumer education sessions in budgeting, nutrition instruction is also offered to expose clients to both economical, as well as nutritious food selection and preparation. KPISC also played an instrumental role in the organizing of the Samoan Pastors' Fellowship, a group of 28 Samoan pastors from a wide range of religious backgrounds. Included in KPISC's day-to-day activities, the group provides a volunteer pastor who assists with Samoan clients.

CHARACTERISTICS OF CASELOAD ETHNIC COUNT							
	CHI	FIL	KOR	LAO	SAM	VIET	TOTAL
New Clients	151	174	158	55	295	151	984
Carry-over (Active)	263	300	337	314	283	280	1777
Carry-over (Inactive)	108	41	9	127	314	320	919
Total Caseload	522	515	504	496	892	751	3680
Closed Cases	87	124	149	110	78	47	595
Carry-over to Next Period	435	391	355	386	814	704	3085

SERVICES: Fiscal Year 1981-82							
	HSG	EMP	PAS	HLT	EDU	OTH	TOTAL
CHINESE	550	221	1525	1257	457	1432	5442
LAOTIAN	144	483	1080	324	132	1092	3255
KOREAN	353	143	1122	194	58	508	2378
FILIPINO	156	144	145	60	113	1002	1620
SAMOAN	130	86	122	231	75	1779	2423
VIETNAMESE	148	119	476	99	335	1919	3096
TOTAL	1481	1196	4470	2165	1170	7732	18214

APPENDIX C

SUSANNAH WESLEY COMMUNITY CENTER IMMIGRANT SERVICES PROGRAM

The Susannah Wesley Community Center's Immigrant Services program provides direct services in counseling, acculturation, outreach and other support services with State funds expended through the Office of Governor, State Immigrant Services Center.

The Center, which has a long tradition of concern for the welfare of immigrants, began on the plantations with the Methodist Women's Missionary Society, who offered English and sewing classes for workers. Subsequent to this, parents working on the plantations were provided childcare services at the "Training School for Japanese and Korean Women and Children," which eventually became (until 1955) the "Susannah Wesley Home" for orphaned girls. In response to a basic change during the mid-1950's in the method of caring for dependent children--through foster care rather than institutionalization--the Susannah Wesley Community Center was formed as a multi-service agency that creates and establishes programs which are based upon the needs of the community.

The Center's response to the influx of immigrants with the liberalization of U.S. Immigration and Nationality Act of 1965, led to the hiring (in 1967) of bilingual outreach workers. Eventually (in 1975) the Immigrant Services program was created with an overall goal to "facilitate the adjustment of newly-arrived immigrants in Kalihi-Palama." Beginning with its social services component, the program has grown to include a series of consumer education workshops, as well as orientation tours for immigrants as part of its on-going services.

Immigrants, who constitute a high percentage of the area's resident population, arrive with different languages and different lifestyles. To ease the transition to Hawaii's multi-cultural society, bilingual workers (Filipino, Samoan and Korean) provide essential technical assistance through two basic components:

1. bilingual social services assistance, which provides a variety of direct services to meet the basic human needs of immigrants (i.e., employment assistance, translation, etc); and
2. consumer education, which is delivered in a series of workshops that provide basic survival information (i.e., health and education).

The services, which are specifically intended for adult Filipino, Korean and Samoan immigrants and American nationals, remain critical. The need for services is illustrated by the Hawaii Office of Economic Opportunity estimate in 1978: that of the total 63,000 resident population, 17,000 (23%) are immigrants. The high percentage of immigrants within the multi-ethnic Kalihi-Palama area, attributable to the availability of low-cost housing, access to buslines, and to its proximity to employment centers such as downtown Honolulu and Waikiki, is relatively stable in terms of total numbers, but it is transient in nature. Thus, while the total population may remain fairly constant over several years, the composition of the population--individuals and families--is likely to change significantly.

The program staff, which consists of a program director and three bilingual outreach workers who are proficient in English, as well as Korean, Samoan and Filipino, has developed close working relationships with governmental agencies such as the Department of Social Services and Housing, Department of Labor and Industrial Relations, Department of Education and the Department of Health. In addition, the staff also works collaboratively with staff of other organizations to actively utilize total community resources. By maintaining its role of providing essential services, outreach workers serve as a critical communication link so that newcomers can develop skills in coping with, adjusting to, and becoming more independent and self-sustaining members within the community.

The Immigrant Services program's servicing of its target population during the past year include: 1,250 unduplicated immigrant adults served in a variety of activities; over 8,000 service units in the social services component; 21 consumer education workshops, with a total attendance of 1,200; and 10 orientation tours, with a total attendance of 150.

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