

**REPORT TO
THE CONGRESS**

January 31, 1988

Refugee Resettlement Program



**U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES**

**Family Support Administration
Office of Refugee Resettlement**

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EXECUTIVE SUMMARY

Section 413(a) of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, requires the Secretary of Health and Human Services in consultation with the U.S. Coordinator for Refugee Affairs to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in fiscal year 1987 — from October 1, 1986, through September 30, 1987. It is the twenty-first in a series of reports to Congress on refugee resettlement in the U.S. since 1975 — and the seventh to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

ADMISSIONS

- 64,600 refugees were admitted to the United States in FY 1987.
- About 62 percent were from Vietnam, Cambodia, and Laos, 18 percent from Eastern Europe and the Soviet Union, 16 percent from the Near East and South Asia, 3 percent from Africa, and less than one percent from Latin America and the Caribbean.

INITIAL RECEPTION AND PLACEMENT ACTIVITIES

- In FY 1987, 12 non-profit organizations were responsible for the reception and initial placement of refugees through cooperative agreements with the Department of State.

DOMESTIC RESETTLEMENT PROGRAM

- Refugee Appropriations: The Office of Refugee Resettlement (ORR) obligated approximately \$336 million in FY 1987 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about \$315 million for the costs of providing cash and medical assistance to eligible refugees, aid to unaccompanied refugee children, social services, and State and local administrative costs.

- Cash and Medical Assistance: 52.0 percent of eligible refugees who had been in the U.S. 31 months or less were receiving some form of cash assistance as of September 30, 1987, according to reports by the States. This compares with a figure of 57.4 percent a year earlier.
- Social Services: In FY 1987, ORR provided States with \$55 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.
- Targeted Assistance: No new funds were appropriated for targeted assistance in FY 1987 because previously awarded funds were expected to enable the continuation of most projects at least through March 31, 1988.
- Unaccompanied Refugee Children: Since 1979, a total of 8,069 unaccompanied minors have been cared for until they were reunited with relatives or reached the age of emancipation. The number remaining in the program as of September 30, 1987, was 3,381 -- a decrease of 11.3 percent from a year earlier.
- Voluntary Agency Matching Grant Program: Grants totaling \$5.8 million were awarded in FY 1987, including \$2.0 million reprogrammed from ORR social service funds, with Congressional approval, in order to enable the matching grant program to serve an unusually large increase in the number of arriving Soviet and Iranian Jewish refugees. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees.
- Refugee Health: The Public Health Service continued to monitor the overseas health screening of U.S.-destined refugees, to inspect refugees at U.S. ports-of-entry, to notify State and local health agencies of new arrivals, and to provide funds to State and local health departments for refugee health assessments. Obligations for these activities amounted to about \$8 million.
- Refugee Education: About \$16 million was distributed to school districts by the Department of Education to help meet the special educational needs of children at the elementary and secondary levels.

- Wilson/Fish Demonstration Projects: Demonstration projects in California and Oregon, which began in 1985 to help refugees become employed and reduce assistance costs, continued throughout FY 1987. California estimated that, as of July 1987, its project had resulted in over 6,000 welfare grant reductions and over 500 terminations and had saved nearly \$9.5 million in cash assistance. Oregon's much smaller project had placed 525 refugees in jobs during its first 2 years and had realized savings in both years.
- National Discretionary Projects: ORR approved projects totaling approximately \$8 million to improve refugee resettlement operations at the national, regional, State, and community levels. About \$6 million was obligated for these projects in FY 1987. Five States decided to participate in a new Key States Initiative intended to address problems of persistent welfare dependency. Projects in another 14 States were approved as part of a program of Community Stability Projects designed to strengthen services in communities which offer good economic opportunities for refugees. Other discretionary projects were concerned with refugee mental health, planned secondary resettlement, services for refugee women, and assistance to Highland Lao refugees in California's Central Valley, to name a few.
- Program Evaluation: Contracts were awarded for evaluations of the new Key States Initiative, the Planned Secondary Resettlement program, and the national refugee mental health initiative. The following studies were completed: Future directions in the U.S. refugee resettlement program, a consideration of potential program and policy options; an evaluation of health services options, including a manual on Health Care Options for the Working Refugee; the final phase of an evaluation of the targeted assistance program; and three studies of Southeast Asian refugee youth.
- Data and Data System Development: By the end of FY 1987, ORR's computerized data system on refugees contained records on 990,000 out of the 1.1 million refugees who have entered the U.S. since 1975.

KEY FEDERAL ACTIVITIES

- Congressional Consultations on Refugee Admissions: Following consultations, President Reagan set a world-wide refugee admissions ceiling for the U.S. at 72,500 for FY 1988, including 4,000 refugee admission numbers contingent on private sector funding.

- Reauthorization of the Refugee Act: The Refugee Assistance Extension Act of 1986 was signed into law on November 6, 1986, reauthorizing the refugee program for fiscal years 1987 and 1988.

REFUGEE POPULATION PROFILE

- Southeast Asians remain the largest category among recent refugee arrivals in the United States. About 846,000 arrived between 1975 and 1987. Vietnamese are still the majority group among the Southeast Asian refugees.
- Approximately 109,000 Soviet refugees arrived in the U.S. between 1975 and 1987. Other refugees who have arrived since 1980 include 30,000 Poles, 26,000 Romanians, 21,000 Afghans, 18,000 Ethiopians, 18,000 Iranians, and 6,000 Iraqis.
- Nineteen States have Southeast Asian refugee populations of 10,000 or more and account for about 86 percent of the total Southeast Asian refugee population in the U.S. California, Texas, and Washington continued to hold the top three positions.

ECONOMIC ADJUSTMENT

- The Fall 1987 annual survey of Southeast Asian refugees who had been in the U.S. less than 5 years indicated that 39 percent of those aged 16 and over were in the labor force, as compared with 66 percent for the U.S. population as a whole. Of those in the labor force, about 88 percent were actually able to find jobs, as compared with 94 percent for the U.S. population.
- The jobs that refugees find in the United States are generally of lower status than those they held in their country of origin. Thirty-four percent of the employed adults sampled had held white collar jobs in their country of origin, but only 15 percent held similar jobs in the U.S.

- As in previous surveys, English proficiency was found to affect labor force participation, unemployment rates, and earnings. Refugees who spoke no English had a labor force participation rate of 7 percent and an unemployment rate of 52 percent; for refugees who spoke English well, the labor force participation rate was 51 percent and the unemployment rate 11 percent.
- Refugee households receiving cash assistance are larger than non-recipient households, have a higher proportion of children, and have fewer wage earners. Households not receiving any assistance averaged 2.2 wage earners -- illustrating the importance of multiple wage earners within a household to generate sufficient income to be economically self-supporting.
- In 1985, the median incomes of Southeast Asian refugees who had arrived in the U.S. in 1975 exceeded the U.S. median for the first time, according to data from the Internal Revenue Service.

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I. INTRODUCTION

Section 413(a) of the Immigration and Nationality Act as amended by the Refugee Act of 1980 requires the Secretary of Health and Human Services, in consultation with the U.S. Coordinator for Refugee Affairs, to submit a report to Congress on the Refugee Resettlement Program not later than January 31 following the end of each fiscal year. The Refugee Act requires that the report contain:

- o an updated profile of the employment and labor force statistics for refugees who have entered the United States under the Immigration and Nationality Act within the period of 5 fiscal years immediately preceding the fiscal year within which the report is to be made and for refugees who entered earlier and who have shown themselves to be significantly and disproportionately dependent on welfare (Part III, pages 125-150 of the report);
- o a description of the extent to which refugees received the forms of assistance or services under title IV Chapter 2 (entitled "Refugee Assistance") of the Immigration and Nationality Act as amended by the Refugee Act of 1980 (Part II, pages 21-90);
- o a description of the geographic location of refugees (Part II, pages 8-20 and Part III, pages 116-124);
- o a summary of the results of the monitoring and evaluation of the programs administered by the Department of Health and Human Services (Part II, pages 53-65 and 91-106) and by the Department of State (which awards grants to national resettlement agencies for initial resettlement of refugees in the United States) during the fiscal year for which the report is submitted (Part II, pages 23-25);

- o a description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pages 27-109 and Appendices C and D);
- o the plans of the Director of ORR for improvement of refugee resettlement (Part IV, pages 155-163);
- o evaluations of the extent to which the services provided under title IV Chapter 2 are assisting refugees in achieving economic self-sufficiency, obtaining skills in English, and achieving employment commensurate with their skills and abilities (Part II, pages 36-49 and 101-103, and Part III, pages 126-133);
- o any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 55-65);
- o a description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 38);*

* Section 412(e)(5) of the Immigration and Nationality Act authorizes the ORR Director to "allow for the provision of medical assistance... to any refugee, during the one-year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that --

"(A) this will (i) encourage economic self-sufficiency, or (ii) avoid a significant burden on State and local governments; and

"(B) the refugee meets such alternative financial resources and income requirements as the Director shall establish."

- o a summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, pages 50-52); and
- o a summary of the information compiled and evaluation made under section 412(a)(8) whereby the Attorney General provides the Director of ORR information supplied by refugees when they apply for adjustment of status (Part III, pages 151-154).

In response to the reporting requirements listed above, refugee program developments from October 1, 1986, until September 30, 1987, are described in Parts II and III. Part IV looks beyond FY 1987 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1988. This report is the eighth prepared in accordance with the Refugee Act of 1980 -- and the twenty-first in a series of reports to Congress on Refugee Resettlement in the United States since 1975.

II. REFUGEE RESETTLEMENT PROGRAM

ADMISSIONS

The Refugee Act of 1980 defines the term "refugee" and establishes the framework for selecting refugees for admission to the United States.

Section 101(a)(42) of the Immigration and Nationality Act as amended by the Refugee Act of 1980 defines the term "refugee" to mean:

"(A) any person who is outside any country of such person's nationality or, in the case of a person having no nationality, is outside any country in which such person last habitually resided, and who is unable or unwilling to return to, and unable or unwilling to avail himself or herself of the protection of that country because of persecution or a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion, or

"(B) in such special circumstances as the President, after appropriate consultation (as defined in section 207(e) of this Act) may specify, any person who is within the country of such person's nationality or, in the case of a person having no nationality, within the country in which such person is habitually residing, and who is persecuted or who has a well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group, or political opinion. The term 'refugee' does not include any person who ordered, incited, assisted, or otherwise participated in the persecution of any person on account of race, religion, nationality, membership in a particular social group, or political opinion."

In accordance with the Act, the President determines the number of refugees to be admitted to the U.S. during each fiscal year after consultations are held between Executive Branch officials and the Congress prior to the new fiscal year. The Act also gives the President authority to respond to unforeseen emergency refugee situations.

As part of the consultation process for FY 1987, President Reagan established a ceiling of 66,000 refugees, plus an additional 4,000 numbers to "be held as an unallocated reserve for contingent refugee admissions needs." The Presidential Determination stated that the "admission of refugees using numbers from this reserve shall be contingent upon the availability of private sector funding sufficient to cover the essential and reasonable costs of such admissions." (Presidential Determination No. 87-1, October 17, 1986.)

Of the ceiling of 66,000, more than 64,600 refugees actually entered the United States during FY 1987. There were no entries under the 4,000 private-sector reserve.

Applicants for refugee admission into the United States must meet all of the following criteria:

- The applicant must meet the definition of a refugee in the Refugee Act of 1980.

- The applicant must be among the types of refugees determined during the consultation process to be of special humanitarian concern to the United States.

- The applicant must be admissible under United States law.

- The applicant must not be firmly resettled in any foreign country. (In some situations, the availability of resettlement elsewhere may also preclude the processing of applicants.)

Although a refugee may meet the above criteria, the existence of the U.S. refugee admissions program does not create an entitlement to enter the United States. The annual admissions program is a legal mechanism for admitting an applicant who is among those persons for

whom the United States has a special concern, is eligible under one of those priorities applicable to his/her situation, and meets the definition of a refugee under the Act, as determined by an officer of the Immigration and Naturalization Service. The need for resettlement, not the desire of a refugee to enter the United States, is a governing principle in the management of the United States refugee admissions program.

This section contains information on refugees who entered the United States and on persons granted asylum in the United States during FY 1987.* Particular attention is given to States of initial resettlement and to trends in refugee admissions. All tables referenced by number are located in Appendix A.

* The procedure for granting asylum to aliens is authorized in section 208(a) of the Immigration and Nationality Act: "The Attorney General shall establish a procedure for an alien physically present in the United States or at a land border or port of entry, irrespective of such alien's status, to apply for asylum, and the alien may be granted asylum in the discretion of the Attorney General if the Attorney General determines that such alien is a refugee within the meaning of section 101(a)(42)(A)."

Arrivals and Countries of Origin

In FY 1987, more than 64,600 refugees entered the United States, as compared with more than 62,000 in FY 1986. This represents an increase of 4 percent. Of the total refugee arrivals in FY 1987, 62 percent were from East Asia, 18 percent were from Eastern Europe and the Soviet Union, 16 percent were from the Near East/South Asia, 3 percent were from Africa, and less than one percent were from Latin America and the Caribbean. Compared to the previous 3 years, this represents a drop of about 10 percentage points for refugees from East Asia, and a significant increase from the other areas, excluding Latin America. In terms of absolute numbers, admissions from most areas of the world were slightly higher in 1987 than in 1986.

During FY 1987, 5,093 persons (in 4,062 cases) were granted political asylum after arrival in the United States. This represents an increase of 19 percent as compared with 4,284 successful asylum applicants in FY 1986. From 1980 through 1987, an average of 4,233 cases annually have been granted asylum by the Immigration and Naturalization Service (INS).

o Southeast Asian Refugees

In FY 1987, 40,164 Southeast Asian refugees arrived in the United States, closely approaching the admissions ceiling of 40,500 previously established. This represents an 11.5 percent drop from the 45,391 refugees admitted from Southeast Asia during FY 1986. Since the spring of 1975, the United States has admitted 846,409 refugees from Southeast Asia as of September 30, 1987 (Appendix A, Table 1). Monthly arrivals during FY 1987 averaged approximately 3,350, with refugee arrivals peaking during the last quarter of the year (Table 2).

Compared with FY 1986, 40 States and territories received a smaller number of Southeast Asian refugees in FY 1987, while 12 received more. The geographic distribution of the newly resettled refugees follows the residential pattern of refugees already established, since most new arrivals are joining relatives. California continued to lead the list of States receiving the most refugees, with more than 16,000 arrivals, 40.3 percent of the total.

The composition and rank order of the top ten States changed somewhat in FY 1987 compared with previous years. Wisconsin, in fifth place, appeared in the top ten for the first time. The proportion of refugees placed in the top ten States was 73.0 percent in FY 1987 as compared with 69.6 percent in FY 1986.

The top ten States in terms of Southeast Asian refugee arrivals during FY 1987 are listed below:

| <u>State</u> | <u>Number of New Southeast Asian Refugees</u> | <u>Percent*</u> |
|---------------|---|-----------------|
| California | 16,195 | 40.3% |
| Texas | 2,680 | 6.7 |
| Minnesota | 2,045 | 5.1 |
| Washington | 1,712 | 4.3 |
| Wisconsin | 1,398 | 3.5 |
| New York | 1,395 | 3.5 |
| Massachusetts | 1,087 | 2.7 |
| Virginia | 969 | 2.4 |
| Illinois | 962 | 2.4 |
| Pennsylvania | 885 | 2.2 |
| TOTAL | 29,328 | 73.0 |
| Other States | <u>10,836</u> | <u>27.0</u> |
| TOTAL | 40,164 | 100.0% |

* Figures may not add to totals due to rounding.

As in past years, Texas was the State with the second highest number of new refugee arrivals from Southeast Asia, with nearly 2,700 new refugees, approximately 7 percent of the total. Minnesota was in third place, with more than 2,000 arrivals. The States of Washington, New York, Massachusetts, Illinois, and Pennsylvania remained in the top ten, but at lower ranks than in FY 1986.

In FY 1987 the proportion of refugee arrivals from Vietnam was over half of the arriving Southeast Asians, at 56 percent, compared with 50 percent in FY 1986. The proportion from Cambodia dropped to less than 5 percent in FY 1987 compared with 22 percent in FY 1986, while the share of refugees from Laos climbed to 39 percent from 28 percent in FY 1986. Vietnamese refugees were the majority group among the new Southeast Asian arrivals in most States during FY 1987 as in earlier years. However, one State (Maine) received a majority of Cambodians and 12 States had a majority from Laos. Arrivals from Laos predominated especially in Arkansas, Colorado, Minnesota, Rhode Island, Tennessee, Wisconsin, and among the smaller States in Idaho and Montana. While California occupied first place as a

resettlement site for each of the three nationality groups, resettlement patterns by ethnicity diverged below that level. For example, Washington State was the second most common State for Cambodian resettlement, with Texas and Pennsylvania ranking third and fourth. Texas was second in rank for Vietnamese and fourth for Lao. Minnesota ranked second for refugees from Laos, while New York held third place among arriving Vietnamese. Wisconsin was the third most common destination for refugees from Laos. The changes in the geographic distribution of Southeast Asian refugees arriving in FY 1987 are due primarily to the increasing number and proportion of persons from Laos in the refugee flow.

The arriving Southeast Asian refugee population continues to be very young demographically. In FY 1987 the median age of the arriving Vietnamese refugees was 21.9 years at the time of arrival, while the refugees from Cambodia and Laos were only 20.0 and 16.4 years of age, respectively. One-fourth of the Cambodians and 30 percent of the Vietnamese and Lao were children of school age. Additionally, 21 percent of the Cambodians and 24 percent of the Lao were preschool-age

children, while 9 percent of the Vietnamese were in this age group. Less than 3 percent of the Southeast Asians were age 65 or older. Numbers of males and females were nearly equal in the entering Cambodian and Lao populations, but among the Vietnamese, 57 percent of the arriving refugees were males. The excess of males in the arriving Vietnamese population was concentrated among persons in their late teens, as has been typical of this population in recent years.

o Eastern European and Soviet Refugees

The number of refugees arriving from the Soviet Union increased substantially for the first time since 1980, due to some relaxation of restrictions on emigration late in the year. About 3,500 Soviet refugees arrived in the U.S. in FY 1987, compared with about 800 in FY 1986 and more than 20,000 yearly in 1979 and 1980. Since 1975, nearly 109,000 Soviet refugees have been resettled in the United States.

In a departure from the pattern of previous years, California was the most common destination for Soviet refugees, with 46 percent of

the total placements. A large proportion of the Soviet arrivals were Armenians, who joined Armenian communities in California. New York placed second with 27 percent, followed by Massachusetts (9 percent) and Illinois (3 percent). This geographic distribution continues the pattern of previous years. A complete listing by State of the resettlement sites of Soviet and Eastern European refugees appears in Table 4.

Refugees from the Soviet Union are among the oldest of the arriving nationality groups, with a median age at the time of arrival of 34.1 among the FY 1987 arrivals. Women outnumbered men with 52 percent of the total, and their median age was higher, at 35.2 compared with 33.0 for the men. About 19 percent of the Soviets were children of school age, while another 12 percent were age 65 or older. While this age profile is older than that of other arriving refugee populations, it is somewhat younger than that of Soviet refugees who arrived in the previous few years.

During FY 1987, the number of refugees from Eastern Europe was less than 9,000, about the same as the number resettled in FY 1986. The majority arrived from Poland, with about 3,500, and Romania, with 3,000, with smaller numbers from Czechoslovakia (1,000), Hungary

(670), and other countries. The number of refugees from Eastern Europe resettled since 1975 now totals about 83,000.

California received the most Eastern European refugees in FY 1987, with New York in second place. Together these States resettled about 35 percent of the refugees from Czechoslovakia, Hungary, Poland, and Romania who arrived in FY 1987. Other States that received significant numbers in FY 1987 were Illinois (particularly Poles and Romanians), Michigan (Poles and Romanians), Massachusetts (refugees from Czechoslovakia), Pennsylvania (Poles), New Jersey (Poles) and Washington (Hungarians). Table 4 contains a complete listing by State of the numbers resettled of these four nationality groups.

In age-sex structure, the refugee populations arriving in FY 1987 from these four Eastern European countries are rather similar to each other, but different from the Soviets. Their median ages range from 25 to 28, with rather small differences in age distribution between men and women. On average, the men are one or two years older. These characteristics do not differ from those of earlier years. Between 14 and 25 percent are children of school age at the time of entry. Among

refugees from Czechoslovakia, Hungary, and Poland, the age category 25 to 34 predominates, with anywhere from 32 to 42 percent of the arrivals from each country. Almost none are over age 65, except for Romanians, with less than 1 percent over age 65. Males comprise from 54 to 60 percent of the refugees from Czechoslovakia, Hungary, Poland, and Romania.

o Latin American Refugees

About 300 Cuban refugees arrived in the United States in FY 1987, double the arrival levels of the 3 previous years, but still a small number compared to most earlier years. Since 1959, more than 800,000 Cuban refugees have been admitted to the U.S. (None of these figures includes the 125,000 Cuban "entrants" who arrived during the 1980 boatlift.) As in past years, the majority (nearly three-fourths) of the Cuban refugees arriving in FY 1987 settled in Florida. New Jersey and California absorbed most of the rest.

Most of the arriving Cubans had been long-term political prisoners, and their age-sex composition reflects this background. About 55 percent were males. The Cubans' median age was 43.3 at

arrival, and 12 percent of them were at least 65 years old. While this is an unusual profile for a refugee population, these Cuban exiles are younger on average and include a higher proportion of women than was the case in the previous few years.

Late in FY 1987 the United States resettled 36 Nicaraguans in refugee status, the beginning of a new Western Hemisphere program. The largest numbers went to Florida, California, and Nevada.

o Ethiopian Refugees

Almost all of the refugees arriving from Africa are Ethiopians. Small numbers have been resettled from several other African countries. In FY 1987 about 1,800 Ethiopians arrived with refugee status, which represents an increase of 42 percent over FY 1986. About 17,000 Ethiopians have entered the United States in refugee status since 1980. They are more widely dispersed about the country than are most refugee groups. The largest number settled in California, which received 25 percent of the FY 1987 arrivals. Significant numbers also settled in Texas (13 percent), New York (5 percent), and the

Washington, D.C., area. Table 5 contains a complete listing of the States of arrival of this group.

On average, the Ethiopian refugees are younger than those from Eastern Europe but older than those from Southeast Asia. The median age of those arriving in FY 1987 was 23.6 years; men averaged 24.6 years while the average age of the women was 22.3 years. Sixty percent of the arriving Ethiopians were men. Again, this age/sex profile is similar to that of Ethiopians who arrived in earlier years.

o Near Eastern Refugees

Iran accounted for the largest number of refugees arriving from the Near East during FY 1987 as in the 3 prior years, with nearly 6,700 arrivals. This is more than double the FY 1986 total. Approximately 3,100 refugees arrived from Afghanistan and about 200 from Iraq. The total number of refugees arriving from the Near East was two-thirds higher in FY 1987 than in the previous year.

California was again the most common destination for refugees arriving from the Near East: 40 percent of the Afghans, 64 percent of the Iranians, and 31 percent of the Iraqis settled there. The Iraqis

also settled in Illinois and Michigan. New York was the second most frequent State of placement for refugees from Afghanistan and Iran, as in FY 1986. Afghans also settled in Virginia and Iranians in Maryland and Texas in significant numbers. Table 5 contains a complete tabulation by State of the initial resettlement locations of these three groups.

The refugees arriving from the Near East during FY 1987 were relatively young, although older on average than the Southeast Asians. The median age of the Afghans was 20.3, and the ages of the men and women were nearly identical. The Iranian and Iraqi refugees were slightly older on average, with median ages of 25.6 and 24.0, respectively, and in both groups the women averaged more than 3 years older than the men. Twenty-nine percent of the Afghans were children of school age, while the comparable figure was 22 percent for the Iranians. About 3 percent of the Afghans and the Iranians were over age 65. Men outnumbered women in all groups, but the sex ratio ranged from only 52 percent males in the Afghan population to 54 percent among the Iranians and 73 percent among the Iraqis.

o Other Refugees and Asylees

During FY 1987, the number of applications for refugee status granted worldwide by the Immigration and Naturalization Service (INS) rose to 61,529 from the FY 1986 total of 52,081. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average time lag of several months between approval of the application and arrival in the United States. Table 7 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act from 1980 through 1987.

INS approved claims for political asylum status from 4,062 cases, covering 5,093 persons, in FY 1987. This represents an increase of 21 percent from the number of cases approved in FY 1986. A complete listing of the countries from which persons came who were granted asylum from FY 1980 through FY 1987 is shown in Table 8. During this 8-year period, 53 percent of all favorable asylum rulings went to Iranians. In FY 1987, the largest number of favorable rulings were granted to Nicaraguans, who received 46 percent of the total. Nearly 1,000 Iranians and nearly 450 Poles were also given political asylum in FY 1987. Other countries from which at least 50 asylees came, in order, were Ethiopia, Romania, Libya, and Cuba.

RECEPTION AND PLACEMENT ACTIVITIES

In FY 1987, the initial reception and placement of refugees in the United States was carried out by 12 non-profit organizations through cooperative agreements with the Bureau for Refugee Programs of the Department of State. For each refugee resettled, voluntary agencies received \$560 which was to be used, along with other cash and in-kind contributions from private sources, to provide services during the refugee's first 90 days in the United States. Program participation was based on the submission of an acceptable proposal.

The Cooperative Agreements

The cooperative agreements outline the core services which the agencies are responsible for providing to refugees, either by means of agency staff or through other individuals or organizations who work with the agencies. The core services include:

Pre-arrival -- identifying individuals outside of the agency who may assist in refugee sponsorship, orienting such individuals, and developing travel and logistical arrangements;

Reception -- assisting in obtaining initial housing, furnishings, food, and clothing for a minimum of 30 days; and

Counseling and referral — orienting the refugee to the community, specifically in the areas of health, employment, and training, with the primary goal of refugee self-sufficiency at the earliest possible date.

In addition to increasing the level of specificity in the language of the agreement, the principal changes in 1987 concerned refugee health screenings, the provision of assistance to minors resettled in non-parental units, and the inclusion of new reporting requirements. Reception and Placement Program Guidelines were established in 1987 which address administrative aspects of the program including the allocation of cases, the sponsorship assurance process, and performance standards.

Monitoring of Reception and Placement Activities

In FY 1987, the Bureau's monitoring program included six in-depth reviews of refugee resettlement in Connecticut, Kentucky, Tennessee, San Francisco, Chicago, and Northern New Jersey. Follow-up visits to Louisiana, North Carolina, South Carolina, Oregon, Minnesota, Georgia, Oklahoma, and Utah were also conducted. As a result of the monitoring, strengths and weaknesses of voluntary agency programs have been identified and, where needed, corrective action has been recommended. Other Bureau management activities respecting the reception and placement program included tracking of refugee placements, oversight of sponsorship assurances, exchange of information and liaison with the private voluntary agencies, and review of voluntary agencies' financial reports.

Chicago Resettlement Demonstration Project Evaluation

In FY 1987, the Bureau for Refugee Programs commissioned and funded through a competitive process an evaluation of the Chicago Resettlement Demonstration Project (CRDP). The Bureau's goal in seeking an evaluation of the CRDP was to establish an independent and objective analysis of the model and its effect on enabling refugees to become self-sufficient. Under the CRDP, voluntary agencies retained responsibility for refugees for a 6-month period during which income support, employment services, and case management were provided "in-house."

During the CRDP's 14-month arrivals period (November 1984 through December 1985), the six participating agencies resettled a total of 2,258 refugees (755 families); of these, 974 refugees were considered employable. "Employable" was defined as aged 16-55 without individual disabilities or responsibilities in the home. While the agencies' goal was to place 75 percent of the employable refugees in jobs within 6 months of arrival, an average placement rate of 47 percent of the employable population was achieved, with success rates ranging from 8 to 65 percent among the participating agencies. The total project cost to the Bureau was \$2,561,798 -- or \$1,134 per person -- to cover

costs of 6 months of basic support, medical insurance, and case management/employment services. (The \$560 R&P grant was included in this amount).

For purposes of the evaluation, a 6-month cohort (January - June 1985) of refugee arrivals from the CRDP was utilized. The number of employable refugees in the cohort was 404. The following evaluation results are based on the analysis of this employable cohort:

- Of the employables, 62 percent obtained employment during the first 6 months; 43 percent were employed at the end of 6 months, with a success range of 10 to 76 percent among the participating agencies;

- Availability of private sector resources was found to be a significant and positive factor;

- Higher skill and education levels produced higher employment outcomes;

- European refugees had significantly higher rates of employment than refugees from other parts of the world;

- 87 percent of the group between the ages of 20 to 40 years found jobs; and

- Referrals to employers and continued follow-up by case managers proved to be the most significant factors for a refugee in obtaining a job.

Resettlement of Hmong

The number of Lao Highlanders admitted during FY 1987 was 8,307 -- a significant increase over the 3,668 Highlanders admitted in FY 1986. Of the FY 1987 arrivals, 4,839 Highlanders arrived in the U.S. between July and September.

The Department of State, in coordination with HHS/ORR and the national voluntary agencies, formed a working group to assist local resettlement communities in effectively resettling these arrivals. The States most affected were Minnesota, Wisconsin, and California which received 80 percent of the incoming Highlanders as a result of family reunification. The Department of State provided some \$200,000 in supplemental funding to assist local voluntary agency affiliates in the three affected states to meet the initial resettlement needs of the incoming Hmong.

DOMESTIC RESETTLEMENT PROGRAM

Refugee Appropriations

In FY 1987, the refugee domestic assistance program functioned under the authority of a Continuing Resolution (P.L. 99-591). The total funding which HHS obligated to States and other grantees under the program in FY 1987 was approximately \$336 million.

Approximately \$220 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees, aid to unaccompanied refugee children, the supplementary payments States made to refugees who qualified for Supplemental Security Income (SSI), and the administration of the program by States and local welfare agencies. In addition, demonstration grants totaling about \$37 million were awarded to the States of California and Oregon in FY 1987.

About \$55.5 million was awarded in formula grants for social services to help States provide refugees with English language training, vocational training, and other support services, the purpose of which is to promote economic self-sufficiency and reduce refugee

dependence on public assistance programs. States also received about \$2.9 million to utilize refugee mutual assistance associations (MAAs) as qualified providers of social services to refugees and to strengthen their service delivery capacity.

Under the national discretionary funds program, ORR approved special projects totaling approximately \$8 million, for which \$6.1 million was obligated in FY 1987. The projects include:

- \$2.4 million, in the third year of an interagency agreement with HHS's National Institute of Mental Health to support grants to eligible States and establish a national refugee mental health resource development and technical assistance center.
- \$2.3 million to support a special Key States Initiative in five States with high refugee welfare dependency rates or with large numbers of refugees on welfare.
- \$1.8 million in Community Stability Project grants, designed to strengthen communities which offer good economic opportunities to refugees but whose lack of a comprehensive service structure discourages long-term resettlement.
- \$630,000 in a series of grants under the Planned Secondary Resettlement Program, which provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities with favorable employment prospects.

- \$596,000 to the Public Health Service to carry out hepatitis B screening and, as appropriate, vaccination of pregnant refugee women who have been in the United States since 1981.
- \$300,000 to 14 States to implement technical assistance contracts to improve refugee services within their jurisdictions.

Under the matching grant program, voluntary resettlement agencies were awarded nearly \$6 million in FY 1987 in matching funds for assistance and services in resettling Soviet and other refugees. Funds were provided for this activity in lieu of regular State-administered cash and medical assistance and social services.

Obligations for health screening and follow-up medical services for refugees amounted to about \$8 million in FY 1987. Funds were used by: (1) Centers for Disease Control (CDC) personnel overseas to monitor the quality of medical screening for U.S.-bound refugees; (2) Public Health Service quarantine officers at U.S. ports-of-entry to inspect refugees' medical records and notify appropriate State and local health departments about conditions requiring followup medical care; and (3) Public Health Service regional offices to award grants to State and local health agencies for refugee health assessment services.

ORR Obligations: FY 1987

(Amounts in \$000)

| | |
|---|---------------|
| A. <u>Refugee Resettlement Program</u> | |
| 1. State-administered program: | |
| a. Cash assistance, medical assistance, State administration, unaccompanied minors, and SSI | \$219,992 |
| b. Social services (States' formula allocation) | <u>55,478</u> |
| Subtotal, State-administered program | 275,470 |
| 2. Refugee demonstration projects | 37,218 |
| 3. MAA incentive grant program | 2,860 |
| 4. Discretionary projects and other special projects | 6,139 |
| B. <u>Voluntary Agency Matching Grant Program</u> | 5,828 |
| C. <u>Preventive Health: Screening and Health Services</u> | <u>8,039</u> |
| <u>Total, Refugee Program obligations</u> | \$335,554 |

CMA, a/ Social Services, and MAA Incentive Obligations:
FY 1987 Funds

| <u>State</u> | <u>CMA</u> | <u>Social Services</u> | <u>MAA Allocation</u> | <u>Total Allocation</u> |
|----------------------|-------------|------------------------|-----------------------|-------------------------|
| Alabama | 366,648 | 272,309 | 14,215 | 653,172 |
| Arizona | 2,333,000 | 729,334 | 37,425 | 3,099,759 |
| Arkansas | 283,827 | 146,397 | 7,642 | 437,866 |
| California b/ | 101,107,600 | 18,774,965 | 979,532 | 120,862,097 |
| Colorado | 2,440,000 | 648,131 | 33,833 | 3,121,964 |
| Connecticut | 2,400,000 | 629,286 | 32,849 | 3,062,135 |
| Delaware | 42,600 | 75,000 | 0 | 117,600 |
| District of Columbia | 887,787 | 138,204 | 7,214 | 1,033,205 |
| Florida | 3,363,592 | 1,181,550 | 61,677 | 4,606,819 |
| Georgia | 1,220,460 | 904,327 | 47,206 | 2,171,993 |
| Hawaii | 1,235,001 | 240,978 | 12,161 | 1,488,140 |
| Idaho | 646,190 | 276,569 | 13,758 | 936,517 |
| Illinois | 9,950,300 | 2,302,722 | 119,576 | 12,372,598 |
| Indiana | 252,970 | 214,489 | 10,935 | 478,394 |
| Iowa | 2,787,213 | 565,672 | 28,771 | 3,381,656 |
| Kansas | 2,265,599 | 677,357 | 35,358 | 2,978,314 |
| Kentucky | 541,472 | 207,304 | 10,821 | 759,597 |
| Louisiana | 898,500 | 694,838 | 36,270 | 1,629,608 |
| Maine | 748,015 | 238,167 | 12,432 | 998,614 |
| Maryland | 1,627,584 | 981,612 | 50,927 | 2,660,123 |
| Massachusetts | 16,400,001 | 2,433,022 | 127,004 | 18,960,027 |
| Michigan | 4,799,401 | 836,316 | 43,656 | 5,679,373 |
| Minnesota | 12,950,999 | 1,537,221 | 79,042 | 14,567,262 |
| Mississippi | 634,894 | 101,737 | 5,000 | 741,631 |
| Missouri | 919,750 | 594,871 | 31,052 | 1,545,673 |
| Montana | 340,000 | 75,000 | 5,000 | 420,000 |
| Nebraska | 285,800 | 131,647 | 6,872 | 424,319 |
| Nevada | 333,161 | 226,969 | 0 | 560,130 |
| New Hampshire | 387,134 | 75,000 | 5,000 | 467,134 |
| New Jersey | 3,099,999 | 764,759 | 39,920 | 3,904,678 |
| New Mexico | 224,344 | 116,625 | 6,088 | 347,057 |
| New York | 25,500,000 | 3,906,545 | 203,922 | 29,610,467 |

| <u>State</u> | <u>CMA</u> | <u>Social Services</u> | <u>MAA Allocation</u> | <u>Total Allocation</u> |
|------------------|--------------------|------------------------|-----------------------|-------------------------|
| North Carolina | 705,155 | 511,040 | 24,066 | 1,240,261 |
| North Dakota | 610,344 | 114,986 | 6,002 | 731,332 |
| Ohio | 2,699,999 | 754,653 | 39,393 | 3,494,045 |
| Oklahoma | 597,949 | 568,651 | 29,684 | 1,196,284 |
| Oregon <u>c/</u> | 8,018,127 | 732,802 | 38,252 | 8,789,181 |
| Pennsylvania | 5,685,363 | 1,628,926 | 84,717 | 7,399,006 |
| Rhode Island | 2,274,001 | 517,577 | 27,018 | 2,818,596 |
| South Carolina | 267,668 | 74,999 | 5,000 | 347,667 |
| South Dakota | 130,788 | 91,772 | 5,000 | 227,560 |
| Tennessee | 542,793 | 584,767 | 30,525 | 1,158,085 |
| Texas | 4,111,944 | 3,805,488 | 198,647 | 8,116,079 |
| Utah | 2,093,382 | 552,264 | 28,828 | 2,674,474 |
| Vermont | 515,700 | 75,000 | 0 | 590,700 |
| Virginia | 6,331,293 | 1,679,085 | 86,228 | 8,096,606 |
| Washington | 17,947,000 | 2,333,647 | 120,146 | 20,400,793 |
| West Virginia | 25,458 | 75,000 | 0 | 100,458 |
| Wisconsin | 3,350,600 | 603,066 | 31,480 | 3,985,146 |
| Wyoming | 29,064 | 75,000 | 0 | 104,064 |
| TOTAL | 257,210,469 | 55,477,646 | 2,860,144 | 315,548,259 |

a/ Funds for cash assistance, medical assistance, and related State administrative costs, including aid to unaccompanied minors, and SSI State Supplemental Payments.

b/ Includes \$34,915,600 demonstration grant, which is part of the CMA figure.

c/ Includes \$2,302,293 demonstration grant, which is part of the CMA figure.

State-Administered Program

o Overview

Federal resettlement assistance to refugees is provided by ORR primarily through a State-administered refugee resettlement program. Refugees who meet INS status requirements and who possess appropriate INS documentation, regardless of national origin, may be eligible for assistance under the State-administered refugee resettlement program, and most refugees receive such assistance. Soviet and certain other refugees, while not excluded from the State-administered program, currently are provided resettlement assistance primarily through an alternative system of ORR matching grants to private resettlement agencies for similar purposes.

Under the Refugee Act of 1980, States have key responsibilities in planning, administering, and coordinating refugee resettlement activities. States administer the provision of cash and medical assistance and social services to refugees as well as maintaining legal responsibility for the care of unaccompanied refugee children in the State.

In order to receive assistance under the refugee program, a State is required by the Refugee Act and by regulation to submit a plan which describes the nature and scope of the program and gives assurances that the program will be administered in conformity with the Act. As a part of the plan, a State designates a State agency (or agencies) to be responsible for developing and administering the plan and names a refugee coordinator who will ensure the coordination of public and private refugee resettlement resources in the State.

On January 30, 1986, ORR published final rules in the Federal Register (45 CFR Part 400) which set forth requirements concerning general administration of State programs, submittal and approval of State plans, immigration status and identification of refugees, child welfare services (including services to unaccompanied minors), and Federal funding for a State's expenditures. The rules went into effect on April 30, 1986.

ORR also published on January 30, 1986, a notice of proposed rule-making (NPRM). The NPRM concerned proposals affecting cash and medical assistance to refugees; job search, employability services, and employment on the part of applicants for and recipients

of refugee cash assistance; and refugee support services. ORR received numerous public comments on the NPRM. In May 1987, the Director of ORR held a consultation to which all persons and organizations which had submitted written comments were invited. At the end of FY 1987, ORR was reviewing the comments and recommendations prior to taking further action.

This section describes further the components of the State-administered program -- cash and medical assistance, social services, targeted assistance, and aid to unaccompanied refugee children -- and then discusses efforts initiated within ORR to monitor these activities.

o Cash and Medical Assistance

Many working age refugees from all parts of the world are able to find employment soon after arrival in their new communities. For those who need services before placement in jobs, a delay in employment may occur, during which time adequate financial support may be available through the local resettlement agency. Many refugees, however, require additional time, assistance, and training prior to job placement, and the resettlement agencies are generally unable to fund longer term maintenance.

Refugees who are members of families with dependent children may qualify for and receive benefits under the program of aid to families with dependent children (AFDC) on the same basis as citizens. Under the refugee program, the Federal Government (ORR) reimburses States for their share of AFDC payments made to refugees during a period following their initial entry into the United States; in FY 1987, this period of ORR reimbursement continued to be during a refugee's first 31 months in the United States.* Similarly, aged, blind, and disabled

* In order to meet the Gramm-Rudman-Hollings legislative requirements of reducing available funds by 4.3 percent in FY 1986, ORR was only able to reimburse States for cash and medical assistance costs for a period of 31 months because of insufficient funds. This ORR policy was implemented March 1, 1986, and was continued throughout FY 1987. Previously the reimbursement period for States was for 36 months.

refugees may be eligible for the Federal supplemental security income (SSI) program on the same basis as citizens. In States which supplement the Federal SSI payment levels, ORR bears the cost of such State supplements paid to refugees during the same period as for AFDC. Needy refugees also are eligible to receive food stamps on the same basis as non-refugees. Refugees who qualify for Medicaid according to all applicable eligibility criteria receive medical services under that program. The State share of Medicaid costs incurred on a refugee's behalf is reimbursed by ORR during the same period as for AFDC.

Needy refugees who do not qualify for cash assistance under the AFDC or SSI programs may receive special cash assistance for refugees -- termed "refugee cash assistance" (RCA) -- according to their need. Pursuant to regulation, in order to receive such cash assistance, refugee individuals or families must meet the income and resource eligibility standards applied in the AFDC program in the State. In FY 1987, this assistance continued to be available for up to 18 months after a refugee arrives in the U.S.

In all States, refugees who are eligible for RCA are also eligible for refugee medical assistance (RMA), which also continued to be available for up to 18 months.* This assistance is provided in the same manner as Medicaid is for other needy residents. Refugees may also be eligible for only medical assistance, if their income is slightly above that required for cash assistance eligibility and if they incur medical expenses which bring their net income down to the Medicaid eligibility level.**

* Shortly after the end of the fiscal year, the Department published for public comment a proposed regulation to reduce the period of both RCA and RMA from the existing 18 months to 12 months (Federal Register, October 19, 1987; 52 FR 38795). At the time of submittal of this annual report, ORR was reviewing the comments received.

** Section 412(e)(5) of the Immigration and Nationality Act authorizes the Director of ORR to "allow for the provision of medical assistance...to any refugee, during the one-year period after entry, who does not qualify for assistance under a State plan approved under title XIX of the Social Security Act on account of any resources or income requirement of such plan, but only if the Director determines that --

"(A) this will (i) encourage self-sufficiency, or (ii) avoid a significant burden on State and local governments; and

"(B) the refugee meets such alternative financial resources and income requirements as the Director shall establish."

In FY 1987, the Director of ORR utilized this authority to enable Arizona to continue an effective program of refugee medical assistance while the State, which had not previously participated in Medicaid, continued to test a Medicaid demonstration project.

After the first 18 months in the U.S., a refugee who is not eligible for AFDC, SSI, or Medicaid would have to qualify under an existing State or local general assistance (GA) program on the same basis as other residents of the locality in which he or she resides. In FY 1987, ORR continued to reimburse the full cost of GA for a refugee's 19th through 31st months of residence in the United States.

Based on information provided by the States in their Quarterly Performance Reports to ORR, 52.0 percent of refugees who had been in the United States 31 months or less were receiving some form of cash assistance at the end of FY 1987. This compares with a cash assistance utilization rate of 57.4 percent at the end of September 1986 -- one year earlier.

The proportion of refugees receiving cash assistance rose during the first two quarters of FY 1987 but declined during the second two quarters. While the number of time-eligible recipients declined steadily during the year, the size of the base population rose during the fourth quarter, due to the concentration of arrivals toward the end of the fiscal year. The drop in the dependency rate nationwide may be partially explained by the irregular arrival pattern.

Cash Assistance Dependency by Quarter, FY 1987

| <u>Date</u> | <u>Population</u> | <u>Cash Recipients</u> | <u>Dependency Rate</u> |
|-------------|-------------------|------------------------|------------------------|
| 9/30/86 | 182,005 | 104,418 | 57.4% |
| 12/31/86 | 171,972 | 99,729 | 58.0% |
| 3/31/87 | 161,803 | 97,484 | 60.2% |
| 6/30/87 | 157,870 | 90,486 | 57.3% |
| 9/30/87 | 169,621 | 88,143 | 52.0% |

The decline in dependency was broad-based, with 34 of the 51 States and territories participating in the refugee program registering lower dependency rates at the end of FY 1987 than one year earlier. Of the 10 States with the largest estimated time-eligible refugee populations at the close of FY 1987, seven showed declining dependency rates, as follows:

| <u>State</u> | <u>Percentage Point Change in Dependency Rate</u> |
|---------------|---|
| California | - 9.8% |
| New York | + 2.2% |
| Texas | - 5.2% |
| Massachusetts | + 1.6% |
| Washington | -14.8% |
| Illinois | - 8.6% |
| Minnesota | - 7.2% |
| Virginia | - 5.2% |
| Pennsylvania | -10.4% |
| Florida | + 3.3% |

The following table shows cash assistance utilization among time-eligible refugees as of September 30, 1987, and one year earlier, at the close of FY 1986:

Cash Assistance Dependency Among Time-Eligible Refugees
September 30, 1987, and September 30, 1986

| | Total Cash Recipients as of | | Estimated 31-month Refugee Population as of: | | Dependency Rates | |
|----------------------|-----------------------------------|----------------|--|----------------|---------------------|----------------|
| | <u>9/30/87</u> a/ | <u>9/30/86</u> | <u>9/30/87</u> | <u>9/30/86</u> | <u>9/30/87</u> | <u>9/30/86</u> |
| Alabama | 182 | 282 | 629 | 872 | | |
| Alaska | 0 | 0 | 62 | 0 | 28.9% | 32.3% |
| Arizona | 111 | 118 | 2,246 | 2,298 | 0.0 | 0.0 |
| Arkansas | 114 | 32 | 453 | 470 | 4.9 | 5.1 |
| California | 48,147 b/ | 57,259 c/ | 62,460 | 65,853 | 25.2 | 6.8 |
| | | | | | 77.1 | 86.9 |
| Colorado | 665 | 677 | 1,783 | 2,078 | | |
| Connecticut | 281 | 486 | 1,975 | 2,018 | 37.3 | 32.6 |
| Delaware | 17 | 26 | 64 | 55 | 14.2 | 24.1 |
| District of Columbia | 17 | 26 | 482 | 443 | 26.6 | 47.3 |
| Florida | 1,697 | 1,595 | 3,735 | 3,788 | 3.5 | 5.9 |
| | | | | | 45.4 | 42.1 |
| Georgia | 486 | 696 | 2,573 | 2,899 | | |
| Hawaii | 442 | 451 | 812 | 747 | 18.9 | 24.0 |
| Idaho | 74 | 104 | 529 | 845 | 54.4 | 60.4 |
| Illinois | 2,087 | 2,865 | 6,858 | 7,343 | 14.0 | 12.3 |
| Indiana | 109 | 202 | 482 | 671 | 30.4 | 39.0 |
| | | | | | 22.6 | 30.1 |
| Iowa | 340 | 522 | 1,380 | 1,767 | | |
| Kansas | 722 | 1,133 | 1,734 | 2,172 | 24.6 | 29.5 |
| Kentucky | 96 | 300 | 616 | 664 | 41.6 | 52.2 |
| Louisiana | 346 | 356 | 1,843 | 2,228 | 15.6 | 45.2 |
| | | | | | 18.8 | 16.0 |
| Maine | 97 | 290 | 514 | 763 | | |
| Maryland | 826 | 937 | 2,643 | 3,127 | 18.9 | 38.0 |
| Massachusetts | 5,307 | 5,616 | 7,212 | 7,799 | 31.3 | 30.0 |
| Michigan | 1,143 | 1,157 | 2,881 | 2,681 | 73.6 | 72.0 |
| Minnesota | 3,574 | 3,560 | 5,411 | 4,854 | 39.7 | 43.2 |
| | | | | | 66.1 | 73.3 |
| Mississippi | 53 | 104 | 261 | 306 | | |
| Missouri | 402 | 337 | 1,687 | 1,907 | 20.3 | 34.0 |
| Montana | 46 | 26 | 101 | 76 | 23.8 | 17.7 |
| Nebraska | 124 | 126 | 334 | 422 | 45.5 | 34.2 |
| Nevada | 110 | 166 | 683 | 727 | 37.1 | 29.9 |
| | | | | | 16.1 | 22.8 |

| | Total Cash Recipients as of | | Estimated 31-month Refugee Population as of: | | Dependency Rates | |
|----------------|-----------------------------------|----------------|--|----------------|---------------------|----------------|
| | <u>9/30/87</u> | <u>9/30/86</u> | <u>9/30/87</u> | <u>9/30/86</u> | <u>9/30/87</u> | <u>9/30/86</u> |
| | a/ | | | | | |
| New Hampshire | 15 | 30 | 228 | 229 | 6.6% | 13.1% |
| New Jersey | 605 | 705 | 2,488 | 2,451 | 24.3 | 28.8 |
| New Mexico | 95 | 102 | 327 | 374 | 29.1 | 27.3 |
| New York | 5,013 | 4,757 | 12,461 | 12,522 | 40.2 | 38.0 |
| North Carolina | 155 | 139 | 1,316 | 1,478 | 11.8 | 9.4 |
| North Dakota | 40 | 68 | 207 | 369 | 19.3 | 18.4 |
| Ohio | 1,203 | 1,449 | 2,115 | 2,419 | 56.9 | 59.9 |
| Oklahoma | 157 d/ | 233 e/ | 1,164 | 1,823 | 13.5 | 12.8 |
| Oregon | 886 e/ | 1,185 | 2,017 | 2,349 | 43.9 | 50.3 |
| Pennsylvania | 1,828 | 2,558 | 4,710 | 5,202 | 38.8 | 49.2 |
| Rhode Island | 552 | 844 | 1,340 | 1,659 | 41.2 | 50.9 |
| South Carolina | 13 | 47 | 181 | 237 | 7.2 | 19.8 |
| South Dakota | 25 | 23 | 270 | 294 | 9.3 | 7.8 |
| Tennessee | 326 | 444 | 1,868 | 1,875 | 17.5 | 23.7 |
| Texas | 1,513 | 2,374 | 10,614 | 12,198 | 14.3 | 19.5 |
| Utah | 236 | 523 | 1,349 | 1,770 | 17.5 | 29.5 |
| Vermont | 56 | 90 | 201 | 156 | 27.9 | 57.7 |
| Virginia | 1,324 | 1,740 | 4,782 | 5,295 | 27.7 | 32.9 |
| Washington | 4,534 | 5,928 | 6,920 | 7,378 | 65.5 | 80.3 |
| West Virginia | 10 | 21 | 23 | 60 | 43.5 | 35.0 |
| Wisconsin | 1,929 | 1,670 | 2,560 | 1,933 | 75.4 | 86.4 |
| Wyoming | 2 | 13 | 6 | 18 | 33.3 | 72.2 |
| Guam | 11 | 26 | 29 | 43 | 37.9 | 60.5 |
| Other | 0 | 0 | 2 | 0 | 0.0 | 0 |
| Total U.S. | 88,143 | 104,418 | 169,621 | 182,005 | 52.0% | 57.4% |

NOTES:

ry
 9/30/86
 13.18
 28.8
 27.3
 38.0
 9.4
 18.4
 59.9
 12.8
 50.3
 49.2
 50.9
 19.8
 7.8
 23.7
 19.5
 29.5
 57.7
 32.9
 80.3
 35.0
 86.4
 72.2
 60.5
 0
 57.48

- a/ Caseload data derived from the Quarterly Performance Reports, or QPRs (Form ORR-6), submitted by 49 States (Alaska does not participate in the refugee program), the District of Columbia, and Guam for all time-eligible refugees and entrants. Caseload data include AFDC, RCA, GA, and SSI recipients as reported by the States as of 9/30/87. Please note that caseload data may include children born in the U.S. to refugee families while the base population does not include these children. This factor inflates the calculated dependency rate to an unknown degree, which may be significant in States with large AFDC caseloads.
- b/ California's cash assistance data include 33,749 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/87. Data for AFDC and RCA recipients were developed from partial persons/case ratios.
- c/ California's cash assistance data include 42,072 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/86.
- d/ Oregon's cash assistance data include 280 recipients participating in the State's Refugee Early Employment Demonstration Project (REEP) as of 9/30/87.
- e/ Oregon's cash assistance data include 347 recipients participating in the State's Refugee Early Employment Demonstration Project (REEP) as of 9/30/86.

Use of Cash Assistance by Nationality

The Refugee Assistance Amendments of 1982 direct ORR to compile and maintain data on the proportion of refugees receiving cash or medical assistance by State of residence and by nationality. The most recent annual round of data collection took place in 1987; States reported on their cash/medical assistance caseloads as of June 30, 1987. Reports covered refugees in the U.S. for no more than 31 months.

Table 11 (Appendix A) summarizes the findings of the 1987 data collection with all 49 participating States,* the District of Columbia, and Guam reporting. A cash assistance caseload of 85,393 is covered, which is equal to 95 percent of the total nationwide caseload at that time. (Many States could not report on the SSI portion of their caseload.) Of that caseload, the largest group was reported to be Vietnamese, and Southeast Asians of all nationalities comprised 81 percent. (They are about 69 percent of the time-eligible population.) Soviet and Eastern European refugees comprise about 6 percent of the reported caseload while they are about 16 percent of the time-eligible population. Other single nationality groups contribute only small fractions to the national caseload.

Dependency rates calculated by nationality range between 14 and 73 percent of time-eligible refugees. These calculations show

* Alaska does not participate in the Refugee Resettlement Program.

relatively high dependency among the Southeast Asians compared with most other groups. In the three States where Southeast Asians could not be differentiated, they were recorded in the table as Vietnamese -- the majority group -- which inflates the total for the Vietnamese and deflates those for the Cambodians and Lao slightly. If dependency is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1985-87, the best estimates of nationwide dependency rates are about 58 percent for Vietnamese, 73 percent for Lao (including Hmong), and 65 percent for Cambodians.

Among the other nationality groups, refugees from Afghanistan have a dependency rate of about 59 percent, while the dependency rate for Ethiopians is 30 percent. Those from the Soviet Union have a dependency rate of 30 percent. Refugees from Eastern Europe (other than Poland) show a dependency rate of about 22 percent, while refugees from Poland have the lowest dependency rate, at roughly 14 percent. The dependency rate for refugees from Iran cannot be calculated accurately from these reports because the State of California, which resettled 56 percent of Iranians arriving during the period, included them in the "Other" category. However, ORR estimates their dependency rate to be toward the low end of the range.

o Social Services

ORR provides funding for a broad range of social services to refugees, both through States and in some cases through direct service grants. During FY 1987, as in previous fiscal years, ORR allocated social service funds on a formula basis. Under this formula, about \$55.5 million of the social service funds were allocated directly to States according to their proportion of all refugees who arrived in the United States during the 3 previous fiscal years. States with small refugee populations received at least a minimum of \$75,000 in social service funds.

Additionally, almost \$3 million of available social service funds were allocated to States for the purpose of providing funds to refugee/entrant mutual assistance associations (MAAs) as an incentive to include such organizations as social service providers. The funds were allocated on the same 3-year proportionate population basis as were the regular social service funds. States which chose to receive these optional funds were provided the allocation upon submission of an assurance that the funds would be used for MAAs.

Two million dollars of available social service funds were reprogrammed for use under ORR's voluntary agency matching grant program to provide assistance and services for larger numbers of

refugees than had been anticipated previously. (A description of the matching grant program is included in a later section.)

Six million dollars in social service funds were used on a discretionary basis to fund a variety of initiatives and individual projects intended to contribute to the effectiveness and efficiency of service delivery in the refugee resettlement program. A description of these activities is provided on pages 77-90.

ORR policies allow a variety of relevant services to be provided to refugees in order to facilitate their general adjustment and especially to promote rapid achievement of self-sufficiency. Services which are related directly to the latter goal are designated by ORR as priority services. In FY 1987, ORR continued to require that 85 percent of a State's social service funds be used for services identified as priority services in section 412(a)(1)(B)(ii) of the Immigration and Nationality Act, as amended, and in ORR's Statement of Goals, Standards, and Priorities. These services include English language training and services specifically related to employment such as employment counseling, job placement, and vocational training. Other allowable services from the remaining 15 percent of funds are those identified in a State's program under title XX of the Social Security Act as well as certain services listed in ORR policy

instructions to the States, such as orientation, translation, social adjustment, transportation, and day care.

o Targeted Assistance

In FY 1986 ORR received a final appropriation of \$48 million for targeted assistance activities for refugees and entrants. Services under these grants generally began on April 1, 1987, and were expected to continue for one year. Another \$11 million of unspent FY 1984-1985 targeted assistance funds were carried forward by States to augment the FY 1986 program or to extend it beyond the one-year period. No additional funds were appropriated in FY 1987.

The county targeted assistance program for FY 1986 was revised slightly from previous programs. In their applications submitted to ORR, States were required to assure that local programs would serve a target population which consisted of a percentage of cash assistance recipients at least equal to the States' respective dependency rates from the previous year. In addition, States with more than one county qualifying for this special funding were permitted to develop a new formula for allocation of funds for counties within their State based on local dependency rates, refugees on assistance, and secondary migration. No other changes in program guidelines were made. Under

the formula-based targeted assistance program, ORR received applications from the 20 States eligible for targeted assistance grants on behalf of their 45 qualifying county areas.

The targeted assistance program is designed to get jobs for refugees and entrants who reside in local areas of high need. These areas are defined as counties or contiguous county areas where -- because of factors such as unusually large refugee and/or entrant populations, high refugee and/or entrant concentrations in relation to the overall population, and high use of public assistance -- there exists a specific need for supplementation of other available service resources for the local refugee and/or entrant population.

The fundamental scope of the county targeted assistance program has remained identical to that of the FY 1983-1985 programs and is reflected in the continuation of many of the proven activities developed in those years, such as job development, employment incentives (i.e., worker orientation, translation, and English language training provided on-site at places of employment), on-the-job training, and vocational training.

In addition to the county targeted assistance program, ORR awarded nearly \$6 million to Florida for providing health care to eligible entrants and nearly \$5 million to the Dade County public school system in Florida in support of education for entrant children.

o Unaccompanied Minors

ORR continued its support of care for unaccompanied minor refugees in the United States. These children, who are identified in countries of first asylum as requiring foster care upon their arrival in this country, are sponsored through two national voluntary agencies -- United States Catholic Conference (USCC) and Lutheran Immigration and Refugee Service (LIRS) -- and placed in licensed child welfare programs operated by their local affiliates such as Catholic Charities or Lutheran Social Services.

Legal responsibility is established under laws of the State of resettlement in such a way that the children become eligible for basically the same range of child welfare benefits as non-refugee children in the State. Unaccompanied minor refugees are placed in home foster care, group care, independent living, or residential treatment, depending upon their individual needs. Costs incurred on their behalf are reimbursed by ORR until the month after their 18th birthday or such higher age as is permitted under the State's plan under title IV-B of the Social Security Act.

The number of unaccompanied minor refugees arriving in the United States in need of foster care declined significantly during FY 1987, to an average of 36 per month, compared with 48 per month during the previous year. At the same time, the number leaving the program by

virtue of reaching the age of majority accelerated. Faced with the likelihood of continued lower admissions and accelerating emancipations, ORR, in cooperation with national voluntary resettlement agencies, their local affiliates, and the States, advanced work on phasing the program down in an orderly fashion. The aim of the phasedown is to assure continued ethnic-specific services for children remaining in care, while insuring that the services are delivered in a cost-effective way as the caseload declines. A national workgroup with representation of all program entities has been developing and implementing a plan to effect such an orderly phasedown.

Based on reports received from the States, the number in the program as of September 30, 1987, was 3,381, a decrease of 431 children from the 3,812 in care a year earlier. During FY 1987, 107 children were reunited with family, and 756 were emancipated. Unaccompanied children are located in 37 States and the District of Columbia.

Since January 1979, a total of 8,069 children have entered the program. Of these, 1,071, or 13.3 percent, subsequently were reunited with family, and 3,617, or 44.8 percent, have been emancipated, having reached the age of emancipation.

Other major program activities during FY 1987 included:

— Sponsorship, with USCC and LIRS, of a national conference of

program administrators, caseworkers, and others involved in program activities. Such conferences are designed to facilitate the sharing of information on both efficient administration and effective service delivery. Nearly 300 persons took part.

-- Final clearance of ORR's Statement of Goals, Priorities, Standards, and Guidelines for the Unaccompanied Minor Refugee Program. Publication of this statement is expected to enhance operations and monitoring -- promoting both improved care and greater cost-effectiveness. The Statement was published in the Federal Register on October 14, 1987.

-- Continued development of ORR's records system, which enables ORR to maintain a statutorily-required list of all unaccompanied minors receiving care since April 1975. Computerization of the list is now virtually complete, and ORR is sharing its data base with States participating in the program, thereby reducing duplication of effort and enhancing accuracy and monitoring ability.

Reports submitted by the States indicated that most children continue to make satisfactory progress as they move toward adulthood and self-sufficiency.

o Program Monitoring

In FY 1987, ORR continued to carry out its program monitoring responsibility for the State-administered refugee resettlement program through continued oversight of the States. During the fiscal year, ORR revised the structure and content of the Quarterly Performance Report (QPR) form which States are required to submit; reviewed State submissions of State plans and plan amendments, State estimates, and quarterly program performance and fiscal status reports; provided technical assistance to State agencies; and conducted direct monitoring of key aspects of State programs. The following is a description of specific activities conducted during FY 1987:

Revision of Quarterly Performance Report Form

Following a period of consultation in which ORR received comments from over 30 States, the QPR (Form ORR-6) was reduced in size, and the information required was focused more directly on program performance, including service outcomes in employment, vocational training, and English language instruction, and their impact on welfare reduction. The revised version of the QPR was completed and approved by the Office of Management and Budget in July 1987. The use of this new form was initiated in the States' submission of the report for the fourth quarter of FY 1987.

State Plan Submissions

By the end of November 1987, ORR had reviewed State plan submissions and approved the State plans or plan amendments of 11 States. The State plan submissions of 6 other States were granted conditional approval by ORR, subject to additional information to be provided by the States. The plans of the remaining States did not require amendment and, thus, those States continue to operate their programs based on their existing State plans.

Review of State Estimates

Form ORR-1 contains State estimates of funding needs for cash assistance, medical assistance, and State administration of the program. Information submitted by the State has been used by ORR to assess the level of grant awards which ORR would make to the States to reimburse State costs for direct assistance to refugees.

Part B, which previously provided ORR with planning information to assure that States allocate sufficient resources to comply with the service priorities prescribed by ORR and required in the Refugee Act, was discontinued in FY 1987. This information is now available in the revised QPR.

Field Monitoring of State-Administered Program

During the fiscal year, the Regional Offices of the Family Support Administration (FSA), of which ORR is a component, monitored key aspects of the State-administered refugee resettlement program. A summary of significant field monitoring activities in the regions during FY 1987 follows:

Region I (Boston). -- Region I reviewed the State administration of targeted assistance grants (TAG) in Massachusetts and Rhode Island. In both cases, the reviews found that the strategy of concentrating services on hard-to-place refugees, when coupled with performance-based contracting, met with considerable resistance from providers and refugees. In Rhode Island, however, TAG made a significant contribution to lowering the refugee welfare dependency rate.

The Region reviewed case management in Connecticut and Rhode Island. The Connecticut review found significant improvement in the administration of refugee case management. The Regional Office's report resulted in improved program planning by Connecticut for FY 1988 in the areas of (1) integration of the resources of voluntary resettlement agencies into case management and (2) services to general assistance (GA) recipients. The Region's review of Rhode Island's

performance-based case management system resulted in the State's instituting a more equitable payment schedule for vendors.

Region II (New York City). -- Region II did not conduct field monitoring in FY 1987.

Region III (Philadelphia). -- The Regional Office recovered \$1.3 million from the Maryland Department of Health and Mental Hygiene resulting from unallowable payments on behalf of ineligible recipients of medical assistance. The overpayments were verified by the HHS Regional Inspector General for Audit after a review of the State's medical assistance payments by Regional Office staff responsible for the Refugee Resettlement Program. Corrective actions have been implemented which should prevent recurrence of this situation. The Regional Office is now involved in a review of Virginia's medical expenditures after noting similarities with the problems which affected Maryland's program.

A review of Pennsylvania's program for unaccompanied refugee minors also was completed in FY 1987. A report is being issued which will identify overpayments and required corrective actions.

Region IV (Atlanta). -- Region IV conducted a follow-up to its FY 1986 region-wide desk audit of client eligibility in refugee social service programs, reviewed the functional linkage between cash and medical assistance and employment services, and reviewed State policy manual references to refugee cash and medical assistance programs.

The Region found that: South Carolina, which had amended its State policy to reflect ORR's work registration requirement, is now fully in compliance; Tennessee and Kentucky now have a fully operational process to notify voluntary resettlement agencies of refugee applications for public assistance; and Alabama now has a fully successful system to document refugee employment registration and job referrals. Mississippi and North Carolina continued to have no problems.

A review of Georgia's administrative costs, which was begun in August 1985 to cover the period from October 1, 1982, through June 30, 1985, is in its final stage. No fraud, abuse, or serious mismanagement was found. The Georgia Department of Human Resources has continued to consider alternative methods of cost allocation, but the current random moment sample studies (RMSS) method has proven to be the most accurate and cost-effective method. Statewide training sessions were conducted in January 1987 to review and clarify RMSS procedures and issues to ensure that caseworkers were properly completing and recording their tasks. Further, individual two-level — State and county — reviews are being conducted for each refugee case identified in the RMSS sample to re-verify the validity of each charge to the refugee program. County staff now receive quarterly instructions for conducting the RMSS.

ORR Florida Office (Miami). -- During the year, the ORR Florida Office conducted reviews of the largest social service programs throughout Florida, analyzed the results, and provided technical assistance to improve operations.

The office also participated in an FSA team effort to conduct a financial administration review of State programs. The review resulted in identifying problems in allocating salaries and other administrative expenses. Efforts are now under way to correct these problems and to have them properly addressed in the State's cost allocation plan.

Region V (Chicago). -- Region V conducted administrative and financial reviews in Illinois and Ohio. In both States, the State Refugee Coordinator's Office was reviewed to determine staff cost-effectiveness and the ability of those staff to appropriately manage and monitor the various components of their refugee assistance and service programs. In Illinois, State staffing and contracting for administrative services were carefully weighed against the indirect cost rates outlined in State cost allocation plans. This resulted in some cost changes and in further refinement of competitive procurement requirements for purchased administrative services. In Ohio, the review resulted in corrective action that required the State to alter and tighten refugee service project auditing procedures.

Casefile reviews were conducted on-site in selected counties of Illinois and Minnesota to determine the timeliness and appropriateness of refugee welfare case eligibility determinations. At the same time, an evaluation was conducted to determine the relationship of refugee social services to the welfare dependent caseload. In Minnesota, the results were favorable both with respect to eligibility designations and in targeting appropriate services to the refugee assistance caseload. In Illinois, the error rate and timeliness of redeterminations were not acceptable, resulting in a follow-up casefile sample review and a call for State corrective-action measures and assurances.

Joint ORR and State on-site monitoring reviews of refugee social service projects were performed in Illinois, Minnesota, Ohio, and Wisconsin. Case management and various refugee employment and welfare reduction strategies were evaluated to determine program effectiveness and technical assistance needs. All of these reviews produced evaluation reports recommending follow-up corrections to both program and administrative structures.

In Ohio, a formal on-site review was performed on the Refugee Unaccompanied Minors program, resulting in various changes in program and administrative responsibilities. The service contracting and monitoring procedures were appreciably altered as a result of this review and its recommendations.

A significant result of joint ORR-State on-site monitoring and evaluation of service program administration and project outcomes was the establishment of more effective monitoring and reporting systems within each State. All States in Region V except Illinois displayed marked improvement in systematizing State project monitoring and report production. This improved monitoring at the local level resulted in the termination of ineffective or poorly administered projects in Ohio and Michigan and led to corrective actions in all Region V States.

Field monitoring and evaluation in Wisconsin and Minnesota has assisted those refugee-impacted areas to develop firm Key States Initiative (KSI) plans to alleviate welfare dependency among refugee families residing there. Careful timing and planning of future evaluations and on-site monitoring of KSI projects begun this year should prove helpful in implementing any necessary corrective action and any technical assistance required by these programs.

In this fiscal year, ORR retrieved \$636,117 in audit disallowances from Region V States that originated with preliminary findings of on-site administrative and financial project reviews conducted by FSA regional staff. The staff has also assisted regional auditors in preparing audits of refugee programs in Illinois and Minnesota to cover substantive reviews of their welfare assistance and service programs including an in-depth review of their Refugee Unaccompanied Minors programs.

Region VI (Dallas). -- In Region VI, reviews were conducted of the State administration of the refugee program in Louisiana and Texas. These reviews included on-site visits to several service providers, including two targeted assistance grant contractors in Louisiana.

Region VII (Kansas City). -- Program reviews were done in Wichita and the Garden City area of Kansas -- the locations with, respectively, the highest rate of cash assistance dependency and refugee population impact in the region. The Wichita review resulted in recommendations on the continued improvement of the relationship between the welfare agency and service providers to reduce dependence on cash assistance. Recommendations from the Garden City review included better coordination among agencies and funding sources to serve the needs of a rather transient and unstable population. A total of five ORR funding sources were involved in the two reviews.

Region VIII (Denver). -- The Regional Office conducted a review of several aspects of the refugee program in Utah. These included a tuberculosis screening and follow-up contract with the Utah Department of Health, three case management contracts with voluntary resettlement agencies, and costs related to the overall administration of the refugee program in the central and district offices of the Utah Department of Social Services.

In response to the review, the State is taking steps to implement Regional recommendations to control costs and to modify three case management contracts.

Region IX (San Francisco). -- In FY 1987, the Regional Office conducted reviews of the State of California's Refugee Demonstration Project (RDP) in six heavily impacted resettlement counties (Los Angeles, Orange, San Diego, San Francisco, San Joaquin, and Santa Clara). The purpose of the reviews was to determine the extent to which the RDP was successful in placing refugees in jobs which would result in their economic self-sufficiency. As a result of the reviews, the Regional Office provided reports to the State which indicated that refugees required additional efforts to assist them in becoming completely self-sufficient. The Regional Office encouraged the State to continue to work with the counties to develop service strategies which would result in the eventual economic self-sufficiency of hard-to-place recipients.

The Regional Office also reviewed with California the State's current plan to integrate refugees into its welfare reform program, Greater Avenues to Independence (GAIN). The purposes of the review were to insure that the GAIN program is responsive to the special employment and training needs of the refugee population and that refugee participation in GAIN is consistent with ORR's goal of early economic self-sufficiency.

The Regional Office conducted on-site program reviews of the Hawaii refugee resettlement program and the Hawaii targeted assistance program, the Arizona comprehensive discretionary social services (CDSS) program, and, in conjunction with ORR central office staff, California's Central Valley critical unmet needs program in Merced, Fresno, and Tulare counties.

Region X (Seattle). — Region X's major initiative was a review of early employment practices in King and Pierce counties in the State of Washington. These reviews were conducted jointly with ORR central office staff, the State Refugee Coordinator's Office, and the local administering agency. The reviews focused on the effectiveness of case management and employment practices with a special emphasis on the participation of refugee AFDC recipients. Upon completion of the reviews, the State conducted conferences in various counties to brief participants on major findings and corrective actions. The process has resulted in various system improvements which aided in the development of a cooperative agreement with ORR, enabling Washington to participate in ORR's Key States Initiative.

Region X conducted semi-annual reviews of Oregon's cash/medical demonstration, the Refugee Early Employment Project (REEP). The reviews showed that REEP continues to meet or exceed its second-year goals despite a reduction in refugee arrivals in the State during FY 1987. The project continues to maintain an error-free payment

system. The Regional Office also conducted a review of the Oregon targeted assistance program. All of these reviews were done collaboratively with the State of Oregon and the Portland Community Action Agency.

The Regional Office reviewed the comprehensive discretionary social services (CDSS) program in three States. In Oregon, the review caused the State to conduct a follow-up audit of its principal service provider. This audit led to a restructuring of refugee employment services in the area. In Washington, a corrective-action plan was mandated to bring about better coordination among CDSS-funded agencies. A review was conducted of the Idaho CDSS grant by FSA fiscal staff.

Audits

Organization-wide audits in several States administering refugee programs were issued by the HHS Inspector General's office. The findings are summarized below. States may appeal amounts determined for recovery.

Florida. — The State's auditor recommended that \$42,482 be disallowed based on a sample of unsupported job placements and self-placements claimed by a provider of job-related services.

Mississippi. — The results of two audits conducted in Mississippi are as follows: (1) \$37 was recommended for disallowance due to errors in manual adjustments of the cost-allocation plan; and (2) the auditor recommended that \$201,256 be returned to the Federal Government because State claims for reimbursement exceeded the amount shown on the accounting records and authorized by grant award.

Wisconsin. — The State's auditor recommended return of \$100,016 in unobligated funds for the fiscal year ending September 30, 1984.

Utah. — There were two audits conducted in Utah. In the first, the State's auditor recommended a disallowance of \$1,356 based on inadequate documentation. In the second, the following amounts were recommended for disallowance: \$13,347 for ineligible participants; \$495 for the refugee program's share of capital equipment purchased without prior approval; \$20 charged erroneously to the cost-allocation plan for unallowable entertainment costs; and \$17,967 and \$7,210 identified as unallowable for violations of regulations on eligibility of recipients and supporting files on self-improvement plans.

Voluntary Agency Matching Grant Program

The matching grant program, funded by Congress since 1979, provides an alternative to the State-administered programs funded by ORR. Federal funds of up to \$1,000 per refugee have been provided on a dollar-for-dollar matching basis to voluntary agencies participating in the program. The program's goal is to help refugees attain self-sufficiency, without access to public cash assistance, within 4 months after arrival.

In FY 1986, the Federal matching funds available per refugee were reduced from \$1,000 to \$957 due to the implementation of the Gramm-Rudman-Hollings legislation. In FY 1987, Congress, through a Continuing Resolution, appropriated \$3.8 million for this program. Because of an unusually large increase in the number of arriving Soviet and Iranian Jewish refugees who are traditionally served through this program, HHS requested and Congress approved a reprogramming of \$2 million from ORR social service funds to the matching grant program. Agencies were awarded continuation grants totaling \$5.8 million.

A list of the agencies participating in the program and the FY 1987 funds awarded to them follows:

| <u>Agency</u> | <u>Federal Grant</u> |
|--|----------------------|
| Council of Jewish Federations | \$3,215,794 |
| Lutheran Immigration and Refugee Service | 137,727 |
| United States Catholic Conference | 1,985,080 |
| International Rescue Committee | <u>489,399</u> |
| | |
| TOTAL | \$5,828,000 |

Refugee Health

Refugees often have health problems due to the environmental conditions and lack of medical care which exist in their country of origin or are encountered during their flight and wait for resettlement. As in earlier years, these problems were addressed during FY 1987 by health care services in first-asylum camps, in refugee processing centers (RPCs), and after a refugee's arrival in the United States.

Medical and other volunteers continued to treat refugee health problems as well as to improve the general health conditions in refugee camps. Public health advisors from the U.S. Public Health Service's Centers for Disease Control (CDC) were stationed in Southeast Asia to monitor the quality of medical screening for U.S.-bound refugees. A CDC public health advisor was posted in Europe to monitor the health screening of U.S.-bound South Asian, Near Eastern, European, and African refugees. At the U.S. ports-of-entry, refugees and their medical records were inspected by Public Health Service (PHS) Quarantine Officers who also notified the appropriate State and local health departments of the arrival of these refugees.

Recognizing that the medical problems of refugees, while not necessarily constituting a public health hazard, might adversely

affect their successful resettlement and employment, ORR provided support to State and local health agencies through a \$5.9 million interagency agreement. These funds were awarded by the PHS Regional Offices through grants to identify health problems which might impair effective resettlement, employability, and self-sufficiency of newly arriving refugees and to refer refugees with such problems for treatment.

ORR provided \$2.4 million through an interagency agreement with PHS's Office of Refugee Health (ORH) for the National Institute of Mental Health (NIMH) to continue a national program to create focal points for refugee mental health issues within State mental health agencies. The purpose of these State focal points is to increase U.S. capability to meet refugee mental health needs by mainstreaming mental health services for refugees. Awards totaling \$1.7 million were made to 12 States with large refugee populations. A contract of \$700,000 was awarded to the University of Minnesota to maintain its Technical Assistance Center and to provide support and assistance to State mental health agencies.

The Health Assessment Grant Program continued to provide \$596,000 for hepatitis B screening of pregnant refugee women who have been in the United States since October 1981. The newborns and close family contacts of carrier refugee women are screened and vaccinated as appropriate to prevent them from becoming infected and probable hepatitis B carriers themselves.

Because Southeast Asian refugees spend an average of 4 or 5 months in RPCs in Southeast Asia for English language training and cultural orientation programs, refugees with active tuberculosis complete their medical treatment during this period, prior to resettlement in the U.S. (For a more detailed discussion of Public Health Service activities covering refugee health matters, see Appendix B.)

Refugee Education

The Refugee Assistance Extension Act of 1986 (P.L. 99-605) transferred authority for the Transition Program for Refugee Children from the Director of ORR to the Secretary of Education. Previously, this program had been implemented through an interagency agreement between ORR and the Department of Education.

The Transition Program provides funding for the special educational needs of refugee children who are enrolled in public and non-profit private elementary and secondary schools. Under this State-administered program, funds are distributed through formula grants which are based on the number of eligible refugee children in the States. State educational agencies in turn distribute the funds to local educational agencies as formula-based subgrants. Because the needs of recent arrivals are generally more serious and require

immediate attention, the critical element in the formula for deciding a State's funding allocation is the number of eligible refugee children who have been in the U.S. less than one year. Significance is also placed on the number of eligible refugee children enrolled in secondary schools rather than on refugee children in elementary schools since older refugee children usually need more language support. During FY 1987, \$15.9 million was made available to States.

Activities funded under the Transition Program include supplemental educational services directed at instruction to improve English language skills, bilingual education, remedial programs, school counseling and guidance services, in-service training for educational personnel, and training for parents. Under this special educational funding, State administrative costs are restricted to one percent of a State educational agency's funding allocation, and support services costs are restricted to 15 percent of each local educational agency's allocation.

The following funds have been available for distribution since the Transition Program began in FY 1980:

| <u>Fiscal Year</u> | <u>For Use in School Year</u> | <u>Amount</u> |
|--------------------|-------------------------------|----------------|
| 1980 | 1980-81 | \$23,168,000 |
| 1981 | 1981-82 | 22,268,000* |
| 1982 | 1982-83 | 22,700,000** |
| 1983 | 1983-84 | 16,600,000 |
| 1984 | 1984-85 | 16,600,000*** |
| 1985 | 1985-86 | 16,600,000 |
| 1986 | 1986-87 | 15,886,000**** |
| 1987 | 1987-88 | 15,886,000 |

* Although funds were appropriated in FY 1981, the actual distribution of this amount for the 1981-1982 school year did not occur until FY 1982 (that is, after September 30, 1981).

** This amount includes \$19.7 million from FY 1982 funding and \$3 million from FY 1981 carryover. These funds were distributed prior to September 30, 1982.

*** This amount includes \$5.0 million obligated in FY 1985.

**** The FY 1986 Continuing Resolution (P.L. 99-190) funded the Educational Assistance Program for Children at the \$16.6 million level; however, with the reductions mandated by the Gramm-Rudman-Hollings legislation, the total amount available for such assistance was \$15,886,000.

Wilson/Fish Demonstration Projects

The Wilson/Fish Amendment to the Immigration and Nationality Act, contained in the FY 1985 Continuing Resolution on Appropriations, enables ORR to develop alternative projects which promote early employment of refugees. It provides to States, voluntary resettlement agencies, and others the opportunity to develop innovative approaches for the provision of cash and medical assistance, social services, and case management.

In the summer of 1985, ORR awarded grants to the States of California and Oregon for demonstration projects designed to decrease refugee reliance on welfare and to promote earlier economic self-sufficiency. Both of these projects got fully under way in FY 1986 and continued to operate throughout FY 1987.

o The California Refugee Demonstration Project (RDP)

On July 1, 1985, the State of California began implementing a 3-year refugee demonstration project (RDP). The RDP is designed to test whether the removal of refugee employment disincentives found in the AFDC program will result in more refugees becoming employed and to test the effects of increased employment experience upon refugee self-sufficiency. The project intends to: (1) Increase the participation of refugees in employment services and training programs

specifically designed for refugees; (2) increase refugees' potential for economic independence by allowing them a transition into entry-level full-time employment without immediately forfeiting the entire cash grant and other benefits; and (3) reduce long-term program costs through grant reductions as a result of employment.

At the inception of the project, refugee cases which were on AFDC and in which the principal wage earner or caretaker relative had been in the United States for 24 months or less (as of July 1, 1985) were converted from AFDC to the RDP and required to participate in the project. Newly applying refugee cases in which the principal wage earner or caretaker relative has been in the U.S. for 30 months or less at the point of application (and who would otherwise be eligible for AFDC) are also being aided under the RDP.

Generally RDP participants are eligible for the same level of cash assistance that they would receive under AFDC but are subject to the requirements of the RDP, which are similar to those for the refugee cash assistance (RCA) program.

California estimates that, as of July 1987, the RDP had resulted in 6,044 welfare grant reductions, 506 welfare grant terminations, and 327 sanctions. Cash assistance savings thus far were estimated to be \$9,464,723.

o The Oregon Refugee Early Employment Project (REEP)

The Oregon Refugee Early Employment Project (REEP), which began September 16, 1985, integrates the delivery of cash assistance with case management, social service, and employment service functions within the private non-profit sector in an effort to increase refugee employment and reduce reliance on cash assistance. Encompassing a tri-county area surrounding Portland, where 85 percent of all refugees in Oregon initially settle, REEP's objectives are to place: (1) 75 percent of all employable participants in full-time, permanent employment within 18 months of their arrival in the U.S.; (2) 50 percent of employable participants within 12 months of their arrival; and (3) 25 percent of employable participants within 6 months of their arrival -- reducing the aggregate 18-month dependency rate for these clients from 80 percent to 50 percent.

The 3-year project serves needy refugees who do not meet the AFDC or SSI categorical requirements (i.e., members of two-parent families, couples without children, and single individuals) during their initial 18 months in the United States. The target population includes both new arrivals and secondary migrants. Refugees who normally are eligible for assistance under AFDC continue to be eligible for that program and will not participate in REEP.

Oregon estimates that, as of September 1987, after 24 months of operation, REEP had placed 525 refugees in jobs; of these, 343 were retained for at least 90 days. The principal benefit of the project thus far has been that refugees are obtaining employment far sooner after arrival than they had prior to the project -- generally within the first 6 months. Oregon had not expected to achieve cost savings until the third year of the project but actually realized savings in both the first and second years.

Massachusetts, whose Wilson/Fish preapplication had been approved in FY 1985, submitted a final application in FY 1987. Later in the fiscal year, Massachusetts decided to withdraw its application.

National Discretionary Projects

During FY 1987, the Office of Refugee Resettlement approved a number of projects, totaling approximately \$8 million, to support activities designed to improve refugee resettlement operations at national, regional, State, and community levels. In addition, activities supported by funding allocated during FY 1986 also were carried out during FY 1987. These discretionary funds were designed to address one or more of the following objectives:

1. To strengthen communities which offer good economic opportunities but whose lack of a comprehensive service structure discourages long-term resettlement.
2. To support a special Key States Initiative in States with high refugee welfare dependency rates or with large numbers of refugees on welfare.
3. To reduce the effects of large concentrations of refugees on communities.
4. To improve mental health services available to refugees.
5. To establish program standards and performance measures for refugee programs.
6. To strengthen the capacity of refugee mutual assistance associations.
7. To provide technical assistance to improve the quality of service to refugees.
8. To improve the effectiveness of the refugee program through information dissemination.

o Key States Initiative (KSI)

In FY 1987 ORR implemented a new initiative called the Key States Initiative (KSI) to respond to the persistence of high welfare dependency in a few States. A comparative analysis of several key program measures was used to identify the States qualifying for participation in this initiative. All States were analyzed for relative ranking against three variables: (1) The number of potentially employable, time-eligible refugee cash recipients; (2) the employability ratio (ratio of the number of potentially employable time-eligible cash recipients to the time-eligible refugee population in a State); and (3) the estimated number of time-expired refugees on cash assistance.

Eight States emerged as significantly distinctive based on these measures and five elected to participate in this initiative. These are: Minnesota, New York, Pennsylvania, Washington, and Wisconsin.

ORR entered into a cooperative agreement with each of the participating States to implement individualized plans to overcome the unique barriers to increasing refugee employment within selected communities. The plans include identifying target populations, implementing family employment strategies, more effectively focusing employment services upon refugee families receiving welfare, and designing strategies to overcome systemic barriers to employment.

A total of \$2,332,914 was approved for the five States as follows:

| | |
|--------------|-----------|
| Minnesota | \$500,000 |
| New York | 18,869 |
| Pennsylvania | 500,000 |
| Washington | 500,000 |
| Wisconsin | 814,045 |

o Community Stability Projects (CSP)

The Community Stability Projects series of grants was designed to strengthen communities which offer good economic opportunities for refugees but whose lack of a comprehensive social service structure discourages long-term resettlement. The intent was to assist these smaller communities to become more attractive as sites for current resident refugees to remain in and potentially to attract relatives and other refugees from areas where there may be a poor record in terms of economic self-sufficiency. Thus the grants support activities, principally employment-related, to discourage migration into areas with high refugee concentrations and limited economic opportunities.

In all, ORR approved 45 service components in 14 States for a total of \$2,379,167 as follows:

| <u>State</u> | <u>Amount</u> | <u>Activities</u> |
|--------------|----------------|------------------------|
| Alabama | \$237,895 | Youth, Day Care, ESL |
| Arizona | 222,931 | Casework |
| Colorado | 58,401 | Community Development, |
| Georgia | 300,000 | Youth, Interpreter |
| | | CM, ESL |
| | | Day Care, Skills |
| | | MAA Development, East |
| Iowa | 281,598 | European Services |
| | | ES, SS, Skills, ESL, |
| | | Youth, MH, MAA |
| | | Development, Community |
| Kansas | 299,923 | Education, OJT |
| | | MH, SS, ES, ESL, ED, |
| | | Health/Safety |
| Kentucky | 57,662 | Skills, ES, Health |
| Mississippi | 76,677 | ESL, ES, CM |
| Montana | 84,748 | ESL, VT, ES |
| Nebraska | 157,404 | Skills, OJT, Elderly, |
| | | Youth, MH |
| North Dakota | 20,000 | ES |
| Ohio | 85,788 | ES, ESL |
| Texas | 281,962 | ES, Youth/Elderly, CM |
| Virginia | <u>214,178</u> | Skills, Elderly, Youth |
| TOTAL | \$2,379,167 | |

Key: CM Case Management
ES Employment Services
ESL English as a Second Language
MH Mental Health Services
OJT On the Job Training
Skills Skills Training
VT Vocational Training

o Planned Secondary Resettlement (PSR) Program

The Planned Secondary Resettlement (PSR) program provides an opportunity for unemployed refugees and their families to relocate from areas of high welfare dependency to communities in the U.S. that offer favorable employment prospects. Secondary resettlement assistance and services are provided to refugees who participate in a planned relocation. Eligibility is limited to refugees who have lived in the U.S. for 18 months or more and who have experienced continuing unemployment during their period of residency.

PSR grants are conducted in two phases: A planning phase to assess and prepare prospective receiving communities and to identify and prepare interested refugees for participation in PSR, and a resettlement phase to implement a planned relocation involving the provision of services to facilitate adjustment and prompt employment.

This grant program was started in FY 1983 with State agencies as the only eligible grantees. The program has since been redesigned to stimulate greater use of the opportunities available under PSR. Eligible grantees now include mutual assistance associations and voluntary agencies, as well as States. In fiscal year 1987, four new grants and one supplemental grant totaling

\$661,574 were awarded as follows:

| <u>Grantee</u> | <u>Amount</u> |
|---|---------------|
| Lao Family Community, Inc. 4330 Covington Highway, #107 Decatur, GA 30035 (Planning and Resettlement Phases) | \$226,263 |
| Hmong Natural Association P.O. Box 1709 Morganton, NC 28655 (Planning and Resettlement Phases) | 153,675 |
| Catholic Social Services 2211 Springdale Avenue Charlotte, NC 28203 (Planning and Resettlement Phases) | 213,438 |
| International Service Agency 586 North First Street, Suite 211 San Jose, CA 95112 (Planning Phase) | 35,668 |
| Catholic Social Services 1400 N. Meridian Street Indianapolis, IN 46206 (Planning Phase—Supplement) | 32,530 |
| | <hr/> |
| | \$661,574 |

o Refugee Women Joint Interagency Demonstration

The well-being of refugee women has an important effect on the social, psychological, and economic stability of the refugee family. But a significant number of refugee women lack the basic language and acculturation skills necessary in order to function independently in the community-at-large. In addition, refugee women face considerable isolation from the community due to child-care or extended-family responsibilities which render them homebound and unable to access existing services.

In FY 1987, ORR entered into an interagency agreement with the ACTION agency to implement a joint demonstration program for refugee women in eight local communities throughout the country.

The purpose of this initiative is to demonstrate the feasibility of utilizing VISTA Volunteers in helping refugee women access refugee-specific and mainstream service programs based on their special needs. A special emphasis has been placed on assisting those refugee women who are homebound, widowed, and/or single heads of households.

Total funding for this project in FY 1987 and 1988 is estimated at \$130,000 — consisting of \$100,000 in ORR funds and \$30,000 in ACTION funds. Approximately 16 VISTA Volunteer positions are to be supported by the project funds.

The following seven non-profit organizations have been chosen to sponsor the VISTA Volunteers in the development of this refugee women's initiative:

1. Travelers Aid Society, Washington, DC.
2. Cambodian Association of America, Long Beach, CA.
3. Broward County Refugee Resettlement Program, Ft. Lauderdale, FL.
4. Minnesota Cambodian Buddhist Society, Inc., St. Paul, MN.
5. United Refugee Services of Wisconsin, Inc., Madison, WI.
6. Refugee Services Alliance, Houston, TX.
7. International Institute of Metropolitan St. Louis and Ethiopian Refugee Mutual Aid Association, St. Louis, MO.

o National Refugee Mental Health Project

The National Refugee Mental Health project entered its third year with more than \$2.4 million provided via an interagency agreement to the Office of Refugee Health, PHS, and through that office to the National Institute of Mental Health. Of the \$2.4 million, about \$1.7 million was actually awarded to eligible States. The program consists of two major elements: (1) A national refugee mental health resource development and technical assistance center; and (2) a multi-year cooperative agreement program designed to improve mainstream mental health services available to refugees.

A total of \$698,257 was awarded in FY 1987 to the University of Minnesota Hospitals for the resource development and technical assistance center, augmenting the total of \$1,018,000 awarded in FY 1985 and 1986.

Under the program to improve mental health services to refugees, 12 State mental health agencies received awards totaling about \$1.7 million in FY 1987. These States received similar awards totaling \$3.25 million in FY 1985 and 1986. Recipient States are expected to make necessary administrative, legislative, financial, and programmatic arrangements to provide culturally

sensitive diagnostic, treatment, and prevention services to high-need populations. States receiving cooperative agreement funding in FY 1987 were:

| <u>State</u> | <u>Amount</u> |
|---------------|---------------|
| California | \$208,680 |
| Colorado | 108,879 |
| Hawaii | 108,593 |
| Illinois | 145,700 |
| Massachusetts | 136,147 |
| Minnesota | 139,255 |
| New York | 200,000 |
| Rhode Island | 84,050 |
| Texas | 168,265 |
| Virginia | 167,996 |
| Washington | 154,717 |
| Wisconsin | <u>76,654</u> |
| TOTAL | \$1,698,936 |

o Refugee Hepatitis B Vaccination Program

A program of hepatitis B surface antigen screening among pregnant women and unaccompanied minors was instituted in Southeast Asia in September 1983. The newborns of refugee women who test positive are given immunizations of globulin and vaccine, and close household contacts of unaccompanied minors who are carriers received vaccine. This program, however, did not provide for the screening of subsequent pregnancies among the identified carrier refugee populations or for the identification of carriers among refugees who arrived prior to 1983.

Beginning in FY 1986 and continuing in FY 1987, ORR provided \$596,000 each year to the Centers for Disease Control (CDC) through an interagency agreement to expand the program to screen all refugee women aged 15-35 who have entered the U.S. since October 1981 and who encountered the health care system for prenatal care during the project. Newborns of refugee women who are found to be carriers receive vaccinations, and close household contacts are screened and are vaccinated if necessary.

o Tulare County, California, Critical Needs Project

ORR awarded \$80,000 to the State of California for the Tulare County Critical Needs Project (CNP). Initiated in 1986, CNP

services are designed primarily for four Laotian ethnic groups — the Hmong, the Lao, the Lahu, and the Mien. Services consist of family communication/counseling and an ombudsmen program for youth school attendance, youth and juvenile court appearances, interpretation services at hospitals and doctors' offices, and communication and counseling services. The program is expected to continue through FY 1988 and serve over 3,000 low-income Laotian refugees in Tulare County. Additionally, 800 individuals in this group will receive direct mental health services.

o Save Cambodia, Inc.

ORR provided a grant of \$50,000 to Save Cambodia, Inc., a mutual assistance association in Arlington, VA, to conduct a demonstration program of literacy and life skills training for Khmer refugees.

The purpose of this program is to enable Khmer refugees who are not literate in their own language to learn to read and write Khmer and to obtain sufficient skills necessary to enable them to enter the beginning level of a mainstream English language training program.

o Youth Conference

A grant of \$59,344 was awarded to Lutheran Immigration and Refugee Service (LIRS) to conduct a national conference on refugee youth concerns and issues. Noting that youths aged 12 through 21 comprise 24 percent of the arriving refugee population, the conference will seek to develop a national consensus and strategy for meeting the special problems which this population faces. As part of its activity under the grant award, LIRS will determine the date and place of the conference, develop the agenda, and arrange publication of the conference's findings and proceedings.

Program Evaluation

During the reporting period, the Office of Refugee Resettlement focused its program of evaluation on assessing the effects and outcomes of ORR special initiatives.

o Contracts Awarded in FY 1987

Evaluation contracts were awarded in FY 1987 to examine the following special programs:

Evaluation of the Key States Initiative

Contracted to Touche Ross & Co. of Seattle, WA, for \$336,781 to conduct a multi-year evaluation of a collaborative effort between the Office of Refugee Resettlement and the States participating in the Key States Initiative (KSI). Under KSI, four States -- Washington, Minnesota, Wisconsin, and Pennsylvania -- have developed and are implementing multi-year self-sufficiency strategies tailored to the particular circumstances in each of these States. A fifth State, New York, expects to implement its KSI strategy in FY 1988.

The evaluation will serve as the primary means of assessing progress made in implementing KSI strategies in the participating States; determining the effects of these strategies on refugee employment, self-sufficiency, and welfare dependency; and assessing the costs and benefits of this special initiative. The evaluators will conduct on-site reviews at 6-month intervals in order to provide timely feedback to ORR and the KSI States at several points in time during implementation to enable corrective actions and modifications in program strategies to be undertaken as problems arise. This evaluation will include an analysis of welfare grant reductions and terminations that result from refugees' entering employment under KSI, changes in family income, welfare cost savings, and recipient characteristics to determine what types of refugee families are being affected by KSI. Findings from this study will be used by ORR and the States to modify the Key States Initiative as needed and to guide ORR planning in the future regarding appropriate welfare reduction strategies for refugees.

This is a 2-year evaluation with an option to continue for a third year. Site visit reports will be developed every 6 months; a final report will be available at the conclusion of the contract.

Evaluation of the Planned Secondary Resettlement Program

Contracted to Coffey, Zimmerman & Associates of Washington, DC, for \$80,473 to conduct a 9-month review of the Planned Secondary Resettlement (PSR) program to determine the program's effectiveness in increasing refugee self-sufficiency and reducing welfare dependency through planned relocations of unemployed refugee welfare recipients to communities that offer favorable employment opportunities. The PSR program is a small discretionary grant program that offers an opportunity to unemployed refugees who live in impacted areas to obtain employment by moving to communities with strong job markets.

This evaluation will include an analysis of outcomes, an examination of implementation issues and an assessment of the costs and benefits derived from the PSR program. It will examine the extent to which refugee families relocated under PSR have become employed in their new communities, changes in their economic status and family earnings, what impact relocation has had on their lives, and what factors and refugee characteristics appear to be key to successful relocation under PSR. The study will include an assessment of the program's limitations as well as its effectiveness and will examine how the PSR program might be improved. The findings will be used to determine the future course of the PSR program.

Site visits will be made to the PSR receiving communities of Atlanta, GA; Dallas, TX; Morganton, NC; Greensboro, NC; and Indianapolis, IN; and to selected sending sites in impacted areas. Discussions will be held with project staff, refugee community leaders, PSR families, and other informed persons. A final report will be available before the end of FY 1988.

Evaluation of the National Refugee Mental Health Initiative

Contracted to Lewin and Associates, Inc. and Refugee Policy Group, both of Washington, DC, for \$226,817 to assess the extent to which the ORR-funded refugee mental health initiative implemented under the auspices of the National Institute of Mental Health (NIMH) is accomplishing its objectives. In FY 1985, in response to an increasing concern for refugee mental health problems, ORR entered into an interagency agreement with NIMH to implement a 3-year initiative to promote the availability of appropriate mental health services for refugees through mainstream systems of mental health care. The intent was to increase the capacity of existing mainstream systems in lieu of building an independent system of mental health care for refugees. ORR agreed to transfer up to \$9 million in ORR funds to support this endeavor over a 3-year period.

The purpose of this study is to determine the relative success of this national effort in developing and expanding the capacity of

mainstream mental health systems to address the needs of refugees in this country. The study will examine how successful States have been in mobilizing their respective State mental health systems to respond to refugee needs; in arranging for appropriate training programs to improve the delivery of culturally oriented services; in identifying other resources to bridge refugee mental health service gaps; and in increasing the number of trained mental health professionals available to provide clinical services to refugees. The findings of this study will be used to guide future funding and program decisions regarding mental health services for refugees.

This is a 2-year evaluation which will involve site visits to seven of the 12 States participating in the mental health initiative: California, Colorado, Massachusetts, New York, Texas, Washington, and Wisconsin. The study will provide preliminary findings to ORR during FY 1988, followed by a final report at the conclusion of the project in FY 1989.

o Studies Completed in FY 1987

The following evaluation studies were completed in FY 1987:

Future Directions in the U.S. Refugee Resettlement Program

Contracted for \$99,661 to Refugee Policy Group of Washington, DC; Lewin and Associates, Inc., of Washington, DC; and Berkeley Planning Associates of Berkeley, CA. The purpose of this study was to re-examine the domestic resettlement program and to consider various program and policy options for the future in light of current and anticipated trends towards decreased admissions, diminished funding, and a more varied mix of ethnic and demographic characteristics among refugee arrivals.

The report contains an assessment of the current resettlement program and presents recommendations regarding program options for the future. The study's findings and conclusions are based on discussions with State and local administrators, service providers, voluntary agencies, and refugee leaders in nine sites and a review of research findings on resettlement issues.

The study's recommendations regarding future directions are focused on increasing the ability of the resettlement system to assist a diverse mix of refugees and on streamlining the size and scope of the resettlement effort in keeping with anticipated reductions in the number of new arrivals. The proposed recommendations are based on the assumption that there will be greater potential to divert refugees from public assistance than has been the case in the recent past because of an improved economy, lower arrival rates, and a greater number of refugees with high skill levels.

The report's main recommendations are to:

1. Refocus responsibilities for resettlement into a more effective two-track system with increased responsibility vested in the private sector -- including voluntary agencies, mutual assistance associations, sponsors, and families -- for initial resettlement, particularly of refugees who are able to become self-reliant within the short-term, while continuing to rely on the public sector for longer term needs. A time sequencing of responsibilities is recommended in which the private sector would take responsibility for all services provided during the period of resettlement, through an expanded Reception and Placement program or an expanded Matching Grant program. States would assume responsibility for those refugees who are not able to become self-sufficient within the period of private-sector responsibility. A key to the success of this private-sector approach would be the ability of the private agencies to ensure health care coverage for the refugees they serve. The report presents some options for doing so.
2. Rebuild broad public support for the refugee program, both through consultations at the national, State, and local levels and through public education about the need for and role of resettlement efforts.
3. Increase the use of mainstream social service programs to assist refugees. With a smaller, more heterogeneous refugee population, it will be difficult to maintain refugee-specific service systems in many locations. Possible strategies for mainstreaming include: Use of refugee program dollars to purchase slots or augment the capacity of existing mainstream programs, together with the support services necessary to enable refugees to succeed in these programs; more effective guidance of refugees in the range of services available; increased use of bilingual and bicultural staff in mainstream agencies; and the use of mainstream dollars to fund MAA service providers.
4. Simplify administrative, institutional, and fiscal structures within the refugee program to reduce duplication of effort and allow for more flexibility in responding to

situations in specific States and localities. Some suggested strategies include: Consolidation of the various ORR funding programs into a single grant program that would allocate funds to States through a process that takes into account both population size and needs; providing direct grants to local services or vouchers to refugees to purchase services in smaller resettlement sites where maintenance of a State refugee service system may not be cost-effective; and a clearer delineation of Federal responsibilities to minimize overlap and improve coordination.

5. Design refugee program and service strategies to be flexible enough to respond to the varied needs of different refugee households, ethnic groups, and skill levels. Suggestions include: More effective use of household strategies; new strategies for use of interpreters and translators; improved training for case managers and caseworkers; and a broadening of the measures of accountability to focus on social and economic adjustment rather than on welfare dependency.
6. For the current refugee welfare population, institute a one-time, multi-year initiative to help States with large numbers of time-expired refugee welfare recipients to address the continuing dependency of these refugees.

Evaluation of Health Services Options

Contracted to Lewin and Associates, Inc., of Washington, DC; Refugee Policy Group of Washington, DC; and Berkeley Planning Associates of Berkeley, CA, for \$99,886. The focus of this study was to gather and present practical information on the range of health care service delivery and financing options available to refugees who are not on cash assistance; to discuss available health options for refugees relative to specific circumstances or refugee characteristics; to develop a health information manual to help service providers explore health care options; and to make recommendations on how ORR can improve refugee utilization of these health care options.

The following findings are based on site assessments of health care options at six locations:

1. Uneven use of available health service and coverage options for employed refugees. — Resettlement and job workers are often unaware of or make little use of Medicaid eligibility categories that allow low-wage earners to continue their enrollment in the program even as cash assistance is terminated. An example is the medically needy program. In many States with this program, refugees who earn their way off of either AFDC or RCA can retain Medicaid enrollment if their income is slightly above the cash assistance eligibility levels. Similarly, Medicaid coverage can be extended for 4 months or longer for persons who lose their cash assistance, regardless of whether they can qualify for a medically needy program.

The availability and potential utility of such Medicaid options vary by State, but where they are available they are often underutilized. Frequently service providers, including health providers, are simply unaware of their existence. Even where service providers know of the "Medicaid only" options, they are often confused about how they function and uncertain about how they might apply to their own clients.

In some localities, special medical eligibility for refugees is unavailable despite requirements under the ORR Refugee Medical Assistance (RMA) program. In one State, for example, an inappropriately low income cutoff is being used. In several States without medically needy programs, the ORR allowance for working refugees to obtain RMA if their medical expenses are sufficiently high is simply not being offered.

Another approach for ensuring health care for the working refugee is through medical providers that are willing to serve the uninsured for little or no fee. Federally funded community health centers, for instance, offer comprehensive primary care and referral on a sliding fee scale basis to refugees and other low-income populations.

2. Obstacles to timely and appropriate health care. —Specific problems include:

- Financial obstacles to care, resulting in postponed or forgone medical attention. Public hospital clinics, for example, often bill patients for care unless the patient states a need for financial assistance prior to treatment. Thus, some health providers are concerned that refugees unaware of these requirements receive bills and avoid subsequent care as a result.
- Language and cultural barriers to care, including the intimidating and alien nature of the American health care system to newly arrived refugees.
- Gaps in referral systems and a general lack of adequate guidance to refugees who are ill-equipped to negotiate the complexities of the American health care system.
- Lack of appropriate providers or services, a problem cited most frequently for mental health needs.
- Care in inappropriate settings, particularly hospital emergency rooms and "Medicaid mills."

A product of this study is a manual, Health Care Options for the Working Refugee: A Manual, describing options available to the working refugee for obtaining health services. The manual is designed to help service providers guide the refugee who is working or seeking work with employers who offer little or no health insurance. The manual is directed at persons in the refugee service system who can use the general information about health care options offered here to develop specific options for refugees within the unique circumstances of a particular community. The manual itself does not provide the kind of detail on a State-by-State or community-by-community basis

that can be used directly by the refugee caseworker or employment counselor; translation to the local community is needed. It is expected that program managers can use the manual as a guide to obtain the specific community information needed to train the individual counselor or caseworker.

Evaluation of the Refugee Targeted Assistance Grants Program

Contracted to Research Management Corporation (RMC) of Falls Church, VA, for \$182,956 in FY 1986 for Phase III. Phase I was completed in FY 1985, and Phase II was completed in FY 1986 and the findings reported in last year's Report to the Congress. The focus of Phase III was to evaluate the impact of targeted assistance program (TAP) projects from the individual client perspective. The study examined the changes in clients' employment histories as a result of the TAP intervention. This focus on longitudinal histories of TAP clients and the program intervention in them complemented the earlier study phases which concentrated on the institutional perspective. The study was intended to answer the following major questions: How did TAP prepare clients for employment; what was the impact of TAP on clients' economic situations; and what were the common characteristics of refugees' employment histories and the TAP intervention in them?

Discussions were held with some 258 refugees in six cities who had been TAP clients from 1984 through 1986. The findings and conclusions are based on these conversations; on conversations with TAP staff, employers of TAP clients, and county and State administrators; and on systematic information from agency records, files, and reports.

The findings are as follows:

1. TAP was the major provider of employment services for these refugees; only one-fifth of the subjects had participated in any other type of employment service prior to entering TAP. About half of the projects provided vocational training and placement services only. Employers judged refugee employees who had participated in TAP to be adequately prepared for employment, although the language barrier and cultural conflicts continued to pose problems at the work site.
2. Refugees' economic situations improved following participation in TAP. Cash assistance use was reduced or eliminated for 54% of the welfare recipients. Income increased after TAP for the majority, with those placed experiencing a rise in income in over three times as many cases as those not placed. Nearly half of the refugees who had stayed at their jobs at least 90 days had received raises. Over 80 percent had remained at their job at least 90 days, and many had held the TAP placement a year or more.
3. Areas for TAP program improvement in the quality of job placements include better health benefits and more potential for promotions.
4. The TAP placement was the first job for slightly over half of the sample. Employment services programs were more likely to find first jobs for refugees, whereas vocational training programs were more likely to assist refugees who had previously worked.

5. TAP clients' experiences in finding their first jobs clustered into two groups. The first group, which included nearly half of the clients, had found their first jobs within 18 months in the U.S. The second group, a more difficult-to-place population, included 40 percent of the clients. They had either found a job after 3 or more years in the U.S. or had not worked yet in the U.S. One-sixth of the subjects had never worked in the U.S., despite the TAP intervention. The major reasons given for having taken the first job were welfare-related, with the most common being that the welfare department had required the client to enter job search.
6. TAP clients usually found entry-level work in the service and manufacturing industries and they often experienced difficulties in achieving stable employment. Nearly one-third of the job terminations over the course of the subjects' employment histories were due to lay-offs. Furthermore, when refugees were faced with unfair work situations or conflicts in the work place, they often quit the job rather than seek redress of grievances, presumably due to a lack of knowledge of grievance procedures.
7. TAP projects are serving a substantial number of secondary migrants; one-third of the sample were secondary migrants.

A Study of Southeast Asian Refugee Youth

Contracted to San Diego State University of San Diego, CA, for \$38,086; to the University of Minnesota of Minneapolis-St. Paul, MN, for \$32,441; and to the Institute for the Study of Human Issues of Philadelphia, PA, for \$29,915. The purpose of these studies was to understand better the activities and roles of Southeast Asian refugee youth in the economic self-sufficiency process. The studies described and analyzed the current employment and educational pursuits of Southeast Asian refugee youth in San Diego, Minneapolis-St. Paul, and Philadelphia, including their future aspirations and expectations regarding education and employment.

The studies were as follows:

San Diego State University — The Southeast Asian Refugee Youth Study is a comparative community study of the adaptation of Southeast Asian refugee youth. This project, funded by ORR and private foundations, was conducted during 1986-87 in San Diego, CA. It compares Southeast Asian students to other ethnic groups in the San Diego area on various indices of educational attainment, occupational aspirations, and problem areas, and, second, it compares each of the major groups of refugee youth (Vietnamese, Chinese-Vietnamese, Lao, Khmer, and Hmong) with each other. The study also provides a qualitative examination of Vietnamese, Khmer, and Hmong youth.

1. School performance: In general, Southeast Asian refugee youth have above-average GPAs (grade point averages), with Vietnamese at the top, followed by Chinese-Vietnamese, Hmong, Khmer, and Lao. They have above-average standardized math test scores with essentially the same group order, except that the Khmer rank last. They have below-average standardized verbal test scores with essentially the same group order, except that the Hmong were last in the reading-vocabulary subtest.
2. Factors associated with performance:
 - o Social class resources -- the educational level of parents makes an important difference, but it is not the sole or even main determinant. The same considerations apply with respect to the parents' current employment and income levels.
 - o Cultural resources -- Vietnamese, Chinese-Vietnamese, and Hmong (VCH) cultures provide higher levels of

discipline and orientation towards education than Lao and Khmer (LK) cultures. The VCH are more likely than the LK to have collective solutions to problems via their extended families.

- Mother's socio-emotional characteristics -- both the mother's socioeconomic and emotional characteristics are highly associated with student performance.
 - Gender -- except for the Hmong, females do better than males.
 - Length of stay in the U.S. -- all other things being equal, the longer their stay in this country, the more likely they will do well.
 - Age -- younger refugee students are doing better than older youth.
 - Intact families -- those with intact families are more likely to do well, especially those in families with two wage-earner parents.
 - Cultural values of parents -- parents with more "ethnic resilience" (i.e., who strongly maintain ethnic pride and cultural identity, and who do not assimilate totally to American norms) have children who perform better than those with parents who are more "Americanized."
3. Their future: Occupational aspirations -- Vietnamese, Chinese-Vietnamese, and Hmong seek higher status jobs, and Lao and Khmer seek lower status jobs. The VCH occupational selections tend to concentrate on math- and science-based professions. The Khmer are more likely to pick human service occupations.
4. Longevity in school: Refugee youth are more likely overall to stay in school (K-12) than most other non-Southeast Asian groups, except for the Khmer, who are among the most likely to drop out of school.
5. Troubles with the law in their adjustment: Overall, refugee youth have lower levels of contact with the law than other groups. Vietnamese and Lao are the most likely to be involved with the juvenile justice system, whereas very few Khmer or Hmong youth are ever arrested by police.

6. Barriers to school completion and seeking work: Barriers to refugee youth completing school and seeking work include: (a) Family instability; (b) lack of access to knowledge of work careers and steps towards achieving occupational goals, especially among the Hmong and Khmer; (c) racism; (d) continuing low levels of English language skills, at least commensurate with grade level; and (e) counter-productive survival strategies.

University of Minnesota and the Institute for the Study of Human

Issues: Both the University of Minnesota and the Institute for the Study of Human Issues of Philadelphia, while utilizing different study methodologies, arrived at similar findings and conclusions. They found that the general attitude among the majority of Southeast Asian refugee youth towards education is positive. Most recognize that, in America, education and training are important for obtaining well-paid jobs which have a future. The youth expressed a wide range of expectations and aspirations for the future. However they perceive some obstacles to pursuing their goals, such as insufficient command of English and ethnic prejudice.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1987. Information on refugees arriving from all areas of the world is received from several sources and compiled by ORR staff. Records were on file by the end of FY 1987 for approximately 990,000 out of the 1.1 million refugees who have entered the U.S. since 1975. This data system is the source of most of the tabulations presented in Appendix A.

Since November 1982, ORR's Monthly Data Report has covered refugees of all nationalities. This report continues to be distributed to State and local officials by the State Refugee Coordinators, while ORR distributes the report directly to Federal officials and to national offices of voluntary agencies. The monthly report provides information on estimated cumulative State populations of Southeast Asian refugees who have arrived since 1975; States of destination of new refugee arrivals; country of birth, citizenship, age, and sex of newly arriving refugees; and the numbers of new refugee arrivals sponsored by each voluntary resettlement agency. Also, a special set of summary tabulations is produced monthly for each State and mailed to the State Refugee Coordinators for their use. In addition to the same categories of information produced for the national-level report, the State reports include a tabulation of

the counties in which refugees are being placed. These reports provide a statistical profile of each State's refugees that can be used in many ways by State and local officials in the administration of the refugee program. ORR also produces other special data tabulations and data tapes as needed for its administration of the program.

At the time of application to INS for permanent resident alien status, refugees provide information under section 412(a)(8) of the Immigration and Nationality Act. This collection of information is designed to furnish an update on the progress made by refugees during the one-year waiting period between their arrival in the U.S. and their application for adjustment of status. The data collection instrument focuses on the refugees' migration within the U.S., their current household composition, education and language training before and after arrival, employment history, English language ability, and assistance received. ORR links the new information with the arrival record, creating a longitudinal data file. Work continued during FY 1987 to develop this data file. Findings pertaining to the refugees who adjusted their status during FY 1987 are reported in the "Adjustment of Status" section, pages 151-152.

In FY 1987, ORR continued an interagency agreement with the Internal Revenue Service for the tabulation of summary data on incomes

earned and Federal taxes paid by refugees who arrived from Southeast Asia between 1975 and 1979. Findings covering the 1980-1985 tax years are presented in the "Economic Adjustment" section, pages 125-150. This data series will be continued in future years.

In FY 1987, ORR continued to work with the Refugee Data Center (funded by the Bureau for Refugee Programs, U.S. Department of State) to improve the ability to exchange records between the two data systems. This project has enhanced the coverage of ORR's data system. From the Refugee Data Center's records ORR is adding information on certain background characteristics of refugees at the time of arrival, including educational achievement, English language ability, and occupation. Reports summarizing this information are being developed.

KEY FEDERAL ACTIVITIES

Congressional Consultations on Refugee Admissions

Consultations with the Congress on refugee admissions took place in September 1987, as required by the Refugee Act of 1980. After considering Congressional views, President Reagan signed a Presidential Declaration on October 5, 1987, setting a world-wide refugee admissions ceiling for the U.S. at 72,500 for FY 1988. This includes subceilings of 38,000 refugees from East Asia; 15,000 from the Soviet Union and Eastern Europe; 9,000 from the Near East/South Asia; 3,000 from Africa; and 3,500 from Latin America/Caribbean. An additional 4,000 refugee admission numbers, so far unallocated, are contingent upon private sector funding. The President also designated that an additional 5,000 refugee admissions numbers shall be made available for the adjustment to permanent residence status of aliens who have been granted asylum in the United States, as this is justified by humanitarian concern or is otherwise in the national interest.

In addition, the President specified that the following persons may, if otherwise qualified, be considered refugees for the purposes of admission to the United States while still within their countries of nationality or habitual residence:

- a. Persons in Vietnam and Laos with past or present ties to the United States, and accompanying family members of such persons; and
- b. Present and former political prisoners and persons in imminent danger of loss of life in countries of Latin America and the Caribbean, and their accompanying family members.

Reauthorization of the Refugee Act of 1980, as Amended

The Refugee Assistance Extension Act of 1986 was signed into law on November 6, 1986. The Act (P.L. 99-605) reauthorized the refugee program for fiscal years 1987 and 1988. Funds for the refugee program were appropriated under the Continuing Resolution for FY 1987 (P.L. 99-591).

III. REFUGEES IN THE UNITED STATES

POPULATION PROFILE

This section characterizes the refugees in the United States, focusing primarily on those who have entered since 1975. Information is presented on their nationality, age, sex, and geographic distribution. All tables referenced by number appear in Appendix A.

Nationality, Age, and Sex

Southeast Asians remain the largest category among recent refugee arrivals, although the number arriving in the United States declined by 11.5 percent in FY 1987 compared with FY 1986, continuing a 3-year trend. By the end of the year, approximately 846,000 were in the country. At that time, less than 5 percent had been in the U.S. for under one year, and only 16 percent had been in the country for 3 years or less. About 35 percent of the Southeast Asians arrived in the U.S. in the peak FY 1980-1981 period.

Vietnamese continue as the majority group among the refugees from Southeast Asia, although the ethnic composition of the entering

population has become more diverse over time. In 1975 and most of the subsequent 5 years, about 90 percent of the arriving Southeast Asian refugees were Vietnamese. Their share of the whole has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980. No complete enumeration of any refugee population has been carried out since January 1981, the last annual Alien Registration undertaken by the Immigration and Naturalization Service (INS). At that time, 72.3 percent of the Southeast Asians who registered were from Vietnam, 21.3 percent were from Laos, and 6.4 percent were from Cambodia. By the end of FY 1987, the Vietnamese made up 63 percent of the total, while 21 percent were from Laos, and about 16 percent were from Cambodia. About 39 percent of the refugees from Laos are from the highlands of that nation and are culturally distinct from the lowland Lao; this figure rose by two percentage points during 1987.

The age-sex composition of the Southeast Asian population currently in the U.S. can be described by updating records created at the time of arrival in the U.S. About 55 percent of these refugees are males; 45 percent are females. The population remains young compared with the total U.S. population because the gradual aging of the population that arrived beginning in 1975 is partially offset by the very young age structure of the newer arrivals. At the close of

FY 1987, the median age of the resident population of people who had arrived as refugees was 25, without a significant age difference between men and women. Approximately 3 percent of the refugees were preschoolers in late 1987; but this figure does not include children born in the U.S. to refugee families, and the actual proportion of young children in Southeast Asian families in the U.S. is known to be considerably larger. The school age population (6-17) of refugee children is about 27 percent of the total, and an additional 19 percent are young adults aged 18-24. A total of 56 percent of the population are adults in the principal working ages (18-44). About 3 percent, or roughly 26,000 people, are aged 65 or older.

At nearly 850,000 persons the Southeast Asians are close to the numeric level of the Cubans, who have been the largest of the refugee groups admitted since World War II. Most Cubans entered in the 1960's and are well established in the United States. Many have become citizens. Since 1975, fewer than 40,000 Cuban refugees have arrived, which is less than 5 percent of all the Cuban refugees in the country.* Information on the age-sex composition of the total Cuban population of refugee origin is not available.

Approximately 109,000 Soviet refugees arrived in the United

* This discussion does not include the 125,000 Cubans designated as "entrants" who arrived during the 1980 boatlift.

States between 1975 and 1987; the peak years were 1979 and 1980. Only Jews and Armenians have been permitted to emigrate by the Soviet authorities, ostensibly for reunification with their relatives in Western nations. Men and women are about equally represented in the Soviet refugee population. This is the oldest of the refugee groups: On the average the Soviet refugee population is over 40, and at least 20 percent are in their sixties or older.

Many other refugee groups of much smaller size have arrived in the United States since the enactment of the Refugee Act of 1980. Polish refugees admitted under the Refugee Act number almost 30,000, with the largest numbers arriving in 1982 and 1983. More than 26,000 Romanian refugees have entered since April 1, 1980, along with more than 8,000 refugees from Czechoslovakia and lesser numbers from the other Eastern European nations. By the end of FY 1987, the refugee population from Afghanistan was over 21,000 while that from Ethiopia was in excess of 18,000. Nearly 18,000 Iranians and more than 6,000 Iraqis have entered the United States in refugee status. Exact figures on the numbers of persons granted refugee status since April 1, 1980, are presented in Table 7.

Geographic Location and Movement

Southeast Asian refugees have settled in every State and several territories of the United States. Large residential concentrations can be found in a number of West Coast cities and in Texas, as well as in several East Coast and Midwestern cities. Migration to California continued to affect refugee population distribution during FY 1987, but at the same time several States in other areas of the U.S. experienced significant growth due to both secondary migration and initial placements of refugees.

Because the INS Alien Registration of January 1981 was the most recent relatively complete enumeration of the resident refugee population, it was the starting point for the current estimate of their geographic distribution. (These 1981 data appeared in the ORR Report to the Congress for FY 1982.) The baseline figures as of January 1981 were increased by the known resettlements of new refugees between January 1981 and September 1987, and the resulting totals were adjusted for secondary migration, using new data presented below. The estimates of the current geographic distribution of the Southeast Asian refugee population derived in this manner are presented in Table 9.

At the close of FY 1987, 19 States were estimated to have populations of Southeast Asian refugees of at least 10,000 persons.

These States were:

| <u>State</u> | <u>Number</u> | <u>Percent*</u> |
|---------------|---------------|-----------------|
| California | 332,600 | 39.3% |
| Texas | 64,300 | 7.6 |
| Washington | 40,000 | 4.7 |
| New York | 31,100 | 3.7 |
| Minnesota | 29,300 | 3.5 |
| Illinois | 27,800 | 3.3 |
| Pennsylvania | 27,700 | 3.3 |
| Massachusetts | 26,700 | 3.2 |
| Virginia | 22,500 | 2.7 |
| Oregon | 19,400 | 2.3 |
| Louisiana | 14,800 | 1.7 |
| Florida | 14,400 | 1.7 |
| Wisconsin | 12,100 | 1.4 |
| Ohio | 11,900 | 1.4 |
| Colorado | 11,700 | 1.4 |
| Michigan | 11,600 | 1.4 |
| Georgia | 10,900 | 1.3 |
| Kansas | 10,200 | 1.2 |
| Maryland | 10,000 | 1.2 |
| TOTAL | 728,900 | 86.1% |
| Other | 117,500 | 13.9% |
| TOTAL | 846,400 | 100.0% |

* Percentages were calculated from unrounded data and may not add to 100.0%.

The top 12 of these States were also the top 12 States in terms of Southeast Asian population one year previously, at the close of FY 1986. Wisconsin moved into 13th place, up from 16th place one year earlier, due to the arrival of a number of Hmong refugees late in the year. California, Texas, and Washington have held the top three positions since 1980. New York with more than 31,000 refugees is in fourth place. Minnesota, which also received many Hmong in 1987, took over fifth place. Illinois and Pennsylvania have nearly identical populations in the high twenty-thousands, closely followed by Massachusetts. Virginia with more than 22,000 and Oregon with more than 19,000 round out the top ten States.

The proportion of Southeast Asian refugees living in California is now estimated at 39.3 percent, a small increase from the estimated 39.2 percent of one year earlier. Over a 4-year period from 1983 to 1987, ORR data show a declining trend in secondary migration to California, and the current estimate of 332,600 refugees incorporates that data retroactively. Washington, Minnesota, Massachusetts, and Wisconsin are estimated to have increased their share of the refugee population by small fractions during FY 1987, growing through secondary migration and new arrivals. Texas, New York, Illinois, Pennsylvania, Virginia, Oregon, and most of the other leading States maintained a slow but steady growth and a constant share of the

refugee population. Similarly, the refugee populations of most States grew slightly or remained relatively stable during FY 1987.

A number of explanations for secondary migration by refugees have been suggested: Employment opportunities, the pull of an established ethnic community, more generous welfare benefits, better training opportunities, reunification with relatives, or a congenial climate.

The adjustment of State population estimates for secondary migration through September 30, 1987, was accomplished through the use of the Refugee State-of-Origin Report. In the Refugee Assistance Amendments of 1982, the Congress added specific language to the Refugee Act, directing ORR to compile and maintain data on the secondary migration of refugees within the United States. ORR developed the Refugee State-of-Origin Report and the current method of estimating secondary migration in 1983 in response to this directive.

The method of estimating secondary migration is based on the first three digits of social security numbers, which are assigned geographically in blocks by State. Almost all arriving refugees apply for social security numbers immediately upon arrival in the United States, with the assistance of their sponsors. Therefore, the first three digits of a refugee's social security number are a good indicator of his/her initial State of residence in the U.S. (The current system replaced an earlier program in which blocks of social

security numbers were assigned to Southeast Asian refugees during processing before they arrived in the U.S. The block of numbers reserved for Guam was used in that program, which ended in late 1979.) If a refugee currently residing in California has a social security number assigned in Nevada, for example, the method treats that person as having moved from initial resettlement in Nevada to current residence in California.

States participating in the refugee program reported to ORR a summary tabulation of the first three digits of the social security numbers of the refugees currently receiving assistance or services in their programs as of June 30, 1987. Most States chose to report tabulations of refugees participating in their cash and medical assistance programs, in which the social security numbers are already part of the refugee's record. Seventeen States (and territories) were able to add information on persons receiving only social services and not covered by cash/medical reporting systems. The reports received in 1987 covered approximately 56 percent of the refugee population of less than 3 years' residence in the U.S.

Compilation of the tabulations submitted by all reporting States results in a 53x53 State (and territory) matrix, which contains information on migration from each State to every other State. In effect, State A's report shows how many people have migrated in from

other States, as well as how many people who were initially placed in State A are currently there. The reports from every other State, when combined, show how many people have left State A. The fact that the reports are based on current assistance or service populations means, of course, that coverage does not extend to all refugees who have entered since 1975. However, the bias of this method is toward refugees who have entered in the past 3 years, the portion of the refugee population of greatest concern to ORR. Available information also indicates that much of the secondary migration of refugees takes place during their first few years of residence in the U.S., and that the refugee population becomes relatively stabilized in its geographic distribution after an initial adjustment period. The matrix of all possible pairs of in- and out-migration between States can be summarized into total in- and out-migration figures reported for each State, and these findings are presented in Table 10.

The Refugee State-of-Origin Reports summarized in Table 10 contained information on a total of 104,639 refugees, 56 percent of the refugee population whose residence in the U.S. was less than 3 years as of the reporting date. Of these refugees, 75 percent were still living in the State in which they were resettled initially, and the resettlement site of an additional 6 percent could not be established. The reported interstate migrants numbered 19,957. Of

this migration, 41.6 percent, representing 8,294 people, was into California from other States. No other State received in-migration approaching the scale of California's. However, California's dominance of refugees' secondary migration was significantly reduced from the findings of earlier years. (In 1983 and 1984, this method showed that 63 percent of all reported in-migrants went to California.) Texas was the second favored destination in 1987 as in earlier years, attracting 2,093 people or 10.5 percent of the total reported migration. Massachusetts and Washington State each attracted well over 1,000 in-migrants. Almost every State experienced both gains and losses through secondary migration. On balance, nine States (Alabama, Arkansas, California, Massachusetts, Minnesota, Rhode Island, Virginia, Washington, and Wisconsin) gained net population through secondary migration. The States losing the most people through out-migration were, in order, Texas, California, Illinois, New York, Utah, Washington, and Virginia. Most of these were among the States with the largest numbers of resettlements during the past few years, so they contained the largest number of potential out-migrants. Texas again experienced the most out-migration of any State, losing 2,703 people, and was the source of 13.5 percent of the reported out-migration. Examination of the detailed State-by-State matrix showed two major migration patterns: A movement into

California from all other parts of the U.S., and a substantial amount of population exchange between contiguous or geographically close States. The first pattern is consistent with the historical pattern of migration by the refugees from Southeast Asia, and the second is predictable from general theories of migration.*

* Explanatory Note: The reported interstate migration figures shown in Table 10 were used to calculate rates of in-migration and out-migration for each State. The base population was taken to be the total resettlements in each State during the FY 1985, 1986, and 1987 period, since almost all of the reported migration pertains to this population. State A's in-migration rate was calculated by dividing its reported in-migrants by the total number of placements in all States except State A during the 3-year period, while its out-migration rate was calculated by dividing the total out-migrants from State A by the total number of placements in State A during the 3-year period. The migration rates calculated in this manner were then applied to the appropriate base populations, in order to calculate the revised population estimates.

In order to correct for reporting problems in several States and as a check against the accuracy of the estimates derived as explained above, ORR compared them with the most recent alternative available data on the distribution of the refugee population -- namely, the U.S. Department of Education's refugee child count of April-May 1987. That enumeration of refugee children was converted into a percentage distribution by State. This was compared with the percentage distribution calculated from the tentative ORR State refugee population estimates. Where the Education (ED) percentage distribution differed from the ORR percentage distribution by more than one-tenth of one percent (0.1 percent), this was interpreted as an indication of secondary migration requiring an adjustment in the ORR population estimate. The adjustment was made by calculating the mean of the two percentage distributions and taking that figure as the revised State share of the total. (Example: ORR percentage 4.13 percent; ED percentage 4.37 percent; mean 4.25 percent, which becomes the revised ORR estimate. However, the revisions were held to no closer than 0.1 percent to the ED percentage, and in

some cases a smaller adjustment was made. If the ORR percentage was 4.13 percent and the ED percentage was 4.30 percent, the revision was 4.20 percent.) The adjusted percentage was then applied to the total refugee population, yielding a revised State population estimate. The population estimates for 12 States were adjusted in this way. The sum of the estimates so derived was controlled to the actual total of refugee arrivals during the 3 years. Finally, small adjustments in the estimated refugee populations of several States were made based on information about recent migration flows documented by local or State officials that would not have been reflected in the existing data bases. The method used does not consider deaths or emigration, which are statistically rare among this population, or births of U.S. citizen children to refugee families.

ECONOMIC ADJUSTMENT

Overview

The Refugee Act of 1980, and the Refugee Assistance amendments enacted in 1982 and 1986, stress the achievement of employment and economic self-sufficiency by refugees as soon as possible after their arrival in the United States. The achievement of economic self-sufficiency involves a balance among three elements: The employment potential of the refugees, including their skills, education, English language competence, health, and desire for work; the needs that they as individuals and members of families have for financial resources, whether for food, housing, or child-rearing; and the economic environment in which they settle, including the availability of jobs, housing, and other local resources.

The economic adjustment of refugees to the United States has historically been a successful and generally rapid process. Naturally, a variety of factors can influence the speed and extent of refugees' striving toward economic self-sufficiency. Refugees often experience significant difficulties in reaching the United States and may arrive with problems, such as personal health conditions, that require attention before the refugee can find work. Some refugees, for reasons of age or family responsibilities, cannot reasonably be

expected to seek work. The general state of the American economy also influences this process. When jobs are not readily available, refugees -- even more than the general American population -- may be unable to find employment quickly even if they are relatively skilled and actively seek work. Household size and composition are also important, influencing the degree to which minimum wage jobs meet the requirements of families that can include several dependent children as well as dependent adults. During FY 1987 the process of refugee economic adjustment appears to have followed patterns similar to those of recent years, as discussed below.

Current Employment Status of Southeast Asian Refugees

In 1987, ORR completed its 16th survey of a national sample of Southeast Asian refugees, with data collected by Opportunity Systems, Inc. The sample included Southeast Asian refugees arriving from May 1982 through April 1987 and is the most recent and comprehensive data available on the economic adjustment of these refugees. Unlike annual surveys conducted prior to the 1985 survey, the 1987 survey continues the practice of including only those refugees who have arrived in the U.S. during a 5-year period ending 5 months before the time of interviewing. In addition, ORR has converted the annual survey to a longitudinal survey, beginning with the 1984 interviews: Each year

those refugees who have been in the U.S. 5 years or less and who were sampled in 1983 or subsequently are again included in the sample. Refugees who arrived since the previous year's survey are sampled and added to the total survey population each year. Thus, the survey continuously tracks the progress of a randomly sampled group of refugees over their initial 5 years in this country. This not only permits comparison of refugees arriving in different years, but also allows assessment of the relative influence of experiential and environmental factors on refugee progress toward self sufficiency.*

Results of the 1987 survey indicate a labor force participation rate of 39 percent for those in the sample aged 16 years and older as compared with 66 percent for the U.S. population as a whole. Of those in the labor force -- that is, those working or seeking work -- approximately 88 percent were employed as compared with 94 percent for the U.S. population. Thus, for refugees who entered the U.S. after April 1982, labor force participation was lower than for the overall United States population, and the unemployment rate was higher. These averages are calculated for purposes of comparison with the United States population. They include many Southeast Asian refugees who

* A technical description of the survey can be found on pages 141-142, following the text of this section.

have been in the country for only a short time, and also exclude from the sample refugees who arrived before May 1982 and are more likely to be residing in self-sufficient households (although some sampled refugees are members of households which contain refugees who arrived earlier).

When employment status is considered separately by year of entry, the results indicate the relative progress of earlier arrivals and the relative difficulties faced by more recent arrivals. Refugees arriving in 1987 had a labor force participation rate of 22 percent and an unemployment rate of 32 percent. These findings are less favorable than those characterizing the 1986 arrivals in their first year, but the 1987 arrivals compare well with some earlier cohorts in their first year. Refugees who arrived in the period 1982-1983 have participated in the labor force at rates of about 40-50 percent over the past 4 years and now have unemployment rates decreasing into the low teens.

A comparison of data from ORR's 1987 and previous annual surveys illustrates refugee labor force participation rate trends over time. Generally, annual cohorts have a labor force participation rate in the 20-30 percent range during their initial year and this figure rises to the 40-55 percent range in subsequent years. However, recent surveys have shown a less rapid increase in labor force participation than

has historically been the case. Thirty percent of 1984 arrivals were in the labor force in October 1984; this figure rose to 42 percent in the October 1985 survey, and returned to 34 percent for 1986 and 1987. The rate for 1985 arrivals during their first year in the U.S. was 28 percent, and dipped slightly to 25 percent in 1986 before rising to 32 percent in 1987. Available data do not allow a definite determination of cause for this change, but it would appear, in light of the low recent unemployment rates for those groups, that a larger portion of the refugees who are not employed are also not in the labor force, as compared to previous years.

For the total Southeast Asian refugee population, labor force participation has remained relatively steady with a slight declining trend over the past few years. The labor force participation rate was 55 percent in 1983 and 1984. The rate dropped to 44 percent in 1985, largely due to the survey changes already mentioned, and a few more points, to 41 percent in 1986 and to 39 percent in 1987.

The data on unemployment rates indicate the progress of refugees who do participate in the labor force in finding and retaining jobs. In October 1982, Southeast Asian refugees had an overall unemployment rate of 24 percent. By October 1983 this figure had dropped to 18

percent, and during the next 3 years it was relatively steady at about 16 percent, despite the change in 1985 to a sample excluding earlier arrivals. In 1987 the unemployment rate dropped to 12 percent.

Employment trends over time are observable when examined by year of entry. For 1984 arrivals, unemployment decreased from 41 percent in 1984 to 36 percent in 1985, to 18 percent in 1986, and to 16 percent in 1987. For 1985 arrivals, it decreased from 50 percent in 1985, to 20 percent in 1986, and to 9 percent in 1987. Last year's arrival cohort shows an unemployment rate reduction from a low 25 percent in their initial year to 11 percent in 1987. The figures for 1987 arrivals are not quite as favorable as for 1986 arrivals in the first year, but their unemployment rate of 32 percent compares favorably with the first-year experience of the 1982-1985 cohorts.

Current Employment Status of Southeast Asian Refugees,* 1987

| <u>Year of Entry</u> | <u>Labor Force Participation (Percent)</u> | | | | | <u>Unemployment (Percent)</u> | | | | | <u>1987 Response Rate**</u> |
|----------------------|--|----------------|----------------|----------------|----------------|-------------------------------|----------------|----------------|----------------|----------------|-------------------------------------|
| | <u>In 1983</u> | <u>In 1984</u> | <u>In 1985</u> | <u>In 1986</u> | <u>In 1987</u> | <u>In 1983</u> | <u>In 1984</u> | <u>In 1985</u> | <u>In 1986</u> | <u>In 1987</u> | |
| 1987 | -- | -- | -- | -- | 22 | -- | -- | -- | -- | 32 | 83 |
| 1986 | -- | -- | -- | 31 | 32 | -- | -- | -- | 25 | 11 | 88 |
| 1985 | -- | -- | 28 | 25 | 32 | -- | -- | 50 | 20 | 9 | 75 |
| 1984 | -- | 30 | 42 | 34 | 34 | -- | 41 | 36 | 18 | 16 | 74 |
| 1983 | 21 | 42 | 41 | 40 | 42 | 55 | 36 | 17 | 10 | 12 | 64 |
| 1982 | 41 | 45 | 45 | 50 | 45 | 30 | 12 | 16 | 19 | 10 | 65 |
| Total Sample*** | 55 | 55 | 44 | 41 | 39 | 18 | 15 | 17 | 16 | 12 | 74 |
| U.S. rates**** | 64 | 65 | 65 | 65 | 66 | 8 | 7 | 7 | 7 | 6 | -- |

* Household members 16 years of age and older.

** Proportion of original sample of 878 successfully located and interviewed, by year of entry. The total number interviewed, 650, was 74 percent of the original sample. See Technical Note, page 139.

*** For the 1983-1984 surveys, the figures for "total sample" include refugees who had arrived since 1975. For the 1985-1987 surveys, the figures for "total sample" include only refugees who had arrived during the 5-year period preceding the survey.

**** September or October unadjusted figures from the Bureau of Labor Statistics, Department of Labor.

The kinds of jobs that refugees find in the United States are often different in type and socioeconomic status from those they held in their country of origin. For example, 34 percent of the employed adults sampled had held white collar jobs in their country of origin; 15 percent hold similar jobs in the United States. Conversely, far more Southeast Asian refugees hold blue collar or service jobs in the U.S. than they did in their countries of origin. The survey data indicate, for example, a tripling of those in service occupations and a near-doubling of those in skilled blue collar occupations over the proportions in those jobs in Southeast Asia. Over the past 4 years, survey results indicate little change in the proportion of employed refugees in the service sector, in farming and fishing, and in skilled jobs. The proportion in semi-skilled jobs has steadily increased from 19 percent in 1984 to 36.5 percent in 1987, while white collar employment has leveled off after a drop in 1985 due to the sampling changes discussed earlier.

Current and Previous Occupational Status, 1987

| <u>Occupation</u> | <u>In Country of Origin</u> | <u>In U.S.</u> |
|-------------------------|-----------------------------|----------------|
| Professional/Managerial | 7.7% | 1.6% |
| Sales/Clerical | 26.3% | 13.5% |
| (TOTAL WHITE COLLAR) | (34.0%) | (15.1%) |
| Skilled | 10.2% | 19.0% |
| Semi-skilled | 5.1% | 36.5% |
| Laborers | 0.1% | 6.1% |
| (TOTAL BLUE COLLAR) | (15.4%) | (61.6%) |
| Service workers | 6.8% | 20.6% |
| Farmers and fishers | 43.8% | 2.7% |

Factors Affecting Employment Status

The ability of Southeast Asian refugees to seek and find employment in the United States is influenced by many factors. Some of these involve individual decisions about whether to seek work. As in previous surveys, respondents who were not in the labor force were asked why they were not seeking work. The reasons they gave varied by age and sex, but focused on the demands of family life, health problems, and decisions to gain training and education preparatory to entering the job market.

For those under the age of 25, the pursuit of education was the overriding concern. For those between the ages of 25 and 44, family needs also became a major concern, and for those over the age of 44, health problems predominated as a reason for not seeking work. These factors have continued to be seen as more important, relative to other factors, as reasons for not seeking work for these age groups. Limited English ability as a reason for not seeking work has declined, for all age groups except the youngest, below the levels of previous years, after a small increase in 1985 due to changes in sampling design. The percent citing health problems increased in all age categories except those aged 16-24. The response category "other," which includes responses in which more than one reason is cited as well as reasons not listed, was cited slightly less often in 1987 than in 1986 by all age categories except persons aged 25-34.

Reasons for Not Seeking Employment,* 1987

Percent Citing:

| <u>Age Group</u> | <u>Limited English</u> | <u>Education</u> | <u>Family Needs</u> | <u>Health</u> | <u>Other</u> |
|------------------|------------------------|------------------|---------------------|---------------|--------------|
| 16-24 | 8.5% | 78.3% | 2.8% | 3.0% | 7.4% |
| 25-34 | 6.3% | 20.8% | 30.3% | 12.2% | 30.4% |
| 35-44 | 8.5% | 18.8% | 29.2% | 22.3% | 21.2% |
| Over 44 | 7.5% | 7.8% | 11.5% | 45.2% | 28.0% |

* The total of those not seeking work for the reasons cited above equals 100 percent for each age group when added across. "Other" category includes responses combining reasons for not seeking employment. This table includes all household members 16 years of age and older.

One background characteristic that influences refugee involvement in the labor force is English language competence. As has been found in previous surveys, English proficiency affects labor force participation, unemployment rates, and earnings. For those refugees in the sample who judged themselves to be fluent in English, the labor force participation rate was 15 percentage points lower than that for the overall United States population, compared with a gap of 27 points for the entire sample. Refugees who said they spoke no English had a labor force participation rate of only 7 percent and an unemployment rate of 52 percent.

Effects of English Language Proficiency, 1987

| <u>Ability to Speak and Understand English</u> | <u>Labor Force Participation</u> | <u>Unemployment</u> | <u>Average Weekly Wages*</u> |
|--|--------------------------------------|---------------------|----------------------------------|
| Not at all | 6.6% | 52.4% | \$169.22 |
| A little | 36.8% | 12.9% | \$192.56 |
| Well | 51.0% | 11.1% | \$211.79 |
| Fluently | 52.0% | 5.2% | \$228.56 |

Note: Labor force and unemployment figures refer to all household members 16 years of age and older.

* Of surveyed refugees 16 years of age and above who were employed.

Achieving Economic Self-Sufficiency

The achievement of economic self-sufficiency hinges on the mixture of refugee skills, refugee needs, job opportunities, and the resources available in the communities in which refugees resettle. The occupational and educational skills that refugees bring with them to the United States influence their prospects for self-sufficiency.

Data from the 1987 survey indicate that, when estimating their own abilities at the time of their arrival, more refugees who arrived in the 1984-1986 period assessed their English language competence as nil than did refugees who arrived in 1982-1983 or in 1987. These self-assessments are somewhat unstable over time, with some refugees apparently overestimating their English ability initially and then re-evaluating it at a lower level when interviewed in their second or third year. In 1987, 41 percent of the newest arrivals said they spoke no English on arrival, but the percentage ranged into the upper 50's for refugees who had arrived earlier. However, there has been little difference in educational level between 1982 and later arrivals, averaging about 5 to 6 years for each cohort, and no clear trend in the small percentage of persons speaking English well or fluently upon arrival.

Background Characteristics at Time of Arrival by Year of Entry
for Refugees 16 Years of Age or Over, 1987

| <u>Year of Entry</u> | <u>Average Years of Education</u> | <u>Percent Speaking No English</u> | <u>Percent Speaking English Well or Fluently</u> |
|----------------------|-----------------------------------|------------------------------------|--|
| 1987 | 5.7 | 41.2 | 5.9 |
| 1986 | 5.3 | 56.1 | 5.7 |
| 1985 | 4.5 | 53.4 | 6.3 |
| 1984 | 4.8 | 53.4 | 3.1 |
| 1983 | 5.7 | 47.9 | 8.7 |
| 1982 | 5.8 | 45.0 | 1.2 |

Note: These figures refer to self-reported characteristics of incoming refugees at time of arrival in the United States and should not be confused with the current characteristics of these refugees. All figures are based on responses of refugees 16 years and older at the time of the 1987 survey who arrived from 1982 to 1987.

Based on the survey findings, a series of aggregate characteristics of refugees was computed separately for differing lengths of residence in the U.S. (These figures are detailed in the table on page 141.) The figures are more difficult to interpret than those from previous surveys, which generally showed increasing labor force participation, decreasing unemployment, and increasing weekly wages. In 1987, weekly wages of employed persons show an increasing trend during the first 36 months in the country, but a drop in the fourth and fifth years. In addition, labor force participation is lower for the 37-60 month cohorts than for the 19-36 month cohorts, and unemployment is irregularly related to length of time in the country. These patterns may reflect some differences in employment potential among cohorts, although the reasons for this shift are not known at this time.

Working toward economic self-sufficiency is one part of a refugee's overall process of adjustment to the United States. But influences on the process of achieving economic self-sufficiency are numerous and interrelated. An examination of the differences between refugee households that are receiving public cash assistance only, those receiving both cash assistance and earned income, and those not receiving cash assistance highlights some of the difficulties:

Households that receive no cash assistance are slightly smaller than assisted households and have, on an average, five members and two wage earners. Households receiving cash assistance average six members, with 1-2 persons employed in those households where some earned income is also received.

Household age structure also differs for the three types of households. One-sixth of all members of households receiving cash assistance only are under 6 years of age, and almost half are under 16. Households not receiving cash assistance have only 10 percent under 6 years. With an average size of five members, this can be interpreted to mean that only half of the self-supporting households have a child under six, and these households have on average less than two members under 16 years. Households with both earned and assistance income have characteristics intermediate between the other two types.

Compared with the two previous surveys, the 1987 survey showed no trend in household reliance on cash assistance. Thirty-two percent of the households surveyed in 1987 were self-sufficient, compared with 31 percent in 1986 and 33.5 percent in 1985. The proportion of dual-income-source households continued to drop: 21 percent of the 1987 respondent households had both earned and assistance income, compared with 24 percent of the 1986 respondent households and 26 percent of the 1985 respondent households.

Overall, findings from ORR's 1987 survey indicate, as in previous years, that refugees face significant problems on arrival in the United States, but that over time individual refugees increasingly seek and find jobs, and move toward economic self-sufficiency in their new country. The survey also shows labor force participation down slightly and unemployment down significantly (see table, page 131), producing a reduction in the pool of unemployed refugees who are seeking work and stability in the percent of refugees employed. These trends may indicate continued progress of many refugees toward self-sufficiency, but they also indicate that some refugees who have had difficulty in finding or retaining work have withdrawn from the labor force.

Technical Note: The ORR Annual Survey, with interviews held between September 19 and October 31, 1987, was the 16th in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1982, and April 30, 1987, the cutoff date for inclusion in the sample. The sampling frame used was the ORR Refugee Data File for persons arriving from May 1982 through April 1987. A simple random sample was drawn. Initial contact was made by a letter in English and the refugee's native language, introducing the survey. If the person sampled was a child, an adult living in the same household was interviewed. Interviews were conducted by telephone in the refugee's native language by the staff of ORR's contractor, Opportunity Systems, Inc. The questionnaire and procedures used have been essentially the same since the 1981 survey, except that since 1985 the sample has been limited to refugees who arrived over the most recent 5 years.

The 1987 sample included 878 persons, of whom 144 were first selected for the 1983 survey, 200 in 1984, 205 in 1985, 187 in 1986, and 142 in 1987. A total of 650 interviews were completed, or 74.0 percent of the full sample.

Of the 574 refugees sampled from 1983 through 1986 and interviewed in 1986, 481 (84 percent) were interviewed again in 1987. In addition, 43 refugees from the earlier samples who were not interviewed in 1986 were located and interviewed in 1987. Of the 142 refugees first sampled for the 1987 survey, 126 (89 percent) were interviewed.

Patterns in the Adjustment of
Southeast Asian Refugees
Age 16 and Over*
1987

Length of Residence in Months

| | <u>0-6</u> | <u>7-12</u> | <u>13-18</u> | <u>19-24</u> | <u>25-30</u> | <u>31-36</u> | <u>37-60</u> |
|---|------------|-------------|--------------|--------------|--------------|--------------|--------------|
| Labor force participation | 33.0% | 31.3% | 33.6% | 40.1% | 42.6% | 42.0% | 34.7% |
| Unemployment | 8.6% | 13.7% | 18.3% | 10.1% | 11.1% | 16.2% | 12.8% |
| Weekly wages of employed persons | \$177.11 | \$199.51 | \$204.51 | \$209.27 | \$200.02 | \$255.94 | \$188.98 |
| Percent in English training | 15.2% | 23.9% | 24.1% | 15.1% | 12.5% | 17.2% | 36.1% |
| Percent in other training or schooling | 26.6% | 27.0% | 22.2% | 27.9% | 22.5% | 19.5% | 21.3% |
| Percent speaking English well or fluently | 44.7% | 44.2% | 36.5% | 53.8% | 52.6% | 56.8% | 30.4% |
| Percent speaking no English | 18.4% | 15.3% | 15.6% | 7.5% | 14.6% | 12.5% | 21.9% |

* In previous reports this table has included a percent figure of refugees living in households in which some cash assistance was being received. Since measured changes in use of assistance over time may result from changes in the sample as well as changes in household composition under the current longitudinal survey design, the item was omitted from this report. Nearly one-third of the individuals covered were not in the same households one year earlier.

Characteristics of Households Containing Cash Assistance Recipients
and Households Containing No Cash Assistance Recipients, 1987

| | <u>Households With Assistance Income Only</u> | <u>Households With Assistance and Earned Income</u> | <u>Households With Earned Income Only</u> |
|---|---|---|---|
| Average household size | 6.1 | 5.8 | 5.1 |
| Average number of wage-earners per household | 0.1 | 1.5 | 2.2 |
| Percent of household members: | | | |
| Under the age of 6 | 16.7 | 12.7 | 10.2 |
| Under the age of 16 | 44.8 | 28.2 | 26.9 |
| Percent of households with at least one fluent English speaker | 11.6 | 30.4 | 34.3 |
| Percent of sampled households | 46.7 | 21.3 | 32.0 |

Incomes of Southeast Asian Refugees

Through an interagency agreement with the Internal Revenue Service (IRS), ORR obtains yearly summary data on the incomes received and taxes paid by Southeast Asian refugees who arrived in the United States from 1975 through late 1979.* Tabulation of aggregated data on this group of refugees by IRS is possible because they were issued social security numbers in blocks through a special program in effect during that time. Data have been tabulated for tax years 1980 through 1985, and ORR expects to continue this data series in future years.

Some information is presented in a way that differentiates the 1975 arrival cohort from the cohort that arrived during 1976-1979. The distinction is of interest because the characteristics of the two cohorts differ substantially. The 1975 cohort numbered about 130,000 people, of whom 125,000 were Vietnamese. The 1976-1979 cohort is ethnically more heterogeneous, with about 60,000 Vietnamese, 49,000 Lao (of whom a significant proportion were Hmong), and 9,000 Cambodians. Of these 118,000 persons, 81,000 arrived in 1979, so on average this group was almost 4 years behind the 1975 cohort.

* Tax information is maintained in confidence by the IRS; ORR receives only aggregate data.

o "Household" Income and Tax Liability

The first data are compiled from forms in the 1040 series.* They pertain to tax filing units, which are roughly equivalent to households but smaller on average, since household members may file separate returns.

Between 1982 and 1985, total income received by this group of refugees increased substantially. In the aggregate, these refugees had more than \$1.5 billion in income annually:

Incomes Received (in Millions) by
Southeast Asian Refugees, 1982-1985**

| <u>Tax Year</u> | <u>All Cohorts</u> | <u>1975 Arrivals</u> | <u>1976-79 Arrivals</u> |
|-----------------|--------------------|----------------------|-------------------------|
| 1982 | \$1,193 | \$ 963 | \$229 |
| 1983 | \$1,286 | \$1,024 | \$262 |
| 1984 | \$1,527 | \$1,202 | \$326 |
| 1985 | \$1,628 | \$1,267 | \$361 |

* The IRS has advised ORR that the data compiled from the 1040 series in earlier years covering tax years 1980-1983 contained errors. The records were selected in a way that overstated the number of refugee households in the lowest income category. Therefore, median incomes were higher than previously reported. The IRS has revised the 1982 and 1983 tabulations, which are summarized here. Data for earlier years were not available for revision. This material should not be used as a time series with data presented in the past.

** Refugees who arrived from 1975 through late 1979.

From 1982 to 1985, the adjusted gross incomes of tax filing units increased. The 1976-1979 cohort continued to earn about \$5,000 less on average than the 1975 cohort, but its income improved more rapidly from a lower base. By 1985 the median income of the 1975 cohort slightly surpassed that of all U.S. tax filing units:

Median Adjusted Gross Income of Tax Filing Units,
Southeast Asian Refugees, 1982-1985*

| <u>Tax Year</u> | <u>All Cohorts</u> | <u>1975 Arrivals</u> | <u>1976-79 Arrivals</u> | <u>Ratio, 75/76-79</u> | <u>All U.S. Tax Units**</u> |
|-----------------|--------------------|----------------------|-------------------------|------------------------|-----------------------------|
| 1982 | \$12,192 | \$14,232 | \$ 8,803 | 1.62 | \$14-15,000 |
| 1983 | \$12,808 | \$14,698 | \$ 9,655 | 1.52 | \$15-16,000 |
| 1984 | \$14,377 | \$16,377 | \$11,105 | 1.47 | \$16-17,000 |
| 1985 | \$15,177 | \$17,092 | \$12,061 | 1.42 | \$16-17,000 |

In 1985, nearly 6,000 refugee tax filing units reported income from self-employment, which has been a traditional road to success among immigrants in the United States. They reported more than \$50 million in self-employment income.

* Refugees who arrived from 1975 through late 1979.

** The IRS provides this comparative data as a range.

The proportion of tax returns filed showing incomes high enough to result in a tax liability increased, and the disparity between the earlier and later cohorts narrowed. The Southeast Asian refugees who arrived between 1975 and 1979, who comprise about 23 percent of all refugees admitted between 1975 and 1985, were paying well over \$150 million yearly in Federal income taxes by 1985.

Percent of Refugee Tax Returns Showing Tax Liability

| <u>Tax Year</u> | <u>All Cohorts</u> | <u>1975 Arrivals</u> | <u>1976-79 Arrivals</u> | <u>Total Tax Liability (millions)</u> |
|-----------------|--------------------|----------------------|-------------------------|---------------------------------------|
| 1982 | 77.2% | 79.6% | 70.8% | \$114.2 |
| 1983 | 77.9% | 79.5% | 74.0% | \$113.6 |
| 1984 | 80.7% | 81.7% | 78.4% | \$138.5 |
| 1985 | 79.7% | 80.6% | 77.5% | \$154.0 |

These tax filing unit data show that the 1975 arrivals had achieved incomes equivalent to those of other U.S. residents by 1985, while the later refugee arrivals lagged behind. Refugees as taxpayers are making a substantial contribution to the U.S. economy.

o Individual Incomes and Sources

Data on individual incomes are based on forms in the W-2 series. They tend to overstate numbers of persons covered, since some people work for more than one employer during a year. For the same reason, earnings per person tend to be understated.

During the 1980-1985 period, aggregate income earned by these Southeast Asian refugees from wages more than doubled. Income from pensions and interest income increased quite rapidly, while income from dividends fluctuated around an upward trend:

Income (in \$000) From:

| <u>Tax Year</u> | <u>Wages</u> | <u>Pensions</u> | <u>Dividends</u> | <u>Interest</u> |
|-----------------|--------------|-----------------|------------------|-----------------|
| 1980 | \$ 766,816 | \$ 895 | \$ 167 | \$ 7,328 |
| 1981 | \$ 992,369 | \$ 1,171 | \$ 629 | \$12,188 |
| 1982 | \$1,010,881 | \$ 1,677 | \$1,135 | \$18,620 |
| 1983 | \$1,112,319 | \$ 3,578 | \$ 894 | \$23,368 |
| 1984 | \$1,366,648 | \$16,518 | \$1,117 | \$34,992 |
| 1985 | \$1,559,821 | \$13,382 | * | \$40,896 |

* Data are not presented due to an error from a source reporting to the IRS.

The wages of individuals, as reflected on their W-2 forms, improved:

Percent of High and Low W-2 Forms, Refugee Wage Earners

| <u>Tax Year</u> | <u>Percent of W-2's under \$5,000</u> | <u>Percent of W-2's over \$25,000</u> |
|-----------------|---|---|
| 1980 | 41.0% | 2.4% |
| 1981 | 36.8% | 4.7% |
| 1982 | 37.4% | 5.7% |
| 1983 | 36.3% | 7.6% |
| 1984 | 32.3% | 10.9% |
| 1985 | 31.2% | 13.1% |

Insured unemployment rose from 1980 to 1982, showing the negative effect of the 1982 economic slowdown on the refugee population, but also indicating that an increasing number of refugees had been working in positions covered by unemployment compensation. From 1982 to 1984 a declining number of refugees received unemployment compensation, reflecting improving economic conditions, but in 1985 more refugees again filed for unemployment compensation despite a stable employment picture nationally. As a whole, the data from both tax filing units and individuals show broader participation by refugees over time in the U.S. economy.

REFUGEE ADJUSTMENT OF STATUS AND CITIZENSHIP

Adjustment of Status

Most refugees in the United States become eligible to adjust their immigration status to that of permanent resident alien after a waiting period of one year in the country. This provision, section 209 of the Immigration and Nationality Act, as amended by the Refugee Act of 1980, applies to refugees of all nationalities. During FY 1987, 66,418 refugees adjusted their immigration status under this provision. A total of about 526,000 refugees have become permanent resident aliens in this way since 1981.

In addition, laws predating the Refugee Act provide for other groups of refugees (who entered the U.S. prior to enactment of the Refugee Act) to become permanent resident aliens after waiting periods of various lengths. The number of Cubans adjusting status under the Cuban Refugee Adjustment Act of 1966 was 29,220 in FY 1987. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 20 years since this legislation was passed, nearly 480,000 Cubans have become permanent resident aliens under its provisions. Data pertaining to the adjustment of status of other refugee groups under special

legislation during FY 1987 are not available; these provisions are no longer being used for large numbers of refugees.

(All figures cited in this section are tentative, as reported by INS. Official final figures have not been published.)

The Refugee Act also provides for the adjustment of status under Section 209 of a maximum of 5,000 aliens who have been granted political asylum and who have resided in the U.S. for at least one year after that. In FY 1987 the maximum of 5,000 political asylees were granted permanent resident alien status. This represents the fourth consecutive year in which the maximum number was reached, since a backlog exists of persons eligible under this provision of the law.

Citizenship

When refugees admitted under the Refugee Act of 1980 become permanent resident aliens, their official date of admission to the United States is established as the date on which they first arrived in the U.S. as refugees. After a waiting period of at least 5 years from that date, applications for naturalization are accepted from permanent resident aliens, provided that they have resided continuously in the U.S. and have met certain other requirements. The number of former refugees who have actually received citizenship lags behind the number who have become eligible at any time. A substantial amount of time is necessary to complete the process, and many people do not apply for naturalization as soon as they become eligible.

Data are not compiled on the number of naturalizations of former refugees as a distinct category of permanent resident aliens. However, since almost all permanent resident aliens from Cambodia, Laos, and Vietnam arrived as refugees, an estimate of their naturalization rate can be made. The 1975 cohort of refugees first became eligible in 1980, and each year another group becomes eligible. From 1980 through 1986, the most recent year for which data are available, approximately 102,000 former Southeast Asian refugees became U.S. citizens. This represents about 19 percent of those eligible for naturalization by the close of FY 1986. However, this

figure is considered to be a low estimate since it does not include some categories of naturalization: Persons becoming citizens under special provisions of the law, such as marriage to a U.S. citizen, or administrative certificates of citizenship issued to young children whose parents are naturalized.

IV. REFUGEE RESETTLEMENT IN PERSPECTIVE

In this section, the Director of the Office of Refugee Resettlement discusses his plans to improve the refugee program.*

REFUGEE ADMISSIONS LEVELS

The basic purpose of the domestic refugee resettlement program is to help refugees become employed and self-sufficient as soon as possible after their arrival in the United States and to provide Federal funds for costs that would normally be a State or local responsibility. States are reimbursed for costs of providing cash and medical assistance to refugees during their initial months in the U.S. Under a separate grant, States are awarded funds to support a broad range of social services critical to refugees' adjustment in their new homeland and to their developing the basic skills and knowledge necessary to provide for the economic security of the individual or family. These social service funds are allocated in accordance with a statutory formula enacted as part of the 1986 Amendments to the Refugee Act.

* Updated from testimony presented by Bill Gee, Director of ORR, as part of the Congressional consultations on proposed refugee admissions for FY 1988.

ORR believes that the Nation can well accommodate up to 72,500 refugees in FY 1988, the ceiling determined by the President for the fiscal year. This is very close to the FY 1987 ceiling of 70,000. In both instances, the ceilings have included a contingency reserve of 4,000 refugees who could be admitted under initiatives by the private sector which would assure that the essential and reasonable costs of such admissions would be met from private resources rather than public funds. Although no refugees arrived under a private-sector initiative in FY 1987, the U.S. Coordinator for Refugee Affairs is exploring possible private-sector pilot projects for FY 1988.

Under policies in effect during FY 1987, ORR reimbursed States for the costs of cash and medical assistance provided to needy refugees during their first 31 months in the United States -- a reduction from the 36 months' duration that was in effect before the implementation in 1986 of the Balanced Budget and Deficit Reduction Act of 1985 (Gramm-Rudman-Hollings).

Beginning February 1, 1988, ORR reduced the reimbursement period from 31 months to 24 months because the amount appropriated under the FY 1988 Continuing Resolution was estimated to be sufficient only for this duration.

WELFARE DEPENDENCY RATES

Welfare dependency is probably the most commonly used measurement to assess the status of the domestic refugee resettlement program and the progress that refugees are making in becoming self-sufficient.

At the end of FY 1987, the national welfare dependency rate among time-eligible refugees -- that is, refugees who had been in the United States less than 31 months -- was 52.0 percent, compared with 57.4 percent at the end of FY 1986. Prior to the latest figure, the dependency rate had increased slightly over recent years.*

Both the size of the time-eligible population and the actual number of time-eligible refugees receiving assistance have declined in recent years, reflecting the lower numbers of refugees reaching the U.S., as shown by the following table:

* The decrease at the end of FY 1987 may be partially explained by the fact that 22 percent of the refugees who reached the U.S. in FY 1987 arrived during the last month of the fiscal year. Since they were within their first 30 days in this country, they were being aided by the voluntary resettlement agencies under the initial reception and placement program rather than through the State-administered cash assistance program.

Trends in Welfare Dependency Rate

| FY | Time- Eligible Population | Cash Assistance Recipients | Percent Receiving Cash Assistance |
|------|---------------------------------|----------------------------------|--|
| 1982 | 474,007 | 237,980 | 50.2 |
| 1983 | 316,853 | 169,222 | 53.4 |
| 1984 | 228,966 | 123,324 | 53.9 |
| 1985 | 200,150 | 111,046 | 55.5 |
| 1986 | 182,005 | 104,418 | 57.4 |
| 1987 | 169,621 | 88,143 | 52.0 |

Note: Data as of September 30 of each year. Prior to FY 1986, the time-eligible population was calculated on the basis of refugees who had been in the U.S. less than 36 months. Beginning in FY 1986, the period was reduced to 31 months.

The national welfare dependency rate described above takes into account every time-eligible adult and child who is receiving cash assistance -- regardless of age or physical disability.

In FY 1987, ORR focused statistical analysis on the number of cash assistance recipients who are potentially employable and therefore could be working. In this analysis, ORR excluded persons who were under 18 years of age and those who were recipients under the program of supplemental security income (SSI) for the aged, blind, and disabled. Based on FY 1986 data, this analysis showed that, among the 104,000 time-eligible refugees receiving welfare, there were approximately 47,000 adults who could be considered potentially employable. These adult recipients comprised about 26 percent of the time-eligible population.

ORR believes that these data provide a more focused view of welfare dependency and a better basis on which to initiate efforts to reduce dependence on cash assistance.

With respect to all of these figures, it must be noted that they provide measures of dependency among a constantly changing window of refugees who have been in the U.S. for only a few months of their lives. As one refugee leaves the 31-month window, another enters. Thus assistance, services, and job-placement activities must be ongoing.

TWO-TIERED APPROACH TO WELFARE DEPENDENCY

Over the past year, the Director of ORR consulted with State Refugee Coordinators, representatives of refugee mutual assistance associations (MAAs), and directors of the national voluntary refugee resettlement agencies on ways to more fully achieve the mutual goal of refugee self-sufficiency. One of the messages expressed to ORR in these consultations was the need for a two-tiered approach to refugee resettlement which would distinguish between the States which are experiencing problems with long-term dependency and those which are not. In response, ORR developed two initiatives for the use of discretionary funds keyed to the problems being experienced:

1. Key States Initiative (KSI). — The Key States Initiative is designed to focus resources on those States with high dependency rates, with large numbers of time-expired refugees receiving assistance, and/or with large numbers of dependent but potentially employable refugees.

Based on ORR's analysis, eight States qualified to apply for special funding on this basis. Of these eight, five States applied and were approved for funding of a combined total of \$2.3 million under this initiative: Minnesota, New York, Pennsylvania, Washington, and Wisconsin.

Each of these States will use its KSI award to carry out activities especially tailored to the needs of refugees in the State.

2. Community Stability Projects (CSP). -- To address the second tier of States -- those which are not experiencing general problems of long-term dependency -- ORR developed an approach, called Community Stability Projects (CSP), which could be designed to address the needs of diverse communities and which could build upon previous and successful resettlement efforts.

Grants funded under CSP aim to strengthen communities in low-welfare-dependency States which offer good economic opportunities for refugees, but whose lack of a comprehensive service structure discourages long-term resettlement.

Fourteen States were approved for grant awards totaling \$2.4 million under this initiative. The grants will support activities, principally employment-related, to encourage future refugee movement into areas with lower refugee concentrations and broader economic opportunities.

SPECIAL WOMEN'S INITIATIVE

The well-being of refugee women is basic to the well-being of the refugee family. Many refugee women lack the language and acculturation skills necessary to function independently in the community-at-large, and many are homebound as a result of child-care or extended family responsibilities.

For FY 1987 and 1988, refugee women, particularly those women who are homebound, widowed, and/or single heads of household, are a program priority of ORR. In FY 1987, ORR entered into an interagency agreement with the ACTION agency to implement a joint demonstration program for refugee women in eight local communities. This initiative is utilizing VISTA Volunteers to provide refugee women who have special needs access to refugee-specific and other community-based services.

CLOSER COMMUNICATION AND COLLABORATION WITH REFUGEE PROGRAM PARTICIPANTS

During the past year, the Director of ORR placed special emphasis on increasing communication and collaboration with all of the agencies and organizations participating in the refugee program in the United States -- State and local governments, the voluntary resettlement agencies, refugee mutual assistance associations, service providers, and other Federal agencies.

Building on the efforts which the Director initiated in 1986 by convening a widely representative planning workgroup, ORR sponsored the first recent national meeting of State Refugee Coordinators in May 1987 and held the second such meeting in November.

The development of the Key States Initiative was a broadly collaborative endeavor, involving not only ORR and State representatives but planning and consultations with a wide range of program participants in each KSI State.

ORR believes that consultation and collaboration are essential to fulfilling its responsibilities, and it plans to broaden these efforts in FY 1988.

The Director of ORR states:

"During my year-and-a-half tenure as Director of ORR. I have been extremely impressed with the dedication, hard work, and commitment exemplified by the people I have met who assist our refugee constituents in becoming productive and accepted members of our society. For many, the refugee resettlement program has become a vocation in humanitarianism.

"With regard to our refugee friends, I have come to understand the pain and suffering which marked their earlier experience and witnessed the tremendous courage and fortitude they exhibit in pursuing a new life in this land of freedom."

APPENDIX A

TABLES

TABLE 1

Southeast Asian Refugee Arrivals in the United States:
1975 through September 30, 1987

| | |
|---|---------------|
| Resettled under Special Parole Program (1975) | 129,792 |
| Resettled under Humanitarian Parole Program (1975) | 602 |
| Resettled under Special Lao Program (1976) | 3,466 |
| Resettled under Expanded Parole Program (1976) | 11,000 |
| Resettled under "Boat Cases" Program as of August 1, 1977 | 1,883 |
| Resettled under Indochinese Parole Programs: | |
| August 1, 1977—September 30, 1977 | 680 |
| October 1, 1977—September 30, 1978 | 20,397 |
| October 1, 1978—September 30, 1979 | 80,678 |
| October 1, 1979—September 30, 1980 | 166,727 |
| Resettled under Refugee Act of 1980: | |
| October 1, 1980—September 30, 1981 | 132,454 |
| October 1, 1981—September 30, 1982 | 72,155 |
| October 1, 1982—September 30, 1983 | 39,167 |
| October 1, 1983—September 30, 1984 | 52,000 |
| October 1, 1984—September 30, 1985 | 49,853 |
| October 1, 1985—September 30, 1986 | 45,391 |
| October 1, 1986—September 30, 1987 | <u>40,164</u> |
| TOTAL | 846,409 |

Prior to the passage of the Refugee Act of 1980, most Southeast Asian refugees entered the United States as "parolees" (refugees) under a series of parole authorizations granted by the Attorney General under the Immigration and Nationality Act. These parole authorizations are usually identified by the terms used in this table.

TABLE 2

Refugee Arrivals in the United States by Month:
FY 1987

| <u>Month</u> | <u>Number of Arrivals</u> | | <u>Total</u> |
|--------------|---------------------------|-------------------|---------------|
| | <u>Southeast Asians</u> | <u>All Others</u> | |
| October | 2,263 | 694 | 2,957 |
| November | 2,274 | 2,138 | 4,412 |
| December | 3,077 | 2,094 | 5,171 |
| January | 1,789 | 1,337 | 3,126 |
| February | 1,636 | 1,905 | 3,541 |
| March | 2,821 | 2,077 | 4,898 |
| April | 3,086 | 1,543 | 4,629 |
| May | 2,993 | 1,970 | 4,963 |
| June | 2,296 | 2,348 | 4,644 |
| July | 4,415 | 2,110 | 6,525 |
| August | 3,520 | 1,954 | 5,474 |
| September | <u>9,994</u> | <u>4,309</u> | <u>14,303</u> |
| TOTAL | 40,164 | 24,479 | 64,643 |

FY 1987: October 1, 1986—September 30, 1987.

TABLE 3

Southeast Asian Refugee Arrivals by State of Initial Resettlement:
FY 1987

| <u>State</u> | <u>Country of Citizenship</u> | | | <u>Total</u> |
|----------------------|-------------------------------|-------------|----------------|--------------|
| | <u>Cambodia</u> | <u>Laos</u> | <u>Vietnam</u> | |
| Alabama | 5 | 56 | 75 | 136 |
| Alaska | 0 | 0 | 3 | 3 |
| Arizona | 18 | 109 | 308 | 435 |
| Arkansas | 0 | 125 | 61 | 186 |
| California | 706 | 5,963 | 9,526 | 16,195 |
| Colorado | 12 | 365 | 269 | 646 |
| Connecticut | 26 | 203 | 151 | 380 |
| Delaware | 0 | 0 | 2 | 2 |
| District of Columbia | 0 | 26 | 52 | 78 |
| Florida | 30 | 100 | 525 | 655 |
| Georgia | 31 | 243 | 396 | 670 |
| Hawaii | 0 | 177 | 229 | 406 |
| Idaho | 0 | 38 | 18 | 56 |
| Illinois | 40 | 448 | 474 | 962 |
| Indiana | 0 | 26 | 50 | 76 |
| Iowa | 5 | 161 | 226 | 392 |
| Kansas | 18 | 119 | 340 | 477 |
| Kentucky | 5 | 95 | 130 | 230 |
| Louisiana | 5 | 107 | 303 | 415 |
| Maine | 18 | 0 | 14 | 32 |
| Maryland | 34 | 106 | 267 | 407 |
| Massachusetts | 94 | 251 | 742 | 1,087 |
| Michigan | 5 | 215 | 214 | 434 |
| Minnesota | 82 | 1,669 | 294 | 2,045 |
| Mississippi | 4 | 6 | 77 | 87 |
| Missouri | 14 | 118 | 328 | 460 |
| Montana | 0 | 65 | 7 | 72 |
| Nebraska | 12 | 34 | 116 | 162 |
| Nevada | 0 | 42 | 133 | 175 |
| New Hampshire | 5 | 11 | 58 | 74 |
| New Jersey | 0 | 31 | 334 | 365 |
| New Mexico | 9 | 70 | 74 | 153 |
| New York | 93 | 229 | 1,073 | 1,395 |
| North Carolina | 28 | 189 | 337 | 554 |
| North Dakota | 8 | 2 | 11 | 21 |

Country of Citizenship

| <u>State</u> | <u>Cambodia</u> | <u>Laos</u> | <u>Vietnam</u> | <u>Total</u> |
|----------------|-----------------|-------------|----------------|--------------|
| Ohio | 25 | 255 | 202 | 482 |
| Oklahoma | 4 | 52 | 182 | 238 |
| Oregon | 55 | 214 | 347 | 616 |
| Pennsylvania | 106 | 155 | 624 | 885 |
| Rhode Island | 41 | 228 | 24 | 293 |
| South Carolina | 0 | 18 | 35 | 53 |
| South Dakota | 0 | 8 | 14 | 22 |
| Tennessee | 7 | 303 | 149 | 459 |
| Texas | 135 | 674 | 1,871 | 2,680 |
| Utah | 49 | 126 | 250 | 425 |
| Vermont | 0 | 4 | 0 | 4 |
| Virginia | 25 | 190 | 754 | 969 |
| Washington | 193 | 632 | 887 | 1,712 |
| West Virginia | 0 | 0 | 3 | 3 |
| Wisconsin | 2 | 1,346 | 50 | 1,398 |
| Wyoming | 0 | 0 | 1 | 1 |
| Guam | 0 | 0 | 1 | 1 |
| Other | 0 | 0 | 0 | 0 |
| TOTAL | 1,949 | 15,604 | 22,611 | 40,164 |

TABLE 4

Eastern European^{a/} and Soviet Refugee Arrivals by State
of Initial Resettlement:
FY 1987

| <u>State</u> | <u>Country of Citizenship</u> | | | | | <u>Total</u> |
|----------------------|-------------------------------|----------------|---------------|----------------|-------------|--------------|
| | <u>Czechoslovakia</u> | <u>Hungary</u> | <u>Poland</u> | <u>Romania</u> | <u>USSR</u> | |
| Alabama | 0 | 0 | 2 | 5 | 0 | 7 |
| Alaska | 3 | 0 | 1 | 0 | 0 | 4 |
| Arizona | 4 | 3 | 14 | 154 | 5 | 180 |
| Arkansas | 0 | 0 | 4 | 0 | 0 | 4 |
| California | 196 | 74 | 479 | 742 | 1,618 | 3,109 |
| Colorado | 29 | 2 | 21 | 9 | 9 | 70 |
| Connecticut | 21 | 63 | 122 | 65 | 30 | 301 |
| Delaware | 0 | 0 | 0 | 0 | 4 | 4 |
| District of Columbia | 0 | 3 | 18 | 11 | 4 | 36 |
| Florida | 30 | 26 | 99 | 99 | 29 | 283 |
| Georgia | 26 | 26 | 60 | 45 | 6 | 163 |
| Hawaii | 3 | 0 | 0 | 0 | 0 | 3 |
| Idaho | 5 | 0 | 8 | 17 | 2 | 32 |
| Illinois | 38 | 22 | 424 | 346 | 112 | 942 |
| Indiana | 2 | 0 | 11 | 16 | 9 | 38 |
| Iowa | 1 | 3 | 17 | 11 | 0 | 32 |
| Kansas | 0 | 0 | 1 | 1 | 0 | 2 |
| Kentucky | 0 | 0 | 8 | 4 | 0 | 12 |
| Louisiana | 2 | 1 | 0 | 3 | 4 | 10 |
| Maine | 16 | 3 | 37 | 3 | 0 | 59 |
| Maryland | 22 | 2 | 69 | 36 | 71 | 200 |
| Massachusetts | 120 | 18 | 113 | 12 | 306 | 569 |
| Michigan | 17 | 14 | 362 | 218 | 58 | 669 |
| Minnesota | 0 | 4 | 10 | 16 | 5 | 35 |
| Mississippi | 1 | 0 | 0 | 0 | 0 | 1 |
| Missouri | 21 | 16 | 61 | 51 | 2 | 151 |
| Montana | 0 | 0 | 0 | 0 | 0 | 0 |
| Nebraska | 36 | 0 | 10 | 5 | 0 | 51 |
| Nevada | 0 | 1 | 17 | 5 | 0 | 23 |
| New Hampshire | 1 | 3 | 5 | 1 | 0 | 10 |
| New Jersey | 27 | 21 | 234 | 71 | 68 | 421 |
| New Mexico | 0 | 0 | 0 | 1 | 0 | 1 |
| New York | 144 | 77 | 684 | 467 | 950 | 2,322 |
| North Carolina | 0 | 4 | 16 | 4 | 0 | 24 |
| North Dakota | 0 | 1 | 3 | 4 | 0 | 8 |

Country of Citizenship

| <u>State</u> | <u>Czechoslovakia</u> | <u>Hungary</u> | <u>Poland</u> | <u>Romania</u> | <u>USSR</u> | <u>Total</u> |
|----------------|-----------------------|----------------|---------------|----------------|-------------|--------------|
| Ohio | 19 | 23 | 31 | 110 | 44 | 227 |
| Oklahoma | 0 | 0 | 3 | 2 | 0 | 5 |
| Oregon | 3 | 0 | 17 | 102 | 6 | 128 |
| Pennsylvania | 54 | 30 | 182 | 95 | 86 | 447 |
| Rhode Island | 0 | 59 | 5 | 6 | 12 | 82 |
| South Carolina | 0 | 0 | 1 | 4 | 0 | 5 |
| South Dakota | 14 | 5 | 12 | 22 | 2 | 55 |
| Tennessee | 7 | 4 | 25 | 18 | 9 | 63 |
| Texas | 25 | 9 | 100 | 106 | 6 | 246 |
| Utah | 59 | 0 | 50 | 3 | 7 | 119 |
| Vermont | 75 | 11 | 7 | 10 | 2 | 105 |
| Virginia | 0 | 6 | 18 | 24 | 1 | 49 |
| Washington | 29 | 136 | 80 | 100 | 6 | 351 |
| West Virginia | 0 | 0 | 0 | 0 | 0 | 0 |
| Wisconsin | 0 | 0 | 10 | 0 | 13 | 23 |
| Wyoming | 0 | 0 | 1 | 0 | 0 | 1 |
| Guam | 0 | 0 | 0 | 0 | 0 | 0 |
| Other | <u>0</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>0</u> |
| TOTAL | 1,050 | 670 | 3,452 | 3,024 | 3,486 | 11,682 |

a/ Small numbers arriving from Albania, Bulgaria, East Germany, and Yugoslavia are not reported in this table.

TABLE 5

Cuban, Ethiopian and Near Eastern Refugee Arrivals by State
of Initial Resettlement:
FY 1987

| State | <u>Country of Citizenship</u> | | | | | <u>Total</u> |
|----------------------|-------------------------------|-----------------|--------------------|-------------|-------------|--------------|
| | <u>Cuba</u> | <u>Ethiopia</u> | <u>Afghanistan</u> | <u>Iran</u> | <u>Iraq</u> | |
| Alabama | 0 | 2 | 0 | 5 | 0 | 7 |
| Alaska | 0 | 0 | 0 | 8 | 0 | 8 |
| Arizona | 0 | 53 | 74 | 18 | 0 | 145 |
| Arkansas | 0 | 0 | 2 | 5 | 1 | 8 |
| California | 22 | 454 | 1,240 | 4,276 | 61 | 6,053 |
| Colorado | 1 | 24 | 34 | 20 | 0 | 79 |
| Connecticut | 0 | 13 | 10 | 61 | 0 | 84 |
| Delaware | 0 | 0 | 4 | 11 | 0 | 15 |
| District of Columbia | 0 | 73 | 37 | 12 | 0 | 122 |
| Florida | 217 | 25 | 46 | 58 | 1 | 347 |
| Georgia | 3 | 67 | 57 | 45 | 5 | 177 |
| Hawaii | 0 | 0 | 2 | 0 | 0 | 2 |
| Idaho | 0 | 0 | 0 | 0 | 0 | 0 |
| Illinois | 4 | 92 | 61 | 103 | 49 | 309 |
| Indiana | 0 | 7 | 3 | 9 | 0 | 19 |
| Iowa | 0 | 3 | 0 | 5 | 2 | 10 |
| Kansas | 0 | 0 | 24 | 3 | 0 | 27 |
| Kentucky | 0 | 0 | 3 | 3 | 0 | 6 |
| Louisiana | 0 | 6 | 0 | 8 | 0 | 14 |
| Maine | 0 | 0 | 27 | 18 | 0 | 45 |
| Maryland | 0 | 142 | 50 | 193 | 24 | 409 |
| Massachusetts | 0 | 35 | 19 | 81 | 1 | 136 |
| Michigan | 0 | 31 | 0 | 23 | 35 | 89 |
| Minnesota | 0 | 79 | 35 | 12 | 0 | 126 |
| Mississippi | 0 | 1 | 0 | 1 | 0 | 2 |
| Missouri | 2 | 31 | 1 | 11 | 0 | 45 |
| Montana | 0 | 0 | 0 | 0 | 0 | 0 |
| Nebraska | 0 | 0 | 9 | 4 | 0 | 13 |
| Nevada | 7 | 16 | 17 | 34 | 0 | 74 |
| New Hampshire | 0 | 0 | 0 | 13 | 0 | 13 |
| New Jersey | 32 | 29 | 131 | 95 | 0 | 287 |
| New Mexico | 0 | 0 | 13 | 9 | 0 | 22 |
| New York | 1 | 98 | 540 | 1,051 | 2 | 1,692 |
| North Carolina | 0 | 3 | 26 | 10 | 0 | 39 |
| North Dakota | 0 | 0 | 0 | 0 | 5 | 5 |

Country of Citizenship

| <u>State</u> | <u>Cuba</u> | <u>Ethiopia</u> | <u>Afghanistan</u> | <u>Iran</u> | <u>Iraq</u> | <u>Total</u> |
|----------------|-------------|-----------------|--------------------|-------------|-------------|--------------|
| Ohio | 0 | 45 | 5 | 14 | 0 | 64 |
| Oklahoma | 0 | 3 | 3 | 39 | 1 | 46 |
| Oregon | 0 | 11 | 6 | 20 | 1 | 38 |
| Pennsylvania | 0 | 54 | 56 | 46 | 2 | 158 |
| Rhode Island | 0 | 2 | 0 | 3 | 0 | 5 |
| South Carolina | 0 | 0 | 0 | 12 | 0 | 12 |
| South Dakota | 0 | 18 | 0 | 1 | 2 | 21 |
| Tennessee | 0 | 3 | 24 | 16 | 0 | 43 |
| Texas | 2 | 226 | 188 | 168 | 7 | 591 |
| Utah | 0 | 0 | 3 | 21 | 0 | 24 |
| Vermont | 0 | 0 | 0 | 0 | 0 | 0 |
| Virginia | 0 | 106 | 305 | 69 | 0 | 480 |
| Washington | 0 | 48 | 57 | 50 | 0 | 155 |
| West Virginia | 0 | 0 | 3 | 1 | 0 | 4 |
| Wisconsin | 0 | 4 | 0 | 10 | 0 | 14 |
| Wyoming | 0 | 0 | 0 | 2 | 0 | 2 |
| Guam | 0 | 0 | 0 | 0 | 0 | 0 |
| Other | <u>2</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>0</u> | <u>2</u> |
| TOTAL | 293 | 1,804 | 3,115 | 6,677 | 199 | 12,088 |

TABLE 6

Total Refugee Arrivals by State of Initial Resettlement:
FY 1987

| <u>State</u> | <u>Total Arrivals</u> | <u>Percent</u> |
|----------------------|-----------------------|----------------|
| Alabama | 150 | 0.2% |
| Alaska | 15 | a/ |
| Arizona | 799 | 1.2 |
| Arkansas | 198 | 0.3 |
| California | 25,571 | 39.6 |
| Colorado | 797 | 1.2 |
| Connecticut | 779 | 1.2 |
| Delaware | 21 | a/ |
| District of Columbia | 241 | 0.4 |
| Florida | 1,328 | 2.1 |
| Georgia | 1,026 | 1.6 |
| Hawaii | 416 | 0.6 |
| Idaho | 88 | 0.1 |
| Illinois | 2,249 | 3.5 |
| Indiana | 133 | 0.2 |
| Iowa | 435 | 0.7 |
| Kansas | 506 | 0.8 |
| Kentucky | 249 | 0.4 |
| Louisiana | 440 | 0.7 |
| Maine | 142 | 0.2 |
| Maryland | 1,051 | 1.6 |
| Massachusetts | 1,804 | 2.8 |
| Michigan | 1,210 | 1.9 |
| Minnesota | 2,208 | 3.4 |
| Mississippi | 90 | 0.1 |
| Missouri | 683 | 1.1 |
| Montana | 72 | 0.1 |
| Nebraska | 230 | 0.4 |
| Nevada | 296 | 0.5 |
| New Hampshire | 97 | 0.1 |
| New Jersey | 1,102 | 1.7 |
| New Mexico | 176 | 0.3 |
| New York | 5,499 | 8.5 |
| North Carolina | 626 | 1.0 |
| North Dakota | 34 | a/ |

| <u>State</u> | <u>Total Arrivals</u> | <u>Percent</u> |
|----------------|-----------------------|----------------|
| Ohio | 776 | 1.2% |
| Oklahoma | 289 | 0.4 |
| Oregon | 783 | 1.2 |
| Pennsylvania | 1,518 | 2.3 |
| Rhode Island | 380 | 0.6 |
| South Carolina | 70 | 0.1 |
| South Dakota | 98 | 0.2 |
| Tennessee | 565 | 0.9 |
| Texas | 3,528 | 5.5 |
| Utah | 569 | 0.9 |
| Vermont | 109 | 0.2 |
| Virginia | 1,516 | 2.3 |
| Washington | 2,232 | 3.5 |
| West Virginia | 7 | <u>a/</u> |
| Wisconsin | 1,435 | 2.2 |
| Wyoming | 4 | <u>a/</u> |
| Guam | 1 | <u>a/</u> |
| Other | 2 | <u>a/</u> |
| TOTAL | <u>64,643</u> | <u>100.0%</u> |

a/ Less than 0.1 percent.

TABLE 7

Applications for Refugee Status Granted by INS:
FY 1980 - FY 1987^{a/}

| Country of Chargeability | FY 1980- FY 1984 | FY 1985 | FY 1986 | FY 1987 | Total |
|--------------------------|---------------------|---------|---------|---------|---------|
| Afghanistan | 13,713 | 2,234 | 2,450 | 3,221 | 21,618 |
| Albania | 169 | 48 | 84 | 48 | 349 |
| Angola | 380 | 60 | 7 | 41 | 488 |
| Bulgaria | 594 | 136 | 154 | 116 | 1,000 |
| Cambodia | 97,578 | 11,380 | 2,084 | 1,187 | 112,229 |
| China | 1,123 | 20 | 13 | 0 | 1,156 |
| Cuba | 4,339 | 1,865 | 47 | 69 | 6,320 |
| Czechoslovakia | 4,720 | 984 | 1,461 | 1,060 | 8,225 |
| Egypt | 120 | 0 | 0 | 0 | 120 |
| El Salvador | 96 | 0 | 0 | 0 | 96 |
| Ethiopia | 13,599 | 1,771 | 1,285 | 1,808 | 18,463 |
| Greece | 421 | 0 | 0 | 0 | 421 |
| Hong Kong | 1,414 | 101 | 201 | 15 | 1,731 |
| Hungary | 2,244 | 534 | 662 | 695 | 4,135 |
| Iran | 4,458 | 3,496 | 3,231 | 6,658 | 17,843 |
| Iraq | 5,851 | 259 | 304 | 203 | 6,617 |
| Laos | 69,978 | 4,305 | 13,421 | 17,518 | 105,222 |
| Lebanon | 442 | 0 | 6 | 0 | 448 |
| Lesotho | 12 | 10 | 0 | 4 | 26 |
| Libya | 9 | 5 | 1 | 2 | 17 |
| Macau | 80 | 1 | 0 | 0 | 81 |
| Malawi | 33 | 6 | 4 | 2 | 45 |
| Mozambique | 61 | 9 | 2 | 7 | 79 |
| Namibia | 67 | 12 | 4 | 3 | 86 |
| Nicaragua | 3 | 3 | 0 | 30 | 36 |
| Philippines | 86 | 10 | 0 | 0 | 96 |
| Poland | 19,089 | 3,001 | 3,734 | 3,568 | 29,392 |
| Romania | 15,900 | 4,650 | 2,630 | 3,105 | 26,285 |
| Rwanda | 0 | 0 | 0 | 1 | 1 |
| Somalia | 0 | 0 | 0 | 1 | 1 |
| South Africa | 50 | 31 | 12 | 70 | 163 |
| Syria | 736 | 4 | 5 | 0 | 745 |
| Taiwan | 0 | 12 | 0 | 0 | 12 |
| Turkey | 720 | 1 | 0 | 0 | 721 |
| USSR | 24,235 | 639 | 789 | 3,695 | 29,358 |
| Uganda | 3 | 8 | 7 | 25 | 43 |
| Vietnam | 175,167 | 23,799 | 19,474 | 18,362 | 236,802 |
| Yugoslavia | 61 | 6 | 1 | 3 | 71 |
| Zaire | 69 | 31 | 8 | 12 | 120 |
| Zimbabwe | 0 | 5 | 0 | 0 | 5 |
| All Others | 355 | 0 | 0 | 0 | 355 |
| TOTAL | 457,975 | 59,436 | 52,081 | 61,529 | 631,021 |

a/ Approvals under P.L. 96-212, section 207, effective April 1, 1980. Numbers approved during a year differ slightly from the numbers actually entering during that year. Source: Immigration and Naturalization Service, unpublished tabulations.

TABLE 8

Asylum Applications (Cases) Approved by INS
 FY 1980 - FY 1987^{a/}

| <u>Country of Nationality</u> | <u>FY 1980- FY 1984</u> | <u>FY 1985</u> | <u>FY 1986</u> | <u>FY 1987</u> | <u>Total</u> |
|-------------------------------|-----------------------------|----------------|----------------|----------------|--------------|
| Afghanistan | 1,130 | 57 | 48 | 22 | 1,257 |
| Albania | 0 | 0 | 0 | 2 | 2 |
| Algeria | 0 | 0 | 0 | 1 | 1 |
| Angola | 4 | 0 | 1 | 1 | 6 |
| Argentina | 30 | 0 | 0 | 0 | 30 |
| Bangladesh | 2 | 0 | 0 | 0 | 2 |
| Belize | 0 | 0 | 1 | 0 | 1 |
| Brazil | 0 | 1 | 0 | 0 | 1 |
| Bulgaria | 32 | 5 | 10 | 4 | 51 |
| Burma | 0 | 1 | 0 | 1 | 2 |
| Burundi | 2 | 0 | 0 | 0 | 2 |
| Cambodia | 9 | 3 | 6 | 0 | 18 |
| Cape Verde | 0 | 0 | 1 | 0 | 1 |
| Chile | 13 | 6 | 6 | 4 | 29 |
| China | 51 | 44 | 18 | 21 | 134 |
| Colombia | 5 | 0 | 0 | 1 | 6 |
| Costa Rica | 0 | 1 | 0 | 5 | 6 |
| Cuba | 107 | 61 | 17 | 70 | 255 |
| Czechoslovakia | 105 | 34 | 22 | 11 | 172 |
| Dominican Republic | 0 | 1 | 0 | 0 | 1 |
| Ecuador | 1 | 1 | 0 | 0 | 2 |
| Egypt | 41 | 0 | 0 | 5 | 46 |
| El Salvador ^{b/} | 571 | 74 | 55 | 29 | 729 |
| Equatorial Guinea | 0 | 0 | 1 | 0 | 1 |
| Ethiopia | 1,094 | 187 | 175 | 165 | 1,621 |
| France | 1 | 0 | 0 | 0 | 1 |
| Germany (East) | 10 | 6 | 5 | 1 | 22 |
| Germany (West) | 0 | 0 | 0 | 1 | 1 |
| Ghana | 30 | 8 | 6 | 4 | 48 |
| Guatemala | 3 | 5 | 5 | 7 | 20 |
| Guinea | 0 | 1 | 0 | 1 | 2 |
| Guyana | 6 | 3 | 0 | 0 | 9 |
| Haiti | 50 | 4 | 2 | 0 | 56 |
| Honduras | 5 | 2 | 0 | 2 | 9 |
| Hong Kong | 0 | 0 | 0 | 1 | 1 |
| Hungary | 181 | 46 | 22 | 14 | 263 |
| India | 0 | 1 | 0 | 0 | 1 |
| Indonesia | 2 | 0 | 1 | 0 | 3 |

| <u>Country of Nationality</u> | <u>FY 1980- FY 1984</u> | <u>FY 1985</u> | <u>FY 1986</u> | <u>FY 1987</u> | <u>Total</u> |
|-----------------------------------|-----------------------------|----------------|----------------|----------------|--------------|
| Iran | 12,906 | 2,779 | 1,172 | 967 | 17,824 |
| Iraq | 154 | 41 | 8 | 12 | 215 |
| Israel | 1 | 0 | 0 | 1 | 2 |
| Italy | 1 | 0 | 0 | 1 | 2 |
| Japan | 0 | 1 | 0 | 0 | 1 |
| Jordan | 3 | 1 | 0 | 0 | 4 |
| Kenya | 2 | 0 | 0 | 0 | 2 |
| Korea | 0 | 1 | 0 | 0 | 1 |
| Laos | 12 | 1 | 2 | 2 | 17 |
| Lebanon | 43 | 13 | 4 | 23 | 83 |
| Liberia | 5 | 2 | 5 | 7 | 19 |
| Libya | 96 | 54 | 41 | 86 | 277 |
| Malawi | 4 | 1 | 0 | 1 | 6 |
| Mexico | 1 | 1 | 0 | 5 | 7 |
| Morocco | 0 | 0 | 0 | 1 | 1 |
| Namibia | 3 | 0 | 0 | 0 | 3 |
| Nicaragua | 1,933 | 408 | 1,082 | 1,867 | 5,290 |
| Nigeria | 0 | 0 | 0 | 1 | 1 |
| Pakistan | 23 | 10 | 2 | 5 | 40 |
| Peru | 2 | 0 | 0 | 1 | 3 |
| Philippines | 76 | 29 | 9 | 1 | 115 |
| Poland | 1,884 | 451 | 373 | 447 | 3,155 |
| Rhodesia | 4 | 0 | 0 | 0 | 4 |
| Romania | 385 | 101 | 127 | 126 | 739 |
| Seychelles | 6 | 2 | 1 | 0 | 9 |
| Sierra Leone | 2 | 0 | 0 | 0 | 2 |
| Singapore | 1 | 0 | 0 | 0 | 1 |
| Somalia | 34 | 22 | 16 | 14 | 86 |
| South Africa | 56 | 5 | 10 | 8 | 79 |
| Sri Lanka | 0 | 0 | 1 | 0 | 1 |
| Sudan | 0 | 0 | 1 | 0 | 1 |
| Suriname | 0 | 0 | 0 | 1 | 1 |
| Syria | 73 | 30 | 50 | 47 | 200 |
| Taiwan | 1 | 1 | 0 | 1 | 3 |
| Tanzania | 0 | 0 | 0 | 1 | 1 |
| Thailand | 2 | 1 | 0 | 0 | 3 |
| Turkey | 7 | 1 | 0 | 0 | 8 |
| USSR | 120 | 26 | 33 | 32 | 211 |
| Uganda | 118 | 15 | 6 | 1 | 140 |
| Venezuela | 0 | 0 | 0 | 1 | 1 |
| Vietnam | 75 | 13 | 8 | 10 | 106 |
| Yemen (Aden) | 0 | 1 | 0 | 1 | 2 |
| Yemen (Sanaa) | 0 | 6 | 2 | 1 | 9 |

| <u>Country of Nationality</u> | <u>FY 1980- FY 1984</u> | <u>FY 1985</u> | <u>FY 1986</u> | <u>FY 1987</u> | <u>Total</u> |
|-----------------------------------|-----------------------------|----------------|----------------|----------------|--------------|
| Yugoslavia | 35 | 8 | 4 | 16 | 63 |
| Zaire | 7 | 2 | 0 | 0 | 9 |
| Zimbabwe | 1 | 1 | 0 | 0 | 2 |
| Stateless | 0 | 4 | 0 | 1 | 5 |
| All Others | <u>299</u> | <u>1</u> | <u>0</u> | <u>0</u> | <u>300</u> |
| Total Cases | 21,860 | 4,585 | 3,359 | 4,062 | 33,866 |
| Total Persons | <u>c/</u> | 6,514 | 4,284 | 5,093 | <u>c/</u> |

a/ Approvals under P.L. 96-212, section 208.

b/ Prior to March 1, 1981, approvals for EL Salvador are shown under "All Others."

c/ Not available.

Source: Immigration and Naturalization Service, unpublished tabulations.

TABLE 9

Estimated Southeast Asian Refugee Population by State:
September 30, 1986, and September 30, 1987a/

| <u>State</u> | <u>9/30/86</u> | <u>9/30/87</u> | <u>Percent</u> <u>9/30/87</u> |
|----------------------|----------------|----------------|----------------------------------|
| Alabama | 3,300 | 3,300 | 0.4% |
| Alaska | 200 | 100 | |
| Arizona | 6,000 | 6,700 | c/ |
| Arkansas | 2,800 | 3,000 | 0.8 |
| California | 316,200 | 332,600 | 0.4 |
| Colorado | 11,100 | 11,700 | 39.3 |
| Connecticut | 7,200 | 7,500 | 1.4 |
| Delaware | 300 | 300 | 0.9 |
| District of Columbia | 1,500 | 1,500 | c/ |
| Florida | 13,700 | 14,400 | 0.2 |
| Georgia | 10,300 | 10,900 | 1.7 |
| Hawaii | 7,000 | 7,600 | 1.3 |
| Idaho | 1,700 | 1,700 | 0.9 |
| Illinois | 26,600 | 27,800 | 0.2 |
| Indiana | 4,200 | 4,200 | 3.3 |
| Iowa | 9,200 | 9,100 | 0.5 |
| Kansas | 10,400 | 10,200 | 1.1 |
| Kentucky | 2,600 | 2,800 | 1.2 |
| Louisiana | 14,600 | 14,800 | 0.3 |
| Maine | 1,800 | 1,700 | 1.7 |
| Maryland | 9,900 | 10,000 | 0.2 |
| Massachusetts | 25,300 | 26,700 | 1.2 |
| Michigan | 10,900 | 11,600 | 3.2 |
| Minnesota | 26,500 | 29,300 | 1.4 |
| Mississippi | 1,900 | 1,700 | 3.5 |
| Missouri | 7,400 | 7,800 | 0.2 |
| Montana | 900 | 1,000 | 0.9 |
| Nebraska | 2,100 | 2,300 | 0.1 |
| Nevada | 2,200 | 2,300 | 0.3 |
| New Hampshire | 700 | 800 | 0.3 |
| New Jersey | 7,100 | 7,500 | c/ |
| New Mexico | 2,100 | 2,200 | 0.9 |
| New York | 29,600 | 31,100 | 0.3 |
| North Carolina | 5,600 | 6,200 | 3.7 |
| North Dakota | 900 | 900 | 0.7 |
| Ohio | 11,200 | 11,900 | 0.1 |
| Oklahoma | 9,100 | 8,700 | 1.4 |
| Oregon | 18,600 | 19,400 | 1.0 |
| | | | 2.3 |

| <u>State</u> | <u>9/30/86</u> | <u>9/30/87</u> | <u>Percent</u> <u>9/30/87</u> |
|-------------------|----------------|----------------|----------------------------------|
| Pennsylvania | 26,600 | 27,700 | 3.3% |
| Rhode Island | 6,600 | 7,100 | 0.8 |
| South Carolina | 2,300 | 2,400 | 0.3 |
| South Dakota | 1,000 | 1,000 | 0.1 |
| Tennessee | 5,600 | 5,700 | 0.7 |
| Texas | 61,100 | 64,300 | 7.6 |
| Utah | 8,600 | 8,800 | 1.0 |
| Vermont | 600 | 600 | c/ |
| Virginia | 21,900 | 22,500 | 2.7 |
| Washington | 37,500 | 40,000 | 4.7 |
| West Virginia | 400 | 400 | c/ |
| Wisconsin | 10,800 | 12,100 | 1.4 |
| Wyoming | 200 | 200 | c/ |
| Guam | 300 | 300 | c/ |
| Other Territories | b/ | b/ | c/ |
| TOTAL | 806,200 | 846,400 | 100.0% |

a/ The September 1986 estimates were constructed by taking the January 1981 INS alien registration, adjusting it for underregistration, adding persons who arrived from January 1981 through September 1986, and adjusting the totals so derived for secondary migration. The September 1987 estimates were constructed similarly by using the known distribution of the population in January 1981, adding arrivals from January 1981 through September 1987, and adjusting those totals for secondary migration. Estimates of secondary migration rates were developed from data submitted by the States. Figures are rounded to the nearest hundred and may not add to totals due to rounding. No adjustments have been made for births and deaths among the refugee population. Percentages are calculated from unrounded data.

b/ Less than 50.

c/ Less than 0.1 percent.

TABLE 10

Secondary Migration Data Compiled from the Refugee State-of-Origin
Report: June 30, 1987^{a/}

| <u>State</u> | <u>Non- Movers</u> | <u>Out- Migrants</u> | <u>In- Migrants</u> | <u>Net Migration</u> |
|--------------------------------|------------------------|--------------------------|-------------------------|--------------------------|
| Alabama <u>c/</u> | d/ | 149 | 209 | 60 |
| Alaska <u>b/</u> | b/ | 49 | 0 | -49 |
| Arizona <u>c/</u> | 2,510 | 547 | 192 | -355 |
| Arkansas <u>c/</u> | 248 | 86 | 104 | 18 |
| California | 33,329 | 1,201 | 8,294 | 7,093 |
| Colorado <u>c/</u> | 884 | 313 | 197 | -116 |
| Connecticut | 374 | 225 | 38 | -187 |
| Delaware | 16 | 1 | 1 | 0 |
| District of Columbia <u>c/</u> | 24 | 416 | 37 | -379 |
| Florida | 1,128 | 605 | 95 | -510 |
| Georgia <u>c/</u> | 700 | 555 | 132 | -423 |
| Hawaii | 438 | 81 | 39 | -42 |
| Idaho | 49 | 246 | 14 | -232 |
| Illinois | 2,124 | 1,113 | 219 | -894 |
| Indiana | 177 | 190 | 0 | -190 |
| Iowa | 640 | 461 | 38 | -423 |
| Kansas | 498 | 392 | 113 | -279 |
| Kentucky | 129 | 323 | 6 | -317 |
| Louisiana <u>c/</u> | 539 | 482 | 360 | -122 |
| Maine | 144 | 200 | 12 | -188 |
| Maryland <u>c/</u> | 708 | 353 | 322 | -31 |
| Massachusetts <u>c/</u> | 3,869 | 509 | 1,664 | 1,155 |
| Michigan <u>c/</u> | 1,052 | 224 | 164 | -60 |
| Minnesota | 2,860 | 521 | 788 | 267 |
| Mississippi | 19 | 86 | 17 | -69 |
| Missouri | 281 | 587 | 35 | -552 |
| Montana | 74 | 26 | 1 | -25 |
| Nebraska | 83 | 175 | 14 | -161 |
| Nevada | 78 | 174 | 5 | -169 |
| New Hampshire | 34 | 66 | 0 | -66 |
| New Jersey | 564 | 332 | 71 | -261 |
| New Mexico | 30 | 246 | 5 | -241 |
| New York | 4,313 | 1,098 | 660 | -438 |
| North Carolina <u>c/</u> | 89 | 359 | 51 | -308 |
| North Dakota | 87 | 122 | 4 | -118 |
| Ohio | 891 | 345 | 172 | -173 |
| Oklahoma | 188 | 432 | 65 | -367 |
| Oregon | 1,120 | 442 | 175 | -267 |

| <u>State</u> | <u>Non- Movers</u> | <u>Out- Migrants</u> | <u>In- Migrants</u> | <u>Net Migration</u> |
|--------------------------|------------------------|--------------------------|-------------------------|--------------------------|
| Pennsylvania | 1,578 | 499 | 446 | -53 |
| Rhode Island <u>c/</u> | 1,128 | 235 | 483 | 248 |
| South Carolina <u>c/</u> | 32 | 38 | 10 | -28 |
| South Dakota | 34 | 50 | 0 | -50 |
| Tennessee | 320 | 428 | 21 | -407 |
| Texas <u>c/</u> | 5,480 | 2,703 | 2,093 | -610 |
| Utah | 356 | 653 | 32 | -621 |
| Vermont | 68 | 50 | 6 | -44 |
| Virginia <u>c/</u> | 1,842 | 632 | 708 | 76 |
| Washington <u>c/</u> | 6,537 | 637 | 1,410 | 773 |
| West Virginia | 6 | 56 | 8 | -48 |
| Wisconsin | 1,163 | 154 | 421 | 267 |
| Wyoming | <u>d/</u> | 23 | 6 | -17 |
| Guam <u>c/</u> | 16 | 0 | 0 | 0 |
| Other <u>b/</u> | <u>b/</u> | <u>67</u> | <u>0</u> | <u>-67</u> |
| TOTAL | 78,851 | 19,957 | 19,957 | 0 |

a/ This table represents a compilation of unadjusted data reported by the States on Form ORR-11. The population base is refugees receiving State-administered services on 6/30/87. Persons without social security numbers or other information to document State of arrival, a total of 5,831, were dropped from the analysis. Secondary migration is defined as a change of residence across a State line at any time between initial arrival in the U.S. and the reporting date. With regard to any given State, out-migrants are persons initially placed there who were living elsewhere on the reporting date, and in-migrants are persons living there on the reporting date who were initially placed elsewhere.

b/ Not participating in the refugee program.

c/ Reporting base included refugees receiving social services without cash or medical assistance.

d/ Not reported.

TABLE 11
 Receipt of Cash Assistance by Refugee Nationality: June 30, 1987

| State | Country of Nationality | | | | | | | | | | | | Total | |
|----------------------|------------------------|-------|---------|------|--------|-------------------|------|-------------|------|------|----------|-------|--------|-----|
| | Cambodia | Laos | Vietnam | USSR | Poland | Other East Europe | Cuba | Afghanistan | Iran | Iraq | Ethiopia | Other | | |
| Alabama | 10 | 16 | 134 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 160 |
| Arizona | 12 | 11 | 83 | 0 | 4 | 4 | 0 | 19 | 11 | 0 | 9 | 5 | 158 | |
| Arkansas | 0 | 26 | 18 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 44 | |
| California a/ | 8,052 | 8,631 | 19,775 | 334 | 306 | 1,382 | 18 | 2,144 | 0 | 108 | 407 | 3,695 | 44,852 | |
| Colorado | 91 | 182 | 421 | 7 | 0 | 14 | 0 | 19 | 20 | 0 | 13 | 0 | 767 | |
| Connecticut | 34 | 210 | 85 | 13 | 9 | 7 | 0 | 2 | 8 | 4 | 4 | 9 | 385 | |
| Delaware | 0 | 0 | 9 | 0 | 0 | 0 | 0 | 1 | 7 | 0 | 0 | 0 | 17 | |
| District of Columbia | 0 | 0 | 13 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 10 | 2 | 25 | |
| Florida b/ | 0 | 0 | 531 | 0 | 0 | 0 | 72 | 0 | 0 | 0 | 0 | 146 | 749 | |
| Georgia | 138 | 89 | 186 | 0 | 0 | 0 | 0 | 38 | 4 | 0 | 23 | 21 | 499 | |
| Hawaii | 12 | 145 | 280 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 439 | |
| Idaho | 12 | 7 | 12 | 4 | 3 | 9 | 0 | 0 | 2 | 0 | 0 | 0 | 49 | |
| Illinois | 572 | 333 | 648 | 31 | 189 | 309 | 16 | 69 | 80 | 88 | 86 | 50 | 2,471 | |
| Indiana c/ | 28 | 23 | 80 | 0 | 9 | 5 | 0 | 11 | 3 | 0 | 18 | 0 | 177 | |
| Iowa | 53 | 154 | 181 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 390 | |
| Kansas | 137 | 109 | 642 | 0 | 0 | 0 | 0 | 14 | 0 | 0 | 0 | 12 | 914 | |
| Kentucky | 19 | 17 | 93 | 0 | 0 | 0 | 0 | 4 | 2 | 0 | 0 | 0 | 135 | |
| Louisiana | 3 | 113 | 285 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 0 | 404 | |
| Maine | 94 | 4 | 13 | 0 | 13 | 6 | 0 | 20 | 6 | 0 | 0 | 0 | 156 | |
| Maryland | 211 | 83 | 312 | 1 | 5 | 12 | 0 | 47 | 0 | 92 | 42 | 7 | 812 | |
| Massachusetts | 2,573 | 319 | 1,688 | 68 | 56 | 128 | 1 | 42 | 44 | 0 | 27 | 497 | 5,443 | |
| Michigan | 41 | 273 | 262 | 5 | 292 | 168 | 30 | 5 | 33 | 72 | 32 | 60 | 1,273 | |
| Minnesota | 924 | 1,836 | 585 | 0 | 16 | 26 | 0 | 32 | 30 | 0 | 84 | 42 | 3,575 | |
| Mississippi | 0 | 0 | 36 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 36 | |
| Missouri b/ | 0 | 0 | 313 | 27 | 0 | 0 | 0 | 0 | 0 | 0 | 36 | 0 | 376 | |
| Montana | 0 | 52 | 6 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 3 | 0 | 64 | |
| Nebraska | 7 | 30 | 50 | 0 | 0 | 1 | 0 | 7 | 0 | 0 | 0 | 0 | 95 | |
| Nevada | 0 | 7 | 41 | 0 | 0 | 3 | 0 | 26 | 6 | 0 | 0 | 0 | 83 | |
| New Hampshire | 17 | 4 | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 25 | |
| New Jersey | 27 | 9 | 403 | 7 | 41 | 1 | 5 | 95 | 0 | 20 | 3 | 14 | 625 | |
| New Mexico | 7 | 26 | 58 | 0 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 4 | 99 | |
| New York | 1,191 | 270 | 1,485 | 301 | 130 | 359 | 50 | 889 | 244 | 0 | 40 | 40 | 4,999 | |
| North Carolina | 20 | 45 | 45 | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 0 | 12 | 123 | |
| North Dakota | 7 | 4 | 10 | 0 | 4 | 9 | 0 | 0 | 5 | 0 | 0 | 2 | 41 | |
| Ohio | 427 | 237 | 237 | 1 | 0 | 49 | 0 | 8 | 21 | 0 | 62 | 128 | 1,170 | |
| Oklahoma | 19 | 38 | 143 | 0 | 1 | 14 | 0 | 0 | 7 | 0 | 0 | 0 | 222 | |
| Oregon | 207 | 158 | 434 | 6 | 11 | 117 | 0 | 21 | 0 | 0 | 9 | 24 | 987 | |

| <u>State</u> | <u>Cam- bodia</u> | <u>Laos</u> | <u>Viet- nam</u> | <u>USSR</u> | <u>Poland</u> | <u>Other East Europe</u> | <u>Cuba</u> | <u>Afghan- istan</u> | <u>Iran</u> | <u>Iraq</u> | <u>Ethio- pia</u> | <u>Other</u> | <u>Total</u> |
|-----------------|-----------------------|---------------|----------------------|-------------|---------------|----------------------------------|-------------|--------------------------|-------------|-------------|-----------------------|--------------|---------------|
| Pennsylvania | 993 | 111 | 620 | 6 | 15 | 23 | 0 | 26 | 0 | 0 | 13 | 139 | 1,946 |
| Rhode Island | 318 | 192 | 48 | 0 | 3 | 1 | 0 | 0 | 3 | 0 | 0 | 0 | 565 |
| South Carolina | 1 | 3 | 14 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 18 |
| South Dakota | 0 | 0 | 0 | 0 | 8 | 4 | 0 | 8 | 0 | 0 | 0 | 0 | 20 |
| Tennessee | 37 | 99 | 117 | 0 | 7 | 0 | 0 | 11 | 12 | 5 | 4 | 0 | 292 |
| Texas <u>b/</u> | 0 | 0 | 1,419 | 0 | 5 | 12 | 0 | 59 | 43 | 0 | 21 | 32 | 1,591 |
| Utah | 114 | 59 | 96 | 3 | 19 | 28 | 0 | 0 | 0 | 0 | 1 | 22 | 342 |
| Vermont | 8 | 1 | 3 | 2 | 2 | 42 | 0 | 0 | 0 | 0 | 0 | 0 | 58 |
| Virginia | 219 | 133 | 589 | 0 | 5 | 15 | 0 | 228 | 49 | 3 | 59 | 16 | 1,316 |
| Washington | 1,393 | 899 | 1,714 | 0 | 89 | 311 | 0 | 67 | 67 | 0 | 178 | 0 | 4,718 |
| West Virginia | 0 | 0 | 11 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 14 |
| Wisconsin | 129 | 1,446 | 45 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 31 | 1,651 |
| Wyoming | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 0 | 0 | 0 | 0 | 7 |
| Guam | 0 | 0 | 16 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 16 |
| TOTAL | 18,159 | 16,404 | 34,293 | 816 | 1,244 | 3,065 | 192 | 3,922 | 707 | 392 | 1,187 | 5,012 | 85,393 |
| Percent | 21.3% | 19.2% | 40.2% | 1.0% | 1.5% | 3.6% | 0.2% | 4.6% | 0.8% | 0.5% | 1.4% | 5.9% | 100.0% |

a/ State reported Iranians under "Other."

b/ State reported Southeast Asians as one category; ORR recorded them as Vietnamese.

c/ Partially estimated.

TABLE 12

States with Largest School
Enrollments of Refugee Children: April 1987 a/

| <u>State</u> | <u>Refugee Children</u> | <u>Percent</u> |
|---------------|-------------------------|----------------|
| California | 25,296 | 31.5% |
| Florida | 7,737 | 9.6 |
| Massachusetts | 5,114 | 6.4 |
| Texas | 4,366 | 5.4 |
| Illinois | 4,133 | 5.2 |
| Pennsylvania | 2,723 | 3.4 |
| Washington | 2,693 | 3.4 |
| Virginia | 2,411 | 3.0 |
| Minnesota | 2,400 | 3.0 |
| New York | 2,296 | 2.9 |
| Rhode Island | 1,942 | 2.4 |
| New Jersey | 1,564 | 1.9 |
| Ohio | 1,559 | 1.9 |
| All Others | <u>15,987</u> | <u>20.0</u> |
| TOTAL | 80,221 | 100.0% |

a/ Elementary school children are counted if they have been in the U.S. for less than two years; secondary school children if they have been in the U.S. for less than three years.

Source: State reports to the U.S. Department of Education

TABLE 13
 Placement and Status of Southeast Asian
 Unaccompanied Minor Refugees
 by State and Sponsoring Agency: a/
 September 1987 b/

| State | <u>Total Placed</u> | | | | <u>Remaining in Program</u> | | | | <u>Left Program</u> | |
|----------------------|---------------------|-------|-------|-------|-----------------------------|-------|-------|-------|---------------------|---|
| | USCC | LIRS | Other | Total | USCC | LIRS | Other | Total | Reunited | <u>Emancipated or Independent Living or Other</u> |
| Alabama | 22 | 0 | 0 | 22 | 13 | 0 | 0 | 13 | 0 | 9 |
| Arizona | 126 | 0 | 0 | 126 | 107 | 0 | 0 | 107 | 6 | 13 |
| California | 0 | 0 | 775 | 775 | 0 | 0 | 258 | 258 | 180 | 337 |
| Colorado | 42 | 46 | 5 | 93 | 2 | 1 | 2 | 5 | 27 | 61 |
| Connecticut | 1 | 37 | 0 | 38 | 1 | 29 | 0 | 30 | 1 | 7 |
| District of Columbia | 84 | 68 | 0 | 152 | 19 | 31 | 0 | 50 | 22 | 80 |
| Florida c/ | 0 | 0 | 71 | 71 | 0 | 0 | 14 | 14 | 13 | 44 |
| Georgia | 0 | 0 | 4 | 4 | 0 | 0 | 4 | 4 | 0 | 0 |
| Guam | 0 | 0 | 1 | 1 | 0 | 0 | 1 | 1 | 0 | 0 |
| Hawaii | 0 | 0 | 30 | 30 | 0 | 0 | 0 | 0 | 7 | 23 |
| Illinois | 556 | 25 | 11 | 592 | 226 | 21 | 2 | 249 | 113 | 230 |
| Indiana | 0 | 0 | 8 | 8 | 0 | 0 | 4 | 4 | 0 | 4 |
| Iowa | 128 | 355 | 14 | 497 | 41 | 101 | 4 | 146 | 49 | 301+1 died |
| Kansas | 12 | 74 | 0 | 86 | 2 | 33 | 0 | 35 | 10 | 41 |
| Louisiana | 72 | 0 | 0 | 72 | 12 | 0 | 0 | 12 | 18 | 42 |
| Maine | 0 | 0 | 16 | 16 | 0 | 0 | 15 | 15 | 0 | 1 |
| Maryland | 0 | 0 | 36 | 36 | 0 | 0 | 18 | 18 | 0 | 18 |
| Massachusetts | 33 | 142 | 0 | 175 | 31 | 104 | 0 | 135 | 3 | 36+1 died |
| Michigan | 61 | 152 | 112 | 325 | 14 | 77 | 49 | 140 | 26 | 159 |
| Minnesota | 152 | 595 | 29 | 776 | 60 | 209 | 10 | 279 | 85 | 411+1 died |
| Mississippi | 97 | 0 | 0 | 97 | 54 | 0 | 0 | 54 | 11 | 32 |
| Missouri | 11 | 0 | 1 | 12 | 3 | 0 | 1 | 4 | 2 | 6 |
| Montana | 0 | 55 | 0 | 55 | 0 | 12 | 0 | 12 | 9 | 34 |
| New Hampshire | 0 | 86 | 0 | 86 | 0 | 30 | 0 | 30 | 4 | 52 |
| New Jersey | 158 | 54 | 3 | 215 | 73 | 25 | 2 | 100 | 6 | 109 |
| New Mexico | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| New York | 1,169 | 356 | 0 | 1,525 | 620 | 173 | 0 | 793 | 148 | 584 |
| North Carolina | 2 | 59 | 0 | 61 | 0 | 26 | 0 | 26 | 11 | 24 |
| North Dakota | 0 | 65 | 0 | 65 | 0 | 43 | 0 | 43 | 2 | 20 |
| Ohio | 6 | 51 | 4 | 61 | 2 | 41 | 1 | 44 | 5 | 12 |
| Oklahoma | 0 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 1 |
| Oregon | 258 | 195 | 21 | 474 | 64 | 44 | 0 | 108 | 103 | 263 |
| Pennsylvania | 19 | 347 | 4 | 370 | 2 | 133 | 0 | 135 | 67 | 168 |
| Rhode Island | 19 | 0 | 0 | 19 | 3 | 0 | 0 | 3 | 0 | 16 |
| South Carolina | 0 | 0 | 32 | 32 | 0 | 0 | 13 | 13 | 6 | 13 |
| Texas | 32 | 0 | 0 | 32 | 30 | 0 | 0 | 30 | 0 | 2 |
| Utah | 143 | 0 | 0 | 143 | 59 | 0 | 0 | 59 | 18 | 66 |
| Vermont | 57 | 0 | 0 | 57 | 29 | 0 | 0 | 29 | 3 | 25 |
| Virginia | 340 | 0 | 0 | 340 | 184 | 0 | 0 | 184 | 36 | 120 |
| Washington State | 299 | 153 | 0 | 452 | 122 | 55 | 0 | 177 | 73 | 202 |
| Wisconsin | 0 | 0 | 76 | 76 | 0 | 0 | 22 | 22 | 7 | 47 |
| TOTAL | 3,899 | 2,915 | 1,255 | 8,069 | 1,773 | 1,188 | 420 | 3,381 | 1,071 | 3,617 |

a/ USCC = United States Catholic Conference.

LIRS = Lutheran Immigration and Refugee Service.

b/ Reports received by ORR from the States as of September 1987; California report is unverified.

c/ Includes entrant minors.

APPENDIX B
FEDERAL AGENCY REPORTS

OFFICE OF THE UNITED STATES COORDINATOR FOR REFUGEE AFFAIRS

The Office of the U.S. Coordinator for Refugee Affairs was established by Presidential directive in February of 1979 and has its statutory basis in title III of the Refugee Act of 1980. The Coordinator is appointed by the President and confirmed by the Senate.

The Office was created out of the need to coordinate both the foreign and domestic policy implications of refugee relief and resettlement. The Ambassador-at-Large/U.S. Coordinator for Refugee Affairs is responsible to the President for the development of overall refugee policy.

Specifically, the Coordinator is charged with:

- (1) Development of overall United States refugee admission and resettlement policy;
- (2) Coordination of all United States domestic and international refugee admission and resettlement programs;
- (3) Design of an overall budget strategy;
- (4) Presentation to the Congress of the Administration's overall refugee policy and the relationship of individual agency refugee budgets to that overall policy;
- (5) Advising the President, Secretary of State, Attorney General, and Secretary of Health and Human Services on the relationship of overall United States refugee policy to the admission of refugees to the United States;

- (6) Under the direction of the Secretary of State, representation and negotiation on behalf of the United States with foreign governments and international organizations; and
- (7) Development of effective liaison between the Federal Government and voluntary organizations, governors, mayors, and others involved in refugee relief and resettlement work.

In fulfilling these responsibilities, the Coordinator led the intradepartmental discussions and Congressional consultations leading to the FY 1988 admissions ceiling. The Coordinator also managed the development of a policy that will govern overseas AIDS-testing for refugees to be admitted to the United States after December 1, 1987.

In fiscal year 1987, the Office of the Coordinator for Refugee Affairs submitted a "Report on the Reception and Placement Grant" to Congress, as required by the Refugee Assistance Extension Act of 1986. The Office also examined prospects for a privately-funded resettlement program authorized by the 1987 Presidential Determination on refugee admissions, and will attempt private-sector pilot projects in FY 1988.

The Coordinator met with voluntary agencies and State coordinators throughout the year and also went to Minnesota's Refugee Days of Remembrance, a trip that included discussions with State and Federal representatives as well as local agencies.

BUREAU FOR REFUGEE PROGRAMS

Department of State

GENERAL

The Bureau for Refugee Programs is charged with both support for refugee relief efforts abroad and the admission and initial resettlement of refugees in the United States. It is U.S. policy to contribute our fair share to international relief programs for refugees in countries of first asylum and to encourage refugees, where possible, to return to their homelands once the situation which caused them to flee improves. When safe voluntary repatriation cannot take place, the U.S. promotes the resettlement of refugees in the country of first asylum or elsewhere in the region. The United States accepts for admission certain refugees of special concern who suffer persecution at the hands of tyrannical governments and for whom the aforementioned alternatives do not exist. This has generally been the case in Southeast Asia during the last 10 years.

In recent years, the Bureau has increasingly focused on assistance to refugees abroad as U.S. admissions have decreased. Total admissions to the U.S. in fiscal year 1987 were 64,831; 40,115 of these refugees came from Asia.

During fiscal year 1987, refugee problems remained acute and widespread. Millions of persons continued to live in uncertain and often precarious circumstances. Adding to the critical situation were thousands of new refugees who fled homelands besieged by civil strife, foreign intervention, and social and political persecution, seeking refuge across borders.

U.S. PROGRAM WORLDWIDE

In fiscal year 1987, the United States again provided the largest share of financial support for the Office of the United Nations High Commissioner for Refugees (approximately 30 percent of its budget -- or \$95 million), as well as for other international relief organizations such as the International Committee of the Red Cross (over \$25 million) and the United Nations Relief and Works Agency in the Near East (\$67 million). The United States played a major role in the international effort to provide emergency assistance to refugees and others suffering from the effects of drought and civil conflict in Africa. Of the \$346.6 million obligated by the Bureau for Refugee Programs in fiscal year 1987, approximately \$229.6 million went to refugee assistance and relief activities.

Approximately \$108.7 million was spent for activities relating to the admission of refugees to the United States. Included in this sum are the costs of refugee processing and documentation (including agreements with the Joint Voluntary Agency Representatives in Southeast Asia, Pakistan, and Sudan, and individual voluntary agencies in Europe), overseas English language and cultural orientation training, transportation arranged through the Intergovernmental Committee for Migration, and the reception and placement grants to U.S. voluntary agencies for support of initial resettlement activities. Of the total fiscal year 1987 admissions program budget, approximately \$80 million covered the costs for Southeast Asian refugee admissions, while approximately \$29 million funded the admission of refugees from the Soviet Union, Eastern Europe, Africa, the Near East, South Asia, and Latin America.

RUN DATE: 10/28/87

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1987

| COUNTRY OF CHARGEABILITY | FY 87 REFUGEE ADMISSIONS CEILING | FY TOTAL ADMITTED INTO U.S. AS OF RPT | ADMISSIONS BY MONTH | | | | | | | | | | | | | | |
|--------------------------|----------------------------------|---------------------------------------|---------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-----|---|---|
| | | | OCT | NOV | DEC | JAN | FEB | MAR | APR | MAY | JUNE | JULY | AUG | SEPT | | | |
| AFRICA | 2,000 | 40 | 0 | 13 | 0 | 10 | 4 | 3 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 |
| ANGOLA | | 1,831 | 35 | 54 | 104 | 75 | 113 | 136 | 155 | 372 | 216 | 109 | 148 | 8 | 314 | 0 | 0 |
| ETHIOPIA | | 4 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| LESOTHO | | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| MALAWI | | 7 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| MOZAMBIQUE | | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| NAMIBIA | | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| RWANDA | | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| SOMALIA | | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| SOUTH AFRICA | | 70 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| UGANDA | | 24 | 0 | 11 | 0 | 9 | 5 | 14 | 1 | 0 | 8 | 10 | 8 | 0 | 4 | 0 | 0 |
| ZAIRE | | 7 | 0 | 0 | 7 | 1 | 0 | 0 | 0 | 0 | 15 | 1 | 0 | 0 | 0 | 0 | 0 |
| ZAMBIA | | 4 | 0 | 2 | 0 | 0 | 1 | 0 | 0 | 0 | 4 | 0 | 0 | 0 | 0 | 0 | 0 |
| TOTAL AFRICA | 2,000 | 1,994 | 35 | 81 | 116 | 95 | 125 | 155 | 156 | 376 | 246 | 122 | 169 | 318 | 0 | 0 | 0 |
| EAST ASIA - 1ST ASYL | 32,000 | 1,539 | 65 | 37 | 36 | 13 | 1 | 464 | 268 | 206 | 170 | 131 | 88 | 60 | 0 | 0 | 0 |
| CAMBODIA | | 8,307 | 365 | 87 | 734 | 614 | 207 | 186 | 966 | 130 | 179 | 964 | 650 | 3,225 | 0 | 0 | 0 |
| LAOS | | 7,257 | 793 | 370 | 270 | 140 | 308 | 97 | 66 | 427 | 466 | 1,383 | 1,315 | 1,622 | 0 | 0 | 0 |
| HIGHLAND | | 15,564 | 1,158 | 457 | 1,004 | 754 | 515 | 283 | 1,032 | 557 | 645 | 2,347 | 1,965 | 4,847 | 0 | 0 | 0 |
| VIETNAM | | 14,500 | 767 | 1,477 | 1,549 | 770 | 739 | 1,372 | 1,103 | 1,083 | 642 | 836 | 553 | 3,609 | 0 | 0 | 0 |
| LAND & BOAT | | 9 | 0 | 5 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 0 | 0 | 0 | 0 | 0 |
| OTHER | | 14,509 | 767 | 1,477 | 1,554 | 771 | 739 | 1,372 | 1,103 | 1,083 | 642 | 839 | 553 | 3,609 | 0 | 0 | 0 |
| SUBTOTAL VIETNAM | | 31,612 | 1,990 | 1,971 | 2,594 | 1,538 | 1,255 | 2,119 | 2,403 | 1,846 | 1,457 | 3,317 | 2,606 | 8,516 | 0 | 0 | 0 |
| EAST ASIA - 1ST ASYL | 32,000 | 8,500 | 303 | 343 | 436 | 254 | 377 | 703 | 667 | 1,148 | 806 | 1,071 | 917 | 1,475 | 0 | 0 | 0 |
| ODP | 8,500 | 40,112 | 2,293 | 2,314 | 3,030 | 1,792 | 1,632 | 2,822 | 3,070 | 2,994 | 2,263 | 4,388 | 3,523 | 9,991 | 0 | 0 | 0 |
| TOTAL EAST ASIA | 40,500 | 12,300 | 523 | 1,077 | 932 | 668 | 652 | 830 | 890 | 1,050 | 1,268 | 1,270 | 1,090 | 2,050 | 0 | 0 | 0 |
| EASTERN EUROPE | 12,300 | 48 | 0 | 10 | 0 | 8 | 3 | 7 | 4 | 12 | 0 | 3 | 1 | 0 | 0 | 0 | 0 |
| ALBANIA | | 114 | 5 | 12 | 6 | 7 | 11 | 19 | 5 | 1 | 19 | 8 | 10 | 11 | 0 | 0 | 0 |
| BULGARIA | | 1,072 | 23 | 156 | 156 | 108 | 86 | 118 | 68 | 39 | 100 | 133 | 85 | 34 | 0 | 0 | 0 |
| CZECHOSLOVAKIA | | 669 | 20 | 71 | 30 | 28 | 30 | 15 | 76 | 58 | 28 | 69 | 113 | 19 | 0 | 0 | 0 |
| HUNGARY | | 3,626 | 214 | 342 | 379 | 239 | 289 | 409 | 322 | 284 | 412 | 279 | 244 | 213 | 0 | 0 | 0 |
| POLAND | | 3,075 | 139 | 337 | 255 | 189 | 175 | 168 | 276 | 331 | 275 | 327 | 208 | 395 | 0 | 0 | 0 |
| ROMANIA | | 3,694 | 122 | 111 | 64 | 89 | 58 | 94 | 139 | 325 | 434 | 451 | 429 | 1,378 | 0 | 0 | 0 |
| SOVIET UNION | | 2 | 0 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| YUGOSLAVIA | | 12,300 | 523 | 1,077 | 932 | 668 | 652 | 830 | 890 | 1,050 | 1,268 | 1,270 | 1,090 | 2,050 | 0 | 0 | 0 |
| TOTAL EASTERN EUROPE | 12,300 | 12,300 | 523 | 1,077 | 932 | 668 | 652 | 830 | 890 | 1,050 | 1,268 | 1,270 | 1,090 | 2,050 | 0 | 0 | 0 |

RUN DATE: 10/28/87

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1987

| COUNTRY OF CHARGEABILITY | FY 87 REFUGEE ADMISSIONS CEILING | FY TOTAL ADMITTED INTO U.S. AS OF RPT | ADMISSIONS BY MONTH | | | | | | | | | | | |
|--------------------------|----------------------------------|---------------------------------------|---------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--------|
| | | | OCT | NOV | DEC | JAN | FEB | MAR | APR | MAY | JUNE | JULY | AUG | SEPT |
| LATIN AMERICA | 1,000 | 273 | 0 | 0 | 0 | 4 | 16 | 27 | 2 | 0 | 40 | 84 | 46 | 54 |
| CUBA | | 6 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 6 |
| EL SALVADOR | | 36 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 36 |
| NICARAGUA | | | | | | | | | | | | | | |
| TOTAL LATIN AMERICA | 1,000 | 315 | 0 | 0 | 0 | 4 | 16 | 27 | 2 | 0 | 40 | 84 | 46 | 96 |
| NEAR EAST ASIA | 10,200 | 10,107 | 186 | 1,046 | 1,018 | 572 | 1,111 | 1,104 | 530 | 780 | 664 | 740 | 1,783 | |
| AFGHANISTAN | | 3,220 | 11 | 487 | 382 | 226 | 332 | 312 | 238 | 252 | 362 | 177 | 367 | |
| IRAN | | 6,681 | 170 | 555 | 636 | 346 | 762 | 761 | 282 | 278 | 404 | 571 | 1,368 | |
| IRAQ | | 202 | 5 | 4 | 0 | 0 | 17 | 31 | 8 | 43 | 14 | 19 | 47 | |
| LIBYA | | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 2 | 0 | 0 | 0 | 0 | |
| SAUDI ARABIA | | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | |
| TOTAL NEAR EAST ASIA | 10,200 | 10,107 | 186 | 1,046 | 1,018 | 572 | 1,111 | 1,104 | 530 | 780 | 664 | 740 | 1,783 | |
| GRAND TOTAL | 66,000 | 64,828 | 3,037 | 4,518 | 5,096 | 3,131 | 3,536 | 4,938 | 4,648 | 4,993 | 4,597 | 6,528 | 5,568 | 14,238 |

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS
Summary of Refugee Admissions
Cumulative

| Fiscal Year | Area | | | | | | | TOTAL |
|-------------|--------|---------|----------------|--------------|---------------|----------------|-----------|-------|
| | Africa | Asia | Eastern Europe | Soviet Union | Latin America | Near East Asia | | |
| 1975 | 0 | 135,000 | 1,947 | 6,211 | 3,000 | 0 | 146,158 | |
| 1976 | 0 | 15,000 | 1,756 | 7,450 | 3,000 | 0 | 27,206 | |
| 1977 | 0 | 7,000 | 1,755 | 8,191 | 3,000 | 0 | 19,946 | |
| 1978 | 0 | 20,574 | 2,245 | 10,688 | 3,000 | 0 | 36,507 | |
| 1979 | 0 | 76,521 | 3,393 | 24,449 | 7,000 | 0 | 111,363 | |
| 1980 | 955 | 163,799 | 5,025 | 28,444 | 6,662 | 0 | 207,116 | |
| 1981 | 2,119 | 131,139 | 6,704 | 13,444 | 2,017 | 2,231 | 159,252 | |
| 1982 | 3,326 | 73,522 | 10,780 | 2,756 | 602 | 3,829 | 97,355 | |
| 1983 | 2,648 | 39,408 | 12,083 | 1,409 | 668 | 6,369 | 61,681 | |
| 1984 | 2,747 | 51,960 | 10,285 | 715 | 160 | 5,465 | 71,113 | |
| 1985 | 1,953 | 49,970 | 9,350 | 640 | 138 | 5,246 | 68,045 | |
| 1986 | 1,315 | 45,454 | 8,713 | 787 | 173 | 5,994 | 62,440 | |
| 1987 | 1,994 | 40,112 | 8,606 | 3,694 | 315 | 5,998 | 64,828 | |
| TOTAL | 17,057 | 849,459 | 82,642 | 108,878 | 29,735 | 45,239 | 1,133,010 | |

IMMIGRATION AND NATURALIZATION SERVICE

Department of Justice

The Immigration and Naturalization Service (INS) is responsible for the final determination of an alien's eligibility for processing as a refugee under the United States refugee program and for the final determination of refugee status under United States law. INS authorizes waivers of grounds of excludability that pertain to refugees. Additionally, INS approves affidavits of relationship filed on behalf of aliens abroad seeking admission to the United States as refugees. INS inspects and admits persons arriving in refugee status at United States ports-of-entry and approves refugees' subsequent adjustment of status.

While performance of these responsibilities involves virtually all INS district offices, INS responsibilities in the United States refugee program are primarily discharged by the overseas offices organized into three districts. These are: (1) Bangkok District, with geographic responsibility for the East Asia Region; (2) Rome District, with responsibility for the Soviet Union/Eastern Europe, Near East/South Asia, and Africa regions; and (3) Mexico City, with responsibility for the Latin America and Caribbean region.

The INS overseas offices maintain direct and continuous liaison with representatives and officials of the United Nations High Commissioner for Refugees, Intergovernmental Committee for Migration, United States governmental agencies, foreign governments, and all voluntary agencies with offices or representation abroad.

In fiscal year 1987, immigration officers assigned to INS overseas offices conducted over 75,440 refugee determination interviews and approved for admission 61,629 persons of 25 different nationalities. The overall approval rate for the United States refugee program applicants was 81 percent.

To enhance the processing of refugees, INS opened an office in New Delhi, India, to process refugees in India and Pakistan and has finalized plans to open an office in Nairobi, Kenya, in early fiscal year 1988. In addition, INS has processed refugees in Cuba and has initiated circuit-rider visits in Central and South America.

Early in the year, the Supreme Court decision in Cardoza-Fonseca, which affected asylum determinations, was distributed to domestic and overseas INS offices. In most instances a "less than clear probability" standard of proof has been applied to refugee processing since at least August 1983, with the publication of the Worldwide Guidelines for Overseas Refugee Processing.

INS also published proposed regulations on asylum, which will be finalized in the coming year.

During fiscal year 1987, INS continued liaison with other governmental and private agencies involved in the United States refugee program, and implemented programs to provide substantive information to INS domestic and overseas offices on the refugee program and conditions in refugee-generating countries.

OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS

Department of Education

The Refugee Act of 1980 (P.L. 96-212) as amended by the Refugee Assistance Extension Act of 1986 (P.L. 99-605) authorizes the Secretary of Education instead of the Director of the Office of Refugee Resettlement, HHS, "to make grants, and enter into contracts, for payments for projects to provide special educational services (including English language training) to refugee children in elementary and secondary schools where a demonstrated need has been shown."

The responsibility for providing an educational program for elementary and secondary refugee students rests with the Department of Education. Funds for implementing the Transition Program for Refugee Children were appropriated directly to the Department of Education.

For the 1987-1988 school year, \$15.9 million was made available to States to provide educational services to refugee children. These funds served 80,221 refugee children nationwide.

Transition Program for Refugee ChildrenSchool Year 1987-1988

| <u>State</u> | <u>Refugee Children</u> | <u>Amount of Award</u> |
|----------------------|-----------------------------|----------------------------|
| Alabama | 261 | \$43,100 |
| Alaska | — | — |
| Arizona | 602 | 115,700 |
| Arkansas | 165 | 33,500 |
| California | 25,296 | 4,921,700 |
| Colorado | 566 | 111,600 |
| Connecticut | 1,072 | 238,100 |
| Delaware | 155 | 34,000 |
| District of Columbia | 158 | 42,900 |
| Florida | 7,737 | 1,523,900 |
| Georgia | 936 | 182,600 |
| Hawaii | 205 | 38,700 |
| Idaho | 123 | 20,000 |
| Illinois | 4,133 | 819,800 |
| Indiana | 192 | 32,700 |
| Iowa | 683 | 143,700 |
| Kansas | 1,246 | 238,300 |
| Kentucky | 331 | 74,700 |
| Louisiana | 1,292 | 225,600 |
| Maine | 339 | 63,200 |
| Maryland | 573 | 102,400 |
| Massachusetts | 5,114 | 1,029,700 |
| Michigan | 1,253 | 240,400 |
| Minnesota | 2,400 | 521,500 |
| Mississippi | 161 | 25,900 |
| Missouri | 589 | 119,600 |
| Montana | 65 | 11,900 |
| Nebraska | 178 | 43,900 |
| Nevada | 201 | 40,300 |
| New Hampshire | 101 | 19,500 |
| New Jersey | 1,564 | 307,800 |
| New Mexico | — | — |
| New York | 2,296 | 489,200 |

Transition Program for Refugee ChildrenSchool Year 1987-1988

| <u>State</u> | <u>Refugee Children</u> | <u>Amount of Award</u> |
|----------------|-----------------------------|----------------------------|
| North Carolina | 619 | 114,700 |
| North Dakota | 94 | 21,300 |
| Ohio | 1,559 | 335,900 |
| Oklahoma | 653 | 115,600 |
| Oregon | 369 | 71,100 |
| Pennsylvania | 2,723 | 543,600 |
| Rhode Island | 1,942 | 396,800 |
| South Carolina | 120 | 21,800 |
| South Dakota | 56 | 12,000 |
| Tennessee | 980 | 219,300 |
| Texas | 4,366 | 813,600 |
| Utah | 658 | 125,600 |
| Vermont | 36 | 8,800 |
| Virginia | 2,411 | 489,200 |
| Washington | 2,693 | 529,700 |
| West Virginia | — | — |
| Wisconsin | 955 | 208,800 |
| Wyoming | — | — |
| TOTAL | 80,221 | \$15,883,700 |

OFFICE OF REFUGEE HEALTH
OFFICE OF THE ASSISTANT SECRETARY FOR HEALTH
U.S. PUBLIC HEALTH SERVICE

Department of Health and Human Services

The U.S. Public Health Service (PHS) is charged with ensuring that aliens entering the United States do not pose a threat to the public health of the U.S. populace. Its activities toward refugee health included the monitoring of the health screening of U.S.-bound refugees in Southeast Asia and in Europe, the inspection of all refugees at U.S. ports-of-entry, the notification of the appropriate State and local health departments of those new arrivals requiring follow-up care, and the arrangement of domestic health assessments and appropriate treatment.

The Office of Refugee Health (ORH) in the Office of the Assistant Secretary of Health continued to coordinate the activities of those PHS agencies involved with the refugee health program. In matters related to domestic health activities, ORH worked closely with the HHS Office of Refugee Resettlement (ORR), where it maintained a liaison office. ORH also worked closely with the Bureau for Refugee Programs in the Department of State, with the Immigration and Naturalization Service in the Department of Justice, and with the U.S. Refugee Coordinator's Office on activities related to health screening and health conditions at the refugee camps and processing centers overseas.

ORH, in conjunction with the United Nations High Commission on Refugees and the Government of the Philippines, conducted an extensive tripartite assessment of refugee health services at the Philippine Refugee Processing Center.

ORH supported ORR funding of a domestic refugee hepatitis B testing and immunization program in the U.S.

The PHS agencies active in refugee health matters in FY 1987 involved the Centers for Disease Control; the Health Resources and Services Administration; and the Alcohol, Drug Abuse, and Mental Health Administration. Their activities are discussed below.

CENTERS FOR DISEASE CONTROL

Overseas and Domestic Operations

During FY 1987, the Centers for Disease Control (CDC) continued its legislated responsibility of evaluating and sustaining the quality of the medical screening examinations provided to refugees seeking to resettle in the United States. The program included inspection of

refugees and their medical records at U.S. ports-of-entry and the continuation of the health data collection and dissemination system.

The CDC continued to station two public health advisors in Bangkok, Thailand, to operate a regional program to monitor and evaluate the medical screening examinations provided to refugees in Southeast Asia. A public health advisor continued working from Frankfurt, Germany, to perform similar duties related to refugees coming to the United States from Europe, Africa, the Near East, and South Asia.

During FY 1987, CDC quarantine officers at major U.S. ports-of-entry inspected all arriving refugees (approximately 40,500 from Southeast Asia and 24,500 from other areas of world). As part of the stateside follow-up, CDC collected and disseminated copies of refugee health and immunization documentation to State and local health departments. Microcomputers and printers at U.S. ports-of-entry were used to compile refugee demographic data and to print more than 2,000 different State and local health department address labels. These were used to address refugee medical documentation packets to health departments and to instruct refugees to report to the appropriate health department. During the year, computers and printers at the ports-of-entry were replaced with current industry-standard equipment. As part of the replacement strategy, procedures were reviewed and revised for more efficient and accurate document distribution.

Quarantine officers paid particular attention to refugees with active or suspected active (Class A) tuberculosis and notified the appropriate local health departments by telephone within 24 hours of their arrival in the United States.

A computerized disease surveillance database of demographic and medical data on refugees was continued in FY 1987. In addition to documentation of excludable conditions, data collected include the number of Indochinese refugees who: (a) Complete tuberculosis chemotherapy before departure for the United States; (b) receive tuberculin skin tests and are started on preventive therapy; (c) are screened for hepatitis B surface antigenicity; (d) receive hepatitis B vaccine; and (e) are placed on prophylaxis for Hansen's disease.

The CDC database on refugee arrivals continued to be used by ORR as the primary source of arrival and destination statistics. The database also includes the results of medical screening for 592,353 Southeast Asian refugees entering this country since October 1979. For the period 1975 to 1979, only demographic data were captured and CDC continued to maintain a file of these demographic records. Demographic and medical screening results also have been computerized for non-Indochinese refugees, with records for 90,942 of these refugees now contained in the CDC database.

In FY 1987, a short-course chemotherapy (SCC) regimen for tuberculosis was continued in Southeast Asia for U.S.-bound Indochinese refugees. During the first 9 months of FY 1987, 540 Indochinese refugees completed SCC before arrival, which resulted in less than 0.2 percent of Indochinese arriving with active tuberculosis and continued the reduction of previous years. In addition to treatment of disease, 512 close family contacts to cases of active disease were started on isoniazid preventive therapy during the first 9 months of FY 1987. These measures have greatly reduced the workload of local health departments in the United States in providing tuberculosis treatment and follow-up services to Indochinese refugees.

The CDC continued to review the medical screening examinations provided to refugees in Vietnam who were bound for the United States under the Orderly Departure Program. Refugees arriving in Bangkok under this program are given a new medical examination by the Intergovernmental Committee for Migration within 24 hours after arrival. This rescreening program ensures that current medical information is available before these refugees proceed to either a refugee processing center or directly to the United States.

The booklet, Guidelines for Medical Examination of Indochinese Refugees in Southeast Asia, was revised and distributed after consultation with the Divisions of Tuberculosis Control, Sexually

Transmitted Disease, and Immunization, the Hepatitis Branch of the Center for Infectious Disease, and others at CDC. Sections dealing with management of tuberculosis cases and contacts were strengthened and expanded, while portions dealing with sexually transmitted diseases were revised. In an effort to further strengthen and standardize procedures for Southeast Asian refugees and their documents, classification procedures for contacts to Hansen's disease entering the country on preventive therapy were amended and attachments included. These changes included preparation and assembly of medical documents, as well as guidelines for the management of children with abnormal chest x-rays.

The overseas hepatitis B surface antigen screening (HB_sA_g) program for pregnant females and unaccompanied minors also continued in Southeast Asia. During the first 9 months of the fiscal year, 1,636 persons were tested and 15 percent were found to be positive. The CDC notified State and local health departments and refugee sponsors of those refugees with positive tests to ensure vaccination of appropriate persons.

Vaccination of newborns is critical since it prevents them from becoming infected with hepatitis B; prevents the susceptible from becoming lifelong infectious carriers; and precludes the resultant chronic health problems, such as cirrhosis and cancer of the liver.

Newborns of carrier mothers were given hepatitis B immunoglobulin (HBIG) and hepatitis B (HB) vaccine as recommended by the Immunization Practices Advisory Committee. It is estimated that a minimum of seven dollars in medical costs annually is saved for every one dollar expended in this program. This analysis is conservative since it includes only medical care costs and no mortality cost figures.

Laboratory testing of sera for HB_sA_g continued in laboratories in Southeast Asia, which enabled CDC public health advisors in Bangkok to directly notify health departments, refugees, and sponsors as soon as results were available. Consultants from the Hepatitis Branch, Center for Infectious Diseases, CDC, have monitored laboratory performance by performing comparison testing of specimens in Atlanta and by making site visits to the facilities in Southeast Asia. In the United States, HB vaccine continues to be offered by health care providers to foster family members who are close household contacts of unaccompanied minors identified as being HB_sA_g carriers.

Domestic Health Assessments

Health assessment services again were provided to newly arrived refugees in FY 1987. The follow-up of Class A and Class B conditions

identified through overseas screening continued to be a top priority for State and local health departments. Through a renewed interagency agreement with ORR, CDC again administered the Health Program for Refugees. The goals of the program remained: (1) To address unmet public health needs associated with refugees; (2) to identify health problems which might impair effective resettlement, employability, and self-sufficiency; and (3) to refer refugees with such problems for appropriate diagnosis and treatment. During FY 1987, continued emphasis was given to identifying refugees eligible for preventive treatment for tuberculous infection.

In FY 1987, grants were awarded to: 40 States; the District of Columbia; the City of Philadelphia; Maricopa County, Arizona; Missoula County, Montana; the Barren River District Health Department, Kentucky; and the New York City Department of Health, New York. The ten States that did not participate in FY 1987 were Alaska, Arizona, Arkansas, Delaware, Kentucky, Mississippi, Montana, Nebraska, West Virginia, and Wyoming. Awards were based on the number of newly arrived refugees; the relative burden created by secondary migration; plans for providing intensified tuberculosis preventive therapy and outreach services; program performance; and the justified need for grant support. The 10 most impacted States, which resettled 69.6 percent of all arriving refugees in FY 1987, received 62.7 percent of

the \$5,489,000 in grant funds awarded. Four CDC public health advisors continued their assignments (one in Texas, two in California, and one in New York) to assist in tuberculosis preventive therapy activities.

In FY 1987, CDC personnel made 64 site visits to project areas to provide technical assistance, consultation, and program support and attended numerous local workshops, discussion sessions, and meetings.

Approximately 67 percent of grantees voluntarily share usable data that are helpful in evaluating the health assessment program. An estimated 83 percent of all arriving refugees in these reporting areas receive health assessments. Of the refugees who arrive in specific parts of States in which grant funds permit the development of a coordinated program, approximately 89 percent of the refugees are contacted, and 95 percent of them receive a health assessment. Among refugees who receive health assessments, approximately 74 percent have one or more medical or dental health conditions identified that require treatment and/or referral for specialized diagnosis and care. Limited data and site review observations indicate that nearly 100 percent of the refugee children examined did receive the required immunizations against the vaccine-preventable childhood diseases.

During FY 1987, \$596,000 was again awarded to State and local health departments to continue the hepatitis B screening and vaccination program for pregnant refugee women, their newborns, and

susceptible household contacts. Numerous approaches are being used to conduct HBV prevention activities among refugee populations. Some project areas are in the early stages of designing protocols and implementing programs; in other areas, HBV serologic screening has been a part of initial health assessments for several years. Many of these areas are now able to offer hepatitis B vaccination to susceptible household contacts and newborns of carriers. Various services directed toward mothers and children, such as nutrition, family planning, and prenatal programs, have been tapped by project areas to help identify, locate, and provide service and follow-up for the target refugee population. Computerized registries of HBV carriers have facilitated this process in some States. Project areas reported that 31,213 refugees have been screened for hepatitis B carrier status and that 4,037 (12.9 percent) were found to be HB_sA_g positive. Of the total refugees screened, 2,959 (9.5%) were pregnant refugee women. Of the pregnant refugees screened, 615 (20.8 percent) had a positive HB_sA_g result. The project areas reported that vaccination was given to 549 newborns and 4,031 household contacts or others determined to be at risk. Several problems became apparent during the implementation of the HBV screening and vaccination programs. Among these are: (1) Poor awareness among health care providers of the availability of hepatitis B vaccine; (2)

failures in transfer of responsibility for completing the vaccine series from obstetrician to pediatrician -- i.e., the infant receives HBIG and first vaccination but subsequent injections are not always received; and (3) reluctance of some refugees to accept screening and vaccination. Grantees are taking steps to address these problems.

The identification of secondary migrants continues to be a major problem. Grantee data show that approximately 13 percent of all health assessments performed are for secondary migrants.

The CDC continued to encourage project areas to develop systems for effective tracking and reporting on the health assessments of all new refugee arrivals. Significant progress continues to be made in achieving routine notification by States of out-migrating refugees.

HEALTH RESOURCES AND SERVICES ADMINISTRATION

National Hansen's Disease Program

The Hansen's Disease Program assures the delivery of high quality medical care and adequate diagnosis and follow-up of patients having, or suspected of having, Hansen's disease. This is accomplished at the Gillis W. Long Hansen's Disease Center in Carville, Louisiana, and at 11 Regional Hansen's Disease Centers. The Regional Centers are

located in metropolitan areas where there are large numbers of Hansen's disease patients: Honolulu, Seattle, San Francisco, Los Angeles, San Diego, Austin (which covers the entire State of Texas), Miami, Chicago, Boston, New York City, and San Juan (which covers all of Puerto Rico). Refugees diagnosed in Southeast Asia as having Hansen's disease are referred to a Regional Hansen's Disease Center or a private physician in the area of the refugee's relocation.

During FY 1987, 10 refugees were newly admitted to the Gillis W. Long Hansen's Disease Center because of complications in their response to treatment. In addition, nine refugees were readmitted for care. There are currently 13 patients carried on the census of the Center. Lepromatous leprosy generally requires life-long medication to ensure that the patient remains non-infectious and does not develop deformities or blindness from complications of the disease.

Community Health Centers

The Community Health Center (CHC) and Migrant Health Center Programs in the Bureau of Health Care Delivery and Assistance do not collect or maintain specific data on health services provided to refugees. Refugees are provided services at CHCs in all regions. Those regions serving geographic areas with the highest concentrations

of refugees employ translators and use bilingual signs and notices to assist in health care delivery. Regions III, V, IX, and X reported the greatest activity:

Region III. -- Large populations of Vietnamese and Cambodian refugees are served in the Philadelphia area. CHCs provide medical screening and primary care.

Region V. -- Two cities, Minneapolis and St. Paul, Minnesota, have a large population of Southeast Asian refugees. As the population has peaked, the demand for services has stabilized. The demand for services for Hmong has also stabilized in Milwaukee.

Region IX. -- There are 11 centers providing primary care to Southeast Asian refugees in Region IX. The regional office staff stated that over the past year 10,000 refugees had been seen in clinics under their program jurisdiction.

Region X. -- The highest concentrations of refugees are in Seattle, Salem, and Portland. The International Community Clinic in Seattle and La Clinica Migrant Health Center in Pasco, Washington, provide care to a large number of refugees. The Portland Clinic has a language support program as part of its clinic operations.

Maternal and Child Health Activities

The Bureau of Maternal and Child Health and Resources Development (BMCHRD) has initiated a series of activities designed to identify and address the special health care needs and problems of Southeast Asian refugees. The March 1987 issue of the "MCH Technical Information Series" described these activities and included a major review article on the demography and health care needs of Southeast Asian refugees.

There have been several Special Projects of Regional and National Significance (SPRANS) in areas where sizable numbers of Southeast Asian refugees of various ethnic backgrounds have resettled. These projects have identified important barriers to health care for refugees, including communication barriers related to language or other cultural factors that are serious deterrents for the consumers. Additionally, providers lack an adequate understanding of and sensitivity to the culture, health beliefs, and practices of this relatively new population.

Three SPRANS projects (one in Hawaii and two in California) were devoted specifically to the Southeast Asian refugees; two were directed at genetic blood disorders and one at developmental disabilities. Outreach, screening, diagnosis, counseling, and intervention were provided on a demonstration basis.

A videotape in English on the culture of Southeast Asian refugees and a series of pamphlets on hereditary anemia in the Vietnamese, Khmer, Lao, and Chinese languages were produced by these SPRANS projects. The video and pamphlets will be added to an inventory of edited and catalogued MCH-related health education materials in various Asian languages. The catalog was developed by the Association of Asian Pacific Community Health Organizations with support from EMCHRD. These materials will provide a base for outreach, communication, and education as the EMCHRD initiative on Southeast Asian refugees is expanded.

The EMCHRD-supported SPRANS projects, which are not specifically focused on refugee populations, have contributed supplemental information and documented additional needs derived from their outreach contact with these groups. Such information relates to the high prevalence of lead poisoning among Southeast Asian communities and problems of families served by these projects (New England Consortium of Childhood Lead Poisoning Program, New York State Cooley's Anemia Program, and the six-State New England Regional Thalassemia Program). Two service demonstration projects at the South Cove Community Health Center in Boston and the Chinatown Health Center in New York City have evolved from these programs. These projects have demonstrated a definite need for genetic services related to thalassemia in the Southeast Asian refugees.

ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION,
NATIONAL INSTITUTE OF MENTAL HEALTH

NIMH continued to administer the Refugee Assistance Program-Mental Health (RAP-MH), which is funded by ORR. The objectives of the program are: (1) To ensure a system of mental health services for refugees, (2) to promote mental health and support linkages with appropriate services, and (3) to incorporate refugee mental health services within the State system of care and promote refugee self-sufficiency.

Awards were made to 12 States (California, Colorado, Hawaii, Illinois, Massachusetts, Minnesota, New York, Rhode Island, Texas, Virginia, Washington, and Wisconsin) which contain nearly three-quarters of the refugees who have entered the United States since 1975. FY 1987 represented the second year of a 3-year project, with ORR providing \$1.7 million through an interagency agreement to fund the projects. With a few exceptions, the States completed an extensive formal mental health needs assessment of refugee populations and established liaison with a variety of institutions of higher learning for the purpose of encouraging culturally relevant training programs in the mental health disciplines. A wide variety of provider organizations and mutual assistance associations have also been involved by the States. In addition, progress was made in providing in-service training on refugee mental health issues and in designing culturally relevant programs of prevention, diagnosis, and treatment.

A Technical Assistance Center (TAC) was funded through a contract with the University of Minnesota. Many accomplishments may be identified on the direct efforts of the TAC. A 650-item annotated bibliography on refugee mental health was developed and distributed nationwide to mental health service providers as well as to service providers in Europe and Southeast Asia. Demand has been high for this publication. Further, the following papers have been produced by the TAC and have also received wide distribution:

- o Assessment of Delusions in the Cross Cultural Context.
- o Cultural Factors in the Psychiatric Assessment of Refugees and Others.
- o The Role of Bilingual Workers Without Professional Mental Health Training in Mental Health Services for Refugees.
- o Culturally Sensitive Refugee Mental Health Training Programs.
- o Issues in the Psycho-Social Adjustment of Refugees.
- o Models of Assessment, Treatment, and Prevention for Social Adjustment and Mental Health of Refugees.
- o Models and Methods for Assessing Refugee Mental Health Needs.
- o Cross Cultural Psychological Assessment Issues and Procedures for the Psychological Appraisal of Refugee Patients.
- o Program Models for the Mental Health Treatment of Refugees.

These materials represent state-of-the-art knowledge concerning a wide range of refugee mental health topics and they have been very well received.

Because of the growing expertise on refugee mental health matters, consultation has been requested by the Department of State concerning the provision of mental health services in refugee camps located in Thailand and Malaysia. At the request of the Department of State, refugee camps in Thailand and Malaysia were visited, services were assessed, and recommendations were made to the Department of State and to the United Nations High Commissioner for Refugees-Bangkok regarding the improvement of mental health services. Also, at the request of the Department of State, consultation was provided to the Deputy United Nations High Commissioner for Refugees and staff in Geneva, Switzerland.

There has been an increase in the number of requests received by NIMH for consultation and other services in the refugee mental health arena. These are handled by referring the caller to the TAC or to the RAP-MH funded States, by sending copies of the aforementioned materials, or by providing technical consultation and participation in professional workshops.

The State Planning and Human Resource Development Branch, Division of Education and Service Systems Liaison, NIMH, awarded a Human Resource Development grant to one State for the purpose of identifying training needs of mental health staff in relation to refugee populations.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

(The following reports by the Voluntary and State Resettlement Agencies were prepared by the individual agencies and have been reproduced photographically. Each report expresses the judgments or opinions of the individual agency reporting.)

AMERICAN COUNCIL FOR NATIONALITIES SERVICE

The American Council for Nationalities Service (ACNS) is a national, not for profit non-sectarian organization which has for over sixty years been concerned with issues affecting immigrants, refugees, the foreign born and their descendants. The United States Committee for Refugees (USCR) is the public education and information program of ACNS. In addition, ACNS serves as the American Branch of International Social Services (ISS), which provides intercountry casework services to families and children. ACNS is dedicated to assisting immigrants and refugees in their adjustment to a productive life in the United States; to developing mutual understanding between the foreign born and the general population; and to promoting the humane and fair treatment of refugees through its education and information programs.

ACNS is the national office for a network of 33 member agencies and affiliates across the country. All agencies of the ACNS network provide extensive services to refugees in their local communities. Twenty-seven are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement services and other services including job placement, casework and counseling, assistance on immigration matters, educational services and a range of community information

and cultural activities.

Since 1975, the ACNS network has directly assisted over 82,000 refugees from Southeast Asia, Eastern Europe, the Near East, South Asia, Africa, and Latin America to become productive members of American society. In addition to serving refugees directly resettled by ACNS, many agencies provide services to the larger refugee and immigrant community in their areas.

Resettlement Program

During fiscal year 1987, ACNS and its member agencies resettled the following numbers of refugees:

| | |
|----------------|-------------|
| Afghan | 275 |
| African | 240 |
| European | 111 |
| Hmong | 2099 |
| Khmer | 199 |
| Lowland Lao | 936 |
| Latin American | 8 |
| Vietnamese | <u>1710</u> |
| Total | 5578 |

The ACNS national office, which oversees the allocation of refugees to local agencies, promotes effective resettlement by

also providing local agencies with guidance on new program initiatives, technical assistance, monitoring, centralized information systems.

While in many cases relatives or interested groups assist in providing some resettlement services for new arrivals, member agencies as sponsors for all ACNS refugees are responsible for the delivery of all pre and post reception and placement services.

Utilizing a case management approach, agencies assign a case manager to each newly arrived refugee. The case manager works with the refugee on an ongoing basis to assess needs and to develop and implement a resettlement plan leading to self-sufficiency. If the case manager does not speak the refugee's language, interpreter services, either from agency staff or volunteers, are used. Although a combination of services such as English language training or counseling may be needed by the individual, the focus is on appropriate job placement as quickly as possible for all employable refugees.

Most ACNS agencies employ staff specifically for job counseling and placement. Job counselors discuss both the prospects for and benefits of employment over public assistance and job upgrading to encourage early labor market participation by refugees. Refugees are helped to develop a realistic plan for finding and retaining appropriate employment. The staff plans

individually with each new arrival and closely monitors progress toward the achievement of mutually agreed-upon objectives directed toward early and lasting employment.

In an attempt to maintain quality resettlement among its agencies, ACNS carried out on-site monitoring of eleven local agencies this past year which collectively resettled 65% the ACNS caseload in 1987. These visits permit ACNS to meet its cooperative agreement requirements and to also appreciate the practical, human problems of local resettlement.

ACNS in 1987 organized a special resettlement meeting of its agencies which highlighted current and emerging resettlement issues as well as possible strategies for helping the Agency to be more responsive to these needs. Using the collective expertise of the network, ACNS can more effectively enhance services to refugees. A special meeting to deal with resettlement problems of ACNS's Hmong caseload, which increased substantially in 1987, was held to explore new service strategies for accelerating the adjustment and self-sufficiency of this refugee group.

Related Activities

1. Volunteerism is an important aspect of the ACNS programs. Thousands of hours of volunteer service are provided each year to member agencies. Volunteers are active on governing

boards, involved in ESL instruction, solicit and collect donated goods for refugee clients, help organize and manage cultural events, participate in community relations programs, and in a variety of ways assist individual refugees in their adjustment to life in the U.S.

2. While concern for refugee protection for all groups is an important element of the ACNS program, there has been particular concern about the deterioration of protection and the lack of a solution for the many refugees in Southeast Asia who have languished for several years in refugee camps with limited prospects for resettlement and for those who, in seeking safety lack both protection and adequate services. ACNS staff have participated in activities and dialogue undertaken by the Government, international agencies, and the private agencies in attempting to resolve these serious issues.

3. All member agencies involved in the refugee program work within local and state refugee networks, often providing the leadership for cooperation and coordination. Some agencies participate in coordinated local projects and coalitions. As a major national contractor of legalization services under the Immigration Reform and Control Act of 1986, ACNS, through participation in a national coalition and many of its agencies who were also involved in local coalitions, contributed substantially in attempting to improve the legalization program.

4. ACNS publishes Refugee Reports, a bi-monthly newsletter reaching nearly 2,000 subscribers, which highlights both domestic and international developments in the refugee field. Refugee Reports serves practitioners, policy makers, and the media with current information and analyses on refugee issues.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC. (AFCR)

International headquarters of the AFCR is located at 1776 Broadway, Suite 2105, New York, N. Y. 10019. This headquarters administers the following offices in the United States:

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC., 1505 Commonwealth Ave, Brighton, Mass. 02135 with a branch office at:

AFCR NEW HAMPSHIRE, 34 Gilhaven Road, Manchester, N. H. 03104.

AFCR TWIN FALLS, IDAHO, c/o College of Southern Idaho, P. O. Box 1238, Twin Falls, Idaho 83301.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC., 2862 So. State Street, Salt Lake City, Utah 84115.

AFCR maintains cooperative agreements for resettlement of refugees with the following affiliates:

WESTERN KENTUCKY REFUGEE MUTUAL ASSISTANCE, INC., 548 East Main Street, Bowling Green, Ky. 42101;

YMCA, HIAWATHA BRANCH, 4100 28th Street South, Minneapolis, Minn. 55406;

REFUGEE CENTER, INC., 825 M Street, Suite 201, Lincoln, Neb. 68508;

VERMONT REFUGEE RESETTLEMENT PROGRAM, Dept. of Social & Rehabilitation Services, 103 South Main Street, Waterbury, Vermont 05676.

In Europe, the AFCR maintains its European office in Munich, Germany with branches in Vienna, Austria; Paris, France; and Rome, Italy. Besides, there are cooperating voluntary organizations in Oslo, Norway; Zurich,

Switzerland, and voluntary groups in Australia and New Zealand.

The AFCR's European offices, with the exception of that in Rome, Italy, register all East European refugees who turn to them and process them for admission to the United States with the INS processing posts, or with the immigration processing posts of other countries - mostly Canada, Australia and New Zealand. Those refugees who decide to settle in the European countries of the first asylum, are assisted by the AFCR offices in local integration. Refugees who intend to emigrate receive all necessary counseling concerning local support, emigration possibilities, the ways of getting in touch with their potential sponsors (relatives, friends), availability of language courses; they are being assisted with filling out their application forms with Medical examinations and other documentation, with filing appeals - if needed - and finally, with transportation to the country of their destination after they have been approved for admission.

During this whole process, AFCR's European offices are in constant touch with the New York office which finalizes the sponsorship arrangements for those refugees arriving to the United States either with individual sponsors throughout the country, or assigns the free case refugees to AFCR's offices or affiliates.

The AFCR's caseload of the South East Asian refugees is being handled through the allocation process of the Refugee Data Center.

As the enclosed table shows, the AFCR resettled the total of 1,149 refugees: 564 East Europeans (296 cases) and 585 South East Asians (225 cases) during the fiscal year 1987 (October 1, 1986 - September 30, 1987). 444 Czechoslovaks represented the largest ethnic group. Besides these numbers 15 East

Asian immigrants (9 cases) were received and assisted. The largest South East Asian ethnic group was that of 244 Lao refugees, resettled by the AFCR's affiliate, YMCA, Hiawatha Branch, Minneapolis, MN in the area of Twin Cities. The largest two resettlement operations were conducted by the AFCR's regional office in Boston, which resettled 239 refugees (134 East Europeans and 105 South East Asians), and the regional office in Salt Lake City, resettling 215 refugees (78 East Europeans and 137 South East Asians).

AFCR's regional offices represent an extension of the national office. Each of them is organized in standardized manner, maintaining a regional director with supporting staff necessary to carry out regional responsibilities to provide comprehensive delivery of quality core and optional services. Since these services require assistance to different ethnic groups, both the AFCR's national office and the regional offices employ personnel speaking the languages of refugees from Eastern Europe as well as from South East Asia.

AFCR's regional office in Salt Lake City, Utah was awarded a case management program contract from the Utah State Department of Social Services reimbursing the AFCR for the wages of one (1) full time case manager and a part-time job developer.

The AFCR's national office conducted its own resettlement activities, besides managing its network in Europe and in the United States. During fiscal year 1987 this office resettled the total of 316 refugees: (174 South East Asians and 142 East Europeans). Out of this total, 104 refugees were resettled in New York City area, and the rest, 212 refugees, exclusively

family reunification and anchor refugee cases, in 15 different states (California, Colorado, Connecticut, Florida, Illinois, Maryland, Missouri, New Jersey, Ohio, Oklahoma, Pennsylvania, Tennessee, Texas, Virginia, Washington) under the cooperative agreement of the AFCR with the American Council for Nationalities Service (ACNS), approved for fiscal 1987 by the Bureau for Refugee Programs, the U. S. Department of State. Under this agreement the ACNS delivers core services to these refugees while the AFCR is obligated to report to the BRP and collect the transportation loans for the Intergovernmental Committee for Migration (ICM).

The AFCR was established in 1948, primarily for the purpose of helping Czechoslovak political escapees who left the country after the Communist take-over. Gradually it widened its scope to aid refugees from other East European countries, and, in 1975 to South East Asian refugees. To this date the AFCR has resettled approximately 24,000 Czechoslovak and other East European and 19,878 South East Asian refugees in the United States and assisted approximately 95,000 Czechoslovak refugees in resettlement and local integration in other countries of the free world.

From its inception, the AFCR has emphasized the urgency of immediate or early employment, while attending English language classes and job training and improvement of skills for arriving refugees in order to enable them to the movement toward self-sufficiency as soon as possible. It has discouraged secondary migration, especially for the purpose to secure easier access to public assistance.

The AFRCR believes that refugees should be resettled in the smaller states, with low welfare dependency and good employment opportunities. Consequently, it greatly appreciates the very close cooperation it is having with the states of Vermont, Nebraska, New Hampshire and Idaho and their State Refugee Coordinators.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC.

Resettlement Statistics - FY 1987

| OFFICE/AFFILIATE | Czecho- slovakia | Romania | Hungary | Poland | Bulgaria | Other, E. Europe | Vietnam | Cambodia | Laos | TOTAL |
|--------------------------------------|---------------------|---------|---------|--------|----------|------------------|---------|----------|------|-------|
| AFCR, BOSTON | 127 | 3 | 3 | 1 | 0 | 0 | 90 | 9 | 6 | 239 |
| AFCR, SALT LAKE CITY | 75 | 3 | 0 | 0 | 0 | 0 | 39 | 29 | 69 | 215 |
| AFCR, TWIN FALLS, ID. | 5 | 16 | 3 | 4 | 0 | 0 | 2 | 0 | 0 | 30 |
| YMCA, MINNEAPOLIS, MN.. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 143 | 143 |
| VERMONT REFUGEE RESETTLE. PROG., VT. | 70 | 10 | 0 | 3 | 0 | 2 | 0 | 0 | 4 | 89 |
| REFUGEE CENTER, INC., NEB. | 25 | 5 | 0 | 6 | 0 | 0 | 46 | 1 | 20 | 103 |
| WESTERN KENTUCKY MUTUAL ASSIST., KY. | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 5 | 15 | 20 |
| NYC, HEADQUARTERS | 142 | 25 | 13 | 2 | 9 | 12 | 92 | 0 | 15 | 310 |
| TOTAL | 444 | 62 | 19 | 16 | 9 | 14 | 269 | 44 | 272 | 1149 |

Church World Service Immigration and Refugee Program

Church World Service (CWS) is the relief, development, and refugee service arm of the National Council of the Churches of Christ in the U.S.A., an ecumenical community of 32 Protestant and Orthodox Christian communions. In Fiscal Year 1987, in fulfillment of its Reception and Placement contract with the U.S. Department of State, the Church World Service Immigration and Refugee Program found new homes for 4,985 persons. Since its beginning in 1946, Church World Service has welcomed over 355,000 persons.

The CWS Immigration and Refugee Program philosophy of refugee service is based on the Christian religious commitment to aid the uprooted, the hungry, and the homeless. This commitment manifests itself in the strong constituency for refugee concerns within the local and national church community. It provides an atmosphere of acceptance for refugees in churches across the land which generously contribute time, materials, and funds to help refugees meet their needs until they become self-supporting.

Last year Church World Service resettled the following refugees:

OCTOBER 1986 - SEPTEMBER 1987

| | | | |
|------------------------------|----------------|------------|------------|
| AFRICA | Angola | 8 | |
| | Botswana | 1 | |
| | Ethiopia | 322 | |
| | South Africa | 10 | |
| | Sudan | 1 | |
| | Uganda | 10 | |
| | Zaire | <u>1</u> | 353 |
| EASTERN EUROPE | Albania | 7 | |
| | Bulgaria | 6 | |
| | Czechoslovakia | 52 | |
| | Hungary | 80 | |
| | Poland | 249 | |
| | Romania | 740 | |
| | Soviet Union | <u>272</u> | 1,406 |
| INDOCHINA | Cambodia | 118 | |
| | China | 1 | |
| | Laos | 998 | |
| | Vietnam | <u>662</u> | 1,779 |
| | | | |
| LATIN AMERICA | Cuba | 22 | |
| | Nicaragua | <u>5</u> | 27 |
| NEAR EAST | Afghanistan | 386 | |
| | Iran | 819 | |
| | Iraq | <u>97</u> | 1,302 |
| ORDERLY DEPARTURE PROGRAM | Vietnam | <u>118</u> | <u>118</u> |
| | | | |
| GRAND TOTAL | | | 4,985 |

The Church World Service Immigration and Refugee Program assists the work of the national church community in its work with refugees on three levels: 1) national denominational offices, 2) Ecumenical Refugee Resettlement and Sponsorship Services (ERRSS) offices connected to local ecumenical church councils, and 3) local congregations. CWS maintains a branch office in

Miami and administers the Joint Voluntary Agency office in Kuala Lumpur.

The denominational offices provide counseling, financial assistance, and monitoring of the sponsorship. The national resettlement officers of these denominational form the Immigration and Refugee Program Committee which makes policy and oversees the total program.

A network of over 30 Ecumenical Refugee Resettlement and Sponsorship Services (ERRSS) projects operate in areas of major resettlement activity by CWS. These projects, in partnership with denominational offices, help find sponsors, provide core services, provide information on refugees and act as advocates, provide case management, and conduct a variety of post-arrival services such as English-as-a-Second-Language training, job development, referrals, and counseling services. The Church World Service network is committed to early employment and self-sufficiency. As they are structurally linked to local ecumenical councils, the ERRSS projects are accountable to the church community.

The Immigration and Refugee Program works with the other offices of Church World Service which work in refugee camps around the world. We maintain a close tie to our local partner churches around the world in their work with refugees as they address the root causes which force refugees to flee.

A major part of the strength of the Church World Service network are the many local churches and their members who are committed to refugee resettlement. These churches, working with professionals in the ERRSS offices, continue to make a major contribution to the resettlement of refugees. This grassroots church involvement provides community-based participation and ensures private contributions to refugees in the first 90 days of resettlement and longer. A study by the Church World Service Immigration and Refugee Program entitled Making It On Their Own: From

Sponsorship to Self-Sufficiency (December, 1983) estimated that CWS congregations contributed \$133 million in cash, goods, and services to resettle refugees during the period FY 1980 to the first half of FY 1983.

Church World Service looks forward to continuing its service to refugees in the future in the unique partnership of private and public services of the U.S. Refugee Resettlement Program.

HIAS

HIAS, the Hebrew Immigrant Aid Society, is the refugee and migration agency of the organized Jewish community in the United States.

Our philosophy of resettlement is an outgrowth of over one hundred years of experience in the field of refugee resettlement. In developing this philosophy, we have had the advantage of being able to work in close conjunction with a nationwide network of professionalized Jewish community social service agencies. This network provides us with expert and professionally-derived information and feedback on the progress of each refugee resettlement. Furthermore, it enables us to provide comprehensive case management services under the supervision of trained social workers who are familiar with local resources so as to ensure a smooth transition for newcomers as they enter their new communities.

Our structure and system are particularly suited to the migration and absorption of Jewish refugees. Nonetheless, as experienced resettlement professionals, HIAS has taken part over the years in almost every major refugee migration to this country, regardless of ethnic background.

In resettling both Jewish and non-Jewish clients, HIAS uses the facilities provided by Jewish Federations and their direct-service agencies, such as Jewish Family Services, Jewish Vocational Services, and Jewish Community Centers in almost every city across the country. In New York, we use the services of the New York Association for New Americans, a beneficiary of the United Jewish Appeal. In national resettlement efforts, we work closely with the Council of Jewish Federations, the

coordinating and planning body for Jewish Federations in the United States and Canada. In our resettlement programs, the refugee becomes the responsibility of the organized Jewish community and is served by a team of trained professionals who have as their major priority the successful resettlement of refugees.

This program emphasizing coordinated professional case management does not fail to utilize resources such as the refugee's stateside family and volunteers. Wherever needed, the stateside family is given guidance and direction by a professional in the field of refugee resettlement. Similarly, volunteers are trained and supervised by a professional.

HIAS monitors the progress of resettlement programs in individual communities very carefully, and conducts nationwide meetings on resettlement issues. HIAS field representatives also travel to resettlement sites to assess local needs and to ensure a consistently high level of service appropriate to local conditions. Thus, flexibility and diversity of services are maintained from community to community. Although clients are placed by our New York office in a community of resettlement primarily on the basis of relative reunion, work potential and job markets are also taken into account. Consequently, the types of programs developed in individual communities can vary. The differences in programming can involve not only the type and extent of English language training, but also must consider the income potential of clients, their ability to develop self-help groups, housing requirements, size of families, and many other issues.

While certain areas have readily available job placements, other areas have high rates of unemployment, but must nevertheless be utilized for resettlement because of the exigencies of relative reunion. Quite clearly, the period of maintenance and types of services offered in these varying areas differ. Because we meet with both policy makers and practitioners from across the country on a regular basis, we feel that independence and flexibility in programming is not only possible, but necessary and beneficial to the resettlement process. Since certain communities have developed into centers for certain ethnic groups, those communities must make unique provisions for the social and cultural needs of those groups.

Quite clearly, effective refugee resettlement requires a group of people trained in differing areas of expertise; people with abilities in vocational assessment and job finding, English language training, family counseling, legal issues, etc. All of these areas, however, must be coordinated and brought together into a coherent program. Unless there is a central policy-making body in each community, there is a very great danger that various groups or agencies providing different specialized services may actually find themselves working at cross purposes, viewing each part of the program as an end in itself, instead of as part of a total resettlement program. Therefore, while a great deal of independence must be given to an individual community, a highly coordinated effort must be developed within the community itself.

Community-wide coordination is also needed in order to utilize available resettlement funds in the optimal manner. All communities

bring substantial outlays of private funds and human resources to their resettlement programs. In addition, many of our affiliates choose to participate in the ORR Matching Grant Program and Reception and Placement grants are made available to local agencies through the HIAS national office.

While we have stressed that there is flexibility and diversity from community to community in the types of services offered to refugees, there are certain general guidelines upon which we and all our affiliates agree, and general agreement on the basic attitude towards resettlement. Both our placement policies and resettlement programs in general are structured around two essential elements: Reunion with relatives whenever advisable, and dignified and appropriate employment as soon as possible. These principles can be translated basically into the twin goals of emotional adjustment and financial integration.

By emphasizing relative reunion and the earliest possible appropriate job placement, we try to build upon the refugee's sense of independence and avoid fostering reliance on private and public institutions. Relative reunion helps this situation by shifting lines of the interdependency from a client-agency or client-government relationship, to a family relationship, which is, of course, to the client's advantage.

Since 1977, the total number of HIAS assisted refugee arrivals to the U.S. is as follows:

| | |
|---------|--------|
| FY 1977 | 6,732 |
| FY 1978 | 10,647 |
| FY 1979 | 28,626 |
| FY 1980 | 29,533 |
| FY 1981 | 13,115 |
| FY 1982 | 3,650 |
| FY 1983 | 2,568 |
| FY 1984 | 2,407 |
| FY 1985 | 2,393 |
| FY 1986 | 2,180 |
| FY 1987 | 5,170 |

In the following table, refugees resettled in the U.S. by HIAS during FY 1987 are listed by country or region of origin:

| | |
|----------------|-------|
| Afghanistan | 84 |
| Africa | 23 |
| Cuba | 5 |
| Eastern Europe | 55 |
| Iran | 2,469 |
| Southeast Asia | 458 |
| USSR | 2,076 |
| | <hr/> |
| Total | 5,170 |

INTERNATIONAL RESCUE COMMITTEE, INC.

In 1984, the International Rescue Committee began its second half-century of service to the cause of refugees. Since its inception in 1933, the IRC has been exclusively dedicated to assisting people in flight, victims of oppression. As in the 1930s, when the IRC's energies were focused on the victims of Nazi persecution, so today IRC is directly involved in every major refugee crisis.

The response of the IRC to refugee emergencies is a two-fold one. A major effort is made domestically to help in the resettlement of refugees who have been accepted for admission to the United States. The second major effort lies in the provision of direct assistance to meet urgent needs of refugees abroad in flight or in temporary asylum in a neighboring country.

The IRC carries out its domestic resettlement responsibilities from its New York headquarters and a network of 13 regional resettlement offices around the United States. IRC also maintains offices in Europe to assist refugees in applying for admission to the United States. In addition, the IRC is responsible for the functioning of the Joint Voluntary Agency office in Thailand and the Refugee Office in the Sudan which, under contract to the Department of State, carry out the interviewing, documenting, and processing of refugees in those countries destined for resettlement in the United States.

Overseas refugee assistance programs are of an emergency nature, in response to the most urgent and critical needs of each particular situation. Most often, these programs have an educational or a health thrust to them, with a particular stress on preventive medicine, public health, sanitation, and health education. At present, the IRC has medical and relief programs of this nature in Thailand, Pakistan, Malawi, the Sudan, Costa Rica, and El Salvador.

Goals and Mission

The IRC's overriding goal and mission is to assist refugees in need by whatever means are most effective. Such assistance can be of a direct and immediate nature, especially through those programs overseas in areas where refugees are in flight. It can as well be in assisting refugees towards permanent solutions--in particular, resettlement in a third country. The objective conditions that pertain in countries of first asylum are critical in determining what the most appropriate response may be.

The goal of IRC's resettlement program is to bring about the integration of the refugee into the mainstream of American society as rapidly and effectively as possible. The tools to attain this end are basically the provision of adequate housing, furnishings, and clothing, employment opportunities, access to educational services, language training, and counseling.

IRC continues to maintain that refugee resettlement is most successful when the refugee is enabled to achieve self-sufficiency through employment as quickly as possible. True self-reliance can only be achieved when the refugee is able to earn his or her own living through having a job. This is the only viable way that refugees can once again gain control over their lives and participate to the best of their ability in their new society.

IRC Resettlement Activities

The IRC domestic refugee resettlement activities are carried out through a network of 13 regional offices. They are staffed by professional caseworkers, and supported by volunteers from the local community.

The number of refugees and the ethnic groups each office resettles are determined by an on-going consultation process between each office and national headquarters. A yearly meeting of all resettlement office directors is held at New York headquarters usually at the beginning of each fiscal year. Daily contact, however, is maintained between offices

and accommodations are made in numbers and ethnic groups, based on new or unexpected refugee developments.

Caseworkers are expected to provide direct financial assistance to refugees on the basis of the specific needs of each case, within overall financial guidelines established by headquarters. The entire amount of the reception and placement grant plus privately raised funds are available to the regional office for its caseload.

The IRC acts as the primary sponsor for each refugee it resettles. As such, it assumes responsibility for pre-arrival services, reception at the airport, provision of housing, household furnishings, food, and clothing, as well as direct financial help. Each refugee, as necessary, is provided with health screening, orientation to the community, and job counseling. In this connection, IRC provides for appropriate translation services, transportation, uniforms and tools for specific jobs, and, where necessary, medical costs.

Newly arriving refugees are counseled on the desirability of early employment. Each office has job placement workers on staff and has developed contacts through the years with local employers. Federal or State funded job placement programs are utilized on a regular basis as well. IRC continues to be the fiscal agent for such federally funded programs in New York and San Diego.

Each IRC regional office participates in local refugee forums, as well as advisory committees. Coordination is maintained also with the other resettlement agencies, the National Governors' Association, the U.S. Conference of Mayors, the National Association of Counties, and other refugee-related groups.

In addition to its New York headquarters, the IRC regional resettlement offices are located in Boston, Massachusetts; Washington, D.C.; Atlanta, Georgia; Dallas, Texas; San Diego, Orange County, Los Angeles, San Francisco, San Jose, and Stockton in California; and Seattle, Washington. Offices primarily assisting Cuban refugees are maintained in Union City, New Jersey and Miami, Florida. The average number of permanent staff in each resettlement office is five to six.

During FY 1987, the International Rescue Committee resettled the following number of refugees:

| | |
|-----------------------|-------|
| Vietnamese | 2,576 |
| Laotians | 1,832 |
| Cambodians | 398 |
| Poles | 712 |
| Czechoslovaks | 205 |
| Romanians | 322 |
| Hungarians | 227 |
| Soviets | 332 |
| Bulgarians | 15 |
| Albanians | 10 |
| Iranians | 517 |
| Iraqis | 0 |
| Afghans | 471 |
| Ethiopians | 228 |
| Other Africans | 30 |
| Cubans | 87 |
| Other Latin Americans | 8 |
| | ----- |
| Total | 7,970 |

IOWA DEPARTMENT OF HUMAN SERVICES

BUREAU OF REFUGEE PROGRAMS

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1987 with the activities of the Bureau of Refugee Programs. The Bureau, administratively part of the Iowa Department of Human Services since January 1986, serves as both a reception and placement agency and as the state's social service provider.

Since 1975, when former Iowa Governor Robert D. Ray created the Governor's Task Force for Indochinese Resettlement, the state government and people of Iowa have been deeply involved in refugee resettlement. Iowa Governor Terry E. Branstad has maintained the strong support for the refugee program with the backing of Human Services Commissioner Nancy A. Norman.

Organization

Human Services Commissioner Norman serves as Iowa's State Coordinator for Refugee Affairs. Marvin A. Weidner, Chief of the Bureau of Refugee Programs, is Deputy Coordinator and program manager. The Bureau of Refugee Programs is a reception and

placement agency under contract with the U.S. Department of State and serves as the single state agency for U.S. Department of Health and Human Services refugee funds.

Resettlement Activities

The Bureau of Refugee Programs has resettled about half of of the 9,500 some refugees living in Iowa. The other refugees have been resettled by other reception and placement agencies represented in the state or have moved here as secondary migrants.

During FY 1987 the Bureau resettled 279 refugees, which was 80% of the allocation we requested. The Bureau began resettling Eastern European refugees for the first time, with five Romanian cases. The breakdown by ethnic group and country of origin of the others was as follows:

| | |
|----------------------|-----|
| Laotian (Laos) | 113 |
| Tai Dam (Laos) | 6 |
| Vietnamese (Vietnam) | 155 |

The Bureau also made known its readiness to receive and assist political prisoners should they be released for resettlement.

The Bureau's sponsorship program was strengthened after a thorough analysis and updating of procedures and materials. The refugee sponsor has always been the cornerstone of Iowa's resettlement program. This year even greater attention was paid to the identification, recruitment, and training of sponsors. These efforts bore fruit, as 58% of our cases had sponsors from church groups. In addition, we have built a core of groups who have sponsored repeatedly and thus are reliable and experienced. 76% of our groups are repeat sponsors.

Goals and Mission--Refugee Self-Sufficiency

The Bureau of Refugee Programs operates an employment-oriented refugee program utilizing a sophisticated case management system. Our program emphasizes job development, early employment, and self-sufficiency. In FFY 1987, Bureau staff made a total of 667 job placements, an average of 56 per month. 22,987 service contacts, averaging 1,916 per month, involved employment-related support services, health services, social adjustment and counseling, and interpretation.

As part of the core services provided to refugees during their first ninety days in the state, the Bureau focuses on helping refugees develop the skills and knowledge they need to find and maintain employment. Case managers work with the new arrivals to assess employability and place them in beginning jobs.

The Bureau case managers' other focus is on refugees listed as cash assistance recipients, with the goal of placing all employable refugees in jobs. The Bureau does a monthly analysis of its caseload to determine how many clients have gone off assistance, for what reasons, and at what monthly savings to the program. The analysis consistently shows that the predominant reason for refugees going off assistance is because the Bureau has placed them in jobs. Time expiration and sanctioning have not been significant factors.

The Bureau cooperates with other employment and job-training programs, including the Iowa Department of Employment Services and Iowa Comprehensive Manpower Services, to place refugees in the appropriate job or training situation.

Policy on Welfare Usage

The State of Iowa has maintained a low welfare rate among its refugees through policies that facilitate moving refugees off of assistance or encourage them never to begin receiving assistance. The State has no general assistance program, and refugees that refuse employment are subject to sanctions.

As of September 26, 1987, 658, or 6.9% of the 9,500 refugees in Iowa were receiving refugee program cash or medical assistance. Below are the aid types, number on each, and percentage of the refugee population:

| <u>Aid Type</u> | <u>Number</u> | <u>Percent</u> |
|---|---------------|----------------|
| Refugee cash assistance | 272 | 2.9 |
| Foster Care for Unaccompanied Refugee Minors | 130 | 1.4 |
| Aid to Dependent Children | 174 | 1.8 |
| Medical assistance | 60 | 0.6 |
| SSI medical | 22 | 0.2 |

LUTHERAN IMMIGRATION AND REFUGEE SERVICEANNUAL REPORT TO THE CONGRESSFiscal Year 1987

Refugee resettlement is an integral part of the Lutheran church's work in service to human need. Lutheran Immigration and Refugee Service (LIRS) is the national agency that mobilizes this church network to help immigrants and refugees to establish new lives in the U.S.; promote refugee well-being and self-sufficiency; and encourage respect for uprooted people's needs, cultures, and viewpoints.

LIRS is a cooperative agency of the Evangelical Lutheran Church in America, the Lutheran Church-Missouri Synod, and the Latvian Evangelical Lutheran Church in America, which together represent more than 8 million members, or 95% of all Lutherans in the United States. Since 1975, the Lutheran network has effectively resettled more than 80,000 refugees. This number includes 4,000 unaccompanied refugee minors placed with foster parents since 1979. LIRS is one of just two national voluntary agencies that resettles unaccompanied minor children.

The LIRS system is a three-tiered partnership of private sector sponsorships, professional regional support, and national administration. The local sponsors, the foundation of the system, provide the material and emotional support that refugees need especially during their first few months in this country. The sponsors arrange for initial housing, food, clothing, job placement, health care, enrollment of minors into school, and orientation to American life.

While emphasizing these private sector/church group sponsorships, LIRS also uses agency "blanket" models, in which community volunteers supplement staff efforts; "anchor relative" models; and "group clusters" in which several groups or congregations pool their resources for the tasks. In any case, sponsors and refugees meet early on to clarify expectations and set goals toward long-term self-sufficiency.

LIRS cases are monitored and tracked through a system designed to emphasize early employment, meet individual needs, coordinate with community

resources, and prevent duplication of services. LIRS believes that refugees should only use public cash assistance in emergency or unusual situations, or as a temporary means of support until the newcomer learns a marketable trade or skill.

LIRS work is also distinguished by a strong system of support between congregations and Lutheran social service agencies. Resettlement staff at 26 of these agencies supply professional backup services. They recruit and train local sponsors; ensure and document that all core services have been provided; provide translation, bilingual counseling and other help; serve as resource persons for community building; and work in consultation with state and local government officials.

The national coordinating office in New York City supports and monitors the regional and local case management. From New York, regional offices are monitored through on-site visits and quarterly reports. Reception services are coordinated at ports of entry and final destination. Tracking and monitoring requirements are fulfilled. Travel loans are collected. Unaccompanied minor placement is coordinated. Liaison is made with InterAction, the Refugee Data Center, government agencies, and overseas counterparts. Print and AV resources are prepared and distributed. Planning and development is carried out to extend resources systemwide, to help as many people as possible.

LIRS places refugees where there are existing refugee support groups such as MAAs. However, free cases with no family or other contacts in the U.S., or those involving distant relatives, are not placed in areas like California that are already heavily impacted with refugee populations. LIRS restricts these placements to areas where private sector sponsorships and employment opportunities afford the greatest chance for early self-sufficiency, and where the population includes people from their own ethnic background. The LIRS offices that will resettle the bulk of these cases in 1987-88 are located in South Dakota, Iowa, Florida, Pennsylvania, upstate New York, North Carolina, and Minnesota.

In fiscal year 1987:

LIRS resettled 5,582 individuals. This total includes 242 unaccompanied refugee minors placed in foster care, and 219 non-refugee cases for which LIRS received no assistance funds.

. Among the new arrivals were a number of emergency cases, including Iraqi Christians, Soviet and Romanian TCPs ("third country processed" through Rome refugees), and cases with special medical needs. In this last regard, LIRS continues its long tradition of taking a large share of medical cases. For many of these, LIRS is able to provide pro-bono or at-cost treatment through private sponsorships.

. LIRS also took in a proportionate share of the 5,310 Hmong expected to be resettled in the U.S. in the summer of 1987. Because most Hmong join their relatives and settle in groups, this was a significant amount of work for LIRS, especially in Wisconsin, Minnesota, and California's Central Valley. In recognition of this, DOS provided a small supplemental grant to allow extra staff support in the affected areas.

. Refugee families and individuals without relatives or friends in the U.S. are "allocated" by percentages to the various national voluntary agencies. In 1986, DOS acknowledged the high quality of LIRS performance and capacity by increasing the percentages of LIRS "free cases." The LIRS share is now the following: Africa, 15%; East Asia/ODP, 13%; Eastern Europe, 10%; Latin America, 10%; and Near East, 10%.

Almost all LIRS "free cases" are provided private sector sponsorships through congregations and other community groups. These private sponsorships are conservatively estimated to provide assistance valued in excess of \$1500 per refugee. Besides material support, they provide access to jobs and general community support, which greatly assists in achieving early economic and social self-sufficiency.

. In recognition of its "excellent record of resettling refugees," an LIRS proposal was selected by DOS for the resettlement of the first Montagnard community in the U.S. LIRS worked in cooperation with Lutheran Family Services of North Carolina and Catholic Social Services in Charlotte because of the availability of jobs, affordable housing, and enthusiastic private support in North Carolina.

In November 1986, the 201 Montagnards were welcomed by hundreds of members of sponsoring groups and the press. LIRS of North Carolina had mobilized more than 50 congregations and civic groups as sponsors. Most of the new arrivals were unaccompanied men, some with substantial health problems. However, within a few months all employable adults were working and their sponsors continue to be involved with their ongoing needs.

. In 1986-87, because of declining numbers of minors being referred from refugee camps, LIRS, ORR and USCC representatives set a plan in motion to maintain services in as wide a geographic spread as possible, while also phasing down the program. The plan designated certain Core Provider Programs, expected to be active for the longest period of time. Most new referrals, including all younger children, are placed in these. Secondary Core Programs receive family reunion cases and new referrals depending on the case flow. A third group receives no new cases, other than family reunion. This group will be the first to phase out.

. In 1987, ORR approved LIRS' proposal to conduct a national conference on the needs of refugee youth. The purpose of the conference, scheduled for fall 1988, will be to strengthen and enhance the successful resettlement of refugee youth at national, state and local levels. It will enable government and private agencies to integrate their policy and programs for more effective use of resources; provide a forum to review available services to date and identify effective programs and strategies; and be an opportunity for ideas and resources to be exchanged.

In March 1987, LIRS began a joint publications project with the U.S. Catholic Conference so that newly arriving refugees would be able to receive basic orientation in their native languages. LIRS and USCC developed the text, incorporated concerns raised by regional offices; arranged for professional translations in 13 languages; and set production and distribution schedules in motion. LIRS and USCC also invited other national voluntary agencies to place pre-print orders, if they so desired. The publication, entitled "Facts of Life in the United States," is available in Amharic, Czech, Farsi, Hungarian, Khmer, Lao, Pashto, Polish, Romanian, Slovak, Spanish, Tigrinya, and Vietnamese.

LUTHERAN IMMIGRATION AND REFUGEE SERVICE

REFUGEE ARRIVALS: U.S. Government Fiscal Year 1987 (October 1, 1986 - September 30, 1987)

| DOS Region | USG FY 87 Ceiling | USG FY 87 Arrivals | % Ceiling Arrived | LIRS USG FY Arrivals |
|-------------------------------|-------------------|--------------------|-------------------|----------------------|
| East Asia (first asylum) | 32,000 | 31,615 | 98.80 % | 3,117 |
| East Asia (Orderly Departure) | 8,500 | 8,500 | 100.00 % | 393 |
| Indochinese Sub-Total | 40,500 | 40,115 | 99.05 % | 3,510 |
| Africa | 2,000 | 1,994 | 99.70 % | 199 |
| Eastern Europe & Soviet Union | 12,300 | 12,300 | 100.00 % | 934 |
| Near East & South Asia | 10,200 | 10,107 | 99.09 % | 452 |
| Latin America & Caribbean | 1,000 | 315 | 31.50 % | 26 |
| Non-Indochinese Sub-Total | 25,500 | 24,716 | 96.93 % | 1,611 |
| TOTAL | 66,000 | 64,831 | 98.23 % | 5,121 |

LIRS ARRIVALS: U.S. Government Fiscal Year 1987

| | Viet. | Lao | Khmer | Eur/Sov | Ethio. | Oth.Afr | Afghan | Oth. NE | Lat. Am. | Other | Total |
|-------------|-------|------|-------|---------|--------|---------|--------|---------|----------|-------|-------|
| Refugee | 1481 | 1829 | 200 | 934 | 174 | 25 | 304 | 148 | 26 | 0 | 5121 |
| Poster Care | 222 | 16 | 2 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 242 |
| Non-Refugee | 159 | 11 | 31 | 0 | 0 | 0 | 6 | 2 | 4 | 6 | 219 |
| Total | 1862 | 1856 | 233 | 934 | 176 | 25 | 310 | 150 | 30 | 6 | 5582 |

POLISH AMERICAN IMMIGRATION AND RELIEF COMMITTEE, INC.

The Polish American Immigration and Relief Committee, Inc. (PAIRC) was founded after World War II, in the fall of 1946, to care for the expected masses of refugees to arrive from Poland, Germany, and other parts of the world. The United States Refugee Program began in 1958 its contractual relationship with the Polish American Immigration and Relief Committee for independent operations both in the United States and in Europe.

The Polish American Immigration and Relief Committee, Inc., is an organization dedicated to assisting refugees seeking a new life in the free world, particularly in the U.S., but also advises on emigration problems to other countries.

The paramount aim of PAIRC is the integration of refugees into American life and their speedy resettlement, so that the newcomers may become self-sufficient and productive members of their adopted country and not a drain on its economy.

The most effective way to reach this objective is to assist refugees in finding employment and living quarters, to direct them to the most convenient English language centers, and to provide individual counseling regarding their initial problems in the integration process, so that they may function effectively, and upgrade their skills, status, and education according to individual and local needs. When emergencies arise, PAIRC assists the refugees financially even beyond the 90-days resettlement period.

After settling the refugees, PAIRC continues to provide information

and counseling, and to follow up on each case in order to help refugees become independent citizens in the shortest possible time.

Individual files are kept on all recent and past arrivals as to their address and place of work. Many keep in touch and seek additional information and special assistance on their way to becoming American citizens.

PAIRC does not seek prospective immigrants still living in their native country. The Committee assists those refugees who have registered with PAIRC's European offices, and detainees assigned by RDC.

The processing of the prospective refugees begins in Europe and is handled by PAIRC's European representatives who aid them in presenting their cases and preparing the necessary applications and documents for the U.S. authorities. As soon as the refugees are processed for the U.S., the New York PAIRC headquarters prepares for their arrival. PAIRC abandoned a practice of resettling refugees in cooperation with co-sponsors unless they are a refugee's relatives or close friends with well-established residency. This kind of relationship contributes to an early adaptation of newcomers to the American way of life. PAIRC acts as liaison between the refugee and co-sponsors, advising and guiding them as to what is required. If the immigrant's co-sponsor lives outside of New York City, PAIRC arranges for transportation to the refugee's final destination. PAIRC staff's experience in dealing with refugees who arrive from Poland and its knowledge of both Polish American affairs and the situation and problems existing in Poland constitute a unique asset in handling each case according to its individual needs. At the same time, the prospective immigrant is advised as to what to

expect in the U.S. regarding living conditions and jobs and how to make resettlement as painless as possible.

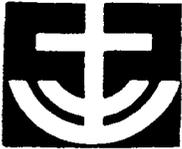
Upon arrival in the U.S.A., the refugee is met at the port of entry, transported to the first lodging facility, provided with financial assistance, helped with medical examination, in applying for a Social Security card and in finding living quarters and employment; families with children are directed to appropriate schools.

PAIRC stresses the individual approach in handling of each case, providing help, advice and information. The office serves as a combination labor exchange, real-estate office, and, most important, an advisory and counseling office for the new arrivals. From the first days outside of Poland until the refugees resettle in the U.S.A., they are helped and directed in their native language.

The Polish American Immigration and Relief Committee is a member of InterAction and cooperates with State and local government agencies. Although it has expertise in handling specific needs of Polish refugees and can give more attention and understanding to these new immigrants, PAIRC always had realized the advantages of working with other organizations well experienced in handling social problems.

Because of its contacts with local public and private manpower and employment agencies, as well as Polish-American organizations and media such as the Polish American Congress, veterans' organizations, Medicus, Polonia Technica, and Polish Parishes, PAIRC strives to help the newly arrived Polish refugees as best as it can.

In fiscal year 1987 PAIRC resettled 484 Polish refugees. Thanks to the favorable economic climate, employable people were placed in jobs. The domestic resettlement program has improved and PAIRC did not encounter any substantial problems.



The Anchor of Hope

THE PRESIDING BISHOP'S FUND FOR WORLD RELIEF

The Episcopal Church Center, 815 Second Avenue, New York, New York 10017
 (212) 867-8400 • (800) 334-7626 • Cable Address: Fenalong, N.Y. • Telex: 971271 DOMFOR MIS NYK or 4909957012EPI UI

I. MISSION OF THE PBFWR/EC

The Presiding Bishop's Fund for World Relief/Episcopal Church (PBFWR/EC or "The Fund"), which was created in 1939 to respond to the needs of refugees, is the formal relief channel of the Episcopal Church. The mission and work of the Fund is based on the Christian imperative expressed in the 25th chapter of the Gospel according to St. Matthew, "to minister to the hungry and thirsty, the sick and those in prison, to clothe the naked, and welcome the stranger." The Fund's work is accomplished through its fourfold response in the areas of emergency/disaster relief, rehabilitation, development, and refugee/migration assistance, both in the United States and overseas. The Fund incorporates aspects of all other areas of the PBFWR/EC ministry in the service to refugees.

II. GOALS OF THE PBFWR/EC GLOBAL RESPONSE: INCLUDING U.S. RESETTLEMENT

The goals of the Fund's refugee ministry as stated by the PBFWR/EC Board of Directors and its Refugee/Migration Committee, are to:

- A. Encourage the active participation of the Church-at-large in resettlement services to enable refugees to become self-sufficient and contributing members of the American community as soon as possible after arrival.
- B. Continue strengthening of existing international ecumenical response to refugees especially within the Anglican Communion (a worldwide network representing some 75 million people in 29 Anglican Provinces of which the Episcopal Church in the U.S.A. is one), including assistance to refugees in areas of first asylum.
- C. Continue careful monitoring of the work and responsibilities of assigned staff; make recommendations for the allocations of funds for the refugee ministry which include the expenditure of U.S. Government-derived funds and fulfillment of Cooperative Agreement obligations.
- D. Monitor of Government actions and legislation relating to migration matters and share PBFWR/EC concerns with the various Governmental units and the Church-related constituencies.

III. PBFWR/EC ORGANIZATIONAL STRUCTURE

Policy and practices as well as national operations are overseen by the PBFWR/EC Board of Directors, especially its Refugee/Migration Committee. The Fund's program is directed from the Episcopal Church Center in New York City in coordination with regional Field Offices and Dioceses. In addition to the Executive Director, and the Assistant Director for Migration Affairs, the New York Office has four executive staff officers and one legal migration lawyer consultant in the Refugee/Migration section. A national Field Officer is based in Seattle, Washington.

The Fund carries out its mission to welcome the stranger through the 98 domestic dioceses of the Episcopal Church. In FY 1987 72 dioceses were approved as affiliates for the reception and placement of refugees. A network of professional volunteer and paid Diocesan Refugee Coordinators (DRCs) in each diocese bring the message of the needs of the world's refugees to every parish in the country. DRCs and Diocesan Refugee Committees are appointed by their Bishop (who has Canonical and legal jurisdiction for the Church in the region) to ensure provision of core services to refugees, working in conjunction with sponsoring parishes and anchor relatives.

DRCs develop "parish sponsorships" in which a church congregation commits to sponsor and provide for the material, emotional, and spiritual support to help a refugees become independent productive of members their new community. All parishes are trained, assisted, and monitored by Diocesan Refugee Coordinators to ensure that the full range of core services are provided. Parishes sponsor most free cases placed through the Fund and also act as co-sponsors with anchor relatives for purposes of family reunification.

DRCs assist family members, or "anchor relatives", in the United States who are financially self-sufficient and established in sponsoring their refugee family and friends. DRCs also provide full sponsorship core services through Diocesan programs for both free and open case placements. In all cases the DRC develops resettlement plans focusing attention on early employment, cultural orientation, and educational and training needs of each individual refugee.

IV. SUPPORT OF THE REFUGEE/MIGRATION PROGRAM

The Fund allocates to each diocese \$250 of the per capita Reception and Placement (R&P) grant it receives from the Bureau for Refugee programs of the Department of State. The Fund augments this allocation with \$100 per capita of church monies for "impact aid" in designated locations for up to 1,000 refugees, as well as with emergency grants upon the Diocesan Bishop's request.

Grants to support diocesan refugee ministries are approved by the PBFWR/EC Board of Directors upon the submission of a project proposal signed by the Bishop in whose diocese the program will be carried out. These grants are entirely from Church dollars and help to provide sponsorship development, language and job training, as well as other important requisites for successful resettlement. Church dollars supported grants in the amount of over \$80,000 were awarded in FY 1987. The Fund provided over \$7,000 in Church monies for enabling grants for individuals in need of emergency assistance. Many thousand of dollars of additional monies were awarded by individual dioceses and parishes. Some \$64,700 was provided in Church supported "impact aid". Also granted was \$10,000 as scholarship assistance for professional recertification and short-term vocational programs which would ensure employment opportunities for individual refugees.

V. SPECIFIC RESETTLEMENT ACTIVITIES DURING FY 1987

A. Training of Diocesan Refugee Coordinators

During FY 1987 1137 refugees were resettled through the Fund and 17 immigrants were assisted in family reunification. The Fund continued its' commitment to quality reception and placement of refugees through the on-going training of Diocesan Refugee Coordinators to equip them to assist refugees and sponsors to meet the stated goals of resettlement. The training emphasized the importance of early employment, continuing contact with both the refugee and sponsor, and record keeping to verify the provision of core services. Each DRC received an updated orientation and training manual covering all new core service provision and record keeping requirements of the Cooperative Agreement with the DOS/BRP. All core service case management forms provided to field staff were revised in accordance with the Agreement.

B. Study on the Resettlement of Hmong People in the United States

A study, entitled "The Hmong in a Promised Land" was conducted by a volunteer and published by the Fund on the resettlement of Hmong in the United States, concentrating on communities in Syracuse New York, La Crosse, Wisconsin, and Fresno, California. The purpose of this study is to educate Americans to the special challenges Hmong face, highlighting how many have successfully attained self-sufficiency while others have found it more difficult to make the transition to a new culture.

It was concluded that traditional methods of assistance, such as English training, job training and orientation into an industrialized country, must be continued and improved. At the same

time, new models of successful Hmong resettlement have been developed. In Syracuse, New York 95% of the Hmong are employed. "Of principal importance to the success in Syracuse are the facts that: (1) there are only a few hundred Hmong in the community; (2) they are virtually all members of the same clan; and (3) they exert strong pressure on new arrivals to obtain employment and become self-sufficient."

C. Private Sponsorship

The Fund has been a leader in the development of a model for Private Sponsorship. The proposed operative model is intended to be a good faith effort to allow the processing and sponsorship of refugees falling outside priorities currently being processed or in geographic areas where there is no de facto refugee processing. The Private Sponsorship initiative will be held to the same high standards of reception and placement services without the use of public cash assistance.

D. Episcopal Church Center Migration Working Group

The Presiding Bishop's Fund is the lead unit in an inter-unit working group on refugees and migration within the Episcopal Church structure. This formal working arrangement has expanded the Fund's ability to access the church's resources in support of refugee resettlement and assistance. The Working Group consists of representatives of the departments of AsiaAmerican Ministries, Black Ministries, Hispanic Ministries, Social Services, Communications, and Finance.

The purpose of the Migration Working Group is to coordinate information on programs and policies related to the treatment and hospitality globally for persons who are alien--including refugees, migrants, immigrants, asylum seekers, and displaced people-- and to make recommendations on the Episcopal Church's pastoral and prophetic response to the needs of "the stranger and the sojourner in our midst".

THE PRESIDING BISHOP'S FUND FOR WORLD RELIEF
REFUGEE ARRIVALS FOR FISCAL YEAR 1987

PROGRAM

| | |
|---------------------------------|------------|
| Africa: | |
| Ethiopian | 57 |
| Mosotho | 1 |
| Rwandan | 1 |
| South African | <u>10</u> |
| | 69 |
| Soviet Union and Eastern Europe | |
| Albanian | 1 |
| Bulgarian | 3 |
| Czechoslovakian | 31 |
| Hungarian | 43 |
| Polish | 62 |
| Romanian | 119 |
| Russian | <u>112</u> |
| | 371 |
| East Asia | |
| Khmer | 47 |
| Laotian | 199 |
| Vietnamese | <u>258</u> |
| | 502 |
| Latin America | |
| Cuban | 9 |
| Nicaraguan | 5 |
| Salvadorian | <u>6</u> |
| | 20 |
| Near East and South Asia | |
| Afghan | 40 |
| Iranian | 134 |
| Iraqi | <u>1</u> |
| | 175 |
| Total FY 1987 Refugee Arrivals | 1137 |
| Immigrants | 17 |
| Total FY 1987 Arrivals | 1154 |

TOLSTOY FOUNDATION, INC.
200 Park Avenue South, New York, N.Y. 10003

THE REFUGEE PROGRAM

The Tolstoy Foundation is a non-profit, non-political and non-sectarian international agency which counsels and provides services to refugees from all over the world. Since its founding in 1939 by Alexandra Tolstoy, youngest daughter of the renowned author and humanitarian, Leo Tolstoy, the Foundation has, among others, assisted Afghans, Armenians, Bulgarians, Cambodians, Circassians, Czechs, Ethiopians, Hungarians, Iranians, Iraqis, Laotians, Poles, Russians, Rumanians, Tibetans and Uganda Asians. The Foundation has provided assistance to over 100,000 refugees and immigrants. This number does not include the many refugees who were assisted in their resettlement in Canada, Australia, New Zealand and South America. The Foundation has a European Headquarters in Munich, West Germany as well as offices in five other European countries which arrange for the resettlement of refugees and provide aid and immigration services for elderly and needy exiles.

The basic approach to any Tolstoy Foundation sponsored activity is governed by an awareness that assistance should recognize human dignity and work to build a sense of self-reliance as opposed to charitable support, so that refugees can be an asset to their new environment, contributing culturally and economically to communities in which they live.

The Foundation currently participates in the resettlement of Southeast Asian, USSR, Near Eastern, African and East European refugees. Resettlement services are provided through regional offices which work with local individual and group sponsors as well as private and public agencies involved in assisting refugees.

Services provided start prior to the arrival of the refugee in the United States, beginning with a search for private sponsors or relatives and their orientation and continue with the verification of medical records and reception of the refugees at point of entry and final destination in the United States. Initial support provides for food and clothing, housing and basic household goods and furnishings, depending on individual needs.

Orientation, training, employment counseling and placement, English language referral, school placement for children, health and other services which help integrate the refugee into a local community are arranged or provided by regional offices.

To implement its resettlement program, the Tolstoy Foundation has six regional offices in the United States. Each office is staffed according to the needs of the sponsored refugees in the area. Staff of these offices maintain the capacity to provide necessary services in the native language of the non-English speaking refugee cases. Part time interpreter-counselors are utilized in offices where the caseload is too small to warrant a full time employee.

Tolstoy Foundation regional offices are located in:

New York City (Headquarters)
Phoenix, Arizona
Los Angeles, California
Ferndale, Michigan
Woonsocket, Rhode Island
Salt Lake City, Utah

These offices operate under resettlement procedures and guidelines set by the national headquarters. Every office submits program and status reports, on a monthly basis, to headquarters. At least once a year executive staff in New York City headquarters visit offices to monitor and advise on the resettlement efforts. Special workshops are usually held once a year for staff professional development.

Each regional office is provided with funds from which expenditures for food, rent, household items, bedding, some medical and other refugee expenses as well as office expenses are made. Accounting takes place by the utilization of monthly reports. Complete records with receipts are kept of all expenditures and are on file with the original at headquarters accounting office, and copies in each appropriate regional office. Expenditures for each refugee are also noted in his/her file with running account records for each. Direct contact by phone is maintained for consultation and/or decision on matters for which the regional directors need advice or approval.

Through its regional offices, the Tolstoy Foundation is able to maintain direct contact with each refugee and sponsor through each stage of the resettlement process. Often this contact is maintained for many months or even years after the refugee has arrived in this country.

A portion of the costs of resettlement are borne by the private funds raised by the Tolstoy Foundation for arriving refugees. These funds come from individual donors, foundations and bequests. The Foundation regularly sends fund raising mailings to past and prospective donors. The Foundation hopes to continue previous levels of support for its resettlement programs.

In addition to the above described direct financial assistance, each Tolstoy regional office relies to a varying extent on volunteer services and "in-kind" contributions. The work of the Foundation would not be possible without this generous volunteer and community support.

During FY 1987, the Tolstoy Foundation resettled 2839 refugees (4.4% of the total arrivals to the U.S.) from geographic areas as listed below. This number represents an increase of 775 over the figures for FY 1986.

| | |
|-------------------------------|-------|
| East Asia | 152 |
| Africa | 67 |
| Near East | 1475 |
| Soviet Union & Eastern Europe | 1145 |
| | <hr/> |
| Total | 2839 |

x x x x x x x

UNITED STATES CATHOLIC CONFERENCE

Migration and Refugee Services of the United States Catholic Conference (MRS/USCC) is the official agency of the U.S. Catholic Bishops for assisting local diocesan resettlement offices in the humane work of helping refugees and immigrants. As the largest resettlement agency in this country, MRS/USCC resettled 24,193 refugees in FY 1986. By area of regional origin, this number breaks down to:

| | <u>FY 1986</u> |
|---------------------------------|----------------|
| East Asia | 20,479 |
| Soviet Union and Eastern Europe | 2,531 |
| Near East and South Asia | 2,432 |
| Latin America | 78 |
| Africa | <u>673</u> |
| TOTAL | 24,193 |

One hundred eighty-three resettlement offices within 164 Catholic dioceses, along with thousands upon thousands of volunteers, make up the community-based network of MRS/USCC.

The MRS office in Washington, D.C., formulates policies as the national level. Also in Washington, there are specialized offices for coordinating information on service resources for

diocesan operations and for dealing with governmental agencies, laws, regulations, and policies and with international matters. Regular meetings with Congress, the Department of State, the Department of Labor, the Department of Health and Human Services, and the Immigration and Naturalization Service interface MRS with the government at many levels. The Washington office also oversees the New York and the three regional offices in their support of the work done by the dioceses.

The New York MRS office acts as the national operations center, Coordinating its efforts with those of Washington and the regional MRS offices, the New York office assumes major responsibilities for serving as the liaison between the overseas processing and the domestic resettlement system; coordinating the allocation and placement of refugees as well as the transportation arrangements to the refugees final U.S. destinations; coordinating the financial disbursements for program costs and direct assistance to refugees; coordinating services to refugee children; and processing Orderly Departure Program cases.

Regional program offices are located in Lebanon, Pennsylvania; San Clemente, California; and Washington, D.C. They are responsible for directly supporting the diocesan resettlement offices' efforts. To ensure effective implementation of the MRS/USCC resettlement policies in the dioceses, the regional offices engage in monitoring, evaluation, and technical

assistance, including assistance in preparing diocesan budgets and reports for the national office. These regional offices also present USCC policies to the HHS/ORR regional offices and State refugee coordinators.

MRS also maintains regional immigration offices in Washington, D.C.; New York, New York; San Francisco, California; and El Paso, Texas, which work directly with local immigration offices operating in 58 dioceses. These offices provide professional guidance for dioceses offering immigration services.

At MRS, we have found that the most popular and effective approach to the resettlement process is one that involves a group of interested and committed individuals. Thus, the principal actors in the MRS resettlement program are, and have always been, the staff and volunteers in the local dioceses. Basic services provided to refugees through MRS diocesan programs include securing sponsors for the refugees before their arrival, arranging for living quarters, providing for at least the first month's rent and food and for meeting them at the airport. After the refugees' arrival, the services include orientation to the community, counseling for job-hunting, health screening when necessary, registering for social security, and for any children, registering for school. Services are cooperative working relationship between the individual refugee or refugee family, the sponsor or anchor relative, and the case manager. An individualized service plan for each case is developed--the

overriding principle being to help the refugee achieve self-sufficiency as soon as possible (MRS/USCC Back-to-Basics model). MRS/USCC has found that the quickest, most humane, and most cost-effective strategy to achieve self-sufficiency is to give the refugee the opportunity to work in a paid job as soon as possible after he or she enters the country. this employment should be supplemented by vocational and English language training if such training is needed. This need would be established by the case manager, the sponsor, and the individual refugee.

In order to implement the principles of the Back-to-Basics model, MRS/USCC designed a demonstration Project, the Chicago Project, which lasted from March 1, 1983, to March 30, 1984. This project expanded to include other voluntary agencies in 1984 and 1985. Goal of these projects included: to decrease the dependence of refugees on public assistance; to employ those refugees involved in the project within six months after their arrival; and to develop a more efficient resettlement program. MRS was pleased with the success of the Project and hopes to test further the assumptions of the Back-to-Basics model using the authority established in the Fish-Wilson Amendment to the 1985 Continuing Appropriations Resolution.

MRS has long been working toward a more efficient resettlement program wherein public and private resources are coordinated so that all necessary services are provided to the refugee. We are

encouraged by recent changes in administrative and legislative policy which emphasize the importance of the achievement of rapid self-sufficiency by the refugee and we look forward to close collaboration among the Federal, State, and local governments, other voluntary agencies, and mutual assistance associations to coordinate future refugee policies.

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC HEALTH PROGRAM FOR REFUGEES
PROJECT GRANT AWARDS AND PROJECT DIRECTORS
FY 1987*

REGION I

| | |
|------------------------------|---|
| Connecticut (\$76,000) | Frederick G. Adams, D.D.S., M.P.H. Connecticut Department of Human Services 79 Elm Street Hartford, CT 06115 |
| Maine (\$11,974) | Erwin Greenberg, M.D. Maine Department of Human Services Bureau of Health State House, Station 11 Augusta, ME 04333 |
| Massachusetts (\$265,000) | Deborah Prothrow-Stith, M.D. Commissioner Massachusetts Department of Public Health 600 Washington Street Boston, MA 02111 |
| New Hampshire (\$8,748) | William T. Wallace, Jr., M.D., M.P.H. Division of Public Health Service Health and Welfare Building Hazen Drive Concord, NH 03301 |
| Rhode Island (\$65,250) | H. Denman Scott, M.D. Rhode Island Department of Health 75 Davis Street Providence, RI 02908 |
| Vermont (\$10,000) | Roberta R. Coffin, M.D. Vermont Department of Health 115 Colchester Avenue Burlington, VT 05407 |

REGION II

| | |
|---------------------------|--|
| New Jersey (\$120,000) | William E. Parkin, D.V.M. State Epidemiologist New Jersey State Department of Health C N 360 John Fitch Plaza Trenton, NJ 08625 |
|---------------------------|--|

* Amounts include both health assessment and hepatitis B screening and vaccination funds.

New York
(\$196,528)

Dale L. Morse, M.D.
New York State Department of Health
Tower Building, Empire State Plaza
Albany, NY 12237

New York City
(\$165,379)

Stephen Friedman, M.D.
125 Worth Street, Room 630
New York, NY 10013

REGION III**1./ Delaware and West Virginia did not apply for FY
87 Funds.**

District of Columbia
(\$45,079)

Mr. Richard H. Hollenkamp
1875 Connecticut Avenue N.W.
Room 815
Washington, D.C. 20009

Maryland
(\$118,000)

Ms. Jeannette Rose
Department of Health and Mental Hygiene
201 W. Preston Street, Room 307-A
Baltimore, MD 21201

Pennsylvania
(\$63,950)

Ms. Patricia Tyson
Pennsylvania Department of Health
P.O. Box 90
Harrisburg, PA 17120

Philadelphia
(\$100,000)

Mr. Barry Savitz
Philadelphia Health Department
500 South Broad Street
Philadelphia, PA 19146

Virginia
(\$115,000)

Kathryn Hafford, R.N., M.S.
Division of Public Health Nursing
109 Governor Street, Room 511
Richmond, VA 23219

REGION IV**2./ Mississippi did not apply for FY 87 Funds.**

Alabama
(\$23,283)

Charles Woernle, M.D.
Director, Bureau of Area Health Services
Alabama Department of Public Health
State Office Building, Room 305
Montgomery, AL 36130

Florida
(\$64,887)

Mr. Gary Clarke
Department of Health and Rehabilitative
Services
1323 Winewood Boulevard
Tallahassee, FL 32301

Georgia
(\$140,452)

Keith Sikes, D.V.M.
Georgia Department of Human Resources
878 Peachtree Street, N.E.
Atlanta, GA 30309

Kentucky
(\$30,905)

Mr. Charles D. Bunch
Barren River District Health Center
1133 Adams Street
Bowling Green, KY 42101

North Carolina
(\$100,077)

Mr. Steven Sherman
Refugee and Migrant Health Office
North Carolina Division of Health
Services
P.O. Box 2091
Raleigh, NC 27602

South Carolina
(\$26,584)

Clark Heath, M.D.
Bureau of Disease Control
South Carolina Department of Health
and Environment Control
2600 Bull Street
Columbia, SC 29101

Tennessee
(\$75,288)

Mr. Sterling Bentley (Acting)
Refugee Health Program
Tennessee Department of Public
Health/Environment
100 9th Avenue N.
Ben Allen Road
Nashville, TN 37219-5405

REGION V

Illinois
(\$263,207)

Bernard Turnock, M.D., M.P.H.
Director of Public Health
Illinois Department of Public
Health
535 West Jefferson Street
Springfield, IL 62761

Indiana
(\$54,676)

Charles L. Barrett, M.D.
Director, Communicable Disease Control
Indiana State Board of Health
1330 West Michigan
Indianapolis, IN 46206

| | |
|---|---|
| Michigan (\$221,930) | Mr. Douglas Paterson Refugee Health Program Director Michigan Department of Public Health 3500 North Logan Street P.O. Box 30035 Lansing, MI 48909 |
| Minnesota (\$91,786) | Mr. Michael Moen Chief, Communicable Disease Section Minnesota Department of Health 717 Delaware Street, S.E. Minneapolis, MN 55440 |
| Ohio (\$58,230) | Thomas J. Halpin, M.D. Chief, Bureau of Preventive Medicine Ohio Department of Health 246 North High Street Columbus, OH 43216 |
| Wisconsin (\$61,501) | Mr. Ivan E. Imm Director, Bureau of Prevention Wisconsin Department of Health One West Wilson Street Madison, WI 53701 |
| <u>REGION VI**3./</u> Arkansas did not apply for FY 87 Funds.** | |
| Louisiana (\$64,919) | Mr. Sam Householder Louisiana Department of Health and Human Services P.O. Box 60630 New Orleans, LA 70160 |
| New Mexico (\$18,301) | Ms. Mary Lou Martinez New Mexico Health and Environmental Department P.O. Box 968 Santa Fe, NM 87503 |
| Oklahoma (\$46,618) | Mr. Joe Mallonee Director, Refugee Health Program Oklahoma State Department of Health P.O. Box 53551 Oklahoma City, OK 73152 |
| Texas (\$444,780) | Ms. Eleanor R. Eisenberg Texas Department of Health 1100 West 49th Street Austin, TX 78756 |

REGION VII**4./ Nebraska did not apply for FY 87 Funds.**

Iowa
(\$106,502)

Mr. John R. Kelly
Iowa State Department of Health
Lucas State Office Building
Des Moines, IA 50319

Kansas
(\$47,220)

Dr. Azzie Young
Manager, Bureau of Family Health
Kansas Department of Health &
Environment
Forbes AFB, Bldg 740
Topeka, KS 66620

Missouri
(\$73,610)

H. Denny Donnell, Jr., M.D.
Missouri Department of Social Services
P.O. Box 570
Jefferson City, MO 65102

REGION VIII**5./ Wyoming did not apply for FY 87 Funds.**

Colorado
(\$79,659)

Ms. Carol Salas
Colorado Department of Health
4120 East 11th Avenue
Denver, CO 80220

Montana
(\$3,500)

Mr. Dennis Lang
Missoula City-County Health Department
301 Alder
Missoula, MT 59802

North Dakota
(\$11,232)

Mr. Fred F. Heer
North Dakota State Department of Health
State Capitol
Bismarck, ND 58505

South Dakota
(\$13,200)

Mr. Kenneth Senger
South Dakota State Department of Health
Joe Foss Building
Pierre, SD 57501

Utah
(\$81,525)

Ms. Susan Brenkenridge-Potterf
Director, Pulmonary/Refugee Hlth Program
Utah State Department of Health
Community Health Services
Bureau of Chronic Diseases
P.O. Box 16700/288 North 1460 West
Salt Lake City, UT 84116-0700

REGION IX

Arizona
(\$78,367)

Charles Juels, M.D.
Assistant Director, Disease Control
Maricopa County Health Department
1825/1845 East Roosevelt
Phoenix, AZ 85006

California
(\$2,005,368)

Barry S. Dorfman, M.D.
Chief
Tuberculosis Control/Refugee Health Unit
California Department of Health
714 P Street, Room 440
Sacramento, CA 95814

Hawaii
(\$58,399)

John C. Lewin, M.D.
State of Hawaii Department of Health
Director's Office
P.O. Box 3378
Honolulu, HI 96801

Nevada
(\$26,795)

Mr. Laurence P. Matheis
Administrator
State of Nevada Division of Health
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Carson City, NV 89701

REGION X**6./ Alaska did not apply for FY 87 Funds.**

Idaho
(\$31,222)

Rosemary Shaber, R.N.
North Central District Health Department
1221 F. Street
Lewiston, ID 83501

Oregon
(\$79,236)

Mr. David M. Gurule
Office of Community Health Services
Oregon State Health Division
P.O. Box 231
Portland, OR 97207

Washington
(\$238,833)

Ms. Kathy J. Williams
Acting Program Manager
Refugee Health Program
DSHS - Division of Health
Mail Stop LP-12
Olympia, WA 98504

APPENDIX E

STATE REFUGEE COORDINATORS

STATE REFUGEE COORDINATORS
REGION I

CONNECTICUT

Mr. Hai C. Nguyen
Acting, State Refugee Coordinator
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MAINE

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State Refugee Coordinator
Bureau of Social Services
Department of Human Services
State House Station 11
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MASSACHUSETTS

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State Refugee Coordinator
Director, MORR
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Boston, Massachusetts 02111

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Tel. (617) 727-8190

NEW HAMPSHIRE

Ms. Patricia Garvin
State Refugee Coordinator
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RHODE ISLAND

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Charlestown Road
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STATE REFUGEE COORDINATORS
REGION II

NEW JERSEY

Ms. Audrea Dunham
State Refugee Coordinator
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Ms. Jane Burger
Refugee Program Manager
Division of Youth & Family Services
(CN 717)
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Department of Social Services
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STATE REFUGEE COORDINATORS
REGION IIIDELAWARE

Mr. Thomas P. Eichler
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Ms. Jane Loper
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DISTRICT OF COLUMBIA

Mr. Wallace Lumpkin
Director, Office of Refugee Resettlement
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Mr. Byron C. Marshall
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MARYLAND

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PENNSYLVANIA

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Mr. Ronald Kirby
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Office of Policy, Planning and
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VIRGINIA

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WEST VIRGINIA

Mrs. Cheryl Posey
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West VA Dept. of Human Services
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ALABAMASTATE REFUGEE COORDINATORS
REGION IV

Mr. Joel Sanders
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GEORGIA

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DFCS - Special Programs Unit
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KENTUCKY

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MISSISSIPPI

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NORTH CAROLINA

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TENNESSEE

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STATE REFUGEE COORDINATORS
ORR FLORIDA OFFICE

FLORIDA

Ms. Nancy K. Wittenberg
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STATE REFUGEE COORDINATORS
REGION VILLINOIS

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MICHIGAN

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MINNESOTA

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OHIO

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WISCONSIN

Mr. Jules F. Bader, Director
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Dept. of Health and Social Services
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STATE REFUGEE COORDINATORS
REGION VIARKANSAS

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Division of Economic and Medical Services
Department of Human Services
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Little Rock, Arkansas 72203

Refugee Resettlement
Unit Manager:
Ms. Glendine Fincher
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LOUISIANA

Ms. Sybil Willis
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Office of Human Development
Department of Health and Human Services
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NEW MEXICO

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OKLAHOMA

Mr. Robert Fulton
Director, Department of Human Services
Coordinator for Refugee Resettlement
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Refugee Resettlement
Unit Manager:
Mr. Jim Hancock
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TEXAS

Ms. Lee Russell
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Dept. of Human Service
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Austin, Texas 78769

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STATE REFUGEE COORDINATORS
REGION VII

IOWA

Ms. Nancy Norman
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Iowa Department of Human Services
1200 University Ave., Suite D
Des Moines, Iowa 50312

Mr. Marvin Weidner
Chief, Bureau of Refugee Programs
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Des Moines, Iowa 50312
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KANSAS

Mr. Philip P. Gutierrez
Refugee Resettlement Coordinator
Department of Social and
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MISSOURI

Ms. Patricia Harris
Division of Family Services
Refugee Assistance Program
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NEBRASKA

Ms. Maria Diaz
Coordinator of Refugee Affairs
Department of Social Services
301 Centennial Mall South
Lincoln, Nebraska 68509

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STATE REFUGEE COORDINATORS
REGION VIII

COLORADO

Ms. Laurie Bagan
State Refugee Coordinator
Department of Social Services
Colorado Refugee Services Program
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Denver, Colorado 80203

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MONTANA

Ms. Norma Harris
Refugee Resettlement Coordinator
Department of Family Services
48 North Last Chance Gulch
P.O. Box 8005
Helena, MT 59604

Program Manager:
Mr. Boyce Fowler
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NORTH DAKOTA

Mr. Donald L. Schmid
Refugee Resettlement Coordinator
Dept. of Human Services
State Capitol, 3rd floor
New Office Wing
Bismarck, North Dakota 58505
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Admin. Refugee Services:
Mr. Barry Nelson
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Fargo, North Dakota 58107
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SOUTH DAKOTA

Mr. Vern Guericke
Refugee Resettlement Coordinator
Department of Social Services
Kneip Building
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Pierre, South Dakota 57501

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UTAH

Mr. Sherman K. Roquero
State Refugee Coordinator
Division of Family Services
Department of Social Services
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Program Manager:
Ms. Ann Cheves
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WYOMING

Mr. Steve Vajda
Refugee Relocation Coordinator
Department of Health & Social Services
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STATE REFUGEE COORDINATORS
REGION IX

ARIZONA

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CALIFORNIA

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GUAM

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Agana, Guam 96910

Ms. Julita Lifoifoi
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HAWAII

Mr. Walter W. F. Choy
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Mr. Dwight Ovitt
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NEVADA

Mr. Michael Willden
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Nevada State Welfare Division
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Mr. Thom Reily
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STATE REFUGEE COORDINATORS
REGION X

IDAHO

Mr. David L. Humphrey
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Division of Field Operations
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OREGON

Mr. Ron Spendal
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WASHINGTON

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