REPORT TO THE CONGRESS

January 31, 1989

Refugee Resettlement Program

U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

Family Support Administration
Office of Refugee Resettlement

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 1988 -- from October 1, 1987, through September 30, 1988. It is the twenty-second in a series of reports to Congress on refugee resettlement in the U.S. since 1975 -- and the eighth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

ADMISSIONS

- Approximately 76,000 refugees were admitted to the United States in FY 1988.

- About 46 percent were from Vietnam, Cambodia, and Laos, 37 percent from Eastern Europe and the Soviet Union, 11 percent from the Near East and South Asia, 4 percent from Latin America and the Caribbean, and 2 percent from Africa.

INITIAL RECEPTION AND PLACEMENT ACTIVITIES

- In FY 1988, 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 $347 million in FY 1988 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about $290 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: 52.1 percent of eligible refugees who had been in the U.S. 24 months or less were receiving some form of cash assistance as of September 30, 1988, according to reports by the States. This compares with a figure of 49.7 percent a year earlier of refugees who had been in the U.S. 31 months or less.

- Social Services: In FY 1988, ORR provided States with $54.5 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.

- Targeted Assistance: In FY 1988, ORR directed $34.5 million in targeted assistance funds to areas with large refugee and entrant populations to supplement available services to refugees and entrants in these areas.

- Unaccompanied Refugee Children: Since 1979, a total of 8,620 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, 1988, was 3,204 -- a decrease of 5.2 percent from a year earlier.

- Voluntary Agency Matching Grant Program: Grants totaling over $7.6 million were awarded in FY 1988. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees. Almost 70 percent of the refugees resettled through this program during FY 1988 were Soviet Jewish 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 $5.8 million.

- Refugee Education: About $15 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 1988. Both projects are expected to continue operations through FY 1989.

- National Discretionary Projects: ORR approved projects totaling approximately $9.6 million to improve refugee resettlement operations at the national, regional, State, and community levels. About $8.6 million was obligated for these projects in FY 1988. Five States continued to participate in the Key States Initiative, a program intended to address problems of persistent welfare dependency. Projects in another 19 States were approved as part of a program of Community/Family Stability Projects designed to strengthen services in communities which offer good economic opportunities for refugees. Other discretionary projects were concerned with planned secondary resettlement, assistance to Highland Lao refugees, and refugee crime, to name a few.

- Program Evaluation: Contracts were awarded to conduct surveys of favorable Laotian and Cambodian communities and of Highland Lao communities in the U.S. Evaluation studies of the Key States Initiative and the National Refugee Mental Health Initiative remained in progress, while an evaluation of the Planned Secondary Resettlement program was completed.

- Data and Data System Development: By the end of FY 1988, ORR's computerized data system on refugees contained records on 1.07 million out of the 1.2 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 94,000 for FY 1989, including 4,000 refugee admission numbers contingent on private sector funding.

REFUGEE POPULATION PROFILE

- Southeast Asians remain the largest category among recent refugee arrivals in the United States. About 881,500 arrived between 1975 and 1988. Vietnamese are still the majority group among the Southeast Asian refugees.

- Approximately 129,000 Soviet refugees arrived in the U.S. between 1975 and 1988. Other refugees who have arrived since 1980 include 33,000 Poles, 29,000 Romanians, 24,000 Afghans, 20,000 Ethiopians, 24,000 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 1988 annual survey of Southeast Asian refugees who had been in the U.S. less than 5 years indicated that 37 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 92 percent were actually able to find jobs, as compared with 95 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 percent of the employed adults sampled had held white collar jobs in their country of origin, but only 17.5 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 10 percent and an unemployment rate of 12 percent; for refugees who spoke English well, the labor force participation rate was 58 percent and the unemployment rate 9 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 2.3 wage earners — illustrating the importance of multiple wage earners within a household to generate sufficient income to be economically self-supporting.

- In 1986, the median incomes of Southeast Asian refugees who had arrived in the U.S. in 1975 exceeded the U.S. median, 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:

- 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 128-153 of the report);

- 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 23-94);

- a description of the geographic location of refugees (Part II, pages 8-22 and Part III, pages 117-127);

- 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 54-71 and 95-106) 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 23-24);

- 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 25-109 and Appendices C and D);

- the plans of the Director of ORR for improvement of refugee resettlement (Part IV, pages 158-167);

- 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 34-50, 97-100, and 103-107, and Part III, pages 129-136);

- any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 59-71);

- a description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, pages 36-37);*

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* 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."

- a summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, pages 51-53); and

- 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 154-157).

In response to the reporting requirements listed above, refugee program developments from October 1, 1987, until September 30, 1988, are described in Parts II and III. Part IV looks beyond FY 1988 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1989. This report is the ninth prepared in accordance with the Refugee Act of 1980 -- and the twenty-second 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 is 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 1988, President Reagan established a ceiling of 68,500 refugees, plus an additional 4,000 numbers to be set aside for private sector admissions initiatives. The Presidential Determination stated that the "admission of refugees using these 4,000 numbers shall be contingent upon the availability of private sector funding sufficient to cover the essential and reasonable costs of such admissions." (Presidential Determination No. 88-1, October 5, 1987.) During the course of the year, due to an unanticipated need for additional refugee admissions from Eastern Europe and the Soviet Union, the President, after consultations with the Congress, increased the overall ceiling to 87,500 (including the 4,000 private-sector reserve). (Presidential Determination No. 88-16, May 20, 1988.)

Of the ceiling of 87,500, more than 76,400 refugees actually entered the United States during FY 1988, including 733 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 1988.* 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.

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* 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 1988, approximately 76,400* refugees entered the United States, as compared with about 64,600 in FY 1987. This represents an increase of 18 percent. Of the total refugee arrivals in FY 1988, 46 percent were from East Asia, 37 percent were from Eastern Europe and the Soviet Union, 11 percent were from the Near East/South Asia, 2 percent were from Africa, and 4 percent were from Latin America and the Caribbean. Figure 1 shows the ten source countries from which the largest numbers of refugees came in FY 1988. Compared to FY 1987, this represents a doubling of the proportion for Eastern Europe and the Soviet Union, a substantial increase from Latin America, and declining shares from other parts of the world. In terms of absolute numbers, admissions from most areas of the world were slightly lower in 1988 than in 1987, but increased arrivals from the Soviet Union and Cuba pushed the total higher.

During FY 1988, 7,340 persons (in 5,531 cases) were granted political asylum after arrival in the United States. This represents an increase of 44 percent as compared with 5,093 successful asylum applicants in FY 1987. From 1980 through 1988, an average of 4,377 cases annually have been granted asylum by the Immigration and Naturalization Service (INS).

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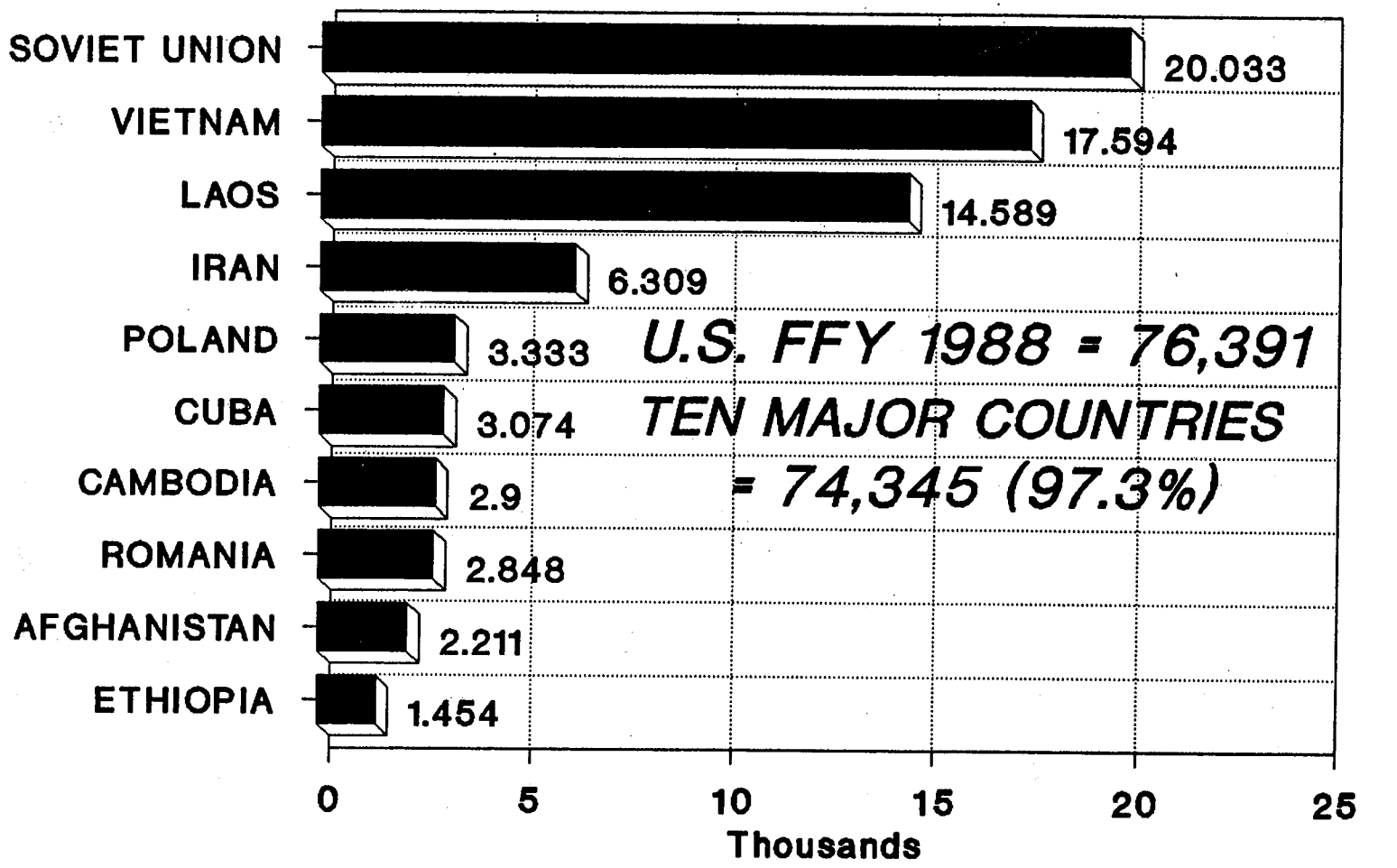
* This figure includes approximately 700 Cuban refugees who entered under the Private Sector Initiative.

Figure 1

TEN LARGEST REFUGEE SOURCE COUNTRIES FY 1988



o Southeast Asian Refugees

In FY 1988, 35,083 Southeast Asian refugees arrived in the United States, falling slightly short of the admissions ceiling of 38,000 previously established. This represents an 12.7 percent drop from the 40,164 refugees admitted from Southeast Asia during FY 1987, and the smallest total since FY 1978. Since the spring of 1975, the United States has admitted 881,492 refugees from Southeast Asia as of September 30, 1988 (Appendix A, Table 1). Monthly arrivals during FY 1988 averaged approximately 2,900, with refugee arrivals peaking in the last month of the year (Table 2).

Compared with FY 1987, 39 States and territories received a smaller number of Southeast Asian refugees in FY 1988, while 11 received more and one did not change. 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 nearly 16,000 arrivals, 44.6 percent of the total.

While the top ten States in terms of Southeast Asian arrivals remained stable, their rank order changed somewhat in FY 1988 compared with FY 1987. Minnesota replaced Texas in second place, while Wisconsin, Massachusetts, and Pennsylvania also moved higher. The proportion of refugees placed in the top ten States was 78.2 percent in FY 1988 as compared with 73.0 percent in FY 1987, and 69.6 percent in FY 1986.

The top ten States in terms of Southeast Asian refugee arrivals during FY 1988 are listed below:

State	Number of New Southeast Asian Refugees	Percent*
California	15,632	44.6%
Minnesota	2,399	6.8
Texas	1,901	5.4
Wisconsin	1,747	5.0
Washington	1,365	3.9
Massachusetts	1,268	3.6
New York	947	2.7
Pennsylvania	864	2.5
Illinois	659	1.9
Virginia	642	1.8
TOTAL	27,424	78.2
Other States	7,659	21.8
TOTAL	35,083	100.0%

Minnesota received the second highest number of new refugee arrivals from Southeast Asia, with more than 2,400 new refugees, approximately 7 percent of the total. Texas was in third place, with more than 1,900 arrivals. The States of Washington, New York, Pennsylvania, Illinois, and Virginia remained in the top ten, but at the same or lower ranks than in FY 1987.

In FY 1988 the proportion of refugee arrivals from Vietnam was just under half of the arriving Southeast Asians, at 50.1 percent, compared with 56 percent in FY 1987. The proportion from Cambodia rose to more than 8 percent in FY 1988 compared with less than 5 percent in FY 1987, while the share of refugees from Laos climbed to 42 percent from 39 percent in FY 1987. Vietnamese refugees were the majority group among the new Southeast Asian arrivals in most States during FY 1988 as in earlier years. However, two States (Maine and Vermont) received a majority of Cambodians, and 10 States had a majority from Laos. Arrivals from Laos predominated especially in Colorado, Michigan, Minnesota, Ohio, Rhode Island, Tennessee, Wisconsin, and, among the smaller States, in 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 Massachusetts and Texas

ranking third and fourth. Texas was second in rank for Vietnamese and fifth for Lao. Minnesota ranked second for refugees from Laos, while Massachusetts 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 1988 are due primarily to the increased proportion of highland Lao in the refugee flow.

The arriving Southeast Asian refugee population continues to be very young demographically. In FY 1988 the median age of the arriving Vietnamese refugees was 21.3 years at the time of arrival, while the refugees from Cambodia and Laos were 20.9 and 16.3 years of age, respectively. One-fourth of the Lao and Cambodians and 32 percent of the Vietnamese were children of school age. Additionally, 18 percent of the Cambodians, and 28 percent of the Lao were preschool-age children, while 8 percent of the Vietnamese were in this age group. Less than 2 percent of the Southeast Asians were age 65 or older. Males outnumbered females only slightly in the entering Cambodian and Lao populations, but among the Vietnamese, 55 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 reached 20,000 for the first time since 1980, continuing the trend that began late in 1987. This figure compares with about 3,500 in FY 1987 and more than 20,000 yearly in 1979 and 1980. Since 1975, nearly 130,000 Soviet refugees have been resettled in the United States. The ceiling of 15,000 refugees set for the Soviet Union and Eastern Europe at the beginning of FY 1988 was raised to 30,000 during the year, primarily to allow for the continued outflow of Soviet Armenians in higher numbers than expected.

In a continued departure from the pattern of the years before 1987, California was the most common destination for Soviet refugees, with 60 percent of the total placements. This is due to the large proportion of Armenians in the Soviet flow, who joined Armenian communities in California. New York placed second with 20 percent of the Soviet arrivals, followed by Massachusetts (6 percent) and Illinois (4 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 30.8 among the FY 1988 arrivals. Women slightly

outnumbered men with 51 percent of the total, and their median age was higher, at 31.4 compared with 30.1 for the men. About 21 percent of the Soviets were children of school age, while another 8 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 1988, the number of refugees from Eastern Europe was less than 8,000, down slightly from the number resettled in FY 1987 and FY 1986. The majority arrived from Poland, with about 3,300, and Romania, with 2,800, with smaller numbers from Czechoslovakia (650), Hungary (770), and other countries. The number of refugees from Eastern Europe resettled since 1975 now totals about 90,000.

As in past years, California received the most Eastern European refugees in FY 1988, with New York in second place. Together these States resettled about 33 percent of the refugees from Czechoslovakia, Hungary, Poland, and Romania who arrived in FY 1988. Other States that received significant numbers in FY 1988 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 1988 from these four Eastern European countries are rather similar to each other, but different from the Soviets. Their median ages range from 25 to 27, with few or no differences in age distribution between men and women. Between 14 and 23 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 31 to 39 percent of the arrivals from each country. Almost no Eastern European refugees are over age 65, except for Romanians, with about 1 percent over age 65. Males comprise from 54 to 64 percent of the refugees from Czechoslovakia, Hungary, Poland, and Romania.

o Latin American Refugees

About 3,100 Cuban refugees arrived in the United States in FY 1988, ten times the number arriving in FY 1987 and the largest single-year total since 1981. This figure includes approximately 700 Cubans who entered under the Private Sector Initiative, with

guarantees of privately funded resettlement support. 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 (85 percent) of the Cuban refugees arriving in FY 1988 settled in Florida. New Jersey, Nevada, and California absorbed most of the rest.

Most of the arriving Cubans had been long-term political prisoners or their family members, and their age-sex composition reflects this background. About 54 percent were males. The Cubans' median age was 38.5 at arrival, and 7 percent of them were at least 65 years old. While this is an unusual profile for a refugee population, it continues the trend for recent Cuban exiles to be younger on average and include a higher proportion of women than was the case in the previous few years.

In FY 1988 the United States resettled about 200 Nicaraguans in refugee status, continuing a Western Hemisphere program that began in FY 1987. The largest numbers went to California, Arizona, Florida, and Texas. The Nicaraguans had a median age of only 16, and 53 percent of them were women. A small number of refugees were admitted from El Salvador.

o African Refugees

Almost all of the refugees arriving from Africa are Ethiopians. Small numbers have been resettled from several other African countries, mainly South Africa and Uganda. In FY 1988 about 1,450 Ethiopians arrived with refugee status, which represents a decline of 19 percent over FY 1987. About 19,000 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 24 percent of the FY 1988 arrivals. Significant numbers also settled in Texas (13 percent), Maryland (11 percent), and New York (8 percent). 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 1988 was 24.4 years; men averaged 25.1 years while the average age of the women was 23.2 years. Sixty-four 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 1988 as in the 4 prior years, with about 6,300 arrivals. This represents a drop of about 6 percent from the FY 1987 level. Approximately 2,200 refugees arrived from Afghanistan and about 40 from Iraq. The total number of refugees arriving from the Near East was about one-sixth lower in FY 1988 than in the previous year.

California was again the most common destination for refugees arriving from the Near East: 40 percent of the Afghans and 69 percent of the Iranians settled there. New York was the second most frequent State of placement for refugees from Afghanistan and Iran, as in previous years. Afghans also settled in Virginia and Iranians in Texas, Maryland, and Illinois in significant numbers. Table 5 contains a complete tabulation by State of the initial resettlement locations of these two groups.

The refugees arriving from the Near East during FY 1988 were relatively young, although older on average than the Southeast Asians. The median age of the Afghans was 21.2, with the women one year older than the men on average. The Iranian refugees were older, with a median age of 27.7, and the women

averaged more than 4 years older than the men. Twenty-nine percent of the Afghans were children of school age, while the comparable figure was 21 percent for the Iranians. About 5.5 percent of the Afghans and the Iranians were over age 65. Men outnumbered women slightly in both groups.

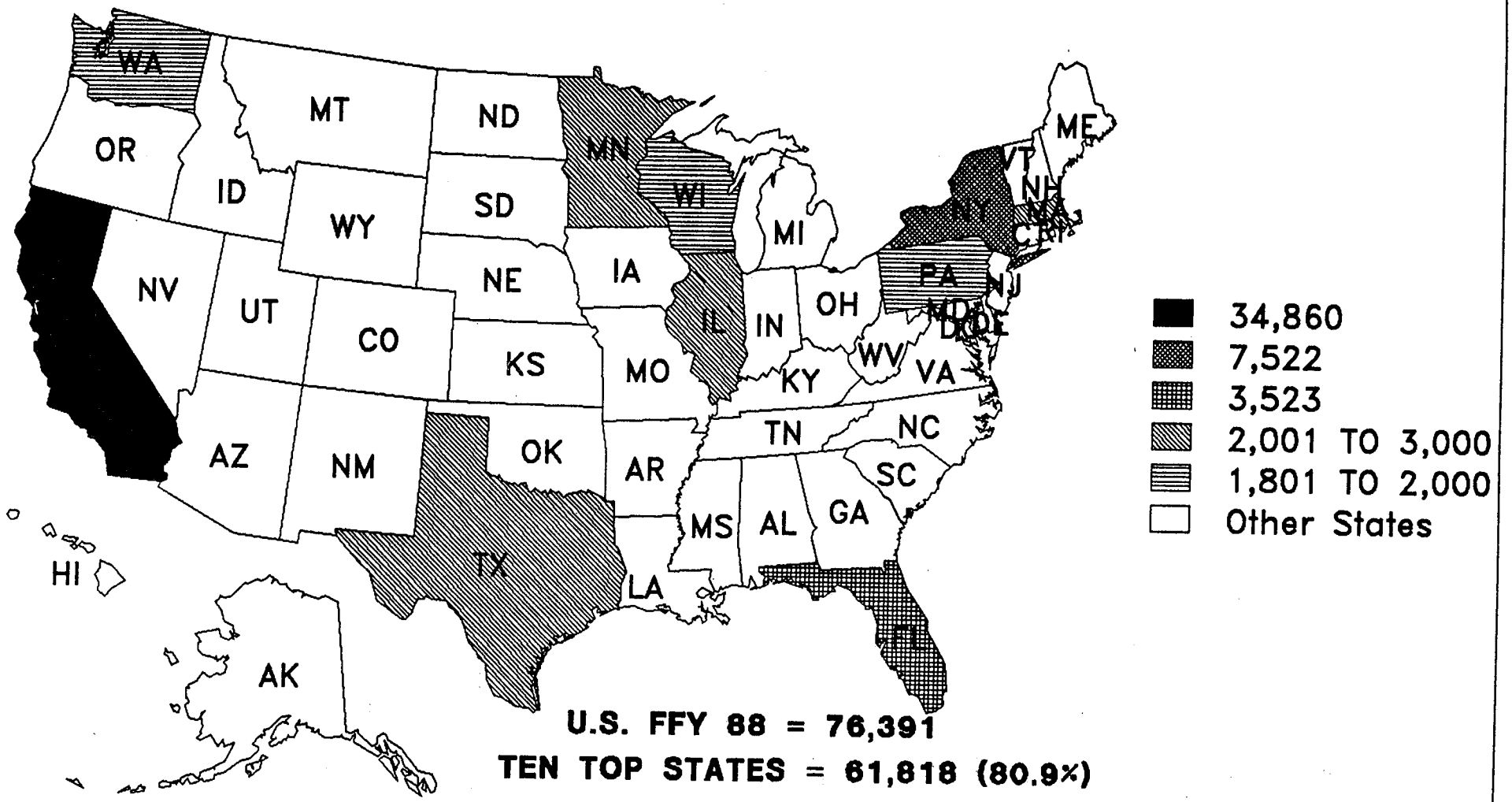
The differing resettlement patterns of the various refugee groups combine to create the overall pattern of refugee resettlement in the United States. The top ten States for refugee arrivals in FY 1988 are shown in Figure 2, and the arrival figures for all States and territories appear in Table 6. California dominated the resettlement picture with more than 35,000 arrivals. New York was second with 7,500, and the resurgence in Cuban arrivals put Florida in third place. Massachusetts, Texas, Minnesota, and Illinois all had arrivals in the 2,400-2,800 range. Pennsylvania, Washington, and Wisconsin rounded out the top ten with 1,800-1,900 arrivals each.

o Other Refugees and Asylees

During FY 1988, the number of applications for refugee status granted worldwide by the Immigration and Naturalization Service (INS) rose to 80,282 from the FY 1987 total of 61,529.

Figure 2

REFUGEE ARRIVALS, TEN LARGEST STATES
FY 1988



U.S. FFY 88 = 76,391

TEN TOP STATES = 61,818 (80.9%)

ORR, MAP #122

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 1988.

INS approved claims for political asylum status from 5,531 cases, covering 7,340 persons, in FY 1988. This represents an increase of 36 percent from the number of cases approved in FY 1987. A complete listing of the countries from which persons came who were granted asylum from FY 1980 through FY 1988 is shown in Table 8. Overall, during this 9-year period, 47 percent of all favorable asylum rulings went to Iranians. In FY 1988, as in FY 1987, the largest number of favorable rulings were granted to Nicaraguans, who received 50 percent of the total. Nearly 800 Iranians were also given political asylum in FY 1988. Other countries from which at least 50 asylees came, in order, were Ethiopia, Poland, Romania, El Salvador, Libya, China, Lebanon, and Somalia.

RECEPTION AND PLACEMENT ACTIVITIES

In FY 1988, 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 (including refugee relatives) 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.

Monitoring of Reception and Placement Activities

In FY 1988, the Bureau's monitoring program included nine in-depth reviews of refugee resettlement in California (Orange County), Illinois (Chicago), Indiana, Maryland, Maine, New Hampshire, Vermont, Arkansas, and Alabama. Follow-up visits to Texas, California (San Diego), Colorado, Ohio, Michigan, and Missouri 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.

DOMESTIC RESETTLEMENT PROGRAM

Refugee Appropriations

In FY 1988, the refugee domestic assistance program was funded under a Continuing Resolution (P.L. 100-202). The total funding which HHS obligated to States and other grantees under the program in FY 1988 was approximately $347 million.

Approximately $207 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees, aid to unaccompanied refugee children, and the supplementary payments States made to refugees who qualified for Supplemental Security Income (SSI). This figure includes a demonstration grant totaling about $23 million awarded to the State of California in FY 1988. In addition, approximately $26 million was used to reimburse States for the administration of the program by States and local welfare agencies.

About $54.5 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 $2.5 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 $9.6 million, for which $8.6 million was obligated in FY 1988. Major allocations include:

-- $2.65 million to support a special initiative (Key States Initiative) in five States with high refugee welfare dependency rates or with large numbers of refugees on welfare.

-- $2.44 million in Community/Family Stability Project grants, designed to strengthen communities which offer good economic opportunities to refugees but which, because they lack a comprehensive service structure, discourage long-term resettlement.

-- $806,000 in a series of four 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.

-- $271,000 to address refugee self-sufficiency problems related to crime, including $236,000 to the State of Oregon to produce a series of video orientation tapes, and $35,000 in an Interagency Agreement with the Community Relations Service for training, both activities to strengthen mutual understanding between police and refugees.

-- $593,000 in a cooperative agreement with InterAction, as agent for the national voluntary resettlement agencies, to assist in the resettling of an expected 12,000 Amerasian young people and their families.

-- $641,000 to address Hmong resettlement needs in areas of high concentration to alleviate social adjustment problems and increase self-sufficiency.

-- $596,000 to the Public Health Service to carry out hepatitis B screening, and vaccination as appropriate, of pregnant refugee women who have been in the United States since 1981.

-- $445,000 to FSA Regional Offices to implement technical assistance contracts to improve refugee services within their jurisdictions.

ORR funded a targeted assistance program totaling $34.5 million in FY 1988. The objective of this program is to assist refugee/entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient. Of the $34.5 million, $5.7 million was targeted for health care to qualified entrants in Florida, and $4.8 million was made available to the Dade County, Florida, school district, to serve entrant children.

Under the matching grant program, voluntary resettlement agencies were awarded over $7.6 million in FY 1988 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 assistance, case management, and employment services.

Obligations for health screening and follow-up medical services for refugees amounted to about $5.8 million in FY 1988. 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 follow-up 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 1988

(Amounts in $000)

A.	Refugee Resettlement Program	
	1. State-administered program:	
	a. Cash assistance, medical assistance, unaccompanied minors, and SSI	$207,043
	b. State administration	26,231
	c. Social services (States' formula allocation)	54,498
	Subtotal, State-administered program	287,772
	2. MAA incentive grant program	2,470
	3. Targeted Assistance	34,466
	4. Discretionary projects	8,602
B.	Voluntary Agency Matching Grant Program	7,659
C.	Preventive Health: Screening and Health Services	5,840
	Total, Refugee Program Obligations	$346,809

CM, a/ State Administration, Social Services, MAA Incentive Obligations, and Targeted Assistance:

FY 1988 Funds

State	Cash/Medical Assistance	State Administration	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	$257,784	$93,143	$200,757	$9,134	$0	$560,818
Arizona	1,883,251	278,429	717,345	32,637	0	2,911,662
Arkansas	68,429	59,337	144,744	6,585	0	279,095
California b/	91,274,239	9,366,133	19,953,106	907,803	9,812,441	131,313,722
Colorado	1,885,439	328,804	649,409	29,546	199,205	3,092,403
Connecticut	1,635,684	269,721	630,276	28,676	0	2,564,357
Delaware	23,175	4,199	75,000	0	0	102,374
Dist. of Columbia	678,379	75,964	154,172	7,014	0	915,529
Florida	3,557,005	295,678	1,193,448	54,298	16,858,321	21,958,750
Georgia	644,291	379,425	810,513	36,876	0	1,871,105
Hawaii	1,632,000	189,696	259,264	11,796	219,356	2,312,112
Idaho	134,674	137,192	166,096	7,557	0	445,519
Illinois	6,715,159	1,016,150	2,186,695	99,488	1,030,410	11,047,902
Indiana	178,786	15,348	153,895	7,002	0	355,031
Iowa	1,853,958	312,617	439,225	19,983	0	2,625,783
Kansas	1,156,291	269,818	607,816	27,654	245,544	2,307,123
Kentucky	333,931	24,637	192,715	8,768	0	560,051
Louisiana	543,741	73,585	583,414	26,544	167,742	1,395,026
Maine	379,563	132,696	164,432	7,481	0	684,172
Maryland	1,246,443	353,024	842,402	38,327	204,066	2,684,262
Massachusetts	13,384,042	1,091,600	2,305,652	104,900	531,188	17,417,382
Michigan	4,023,507	562,114	921,429	41,922	0	5,548,972
Minnesota	10,087,616	1,166,683	1,728,892	78,659	625,406	13,687,256
Mississippi	457,192	5,812	82,909	5,000	0	550,913
Missouri	610,090	98,453	531,007	24,159	95,422	1,359,131
Montana	247,528	34,990	75,000	5,000	0	362,518
Nebraska	177,670	62,272	105,092	5,000	0	350,034
Nevada	207,540	51,308	217,671	0	0	476,519
New Hampshire	298,409	29,311	75,000	5,000	0	407,720
New Jersey	2,365,608	424,152	794,985	36,169	498,912	4,119,826
New Mexico	173,273	19,772	104,538	5,000	0	302,583
New York	20,067,866	2,625,436	3,975,204	180,859	824,450	27,673,815

State	Cash/Medical Assistance	State Administration	Social Services	MAA Allocation	Targeted Assistance	Total
North Carolina	589,684	64,311	420,369	19,125	0	1,093,489
North Dakota	375,273	68,623	75,000	5,000	0	523,896
Ohio	2,294,951	224,657	674,642	30,694	0	3,224,944
Oklahoma	400,560	46,866	367,684	16,728	0	831,838
Oregon	2,401,435	840,209	644,972	29,344	560,146	4,476,106
Pennsylvania	5,301,326	725,834	1,504,011	68,428	383,422	7,983,021
Rhode Island	987,505	313,914	428,410	19,491	273,859	2,023,179
South Carolina	99,878	39,004	75,000	5,000	0	218,882
South Dakota	103,224	2,500	85,682	5,000	0	196,406
Tennessee	432,184	9,061	600,329	27,313	0	1,068,887
Texas	3,057,500	606,122	3,375,430	153,571	449,438	7,642,061
Utah	1,144,572	382,049	425,915	19,378	0	1,971,914
Vermont	410,508	38,285	75,000	5,000	136,629	665,422
Virginia	5,164,129	563,223	1,525,362	69,399	522,262	7,844,375
West Virginia	9,684	13,036	75,000	0	0	97,720
Washington	12,407,901	1,943,917	2,211,096	100,598	827,781	17,491,293
Wisconsin	3,670,603	499,672	817,446	37,191	0	5,024,912
Wyoming	9,520	2,218	75,000	0	0	86,738
TOTAL	$207,043,000	$26,231,000	$54,498,451	$2,470,097	$34,466,000	$324,708,548

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

b/ Includes $22,855,373 demonstration grant, which is part of CM.

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 Jewish 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.

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. During the first 4 months of FY 1988 (October 1, 1987 - January 31, 1988), the period of ORR reimbursement continued to be during a refugee's first 31 months

in the United States; during the remainder of the fiscal year (February 1 - September 30, 1988), ORR was only able to reimburse States for the first 24 months that a refugee is in the U.S.* Similarly, aged, blind, and disabled 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.

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* 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 funding level was implemented March 1, 1986, and was continued through January 1988. Beginning February 1, 1988, ORR found it necessary to shorten the period to 24 months as a result of the amount of funds appropriated under the FY 1988 Continuing Resolution (P.L. 100-202), which was enacted on December 22, 1987. Before March 1, 1986, the reimbursement period for States was for 36 months.

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 1988, 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

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* Near the end of the fiscal year, the Department published a final regulation reducing the period of both RCA and RMA from the existing 18 months to 12 months, to be effective October 1, 1988 (Federal Register, August 24, 1988; 53 FR 32222).

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.*

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* 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 1988, 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 1988, during the first four months of the fiscal year, ORR continued to reimburse the full cost of GA for a refugee's 19th through 31st months of residence in the United States. During the remainder of the fiscal year, from February 1, 1988, through September 30, 1988, due to limited funds, ORR was only able to reimburse GA costs for a refugee's 19th through 24th months in the U.S.

Based on information provided by the States in their Quarterly Performance Reports to ORR, 52.1 percent of refugees who had been in the United States 24 months or less were receiving some form of cash assistance at the end of FY 1988. This compares with a cash assistance utilization rate of 49.7 percent at the end of September 1987 -- one year earlier. (This figure differs slightly from that published last year due to revisions in the data.)

The proportion of refugees receiving cash assistance rose during the first two quarters of FY 1988 but declined during the second two quarters in a pattern similar to FY 1987. During the second quarter, ORR reduced the length of time for which States are reimbursed for refugee cash and medical assistance from 31 to

24 months, thus reducing the size of the base population. However, both the base population and the number of time-eligible recipients rose again sharply during the fourth quarter, when the refugee program received a marked increase in the number of new arrivals.

Cash Assistance Dependency by Quarter, FY 1988

Date	Population	Cash Recipients	Dependency Rate
9/30/87	177,275	88,143	49.7%
12/31/87	161,919	90,328	55.8%
3/31/88	122,846	72,619	59.1%
6/30/88	126,810	72,267	57.0%
9/30/88	141,510	76,760	54.2%

Although there was a slight increase in the national dependency rate from 52.0 percent to 54.2 percent during FY 1988, dependency rates exclusive of California declined by 1.5 percent nationally, from 37.3 percent to 35.8 percent. Overall, 24 of the 51 States and territories participating in the refugee program registered lower dependency rates at the end of FY 1988 than one year earlier. And of the 10 States with the largest estimated time-eligible refugee populations at the close of the year, six showed declining dependency rates, as follows:

State	Percentage Point Change in Dependency Rate
California	+ 1.7%
New York	-11.7%
Texas	+ 6.9%
Massachusetts	-28.5%
Washington	-10.5%
Illinois	- 7.2%
Minnesota	+ 2.9%
Pennsylvania	- 5.3%
Florida	+11.9%
Wisconsin	- 6.3%

The following table shows cash assistance utilization among time-eligible refugees as of September 30, 1988, and one year earlier, at the close of FY 1987:

Cash Assistance Dependency Among Time-Eligible Refugees
September 30, 1988, and September 30, 1987

State	9/30/88 Estimated 24-month Refugee Population	9/30/88 Cash Assistance Recipients a/	9/30/88 Dependency Rate	9/30/87 Estimated 31-month Refugee Population	9/30/87 Cash Assistance Recipients a/	9/30/87 Dependency Rate
Alabama	215	66	30.7%	628	182	29.0%
Alaska	0	0	0.0%	62	0	0.0%
Arizona	1,226	112	9.1%	2,250	111	4.9%
Arkansas	241	60	24.9%	453	114	25.2%
California	60,598	47,809b/	78.9%	62,396	48,147c/	77.2%
Colorado	1,401	547	39.0%	2,009	665	33.1%
Connecticut	1,385	209	15.1%	1,970	281	14.3%
Delaware	19	11	57.9%	64	17	26.6%
District of Columbia	265	35	13.2%	486	17	3.5%
Florida	7,400	2,213	29.9%	9,400	1,697	18.1%
Georgia	1,576	422	26.8%	2,502	486	19.4%
Hawaii	522	401	76.8%	811	442	54.5%
Idaho	178	63	35.4%	519	74	14.3%
Illinois	4,944	1,150	23.3%	6,842	2,087	30.5%
Indiana	202	60	29.7%	494	109	22.1%
Iowa	867	150	17.3%	1,372	340	24.8%
Kansas	1,066	311	29.2%	1,900	722	38.0%
Kentucky	354	67	18.9%	630	96	15.2%
Louisiana	1,232	129	10.5%	2,148	346	16.1%
Maine	263	51	19.4%	517	97	18.8%
Maryland	2,214	246	11.1%	2,646	826	31.2%
Massachusetts	6,833	3,087	45.2%	7,200	5,307	73.7%
Michigan	2,461	920	37.4%	2,882	1,143	39.7%
Minnesota	4,793	3,311	69.1%	5,404	3,574	66.1%
Mississippi	100	56	56.0%	259	53	20.5%
Missouri	1,048	149	14.2%	1,661	402	24.2%
Montana	106	65	61.3%	101	46	45.5%
Nebraska	295	68	23.1%	329	124	37.7%
Nevada	526	79	15.0%	585	110	18.8%

Cash Assistance Dependency Among Time-Eligible Refugees
September 30, 1988, and September 30, 1987 -- Cont.

State	9/30/88 Estimated 24-month Refugee Population	9/30/88 Cash Assistance Recipients a/	9/30/88 Dependency Rate	9/30/87 Estimated 31-month Refugee Population	9/30/87 Cash Assistance Recipients a/	9/30/87 Dependency Rate
New Hampshire	196	55	28.1%	228	15	6.6%
New Jersey	2,576	583	22.6%	2,483	605	24.4%
New Mexico	137	55	40.1%	327	95	29.1%
New York	13,981	3,342	23.9%	14,098	5,013	35.6%
North Carolina	902	98	10.9%	1,314	155	11.8%
North Dakota	78	40	51.3%	207	40	19.3%
Ohio	1,296	815	62.9%	2,112	1,203	57.0%
Oklahoma	479	53	11.1%	1,150	157	13.7%
Oregon	1,474	738d/	50.1%	2,017	886e/	43.9%
Pennsylvania	3,593	1,208	33.6%	4,701	1,828	38.9%
Rhode Island	787	310	39.4%	1,336	552	41.3%
South Carolina	96	17	17.7%	177	13	7.3%
South Dakota	90	12	13.3%	268	25	9.3%
Tennessee	1,070	158	14.8%	1,877	326	17.4%
Texas	5,419	1,146	21.1%	10,596	1,513	14.3%
Utah	577	115	19.9%	1,331	236	17.7%
Vermont	154	36	23.4%	199	56	28.1%
Virginia	3,409	831	24.4%	4,771	1,324	27.8%
Washington	4,643	2,557	55.1%	6,916	4,534	65.5%
West Virginia	9	2	22.2%	23	10	43.5%
Wisconsin	3,462	2,393	69.1%	2,556	1,929	75.5%
Wyoming	8	0	0.0%	6	2	33.3%
Guam	2	0	0.0%	29	11	37.9%
Other	0	0	0.0%	33	0	0.0%
Total U.S.	146,768	76,411	52.1%	177,275	88,143	49.7%

NOTES:

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 9/30/88. Please note that caseload data may include children born in the United States 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. These data differ slightly from data published earlier due to corrections and revisions.

b/ California's cash assistance data include 29,816 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/88.

c/ California's cash assistance data include 33,749 recipients participating in the State's Refugee Demonstration Project (RDP) as of 9/30/87.

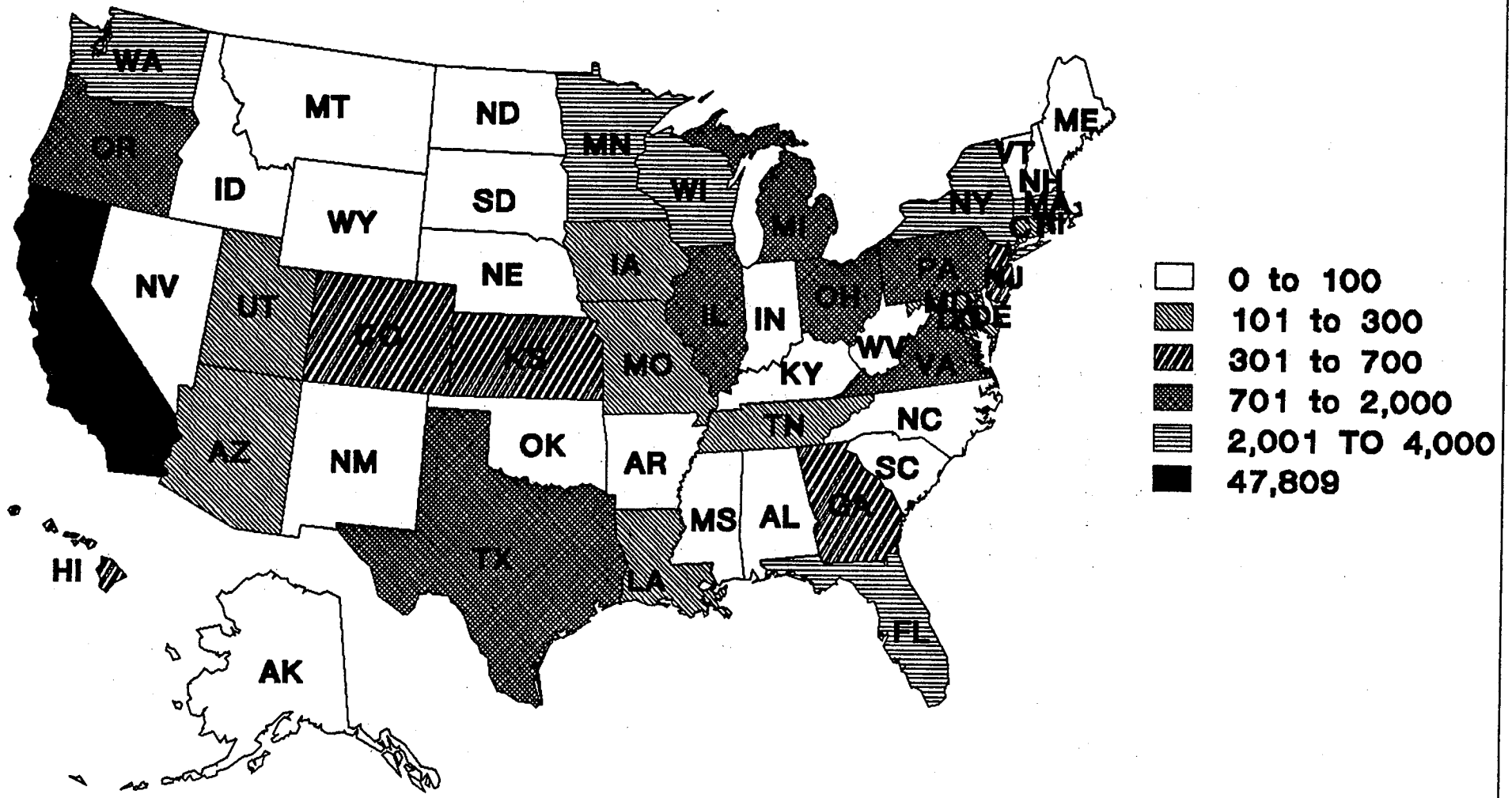
d/ Oregon's cash assistance data include 278 recipients participating in the State's Refugee Early Employment Project (REEP) as of 9/30/88.

e/ Oregon's cash assistance data include 280 recipients participating in the State's Refugee Early Employment Project (REEP) as of 9/30/87.

Figure 3

TIME ELIGIBLE (24 MONTHS) REFUGEES RECEIVING CASH ASSISTANCE

As of 9/30/88



ORR, MAP #123

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 1988; States reported on their cash/medical assistance caseloads as of June 30, 1988. Reports covered refugees in the U.S. for no more than 24 months.

Table 11 (Appendix A) summarizes the findings of the 1988 data collection with all 49 participating States,* the District of Columbia, and Guam reporting. A cash assistance caseload of 66,530 is covered, which is equal to 92 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. Southeast Asians of all nationalities comprised 67 percent; they are about 57 percent of the time-eligible population. Soviet and Eastern European refugees comprise about 15 percent of the reported caseload while they are about 26 percent of the time-eligible population. Refugees from the Near East make up about 13 percent of the caseload and about 12 percent of the population. Other single nationality groups contribute only small fractions to the national caseload.

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* Alaska does not participate in the Refugee Resettlement Program.

Dependency rates calculated by nationality range between 14 and 64 percent of time-eligible refugees. These calculations show somewhat higher dependency among the Southeast Asians compared with most other groups, but the contrast is less than in previous years. In the two States where Southeast Asians could not be differentiated by nationality, 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 1986-88, the best estimates of nationwide dependency rates are about 55 percent for Vietnamese and 60 percent for Lao (including Hmong). The calculated dependency rate for Cambodians appears to exceed 100 percent, which indicates some cash assistance recipients being erroneously classified as time-eligible Cambodians in some States.

Among the other nationality groups, refugees from Afghanistan have a dependency rate of nearly 64 percent, while the dependency rate for Ethiopians is 32 percent. Information available for the first time in 1988 on refugees from Iran enables ORR to calculate their dependency rate at 51 percent. Those from the Soviet Union have a dependency rate of 40 percent, which is higher than in past years, perhaps due to the very recent arrival of many Soviet refugees. Refugees from Eastern

Europe (other than Poland) show a dependency rate of about 21 percent, while refugees from Poland have the lowest dependency rate, at roughly 14 percent.

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 1988, as in previous fiscal years, ORR allocated social service funds on a formula basis. Under this formula, about $54.5 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, about $2.5 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.

Close to $9 million 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 83-93.

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 1988, 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 1988 ORR received a final appropriation of $34.5 million for targeted assistance activities for refugees and entrants. Of this, $10.5 million was awarded to Florida for providing health care to eligible entrants and to the Dade County public school system in support of education for entrant children. The balance of $24 million was awarded to the 20 States eligible for targeted assistance grants on behalf of their 44 qualifying counties.

The targeted assistance program funds employment services 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 need for supplementation of other available service resources to help the local refugee and/or entrant population obtain employment.

Services under the FY 1988 program began with the end date of the FY 1986 program. No funds had been appropriated in FY 1987. The ending date for the FY 1986 program varied from State

to State depending on approved no-cost extensions. Project periods for the FY 1988 program were generally for one year and in most cases will enable services to continue into spring and summer of 1989, and longer in a few instances.

The county targeted assistance program for FY 1988 was unchanged from the FY 1986 program. As in FY 1986, 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. States with more than one county qualifying for targeted assistance funding were permitted to develop a new formula for allocation of the funds among the qualifying counties within the State based on local dependency rates, refugees on assistance, and secondary migration. The application process was expedited by permitting States with an approved FY 1986 program to simply assure that the approved management plan and program guidelines would continue for the FY 1988 program.

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 increased somewhat during FY 1988, to an average of 50 per month, compared with 36 per month during the previous year. However, the number leaving the program by virtue of reaching the age of majority accelerated. Faced with the likelihood of a continued diminishing caseload, ORR, in cooperation with national voluntary agencies, their local affiliates, and the States, continued 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.

Since January 1979, a total of 8,620 children have entered the program. Of these, 1,164, or 13.5 percent, subsequently were reunited with family, and 4,252, or 49.3 percent, have been emancipated, having reached the age of emancipation. Based on reports received from the States, the number in the program as of September 30, 1988 was 3,204, a decrease of 5.2 percent from the 3,381 in care a year earlier. During FY 1988, 93 children were reunited with family and 635 were emancipated. Unaccompanied children are located in 37 States and the District of Columbia.

Other major program activities during FY 1988 included:

-- Implementation of ORR's Statement of Goals, Priorities, Standards, and Guidelines for the Unaccompanied Minor Refugee Program. Publication of this statement on October 14, 1987, enhanced operations and monitoring, promoting both improved care and greater cost-effectiveness.

-- Joint program reviews by ORR and FSA Regional Offices of four States with significant unaccompanied minor populations, assessing State performance against the Statement of Goals, Priorities, Standards, and Guidelines.

-- 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 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 1988, 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 reviewed State submissions of State plans and plan amendments, State estimates of expenditures, 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 1988:

State Plan Submissions

By the end of November 1988, ORR had reviewed State plan submissions and approved the State plans or plan amendments of 9 States. The State plan submissions of 2 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 States 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 Quarterly Performance Report (QPR).

Summary of State Performance

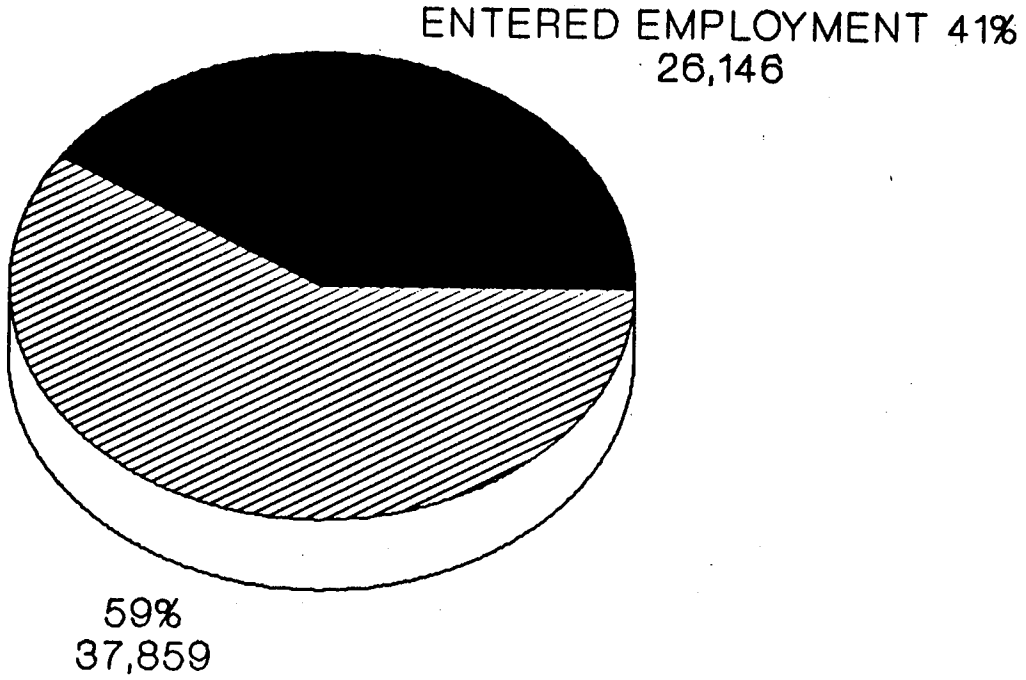
ORR reviewed statistical and narrative information on program performance submitted by States on the QPR. An analysis of several key program measures indicates that:

- Of approximately 64,000 refugees enrolled in ORR-funded employment services, over 26,000 were placed into jobs during FY 1988. The annual entered-employment rate achieved by local employment providers funded through refugee social services was 41 percent.
- Employment retention rates (reported by 29 major refugee States and 5 small States) indicate that 70 percent of all refugees placed into employment during the first 6 months of FY 1988 retained their jobs for at least 90 days. Thus over 8,400 of the 12,032 refugees employed during this time retained employment.
- As of September 30, 1988, the average hourly wage reported by all States for refugees placed into employment by ORR-funded employment services was $4.92.

Figure 4

REFUGEE EMPLOYMENT ENTRY RATE
FY - 1988

SERVICE PARTICIPANTS: 64,005

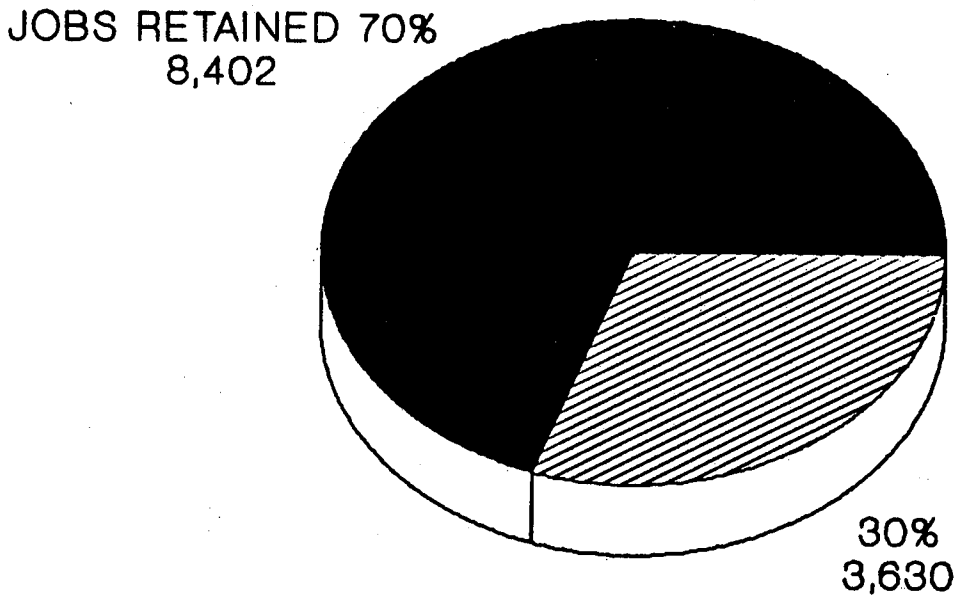


ORR, CHART #169

Figure 5

REFUGEE JOB RETENTION RATE
First Six Months - FY, 1988

TOTAL EMPLOYED: 12,032



ORR, CHART #168

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 1988 follows:

Region I (Boston). -- Region I reviewed the State administration of the unaccompanied refugee minors program in Massachusetts. The review resulted in the State amending its title IV-B plan to establish statewide criteria for the continuation of child welfare services to persons over 18 years of age.

Region II (New York City). -- Region II let two technical assistance contracts in support of the refugee program. The first, funded at $10,000, was awarded to the U.S. Catholic Conference to plan and convene a national conference of resettlement practitioners to help them to identify and diagnose special problems which confront Amerasians who are expected to arrive in substantial numbers throughout the next year. The second contract, for $57,000, was awarded to HCR, a management consulting firm, to assist the Regional Office in implementing a strategy to facilitate refugee access to low-cost medical

services to enable more refugees to become self-sufficient. HCR will identify the strategies for accessing care that are viable in Region II States and will assemble a directory of providers in counties of high refugee concentration. While this project is being undertaken in the context of refugee needs, it is not refugee specific; the directory could be useful to any needy persons leaving welfare.

Regional staff monitored the unaccompanied minors program in selected counties in New York and New Jersey and are assisting the States in strategies for dealing with substantially reduced numbers of unaccompanied minors.

Region II has been providing continuing assistance to the New York Key States Initiative, including participation in the bidders conference and speaking before the New York State Refugee Resettlement Advisory Board on the need to reduce welfare dependency among time-expired refugees.

Region III (Philadelphia). -- The Regional Office performed reviews in Maryland and Virginia to determine implementation of the reduction in the reimbursement period for cash and medical assistance from 31 to 24 months effective February 1, 1988. Overpayments of $93,228 were identified and recovered by the Regional Office as a result of these reviews. The HHS Office of

the Inspector General/Audit Agency initiated a review of Pennsylvania's refugee cash/medical assistance programs on May 27, 1988, at the request of the Regional Office. The review is in progress and findings will be issued in FY 1989.

In addition, a review of medical assistance provided to refugees in Virginia found that benefits for ineligible recipients were being charged to the Refugee Resettlement Program. The Virginia Department of Medical Assistance Services is cooperating with the Regional Office in the identification of overpayments to the Commonwealth. Corrective actions were implemented in September 1988 which should prevent recurrence of this situation. Recoveries of approximately $250,000 are anticipated as a result of this effort.

Region IV (Atlanta). -- 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, has been completed. No fraud, abuse, or serious mismanagement was found. The Georgia Department of Human Resources, however, continues to consider alternative methods of cost allocation since the random moment sample studies (RMSS) method has proven to reflect inordinately high administrative costs to the Refugee Program.

As a direct result of this review, statewide training sessions, first conducted in January 1987 to evaluate and clarify RMSS procedures and issues to ensure that caseworkers were properly completing and recording their tasks, are continuing. Individual two-level reviews at both the State and county levels were conducted for the refugee cases identified in the RMSS to verify the validity of each charge to the program. County staff now receive quarterly instructions for conducting the RMSS. As a follow-up to the review, Region IV FSA, Financial Management Section, is currently conducting an on-site monitoring review of the most heavily refugee-populated counties to ensure compliance and understanding by the eligibility workers.

ORR Florida Office (Miami). -- During the year, the ORR Florida Office conducted on-site program reviews of State service providers, especially in the most impacted refugee/entrant counties. Whenever possible, these reviews were conducted jointly with the State to evaluate the State of Florida's performance in the management of its service programs. This has proved helpful in implementing any necessary corrective action and in providing any technical assistance required.

The office also assisted in the review and resolution of audit disallowances.

Region V (Chicago). -- The Key States Initiative (KSI) program began in Minnesota and Wisconsin this year. Each program was reviewed on-site twice during the fiscal year. The first of these reviews evaluated the implementation and start-up of each KSI project to determine any needed improvements and corrective actions. At the same time the State administration of the KSI program was evaluated to provide necessary technical assistance and guidance in the early stages of the program. These reviews were accomplished through joint Central Office, Regional, and State refugee program teams, and aided by a contracted evaluation by Touche Ross. The second round of on-site reviews focused on assessing the actual service performance of each KSI project and determining program recommendations and levels of funding for the second year of KSI in each State.

Joint State and Region V refugee program staff undertook an assessment of several refugee employment projects of the Ohio Bureau of Employment Services with the purpose of determining why there was decreasing effectiveness in reducing refugee welfare dependency through employment. A corrective action plan for those projects was developed on the basis of that review, resulting in substantive improvements in the latter half of the year -- specifically in reduced refugee dependency and

improved coordination of the job services programs with the local welfare and social services agencies.

Due to the Federal reduction of administrative reimbursement to State refugee programs in FY 1988, all States faced administrative cutbacks and some additional reductions in services. The States in Region V worked closely with the Regional Office in reviewing local budgets to determine the priorities for these cuts and to identify alternative resources to maintain essential administration and services. Over $1.5 million in administrative deficits were faced this year in Region V States alone. State Refugee Coordinators in the Region have met several times with the Regional Office to negotiate future changes in their programs to permit more cost-effective operations. Two States also provided participants, together with staff from the Regional Office, for a national ORR workgroup to address the issues of cost allocation and administrative cost containment within the refugee program and to recommend policy changes for the future.

The program and fiscal reporting systems employed by the State refugee programs in Region V were reviewed by Regional staff for the purpose of improving both the timeliness and quality of these reports. Most States in the Region showed

marked improvements in these reports, following suggested changes by the Regional Office. The ability to meet deadlines for these reports has also been greatly strengthened by going to more uniform reporting formats.

Through audits conducted on the Ohio and Wisconsin refugee programs during this past year, $1,347,361 in disallowed refugee program funds were retrieved from assistance payments and social services programs. At the same time, audits were conducted on the refugee programs in Illinois and Minnesota and should produce final resolutions involving retrievals of funds within the next year.

Region VI (Dallas). -- Region VI reviewed all case files of refugee cash assistance (RCA) recipients in Arkansas and found only one ineligible recipient. AFDC refugee cases were not reviewed since Arkansas does not request reimbursement of the State share of these cases.

Case file reviews of both RCA and AFDC recipients in Jefferson and Orleans parishes in Louisiana were completed this year. A major service provider of both ESL and employment services in New Orleans was also evaluated. No problems were found. A discretionary grant project in Dallas was evaluated and found to be effective in its mission of providing outreach to

refugee women and potential secondary wage earners to bring them into the labor force.

This fiscal year, Texas instituted a new monitoring effort called the Refugee Social Services Control System, which should provide an effective way to measure all social service providers in the State against a standard set of criteria.

Region VII (Kansas). -- A comprehensive report, with recommendations, resulted from a review of dissension between the Ethiopian community and the major social services provider in St. Louis. A Wyandotte County, Kansas, review resulted in a clearer delineation of functions and responsibilities between the service provider and the county welfare office. Kansas and Missouri gave emphasis to improving their own State program monitoring systems and procedures.

Region VIII (Denver). -- The Regional Office conducted a review of the Colorado Refugee and Immigrant Service Program. The purpose of the review was twofold: (1) To determine the accuracy of refugee cash and medical assistance eligibility decisions; and (2) to assess the quality of refugee services.

The activities consisted of a financial review at the State office and individual case file readings in three counties. The

Regional Office has identified questionable charges to the Refugee Resettlement Program of $273,167 and an additional $139,710 which requires further documentation. A number of other programmatic improvements were suggested to strengthen the operation of State refugee programs.

The Colorado Community Stability Project in Colorado Springs was reviewed. Also, a review of Utah's program for unaccompanied minors was completed. No fraud, abuse, or serious mismanagement was found.

Region IX (San Francisco). -- In FY 1988, the Regional Office monitored California counties which experience major refugee impact (including Los Angeles, Orange, Santa Clara, Sacramento, San Diego, Stanislaus, Fresno, and Merced counties) to examine the manner in which refugee services and targeted assistance programs have been developed, using increased county authority under the State's transfer of management responsibility for program planning and implementation to the county level. Reviews were also conducted in major counties to determine how refugee needs are being integrated into the planning and operation of the Greater Avenues for Independence (GAIN) program, the State's mainstream initiative to assist welfare recipients to become self-sufficient. Reviews focused on refugee access to

appropriate services and the responsiveness of service delivery systems to refugee early employment needs. Findings were shared with the State, and mechanisms for addressing problems or potential problem areas were identified.

A review was conducted in Los Angeles to verify implementation of corrective action called for as a result of a 1986 HHS audit of county operations under the Refugee Resettlement Program. The review found partial compliance with the recommended corrective actions. As part of the review, Regional Office, State, and county staff worked to identify effective means for completing all remaining corrective actions in a timely manner.

The Regional Office also monitored the State of California's activities regarding allegations of fraud and abuse in the Refugee Resettlement Program. This review substantiated that the State and several counties have carried out a significant level of activity to investigate the allegations and to take remedial actions. The importance of combating fraud and abuse has been highlighted through these efforts, and State and local initiatives to address these issues are continuing.

An on-site review was conducted of Arizona's Community Stabilization Project, providing youth services in Phoenix and

Tucson, an interpreter bank in Phoenix, and community development services statewide. The review focused on assuring effective implementation in accordance with ORR expectations.

Region X (Seattle). -- A major initiative of Region X was to review the State refugee unaccompanied minor programs in both Washington and Oregon. Each program expends in excess of $1 million per year, serving approximately 300 refugee minors in the two States. The reviews focused on State compliance with ORR's recently issued "Statement of Goals, Priorities, Standards, and Guidelines for the Unaccompanied Refugee Minor Program." Results of the review established that the States were generally doing an excellent job in preparing minors for successful emancipation. Corrective action recommendations were issued to each State to comply with ORR guidelines.

Region X, in cooperation with ORR Central Office, conducted an implementation review of Washington's Key State Initiative. The four largest counties were reviewed encompassing 90 percent of the State's refugee population. Major systems problems were identified which affect the State's ability to achieve early employment of refugees. The State agreed to enter into a seven-point plan of corrective action designed to address the findings of the review.

Semiannual reviews were conducted of Oregon's third year Fish/Wilson demonstration, entitled "Refugee Early Employment Project" (REEP). The project, which demonstrates delivery of cash and medical services through alternative systems, continued to have an error-free payment system. Despite lower than anticipated arrivals of refugees into the State, the project also continued to be budget neutral, while demonstrating early employment of refugees.

Region X conducted fiscal and program reviews of a special project for refugee women in Seattle, entitled "Women Helping Women." Technical assistance was provided to this new grantee in correcting fiscal accounting and reporting problems. This project has become a resource center in Washington State to assist refugee women in coping with their new land and new opportunities for self-sufficiency.

The Region also developed for each State a data analysis summary of all outcomes and expenditures under ORR funding for the year. These summaries, along with recommendations, were discussed with the States. The Region is now in the process of assisting the States to develop similar computer tracking of expenditures and outcomes.

Audits

Organization-wide audits were conducted by the HHS Inspector General's Office in several States administering refugee programs. The findings are summarized below.

California. -- Recovery of a large audit previously under appeal was made in the amount of $22,942,000 from the State of California.

Florida. -- Federal funds in the amount of $112,279 were recommended for recovery. The auditor determined, based on a sample, that unallowable job placement costs were claimed.

Illinois. -- Sixty percent of the refugee welfare recipient cases were not redetermined in a timely fashion (every 6 months). However, there were very minimal disallowed costs determined as a result of these delinquent redeterminations.

Minnesota. -- Due to the State's lateness in terminating cases no longer eligible for ORR welfare cost reimbursement, the audit report recommended retrieval of $134,565 from Minnesota for disallowed charges. This audit is still undergoing negotiated resolution with the State.

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 1988, Congress appropriated $7,659,000 for this program. Almost 70 percent of the refugees resettled through the program during this fiscal year were Soviet Jewish refugees. Revised draft program guidelines were circulated to eligible agencies for comment and are intended to be made final and put into effect in FY 1989.

A list of the agencies participating in the program and the FY 1988 funds awarded to them follows:

Agency	Federal Grant
Council of Jewish Federations	$5,024,541
United States Catholic Conference	1,965,000
International Rescue Committee	467,505
Lutheran Immigration & Refugee Service	201,954
	$7,659,000

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 1988 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. A public health advisor from the U.S. Public Health Service's Centers for Disease Control (CDC) was stationed in Southeast Asia to monitor the quality of medical screening for U.S.-bound refugees. Another 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 $5.8 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.

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.

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 1988, $15.2 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:

Fiscal Year	For Use in School Year	Amount
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
1988	1988-89	15,209,000

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* 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 through FY 1988.

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 18 months or less at the time 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.

In FY 1988, California applied for and received an extension of the RDP until September 1989 to maintain services to refugees until the California Greater Avenues for Independence (GAIN) program is fully implemented for AFDC clients in all counties.

The State reported 1,908 full-time and part-time job placements during the first three quarters of the third year of the RDP (July 1987 - March 1988). These placements represent the first day on the job and therefore do not indicate the extent to which jobs were retained. Since the beginning of the RDP in July 1985 through March 1988, 8,248 welfare grant reductions, 720 welfare grant terminations, and 360 sanctions were reported, at an estimated cost savings of $10,728,000.

California reported FY 1988 expenditures of $37,817,000 in Federal funds for the RDP.

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 project has been serving 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 do not participate in REEP.

The project is expected to continue operations through FY 1989.

The Refugee Policy Group (RPG), under contract to the State of Oregon to evaluate the effectiveness of REEP, reported that by the end of the third year of REEP operation, 70 percent of employable adults in the project had held at least one job during the project period. The median wage for these refugees was $4.04 and 55.7 percent were employed for at least 90 days. Approximately 60 percent of REEP clients became self-sufficient within a year.

Oregon reported FY 1988 expenditures of $2,103,000 in Federal funds for REEP.

o A pre-application submitted by the United States Catholic Conference for a project in San Diego -- to be operated by USCC's affiliated Catholic Community Services and the Indochinese Mutual Assistance Association (IMAA) -- was approved, and a planning grant was awarded for $24,947.

National Discretionary Projects

During FY 1988 the Office of Refugee Resettlement approved projects totaling approximately $9.6 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 1987 also were carried out during FY 1988. 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 strengthen the capacity of refugee mutual assistance associations.

5. To provide technical assistance to improve the quality of service to refugees.

6. To improve the effectiveness of the refugee program through information dissemination.

o Key States Initiative (KSI)

ORR continued into its second year its Key States Initiative to respond to the persistence of high welfare dependency in five States.

Under this Initiative, ORR has entered into cooperative agreements with the States of Minnesota, New York, Pennsylvania, Washington, and Wisconsin to increase refugee self-sufficiency and reduce welfare dependency in these States. The agreements provide financial support to enable the States to develop and implement individualized plans to overcome the unique barriers which inhibit refugee employment in selected communities. The States have identified target populations, designed strategies to overcome systemic barriers to employment, and implemented services based on those strategies.

Funds awarded during FY 1988 to the five States are as follows:

Minnesota	$500,000
New York	500,000
Pennsylvania	500,000
Washington	350,000
Wisconsin	800,000
TOTAL	$2,650,000

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 increased participation in PSR. Eligible grantees now include refugee mutual assistance associations and voluntary agencies, as well as States. As of the end of FY 1988,

there were five PSR grantees: Three mutual assistance associations and two voluntary agencies. In fiscal year 1988, four continuation grants totaling $806,797, to relocate 415 refugees, were awarded as follows:

Grantee	Amount
Hmong Natural Association of North Carolina, Inc. P.O. Box 1709 Morganton, NC 28655	$183,337
Lao Family Community, Inc. 4330 Covington Highway, #107 Decatur, GA 30035	218,460
Lutheran Family Services of North Carolina P.O. Box 13167 Greensboro, NC 27405	180,000
The Hmong-American Planning and Development Center, Inc. 921 W. Highway 303, Suite P Grand Prairie, TX 75051	225,000
TOTAL	$806,797

A fifth grantee, Catholic Social Services of Charlotte, North Carolina, continued to implement a PSR project through FY 1988 with FY 1987 funding.

o Community/Family Stability Projects

The Community/Family Stability Projects series of grants to States had a twofold purpose:

-- To assist smaller, non-impacted communities with good economic opportunities in providing services, thereby encouraging refugees to remain there rather than migrating to areas of high impact and poorer economic opportunities; and

-- To build on the basic strengths of refugee families, through delivery of appropriate services, to help them to achieve economic independence.

In all, ORR approved grants for 31 service components totaling $2,874,124 in 19 States as follows:

State	Amount	Activities
Alabama	$239,307*	Child Care, ESL, CM
Arizona	101,466**	Family Counseling
Colorado	62,229**	ESL, CM
District of Columbia	128,068	ES, MH
Georgia	205,000	Child Care, Family Counseling
Idaho	157,048	ES, VESL, CM, Child Care
Iowa	250,000	ES, SS, Youth/Family Services
Kansas	249,873*	CM, MH, ESL, Youth Services
Kentucky	113,211	ES, ESL, MH
Louisiana	218,346	ES, VESL, CM
Missouri	190,539	MH, SS, Youth Services
Montana	93,720**	VESL, ESL, VT, ES, MH
New Hampshire	79,451	Service Center
New Jersey	95,878	ES, CM
North Carolina	130,000**	ESL, MH, SS
South Dakota	24,047	ES, Counseling
Tennessee	250,000	ES, CM
Texas	131,524*	Outreach, ES
Virginia	154,417*	Youth Services, Crime
TOTAL	$2,874,124	

Key:
- CM — Case Management
- ES — Employment Services
- ESL — English as a Second Language
- MH — Mental Health Services
- VESL — Vocational English as a Second Language
- VT — Vocational Training
- SS — Support Services

* Partially funded in FY 1988

** Approved in FY 1988 for funding in FY 1989

o Special Services to Hmong New Arrivals

Grants were awarded to four voluntary agencies to provide extended orientation services and to develop a network of Hmong and American volunteers to assist Hmong new arrivals in six communities: Fresno and Merced in California; and Green Bay, LaCrosse, Eau Claire, and Wausau in Wisconsin. The purpose of these projects is to strengthen the initial resettlement of these refugees in order to hasten their adjustment to life in the U.S. and better prepare them for self-sufficiency.

Grants totaling $307,581 were awarded as follows:

Grantee	Amount
American Council for Nationalities Service	$115,168
United States Catholic Conference	112,061
International Rescue Committee	45,352
Lutheran Immigration and Refugee Service	35,000
TOTAL	$307,581

o Hmong National Strategy Conference

ORR awarded a grant to Lao Family Community of Fresno, Inc., for $27,000 to convene a national meeting of Hmong leaders in August 1988 to begin developing a coordinated strategy among the leadership to reduce welfare dependency and to encourage greater redistribution of this refugee population to smaller, economically successful Hmong communities. The meeting included Hmong leaders from both successful communities and impacted areas. ORR and the State Refugee Coordinators from California, Wisconsin, and Minnesota, the States with the largest Hmong populations, have pledged to work with the Hmong leadership in the development and implementation of such a strategy.

o Grants to Address Critical Unmet Needs in the Central Valley

Grants were awarded to Fresno and Merced counties to address critical and persistent social adjustment needs of refugees, particularly Highland Lao refugees, in the Central Valley of California. Services consist of family counseling, crisis intervention, and information and referral services for refugees in Fresno and crisis intervention and youth development activities in Merced.

Grant awards were as follows:

Grantee	Amount
County of Fresno Department of Social Services 4455 East Canyon Road P.O. Box 1912 Fresno, CA 93750	$200,000
Merced County Human Services Agency P.O. Box 112 Merced, CA 95341	106,800
TOTAL	$306,800

o Refugee Crime Initiatives

Concerned about increasing reports of refugee crime victimization which inhibits successful resettlement and the attainment of self-sufficiency, ORR undertook two initiatives; both were designed to familiarize refugees with American law and the criminal justice system, and to orient police and the courts to cultural considerations in dealing with refugees, as follows:

-- With a grant of $236,000, ORR supported the production of a series of 17 videotapes and accompanying study guides, in four refugee languages, by the State of Oregon. The material deals with such topics as due process, vehicle and traffic law, fish and game laws, domestic (child and spousal abuse) laws, community tension, and similar issues.

-- Under an interagency agreement, ORR provided the Department of Justice Community Relations Service with $35,000 to conduct a series of community-based meetings, bringing together police, refugee leaders, school authorities, court personnel, resettlement staff, and others to strengthen understanding among the various entities. Meetings were held during FY 1988 in Seattle, Oakland, Atlanta, Louisville, Boston, and Portland, Oregon.

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 receive 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 through FY 1988, 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.

Program Evaluation

During the reporting period, the Office of Refugee Resettlement (ORR) continued its program of evaluation to determine the effects and outcomes of special program initiatives; to identify ways in which to improve program effectiveness; and to obtain up-to-date information on the socio-economic situation of selected refugee populations and communities.

o Contracts Awarded in FY 1988

The following evaluation contracts were awarded in FY 1988:

o A Survey of Favorable Communities

Contracted to CZA, Incorporated, of Washington, DC, for $29,751 to identify self-sufficient Cambodian and Laotian communities in the U.S. that offer favorable employment and resettlement opportunities for the purpose of disseminating this information to interested refugees and refugee-serving organizations in impacted areas, who may wish to consider secondary resettlement.

A continuing priority of the Office of Refugee Resettlement is to encourage and support the relocation of unemployed refugees from areas of high welfare dependency and limited employment to refugee communities with favorable economic conditions where refugees can become economically self-supporting. The Planned Secondary Resettlement (PSR) program was established by ORR to support such relocations. While the PSR program has been exemplary in helping refugees to achieve self-sufficiency, the opportunities offered through PSR have been used mainly by small numbers of Hmong refugees. One reason for limited utilization of the program is that refugees who may wish to consider moving to obtain employment do not know where to move. To facilitate greater utilization of the PSR program, a comprehensive identification of self-sufficient refugee communities will be undertaken in order to provide information on relocation options. A full identification of successful Hmong communities has already been conducted as part of the Highland Lao community survey described later in this report. The Favorable Communities Survey will focus on community options for Cambodian and Laotian refugees in the belief that favorable alternatives would be most useful for these refugee groups because they are less likely than other refugees to find self-supporting employment in the impacted areas where they currently live.

Community profiles will be developed which include information on the ethnicity and size of the refugee community; employment and welfare rates; types of jobs and wages available to refugees; availability of affordable housing, health care, and social services; and local educational and training opportunities. A final report will be available in Spring 1989.

o A Survey of Highland Lao Communities in the U.S.

Contracted to CZA, Incorporated, of Washington, DC, for $27,848 to obtain up-to-date information on Hmong/Highland Lao communities in the U.S. regarding current population size, degree of economic self-sufficiency, and welfare dependency rates, as well as other factors, in order to construct an up-to-date national picture of the state of Highland Lao resettlement. This study was initiated in response to growing concern in Congress and the Executive Branch about the effectiveness of Hmong resettlement in the U.S., particularly as the annual number of Hmong admissions to this country has increased in recent years.

Information collection was completed by the end of FY 1988. A final report, containing national findings and socioeconomic profiles of 90 Highland Lao communities, will be available in FY 1989. These profiles reflect the situation in the summer of 1988 and are based on actual counts or estimates provided largely by Highland Lao community leaders and in many instances from information provided by State and county agency officials as well. Major findings are highlighted below:

- Population Size -- The estimated Hmong population nationwide now totals over 105,000 (including U.S. births), while other Highland Lao groups (Iu Mien, Khmu, Lahu, Lao Tinh, and Lao Lue) number over 12,700.

- Geographic Distribution -- The Hmong are distributed among 71 communities in 30 States. Eighty-five percent of the Hmong, however, live in just 3 States: 56 percent in California, 16 percent in Wisconsin, and 13 percent in Minnesota. The three largest Hmong communities in the U.S. are: Fresno, CA (24,000); St Paul-Minneapolis, MN (13,450); and Merced, CA (7,500).

  The other Highland Lao groups are predominantly located in California (75 percent), with the remaining 25 percent distributed among 7 other States.

- Self-Sufficiency -- The self-sufficiency rate for Hmong in the U.S. is 37 percent, while the self-sufficiency rate for other Highland Lao groups is 31 percent.

  There are 34 economically successful Hmong communities in the U.S. where most families are self-supporting.

- Employment -- The majority (56 percent) of Hmong working families are multiple wage-earner families (both husbands and wives are working), earning an estimated combined annual income of $24,000 on average. There is a similar percentage of multiple-earner families among the other Highland Lao groups, earning comparable wages.

  Hmong families with one worker are earning an average of $13,000, while other Highland Lao one-worker families earn $13,700.

- Other Indicators of Economic Adjustment -- Close to 1,700 Hmong families, or 10 percent of the Hmong, own their own homes. Families living outside the three impacted States are much more likely to be homeowners (one out of every 3 families) compared to families living in the impacted areas (one out of every 19 families).

  Close to 2,000 Hmong students are in college and over 500 Hmong are college graduates.

- Welfare Dependency -- Sixty-three percent of the Hmong in the U.S. are receiving partial or full cash assistance. High welfare utilization continues to be concentrated in the three impacted States: the Hmong dependency rate is 72 percent in California, 73 percent in Wisconsin, and 62 percent in Minnesota.

A comparison of these findings with 1983 Hmong resettlement information indicates that the concentration of Hmong in the three impacted States has increased significantly over the last 5 years, from 67 percent of the Hmong population in 1983 to the current 85 percent.

Hmong economic adjustment, however, has shown some progress. The number of self-sufficient communities has almost tripled in 5 years, from 12 communities in 1983 to 34 communities in 1988. The number of Hmong students going to college has increased by almost 500 percent, from 350 students in 1983 to 2,000 in 1988.

While welfare dependency rates remain high in the impacted areas, these rates, generally, have not increased in the past 5 years, and, in a number of communities, have decreased, despite the dramatic increase in Hmong population in these areas. This has been the case in Fresno and St. Paul/Minneapolis, for example, as well as some communities in Wisconsin.

o Studies in Progress

The following evaluation studies, contracted in FY 1987, remain in progress:

o 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 special initiative to increase self-sufficiency and reduce welfare dependency in selected States with high refugee welfare dependency. The Key States Initiative (KSI) is a collaborative effort between the Office of Refugee Resettlement and five States -- Minnesota, New York, Pennsylvania, Washington, and Wisconsin -- to implement multi-year self-sufficiency strategies tailored to the particular circumstances in each of these States.

The purpose of this evaluation is: To assess progress made in implementing KSI strategies in the participating States; to determine the impact of these strategies on refugee employment, self-sufficiency, and welfare dependency; and to determine the costs and benefits of this initiative. This evaluation will include an analysis of welfare grant reductions and terminations that result from refugees becoming employed through KSI, changes in family income, welfare cost savings derived from this initiative, and recipient characteristics to determine what types of refugee families are being affected by KSI. During FY 1988, evaluation plans were developed jointly with each of the five KSI States and implementation assessment reviews were conducted in three States: Wisconsin, Minnesota, and Pennsylvania. Program

modifications were undertaken to improve KSI strategies in each State as a result. Site reviews will be conducted every 6 months; a final report on the findings will be available in FY 1991.

o Evaluation of the National Refugee Mental Health Initiative, contracted to Lewin/ICF and Refugee Policy Group of Washington, DC, for $226,817 to assess the extent to which an ORR-funded, 3-year refugee mental health initiative, implemented under the auspices of the National Institute of Mental Health (NIMH) in FY 1985, has succeeded in increasing the capacity of mainstream mental health systems to provide appropriate mental health services to refugees. The purpose of this study is to examine how successful States have been in arranging for training programs for mental health practitioners to improve the delivery of culturally appropriate services; in identifying resources to bridge refugee mental health service gaps; and in increasing the number of trained refugee mental health professionals to provide clinical services to refugees.

This is a 2-year evaluation which involves site visits to seven of 12 States participating in the mental health initiative: California, Colorado, Massachusetts, New York, Texas, Washington, and Wisconsin. The first round of site visits was completed in FY 1988; a second and final round of on-site reviews will be conducted in FY 1989, followed by a final report by the end of the fiscal year.

o Studies Completed in FY 1988

The following evaluation study was completed in FY 1988:

o Evaluation of the Planned Secondary Resettlement Program, contracted to CZA, Incorporated, of Washington, DC, for $80,473 to conduct an evaluation of the Planned Secondary Resettlement (PSR) program to determine the program's effectiveness in increasing refugee self-sufficiency through planned relocations of 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.

The purpose of the study was to examine: The extent to which refugee families relocated under PSR became employed in their new communities; the degree of improvement in economic status and family earnings; and the impact relocation has had on their lives. Although the planned secondary resettlement program has been limited in scope -- as of June 1, 1988, the program had moved 88 families (451 people) from California, Minnesota, Wisconsin, and New York City to small refugee communities in the South and Southwest -- self-sufficiency outcomes have been impressive. The economic status of refugees improved dramatically as a result of the opportunities provided in the PSR program. Study findings are based on a review of the four PSR projects that had resettlement grants at the time of the evaluation: Three Hmong projects in Morganton, NC; Atlanta, GA; and Dallas, TX; and one Cambodian project in Greensboro, NC.

Outcomes:

- Employment -- Employment among PSR families increased by almost 600 percent. Nearly 90 percent of the PSR workers are working in production jobs in factories (electronic assembly, furniture-making, textiles); a few have service jobs. Men are earning an average of $6.06/hour and women an average of $5.41/hour.

  Increased employment among PSR women was particularly dramatic: Only two women had worked prior to PSR relocation, while 41 women were working after relocation, representing a twenty-fold increase in employment. In fact, the majority of PSR families are now multiple wage-earner families with both husbands and wives working.

- Family Income -- Average monthly family income increased by 56 percent to 107 percent over what families were receiving in income prior to PSR relocation. Monthly family income ranges from an average of $1,300 in Dallas to $1,900 in Atlanta.

- Welfare Dependency -- With the exception of three elderly refugees on SSI, welfare utilization decreased to zero.

- Homeownership -- Thirteen PSR families had become self-sufficient enough to become homeowners.

- Secondary Migration -- The staying power of planned secondary resettlements is high: Approximately 90 percent of the refugees who have participated in PSR have remained in their new communities.

- Degree of Satisfaction -- Most PSR families reported a high degree of satisfaction with the effects of the PSR program on their lives. Principal benefits reported by PSR families include: Increased income; freedom from welfare; an increased sense of self-confidence and self-worth; better and less expensive housing; and greater opportunities in school for their children.

- Costs and Benefits -- The average cost of resettling families through the PSR program is $8,400 per family, while average welfare cost savings to the government are estimated at $860 a month per family. At this rate, PSR families, on average, will have repaid the cost to the government in just 10 months.

- Characteristics of PSR Families -- Families participating in PSR are mainly intact families with an average family size of 5.5 people. On average, the head of household is 33 years old and has had 6 years of education, mainly in Southeast Asia. Two-thirds of the heads of household had worked before in the U.S., but had been on welfare for a number of years. Similarly, two-thirds of the heads of household had had some type of skills training in the U.S. The average PSR family arrived in the U.S. 8 years ago.

Implementation Findings

The key to a successful PSR project is the ability to recruit PSR participants. Finding and recruiting refugee families for a planned secondary resettlement are the greatest obstacles to project success. The other aspects of PSR, such as actual resettlement, do not present any major difficulties. The experience of PSR agencies indicates that:

-- it is more effective to recruit relatives, friends, or fellow villagers of refugees in the PSR communities than unrelated families;

-- it is more effective to recruit families than to recruit single people (69 percent of the singles who moved to a PSR community did not stay, compared to 10 percent of the families); and

-- it appears to be more effective to recruit people of the same ethnic background as the host refugee community.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1988. 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 1988 for approximately 1.07 million out of the 1.2 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 1988 to develop this data file. Findings pertaining to the refugees who adjusted their status during FY 1988 are reported in the "Adjustment of Status" section, pages 154-155.

In FY 1988, 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 1980-1986 tax years are presented in the "Economic Adjustment" section, pages 148-153. This data series will be continued in future years.

In FY 1988, 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

The Refugee Act of 1980 established procedures both for setting an annual level of refugee admissions to the United States and for raising that level, if necessary, due to an unforeseen refugee emergency. During FY 1988, emergency refugee admissions consultations between the Executive Branch and the Congress were held because of the dramatic and unexpected increase in Soviet refugee applications that began late in 1987 and continued, at increasing rates, through 1988. On May 20, 1988, after completion of these consultations, President Reagan signed a Presidential Determination (P.D. No. 88-16) raising the FY 1988 worldwide ceiling by 15,000 numbers for refugees from the Soviet Union and Eastern Europe. The President also determined for the first time that Soviets, if otherwise qualified, could be considered refugees for the purposes of admission while still within the Soviet Union.

Consultations with the Congress on refugee admissions for FY 1989 took place in September 1988. After considering

Congressional views, President Reagan signed a Presidential Determination (P.D. 89-2) on October 5, 1988, setting the world-wide refugee admissions ceiling for the U.S. at 94,000 for FY 1989. This included 90,000 numbers for which Federal funding could be used, allocated to regional subceilings as follows: 28,000 refugees from East Asia First Asylum; 25,000 from East Asia through the Orderly Departure Program (including Amerasian immigrants);* 24,500 from the Soviet Union and Eastern Europe; 7,000 from the Near East/South Asia; 2,000 from Africa; and 3,500 from Latin America/Caribbean. An additional 4,000 refugee admission numbers, not allocated by region by the President, are contingent upon private sector funding. (It is expected that about 1,500 of these 4,000 numbers will be used by Cuban refugees in third countries.) 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 justified by humanitarian concern or otherwise in the national interest.

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* Because of legislation enacted in FY 1988 under which certain Amerasians and their family members would be admitted as immigrants with access to refugee benefits, Amerasians eligible for Federal refugee funding were included in the overall ceiling for budgetary purposes.

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.

(c) Persons in the Soviet Union.

Unlike previous years, the FY 1989 federally funded refugee admissions ceiling of 90,000 was set above the level of admissions that could be funded by the Department of State under its FY 1989 appropriation. The Presidential Determination therefore provided that utilization of the 90,000 numbers would be limited by available private as well as public funds. In addition, because the Department of State appeared to have funding for 84,000 admissions, the Presidential Determination provided for the U.S. Coordinator for Refugee Affairs to advise the Congress on the allocation of the 84,000 admissions for which full State and HHS funding was available. This allocation, given to Congress in early November 1988, was as follows: East Asia First Asylum -- 27,000; East Asia Orderly Departure Program -- 22,500; Soviet Union/Eastern Europe -- 22,500; Near East/South Asia -- 6,500; Africa -- 2,000; and Latin America/Caribbean -- 3,500.

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 12.7 percent in FY 1988 compared with FY 1987, continuing a 4-year trend. By the end of the year, approximately 881,500 were in the country. At that time, about 4 percent had been in the U.S. for under one year, and only 14 percent had been in the country for 3 years or less. About 34 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 1988, the Vietnamese made up 62 percent of the total, while 22 percent were from Laos, and about 16 percent were from Cambodia. About 41 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 1988, as substantial numbers arrived.

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 1988, the median age of the resident population of people who had arrived as refugees was 26, with no age difference between men and women. Approximately 2.5 percent of the refugees were preschoolers in late 1988; 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 25 percent of the total, and an additional 19 percent are young adults aged 18-24. A total of 59 percent of the population are adults in the principal working ages (18-44). About 3.5 percent, or roughly 29,000 people, are aged 65 or older.

At nearly 881,500 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 1960s 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 129,000 Soviet refugees arrived in the United States between 1975 and 1988; the peak years were 1979-1980 and 1988. Those permitted to emigrate by the Soviet authorities, ostensibly for reunification with their relatives in Western nations, have been primarily Jews and Armenians. 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. The Soviet Armenian refugee population is slightly younger than the Soviet Jewish population.

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 33,000, with the largest numbers arriving in 1982 and 1983. More than 29,000 Romanian refugees have entered since April 1, 1980, along with nearly 9,000 refugees from

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

Czechoslovakia, 5,000 from Hungary, and lesser numbers from the other Eastern European nations. By the end of FY 1988, the refugee population from Afghanistan was nearly 24,000 while that from Ethiopia approached 20,000. Nearly 24,000 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 1988, but at the same time several other States such as Massachusetts, Minnesota, and Wisconsin experienced significant growth due to both secondary migration and initial placements of refugees.

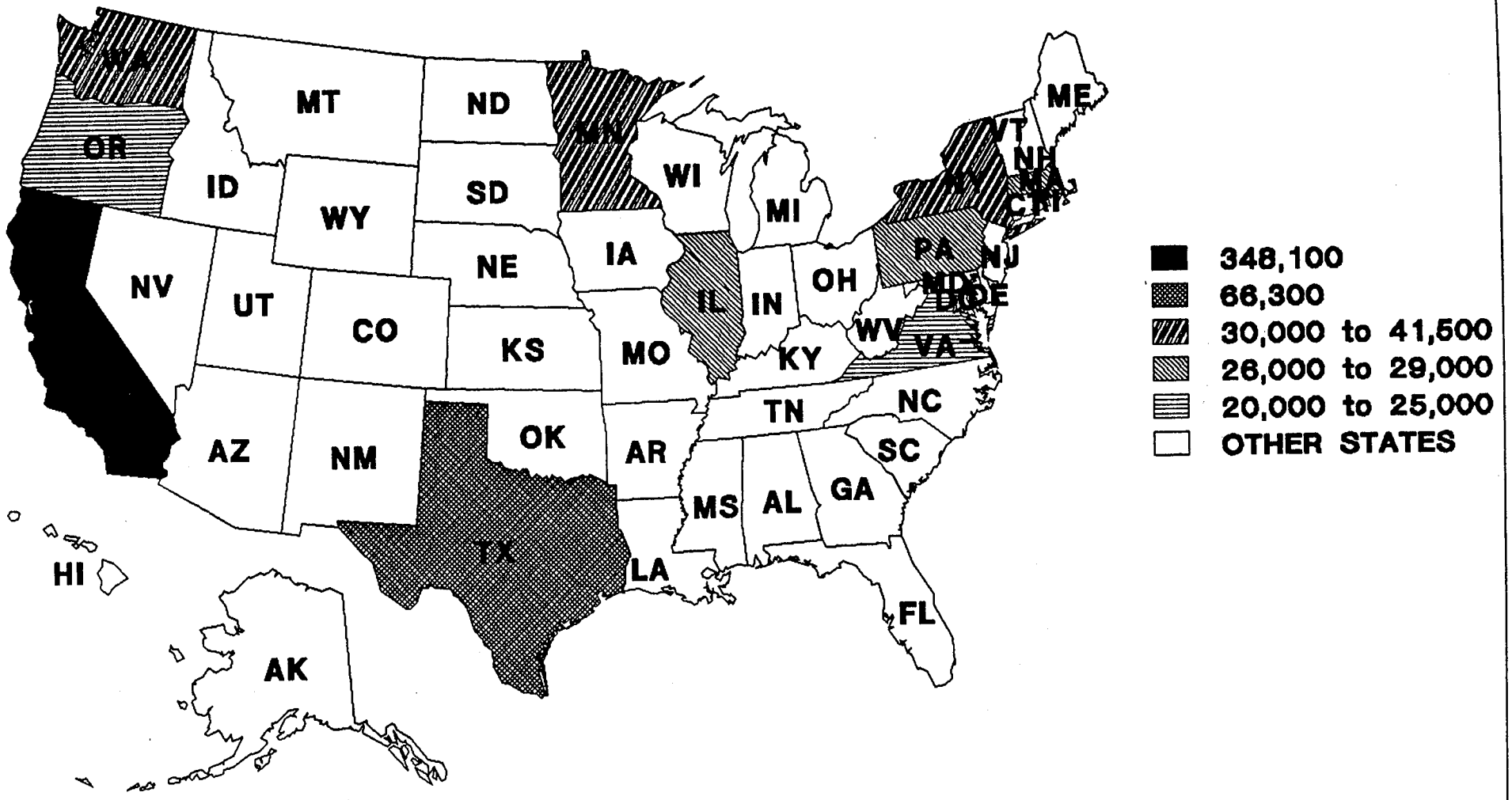
Because the INS Alien Registration of January 1981 was the most recent relatively complete enumeration of the resident refugee population, it was the starting point for the current

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 1988, 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, and the ten States estimated to have the largest numbers of Southeast Asian refugees are highlighted in Figure 6.

Figure 6

ESTIMATED SOUTHEAST ASIAN POPULATION

TEN TOP STATES
1975 TO 9/30/88



ORR, MAP #121

At the close of FY 1988, 19 States were estimated to have populations of Southeast Asian refugees of at least 10,000 persons. These States were:

State	Number	Percent*
California	348,100	39.5%
Texas	66,300	7.5
Washington	41,500	4.7
New York	32,100	3.6
Minnesota	31,500	3.6
Illinois	28,500	3.2
Pennsylvania	28,400	3.2
Massachusetts	28,400	3.2
Virginia	22,400	2.5
Oregon	20,100	2.3
Florida	14,900	1.7
Louisiana	14,900	1.7
Wisconsin	13,800	1.6
Ohio	12,300	1.4
Michigan	12,100	1.4
Colorado	12,100	1.4
Georgia	11,500	1.3
Kansas	10,400	1.2
Maryland	10,300	1.2
TOTAL	759,600	86.2%
Other	121,900	13.8%
TOTAL	881,500	100.0%

* Percentages were calculated from unrounded data and may not add to 100.0%. Ranking are based on unrounded data.

This list of 19 States is nearly unchanged from one year earlier, at the close of FY 1987. Florida moved into 11th place over Louisiana, and Michigan took over 15th place from Colorado. California, Texas, and Washington have held the top three positions since 1980. New York with more than 32,000 refugees is in fourth place. Minnesota, which continued to receive many Hmong in 1988, remained in fifth place. Illinois, Pennsylvania, and Massachusetts have nearly identical populations in the high twenty-thousands. Virginia with more than 22,000 and Oregon with more than 20,000 round out the top ten States.

The proportion of Southeast Asian refugees living in California is now estimated at 39.5 percent, a small increase from the estimated 39.3 percent of one year earlier. Over a 5-year period from 1983 to 1988, ORR data show a declining trend in secondary migration to California, and the current estimate of 348,100 refugees incorporates that data retroactively. Minnesota and Wisconsin are also estimated to have increased their share of the refugee population by small fractions during FY 1988, growing through secondary migration and new arrivals, particularly of Hmong refugees. Washington, Massachusetts, and Oregon among the other leading States maintained a slow but steady growth and a constant share of the refugee population. Similarly, the Southeast Asian refugee populations of most States grew slightly or remained relatively stable during FY 1988.

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, 1988, 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, 1988. 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 1988 covered approximately 50 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 95,122 refugees, 50 percent of the refugee population whose residence in the U.S. was less

than 3 years as of the reporting date. Of these refugees, 79 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 14,183. Of this migration, 32.4 percent, representing 4,589 people, was into California from other States. Massachusetts received 2,923 in-migrants or 20.6 percent of the reported secondary migration. Compared to previous years, the volume of migration into California was greatly reduced, while migration into Massachusetts continued to grow. Texas received 9.1 percent and Washington State received 7.7 percent of the total reported migration. Almost every State experienced both gains and losses through secondary migration. On balance, six States (California, Maryland, Massachusetts, Rhode Island, Washington, and Winconsin) gained net population through secondary migration. The States losing the most people through out-migration were, in order, Texas, California, New York, Illinois, Virginia, Washington, and Pennsylvania. 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 1,838 people, and was the

source of 13.0 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.*

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* 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 1986, 1987, and 1988 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 March 1988. 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 13 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 1988 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 1988, ORR completed its 17th 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 1983 through April 1988 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 1988 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 1988 survey indicate a labor force participation rate of 37 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 92 percent were employed as compared with 95 percent for the U.S. population.

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* A technical description of the survey can be found on pages 144-145, following the text of this section.

Thus, for refugees who entered the U.S. after April 1983, labor force participation was considerably lower than for the overall United States population, but the unemployment rate was only slightly higher. These averages are calculated for purposes of comparison with the United States population. They include many Southeast Asian refugees who have been in the country for only a short time, and also exclude from the sample refugees who arrived before May 1983 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 1988 had a labor force participation rate of 20 percent and an unemployment rate of 21 percent. Those arriving in earlier years showed increasing rates of labor force participation and decreasing unemployment rates, as low as those for the general population among refugees who arrived in 1983 and 1985.

A comparison of data from ORR's 1988 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 over 40 percent in subsequent years. However, recent surveys have shown a less rapid increase in labor force participation than was historically 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 the mid-thirties for 1986 through 1988. The rate for 1985 arrivals during their first year in the U.S. was 28 percent, dipping slightly to 25 percent in 1986 before rising to 32 percent in 1987 and 1988. 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, 39 percent in 1987, and 37 percent in 1988.

The recent data on unemployment rates indicate the good record of refugees who do participate in the labor force in finding and retaining jobs. In October 1982, the Southeast Asian refugee unemployment rate as measured by the annual survey peaked at 24 percent. By October 1984 this figure had dropped to 15 percent, and during the next 2 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, and in 1988 to 8 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, and to 15 percent in 1988. For 1985 arrivals, it decreased from 50 percent in 1985, to 20 percent in 1986, and to 5 percent in 1988. Last year's arrival cohort shows an unemployment rate reduction from 32 percent in their initial year to 11 percent in 1988. The 21 percent unemployment rate in their first year for 1988 arrivals is the best showing since ORR began calculating this statistic in 1981.

Current Employment Status of Southeast Asian Refugees,* 1988

Year of Entry	Labor Force Participation (Percent)					Unemployment (Percent)					1988 Response Rate**
	In 1984	In 1985	In 1986	In 1987	In 1988	In 1984	In 1985	In 1986	In 1987	In 1988	
1988	—	—	—	—	20	—	—	—	—	21	86
1987	—	—	—	22	30	—	—	—	32	11	88
1986	—	—	31	32	33	—	—	25	11	7	83
1985	—	28	25	32	32	—	50	20	9	5	68
1984	30	42	34	34	35	41	36	18	16	15	68
1983	42	41	40	42	39	36	17	10	12	5	60
Total Sample***	55	44	41	39	37	15	17	16	12	8	74
U.S. rates****	65	65	65	66	66	7	7	7	6	5	—

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* Household members 16 years of age and older.

** Proportion of original sample of 873 successfully located and interviewed, by year of entry. The total number interviewed, 643, was 74 percent of the original sample. See Technical Note, page 144.

*** For the 1984 survey, the figures for "total sample" include sampled refugees who had arrived since 1975. For the 1985-1988 surveys, the figures for "total sample" include only members of households whose sampled person 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, 30 percent of the employed adults sampled had held white collar jobs in their country of origin; 17.5 percent held similar jobs in the United States in 1988. 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 5 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 increased from 19 percent in 1984 to 31.5 percent in 1988, while white collar employment has leveled off after a drop in 1985 due to the sampling changes discussed earlier.

Current and Previous Occupational Status, 1988

Occupation	In Country of Origin	In U.S.
Professional/Managerial	5.8%	1.3%
Sales/Clerical	24.4%	16.2%
(TOTAL WHITE COLLAR)	(30.2%)	(17.5%)
Skilled	11.3%	21.2%
Semi-skilled	3.6%	31.5%
Laborers	1.5%	6.0%
(TOTAL BLUE COLLAR)	(16.4%)	(58.7%)
Service workers	6.1%	20.8%
Farmers and fishers	47.3%	3.0%

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, family needs and health problems predominated as reasons 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 refugees over age 34, below the levels of previous years, after a small increase in 1985 due to changes in sampling design. The percent citing health problems has 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 1988 than in 1987 by all age categories except persons aged 16-24.

Reasons for Not Seeking Employment,* 1988

Percent Citing:

Age Group	Limited English	Education	Family Needs	Health	Other
16-24	4.3%	74.7%	3.2%	1.9%	15.9%
25-34	8.2%	14.2%	37.1%	12.5%	28.0%
35-44	7.3%	13.8%	36.0%	22.7%	20.2%
Over 44	4.5%	5.1%	9.9%	51.8%	28.7%

* 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 8 percentage points lower than that for the overall United States population, compared with a gap of 29 points for the entire sample. Refugees who said they spoke no English had a labor force participation rate of only 10 percent and an unemployment rate of 12 percent.

Effects of English Language Proficiency, 1988

Ability to Speak and Understand English	Labor Force Participation	Unemployment	Average Weekly Wages*
Not at all	10.2%	12.1%	$169.54
A little	29.6%	9.3%	$204.86
Well	54.4%	5.6%	$226.28
Fluently	58.4%	8.7%	$247.85

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 1988 survey indicate that, when refugees were asked to assess their English language competence at the time of their arrival, no variation in language ability by year of entry could be found. 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 1988, 57 percent of the newest arrivals said they spoke no English on arrival, and the percentage ranged through the 50s for refugees who had arrived earlier. However, there has been little difference in educational level between 1983 and later arrivals, averaging about 4 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, 1988

Year of Entry	Average Years of Education	Percent Speaking No English	Percent Speaking English Well or Fluently
1988	4.2	57.0	2.2
1987	5.5	56.0	3.8
1986	5.3	58.8	4.0
1985	4.4	55.1	3.1
1984	4.6	59.7	2.3
1983	5.0	54.1	2.7

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 1988 survey who arrived from 1983 to 1988.

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 146.) 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 1988, weekly wages of employed persons show an increasing trend during the first 18 months in the country, but a drop thereafter. In addition, labor force participation is lower for the 25-60 month cohorts than for the 19-24 month cohort, 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 smaller by 1.5 persons than assisted households and have, on an average, five members and two wage earners. Households receiving cash assistance average more than 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. Since these households have 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 only one member under 16 years.

-- Households with both earned and assistance income have characteristics intermediate between the other two types.

Compared with the three previous surveys, the 1988 survey showed no significant change in household reliance on cash assistance. Of the households surveyed in 1988, 34.5 percent were self-sufficient, compared with 32 percent in 1987, 31 percent in 1986, and 33.5 percent in 1985. The proportion of dual-income-source households continued to drop: 19 percent of the 1988 respondent households had both earned and assistance income, compared with 21 percent in 1987, 24 percent in 1986, and 26 percent of the 1985 respondent households.

Overall, findings from ORR's 1988 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 134), producing a reduction in the pool of unemployed refugees who are seeking work and an unchanging percent of total 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 6 and October 26, 1988, was the 17th in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1983, and April 30, 1988, the cutoff date for inclusion in the sample. The sampling frame used was the ORR Refugee Data File. 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 1988 sample included 873 persons, of whom 200 were first selected for the 1984 survey, 205 in 1985, 187 in 1986, 142 in 1987, and 139 in 1988. A total of 643 interviews were completed, or 73.7 percent of the full sample.

Of the 487 refugees sampled from 1984 through 1987 and interviewed in 1987, 426 (87 percent) were interviewed again in 1988. In addition, 94 refugees from the earlier samples who were not interviewed in 1987 were located and interviewed in 1988. Of the 139 refugees first sampled for the 1988 survey, 123 (88 percent) were interviewed.

Patterns in the Adjustment of
Southeast Asian Refugees
Age 16 and Over*
1988

Length of Residence in Months

	0-6	7-12	13-18	19-24	25-30	31-60
Labor force participation	31.7%	33.1%	27.9%	47.1%	36.6%	34.2%
Unemployment	3.5%	11.4%	13.3%	8.8%	5.8%	8.1%
Weekly wages of employed persons	$170.59	$216.81	$235.96	$213.98	$234.80	$213.68
Percent in English training	7.7%	17.3%	14.4%	9.4%	7.6%	27.4%
Percent in other training or schooling	25.9%	22.6%	25.6%	30.0%	14.6%	20.3%
Percent speaking English well or fluently	44.3%	42.1%	37.0%	52.4%	43.1%	31.9%
Percent speaking no English	19.9%	15.0%	13.9%	6.5%	20.8%	18.8%

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* 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, 1988

	Households with Assistance Income Only	Households with Assistance and Earned Income	Households with Earned Income Only
Average household size	6.3	6.3	4.8
Average number of wage-earners per household	0.0	1.7	2.3
Percent of household members:			
Under the age of 6	16.9	11.0	9.6
Under the age of 16	44.6	31.4	23.6
Percent of households with at least one fluent English speaker	8.4	24.8	28.5
Percent of sampled households	46.6	18.9	34.5

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 1986, 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.

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* 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 1986, total income received by this group of refugees increased substantially. In the aggregate, these refugees had more than $1.7 billion in income annually:

Incomes Received (in Millions) by Southeast Asian Refugees, 1982-1986**

Tax Year	All Cohorts	1975 Arrivals	1976-79 Arrivals
1982	$1,193	$ 963	$229
1983	$1,286	$1,024	$262
1984	$1,527	$1,202	$326
1985	$1,628	$1,267	$361
1986	$1,780	$1,376	$404

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* 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 1986, 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 1986 the median income of the 1975 cohort was in the same range as that of all U.S. tax filing units:

Median Adjusted Gross Income of Tax Filing Units, Southeast Asian Refugees, 1982-1986*

Tax Year	All Cohorts	1975 Arrivals	1976-79 Arrivals	Ratio, 75/76-79	All U.S. Tax Units**
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
1986	$16,021	$17,861	$12,907	1.38	$17-18,000

In 1986, more than 7,500 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 $68 million in self-employment income.

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* 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 1986, were paying well over $170 million yearly in Federal income taxes by 1986.

Percent of Refugee Tax Returns Showing Tax Liability

Tax Year	All Cohorts	1975 Arrivals	1976-79 Arrivals	Total Tax Liability (millions)
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
1986	80.1%	80.9%	78.3%	$171.5

These tax filing unit data show that the 1975 arrivals had achieved incomes equivalent to those of other U.S. residents by 1986, while the later refugee arrivals lagged behind. Refugees as taxpayers are making and will continue to make 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 and 1099 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 1980-1986 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:			
Tax Year	Wages	Pensions	Dividends	Interest
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
1986	$1,635,153	$23,406	$2,239	$39,469

* 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

Tax Year	Percent of W-2's under $5,000	Percent of W-2's over $25,000
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%
1986	31.6%	15.0%

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 and 1986 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 1988, 65,178 refugees adjusted their immigration status under this provision. A total of about 591,000 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 39,325 in FY 1988. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the more than 20 years since this legislation was passed, approximately 519,000 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 1988 are not available; these provisions are no longer being used for large numbers of refugees.

(All figures cited in this section are tentative workload statistics, 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 1988 the maximum of 5,000 political asylees were granted permanent resident alien status. This represents the fifth 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 1987, the most recent

year for which data are available, approximately 133,000 former Southeast Asian refugees became U.S. citizens. This represents about 16.5 percent of those eligible for naturalization by the close of FY 1987. 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.

ORR will be able to accommodate up to 90,000 refugees in FY 1989, the admissions ceiling authorized by the President for the

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* Updated from testimony presented by Bill Gee, Director of ORR, as part of the Congressional consultations on proposed refugee admissions for FY 1989.

fiscal year, plus an additional 4,000 refugee admissions numbers to be set aside for private-sector funding.

Under policies in effect during the first 4 months of FY 1988, ORR reimbursed States for the costs of cash and medical assistance provided to needy refugees during their first 31 months in the United States. 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. A 24-month reimbursement period will continue to be in effect through FY 1989, due to the amount appropriated for that year.

WELFARE DEPENDENCY RATES

At the end of FY 1988, the national welfare dependency rate among time-eligible refugees was 52.1 percent, compared to 49.7 percent at the end of FY 1987.

The modest rise in the dependency rate was probably influenced, in some measure, by the reduction in the period of reimbursement of cash and medical assistance to States from 31 months to 24 months as of February 1, 1988. Since refugees are more likely to be dependent upon public assistance during their

initial months in the U.S., shortening the time period for calculating the percentage of refugees on welfare would tend to show an increase in the national dependency rate.

Both the size of the time-eligible population and the actual number of time-eligible refugees receiving assistance have steadily declined over the past 6 years, reflecting the lower numbers of refugees reaching the U.S., as well as the reductions in the period of Federal reimbursement on which the data are calculated, as shown by the following table:

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	177,275	88,143	49.7
1988	146,768	76,760	52.1

Note: Data as of September 30 of each year. Prior to March 1, 1986, the time-eligible population was calculated on the basis of refugees who had been in the U.S. less than 36 months. On March 1, 1986, the period was reduced to 31 months. Beginning February 1, 1988, the period was reduced to 24 months.

NATIONAL RESETTLEMENT TRENDS

The resettlement program experienced substantial changes in the nature of the refugee admissions population during this fiscal year. The proportion of refugees from the Soviet Union and Eastern Europe doubled in FY 1988, representing 37 percent of total refugee arrivals. This trend is expected to continue in FY 1989. While the proportion of Southeast Asian refugees declined to 46 percent of total FY 1988 arrivals (from 62 percent the previous year), Highland Lao arrivals increased to over 10,000 refugees by the end of this fiscal year.

The annual number of the nation's total refugee arrivals who are choosing to make California their new home has increased significantly over the last three fiscal years. Based on ORR data, 45.6 percent (almost 35,000) of the total number of refugees who arrived in the U.S. during FY 1988 resettled in California. In FY 1987, California claimed 39.6 percent of the Nation's new arrivals as compared to 32.4 percent in FY 1986.

These percentages do not include secondary migration figures.

One explanation for the changing trend in initial resettlements is that a growing number of non-Southeast Asians are finding California to be the preferred place of resettlement. This is particularly evident among Eastern Europeans, Iranians, and Soviet Armenians, who in 1988 made up a larger share of refugee arrivals than in the early 1980s. As a consequence, many other States are witnessing a significant decline in new arrivals.

These trends suggest a need to restructure refugee resettlement programs in a number of areas around the country, based on a change in refugee flows and demand for services. These are issues which the Director of ORR intends to pursue during the next fiscal year.

The following sections highlight new and ongoing initiatives which represent the Director's priorities in addressing self-sufficiency and stability for refugees.

AMERASIANS: DEVELOPING A RESETTLEMENT STRATEGY

A high priority of ORR is to assist in the successful resettlement of the 30,000 Amerasians and family members expected to arrive in the U.S. over the next two years. To this end, ORR

initiated a national planning effort involving the Department of State, national voluntary agencies, State Refugee Coordinators, refugee leaders, and various other organizations, including Vietnam Veterans of America, leading to a strategy for clustering free cases in selected locations. Based on this planning effort, ORR is funding an information clearinghouse to encourage effective community-wide planning for this special population.

In addition, ORR expects to enter into a cooperative agreement with InterAction, the "umbrella" agency for the national voluntary refugee resettlement agencies, to make ORR funding available in localities with significant Amerasian populations. The purpose of the funding would be to encourage community coordination and to provide counseling and case management services for the Amerasian arrivals.

HMONG RESETTLEMENT: A PARTNERSHIP WITH THE HMONG

ORR continues to place a priority on efforts to improve Hmong resettlement in this country, particularly in light of increased arrivals in recent years. The Director of ORR is particularly supportive of the initiative a group of Hmong leaders have taken to address the resettlement problems many of

their people continue to experience in the U.S. Hmong representatives from communities across the country met in Atlanta last summer to begin organizing themselves to develop a coordinated strategy among the different communities to increase self-sufficiency and to reduce welfare dependency among their people. The Office of Refugee Resettlement and State Refugee Coordinators from States with large Hmong populations have made a commitment to work with the leaders throughout the year to develop and carry out a joint strategy to reduce welfare dependency in impacted areas and to bring about better redistribution of refugees to smaller, more economically successful communities. All parties hope to have a mutually agreed-upon plan in place within the next year.

INITIATIVES TO INCREASE LONG-TERM SELF-SUFFICIENCY

Efforts to provide long-term welfare dependent refugees options for achieving economic independence are continuing in activities such as the Key States Initiative, Fish/Wilson Demonstrations, Planned Secondary Resettlement Program, and Targeted Assistance Program.

In some instances, these initiatives are also intended to

provide certain States with an incentive to make changes in the State-administered refugee programs that would result in lower welfare dependency rates. For example, the Oregon Refugee Early Employment Project (REEP), funded under the Wilson/Fish demonstration authority, integrates the delivery of cash assistance with case management, social services, and employment services in an effort to increase refugee employment and reduce reliance on cash assistance.

ORR is also assisting refugees in communities which have poor opportunities for permanent employment to relocate, on a voluntary basis, to communities which have healthy local economies and better employment prospects. The Planned Secondary Resettlement program, to date, has relocated a total of 600 refugees from areas of high welfare dependency to communities in the U.S. that offer favorable employment prospects. ORR anticipates that approximately 415 refugees will be voluntarily relocated with FY 1988 program funds. This program will continue to be a high priority in FY 1989.

In addition, from FY 1982 through FY 1988, more than $325 million in targeted assistance funds have been awarded to 44 counties in twenty States. Funded projects are designed to

address the special needs of welfare dependent refugees and have job placement as the principal objective. In FY 1989, another $34 million is expected for targeted assistance.

INITIATIVES TO ADDRESS THE SPECIAL NEEDS OF THE REFUGEE FAMILY AND TO ENSURE COMMUNITY STABILITY

The enormous pressures of social and cultural adjustments associated with resettlement oftentimes place great strains on individual refugees and the family unit as a whole. One consequence is that these strains are eroding the family cohesiveness needed for self-sufficiency.

ORR has undertaken a number of initiatives to strengthen refugee families. These initiatives focus on the special needs of refugee women and youth, the mental and physical health needs of refugees, and community and family problems such as refugee crime victimization.

The Community/Family Stability Projects aim to: (1) Strengthen the social service structure of communities which offer good economic opportunities for refugees but whose lack of a comprehensive social service structure discourages long-term

resettlement; and/or (2) provide needed services to refugee families so that they can become self-sufficient. Nineteen States will receive a total of $2,877,249 under this initiative to support such activities.

In addition, ORR's program for unaccompanied minors continues to assist young refugees who are not part of a family unit. Since 1975, more than 8,000 unaccompanied minors have been assisted through this program. There are now slightly fewer than 3,000 unaccompanied minors in care, most of them in 24 States which have formal programs to provide the specialized services which they require. In FY 1988, 604 unaccompanied children were admitted into this country.

APPENDIX A

TABLES

TABLE 1

Southeast Asian Refugee Arrivals in the United States:
1975 through September 30, 1988

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	40,164
October 1, 1987--September 30, 1988	35,083
TOTAL	881,492

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 1988

Month	Number of Arrivals		
	Southeast Asians	All Others a/	Total
October	885	1,857	2,742
November	823	3,041	3,864
December	1,615	2,408	4,023
January	1,639	2,428	4,067
February	1,349	2,914	4,263
March	3,718	2,660	6,378
April	2,307	2,282	4,589
May	2,733	2,646	5,379
June	4,222	4,435	8,657
July	2,369	4,092	6,461
August	3,550	3,717	7,267
September	9,873	8,828	18,701
TOTAL	35,083	41,308	76,391

FY 1988: October 1, 1987--September 30, 1988.

a/ This tabulation includes 682 Cuban refugees resettled under the private sector initiative. All arrived in September 1988.

TABLE 3

Southeast Asian Refugee Arrivals by State of Initial Resettlement:
FY 1988

State	Country of Citizenship			
	Cambodia	Laos	Vietnam	Total
Alabama	4	20	35	59
Alaska	0	0	0	0
Arizona	29	30	256	315
Arkansas	0	38	28	66
California	1,144	6,634	7,854	15,632
Colorado	21	178	135	334
Connecticut	31	147	144	322
Delaware	0	0	12	12
District of Columbia	15	35	90	140
Florida	25	96	389	510
Georgia	26	155	291	472
Hawaii	0	70	113	183
Idaho	5	18	37	60
Illinois	127	177	355	659
Indiana	0	18	28	46
Iowa	8	185	190	383
Kansas	5	97	142	244
Kentucky	8	57	130	195
Louisiana	5	28	220	253
Maine	17	0	2	19
Maryland	35	63	191	289
Massachusetts	208	245	815	1,268
Michigan	18	279	208	505
Minnesota	100	1,981	318	2,399
Mississippi	7	0	44	51
Missouri	31	42	149	222
Montana	0	53	3	56
Nebraska	31	54	55	140
Nevada	0	6	74	80
New Hampshire	7	21	75	103
New Jersey	17	5	249	271
New Mexico	0	5	42	47
New York	52	137	758	947
North Carolina	48	99	169	316
North Dakota	0	11	35	46

State	Country of Citizenship			
	Cambodia	Laos	Vietnam	Total
Ohio	50	181	85	316
Oklahoma	10	44	125	179
Oregon	52	223	297	572
Pennsylvania	121	155	588	864
Rhode Island	65	164	25	254
South Carolina	4	6	35	45
South Dakota	0	0	26	26
Tennessee	73	187	55	315
Texas	138	371	1,392	1,901
Utah	17	48	137	202
Vermont	3	0	1	4
Virginia	91	60	491	642
Washington	247	458	660	1,365
West Virginia	0	0	2	2
Wisconsin	5	1,708	34	1,747
Wyoming	0	0	4	4
Guam	0	0	1	1
Other	0	0	0	0
TOTAL	2,900	14,589	17,594	35,083

TABLE 4

Eastern European[a/] and Soviet Refugee Arrivals by State of Initial Resettlement: FY 1988

State	Country of Citizenship					
	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Alabama	0	0	0	3	0	3
Alaska	1	0	0	0	0	1
Arizona	5	1	20	127	15	168
Arkansas	0	0	2	0	0	2
California	120	115	395	700	12,064	13,394
Colorado	10	4	19	6	24	63
Connecticut	4	65	165	87	93	414
Delaware	0	0	0	0	0	0
District of Columbia	2	26	26	0	0	54
Florida	24	22	69	98	78	291
Georgia	1	22	8	58	52	141
Hawaii	0	0	2	0	0	2
Idaho	5	0	33	63	11	112
Illinois	30	15	405	296	731	1,477
Indiana	4	0	12	12	17	45
Iowa	0	10	18	36	0	64
Kansas	0	0	3	4	0	7
Kentucky	0	0	0	0	0	0
Louisiana	3	0	0	0	1	4
Maine	3	4	55	17	2	81
Maryland	7	4	97	11	233	352
Massachusetts	66	11	155	11	1,144	1,387
Michigan	9	20	273	150	76	528
Minnesota	5	13	7	23	63	111
Mississippi	0	0	0	0	0	0
Missouri	24	17	105	57	37	240
Montana	0	0	0	0	0	0
Nebraska	1	0	5	5	0	11
Nevada	2	0	13	3	3	21
New Hampshire	37	0	4	37	8	86
New Jersey	21	42	250	97	322	732
New Mexico	0	0	0	4	0	4
New York	81	132	564	396	4,011	5,184
North Carolina	16	4	20	12	0	52
North Dakota	11	5	10	3	0	29

State	Country of Citizenship					
	Czechoslovakia	Hungary	Poland	Romania	USSR	Total
Ohio	4	19	15	61	117	216
Oklahoma	3	0	5	0	3	11
Oregon	5	8	16	142	118	289
Pennsylvania	35	38	182	102	508	865
Rhode Island	0	28	4	5	117	154
South Carolina	0	0	0	0	7	7
South Dakota	11	11	14	14	1	51
Tennessee	2	0	17	26	17	62
Texas	13	13	100	105	63	294
Utah	9	2	79	1	13	104
Vermont	58	1	1	9	0	69
Virginia	2	13	31	15	11	72
Washington	9	105	122	49	35	320
West Virginia	0	0	0	0	0	0
Wisconsin	3	2	12	3	38	58
Wyoming	0	0	0	0	0	0
Guam	0	0	0	0	0	0
Other	0	0	0	0	0	0
TOTAL	646	772	3,333	2,848	20,033	27,632

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

TABLE 5

Latin American, Ethiopian and Near Eastern Refugee Arrivals by State of Initial Resettlement:
FY 1988

State	Country of Citizenship					
	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Alabama	0	0	5	0	0	5
Alaska	0	0	0	0	5	5
Arizona	0	32	24	65	41	162
Arkansas	0	0	0	0	1	1
California	95	61	356	880	4,370	5,762
Colorado	0	0	18	47	14	79
Connecticut	18	0	3	2	39	62
Delaware	0	0	0	0	0	0
District of Columbia	0	7	66	49	5	127
Florida	2,611	26	18	2	62	2,719
Georgia	1	0	52	50	38	141
Hawaii	0	0	0	1	0	1
Idaho	0	0	0	0	1	1
Illinois	11	2	50	35	130	228
Indiana	2	0	2	3	15	22
Iowa	0	0	0	0	0	0
Kansas	0	0	3	0	6	9
Kentucky	0	0	6	0	4	10
Louisiana	2	10	9	0	0	21
Maine	0	0	1	21	30	52
Maryland	12	4	160	50	152	378
Massachusetts	0	9	38	3	88	138
Michigan	3	0	12	12	7	34
Minnesota	0	0	38	22	17	77
Mississippi	0	0	0	0	0	0
Missouri	35	0	27	12	21	95
Montana	0	0	0	0	0	0
Nebraska	0	0	1	13	0	14
Nevada	91	2	10	19	29	151
New Hampshire	0	1	0	0	3	4
New Jersey	128	4	30	47	67	276
New Mexico	0	0	0	4	2	6
New York	25	4	118	434	744	1,325
North Carolina	0	9	19	2	3	33
North Dakota	0	0	0	0	3	3

Country of Citizenship

State	Cuba a/	Nicaragua	Ethiopia	Afghanistan	Iran	Total
Ohio	0	8	21	9	13	51
Oklahoma	0	0	0	9	17	26
Oregon	0	0	17	8	14	39
Pennsylvania	5	0	36	37	31	109
Rhode Island	0	0	2	0	0	2
South Carolina	0	0	0	4	4	8
South Dakota	0	0	9	1	3	13
Tennessee	0	0	5	46	39	90
Texas	16	22	190	41	174	443
Utah	0	0	0	5	19	24
Vermont	0	0	0	0	0	0
Virginia	1	0	50	244	66	361
Washington	6	0	57	34	27	124
West Virginia	0	0	0	0	0	0
Wisconsin	0	0	1	0	5	6
Wyoming	0	0	0	0	0	0
Guam	0	0	0	0	0	0
Other	12	0	0	0	0	12
TOTAL	3,074	201	1,454	2,211	6,309	13,249

a/ Cuban figures include 682 persons resettled under the private sector initiative.

TABLE 6

Total Refugee Arrivals by State of Initial Resettlement:
FY 1988

State	Total Arrivals	Percent
Alabama	67	a/
Alaska	6	a/
Arizona	675	0.9%
Arkansas	69	a/
California	34,860	45.6
Colorado	477	0.6
Connecticut	802	1.0
Delaware	12	a/
District of Columbia	348	0.5
Florida	3,523	4.6
Georgia	758	1.0
Hawaii	186	0.2
Idaho	174	0.2
Illinois	2,392	3.1
Indiana	118	0.2
Iowa	447	0.6
Kansas	266	0.3
Kentucky	205	0.3
Louisiana	279	0.4
Maine	173	0.2
Maryland	1,030	1.3
Massachusetts	2,796	3.7
Michigan	1,100	1.4
Minnesota	2,589	3.4
Mississippi	51	a/
Missouri	573	0.8
Montana	56	a/
Nebraska	165	0.2
Nevada	254	0.3
New Hampshire	193	0.3
New Jersey	1,289	1.7
New Mexico	57	a/
New York	7,522	9.8
North Carolina	409	0.5
North Dakota	80	0.1

State	Total Arrivals	Percent
Ohio	590	0.8%
Oklahoma	219	0.3
Oregon	904	1.2
Pennsylvania	1,850	2.4
Rhode Island	411	0.5
South Carolina	65	a/
South Dakota	90	0.1
Tennessee	472	0.6
Texas	2,650	3.5
Utah	330	0.4
Vermont	73	a/
Virginia	1,081	1.4
Washington	1,825	2.4
West Virginia	2	a/
Wisconsin	1,811	2.4
Wyoming	4	a/
Guam	1	a/
Other	12	a/
TOTAL	76,391	100.0%

a/ Less than 0.1 percent.

TABLE 7

Applications for Refugee Status Granted by INS:
FY 1980 - FY 1988[a/]

Country of Chargeability	FY 1980-FY 1985	FY 1986	FY 1987	FY 1988	Total
Afghanistan	15,947	2,450	3,221	2,222	23,840
Albania	217	84	48	72	421
Angola	440	7	41	13	501
Bulgaria	730	154	116	140	1,140
Burundi	0	0	0	3	3
Cambodia	108,958	2,084	1,187	3,962	116,191
China	1,143	13	0	0	1,156
Cuba	6,204	47	69	2,277	8,597
Czechoslovakia	5,704	1,461	1,060	671	8,896
Egypt	120	0	0	0	120
El Salvador	96	0	0	11	107
Ethiopia	15,370	1,285	1,808	1,200	19,663
Greece	421	0	0	0	421
Hong Kong	1,515	201	15	46	1,777
Hungary	2,778	662	695	781	4,916
Iran	7,954	3,231	6,658	6,172	24,015
Iraq	6,110	304	203	37	6,654
Laos	74,283	13,421	17,518	15,322	120,544
Lebanon	442	6	0	0	448
Lesotho	22	0	4	2	28
Libya	14	1	2	0	17
Macau	81	0	0	0	81
Malawi	39	4	2	4	49
Mozambique	70	2	7	12	91
Namibia	79	4	3	3	89
Nicaragua	6	0	30	164	200
Philippines	96	0	0	0	96
Poland	22,090	3,734	3,568	3,343	32,735
Romania	20,550	2,630	3,105	2,802	29,087
Rwanda	0	0	1	0	1
Somalia	0	0	1	8	9
South Africa	81	12	70	25	188
Sudan	32	0	0	0	32
Syria	740	5	0	0	745
Taiwan	12	0	0	0	12
Tanzania	0	0	0	1	1
Turkey	721	0	0	0	721
USSR	24,874	789	3,695	18,833	48,191
Uganda	11	7	25	26	69
Vietnam	198,966	19,474	18,362	22,120	258,922
Yugoslavia	67	1	3	3	74
Zaire	100	8	12	7	127
Zimbabwe	5	0	0	0	5
All Others	355	0	0	0	355
TOTAL	517,411	52,081	61,529	80,282	711,303

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 1988[a/]

Country of Nationality	FY 1980-FY 1985	FY 1986	FY 1987	FY 1988	Total
Afghanistan	1,187	48	22	36	1,293
Albania	0	0	2	0	2
Algeria	0	0	1	0	1
Angola	4	1	1	2	8
Argentina	30	0	0	0	30
Australia	0	0	0	1	1
Bangladesh	2	0	0	1	3
Belize	0	1	0	0	1
Benin	0	0	0	1	1
Bulgaria	37	10	4	11	62
Burma	1	0	1	0	2
Cambodia	12	6	0	2	20
Cape Verde	0	1	0	0	1
Chile	19	6	4	6	35
China	95	18	21	60	194
Colombia	5	0	1	0	6
Costa Rica	1	0	5	0	6
Cuba	168	17	70	30	285
Czechoslovakia	139	22	11	13	185
Egypt	41	0	5	1	47
El Salvador b/	645	55	29	110	839
Equatorial Guinea	0	1	0	0	1
Ethiopia	1,281	175	165	441	2,062
Germany (East)	16	5	1	3	25
Germany (West)	0	0	1	0	1
Ghana	38	6	4	27	75
Guatemala	8	5	7	24	44
Guinea	1	0	1	0	2
Guyana	9	0	0	0	9
Haiti	54	2	0	6	62
Honduras	7	0	2	10	19
Hong Kong	0	0	1	0	1
Hungary	227	22	14	24	287
India	1	0	0	3	4
Indonesia	2	1	0	0	3

Country of Nationality	FY 1980-FY 1985	FY 1986	FY 1987	FY 1988	Total
Iran	15,685	1,172	967	764	18,588
Iraq	195	8	12	18	233
Israel	1	0	1	0	2
Italy	1	0	1	1	3
Jordan	4	0	0	0	4
Kenya	2	0	0	1	3
Laos	13	2	2	4	21
Lebanon	56	4	23	56	139
Liberia	7	5	7	3	22
Libya	150	41	86	62	339
Malawi	5	0	1	2	8
Mexico	2	0	5	0	7
Morocco	0	0	1	0	1
Namibia	3	0	0	1	4
Nicaragua	2,431	1,082	1,867	2,786	8,076
Nigeria	0	0	1	1	2
Pakistan	33	2	5	33	73
Panama	0	0	0	26	26
Peru	2	0	1	1	4
Philippines	105	9	1	4	119
Poland	2,335	373	447	433	3,588
Rhodesia	4	0	0	0	4
Romania	486	127	126	345	1,084
Saudi Arabia	0	0	0	1	1
Seychelles	8	1	0	0	9
Somalia	56	16	14	55	141
South Africa	61	10	8	13	92
Sri Lanka	0	1	0	1	2
Sudan	0	1	0	0	1
Suriname	0	0	1	0	1
Syria	103	50	47	25	225
Taiwan	2	0	1	1	4
Tanzania	0	0	1	0	1
Thailand	3	0	0	0	3
Turkey	8	0	0	1	9
USSR	146	33	32	43	254
Uganda	133	6	1	15	155
United Kingdom	0	0	0	1	1
Venezuela	0	0	1	0	1
Vietnam	88	8	10	8	114
Yemen (Aden)	1	0	1	1	3
Yemen (Sanaa)	6	2	1	0	9

Country of Nationality	FY 1980-FY 1985	FY 1986	FY 1987	FY 1988	Total
Yugoslavia	43	4	16	6	69
Zaire	9	0	0	2	11
Zambia	0	0	0	1	1
Zimbabwe	2	0	0	3	5
Stateless	4	0	1	1	6
All Others	312	0	0	0	312
Total Cases	26,445	3,359	4,062	5,531	39,397
Total Persons	c/	4,284	5,094	7,340	c/

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, 1987, and September 30, 1988a/

State	9/30/87	9/30/88	Percent 9/30/88
Alabama	3,300	3,300	0.4%
Alaska	100	100	c/
Arizona	6,700	7,200	0.8
Arkansas	3,000	3,100	0.4
California	332,600	348,100	39.5
Colorado	11,700	12,100	1.4
Connecticut	7,500	7,900	0.9
Delaware	300	300	c/
District of Columbia	1,500	1,600	0.2
Florida	14,400	14,900	1.7
Georgia	10,900	11,500	1.3
Hawaii	7,600	7,700	0.9
Idaho	1,700	1,800	0.2
Illinois	27,800	28,500	3.2
Indiana	4,200	4,300	0.5
Iowa	9,100	9,500	1.1
Kansas	10,200	10,400	1.2
Kentucky	2,800	2,800	0.3
Louisiana	14,800	14,900	1.7
Maine	1,,00	1,600	0.2
Maryland	10,000	10,300	1.2
Massachusetts	26,700	28,400	3.2
Michigan	11,600	12,100	1.4
Minnesota	29,300	31,500	3.6
Mississippi	1,700	1,800	0.2
Missouri	7,800	8,000	0.9
Montana	1,000	1,000	0.1
Nebraska	2,300	2,400	0.3
Nevada	2,300	2,400	0.3
New Hampshire	800	900	0.1
New Jersey	7,500	7,800	0.9
New Mexico	2,200	2,300	0.3
New York	31,100	32,100	3.6
North Carolina	6,200	6,600	0.7
North Dakota	900	1,000	0.1
Ohio	11,900	12,300	1.4
Oklahoma	8,700	8,900	1.0
Oregon	19,400	20,100	2.3

State	9/30/87	9/30/88	Percent 9/30/88
Pennsylvania	27,700	28,400	3.2%
Rhode Island	7,100	7,400	0.8
South Carolina	2,400	2,500	0.3
South Dakota	1,000	1,000	0.1
Tennessee	5,700	6,100	0.7
Texas	64,300	66,300	7.5
Utah	8,800	9,000	1.0
Vermont	600	700	c/
Virginia	22,500	22,400	2.5
Washington	40,000	41,500	4.7
West Virginia	400	400	c/
Wisconsin	12,100	13,800	1.6
Wyoming	200	200	c/
Guam	300	300	c/
Other Territories	b/	b/	c/
TOTAL	846,400	881,500	100.0%

a/ The September 1987 estimates were constructed by taking the January 1981 INS alien registration, adjusting it for underregistration, adding persons who arrived from January 1981 through September 1987,and adjusting the totals so derived for secondary migration. The September 1988 estimates were constructed similarly by using the known distribution of the population in January 1981, adding arrivals from January 1981 through September 1988, 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, 1988[a/]

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Alabama c/	d/	130	125	-5
Alaska b/	b/	32	0	-32
Arizona c/	1,701	382	155	-227
Arkansas c/	342	103	80	-23
California	35,847	1,089	4,589	3,500
Colorado c/	983	290	203	-87
Connecticut	112	195	23	-172
Delaware	4	14	0	-14
District of Columbia c/	99	283	65	-218
Florida	1,066	328	105	-223
Georgia c/	556	292	110	-182
Hawaii	397	102	25	-77
Idaho	68	72	13	-59
Illinois	1,311	715	138	-577
Indiana	60	68	0	-68
Iowa c/	1,817	296	189	-107
Kansas	228	289	51	-238
Kentucky	82	307	0	-307
Louisiana c/	116	308	186	-122
Maine	48	132	0	-132
Maryland c/	587	204	303	99
Massachusetts c/	4,657	294	2,923	2,629
Michigan c/	768	210	171	-39
Minnesota	2,490	365	309	-56
Mississippi	19	54	0	-54
Missouri	118	326	9	-317
Montana	70	36	4	-32
Nebraska	70	145	7	-138
Nevada	68	133	13	-120
New Hampshire	58	92	0	-92
New Jersey	462	265	76	-189
New Mexico	84	104	14	-90
New York	3,319	964	516	-448
North Carolina	96	225	9	-216
North Dakota	108	37	3	-34
Ohio	615	177	118	-59
Oklahoma c/	514	261	79	-182
Oregon	792	285	69	-216

State	Non-Movers	Out-Migrants	In-Migrants	Net Migration
Pennsylvania	733	438	123	-315
Rhode Island c/	1,192	213	312	99
South Carolina c/	8	36	2	-34
South Dakota	41	101	7	-94
Tennessee	231	339	10	-329
Texas c/	4,529	1,838	1,285	-553
Utah	247	363	46	-317
Vermont	39	31	5	-26
Virginia	762	541	226	-315
Washington c/	5,995	465	1,091	626
West Virginia	3	20	7	-13
Wisconsin	1,844	133	389	256
Wyoming	0	10	0	-10
Guam	0	0	0	0
Other b/	b/	51	0	-51
TOTAL	75,356	14,183	14,183	0

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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 6/30/88. Persons without social security numbers or other information to document State of arrival, a total of 5,583, 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, 1988

Country of Nationality

State	Cambodia	Laos	Vietnam	USSR	Roland	Other East Europe	Cuba	Afghanistan	Iran	Iraq	Ethiopia	Other	Total
Alabama	18	12	42	0	0	0	0	0	0	0	6	0	78
Arizona	5	19	30	0	0	6	0	24	5	0	8	0	97
Arkansas	0	14	9	0	0	0	0	0	0	0	0	0	23
California	2,589	9,822	12,168	5,884	187	691	75	1,752	4,343	60	393	869	38,833
Colorado	27	307	203	10	0	22	0	36	18	0	21	28	672
Connecticut	0	104	53	16	6	3	0	0	15	0	0	4	201
Delaware	0	0	0	0	0	0	0	0	4	0	0	0	4
District of Columbia	6	2	0	4	0	0	0	0	0	0	19	2	33
Florida a/	0	0	510	0	0	0	883	0	0	0	0	209	1,602
Georgia	36	102	153	5	0	4	0	23	8	0	8	3	342
Hawaii	0	217	186	0	0	2	0	0	0	0	0	0	405
Idaho	0	11	16	0	5	33	0	0	1	0	0	0	66
Illinois	79	282	436	111	51	234	15	50	123	10	39	0	1,430
Indiana b/	0	9	31	0	0	8	0	0	6	0	6	0	60
Iowa	14	53	84	0	1	9	0	0	0	0	0	0	161
Kansas	11	104	185	0	2	0	0	0	9	0	0	0	311
Kentucky	9	35	18	0	0	4	0	0	4	0	0	0	70
Louisiana	2	32	138	0	0	0	0	0	0	0	0	2	174
Maine	5	0	4	0	4	8	0	22	5	0	0	0	48
Maryland c/	23	61	163	15	0	7	0	41	49	0	58	17	434
Massachusetts	225	201	892	182	43	45	1	13	30	0	6	0	1,638
Michigan	5	392	150	18	253	115	32	0	10	70	46	0	1,091
Minnesota	107	2,642	306	34	3	10	0	29	13	0	107	10	3,261
Mississippi	0	0	69	0	0	0	0	0	0	0	0	0	69
Missouri	9	37	60	0	22	7	0	0	3	0	18	28	184
Montana	0	75	0	0	0	0	0	0	0	0	1	0	76
Nebraska	8	22	29	0	0	0	0	12	0	0	0	0	71
Nevada	0	11	37	0	3	0	0	18	10	0	1	1	81
New Hampshire	2	1	23	3	0	6	0	0	2	0	0	0	37
New Jersey	4	6	250	38	25	24	11	92	43	8	8	0	509
New Mexico	7	30	47	0	0	1	0	6	0	0	0	6	97
New York	392	181	943	558	173	300	30	789	405	0	58	18	3,847
North Carolina	3	25	55	0	0	0	0	3	0	0	0	5	91
North Dakota	3	1	6	0	9	17	0	0	1	0	0	0	37
Ohio	138	300	145	26	0	31	0	8	3	0	55	103	809
Oklahoma	0	3	40	0	0	2	0	0	0	0	0	4	49
Oregon	126	205	348	16	6	40	0	17	0	0	12	43	813

TABLE 11

Receipt of Cash Assistance by Refugee Nationality: June 30, 1988

State	Country of Nationality: Cambodia	Laos	Vietnam	USSR	Poland	Other East Europe	Cuba	Afghanistan	Iran	Iraq	Ethiopia	Other	Total
Pennsylvania	71	63	422	51	11	6	0	1	0	0	6	65	696
Rhode Island	41	261	18	28	0	6	0	0	0	0	0	0	354
South Carolina	0	0	5	0	0	0	0	0	0	0	0	0	5
South Dakota	0	12	9	7	0	5	0	1	0	0	2	0	36
Tennessee	7	110	34	10	0	12	0	18	6	0	2	0	199
Texas a/	0	0	1,090	5	4	6	1	38	59	0	41	26	1,270
Utah	27	31	40	9	10	2	0	0	0	0	0	13	132
Vermont	3	3	0	2	0	26	0	0	1	0	0	0	35
Virginia	94	125	493	0	8	22	0	174	33	7	42	19	1,017
Washington b/	592	523	1,084	2	79	173	0	15	59	0	92	0	2,619
West Virginia	0	0	10	0	0	0	0	0	0	0	0	0	10
Wisconsin	1	2,320	29	0	0	0	0	0	0	0	0	3	2,353
Wyoming	0	0	0	0	0	0	0	0	0	0	0	0	0
Guam	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	4,689	18,766	21,063	7,034	905	1,887	1,048	3,182	5,268	155	1,055	1,478	66,530
Percent	7.0%	28.2%	31.7%	10.6%	1.4%	2.8%	1.6%	4.8%	7.9%	0.2%	1.6%	2.2%	100.0%

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

b/ Partially estimated.

c/ State reported Iraqis and Iranians as one category; ORR recorded them as Iranians.

TABLE 12

States with Largest School
Enrollments of Refugee Children: March 1988 a/

State	Refugee Children	Percent
California	25,859	33.2%
Florida	7,523	9.7
Massachusetts	4,922	6.3
Illinois	3,666	4.7
Texas	3,492	4.5
Washington	2,950	3.8
New York	2,667	3.4
Minnesota	2,459	3.2
Virginia	2,167	2.8
Pennsylvania	2,117	2.7
Rhode Island	1,798	2.3
New Jersey	1,686	2.2
Ohio	1,486	1.9
Michigan	1,452	1.9
All Others	13,610	17.4
TOTAL	77,854	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 Unaccompanied Minor Refugees
Placed by Voluntary Agencies,
by State and Sponsoring Agency: a/
September 30, 1988 b/

State	Total Placements				In Care					
	LIRS	USCC	Other	Total	LIRS	USCC	Other	Total	Reunited	Emancipated & Other
Alabama	0	23	0	23	0	14	0	14	0	9
Arizona	0	133	0	133	0	67	0	67	7	59
California	0	0	775	775	0		219	219	186	370
Colorado	46	42	5	93	1	2	1	4	27	62
Connecticut	37	1	0	38	23	0	0	23	3	12
District of Columbia	73	88	0	161	29	15	0	44	28	89
Florida	0	0	72 c/	72	0	0	15	15	13 c/	44 c/
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	25	568	12	605	18	237	2	257	113	235
Indiana	0	0	8	8	0	0	0	0	0	8
Iowa	374	128	14	516	104	23	0	127	60	329
Kansas	75	12	0	87	32	0	0	32	11	44
Louisiana	0	72	0	72	0	12	0	12	18	42
Maine	0	0	16	16	0	0	14	14	0	2
Maryland	0	0	41	41	0	0	15	15	1	25
Massachusetts	156	33	0	189	102	27	0	129	6	54
Michigan	154	55	158	367	75	17	77	169	36	162
Minnesota	658	152	29	839	207	20	10	237	92	510
Mississippi	0	113	0	113	0	57	0	57	13	43
Missouri	0	11	1	12	0	3	1	4	2	6
Montana	61	0	0	61	18	0	0	18	9	34
New Hampshire	91	0	0	91	35	0	0	35	4	52
New Jersey	69	172	3	244	67	51	2	120	8	116
New Mexico	0	0	2	2	0	0	1	1	0	1
New York	389	1,233	0	1,622	114	611	0	725	165	732
North Carolina	62	2	0	64	15	0	0	15	12	37
North Dakota	73	0	0	73	36	0	0	36	2	35
Ohio	54	6	4	64	40	0	0	40	7	17
Oklahoma	0	0	1	1	0	0	0	0	0	1
Oregon	224	267	0	491	50	53	0	103	96	292
Pennsylvania	356	19	4	379	111	0	0	111	69	199
Rhode Island	0	19	0	19	0	2	0	2	0	17
South Carolina	0	0	34	34	0	0	14	14	6	14
Texas	0	32	0	32	0	27	0	27	0	5
Utah	0	153	0	153	0	65	0	65	18	70
Vermont	0	0	57	57	0	0	26	26	4	27
Virginia	0	393	0	393	0	215	0	215	42	136
Washington	166	368	0	534	62	131	0	193	87	254
Wisconsin	0	0	111	111	0	0	14	14	12	85
TOTAL	3,143	4,095	1,382	8,620	1,139	1,649	416	3,204	1,164	4,252

a/ LIRS = Lutheran Immigration and Refugee Service; USCC = United States Catholic Conference.
b/ All data based on State reports received by ORR as of September 1988.
c/ Includes entrant minors.

APPENDIX B

FEDERAL AGENCY REPORTS

THE UNITED STATES COORDINATOR FOR REFUGEE AFFAIRS

The position of the U.S. Coordinator for Refugee Affairs was established by Presidential directive in February of 1979 and now 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 and has the rank of Ambassador at Large.

The position was created out of the need to coordinate both the foreign and domestic policy implications of refugee relief and resettlement. The Coordinator 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 leads the interdepartmental discussions and Congressional consultations resulting in the annual admissions ceiling. In FY 1988, the Coordinator also performed these functions in connection with the emergency procedures used to raise the FY 1988 refugee ceiling by 15,000 to accommodate more refugees from the Soviet Union.

In addition, in FY 1988 the Coordinator and his staff developed and supervised initiation of the first pilot project for privately funded refugee admissions, which resulted in the admission into the U.S. of over 700 Cuban refugees in third countries who had not been permanently resettled. The Coordinator and his staff also worked with Justice, Immigration and Naturalization Service (INS), the National Security Council (NSC), and State to develop policy responses to legal and resource requirements related to increased emigration from the Soviet Union; worked with the Office of Management and Budget (OMB) and HHS on budgetary needs for the refugee admissions program; worked with HHS, State, and the Congress on program

needs and policy directions for the domestic resettlement program, including legislation reauthorizing resettlement activities; and worked with State and INS to develop procedures and factual material for reviewing decisions to deny admission to certain Cambodian refugee applicants.

The Coordinator and his staff consulted regularly with the Congress, voluntary agencies, and State and local government representatives on refugee assistance and resettlement issues. The Coordinator also represented the United States at a variety of international conferences on refugee issues and met regularly, in the United States and overseas, with foreign governments on refugee protection, assistance, and resettlement issues. Major themes stressed by the Coordinator in FY 1988 were the need for additional funding for basic refugee assistance programs, particularly in the Near East and Africa; the importance of maintaining first asylum in Southeast Asia and Africa; and the need for a refugee admissions program that is balanced, fair, and properly funded.

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.

Total admissions to the U.S. in fiscal year 1988 were 75,754; 35,015 of these refugees came from Asia. In addition, 332 Amerasian immigrants (who are entitled to the same benefits as refugees) were admitted to the U.S. in fiscal year 1988. In

fiscal year 1988, Soviet immigration increased dramatically and a total of 28,239 refugees were admitted from the Soviet Union and Eastern Europe.

During fiscal year 1988, world 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 1988, 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 $86.1 million), as well as for other international relief organizations such as the International Committee of the Red Cross (over $27 million) and the United Nations Relief and Works Agency in the Near East ($61.3 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 $338.4 million obligated under the

Migration and Refugee Assistance appropriation by the Bureau for Refugee Programs in fiscal year 1988, approximately $176.2 million went to refugee assistance and relief activities. An additional $10.5 million was obligated for specific emergency assistance activities in Africa under the U.S. Emergency Refugee and Migration Assistance Fund appropriations. Approximately $34.7 million was obligated for other activities, such as the Refugees to Israel program and contributions to the ordinary budget of the International Committee of the Red Cross and the Intergovernmental Committee for Migration.

Approximately $119.5 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 programs, 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 1988 admissions program budget, approximately $76.4 million covered the costs for Southeast Asian refugee admissions, while approximately $43.1 million funded the

admission of refugees from the Soviet Union, Eastern Europe, Africa, the Near East, South Asia, and Latin America. In addition, about $2.3 million was obligated for Soviet and Eastern European admissions from funds provided in the FY 1988 Dire Emergency Supplemental.

RUN DATE: 10/28/88

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1988

COUNTRY OF CHARGEABILITY	FY88 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	3,000													
ANGOLA		13	0	1	1	0	5	0	0	0	1	0	0	5
BURUNDI		1	0	0	0	0	0	0	0	1	0	0	0	0
ETHIOPIA		1,456	65	110	142	110	130	41	73	37	42	87	129	490
KENYA		1	0	0	0	0	0	1	0	0	0	0	0	0
LESOTHO		2	0	0	0	0	2	0	0	0	1	0	0	-1
MALAWI		4	0	0	0	0	0	0	0	0	4	0	0	0
MOZAMBIQUE		13	0	0	1	0	0	6	0	0	2	0	0	4
NAMIBIA		3	0	0	0	1	0	1	0	0	0	0	1	0
SOMALIA		4	0	0	3	0	0	0	0	0	0	0	0	1
SOUTH AFRICA		42	0	0	1	0	0	14	0	3	13	5	2	4
TANZANIA		1	0	1	0	0	0	0	0	0	1	0	0	-1
UGANDA		31	0	0	0	0	0	0	0	0	11	0	6	14
ZAIRE		10	0	0	0	0	0	1	0	0	1	0	2	6
ZIMBABWE		7	0	0	0	0	0	0	7	0	1	0	0	-1
TOTAL AFRICA	3,000	1,588	65	112	148	111	137	64	80	40	78	92	140	521
EAST ASIA - 1ST ASYL	29,500													
CAMBODIA		2,805	9	8	7	30	13	163	94	99	70	50	31	2,231
LAOS														
HIGHLAND		10,388	172	265	831	814	165	908	657	93	2,236	254	450	3,543
LOWLAND		4,168	80	85	62	50	410	1,275	685	633	209	43	499	137
SUBTOTAL LAOS		14,556	252	350	893	864	575	2,183	1,342	726	2,445	297	949	3,680
VIETNAM														
LAND & BOAT		10,925	183	302	386	507	261	889	565	1,421	1,241	1,144	1,381	2,645
OTHER (From nonSEA)		27	0	2	12	0	5	1	0	0	0	0	1	6
SUBTOTAL VIETNAM		10,952	183	304	398	507	266	890	565	1,421	1,241	1,144	1,382	2,651
EAST ASIA - 1ST ASYL	29,500	28,313	444	662	1,298	1,401	854	3,236	2,001	2,246	3,756	1,491	2,362	8,562
ODP--Refugees*	8,500	6,702*	446	175	309	233	503	495	297	484	507	818	1,234	1,201
TOTAL EAST ASIA		35,015*	890	837	1,607	1,634	1,357	3,731	2,298	2,730	4,263	2,309	3,596	9,763
EASTERN EUR/SOV	30,000													
ALBANIA		72	0	0	0	0	30	6	0	0	16	18	1	1
BULGARIA		140	17	7	0	1	3	1	5	1	30	29	2	44
CZECHOSLOVAKIA		672	34	52	36	13	23	33	16	11	83	68	41	262
HUNGARY		784	19	52	21	22	21	19	12	17	156	54	44	347
POLAND		3,345	314	294	176	124	197	142	104	157	563	286	177	811
ROMANIA		2,801	172	291	306	223	128	149	196	133	217	223	176	587
SOVIET UNION		20,421	832	1,224	1,170	1,496	1,763	1,604	1,512	1,707	2,618	2,192	1,642	2,661
YUGOSLAVIA		4	2	1	0	0	0	0	0	0	0	0	0	1
TOTAL EASTERN EUR/SOV	30,000	28,239	1,390	1,921	1,709	1,879	2,165	1,954	1,845	2,026	3,683	2,870	2,083	4,714

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U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1988

COUNTRY OF CHARGEABILITY	FY88 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	3,500													
CUBA		2,273	0	4	0	83	0	10	51	255	488	232	397	753
EL SALVADOR		15	0	0	0	0	0	0	0	7	4	4	0	0
NICARAGUA		209	0	35	0	4	7	4	16	94	17	0	25	7
TOTAL LATIN AMERICA	3,500	2,497	0	39	0	87	7	14	67	356	509	236	422	760
NEAR EAST/SOUTH ASIA	9,000													
AFGHANISTAN		2,211	119	119	146	218	265	221	146	140	143	86	208	400
IRAN		6,167	275	868	446	222	263	400	104	46	99	800	844	1,800
IRAQ		37	12	1	-2	0	2	13	0	2	7	1	0	1
TOTAL NEAR EAST/SOUTH	9,000	8,415	406	988	590	440	530	634	250	188	249	887	1,052	2,201
GRAND TOTAL	83,500	75,754	2,751	3,897	4,054	4,151	4,196	6,397	4,540	5,340	8,782	6,394	7,293	17,959

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U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Cumulative

Fiscal Year	Area						
	Africa	Asia	Eastern Europe	Soviet Union	Latin America	Near East Asia	TOTAL
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	2,231	207,116
1981	2,119	131,139	6,704	13,444	2,017	3,829	159,252
1982	3,326	73,522	10,780	2,756	602	6,369	97,355
1983	2,648	39,408	12,083	1,409	668	5,465	61,681
1984	2,747	51,960	10,285	715	160	5,246	71,113
1985	1,953	49,970	9,350	640	138	5,994	68,045
1986	1,315	45,454	8,713	787	173	5,998	62,440
1987	1,994	40,112	8,606	3,694	315	10,107	64,828
1988	1,588	35,015	7,818	20,421	2,497	8,415	75,754
TOTAL	18,645	884,474	90,460	129,299	32,232	53,654	1,208,764

IMMIGRATION AND NATURALIZATION SERVICE

Department of Justice

The Immigration and Naturalization Service (INS) is responsible for the determination of refugee status under United States law and for the final determination of an alien's eligibility for processing under the United States refugee resettlement program. 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 with 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 District, 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 1988, immigration officers assigned to INS overseas offices conducted over 92,032 refugee determination interviews and approved for admission 80,216 persons of 27 different nationalities. The overall approval rate for the United States refugee program applicants was 87 percent.

To enhance the processing of refugees, INS opened a new office in Nairobi, Kenya. In addition, INS has processed refugees directly in Cuba and Moscow, and has initiated circuit-rider visits in Central and South America.

The Department of Justice also published proposed regulations on asylum, which will be finalized in the current fiscal year.

During fiscal year 1988, 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 1988-1989 school year, $15.2 million was made available to States to provide educational services to refugee children. These funds served 77,854 refugee children nationwide.

Transition Program for Refugee Children

School Year 1987-1988

State	Refugee Children	Amount of Award
Alabama	232	$35,200
Alaska	--	--
Arizona	546	114,900
Arkansas	176	34,700
California	25,859	5,058,100
Colorado	574	109,200
Connecticut	1,098	209,600
Delaware	230	44,500
District of Columbia	127	31,300
Florida	7,523	1,385,900
Georgia	640	111,200
Hawaii	193	35,000
Idaho	108	21,800
Illinois	3,666	815,300
Indiana	146	29,700
Iowa	528	102,000
Kansas	973	198,000
Kentucky	360	77,200
Louisiana	1,241	222,100
Maine	169	29,700
Maryland	717	139,800
Massachusetts	4,922	1,000,300
Michigan	1,452	266,800
Minnesota	2,459	509,000
Mississippi	79	13,800
Missouri	499	90,500
Montana	53	12,000
Nebraska	214	40,200
Nevada	164	32,500
New Hampshire	115	21,900
New Jersey	1,686	322,000
New Mexico	—	--
New York	2,667	555,600

Transition Program for Refugee Children

School Year 1987-1988

State	Refugee Children	Amount of Award
North Carolina	417	84,100
North Dakota	78	18,600
Ohio	1,486	286,900
Oklahoma	401	62,200
Oregon	763	140,900
Pennsylvania	2,117	411,400
Rhode Island	1,798	362,900
South Carolina	77	15,300
South Dakota	79	14,400
Tennessee	840	183,600
Texas	3,492	636,600
Utah	441	73,900
Vermont	37	8,700
Virginia	2,167	411,700
Washington	2,950	564,700
West Virginia	--	--
Wisconsin	1,295	262,900
Wyoming	--	--
TOTAL	77,854	$15,207,700

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 include 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 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 1988 were 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 1988, the Centers for Disease Control (CDC) continued its legislated responsibility of evaluating and sustaining the quality of 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 a public health advisor in Bangkok, Thailand, to operate a regional program to monitor and evaluate the medical screening examinations provided to refugees

in Southeast Asia. Additionally, a public health advisor continued working in 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 1988, CDC quarantine officers at major U.S. ports-of-entry inspected all of the arriving refugees (approximately 36,460 from Southeast Asia and 42,000 from other areas of the 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 1,500 different State labels to address refugee medical documentation packets to health departments and to instruct refugees to report to the appropriate health department. During the year, the old microcomputers and printers at the ports-of-entry were replaced with current industry-standard equipment. As part of the replacement strategy, document distribution procedures were reviewed and revised. As a result, problems with misrouted documents decreased considerably as measured by the decrease in the number of requests for copies of documents not originally received by State and local health departments.

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 the refugees' arrival in the United States.

A computerized disease surveillance database of demographic and medical data on refugees was continued in FY 1988. In addition to documentation of excludable conditions, data collected included the number of Indochinese refugees who: (a) Completed tuberculosis chemotherapy before departure for the United States; (b) received tuberculin skin tests and started preventive therapy; (c) were screened for hepatitis B surface antigenicity; (d) received hepatitis B vaccine; and (e) were 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 included the results of medical screening for 634,439 Southeast Asian refugees who had entered the U.S. 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 were computerized for non-Indochinese refugees, with records for 128,478 of these refugees now contained in the CDC database.

In FY 1988, a short-course chemotherapy (SCC) regimen for tuberculosis was continued in Southeast Asia for U.S.-bound Indochinese refugees. During the first nine months of FY 1988, 266 Indochinese refugees completed SCC before arrival, resulting in only 0.7 percent of Indochinese arriving with active tuberculosis, thereby continuing the large reduction from previous years. In addition to treating patients for disease, 442 close family contacts of patients with active disease were started on isoniazid preventive therapy during the first nine months of FY 1988. These measures 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 (ODP). Refugees arriving in Bangkok under the program were given a new medical examination by the Intergovernmental Committee for Migration (ICM) within 24 hours after arrival. This rescreening program ensured that current medical information was available before these refugees proceeded to either a refugee processing center or directly to the United States.

The overseas hepatitis B surface antigen screening (HBsAG) program for pregnant women and unaccompanied minors also continued in Southeast Asia. During the first nine months of the fiscal year, 1,766 persons were tested and 12.4 percent identified as positive. The CDC continued to notify State and local health departments and refugee sponsors of those refugees with positive tests.

Newborns of carrier mothers continued to be given hepatitis B immunoglobulin (HBIG) and hepatitis B (HB) vaccine as recommended by the Immunization Practices Advisory Committee. During the first three quarters of FY 1988, 81 newborns and children were started on the series of three injections of HB vaccine.

Laboratory testing of sera for HBsAG continued in laboratories in Southeast Asia. Consultants from the Hepatitis Branch, Center for Infectious Diseases, CDC, monitored laboratory performance by conducting comparison testing of specimens in Atlanta and by making site visits to the facilities in Southeast Asia. In the United States, HB vaccine continued to be offered by health care providers to foster family members who were close household contacts of unaccompanied minors identified as being HBsAG carriers.

Domestic Health Assessments

Health assessment services continued to be provided to newly arrived refugees in FY 1988. 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 that might impair effective resettlement, employability, and self-sufficiency; and (3) to refer refugees with such problems for appropriate diagnosis and treatment. During FY 1988, continued emphasis was given to identifying refugees eligible for preventive treatment for tuberculous infection.

In FY 1988, grants were awarded to 39 States; the District of Columbia; the City of Philadelphia; Maricopa County, Arizona; Missoula County, Montana; the Barren River district health department in Kentucky; and the New York City Department of Health. The 11 States that did not participate in FY 1988 were Alaska, Arizona, Arkansas, Delaware, Kentucky, Mississippi, Montana, Nebraska, South Carolina, 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 affected States, which resettled approximately 65 percent of all arriving refugees in FY 1988, received 70.2 percent of the $4,198,000 in grant funds awarded. Three CDC public health advisors continued assignments, in Texas, California, and New York City, to assist in tuberculosis preventive therapy activities.

In FY 1988, CDC personnel made approximately 50 site visits to project areas to provide technical assistance, consultation, and program support discussions. Numerous local workshops, discussion sessions, and meetings were attended.

Approximately 67 percent of grantees voluntarily shared usable data that were helpful in evaluating the status of the health assessment program. An estimated 84 percent of all refugees arriving in these reporting areas were receiving health assessments. Of the refugees who arrived in specific parts of States in which grant funds permitted the development of a coordinated program, approximately 89 percent were contacted and 96 percent received health assessments. Among those refugees who

received health assessments, approximately 74 percent had one or more medical or dental health conditions that required treatment and/or referral for specialized diagnosis and care. Limited data and site review observations indicated that nearly 100 percent of the refugee children seen received required immunizations against the vaccine-preventable childhood diseases.

The identification of secondary migrants continued to be a major problem. Grantee data showed that approximately 13 percent of all health assessments performed were for secondary migrants.

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

During FY 1988, the hepatitis B screening and vaccination program for pregnant refugee women, their newborns, and susceptible household contacts was continued, with $596,000 available for award to State and local health departments. Nationwide, numerous approaches were being used to conduct hepatitis B virus (HBV) prevention activities among refugees. Various services directed toward mothers and children, such as nutrition, family planning, and prenatal programs, had 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 had facilitated this process in some States. Project areas reported that 39,147 refugees had been screened for hepatitis B carrier status and that 5,126 (13 percent) were found to be HBsAG-positive. Of the total refugees screened, 3,196 were pregnant women. Of the pregnant women screened, 660 (21 percent) had a positive HBsAG result. The project areas reported that 1,571 newborns, 5,374 household contacts, and others determined to be susceptible were vaccinated for hepatitis B. In implementing HBV screening and vaccination programs, several problems were noted. Among these were: (1) poor awareness among health care providers of the availability of hepatitis B vaccine; (2) transfer of responsibility for completing the vaccine series from obstetrician to pediatrician, i.e., the infant received HBIG and first vaccination, but subsequent injections were not always received; and (3) reluctance of some refugees to accept screening and vaccination.

HEALTH RESOURCES AND SERVICES ADMINISTRATION

The Health Resources and Services Administration has relevant activity in three program areas: The National Hansen's Disease Program, Community and Migrant Health Centers, and Maternal and Child Health activities carried out by the Bureau of Maternal and Child Health and Resources Development.

National Hansen's Disease Program

The Hansen's Disease Program assures the availability of high quality medical care, adequate diagnosis, unique drug therapies 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, for complicated cases, but primarily at the 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 and other areas as having Hansen's disease were referred to a Regional Hansen's Disease Center or private physician in the area of resettlement. During FY 1988, five refugees were newly admitted to the Gillis W. Long Hansen's Disease Center because of complications in their response to treatment. In addition, 8 refugees were readmitted for care. There are currently 11 patients carried on the census at 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 and Migrant 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 data on health services provided to persons who happen to be refugees. Refugees were provided services at CHCs in all regions consistent with program requirements for any medically underserved person. Those regions serving geographic areas with the highest concentrations of refugees employed translators and used bilingual signs and notices to assist in health care delivery consistent with their charter to be community-based. Regions III, V, IX, and X continued to report significant activity:

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

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

Region IX. -- There are 11 centers providing primary care to Southeast Asian refugees in Region IX.

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

Bureau of Maternal and Child Health and Resources Development

The Bureau of Maternal and Child Health and Resources Development (BMCHRD) continued its initiative to target, identify, and address health-care-related problems of both Southeast Asian refugees and health care providers in communities in which these populations settle and relocate.

Guidance materials were developed and distributed to State health agencies to alert health care providers to the cultural barriers which impact on the access of these refugees to health care. The materials are aimed at increasing sensitivity to the culture, health beliefs, practices and special health problems of this relatively new population. Many health care providers who are expected to serve Southeast Asian refugees are not familiar with the cultures of this highly diversified

population or with the importance of cultural sensitivity in effective health care. The Bureau of Maternal and Child Health and Resources Development also provided support for the development and distribution of: (1) A video tape on the cultures of Southeast Asian refugees; (2) an inventory of edited and catalogued Maternal and Child Health (MCH) related health education materials in various Asian languages; and (3) a series of pamphlets on subjects such as hereditary anemia, thalassemia, hepatitis B, and childhood illness in Vietnamese, Cambodian, Lao, and Chinese.

Five Special Projects of Regional and National Significance (SPRANS), each with a specific focus on Southeast Asian refugees, were funded in fiscal year 1988. These projects were expected to service areas such as hepatitis B screening and immunization. In addition, by-products of other SPRANS projects also had impact on Southeast Asian refugees. These included the development of car safety materials in Hmong and Cambodian, video tapes of a visit to the doctor and hospital in Hmong, Lao, and Cambodian, and a survey of blood lead levels in Southeast Asian refugee children.

The Bureau of Maternal and Child Health and Resources Development also co-sponsored with the National Institute of Mental Health a two-day workshop entitled "Refugee Children Traumatized by War and Violence." Proceedings of the workshop were in the process of publication.

ALCOHOL, DRUG ABUSE, AND MENTAL HEALTH ADMINISTRATION

National Institute of Mental Health

The National Institute of Mental Health (NIMH) continued to administer the Refugee Assistance Program-Mental Health (RAP-MH), which was funded by ORR. The objectives of the program were: (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.

NIMH administered the third year of this project, which consisted of the States of California, Colorado, Hawaii, Illinois, Massachusetts, Minnesota, New York, Rhode Island, Texas, Virginia, Washington, and Wisconsin.

The 12 States contain nearly three-quarters of the refugees who have entered the United States. In the third year, States intensified their planning and program development efforts for providing mental health services to refugees. The following activities were emphasized:

- Sensitivity training programs and conferences on refugee mental health; assessment, diagnosis and treatment; consultation and technical assistance for strengthening existing programs and developing demonstration refugee mental health service programs;
- Work with university and State educational systems for training programs to improve the delivery of culturally sensitive services and effect the enrollment of refugees in university level training courses; and
- Development of standards of care and information systems for the ongoing needs assessment and planning for refugee mental health needs.

Many accomplishments were achieved; they include the following:

- Training programs to sensitize people to the mental health needs of refugees were attended by approximately 10,000 participants that included refugee social service workers, mental health service providers, bilingual/bicultural workers, school personnel, health administrators, policy makers, and community support groups.

- With few exceptions, the States participating in RAP-MH incorporated planning to meet refugee needs in the overall planning process of the Department of Mental Health. In four States the focal point for refugee mental health planning was placed within a newly established Office of Multicultural Services. Prominent positions were established for staffing those offices.
- Innovative demonstration programs for refugee mental health services were being developed in most of the 12 States. These programs were being supported by Federal block grants, and State and local funds. Examples of these programs include: A new treatment program primarily for Cambodian refugees in Massachusetts; an outreach program for Cambodians and Hmong in Rhode Island; a treatment, prevention, and outreach program for all refugees in Minnesota; and two newly established outpatient mental health service programs in family health centers in New York. Also, demonstration projects were funded in Washington and Wisconsin.
- All 12 States trained additional bilingual/bicultural workers to augment staff in order to strengthen and expand existing mental health services for refugees. New York placed five

refugees in field placements at State psychiatric treatment centers. Using block grant funds, Wisconsin partially funded a social work course on refugees at a university.

Authorization was granted to the 12 States to carry forward into FY 1989 prior year unexpended funds to continue training, technical assistance, and program development initiatives undertaken as part of their State planning for refugee mental health. The budget periods were extended as follows:

California	06/30/89
Colorado	01/15/89
Hawaii	01/31/89
Illinois	08/31/89
Massachusetts	12/21/88
Minnesota	06/30/89
New York	03/15/89
Rhode Island	12/31/88
Texas	03/31/89
Virginia	06/30/89
Washington	08/31/89
Wisconsin	06/30/89

The Technical Assistance Center (TAC) at the University of Minnesota provided consultative support to the States throughout the period of this initiative. During this last year of effort, the TAC devoted much of its attention to providing on-site consultation and technical assistance (and also participation) in

numerous training conferences in both funded and non-funded States around the country. Additionally, TAC staff members presented at professional meetings and distributed materials produced under the initiative. The TAC convened two meetings covering a wide range of clinical and administrative topics of the funded States. There was also one additional meeting convened in Santa Fe, New Mexico, which brought together leading authorities in refugee mental health from around the world, out of which were produced a series of professional papers. Other activities during the third year of TAC included development of a four-part videotape series on psychiatric interviewing, use of the bilingual worker, primary prevention, and psychological assessment. The directory of mental health professionals interested in working with refugees was completed and distributed to the States.

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 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 communties. Twenty-five 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 with immigration matters, educational services and a range of community information and cultural activities.

Since 1975, the ACNS network has directly assisted over 87,000 refugees from Southeast Asia, Eastern Europe and the Soviet Union,

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 1988, ACNS and its member agencies resettled the following numbers of refugees:

African	119
European/Soviet	500
Hmong	2145
Khmer	401
Lowland Lao	557
Latin American	113
Near Eastern	171
Vietnamese	1304
TOTAL	5310

The ACNS national office, which oversees the allocation of refugees to local agencies, promotes effective resettlement by providing local agencies with guidance on new program initiatives, technical assistance on resettlement practices, information on international refugee movements, and, through monitoring, periodic assessments of the agency's resettlement program.

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 are usually needed and provided, a major 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 the early self-sufficiency of 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 local agencies which collectively resettled more than 50% of the ACNS caseload in 1988. These visits help ACNS to meet its cooperative agreement requirements and also to appreciate the practical, human problems of local resettlement.

ACNS developed and implemented, with the help of a grant from the Office of Refugee Resettlement (ORR), a one year program to provide extended counseling and orientation services to the Hmong refugees resettled in the Central Valley of California through its affiliate Lao Family Community of Fresno. The goal of the program is to give newly arrived refugees the information they need, in a readily usable and culturally relevant way, to enable them to become self-sufficient as soon as possible. The program strategy was developed at a planning meeting convened by ACNS which involved, in addition to national ACNS staff, affiliate staff who work with the Hmong, representives of other national voluntary agencies having resettlement experience with Hmong, and an ORR Program Officer.

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, are denied 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, policymakers, and the media with current information and analyses on refugee issues.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC. (AFCR)

The American Fund for Czechoslovak Refugees, Inc. (AFCR) continued to resettle refugees in the United States during fiscal year 1988 under the cooperative agreement with the U. S. Department of State, Bureau for Refugee Programs. Its headquarters, located at 1776 Broadway, Suite 2105, New York, N. Y. 10019, administered regional offices in Boston, Massachusetts, Manchester, New Hampshire, Twin Falls, Idaho, and Salt Lake City, Utah. At the same time, the AFCR maintained cooperative agreements for resettlement of refugees with the following affiliates:

* Vermont Refugee Resettlement Program, Department of Social and Rehabilitation Services, 103 South Main Street, Waterbury, Vt. 05676
* YMCA, Hiawatha Branch, 4100 28th Street South, Minneapolis, Minnesota 55406
* Refugee Center, Inc., 825 M Street, Suite 201, Lincoln, Neb. 68508
* Western Kentucky Refugee Mutual Assistance, Inc., 548 East Main Street, Bowling Green, Ky. 42101.

On March 31, 1988, the AFCR's regional office in Salt Lake City, Utah, was terminated, and the Boston regional office was reorganized to resettle the East European refugees only.

As the enclosed table shows the AFCR resettled the total of 791 refugees during FY 1988: 384 East Europeans and 407 South East Asians.

As mentioned above, the AFCR uses two types of arrangements for its resettlement activities: regional offices and affiliates. Its regional

offices represent an extension of the national office in New York; their employees are hired and paid by the national office and all activities are directed from the national office. With its affiliates, the AFCR concludes separate cooperative agreements for delivery of all core, optional and follow-up services. Both regional offices and affiliates are monitored by the national office as far as their performance is concerned.

In addition, the AFCR's national office conducts its own resettlement operation in New York City region, including also New Jersey and Connecticut.

The AFCR was established in 1948, originally primarily for the purpose of helping tens of thousands of Czechoslovak political refugees who risked their lives to escape the persecution by the communist regime, imposed in their homeland under the direction from Soviet Union. From the start, the AFCR acquired an international scope since it helped Czechoslovak refugees to resettle not only in the United States, but also in many countries of the free world, mainly in Canada, Australia, New Zealand, England, France and Norway. Gradually, the AFCR widened its scope to aid refugees from other East European countries, who were also escaping communism. In 1975, the AFCR joined other U. S. national resettlement agencies in the resettlement of South East Asian refugees. Since 1948 the AFCR has resettled approximately 24,500 Czechoslovak and other East European refugees, and 20,285 South East Asian refugees in the United States. It has assisted approximately 95,000 Czechoslovak refugees in resettlement and local integration in other countries of the free world.

The AFCR's European headquarters located in Munich administered during FY 1988 branch offices in Vienna, Austria, Rome, Italy and Paris, France, and cooperated closely with volunteer groups in Zurich, Switzerland, London, England, Oslo, Norway, Camberra, Australia, Wainuiomata, New Zealand, and several others. The AFCR's refugee resettlement operations have been supported for many years by the U. S. Department of State. They include registering refugees who decide to emigrate to the United States or other countries of the free world, and processing them for admission with the U. S. Immigration Service offices in Europe, or with respective Consulates of other countries. Those refugees who decide to resettle in the European countries of first asylum, are assisted in the process of local integraion. Refugees, who are not able to become self-supporting, old and sick, are helped by the AFCR's European offices from private sources.

AFCR's European offices represent a direct extension of the New York headquarters, the same as its regional offices within the United States. All their activities are directed from New York, which is directly involved in processing of all refugee cases registered in Europe for admission to the United States by establishing case files, securing sponsorships documentation for privately sponsored cases and allocating free refugee cases to the AFCR's regional offices or affiliates resettling East European refugees. Besides refugee cases registered in Europe by its own offices there, the AFCR headquarters in New York is receiving part of its East European caseload, assigned to it by the Bureau for Refugee Programs, through the allocation process of the Refugee Data Center. The AFCR receives all of its South East Asian caseload through this allocation process.

As can be seen from the enclosed table, with the exception of Massachusetts and Minnesota, the AFCR concentrates on resettlement of its refugees in states with small refugee population, but with low welfare dependency and good employment opportunities, in accordance with its long-adopted policy, which emphasizes immediate employment after arrival while attending available English classes or learning English on the job, and discouraging secondary migration, especially for the purpose of an easy access to public assistance.

AMERICAN FUND FOR CZECHOSLOVAK REFUGEES, INC.

RESETTLEMENT STATISTICS - FY 1988

OFFICE/AFFILIATE	Czecho-slovakia	Romania	Hungary	Poland	Bulgaria	Armenia	Other East Europe	Vietnam	Cambodia	Laos	TOTAL
AFCR, BOSTON	65	0	0	1	0	16	0	4	0	0	86
AFCR, SALT LAKE CITY	4	0	0	0	0	0	0	0	0	5	9
AFCR, TWIN FALLS, ID.	4	56	0	26	1	0	0	18	0	14	119
YMCA, MINNEAPOLIS, MN.	0	0	0	0	0	0	0	0	0	168	168
VERMONT REFUGEE RESETTLE. PROG., VT.	66	9	1	1	0	0	0	0	0	0	77
REFUGEE CENTER, INC. NEB.	5	4	0	0	0	0	0	31	30	15	85
WESTERN KENTUCKY MUTUAL ASSIST., KY	0	0	0	0	0	0	0	10	4	3	17
AFCR, MANCHESTER, NH.	35	27	0	0	0	0	0	55	1	1	119
NYC HEADQUARTERS	8	0	0	0	3	12	0	45	3	0	71
OTHERS	35	5	0	0	0	0	0	0	0	0	40
TOTAL	222	101	1	28	4	28	0	163	38	206	791

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 1988 CWS Immigration and Refugee Program assisted in the resettlement of 6,349 refugees, in fulfillment of its agreement with the Department of State to provide initial reception and placement services to refugee arrivals.

Since its inception in 1946, Church World Service has welcomed over 361,000 persons to the United States. Last year Church World Service resettled the following number of refugees, broken down by area of regional origin:

Africa	367
Soviet Union & Eastern Europe	2,975
East Asia	1,750
Latin America	242
Near East	1,015
Total	6,349

The CWS Immigration and Refugee Program philosophy of refugee resettlement is based on the Christian religious commitment to aid the uprooted, the hungry, and the homeless. This commitment is manifest in the active participation of local and

national church communities in refugee issues by contributing time and resources to help refugees meet their needs until becoming self-supporting. This strong constituency for refugee concerns also provides an atmosphere of acceptance for refugees across the land by communicating church priorities for domestic and overseas involvement to the national denominations.

The Church World Service Immigration and Refugee Program (CWS-IRP) administrative offices are located in New York City. CWS-IRP also maintains a regional office in Miami, Florida and administers the Joint Voluntary Agency office in Kuala Lumpur, Malaysia. The administrative offices are responsible for carrying-out CWS national and international immigration and refugee policies.

An important function of the New York office is to implement the requirements of the Department of State Cooperative Agreement and to monitor affiliate activity. CWS-IRP also coordinates the involvement of the national church community in its service to refugees. The national church community is involved on three levels: 1) national denominational offices, 2) community based Ecumenical Refugee Resettlement and Sponsorship Service affiliate offices (ERRSS), and 3) local congregations.

The national denominational offices provide counseling, financial assistance, and monitoring for their networks of churches and congregational members that sponsor refugees. The resettlement officers of CWS member denominations comprise the Immigration and Refugee Program Committee which, in addition to overseeing the total resettlement program, formulates the

interests and concerns of the CWS church constituency into policy. This is how the resettlement goals, agency priorities and areas of national church advocacy are established.

A network of 38 Ecumenical Refugeee Resettlement and Sponsorship Services (ERRSS) affiliate offices operate in areas where CWS resettlement takes place. As many ERRSS offices are structurally linked to local ecumenical councils of churches, the ERRSS projects are accountable to the church community on a very grass-roots basis. In partnership with denominational offices and local coordinators, CWS affiliates perform many functions. Among them are developing church sponsors, coordinating the work of local volunteers, relative sponsors and congregational sponsors, assisting sponsors with core service delivery, advocacy, case management and participating in local refugee forums. ERRSS staff also conduct a variety of refugee service programs such as English-as-a-Second-Language training, job training, job development and immigration counselling.

The CWS network is committed to early employment and self-sufficiency. Professional resettlement staff, volunteers, church sponsors and national staff work cooperatively with refugees and their family members to develop and implement a resettlement plan with the goal of refugee self-sufficiency. Enhanced orientation and counselling to employable refugees with particular attention to individual needs and skills is stressed. Follow-up and needs reassessment is conducted on an ongoing basis, often far beyond the end of the first 90 days.

The major strength of the Church World Service network is

the many local churches and their members who are committed to refugee resettlement. In addition to providing grassroots church involvement and ecumenical, community-based participation, the CWS model of refugee resettlement, utilizing congregations whenever possible, ensures significant private contributions to refugees for much longer than their first 90 days of resettlement. All CWS sponsors commit to provide initial goods and services such as food, housing, and assistance with health exams and school registration. The additional contributions that church communities make to the basic refugee services include community resources and job networking, personal contacts, in-kind services (often including medical services) and, most important, countless hours of encouragement and emotional support.

Other notable areas of CWS activitity in FY 1988 include:

-- CWS participated in the resettlement of Armenian refugees. Additional resources were gathered to meet the needs of this large influx of arrivals.

--On-site monitoring of affiliate offices were conducted by national office staff. In addition to monitoring casefiles, refugee interviews were held as well as meetings with refugee service providers and state coordinators. Special attention was given to the local resettlement climate, availability of resources and the quality of refugee resettlement.

--CWS-IRP conducted a staff conference to help orient ERRSS staff to new government requirements and to discuss current resettlement issues and concerns. CWS was fortunate in having the director of the Bureau for Refugee Programs attend the conference and address the concerns of the CWS-IRP network.

--CWS-IRP has put in much effort in the later part of FY 1988 to mobilize resources for the incoming Amerasian caseload. The response received from member churches seeking to help has been overwhelming. Many more churches are seeking to sponsor than the number of cases CWS will be allocated from this

caseload.

--CWS-IRP continued to publish its weekly newsletter, Monday, in FY 1988. The newsletter focuses on refugee and immigration issues and is distributed throughout the CWS church community. Among the topics covered in this time period were: the reaffirmation of support for refugee protection by the 200th General Assembly of the Presbyterian Church (U.S.A.) which has some three million members and the National Council of Churches Governing Board support of humanitarian assistance programs in Pakistan and Afghanistan for refugees and displaced persons.

--The CWS computerized system of collecting travel loans was most effective throughout the fiscal year, reaching a 40% rate of success.

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.

In the following table, refugees resettled in the U.S. by HIAS during FY 1988 are listed by region of origin:

Africa	11
Near East	1786
Southeast Asia	203
USSR/EE	8302
Total	10,302

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, one affiliate office, 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 United States Refugee Resettlement 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 in 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.

In addition to the network of regional offices IRC works with one affiliated organization, the Polish Welfare Association, in Chicago, Illinois. Working in close cooperation with the IRC's New York office, the Polish Welfare Association provides resettlement services to a limited number of IRC-sponsored cases going to join relatives or friends in the Chicago area.

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, San Diego, San Francisco and Seattle.

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 and San Jose 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 1988, the International Rescue Committee resettled the following number of refugees:

Vietnamese	2,330
Laotians	1,725
Cambodians	555
Poles	660
Czechoslovaks	138
Romanians	371
Hungarians	294
Soviets	2,308
Bulgarians	20
Albanians	20
Iranians	483
Iraqis	12
Afghans	294
Ethiopians	200
Other Africans	24
Cubans	543
Nicaraguans	48
	10,025

IOWA DEPARTMENT OF HUMAN SERVICES

BUREAU OF REFUGEE PROGRAMS

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1988 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 Director.

Organization

The Human Services Director serves as Iowa's State Coordinator for Refugee Affairs. The Director's position is currently vacant and responsibilities are being assumed by Acting Director, Chuck Palmer. 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 the 9,800 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 1988 the Bureau resettled 268 refugees, which was 76.5% of the allocation we requested. The Bureau continued to resettle Eastern European refugees which it began during FY 1987. For the first time, the Bureau began the resettlement of Amerasians and anticipates resettling 16-20 Amerasian cases in three cities in Iowa during FY 1989. The breakdown by ethnic group and country of origin of the refugees resettled by the Bureau were as follows:

Laotian (Laos)	115
Tai Dam (Laos)	4
Hmong (Laos)	30
Vietnamese (Vietnam)	88
Khmer (Cambodia)	1
Other	30

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

The refugee sponsor program has always been the cornerstone of Iowa's resettlement program. During FY 1988 the Bureau focused its recruitment efforts in those areas that were

identified as having strong employment possibilities and/or sponsor potential. The result of this effort has been the development of a new pool of committed sponsors and a high level of employment for the refugees being resettled in Iowa making FY 1988 one of the most successful in terms of the quality of sponsorships. During FY 1988 the Bureau also completed a revised comprehensive sponsor handbook which was used by more than 70 sponsors. As in FY 1987, approximately half of the sponsors in FY 1988 were church groups.

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 1988, Bureau staff made a total of 950 job placements, an average of 79 per month. 29,710 service contacts, averaging 2,476 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 28, 1988, 461, or 4.7% of the 9,800 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:

Aid Type	Number	Percent
Refugee cash assistance	83	0.8
Foster Care for Unaccompanied Refugee Minors	115	1.2
Aid to Dependent Children	67	0.7
Medical assistance	177	1.8
SSI medical	19	0.2

LUTHERAN IMMIGRATION AND REFUGEE SERVICE

ANNUAL REPORT TO THE CONGRESS
FISCAL YEAR 1988

Lutheran Immigration and Refugee Service (LIRS) is the national agency of Lutheran churches in the United States, representing 95% of all Lutherans in this country and their compassionate response to the needs of uprooted people. LIRS mobilizes this network to help refugees resettle into U.S. communities, fostering their well-being, self-sufficiency, and integration into American life. LIRS also promotes humane and non-discriminatory solutions for uprooted people in the U.S. and other parts of the world.

Within this system, LIRS activity is viewed as a ministry, an integral part of the church's total work in service to human need. This accounts for a firmly rooted commitment that motivates local parishes to generously contribute their time, effort, and in-kind support as sponsors of refugees.

Since 1939, when Lutheran ministry for immigrants and refugees first became organized on a national scale, LIRS has sponsored more than 155,000 refugees into the United States. More than 6,000 congregational sponsors have served as volunteers for this effort. The total number resettled includes more than 3,000 unaccompanied refugee children placed in foster care since 1978. LIRS is one of just two national voluntary agencies that resettles unaccompanied minor refugee children.

LIRS is structured as a three-tiered partnership of national administration, professional regional support, and private sector sponsorships. Through this unique agency-and-church partnership, newcomers have access to a wide range of community resources in addition to basic material and emotional support.

The national administrative office in New York City coordinates and monitors regional and local case management. Regional offices are monitored through on-site visits and quarterly reports. Arrangements are made for refugee welcome at ports of entry and final destination. Tracking and monitoring requirements are fulfilled. Travel loans are collected. Liaison is made with Inter-Action, the Refugee Data Center, government agencies, and overseas counterparts. Educational campaigns are developed and carried out. Careful planning and development undergirds the system, extending resources systemwide to help as many persons as possible.

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.

Field work is accomplished through 26 regional affiliate offices that are usually a part of Lutheran social service agencies. These offices recruit and train local sponsors, ensuring and documenting that all core services have been provided. They offer experienced counsel for planning, decision-making, problem solving, intercultural communication, English-as-a-Second-Language referrals, and employment. They are also resource persons for community building, and for liaison with state and local government officials.

They provide professional support for the Lutheran system's private sector sponsorships. These sponsors are the thousands of dedicated church and community volunteers who arrange for cultural orientation, housing, food, clothing, transportation, health care, schooling and job placement needs for the refugee family immediately after their arrival.

While these church group sponsorships are emphasized, LIRS also uses agency "blanket" models, in which community volunteers supplement staff efforts; "anchor relative" models, in which former refugees sponsor family members, with agency or church back-up support; 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 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 offer the greatest chance for early self-sufficiency, and where the population includes people from their own ethnic background.

IN FISCAL YEAR 1988:

- LIRS resettled 6,155 refugees and found foster homes for 244 minors.

- Vietnamese and Hmong refugees comprised most of the LIRS Indochinese caseload. Most of the Hmong were reunited with family in Minneapolis/St. Paul, the Central Valley in California, and northern Wisconsin. LIRS assisted its Wisconsin affiliate office in developing a new federal grant program, "Mentors for New Americans," to connect new Hmong arrivals with Americans willing to act as friends and guides to the community.

- Eastern Europeans, especially from the Soviet Union, were the fastest growing LIRS caseload. LIRS placed more than 1,000 Soviet Armenians in the Los Angeles area, to be reunited with relatives there.

  LIRS also processed large numbers of Pentecostal Christians. This new program has required very speedy assurances and almost immediate arrival of the refugees. Most of these cases have requested placement in Massachusetts, Oregon, Washington, and the San Francisco, CA area.

- Cubans, another significant caseload, were resettled for the most part in the Miami area with relatives. LIRS affiliates in Tampa and Jacksonville located anchor relatives and prepared them for the sponsorships. The affiliates also found congregations to provide additional back-up support.

- LIRS has also played a leadership role in planning for the arrival of Amerasians. The Mohawk Valley Resource Center for Refugees (MVRCR), an LIRS affiliate in Utica, NY, has become nationally recognized for its quality pioneer work. Since 1983, it has resettled more than 360 Amerasian family members, including 150 Amerasian children—more than any other center in the United States.

  MVRCR will be the lead agency for LIRS Amerasian resettlement, this year proposing a stateside program in Utica for orientation of Amerasian youth. The three month training would be coordinated with other Lutheran resettlement sites to ensure that the training prepares the youths for actual employment markets in their new communities.

  LIRS plans to resettle Amerasians at cluster sites in Utica, NY; Philadelphia, PA; Washington, D.C.; Greensboro, NC; Portland, OR; Minneapolis, MN; and western Massachusetts.

LIRS ARRIVALS: US Government Fiscal Year 1988 (10/1/87 - 9/30/88)

PROGRAM	REFUGEE RESETTLEMENT	REFUGEE FOSTER CARE
Southeast Asia		
Cambodia	282	10
Laos	1606	4
Vietnam: First Asylum & Visas-93	776	211
Orderly Departure Program	448	12
Sub-total	3112	237
Africa		
Ethiopia	116	0
Other Africa	22	0
Sub-total	138	0
Eastern Europe & Soviet Union		
Sub-total	2359	1
Near East & South Asia		
Afghanistan	244	0
Iran & Other	105	6
Sub-total	349	6
Latin America & Caribbean		
Sub-total	197	0
TOTAL ARRIVALS	6155	244

POLISH AMERICAN IMMIGRATION AND RELIEF COMMITTEE

The Polish American Immigration and Relief Committee (PAIRC) 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 as well.

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 one the local PAIRC European offices.

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. 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 initial finacial assistance, and helped in applying for a

Social Security card and in finding living quarters and employment.

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.

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 Polish American Congress, veterans' organizations, Medicus, Polonia Technica, and Polish Parishes, PAIRC is able even better to help the newly arrived Polish refugees.

In fiscal year 1988 PAIRC resettled 351 Polish refugees. Thanks to the favorable economic climate, employable people were placed in jobs.

THE PRESIDING BISHOP'S FUND FOR WORLD RELIEF
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The Anchor of Hope

I. Organization & Structure of Episcopal Migration Ministries

So as to uplift the global ministry to refugee, migrants, displaced persons and asylum seekers, the Refugee/Migration section of the Presiding Bishop's Fund for World Relief was separated out to create the department of Episcopal Migration Ministries (EMM). The Executive Director of EMM is now a member of the Episcopal Church's senior management team. The Presiding Bishop's Fund for World Relief, through private church offerings, continues to support the refugee ministry of EMM.

EMMs program is directed from the Episcopal Church Center in New York City in coordination with regional Field Officers and Dioceses. In addition to the Executive Director, the New York office has 6 executive staff officers and one legal migration lawyer consultant. A national Field Officer is based in Seattle, Washington. Policy of EMM is also overseen by an Executive Council comprised of leaders throughout the church. The Church Centers' Refugee Migration Working Group, whose members include staff from the departments of Asiamerica Ministries, Hispanic Ministries, Black Ministries, Women Ministries, Social Welfare, Finance, and Communications also makes input into program and policy.

EMM carries out its mission to welcome the stranger through the 98 domestic dioceses of the Episcopal Church. In FY1988 68 sites including 73 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 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 the material, emotional, and spiritual support to help 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 EMM 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 free 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.

II. Mission and Goals Of The EMM Global Response: Including U.S. Resettlement

The goals of the Episcopal Migration Ministries refugee ministry 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 EMM concerns with the various Governmental units and the Church-related constituencies.

III. Support Of The Refugee/Migration Program

Episcopal Migration Ministry 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. EMM 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. Currently the Dioceses of Seattle and Los Angeles are receiving impact aid grants.

Grants to support diocesan refugee ministries are approved by the Presiding Bishop's Fund for World Relief Board of Directors in consultation with EMM 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 dollar supported grants in the amount of over $50,000 were awarded in FY 1988 for domestic programs. An additional $200,000 was provided to refugees in emergency situations overseas.

EMM provided over $45,800 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 $119,600 was provided in Church supported "impact aid". Also granted was $12,000 as scholarship assistance for professional recertification and short-term vocational programs which would ensure employment opportunities for individual refugees.

IV. Specific Resettlement Activities During FY 1988

A. Increased Sponsorship Activity

During FY 1988 a total of 1,984 refugees were resettled and 74 immigrants were assisted in family reunification through Episcopal Migration Ministries. This represents a 43.7% increase in sponsorships. While many refugees have entered with predetermined resettlement sites, including a majority of the Soviet Armenians and Cubans, the number of refugees placed throughout the breadth of the country has also increased. This is in keeping with EMMs principle that small numbers of sponsorships with individual parishes contribute to excellent resettlements. These quality sponsorships were also reflected in the high employment success rate for "free" cases.

B. Training of Diocesan Refugee Coordinators

EMM 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, and continuing contact with both the refugee and sponsor. A special session was held to review every record keeping requirement in the Cooperative Agreement. Training also focused on advocacy, refugee processing procedures, and sponsorship development.

New DRCs are brought to the New York office upon their appointment for intensive and though training. Additional sessions are also conducted during the annual network meeting to ensure that new DRCs are fully equipped and prepared to conduct their diocesan refugee program.

C. Private Sponsorship Initiations

EMM recognizes the importance of utilizing the 4000 unfunded numbers for refugees to enter under private sponsorship. A preliminary proposal has been submitted outlining EMM's intention to develop parish sponsors for individuals who meet the definition of a refugee, but, fall outside of the priorities currently being processed or geographic areas where there is no defacto refugee processing. Of particular concern are refugees who have special needs and should be quickly moved out of refugee camps. Such groups include torture victims, women who have been abducted and abused during their escape, and longstaying Africans in Europe.

The private sponsorship program is to be founded on the principle of inclusiveness ethnically, geographically, and regionally. Refugees to enter under the program may be designated by prospective sponsors, such as anchor relatives, or parishes, or referred by overseas partner agencies.

The Private Sponsorship initiative will be held to the same high standards of reception and placement services as all resettlements, without the use of public cash assistance or refugee social services. A final proposal for participation will be submitted upon the acquisition of a suitable medical insurance policy.

D. Matching Grant

The EMM continues to be an active participant in the highly successful Matching Grant program, working through the Council of Jewish Federations. 28 dioceses are now conducting Matching Grant sponsorships with intensive case management to enable early employment with a total aversion to enrollment of public cash assistance.

THE PRESIDING BISHOP'S FUND FOR WORLD RELIEF
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THE PRESIDING BISHOP'S FUND FOR WORLD RELIEF
REFUGEE ARRIVALS FOR FISCAL YEAR 1988

PROGRAM	PEOPLE
Africa	43
Europe	997
Indochina/ODP	661
Latin America	135
Near East	148
TOTAL	1,984
Immigrants	74
TOTAL	2,058

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. MRS/USCC assists immigrants and resettles refugees without regard to their race, religion, or national origin. As the largest resettlement agency in the United States, MRS/USCC resettled 26,648 refugees in Fiscal Year 1988. By area of regional origin, this number breaks down as follows:

FISCAL YEAR 1988

Region	Refugees Resettled
East Asia	17,491
Soviet Union and Eastern Europe	4,793
Near East and South Asia	2,789
Latin America and Caribbean	978
Africa	597
TOTAL	26,648

Resettlement offices in 148 Catholic dioceses, along with thousands of volunteers, comprise MRS/USCC's community-based network, which is coordinated through several national and regional offices.

The MRS/USCC national office in Washington, D.C. formulates policies at the national level. Within the MRS/USCC national office structure there are specialized units for coordinating information on service resources for diocesan operations and for dealing with governmental agencies, laws, regulations, and policies, and with international matters. Through regular meetings, MRS/USCC interfaces with the

government at many levels: Congress, the Department of State, the Department of Labor, the Department of Health and Human Services, and the Immigration and Naturalization Service. The Washington, D.C. office also oversees an operational office in New York and three regional offices in their support of the work done by the dioceses. Throughout Fiscal Year 1988, the MRS/USCC national office also maintained a special unit created to coordinate diocesan efforts to assist undocumented aliens seeking legalization through the 1986 Immigration Reform and Control Act. As part of the legalization program, 157,912 undocumented aliens were assisted under MRS/USCC auspices.

The New York MRS/USCC office is the agency's national operations center, and coordinates its efforts with those of Washington and the regional MRS offices. The New York office assumes major responsibilities for serving as the liaison between 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 diocesan implementation of MRS/USCC resettlement policies, 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 MRS/USCC policies to the HHS/ORR regional offices and to state refugee coordinators.

MRS/USCC also maintains regional immigration offices in Washington, D.C.; New York, New York; San Francisco, California; and El Paso, Texas. These offices work directly with the diocesan immigration offices that are operating in 58 dioceses. These

offices provide professional guidance for dioceses offering immigration services.

MRS/USCC believes that we have found that the most effective approach to the refugee resettlement process is one that involves a group of interested and committed individuals. Thus, the principal actors in the MRS/USCC resettlement program have always been the staffs and volunteers in the local diocesan programs. Basic services provided to refugees through MRS/USCC affiliates include securing sponsors for the refugees before their arrival; arranging for living quarters and providing for at least one month's food and rent; and welcoming the refugees at the airport. After the refugees' arrival, diocesan services include orientation to the community, employment counseling, health screening when necessary, registering for social security, and registering children for school. Successful service delivery is dependent on a cooperative working relationship between and among the individual refugee or refugee family, the sponsor or anchor relative, and the case manager. An individualized service plan for each case is developed, its overriding principle being to help the refugee achieve the earliest possible self-sufficiency (MRS/USCC Back-to-Basics model). MRS/USCC has found that the quickest, most humane, and most cost-effective strategy to help refugees achieve self-sufficiency is to provide opportunities for employable refugees to work in paid jobs as soon as possible after they arrive in the United States. When the case manager, the sponsor and the refugee determine that it is necessary, the refugee's employment should be supplemented by vocational and English language training.

In 1983 and 1984, MRS/USCC implemented the principles of the Back-to-Basics model in a demonstration project in Chicago. The "Chicago Project" expanded to include other voluntary agencies in 1984 and 1985. Program goals included the following: to decrease refugees' dependence on public assistance; to employ the refugees within six months of their arrival; and to develop a more efficient resettlement program. MRS/USCC was pleased with the success of the Chicago Project and hopes to test further the assumptions of the Back-to-Basics model using the authority established

through the Fish-Wilson Amendment to the 1985 Continuing Appropriations Resolution. In addition, MRS/USCC is encouraging and assisting its diocesan offices in pursuing an integrated services delivery model through which all types of newcomers can access necessary services.

MRS/USCC has long been working toward a more efficient resettlement program wherein public and private resources are provided to the refugee. MRS/USCC is encouraged by administrative and legislative policy emphasis on the importance of refugees achieving rapid self-sufficiency; on behalf of the Catholic Bishops, MRS/USCC looks forward to close collaboration among the federal, state and local governments, other voluntary agencies, and Mutual Assistance Associations to coordinate future refugee policies.

WORLD RELIEF

During FY88, World Relief, the international assistance arm of the National Association of Evangelicals, resettled 3,373 refugees through its network of affiliate offices and sponsoring churches. The primary mission of the U.S. Ministries Division was to demonstrate its Christian commitment by providing quality resettlement through a thoroughly professional staff and qualified sponsors.

Founded in 1944 to aid post World War II victims, World Relief is now assisting self-help projects around the world, with a deep commitment to refugees. In cooperation with the State Department and UNHCR, World Relief currently administers the PREP program at the Refugee Processing Center in the Philippines. It also has a large staff commited to spiritual ministries. World Relief continues to work with refugees in Hong Kong, Indonesia and El Salvador. In Pakistan, it has developed public health and ESL programs in Afghan refugee camps and is exploring ways to assist in the return of Afghan refugees to their homeland. World Relief was a lead and coordinating agency with six other voluntary agencies in an enhanced resettlement model to provide reception and placement services, employment, case management, income and medical support. World Relief achieved a 78% placement rate for employable adults during the project.

With its International Office in Wheaton, Illinois, World Relief is an active member of InterAction and the Association of Evangelical Relief and Development Organizations (AERDO).

Organization

In the United States, World Relief is a subsidiary corporation of the National Association of Evangelicals, which represents 49 denominations, a plethora of other religious organizations, and approximately 20,000 missionaries throughout the world.

The U.S. Resettlement Program of World Relief is administered from its national office near New York City in Congers, New York. Under the supervision of a senior managment structure, resettlement activities are carried out through a nationwide network of 16 professional offices divided into 4 regions. Offices are located in the District of Columbia, Nashville, High Point, Atlanta, Tampa/St. Pete, Miami, Fort Worth, Chicago (2), St. Paul, Seattle, San Francisco, Stockton, Fresno, Los Angeles, and San Diego.

From the inception of its refugee resettlement program in 1979, World Relief regional offices have generated a large network of churches, colleges, seminaries, home mission groups, and para-church organizations which together provide a broad range of support and services for refugees. In FY88, this included sponsorships, cash contribution, gifts-in-kind, technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

World Relief uses many different kinds of sponsorships, four most commonly:

1. Congregational. In this model, a local church plays the major role in delivery of services, with World Relief regional staff providing systematic professional guidance to the congregation. A caseworker takes the lead in developing an employment plan monitoring to ensure progress toward refugee self-sufficiency. Other staff provide assistance to the congregation during the pre-arrival period, with support, counseling, and monitoring during the post-arrival period.

2. American Family. In this model, an American family or cluster of families provide core services, with World Relief staff lending the same professional assistance as in all models.

3. Refugee Family. This model is used primarily for cases where a refugee family is reunited with a relative in the United States. Prior to arrival, World Relief staff work with the anchor relative to develop a resettlement plan, which carefully delineates responsibility for delivery of core serivces. Degree of responsibility is relative to resources and capabilities, with World Relief staff developing supplemental goods and services.

4. Office. In this model, World Relief paid staff, supplemented by community volunteers, provide direct core services to the refugee or refugee family.

Job Placement

World Relief is committed to early employment leading to economic self-sufficiency. A constant goal is to place refugees in areas that are conducive to early employment. During FY88 World Relief achieved a 24 percent employment rate for all cases. Regional offices have designed many programs in which public and private resources are combined to reach this goal.

REFUGEES RESETTLED DURING FY 1988

Region of Origin	Cases	People
Africa	38	64
Europe	303	1004
Indochina	614	1924
Near East	46	138
Latin America	99	243
TOTAL	1100	3373

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC HEALTH PROGRAM FOR REFUGEES
PROJECT GRANT AWARDS AND PROJECT DIRECTORS
FY 1988*

REGION I

Connecticut ($48,945)	Douglas Lloyd, M.D. Connecticut Department of Human Services 79 Elm Street Hartford, CT 06115
Maine ($11,006)	William S. Nersesian, M.D. Maine Department of Human Services Bureau of Health State House, Station 11 Augusta, ME 04333
Massachusetts ($188,854)	Basilus Walker, Jr., Ph.D., M.P.H. Commissioner, Massachusetts Department of Public Health 600 Washington Street Boston, MA 02111
New Hampshire ($4,054)	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 ($41,562)	H. Denman Scott, M.D. Rhode Island Department of Health 75 Davis Street Providence, RI 02908
Vermont ($6,187)	Roberta R. Coffin, M.D. Vermont Department of Health 115 Colchester Ave Burlington, VT 05401

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

REGION II

New Jersey ($86,316)	William E. Parkin, D.V.M. State Epidemiologist New Jersey State Department of Health C N 360 John Fitch Plaza Trenton, NJ 08625
New York ($126,000)	Dale L. Morse, M.D. New York State Department of Health Tower Building, Empire State Plaza Albany, NY 12237
New York City ($109,116)	Stephen Friedman, M.D. Director New York City Department of Health P.O. Box 21 New York City, NY 10013

REGION III 1/

District of Columbia ($31,993)	Mr. Richard H. Hollenkamp, Administrator District of Columbia Department of Health 425 Eye Street, NW, Suite 2001 Washington, D.C. 20001
Maryland ($53,209)	Ms. Jeannette Rose Department of Health and Mental Hygiene 201 W. Preston Street, Rm 307-A Baltimore, MD 21201
Pennsylvania ($50,222)	Ms. Patricia Tyson Pennsylvania Department of Health P.O. Box 90 Harrisburg, PA 19120

1/ Delaware and West Virginia did not apply for FY 1988 funds.

Philadelphia ($45,222)	Mr. Barry Savitz Philadelphia Health Department 500 South Broad Street Philadelphia, PA 19146
Virginia ($91,389)	Ms. Kathryn Hafford, R.N., M.S. Division of Public Health Nursing 109 Governor Street, Rm 511 Richmond, VA 23219

REGION IV 2/

Alabama ($13,833)	Mr. H. E. Harrison Director, Bureau of Area Health Services Alabama Department of Public Health Capitol Expansion 434 Monroe Street, Rm 315 Montgomery, AL 36130-1701
Florida ($72,752)	Mr. Gary Clarke Department of Health and Rehabilitative Services 1323 Winewood Boulevard Tallahassee, FL 32301
Georgia ($83,613)	Keith Sikes, D.V.M. Georgia Department of Human Resources 878 Peachtree Street, NE Atlanta, GA 30309
Kentucky ($17,404)	Mr. Charles D. Bunch Barren River District Health Center 1133 Adams Street Bowling Green, KY 42101

2/ Mississippi and South Carolina did not apply for FY 1988 funds.

North Carolina ($66,758)
Mr. Ronald Goodson
Refugee and Migrant Health Office
North Carolina Division of Health Services
P.O. Box 2091
Raleigh, NC 27602

Tennessee ($55,814)
Mr. Sterling Bentley
Refugee Health Program
Tennessee Department of Public Health and Environment
100 9th Avenue, N.
Ben Allen Road
Nashville, TN 37219-5405

REGION V

Illinois ($134,801)
Bernard J. Turnock, M.D., M.P.H.
Director of Public Health
Illinois Department of Public Health
535 West Jefferson Street
Springfield, IL 62761

Indiana ($30,444)
Gordon R. Reeve, Ph.D., M.P.H.
Director, Bureau of Disease Intervention
P.O. Box 1964
Indiana State Board of Health
1330 West Michigan
Indianapolis, IN 46206

Michigan ($112,381)
Mr. Douglas Paterson
Refugee Health Program Director
Michigan Department of Public Health
3500 North Logan Street
P.O. Box 30035
Lansing, MI 48909

Minnesota ($125,602)
Mr. Michael Moen, Chief
Communicable Disease Section
Minnesota Department of Health
717 Delaware Street, SE
Minneapolis, MN 55440

Ohio ($48,845)	Thomas J. Halpin, M.D. Chief, Bureau of Preventive Medicine Ohio Department of Health 246 North High Street Columbus, OH 43216
Wisconsin ($50,000)	Mr. Ivan E. Imm Director, Bureau of Prevention Wisconsin Department of Health One West Wilson Street Madison, WI 53701

REGION VI 3/

Louisiana ($23,511)	Mr. Sam Householder Louisiana Department of Health and Human Services P.O. Box 60630 New Orleans, LA 70160
New Mexico ($17,900)	Ms. Mary Lou Martinez New Mexico Health and Environmental Department P.O. Box 968 Santa Fe, NM 87503
Oklahoma ($25,526)	Mr. Joe Mallonee Director, Refugee Health Program Oklahoma State Department of Health P.O. Box 53551 Oklahoma City, OK 73152
Texas ($280,963)	Ms. Eleanor R. Eisenberg Texas Department of Health 1100 West 49th Street Austin, TX 78756

3/ Arkansas did not apply for FY 1988 funds.

REGION VII [4/]

Iowa ($50,570)	Mr. John R. Kelly Iowa State Department of Health Lucas State Office Building Des Moines, IA 50319
Kansas ($45,132)	Dr. Azzie Young, Manager Bureau of Family Health Kansas Department of Health and Environment Forbes AFB, Building 740 Topeka, KS 66620
Missouri ($56,421)	H. Denny Donnell, Jr., M.D. Missouri Department of Social Services P.O. Box 570 Jefferson City, MO 65102

REGION VIII [5/]

Colorado ($62,581)	Richard E. Hoffman, M.D., M.P.H Chief, Communicable Disease Control Section Colorado Department of Health 4120 East 11th Avenue Denver, CO 80220
Montana ($3,634)	Mr. Dennis Lang Missoula City-County Health Department 301 Alder Missoula, MT 59802
North Dakota ($4,266)	Mr. Fred F. Heer North Dakota State Department of Health State Capitol Bismark, ND 58505

4/ Nebraska did not apply for FY 1988 funds.

5/ Wyoming did not apply for FY 1988 funds.

South Dakota ($6,051)	Mr. Kenneth Senger South Dakota State Department of Health Joe Foss Building Pierre, SD 57501
Utah ($41,952)	Ms. Susan Brenkenridge-Potterf Director, Pulmonary/Refugee Health Program Utah State Department of Health P.O. Box 16700 Salt Lake City, UT 84116-0700

REGION IX

Arizona ($40,807)	Charles Juels, M.D., Director Maricopa County Health Department 1825/1845 East Roosevelt Phoenix, AZ 85006
California ($1,550,900)	Barry S. Dorfman, M.D. Chief, Tuberculosis Control/Refugee Health Unit California Department of Health 714 P Street, Rm OB8/760 Sacramento, CA 95814
Hawaii ($40,316)	Mr. John C. Lewin State of Hawaii Department of Health Director's, Office P.O. Box 3378 Honolulu, HI 96801
Nevada ($19,642)	Mr. Ronald Lang Acting Administrator Health Division Administration Nevada State Department of Human Resources Division of Health 505 East King Street, Rm 200 Carson City, NV 89710

REGION X [6/]

Idaho ($15,551)	Ms. Rosemary Shaber, R.N. North Central District Health Department 1221 F Street Lewiston, ID 83501
Oregon ($34,946)	Mr. David M. Gurule Office of Community Health Services Oregon State Health Division P.O. Box 231 Portland, OR 97207
Washington ($171,009)	Lincoln Weaver Kidney/Diabetes Program DSHS - Division of Health Mail Stop LK - 13 Olympia, WA 98504

6/ Alaska did not apply for FY 1988 funds.

APPENDIX E

STATE REFUGEE COORDINATORS

E-1
STATE REFUGEE COORDINATORS
REGION I

CONNECTICUT

Mr. Elliot Ginsberg
State Refugee Coordinator
Department of Human Resources
1049 Asylum Ave.
Hartford, Connecticut 06115 Tel. (203) 566-4329

MAINE

Mr. David Stauffer
State Refugee Coordinator
Bureau of Social Services
Department of Human Services
State House Station 11
Augusta, Maine 04333 Tel. (207) 289-5060

MASSACHUSETTS

Dr. Daniel M. Lam
State Refugee Coordinator
Office of Refugees and Immigrants
Two Boylston Street, Second Floor Tel. (617) 727-7888
Boston, Massachusetts 02116 Tel. (617) 727-8190

NEW HAMPSHIRE

Ms. Patricia Garvin
State Refugee Coordinator
Division of Human Resources
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Concord, New Hampshire 03301 Tel. (603) 271-2611

RHODE ISLAND

Ms. Lynn August
State Refugee Coordinator
Department of Human Services
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Providence, Rhode Island 02881 Tel. (401) 277-2551

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Charlestown Road
Springfield, Vermont 05156 Tel. (802) 885-9602

E-2
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REGION II

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Ms. Jane Burger
Refugee Program Manager
Division of Youth &
Family Services
(CN 717)
1 South Montgomery St.
Trenton, New Jersey 08625
Tel. (609) 292-8395

NEW YORK

Mr. Bruce Bushart
State Refugee Coordinator
Department of Social Services
40 North Pearl Street
Albany, New York 12243

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E-3

STATE REFUGEE COORDINATORS
REGION III

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Mr. Thomas P. Eichler
Refugee Coordinator
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P. O. Box 906, Administration Building
New Castle, Delaware 19720

Ms. Jane Loper
Tel. (302) 421-6153

DISTRICT OF COLUMBIA

Mr. Hiram Ruiz, Acting Director
Office of Refugee Resettlement
Department of Human Services
1660 L Street, N.W., Room 506
Washington, D.C. 20036

Mr. Walter J. Thomas
Acting Coordinator
Office of Refugee Resett.
Tel. (202) 673-3420

MARYLAND

Mr. Frank J. Bien
State Refugee Coordinator
Department of Human Resources
Saratoga State Center
311 West Saratoga Street
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PENNSYLVANIA

Mr. John F. White, Jr.
Secretary
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Harrisburg, Pennsylvania 17120
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Mr. Ronald Kirby
Department of Public Welfare
Office of Social Programs
Bureau of Social Services
Room 529 - Health Welfare
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VIRGINIA

Ms. Anne H. Hamrick
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Blair Bldg. 8007 Discovery Drive
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WEST VIRGINIA

Mrs. Cheryl Posey
Refugee Coordinator
West VA Dept. of Human Services
1900 Washington Street, East
Charleston, West Virginia 25305

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E-4

STATE REFUGEE COORDINATORS
REGION IV

ALABAMA

Mr. Joel Sanders
State Refugee Coordinator
Dept. of Human Resources
Public Assistance Division
64 N. Union St.
Montgomery, Alabama 36130 Tel. (205) 261-2920

GEORGIA

Ms. Winifred S. Horton
State Refugee Coordinator
DFCS - Special Programs Unit
878 Peachtree Street, N.E., Room 403
Atlanta, Georgia 30309 Tel. (404) 894-7618

KENTUCKY

Mr. James E. Randall, Director
Department for Social Insurance
2nd Floor, CHR Building
275 East Main Street
Frankfort, Kentucky 40621 Tel. (502) 564-3556

MISSISSIPPI

Ms. Phoebe Clark
State Refugee Coordinator
Department of Public Welfare
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NORTH CAROLINA

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SOUTH CAROLINA

Ms. Bernice Scott
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STATE REFUGEE COORDINATORS
REGION IV -- Cont.

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Department of Human Services
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ORR FLORIDA OFFICE

FLORIDA

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E-6
STATE REFUGEE COORDINATORS
REGION V

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IDPA/Department of Public Aid
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201 South Grand Avenue
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Policy and Program Development
Department of Welfare
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Indianapolis, Indiana 46204 Tel. (317) 232-2002

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Mr. Robert Cecil, Director
Bureau of Employment Services
Department of Social Services
300 S. Capitol Avenue, Suite 711
Lansing, Michigan 48909
Tel. (517) 373-7382

Ms. Joyce Savale
462 Michigan Plaza
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Detroit, Michigan 48226
Tel. (313) 256-1740

MINNESOTA

Ms. Ann Damon
Coordinator of Refugee Programs
Refugee & Immigration Assistance Division
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St. Paul, Minnesota 55155-3837 Tel. (612) 296-2754

OHIO

Mr. Michael M. Seidemann, Chief
Bureau of Refugee Services
State Office Tower, 32nd Floor
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Columbus, Ohio 43215 Tel. (614) 466-5848

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Wisconsin Refugee Assistance Office
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Madison, Wisconsin 53507 Tel. (608) 266-8358

E-7
STATE REFUGEE COORDINATORS
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State Coordinator
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Mr. Phil Watson
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Coordinator for Refugee Resettlement
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Oklahoma City, Oklahoma 73125

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Mr. Eugene Daniels
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TEXAS

Ms. Lee Russell
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E-8

STATE REFUGEE COORDINATORS
REGION VII

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Des Moines, Iowa 50314

Mr. Wayne Johnson, Acting Chief
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Jefferson City, Missouri 65103

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NEBRASKA

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Coordinator of Refugee Affairs
Department of Social Services
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Lincoln, Nebraska 68509

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E-9

STATE REFUGEE COORDINATORS
REGION VIII

COLORADO

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Colorado Refugee Services Program
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Denver, Colorado 80203

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MONTANA

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Refugee Resettlement Coordinator
Department of Family Services
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48 North Last Chance Gulch
Helena, Montana 59604

Program Manager:
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NORTH DAKOTA

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ND Dept. of Human Services
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Admin. Refugee Services:
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SOUTH DAKOTA

Mr. Vern Guericke
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UTAH

Mr. Sherman K. Roquiero
State Refugee Coordinator
Department of Social Services
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Salt Lake City, Utah 84145-0500

Program Manager:
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WYOMING

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Refugee Relocation Coordinator
Department of Health & Social Services
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E-10
STATE REFUGEE COORDINATORS
REGION IX

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State Coordinator
Refugee Resettlement Program
Department of Economic Security
Community Services Administration
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Phoenix, Arizona 85005
Tel. (602) 229-2743

CALIFORNIA

Ms. Linda McMahon
Director
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Tel. (916) 445-2077

Program Manager:
Mr. Walter Barnes, Chief
Office of Refugee Services
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GUAM

Leticia V. Espalden, M.D.
Acting State Refugee Coordinator
Department of Public
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Government of Guam
Agana, Guam 96910

Ms. Julita Lifoifoi
Tel. 011-671-472-6649

HAWAII

Mr. Walter W. F. Choy
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Office of Community Services
State of Hawaii
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Honolulu, Hawaii 96813
Tel. (808) 548-5803

Mr. Dwight Ovitt
Office of Community Services
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State of Hawaii
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NEVADA

Mr. Michael Willden
State Refugee Coordinator
Nevada State Welfare Division
Department of Human Resources
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Tel. (702) 885-4128

Mr. Thom Reily
Tel. (702) 885-3023

E-11
STATE REFUGEE COORDINATORS
REGION X

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& Children's Services
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Boise, Idaho 83720

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OREGON

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State Refugee Coordinator
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Ext. 365

WASHINGTON

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State Refugee Coordinator
Bureau of Refugee Assistance
Department of Social &
Health Services
Mail Stop 31-B
Olympia, Washington 98504

Tel. (206) 753-7042

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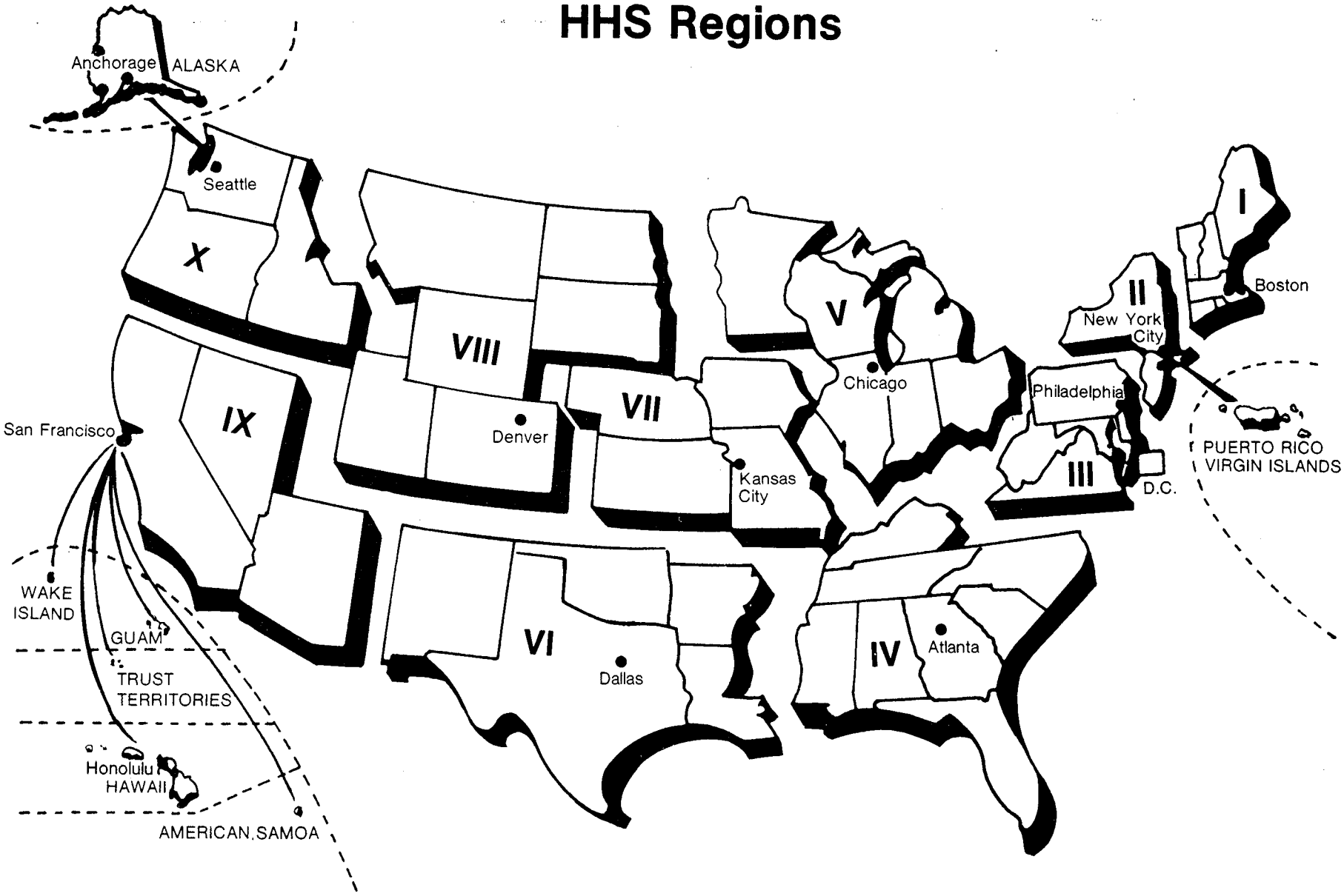
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