

HUMAN SERVICES

TO

HAITIAN ALIENS

Metropolitan Dade County, Florida
County Manager's Office
73 West Flagler Street
Miami, FL 33130

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EXECUTIVE SUMMARY

It seems inevitable that the Greater Miami Area is to become the revolving door of the Caribbean area, with aliens coming in, pausing for short or long visits--most legal, some illegal-- and then many going out again.

This report addresses the plight of increasing number of Haitians who enter without the best legal status, remain for longer and longer periods of time without the best legal status, and as a result establish in our community a ghetto of distress, malnutrition and poverty.

Hundreds of thousands of permanent residents of the Greater Miami Area came originally from other nations, other cultures, from turbulent social upheavals in the cities of the United States and of the world. This gives our community a deep conviction about fair and responsive government process, a determination that relations among governments as among persons must be open, honest and constructive, and a knowledge that the values of our community are inherently consistent with the values of our country and of our national government.

This task force studied the problem of Haitian aliens in Southeast Florida and presents twenty-two recommendations. They are grouped in these four categories:

1. Specific next steps to be taken immediately.
2. Legalistic attitudinal barriers which form the basis of the human service problems.
3. New strategies which Federal agencies may follow to enable this community to deal with the human service problem without interfering in international relations.
4. Funds that should be made available to community agencies.

The human service programs in the Greater Miami area are now spending \$2.7 million per year on services to undocumented Haitians. Most of this is a diversion of funds that should be available to other residents of the community for services they need. We estimate that an additional \$7.7 million is needed, for a total federal obligation of \$10.49 million.

This report is our invitation to the Federal Regional Council, the Federal Interagency Coordinating Council, and other appropriate Federal officials, to meet with representatives of this community:

- first, to clarify any aspects of the report which may require it;
- second, to evaluate with open minds the meaning of this report; and
- third, to assist Federal agency personnel to develop the constructive response that we are confident will be forthcoming from the national administration and the Congress.

In short, we want your help to change this international revolving door problem from one of distress and disappointment into an efficient and humane conduct of our relations with our Caribbean neighbors.

M. R. Stierheim
County Manager

PURPOSE OF THE REPORT

The people of this community, and concerned officials of the State and Federal governments, want to know more about the nature, size, scope and complexity of the problem of providing basic human services to Haitian people who are seeking asylum in the United States and, in fact, the problem of providing services to all Haitians in need who now dwell in the Greater Miami area.

This report describes the way the human service agencies of this community experience Haitians' needs for services, the numbers and characteristics of the Haitian persons involved, and the costs.

The findings and conclusions indicate the kinds of barriers between the Haitians and the services they need, and some measures of the cost of removing the barriers.

The recommendations are a list of suggestions for discussion among government officials as to the strategies they may follow to achieve their purposes in a manner that encourages better human services and does not conflict with either international relations policies, or the desires and priorities of the residents of the Greater Miami area.

RECOMMENDATIONS

As to four specific next steps to be taken immediately:

1. The County Manager should assume personal responsibility for presenting this report to the Federal Regional Council, to the Federal Interagency Coordinating Council, and other intergovernmental officials, and to the Federal legislative delegation in response to their expressed concern about the proper delivery of human services to Haitian aliens in South Florida.

2. The State of Florida and the Federal government should designate specific individuals who have the assigned responsibility to administer their liaison with this community relative to the provision of human services to Haitian aliens.
3. The President should immediately authorize allocations of special funds for health and nutrition activities of the local Health Department Clinics in South Florida to assist Haitian families and individuals whose problems involve malnutrition and the results of malnutrition with the goal of eliminating this problem from this community.
4. The U. S. Secretary of Health, Education and Welfare, in concert with other national, state, and local organizations, should develop and present a program to provide, through contractual relations with existing agencies, the necessary subsistence services involving food, shelter, and other minimum essentials of health and decency which the Haitian aliens require who are dependent and not able to provide for themselves.

RECOMMENDATIONS (5-9):

As to the legalistic, attitudinal barriers which form the basis of the human service problems:

5. The Federal Government policy makers should recognize that because of its hemispheric location, now and in the future Greater Miami will be a center of varied international transactions, and a destination of aliens who enter the United States illegally, despite the most efficient policing possible with the appropriations and policies provided by law.
6. Citizens and public officials should recognize and accept that Greater Miami is, and doubtless will continue to be, an integral part of the Caribbean community; and that countless persons in that Community of Nations, including Miamians,

find in this aspect of Miami a significant resource of profit, wealth, technology, education, culture, financial stability, recreational, and personal refuge.

7. Federal policy makers should acknowledge that the policies and methods used to exclude or expell Haitians from the United States impinge directly upon the conscience, and upon the harmony of intergroup relations, of the varied peoples of the Greater Miami Community.
8. The United States Congress and the U. S. Department of State should recognize that this community does not accept that the human deprivation which arises when many persons in a community live perennially as fugitives from the enforcement of policy, regulation, or law is a necessary part of foreign relations.
9. State and local governments serving the people who reside in this community should affirm unequivocally that this community, in itself, cannot offer hope, charity, or hospitality, and cannot be expected to offer refuge or haven, to the hungry or desperate persons of neighboring nations, counties, and cities who wish to escape the constraints of their economic and political heritage. However unfortunate or deserving those economic or political situations in other jurisdictions may be, to alleviate them is not a purpose of local organized effort of this community.

RECOMMENDATIONS (10-15):

As to new strategies which Federal agencies may follow to enable this community to deal with the human service problem without interfering in international relations:

10. Contract with an existing local Dade County organization such as a University to use up-to-date technology in community and neighborhood needs assessment, impact-area definition, demographic sampling, and other unaggregated agency performance reporting data to provide continuous information to designated Federal agencies as to the extent of human service need of special groups within this community.

11. Based upon this continuous assessment of special groups in this community, the Office of the President can identify appropriate funds for allocation through existing Federal agencies to relieve the dire needs which exist in the South Florida communities.
12. The U. S. Department of Justice should promulgate all of the rules, regulations, and procedures in such a manner that all persons in this community, of every language and citizenship, including native residents, know and appreciate the processes being used by the Federal government with respect to Haitian aliens. The operating policies of the Immigration and Naturalization Service should be reviewed continuously to assure that the resulting impacts are those desired, and that their unintended impacts on needed human services, particularly, are avoided.
13. The Federal Departments which routinely assign funds appropriated by Congress to the use of Federal, State, County, City, and private agencies within this community should communicate directly, clearly, and unequivocally to these local serving agencies how they may, and how they may not, use those funds with respect to such special groups as excludable aliens.
14. Using the discretionary powers authorized by Congress to the Secretaries of the Executive Branch Departments, and in recognition of the rules, regulations, and procedures of the Justice Department, the several federal agencies should negotiate agreements with existing local charitable and service organizations to provide Haitians living in this community the emergency services necessary to a minimum standard of health and decency.
15. The community relations agencies of the federal government should assign their representatives to meet with cultural, religious, community relations, and business organizations in this community to discuss the present and future role of an American urban area, such as Greater Miami, in the international community, and

to refine this community's appreciation of the meanings of present economic, social and political stress in the Caribbean area.

RECOMMENDATIONS (16-22):

As to annualized amounts of funds that should be made available to community agencies.

16. The Dade County School Board should be provided about \$1,051,000 in federal funds to respond adequately to all persons in the Haitian alien population who desire and can use educational services.
17. The Head Start and the community day care programs should be provided about \$3,481,000 for additional child care slots so that all of the estimated 1,800 children who can benefit from these programs will have an adequate opportunity to do so.
18. The State Department of Health and Rehabilitative Services should be granted about \$3,310,000 in federal funds to provide financial assistance to Haitian aliens who are either dependent, unemployable or unemployed, or conform generally to the assistance standards established by the State, by contract through existing general assistance agencies.
19. The State Health Program Office should be provided about \$1,987,000 for disbursement to primary health care centers, public health programs, and community hospitals for priority health and medical care services provided.
20. Additional Community Mental Health Center funds amounting to about \$160,000 should be allocated to the Dade County Public Health Trust in support of additional mental health services at its Community Mental Health Center.
21. The Community Services Administration should grant additional funds of about \$428,000 to the Dade County Community Action Agency for the provision of an expanded refugee central intake program, and associated information and referral and neighborhood center programs through existing organizations.

22. The appropriate Federal Department should negotiate an agreement with a university based research organization, in the amount of about \$76,000, to establish and operate a continuing community assessment program which provides, by an approved methodology, a monthly estimate of the amount of need among Haitian aliens, in such form that the affected Federal Departments can justify releasing the funds needed by their agencies in this community.

FINDINGS OF FACT AND CONCLUSIONS

The Haitian community in South Florida may be divided into three sub groups: 1) persons of Haitian descent or citizenship who are residents, including persons with valid visas; 2) persons of Haitian nationality, and their dependents including some recently born who are U. S. citizens who number about 8,000 are undocumented and seek asylum; and, 3) additional thousands of persons of Haitian nationality, and their dependents including some recently born who are U. S. citizens, who seek to remain anonymous and live unnoticed in the community.

This report is primarily about the second and third sub groups: Those who are "undocumented" and may, through due process, be excluded from the United States by the U. S. Immigration and Naturalization Service. The basic questions are: 1) To what extent is this community now assisting these persons? At what cost? What additional assistance do these persons require? At what cost?

It is conservatively estimated that there are from ten to fourteen thousand Haitian aliens in Dade County and three to five thousand in Broward and Palm Beach Counties: a range of thirteen to nineteen thousand persons. If informal estimates by experienced public officials can be given weight, there may be another four thousand excludable Haitian aliens who have not registered with the U. S. Immigration and Naturalization

Service, bringing the range estimated to seventeen to twenty-three thousand Haitian persons in the three county area, most of whom are aliens without the documentation or legal status needed to reside here.

The financial impact of this group on the human service programs of these communities is estimated at about \$2.7 million annually. Despite this effort, the unmet need among Haitian aliens is extensive, and appears in the form of the most serious individual and family problems.

This task force report represents the reports of seven work groups, plus a series of meetings held by the Task Force Chairman with Haitian community leaders. The work groups surveyed and compiled information from the major community agencies providing human services in these program areas: community relations, social service, financial assistance, public education, employment, housing, and health care. As the work progressed, related issues were discussed with the group of Haitian community leaders and their suggestions and insights have been incorporated in the task force conclusions so that the report recommendations can be realistic and practical.

In each of the human service program areas studied, a substantial community effort is being made to assist Haitians in need of human services. Much of that effort, as in housing for example, is invisible because it is made by landlords and their individual renters who sub-rent or donate housing space to persons who can pay for it, as well as to others who cannot. Local businesses and individuals employ Haitians on a short-term, part-time or temporary basis, through cash-only transactions which do not appear in employment statistics, and are truly a mixed blessing to all involved.

The human service programs see the Haitians coming to them, essentially, as poor and unskilled, with little understanding of the community, of governmental rules and regulations, as often susceptible to exploitation, and lacking a decency-level standard

of living, as motivated to work and be self-sufficient, and anxious about their separation from their homeland and from their families, and fearful of being sent back to their homeland.

Haitians need the same access to the necessities of daily life, and to the common amenities and benefits of our community, that is enjoyed by all other persons. Anything less forces undocumented Haitians into a special ghetto within the low income segment of this community. The ghetto erodes the integrity of this community and is a drain upon the vitality of all persons who live and visit here.

It is the responsibility of local government to act in the interest of the general welfare, and to attempt to bring to an end this erosion of the standards that we live by. Further, it is the often expressed desire of this community that all persons experience government services, including those which exercise the police power of government, as humane, just, and efficient in their use of assigned resources.

As the federal government is responsible under the U. S. Constitution for the presence of aliens, it is also responsible to provide the resources needed to overcome the problems resulting from their presence.

Neighboring Counties

Broward County and the southern portion of Palm Beach County are reported to have some 3,000 to 5,000 persons of Haitian origin. The situations there are quite similar to Dade County. Monroe County does not report any Haitian persons.

Legal Status

Persons of foreign citizenship or origin who come to the United States and gain an "admitted" status through lawfully established procedures are properly identified as

aliens. If their permission to be here expires unrenewed, or if they commit certain illegal acts, they become "deportable aliens." Established procedures must be followed to carry out deportation.

However, other persons who enter the United States without gaining an "admitted" status are properly identified as "undocumented" aliens or as "excludable aliens" and are subject to expulsion. If they are involved in the commission of a felony or a misdemeanor, lawful procedures must be followed prior to their being excluded from the United States. If they claim political asylum, they have a right to legal counsel and to a hearing process to test their claim for asylum prior to a decision regarding being admitted to or excluded from the United States. While awaiting this determination, they are placed in "deferral" status by the U. S. Immigration and Naturalization Service, a division of the U. S. Department of Justice. If they do not claim political asylum, they are directly excludable from the United States by the Commissioner of the U. S. Immigration and Naturalization Service in the manner and by the means established by the Commissioner for the purpose.

COMMUNITY RELATIONS

The fact that some 8,000 persons are reported to have claimed political asylum, and perhaps an equal number pursue the hidden life of the fugitive from justice in the midst of a peaceful and orderly community, presents a human relations anomaly which must be dealt with.

Because the Haitian skin color enables them to merge easily with American Black residents, identifying Haitians individually is difficult for immigration enforcement officials. Although it is side-by-side the local Black culture, the Haitian's language, dialect and lifestyle are different. It is the uniqueness of these folkways, combined with the low level of formal education, which requires that Haitians dwell in close proximity or else endure extreme personal isolation. Because their cultural dislocation

is already great, close contact among Haitians located here is crucial to replace both a lost sense of family and a familiarity of lifestyle. Their need for geographic concentration, and desire for anonymity, are reinforced by the fears of physical reprisals against their families in Haiti should they be identified personally.

Because of these barriers between Haitians and the larger community around them, there is little opportunity for the Greater Miami community at large to appreciate the Haitians' situation. Generally the Miami community is uninformed about the Haitian alien's status before the law and his rights regarding deportation or exclusion. And, there is little or no information to substantiate the claim that there is an intrinsic relationship between the Haitian political system and economic deprivation. Because the Haitians are perceived as poor people claiming political asylum solely because of economic desperation, some groups in this community regard the appeal for political asylum as spurious.

Although the political traditions in this community are strongly ethical and non-partisan, and public discussion of issues seems ample, the relation between political responsibility and economic success continues to be unclear. Further, although allegations of racial bias in federal policy are not substantiated, the high level of ethical concern for basic human well being provides many forums for expression of such views.

The community relations issues are compounded by the facts that social agency workers are often perceived by Haitians as agents of the police or of the Immigration and Naturalization Service, and that local officials are guided by the ambiguous policies as to their lawful obligations in respect to confidentiality when dealing with excludable aliens.

As general unemployment has been high for several years, and an issue of national political importance to the United States government, and as unemployment among certain defined sub groups of U. S. residents has been chronically high, the effort of an

immigrant group to find employment brings some stress to this community. It further clouds the distinctions between political and economic asylum.

The adequacy of social, educational, and health service programs and institutions that benefit low income groups in this community have several times been significant community relations and local election issues. As these local service programs depend upon hundreds of millions of dollars of public funds, the identification of yet another group of persons with extensive unmet needs brings new consternation to a community already sensitized to question the economic efficiency of public services.

Clarification of many of these community relations issues and uncertainties would be a substantial benefit to the people who reside here.

SOCIAL SERVICES

Thirteen agencies took part directly in the study of social services to Haitian aliens. Other Public Housing, Transportation, and the United Way agencies also helped with information.

Most agencies provide limited indirect services. The major service is informational. Most agencies which could provide direct services are not serving illegal Haitian aliens, because they believe the aliens do not have the required legal status to receive services. The agencies which do provide information and referral service also provide a heavier volume of other services, and the Mental Health program accepts for direct service a very high proportion of persons coming for assistance. Some agencies also provide meeting centers which serve as "shelters of haven" for Haitians to congregate, socialize and talk of survival. The same people seem to return over and over again for the emotional support of these havens.

The agencies which have not been serving illegal Haitian aliens have difficulty explaining exactly why. However, it is apparent that any additional services would increase budgets and possibly decrease resources available to persons now being served.

The areas of service most needed are (1) jobs and job training; (2) financial assistance and food stamps; (3) medical services; (4) housing; (5) legal services; (6) counselling on management of survival; (7) day care; (8) client advocacy; (9) Social Security cards and, (10) adult education.

The areas of social services provided to illegal Haitian aliens are:

1. Food/Shelter/counselling to destitute mothers and children. (limited basis)
2. Food/Shelter/clothing to illegal Haitian aliens without employment and homes.
3. Day care.
4. Food Stamps/AFDC for American born children.
5. Mental Health Care, school registration and acquisition of Social Security cards.
6. Educational opportunities.
7. Information and referral.
8. Financial assistance to the disabled.
9. Legal services.

The level of services is generally low. Services are granted on a crisis basis and cannot be depended upon. Agencies generally providing the services, do seem to encounter financial problems which continue to shake their stability.

Each social service agency should review its policies that relate to illegal aliens, by program.

Each governmental department, at City, County, State, Federal levels should review its regulations as they relate to illegal aliens, by program.

A community central intake can be established to serve all Haitians whose needs are not being met. Existing programs can be combined to establish a comprehensive service center around the central intake.

The establishment of a general or special assistance program would be preferable to categorical assistance, as most aliens do not seem to be able to establish eligibility due to:

1. Lack of appropriate documents.
2. Cultural differences and the lack of understanding of our complicated procedures.
3. Fear of being identified and sent back to Haiti.

Social service priorities are inter-related with the Haitian's changing status determined by the U. S. Immigration and Naturalization Service: Job training, for example, might not be feasible, for a given person, but if INS withdraws the working privilege, then financial assistance, food and shelter become necessities.

On the other hand, a change in legal status can open employment opportunities, resulting in a decreasing dependence on the community to meet basic needs. A shelter allowance and food stamp program, however, could easily be provided to illegal aliens who cannot work to support themselves.

Just as the U. S. Immigration and Naturalization Service is responsible for the health and decency of aliens in custody, the other agencies of the Federal government must be responsible for their well being when they are not in custody.

FINANCIAL ASSISTANCE

This report includes estimates of the extent to which financial assistance is being provided to illegal Haitian aliens, the extent to which they are not being provided services, and estimates of present costs.

Accurate data is scarce. Record keeping by the agencies administering financial assistance is not uniform. An estimated 1,200 illegal Haitian aliens filed applications for financial assistance during the past 10 months.

The following agencies were surveyed: Catholic Services Bureau; State Department of Health and Rehabilitative Services; Dade County Welfare Department; Social Security Administration; Travelers Aid Society; Cuban Refugee Assistance Program; United Way; and Protestant Social Services. Only two of the eight provided financial assistance to illegal Haitian alien applicants: Catholic Services Bureau, and the Dade County Welfare Department. The other agencies were not able to accept applications because of existing regulations, funding constraints, or program responsibilities.

Of the 1,200 aliens seeking financial assistance, the State Department of Health and Rehabilitative Services was unable to provide AFDC, food stamps and/or other life support services to any of them. Catholic Services Bureau assisted approximately 400 persons with food, rent, clothing, and household items. The Dade County Welfare Department assisted 64 persons. An estimated 500 persons were assisted during the past 10 months with direct financial or related assistance. It cannot be determined whether the 500 persons were unduplicated.

Approximately 700 persons were denied financial assistance by the three agencies. During September 1978, the State Department of H. R. S. briefly accepted applications for AFDC and Food Stamps from illegal Haitian aliens, but quickly reversed their decision. The number processed, and their disposition, are unavailable at this time.

An estimated 120-150 illegal Haitian aliens are being served monthly by State Department of H. R. S., Catholic Services Bureau, and the Dade County Welfare Department. From 30% to 40% of the illegal Haitians who are served the first time, return to be served again.

To the two agencies which provide financial assistance, it is not significant that a person was an illegal alien.

Applicants who could not be served were referred to: Centro Hispanico, St. Vincent DePaul, Jackson Memorial Hospital, Public Health Department, Haitian Mental Health Agency, Lindsey Hopkins, and Haitian Refugee Center, and the Haitian American Community Association of Dade County.

The two agencies which provide financial assistance estimate that approximately 30% of their referrals are successfully carried out by the alien applicants. Follow-up on referrals is conducted by accompanying clients to agencies and/or contacting agencies directly for feedback. Approximately 40% of the total number of illegal Haitian aliens seeking the services of these three agencies come as a result of formal agency referrals. Most referrals to financial assistance agencies are received from the Immigration and Naturalization Service, Jackson Memorial Hospital, Haitian American Community Association, Citizens Information Services, and the Haitian Refugee Center.

There is generally some resistance in the community to support efforts to meet the emergency needs of the aliens. Confusion about the legal problems of their arrival in the community seems to be the problem. Most agencies report that they are serving the maximum number at present due to staffing, funding, and eligibility requirements.

The problems presented by the illegal Haitian aliens are no different from any other group who are poor. They are basically unskilled; have a poor conception and under-

standing of the community, and of the governmental denial of status; they are susceptible to exploitation; and lack adequate housing. Most are highly motivated to work and become self-sufficient.

A clear statement and delineation of agency responsibility, adequate funding, staffing, and a community commitment to the plight of the Haitians are necessary to respond adequately to the problems they present.

The existing policies of the agencies permit them to offer assistance to eligible applicants, within their budgetary limitations.

The negative impact of this influx of additional needy persons in this community is a drain on the financial assistance services available to permanent residents which itself has very limited funds. The positive impact of the influx is the enhancement of our multi-cultural population.

State Department of H. R. S. estimated a current annual cost of \$790,900 for direct financial assistance and administrative costs to 989 persons, none of whom is illegal Haitians; \$790 per person annually. Catholic Service Bureau estimates \$1,580 to provide direct financial assistance to approximately 400 persons, not including administrative costs. The County Welfare Department report \$5,400 in direct aid to 64 persons and an additional administrative cost of \$1,920. The average grant per person is approximately \$85.

The Haitian alien community has assisted in the resolution of their own problems by becoming involved in the activities of the community. They have also assisted each other as much as possible with their limited resources, and this effort has not, however, resulted in new, indigenous organizations.

HEALTH SERVICES

It is estimated that there are over 11,000 Haitians residing in Dade County, most of whom lack legal resident or citizenship status. They speak Creole, a French dialect, reside mainly in sub-standard housing and have insufficient money for adequate food and clothing. Many are seeking employment and are employed often at low-paying, less desirable jobs.

The foremost health problem of the Haitian community is malnutrition. Diagnoses of anemia, diseases of the skin, tuberculosis, sexually transmitted diseases, parasitic infestations, hypertension, pregnancy complications and emotional disorders have also been made in the Haitian population.

Many of these conditions can be directly related to lack of adequate food. Family planning services are available to Haitians, but there has not been a significant demand for these services. Levels of immunization against preventable childhood diseases are low.

Haitians receive care at County owned Jackson Memorial Hospital. About 1-2% of emergency room and out-patient visits, and 5% of total hospital maternity admissions are attributed to Haitians, at a cost of about \$681,600 annually. Conditions commonly treated are diarrhea/dysentery, pulmonary diseases, parasites and pediatric and mental health problems. The Hospital asks to see a work permit from Haitians before issuing a clinic card. If an individual does not have a work permit, a one-day clinic card is issued. No Haitian has been denied health care services, and six interpreters are on staff to serve Haitian patients.

Public health services, especially maternity and infant care, pediatrics, nutrition services and screening for communicable diseases, are provided by the Public Health Department.

Over 35% of patients served at the Civic Center and 46th Street units has been identified as Haitian. The cost of these services is about \$653,235 per year. Eighty (80%) percent of that is federal funds; 14% is State funds and 6% is County funds. The Haitian immigration increases the demand on health care programs to the extent eligible residents of Dade County are displaced from consuming a finite supply of health care services. Only additional funds for staff, facilities, equipment and materials can correct this.

The expended portion of the Health Department's Federal grant for the Maternity and Infant Care Project and allowances for the Women, Infant and Children (WIC) Supplemental Food Program should be replaced.

Another major source of ambulatory health care are three neighborhood health centers. Two are Federal Community Health Facility Program grantees, Economic Opportunity Family Health Center and Clinica Borenquen; and one is the County funded Liberty City Health Center. These centers serve all eligible persons regardless of legal status.

The Liberty City Center served about 300 individual Haitian patients in FY 1977/78, which was 11.5% of their total patient population, at a cost of \$63,859.

Economic Opportunity Family Health Center reports that Haitians are about 2.2% of the patients, that is about 600 patients and 1,758 patient visits per year. The cost is about \$58,014 in 1978.

Borinquen Health Care Center served 259 Haitian patients (584 patient visits) during the first six months of 1978, which cost about 5% (\$30,000) of its annual budget.

Health problems observed by the neighborhood health centers include malnutrition, pregnancies at risk, anemia, parasitic infestations, diseases of the skin, sexually transmitted diseases, hypertension and respiratory infections.

Mental health services are provided to Haitians predominantly through the Haitian/Edison-Little River unit of Jackson Memorial Hospital's Community Mental Health Center and by the Hospital itself. The community center serves about 1,000 excludable Haitian clients a month at an estimated annual cost of \$80,000 which is 50% of their budget for the Haitian unit.

The difficult lives of many Haitians, unemployment, malnutrition, substandard housing, uncertain legal status, communication difficulties and cultural change, have produced a wide range of emotional and physical disturbances. Feeling of alienation, anxiety and depression are common. There have been occurrences of persons exhibiting violent and self-destructive behavior because of their inability to respond to societal pressures. The Community Mental Health Center has six full-time Creole speaking counselors providing mental health and social services. The Hospital provides outpatient crisis intervention and inpatient psychiatric care.

The use of folk medicine practitioners is wide-spread in the Haitian community. Many Haitians use these persons because of cultural tradition, the language barrier, lack of knowledge of accessible and available health care, lack of money for medical care and/or fear of being revealed to legal authorities by established health care providers.

Dade County health agencies and facilities are providing current services to Haitian residents at an estimated annual cost of \$1,567,000. Forty-four percent (44%) of this total is provided through federal funding sources, 39% through County, 8% through state and 9% through other sources.

Potential Health Hazard

A potential health hazard exists in any large group of people without adequate nutrition, housing, health care and sanitation. The Health Department, in conjunction with the

Center for Disease Control of the U. S. Public Health Service, is screening recently arrived Haitians for infectious disease. When the data has been collected from a sufficient number who have been screened, a determination will be made as to the probability of a health hazard.

HOUSING

There is no public information of record that certifies where illegal Haitian aliens live. Community agencies involved in the Haitian refugee question, however, say that illegal Haitian's probably live in the same areas as legal Haitians but distinguishing between them is difficult.

The Haitian Refugee Center estimates that there are between 10,000 and 15,000 Haitians predominately living within the boundaries indicated on map 1: N.W. 71 Street, Biscayne Boulevard, N.W. 29 Street, and N.W. 5 Avenue.

The majority are believed to be concentrated in and around N. W. 29 Street and Miami Avenue.

The U. S. Immigration and Naturalization service does not think that address location information is retrievable from their records.

The Opa-locka airport leases, at no charge, a facility to Christian Community Services which has been used since December 1977 as an emergency shelter for Haitians seeking political asylum. This facility housed about 50 aliens last summer but now serves only a few persons.

The Women's Fellowship occasionally houses Haitians upon referral from State and Dade County Welfare.

The County's Minimum Housing Code Enforcement Program estimates that the majority of Haitians in Dade County live in substandard housing. Map 2 shows the general area, which, has a high concentration both of Haitians and of substandard housing units.

This area, from N. W. 54 Street to N. W. 11 Street and from Biscayne to the FEC, and also along 20 Street to 17 Avenue, is comprised largely of homes built between 40 and 50 years ago. Code compliance in this area is made particularly difficult because much of the property is owned by individual slumlords and the Haitians living in the area are reluctant to complain. In addition, because of the language barrier, it is difficult for the code inspectors to communicate with the residents.

To have reliable information, it would be necessary to take a house by house census.

PUBLIC EDUCATION

Students of Haitian origin in County Schools are provided both direct instruction and diverse ancillary support, in accordance with norms and formulae which apply to all students.

Students who are independent in English take part in the regular instruction program. Those who are classified limited-English-speaking, are provided special instruction in "English for Speakers of Other Languages," (402 in 1977-78) and in "Bilingual Curriculum Content" (356 in 1977-78) using the home language as well as English as media of instruction. There were 720 Haitian origin students in 1977-78.

County Schools provide these programs by County policy and by agreement with the Office for Civil Rights.

A survey in October, 1978, identified 1,377 Haitian origin students, an increase of 657 over 1977-78.

The costs of providing teachers for "English for Speakers of Other Languages" and "Bilingual Curriculum Content" are approximately \$191 and \$318 respectively, per year per student. "Bilingual Curriculum Content" incurs additional costs when the number of such students exceeds thirty in elementary grades and teacher aides are used. There are four such schools at present. The 1978-79 estimates of Haitian origin participants in "English for Speakers of Other Languages" and "Bilingual Curriculum Content," come to \$452,800 annually.

The school system provides other services such as free or reduced cost lunch (\$0.92) and/or breakfast (\$0.45). Food costs could reach \$197,800. Other support services include counseling, health, and transportation.

Community representatives estimate that there are approximately 500 children between the ages 3-5 who are not being but might be served by such programs as Headstart, and approximately 200-250 children between the ages 5-17 who are not now in school.

Critical issues related to Haitian origin students, as identified by community members, include:

1. Children who are not allowed to enter public schools for lack of adequate documentation.
2. Lack of adequate orientation in the community which leads to fear of rejection from public schools.
3. Lack of resources in the schools themselves so they can identify Haitian origin students.
4. Lack of opportunity for Haitian origin students to continue their formal education, both academic or vocational, beyond high school.
5. Lack of adequate staff in schools to maintain a functional support system to meet the needs of Haitian origin students.

6. Lack of adequate bilingual offerings which reflect linguistic, intellectual, and cultural needs of Haitian origin students.
7. Lack of adequate communication among the diverse linguistic and ethnic groups, among students, faculty and administration.
8. Lack of sponsored extra-curricular activities responding to special interests and needs of Haitian origin students.

EMPLOYMENT

Data that describes the patterns and practices of employment, and outreach efforts to bring undocumented Haitians to employment, was not possible. Traditional employment agencies such as the Florida State Employment Service, CETA Manpower Offices, or Neighborhood Service Centers, do not report a substantial service to this group.

Discussions with Haitian community leaders and officials of agencies which serve Haitians indicated that the employment of undocumented Haitian aliens was essentially an informal process, usually arranged by word of mouth from one Haitian to another.

There was a general indication that agriculture and the garment industry are two major employers of undocumented Haitians. Day to day unskilled labor on construction jobs; maid and housekeeping work; and unskilled marine-related labor were also identified as important areas of employment.

The Haitian community leaders feel that the formal job placement process can never be successful in reaching the undocumented Haitians because of their fear, of their limited awareness of how to function in the employment system, and communication barriers. This seems to be a very clear indication of the need for special advocacy considerations, if we are, in fact, going to provide employment opportunities for undocumented Haitians.

An important consensus of our discussions with Haitian community leaders and agency officials is that, although most undocumented Haitians are untrained and unskilled, they are strongly motivated to work. Their rigorous determination confronts the rigid work permit requirement and results in a large scale avoidance of employment-system formalities by both Haitians and employers. This leads to some exploitation by employers underpaying individuals.

Although the data is very limited, there is a need for both special consideration and special planning if improvements are to be made in solving the problems related to the employment of undocumented Haitians.

CONTENTS OF APPENDIX

- A - Estimates of Funds Needed
- B - Maps; Haitian Residence Areas
- C - Roster of Haitian Task Force and Study Groups
- D - Minority Report: A Dissenting Opinion
- E - Comments by Mr. Andre Bony

ESTIMATES OF FUNDS NEEDED

At the request of the Chairperson of the County Manager's Haitian Task Force, the Dade County Office of Management and Budget reviewed the findings and conclusions of the Task Force Work Groups and prepared cost estimates relative to human services to excludable Haitian aliens living in Dade County.

The overall assumption used in the OMB calculation is that the financial estimates and their bases in the work group reports are as realistic and accurate as possible; and the projections derived from them do not improve upon their basic accuracy.

Attachment I lists the estimates of costs of providing services to excludable Haitians at this time and of costs which would occur if barriers to service were removed. Attachment II details the assumptions and computations used to arrive at the estimates.

ATTACHMENT I

Cost Estimates

The estimates of current annual costs and of possible costs, if barriers were lifted and all excludable Haitians in Dade County requested services, are as follows:

	Amount Needed For Current Level of Services	Additional Amount For Service if Barriers Were lifted +	Total Amount Needed
School Board	\$ 801,000*	\$ 250,000	\$ 1,051,000
Head Start	75,000	750,000	825,000
Day Care	56,000	2,600,000	2,656,000
Financial Assistance**	10,000	3.3 million	3.31 million
Medical Services			
County Funds	614,000	375,000	989,000
Other Funds	873,000	125,000	998,000
<u>Med. Services</u>			
Total	1,487,000	500,000	1,987,000
Mental Health	80,000	80,000	160,000
Information and Referral	238,000	190,000	428,000
Community Assessment Contract	<u>0</u>	<u>76,000</u>	<u>76,000</u>
Total	\$2,747,000	\$7,746,000	\$10,593,000

* No information is available as to the breakdown between legal and excludable Haitians.

** The Florida Department of Health and Rehabilitation Services estimates that \$3.0 million dollars would be needed to serve the excludable Haitians who would be eligible for categorical aid under the present eligibility criteria. The cost for an assistance program similar to the Cuban Refugee Program is estimated at \$12 million.

+ Amount of funding needed to provide present services to all excludable Haitians. The size of the potential population is based on individual agency estimates.

ATTACHMENT II

Assumptions and Computations

1. School Board

The Education Work Group Report estimates that 1,377 students are in school; 802 are of limited English-speaking ability. It is assumed here that all 802 are illegal Haitians while none of the others are.

Teachers salaries needed for the illegal Haitians is \$452,800. Other education costs are \$133,200; the illegal Haitians' pro rata share is \$77,600. Food costs are \$197,800 for the illegal Haitians. The total cost is \$728,100 plus ten percent overhead, or \$800,900.

It is estimated that there are 250 children between ages 5 and 17 not in school. It is assumed here that all are illegal Haitians. Because this number is 31 percent of 802, the number of illegal Haitians now in school, it is assumed here that the cost to the School Board of teaching these 250 children would be an additional \$249,700.

The total cost of illegal Haitians who could be in school if all barriers were lifted is \$1,050,600.

2. Head Start and Day Care

The Head Start Program estimates the program's cost as \$1,500 per child per year. The Program Director now estimates that one hundred Haitian children are in the Head Start Program. Using the data from the Social Services Work Group report, it is estimated that half, or fifty of the children, are excludable. Current costs are computed as $50 \times \$1,500 = \$75,000$ per year.

In the Education Work Group Report, it is estimated that there are 500 Haitian children between three and 5 who could be in the Head Start Program. Assuming all of them are excludable, the additional cost would be $500 \times \$1,500 = \$750,000$ per year and the total is \$825,000.

The Dade County Day Care Program has 120 Haitians enrolled, of which twenty per cent are estimated to be excludable. (Data contained in social services questionnaire and from an oral report of program personnel.) There are four excludable Haitians in the City of Miami Program. The cost per child per year is about \$2,000. Therefore, the current cost is $28 \times \$2,000 = \$56,000$.

Based either on the assumption of 16,000 excludable Haitians or on an oral estimate of 1,800 excludable Haitian children under 6 years old needing day care and subtracting 500 children who could be in the Head Start Program, it is estimated that 1,300 children would be served if barriers were lifted; $1,300 \times \$2,000 = \$2,600,000$. The total is \$2,656,000.

3. Financial Assistance.

In the Finance assistance Work Group Report, it is estimated that although the Department of Health and Rehabilitative Services now provides \$791,000 in financial assistance to Haitians, none of that assistance goes to illegal Haitians. If barriers were lifted, the Department would need \$3 million for assistance to illegal Haitians.

The Dade County Welfare Department now provides \$7,000 in services and would provide \$297,000 more.

Catholic Services provides \$2,000 in assistance plus administrative costs.

This Office therefore estimates a current cost of \$800,000 and a projected, possible cost of \$3.3 million.

4. Medical Services

Of the six agencies which provide medical services whose reports were included in the Health Work Group Report, only Jackson Memorial Hospital was able to make an estimate of cost increases if barriers were lifted.

Current costs for Jackson Memorial Hospital are estimated at \$682,000 and possible increases at \$500,000.

The other agencies estimate current costs at \$805,000.

The cost of present services is \$1,487,000, the possible increase is \$500,000, and the total \$1,987,000.

5. Mental Health

According to Agency personnel, the estimates of the Dade County Mental Health Association in Social Services Work Group Report included only salaries. Therefore, the estimates of the Health Work Group was used by the Office of Management and Budget. The Health Work Group Report estimated that excludable Haitians account for eighty percent of the Haitians Unit's caseload and 50% of its budget of \$160,000 per year, and that if barriers were lifted the workload would double. Therefore, current costs are estimated at \$80,000 and the possible future costs at \$80,000 also, for a total of \$160,000.

6. Information and Referral

The following estimates are from the Social Services Work Group Report:

Catholic Service estimates its information and referral services now cost \$20,000 and could be increased by \$30,000 if barriers were removed.

The Community Action Agency estimates it provides 500 services per year at two dollars each. There is no estimate for costs if barriers were lifted, and no increase in costs is assumed in the Office of Management and Budget's estimates because of the minimal cost of these services.

Haitian American Community Agency of Dade County receives federal funds to serve Haitians. It would need \$160,000 for providing services to additional Haitians, if barriers were lifted.

The Haitian Refugee Center estimates its current costs for serving illegal Haitians at \$200,000 per year. It estimates it serves all illegal Haitians and that lifting barriers would not affect costs.

The Dade County Division of Citizen Services to the Haitian Community allocates one full time position costing about \$17,000 per year. It is assumed that lifting barriers would not increase significantly the County's allocation of resources for information and referral.

7. Community Assessment Contract

The Office of Management and Budget made the following assumptions in projecting the cost of this contract:

a.	Survey of Housing (number of units and number of Haitian residents) 1/2 man-year	=	\$ 9,000
b.	Survey of Haitians, sample of 1,000 1/2 man-year	=	5,000
c.	Project Coordination Program Analyst III level	=	22,000
d.	Staff Administrative Officer level	=	14,000
e.	Clerk Steno II	=	11,000
f.	Overhead @ 25 per cent	=	<u>15,000</u>
			\$76,000

MIAMI FL.

ALLAS TEXAS

Mr. Saltorelli

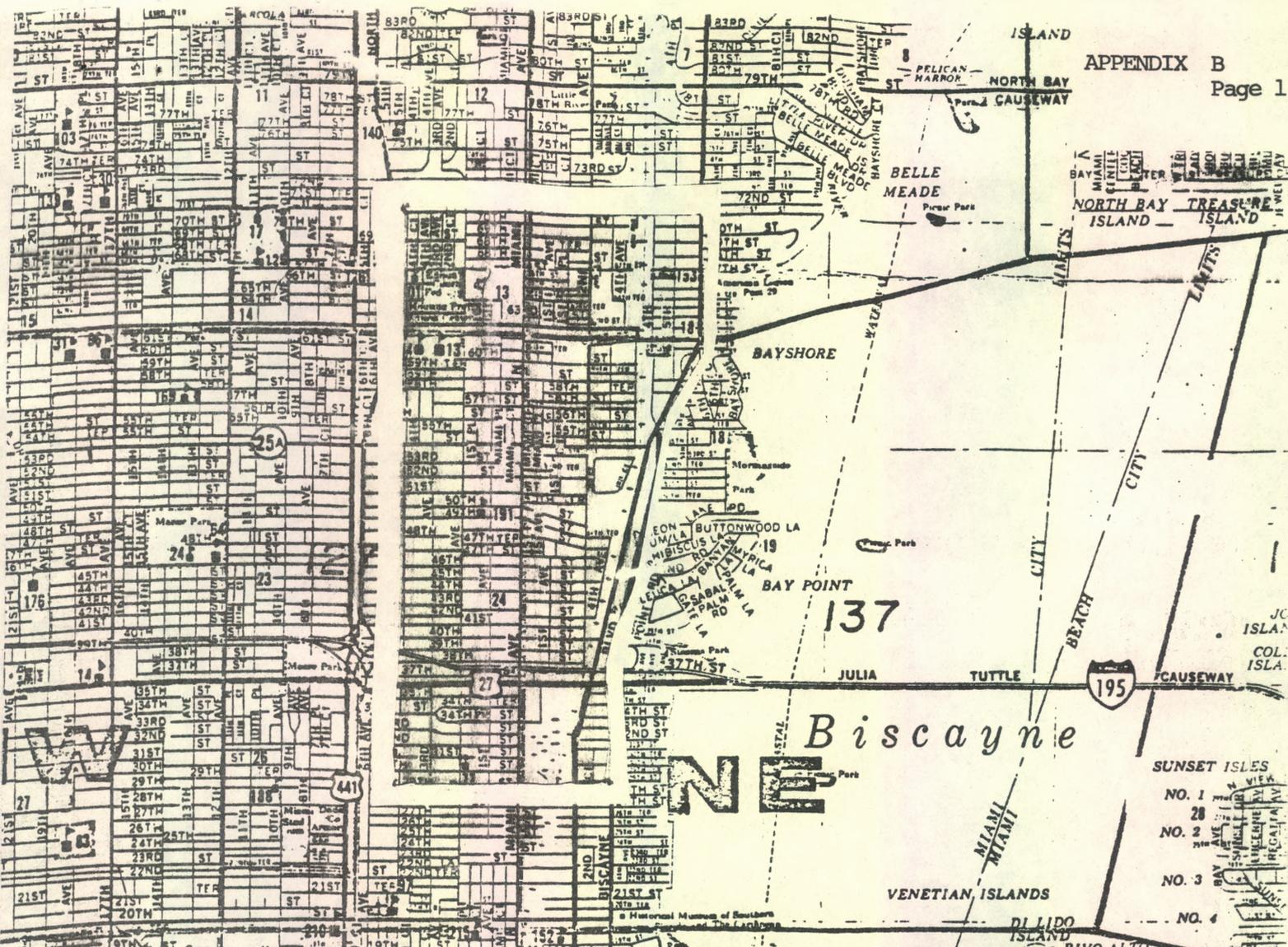
HAITIAN UNIT

WORKLOAD SUMMARY

Revised as of 9/25/78

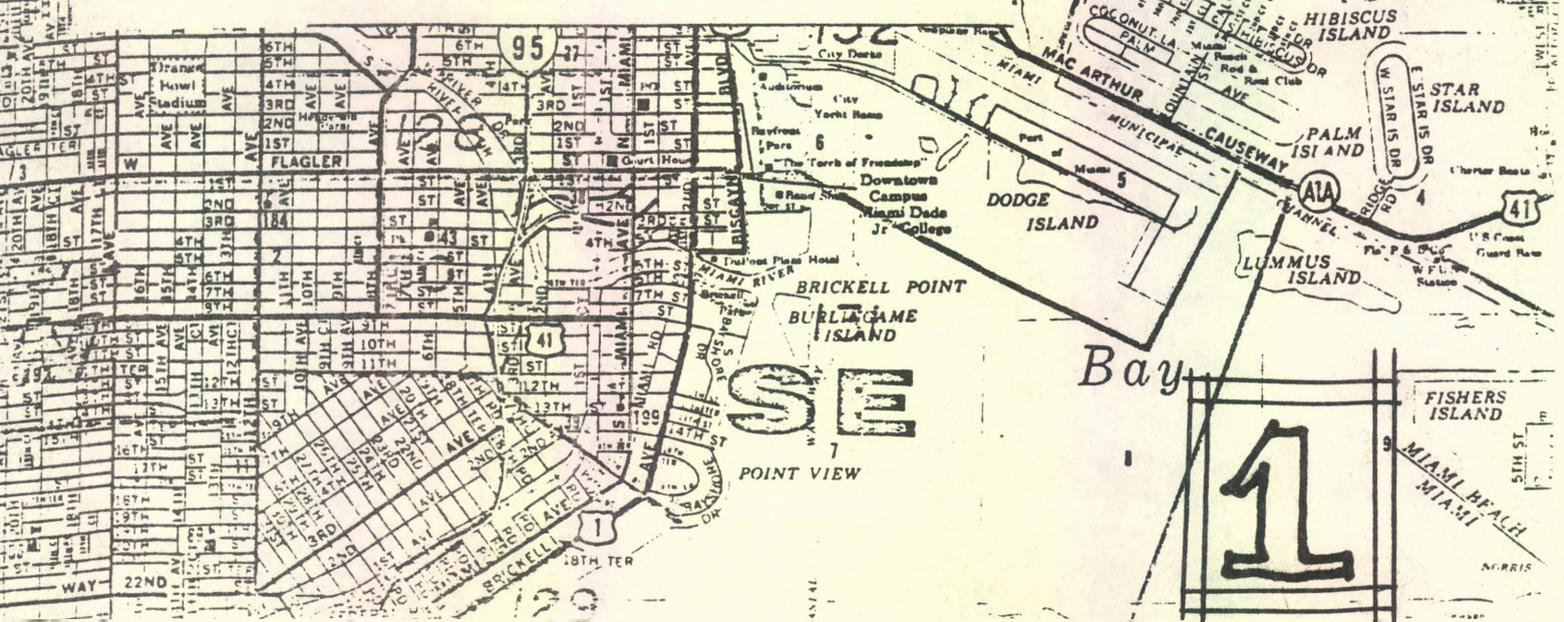
figures on lines 2 & 23 will
be on line 1 -
figures on lines 3, 14, 15 & 16
net totals in Col. 9 - line 2
figures on lines 24, 31, 32, 33
net totals in Col. 9 - line 23
and figures are break-out
of total items

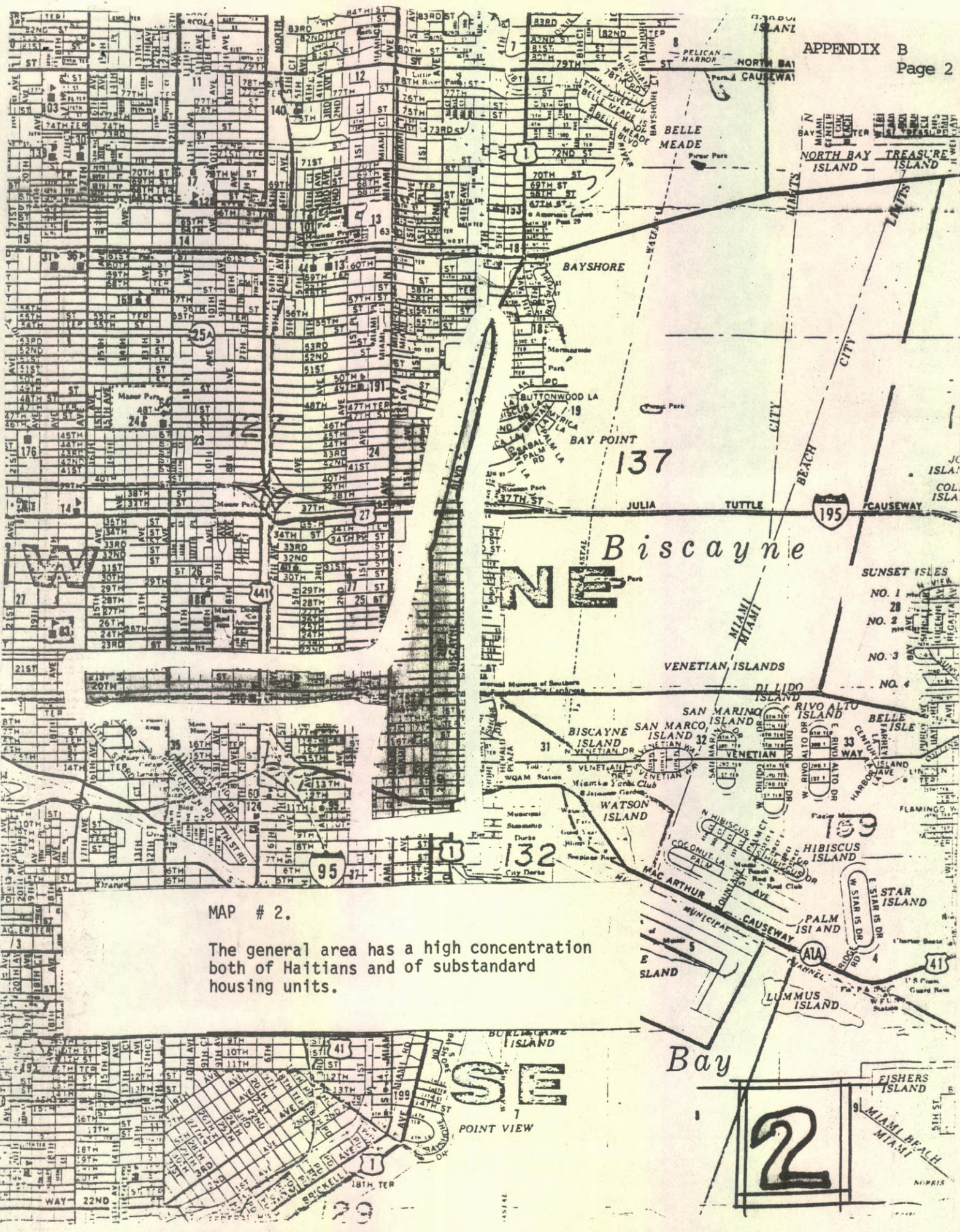
	9/16/78 to 9-22-78								9 Total End Per
	1 Pend. Beg. Period	2 Rec'd This Period	3 Trans IN	4 Trans OUT	5 TOTAL	6 CLOSED GRANT DENY		8 1972 CUM	
CASES - Total of lines 2 & 23	7829	8			5			8875	7829
ADMISSION CASES	6156	8			5			6884	6156
Applications Issued	371	271			147		147	1205	445
Cases Scheduled		724						4286	
Hearings Held		609						2763	
Hearings Continued Asylum and Attor	853	294							1147
Hearings Continued Others	1025	274							1299
Hearings Term. VO or order deport	32	11							43
Hearings rescheduled		24						276	
243 (II)	89	44						130	150
Undeers	1493	115			85				1523
Undeers Apprehended		85						130	
Administrative Relief	157				2	2			155
Voluntary Departure					1			637	
Detention					2			161	
Permits Issued	12								12
Permits Issued		124						1877	
Permits	6				3				
Permits	1613	4							1617
Permits	296	1			2		2	728	277
Permits	1648	2			1				1649
ADMISSION CASES	1673	0			0			1091	1673
Cases - (Boats)		0							
Admission Hearings Requested		0						0	
Cases Scheduled		0						703	
Hearings Held		0						669	
Hearings Continued Asylum	657	0							657
Hearings Continued Others	12	0							12
Hearings terminated, ordered excluder	0	0							
Detention	591	0						591	591
Administrative Relief	133	0						217	133
Voluntary Departure		0						177	
Detention and Reported		0			0			20	



MAP # 1.

The Haitian Refugee Center estimates that Haitians live predominately within the boundaries indicated.





MAP # 2.

The general area has a high concentration both of Haitians and of substandard housing units.

POINT VIEW

2

ROSTER OF HAITIAN TASK FORCE AND STUDY GROUPS

TASK FORCE MEMBERS

- Mr. Dewey W. Knight, Jr., Chairman
County Manager's Office
- Mr. Fred Cowell, Executive Director
Public Health Trust
- Mr. Barry Evans, Executive Director
South Florida CETA Consortium
- Dr. Johnny Jones, Superintendent
Dade County Board of Public Instruction
- Ms. Aileen Lotz, Director
Human Resources Department
- Mr. Clark Lamendola, Deputy Director
United Way of Dade County
- Dr. Richard Morgan, Director
Health Department
- Mr. J. A. Ojeda, Jr.
Assistant to County Manager
- Mr. E. Wilson Purdy, Director
Public Safety Department
- Mr. Max Rothman, Director
State Department of Health and Rehabilitative Services
- Mr. Robert Simms, Director
Community Relations Board
- Mr. William Sutton, Director
Welfare Department
- Mr. Ed Sweeney, Director
Immigration and Naturalization Bureau of Miami
- Mr. Bill Talbert
Assistant to County Manager

WORK GROUPS

HEALTH AND HEALTH RELATED

Chairperson: Dr. Robert Laurie
Dade County Department of Public Health

EMPLOYMENT AND TRAINING FOR EMPLOYMENT

Chairperson: Mr. Clarence Ewell, Director
Dade County Manpower Administration Division

FINANCIAL ASSISTANCE

Chairperson: Mr. William Sutton, Director
Dade County Welfare Department

SOCIAL SERVICES

Chairperson: Ms. Marie Poitier
State of Florida Department of
Health and Rehabilitative Services

COMMUNITY RELATIONS

Chairperson: Mr. Jose Fox
Community Relations Board

HOUSING

Chairperson: Mr. Melvin Adams, Director
Dade County Department of HUD

TASK FORCE PARTICIPANTS

Mr. Martin Conze
Division of Citizen Services
Dr. Robert Laurie
Dade County Department of Public Health
Mr. Paul Libert
Dade County Department of Public Health
Ms. Kathleen Clegg
United Way
Mr. Ralph Robinett
Dade County Public Schools
Ms. Marta Bequer
Dade County Public Schools
Mr. William Sutton
Dade County Welfare Department
Mr. W. H. Kimbro
South Florida CETA Consortium
Mr. Melvin Adams
Department of Housing and Urban Development
Ms. Aileen Lotz
Department of Human Resources
Ms. Eileen Maloney
County Manager's Office

TASK FORCE PARTICIPANTS (cont)

Mr. Joseph Novack
Catholic Service Bureau

Mr. Robert Erwin
U. S. Immigration

Ms. Kathleen Finkel
U. S. Attorney

Mr. James Bryant
Public Safety Department

Mr. Hall Tennis
County Manager's Office

Sgt. C. E. Daniels
Miami Police Department

Mr. John Due
Community Relations Board

Mr. Jose Fox
Community Relations Board

Mr. Claude Charles
Mental Health - Haitian Unit, Jackson Memorial Hospital

Mr. Antonio Henry
Miami Police Department

Mr. Rulx Jean-Bart
Haitian Refugee Center

Mr. Pierre-Tene Etienne
HACAD, Inc.

Mr. Andre Bony
Catholic Service Bureau

Ms. Marie Poitier
State of Florida Health and Rehabilitative Services

Ms. Jeanne DeQuine
Dade County Department of Human Resources

Ms. Bettye Wiggs
NCC/Haitian Refugee Concerns

Mr. Glenn Peterson
Jackson Memorial Hospital

Mr. Clarence Dickson
City of Miami Police Department

Mr. Vernest Alexander
City of Miami Police Department

Mr. Mark Michaels
South Florida CETA Consortium

Mr. J. L. Jones
Dade County Schools

Mr. Dion Hixon
Jackson Memorial Hospital

Ms. Micheline Ducena
HACAD

Mr. Pete Bidney
Congressman Lehman's Office

Ms. Patrice Trapp
Congressman Lehman's Office

Mr. David Morris
Dade County Budget Office

TASK FORCE PARTICIPANTS (cont)

- Ms. Ann Swift**
Congressman Fascell's Office
- Mr. Ari Sosa**
Community Relations Board
- Mr. Isaac Withers**
Community Action Agency
- Ms. Marla Dumas**
Dade County Department of HUD
- Mr. George Daniels**
Haitian AM-Com-Assoc. of Dade

DISSENTING OPINION
OF THE
IMMIGRATION AND NATURALIZATION SERVICE
MEMBER OF THE HAITIAN TASK FORCE

The Immigration and Naturalization Service though a member of the Haitian Task Force from its inception, was never placed on nor consulted by any working committee in the composition of the report and therefore, does not subscribe to its contents. The facts, figures and viewpoints given to the committee by this Service are not present in the report. A separate statement from this member is required if the public is to be fully informed. Therefore, it is requested that this opinion be made an integral part of the report to be issued.

The following are the Immigration and Naturalization Service's specific objections to the report:

1. The figure of 23,000 Haitians residing in South Florida, the figure upon which the funding requests are based, is completely out of touch with reality. The facts are:
 - a. As of January 1978, 1,949 lawful permanent resident aliens of Haitian extraction were reported to reside in all of Florida.
 - b. As of October 27, 1978 there are 6,967 Haitians in the State of Florida in violation of United States Immigration Laws.
 - c. Of the 6,967 illegal Haitians in the State, 1,824 have absconded from the Agency and our investigation has failed to locate them, therefore, they cannot be presumed to be in the local area.

d. The committee stated that it was not interested in serving those Haitians who have refused to come forward to the Immigration Service and were only interested in Haitians who were "undocumented" (an euphemism adopted by the committee which really means "illegal"). Therefore, the only viable statistic that can be used is 6,967 illegal Haitians less 1,824 abscondee or a total of 5,143 persons covered by the stated guidelines of the Task Force.

e. The total of 5,143 illegal Haitians in the State of Florida in no way sustains the millions requested merely for impact on Dade County.

2. The Immigration and Naturalization Service has always endeavored to provide for the welfare of all aliens charged to its custody. When local detention facilities become overloaded with illegal aliens the agency will utilize all resources to provide for these persons and have even utilized for this purpose the alien processing centers in the south western United States. However, Haitian charitable organizations assured the government that they could provide for the basic necessities of illegal Haitians in the Miami area, without burdening the local community and upon this pledge Haitians were released to these organizations. It is incumbent upon these organizations to identify the individuals they cannot provide for as they promised so that the Immigration and Naturalization Service can redetermine their custody status. This would afford the individuals identified with an opportunity to return to their homeland and do away with the "impact" of such persons on the local community.

3. Virtually every large American city is "impacted" to some extent by the presence of illegal aliens. Therefore, Miami's problem is not unique. What is unique is the suggestion that Dade County become a permanent and federally subsidized haven for those who wilfully and wantonly disregard the Immigration laws of the United States. It is hard to believe that the lawful residents and citizens of this community want this area to become such a haven even if it is federally funded. Furthermore, it is only logical that the funding requested will operate as an open invitation for more people to

violate the laws of this country and thereby quickly increase the local and national population far beyond the abilities of this country to provide for the "basic necessities" of all.

In conclusion, the Immigration and Naturalization Service is moving as quickly and efficiently as can be permitted by the boundaries of due process to hear and adjudicate all claims of illegal Haitians in the Miami area. To remove any of the "legal barriers" discussed in the report or grant the funding requested therein will only serve to encourage more thousands of illegal entries which will only aggravate the existing problem.

Robert Lee Erwin
Trial Attorney

Proposed changes:

DK

Page 1 - Purpose of the Report:

The people of the Greater Miami area and concerned officials of the State and Federal Governments want to know more about the nature, size, scope of the problem of providing basic human services to the undocumented Haitian people taking refuge in this part of the United States of America.

This report describes the experience of the community service agencies involved with the Haitian people, offers a clear picture of the target population and outlines the operation costs.

Findings and conclusions point out the unavailability of basic human services to Haitians and study appropriate measures to remove the barriers.

Page 8-9 - Legal Status:

This part should be stricken out because:

- 1) It is irrelevant to the report - See page 4 (#12).
- 2) Non-documentation is one of the thirty-one grounds for excludability: it may be waived particularly in case of refugees, (as well as Food Stamps Service).
- 3) Exclusion implies a legal fiction that the person is not in the United States.
- 4) Exclusions determination should never entail jailing.
- 5) "Commission of a felony or a misdemeanor" considered here is thoroughly irrelevant and if sponsored by INS, a law enforcement agency, this stand would make it a legislative body.

For all those reasons, this part should be a stricken out, (plus the dissenting opinion of the INS.)

COUNTY MANAGER'S OFFICE
78 NOV 16 PM 3 12

Page 16 - Paragraph 5 - Line 3:

\$5,000 rather than \$1,580.

Reactions to the Dissenting Opinion of the INS Representative:

- 1) The figures on page 1 are very modest. The INS has several times proclaimed the impossibility of an accurate census of the illegal Haitian aliens in Florida.
- 2) The INS investigation has failed to locate one third of the illegal Haitians in Florida. The refugees have been traumatized. They are extremely fearful. Those who come forth are rather the exceptions. We have good reasons to believe that the INS is dealing with the exceptions in its figures.

Page 3:

As a law enforcement agency, the concern expressed in the conclusion is legitimate. However, it is unacceptable for a democratic country to dress itself, as an executioner by killing, torturing, martyring in view of intimidating the world *(Present treatment of refugees Haitians leads to suicide, and so on),*

It is really question, in this conclusion, of the image of the country, of the international policy implementation. I would feel more comfortable to leave it to the Congress, the State Department and the Administration.

Again, there should not be question of jailing in exclusion determination process. "Deferral Status" or custody cannot mean jailing in this case.

Submitted by:

Andre Bony, C.S.W.
 Andre Bony, MSW
 Catholic Service Bureau