

Report to the Congress

January 31, 1993



Refugee Resettlement Program

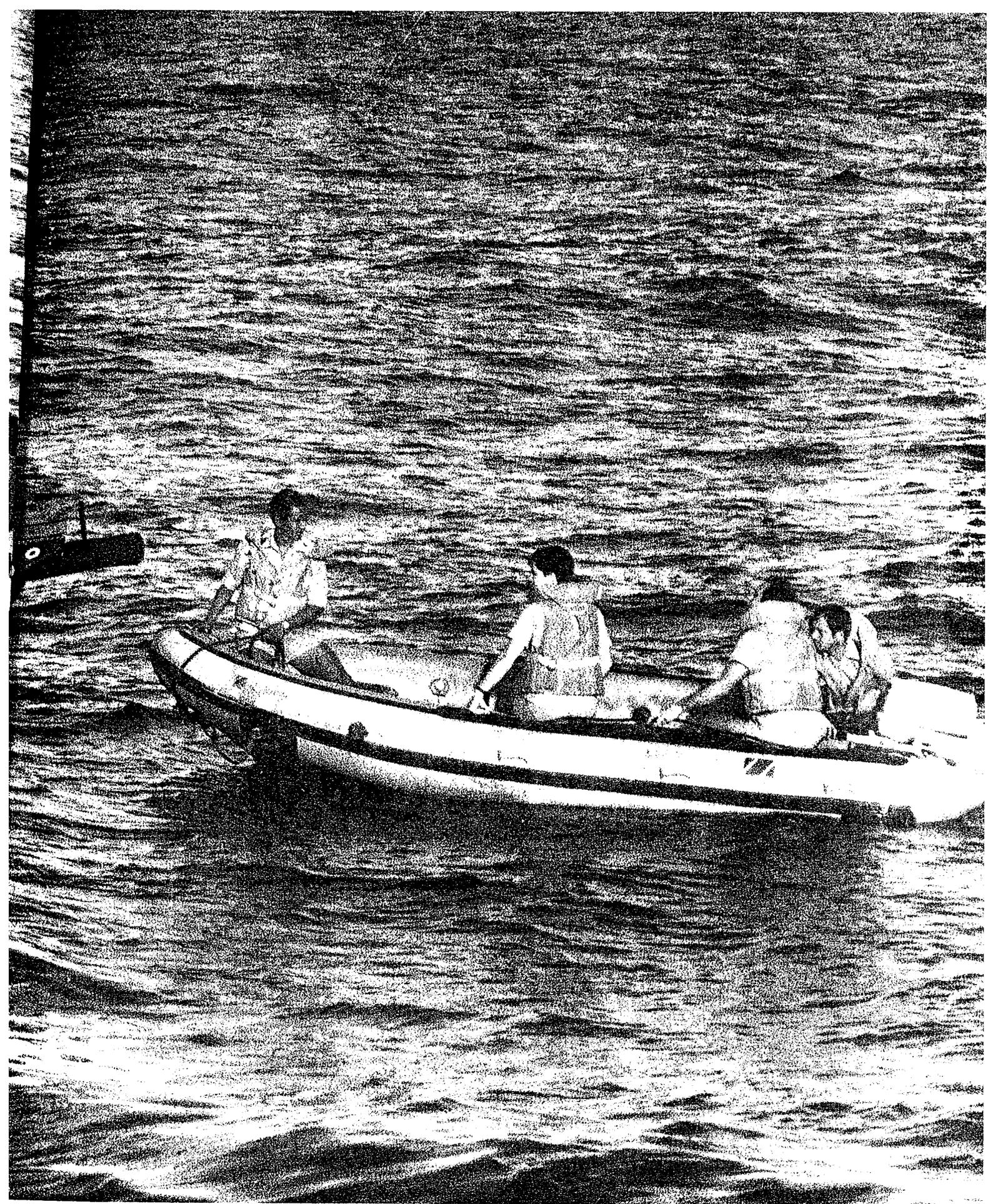
Office of
Refugee
Resettlement

U.S. DEPARTMENT OF
HEALTH AND HUMAN SERVICES
Administration for Children and Families
Office of Refugee Resettlement





Cover: Since passage of the Amerasian Homecoming Act of 1988, over 56,000 Amerasian youths from Vietnam and accompanying family members have resettled in America. ORR-funded language and employment training helps them obtain self-sufficiency. (Photo by Mark Halevi)



Above: Clandestine departures from Vietnam in flimsy and unseaworthy vessels prompted the establishment of the Orderly Departure Program (ODP). Over 40,000 Vietnamese entered the U.S. under the ODP in FY 1992. (Photo courtesy United Nations High Commissioner for Refugees)

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The Refugee Act of 1980 created the Refugee Resettlement Program to provide for the effective resettlement of refugees and to assist them to achieve economic self-sufficiency as quickly as possible. Since 1980, the domestic resettlement program has been the responsibility of the Office of Refugee Resettlement (ORR), 370 L'Enfant Promenade, S.W., Washington, D.C. 20447. ORR is an office of the Administration for Children and Families (ACF) in the Department of Health and Human Services. For further information, call (202) 401-9246.

Executive Summary

The Refugee Act of 1980 (section 413(a) of the Immigration and Nationality Act) 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 1992—from October 1, 1991 through September 30, 1992. It is the twenty-sixth in a series of reports to Congress on refugee resettlement in the U.S. since 1975—and the twelfth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Approximately 131,600 refugees and Amerasian immigrants were admitted to the United States in FY 1992, including 860 under private sector funding.
- About 46 percent came from Eastern Europe and the former Soviet Union, 39 percent from Southeast Asia, six percent from the Near East and South Asia, four percent from Africa, and three percent from Latin America and the Caribbean.

Initial Reception and Placement Activities

- In FY 1992, twelve 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 \$410.6 million in FY 1992 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about \$304 million for the costs of providing cash and medical assistance to eligible refugees, aid to refugee children, social services, and State and local administrative costs.
- **Social Services:** In FY 1992, ORR provided States with \$68 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.
- **Targeted Assistance:** In FY 1992, ORR directed \$43.9 million in targeted assistance funds to supplement available services in areas with large concentrations of refugees and entrants.
- **Unaccompanied Minors:** Since 1979, a total of 10,638 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, 1992 was 2,149—a decrease of 312 from a year earlier.
- **Voluntary Agency Matching Grant Program:** Grants totaling over \$39 million were awarded in FY 1992. Under this program, Federal funds are awarded on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees.
- **Refugee Health:** The Public Health Service continued to monitor the overseas health screening of U.S.-destined refugees, to inspect refugees at U.S. ports of entry, to notify State and local health agencies of new arrivals, and to provide funds to State and local health departments for refugee health assessments. Obligations for these activities amounted to about \$5.6 million.
- **Wilson/Fish Demonstration Projects:** ORR provided \$8.6 million to fund demonstration projects in Oregon, Florida, Alaska, Kentucky, and California to help refugees find employment and reduce assistance costs.
- **National Discretionary Projects:** ORR approved projects totaling approximately \$11.8 million to improve refugee resettlement operations at the national, regional, State, and community levels. Six States participated in the Key States Initiative, a program intended to address problems of persistent welfare dependency, and two Califor-

nia counties participated in a new Key Counties Initiative. Projects in another 30 States were approved as part of the Job Links program, which seeks to strengthen linkages between employable refugees and potential employers in communities with good job opportunities. Other discretionary projects were concerned with planned secondary resettlement, business loans to refugee entrepreneurs, and assistance to Vietnamese political prisoners and Amerasian immigrants.

- **Key States Initiative (KSI):** In Wisconsin, 426 welfare-dependent refugee families became self-sufficient, and 270 families achieved welfare reductions during FY 1992. In Minnesota, 270 welfare-dependent refugee families became self-sufficient, including 44 who found jobs after relocation to a community with favorable employment opportunities. In Washington, a program to reimburse job-related expenses helped 554 families become self-sufficient. New York reported 376 welfare terminations due to job placements or reassessment of eligibility.
- **Planned Secondary Resettlement (PSR):** As of September 30, 1992, 580 families (2,400 individuals) had relocated from communities with high welfare utilization to self-sufficient communities, and all families found employment soon after arrival. With the exception of a mere handful of elderly refugees on SSI, welfare utilization decreased from 100 percent before relocation to zero afterwards. Welfare savings were calculated at \$987 a month per family. On average, the government has been able to recoup its initial resettlement cost in just eight months.
- **Program Evaluation:** Evaluation studies of the Key States Initiative continued throughout the year.
- **Data and Data System Development:** By the end of FY 1992, ORR's computerized data system on refugees contained records on 1.5 million refugees who have entered the U.S. since 1975.

Key Federal Activities

- **Congressional Consultations for FY 1992 Admissions:** Following consultations with Congress,

President Bush set a world-wide refugee admissions ceiling at 142,000 for FY 1992, including 10,000 refugee admission numbers contingent on private sector funding.

- **Congressional Consultations for FY 1993 Admissions:** Following consultations with Congress, President Bush set a world-wide refugee admissions ceiling at 132,000 for FY 1993, including 10,000 refugee admission numbers contingent on private sector funding.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since 1975, with about 1,030,000 refugees and 56,000 Amerasian immigrant arrivals. Nearly 321,000 Soviet refugees arrived in the U.S. during this period.
- Other refugees who have arrived since the enactment of the Refugee Act of 1980 include approximately 40,000 Romanians, 37,000 Iranians, 38,000 Poles, 30,000 Afghans, 31,000 Ethiopians, and 10,000 Iraqis.
- Ten States have Southeast Asian refugee populations of 20,000 or more and account for about 73 percent of the total Southeast Asian refugee population in the U.S. The States of California, Texas, and Washington continue to hold the top three positions.

Economic Adjustment

- The Fall 1992 annual survey of Southeast Asian refugees who had been in the U.S. less than five 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 84 percent were actually able to find jobs, as compared with 93 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. Forty-two percent of the employed adults sampled had held white collar jobs in their country of origin, but only 19 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 eight percent and an unemployment rate of 31 percent; for refugees who claimed to speak English fluently, the labor force participation rate was 48 percent and the unemployment rate was 17.2 percent.
- Refugee households receiving cash assistance are larger than non-recipient households, have more 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.

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I. INTRODUCTION

Section 413(a) of the Immigration and Nationality Act ("the Act") 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 Act requires that the report contain the following:

- 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 five 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 52 - 59 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 Act (Part II, pages 14 - 43);
- A description of the geographic location of refugees (Part II, pages 4 - 12 and Part III, pages 50 - 51);
- 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 43 - 46) 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, page 13);
- A description of the activities, expenditures, and policies of the Office of Refugee Resettlement (ORR) within the Administration for Children and Families, Department of Health and Human Services, and of the activities of States, voluntary resettlement agencies, and sponsors (Part II, pages 14 - 43 and Appendices C and D);
- ORR's plans for improvement of refugee resettlement (Part IV, pages 63 - 64);
- 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 III, pages 52 - 56);
- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 44 - 46);
- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 18);
- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, page 28); 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

* 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 resource and income requirements as the Director shall establish."

refugees when they apply for adjustment of status (Part III, pages 60 - 61).

In response to the reporting requirements listed above, refugee program developments from October 1, 1991 until September 30, 1992 are described in Parts II and III. Part IV looks beyond FY 1992 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1993. This report is the twelfth prepared in accordance with the Refugee Act of 1980—and the twenty-sixth 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, as codified in the Immigration and Nationality Act ("the Act"), establishes the framework for selecting refugees for admission to the United States. Section 101(a)(42) of the Act 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."

An applicant 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 Act.
- 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 or 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.

All persons admitted as refugees are eligible for refugee benefits described in this report. Certain other persons admitted to the U.S. under other immigration statuses are also eligible for refugee benefits. Amerasians from Vietnam and their accompanying family members, though admitted to the U.S. as immigrants, are entitled to the same social services and assistance benefits as refugees. Certain nationals of Cuba and Haiti, such as public interest parolees and asylum applicants, may also receive benefits in the same manner and to the same extent as refugees, if they reside in States with an approved Cuban/Haitian Entrant Program.

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. Under the Act, the U.S. Coordinator for Refugee Affairs manages the consultation process in the Executive Branch.

As part of the consultation process for FY 1992, President Bush established a ceiling of 142,000, including 10,000 numbers to be set aside for private sector admissions initiatives. (Presidential Determination No. 92-2, October 9, 1991.) The admission of the 10,000 private sector refugees was contingent upon the availability of private sector funding sufficient to cover the reasonable costs of such admissions. After appropriate consultations with Congress, President Bush also determined that qualified persons from Vietnam, Laos, the former Soviet Union, and countries of Latin America and the Caribbean may be considered refugees while residing in their countries of nationality or habitual residence.

About 131,600 refugees* and Amerasian immigrants actually entered the United States in FY 1992, representing about 93 percent of the ceiling. Only about 860 of these refugees were admitted under the 10,000 ceiling Private Sector Initiative (PSI). The approximately 113,600 refugees admitted in FY 1991 were 87 percent of the ceiling and included about 1,800 persons admitted under private funding. The accompanying table presents refugee ceilings and admissions figures for the past decade.

The following section contains information on refugees who entered the United States and on persons granted asylum in the United States during FY 1992. 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.

Ceilings and Admissions, 1983 to 1992

Year	Ceiling	Admissions	Percent*
1992	142,000	131,611	92.7
1991	131,000	113,582	86.8
1990	125,000	122,263	97.8
1989	116,500	106,538	91.4
1988	87,500	76,733	87.8
1987	70,000	58,865	84.1
1986	67,000	60,554	90.4
1985	70,000	67,167	96.0
1984	72,000	70,601	98.1
1983	90,000	60,036	66.7

* Percent of admissions ceiling actually admitted.

Source: Reallocated ceilings from Department of State. Admissions based on ORR data system, as of December, 1992. Includes Private Sector Initiative admissions.

Arrivals and Countries of Origin

The number of refugees and Amerasian immigrants entering the United States in FY 1992 (131,611) was about 16 percent higher than the comparable figure in FY 1991 (113,582). The table below presents the number of refugees admitted to the U.S. in the past decade, as well as total legal immigration during this period. Refugees have increased as a proportion of all immigrants between 1983 and 1992. There were about 11 refugees for every 100 immigrants admitted to the U.S. in 1983, increasing to about 16 refugees per 100 immigrants in 1992.

* In this report, unless otherwise noted, the terms "refugee" and "arrival" refer both to persons admitted as refugees or as Amerasian immigrants, but not to Cuban or Haitian nationals designated as entrants.

** 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)."

**Refugees and Total Immigration:
1983 - 1992**

Year	Total Immi- gration	Refugee Admis- sions	Per 100 Immi- grants
1992	810,635	131,611	16.2
1991	704,005	113,582	16.2
1990	656,111	122,263	18.6
1989	612,110	106,538	17.4
1988	643,025	76,733	11.9
1987	601,516	58,865	9.8
1986	601,708	60,554	10.1
1985	570,009	67,167	11.8
1984	543,903	70,601	13.0
1983	559,763	60,036	10.7

Column 3 presents the number of refugees admitted to the U.S. for every 100 legal immigrants.

Source: Immigration figures are from the INS. Total immigration figures exclude individuals legalized under the Immigration Reform and Control Act of 1986 (IRCA) and refugee admissions, but include Amerasian immigrants and refugee adjustments. Immigration figures for 1992 are preliminary. Refugee figures are from ORR data system as of January, 1993, and include Private Sector Initiative and Amerasian admissions.

Refugees from Southeast Asia (principally Vietnam, Laos and Cambodia) represented the vast majority of refugees admitted into the U.S. in each year from 1975 to 1987, and, although comprising less than half of all refugees admitted since 1988, they remain the largest refugee group with well over one million arrivals since 1975 (Table 1, Appendix A). In FY 1992, however, refugees from the former Soviet Union comprised the largest arrival group, their nearly 60,900 arrivals representing about 46 percent of all refugee admissions (53 percent, excluding Amerasian immigrants).

Tables 2 and 3 illustrate trends in the admissions and proportion of arrivals from different parts of the world from 1983 to 1992 (1983 is the first year for which the ORR data system was complete for refugees from all countries). Southeast Asian refugees and Amerasian immigrants numbered about 51,400 in FY 1992, representing about 39 percent of all arrivals. The remaining 15 percent of arrivals were

from countries in the Near East, including Afghanistan, Iran, Iraq and Libya (six percent); Africa, largely from Ethiopia, Somalia and Liberia (four percent); and from Latin America and the Caribbean, virtually all from Cuba or Haiti (three percent, including private sector admissions, but largely excluding entrants, who, though eligible for ORR-funded benefits and assistance, are not generally captured by the ORR data system).

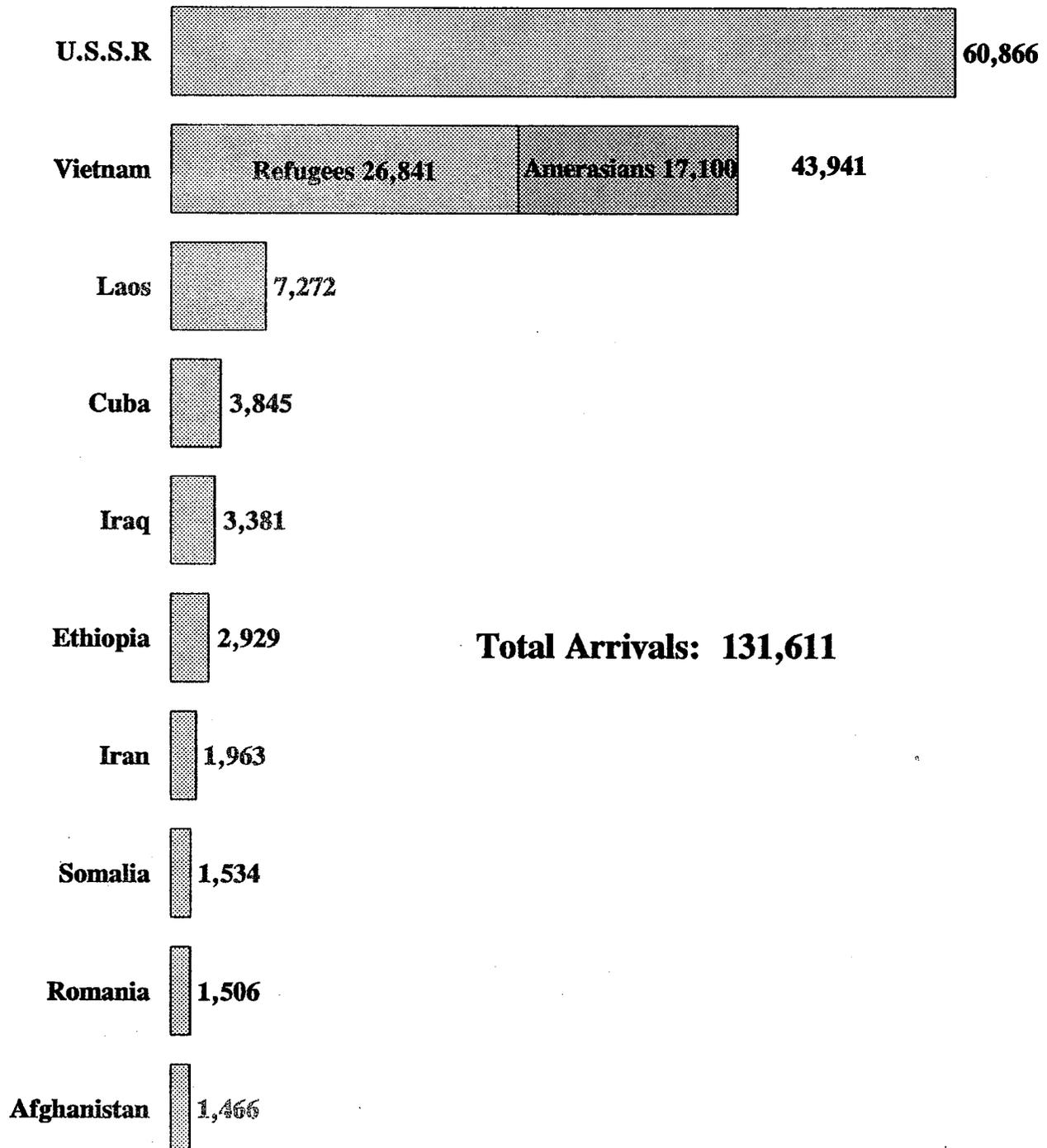
The number of refugee admissions from Africa, the Near East, and particularly, the former Soviet Union were considerably higher in FY 1992 than in FY 1991, while those from Southeast Asia and Eastern Europe decreased during that period and those from Latin America remained about the same. The number of Amerasian immigrants increased from about 16,500 to 17,100, while the number of persons resettled under the Private Sector Initiative decreased from about 1,800 to 860 between FY 1991 and 1992. Figure 1 presents the ten source countries from which the largest numbers of refugees fled to the U.S. in FY 1992.

During the past decade (FY 1983 through FY 1992), approximately 868,000 refugees and Amerasian immigrants resettled in the U.S. (see Tables 2 and 3). Thirty-four percent of these refugees fled from Vietnam, 25 percent from the former Soviet Union, 11 percent from Laos, eight percent from Cambodia, four percent from both Romania and Iran, three percent from both Poland and Ethiopia, and about two percent from Afghanistan and Cuba. Refugees from the former Soviet Union have been the largest single country of origin group since 1988. Prior to that time, refugees from Vietnam were the largest arrival group.

● **Distribution of Refugee Arrivals by State**

Nearly half of all refugee arrivals in FY 1992 initially resettled in one of two States—California (25 percent) or New York (20 percent). Nearly three-fourths went to one of the ten States listed in the table on page seven. The State distribution for Amerasian resettlement was not as concentrated as that for refugees, with 20 percent initially placed in California, nine percent in Texas, seven percent in New York, and three to five percent in the remaining top

Figure 1
Ten Largest Refugee Source Countries
FY 1992



seven States, with a cumulative total of about 62 percent in these States.

Tables 4 and 5 illustrate how the distribution of initial refugee resettlement has changed in the past decade. California received nearly 46 percent of all refugees and Amerasians in FY 1988, but 25 percent in FY 1992. New York received only 10 percent of refugees in 1988, but its proportion in 1992 is double that figure.

State	Arrivals	Percent
California	33,249	25.3
New York	26,601	20.2
Texas	5,918	4.5
Washington	5,421	4.1
Florida	5,321	4.0
Illinois	5,083	3.9
Pennsylvania	4,222	3.2
Massachusetts	4,185	3.2
Maryland	3,142	2.4
Georgia	3,124	2.4
Top Ten States	96,266	73.1
U.S. Total	131,611	100.0

Includes Amerasians and privately funded refugees.

Three refugee populations were especially concentrated, with a majority of arrivals in a single State. About 79 percent of Iranian refugees initially resettled in California, while 73 percent of Cuban refugees resettled in Florida and 57 percent of Laotian refugees resettled in California (see Figure 2). For no other group of refugees did a single State account for a majority. A complete listing of major refugee groups by State of initial resettlement appears in Tables 6, 7, and 8.

While New York accounted for the largest share of refugees from the former Soviet Union in FY 1992 (38 percent), California received 16 percent of Soviet refugees, and several States (Illinois, Washington, Pennsylvania and Massachusetts) received four to six percent. For Vietnamese, 41 percent initially resettled in California, nine percent in Texas, and several States (Washington, Georgia, Massachusetts and Virginia) received three to five percent. For all Southeast Asians, including Amerasians, 36 percent resettled in California in FY 1992, eight percent in

Texas, and three or four percent in six States (Washington, Georgia, New York, Minnesota, Massachusetts and Wisconsin).

● Distribution of Refugee Arrivals by County

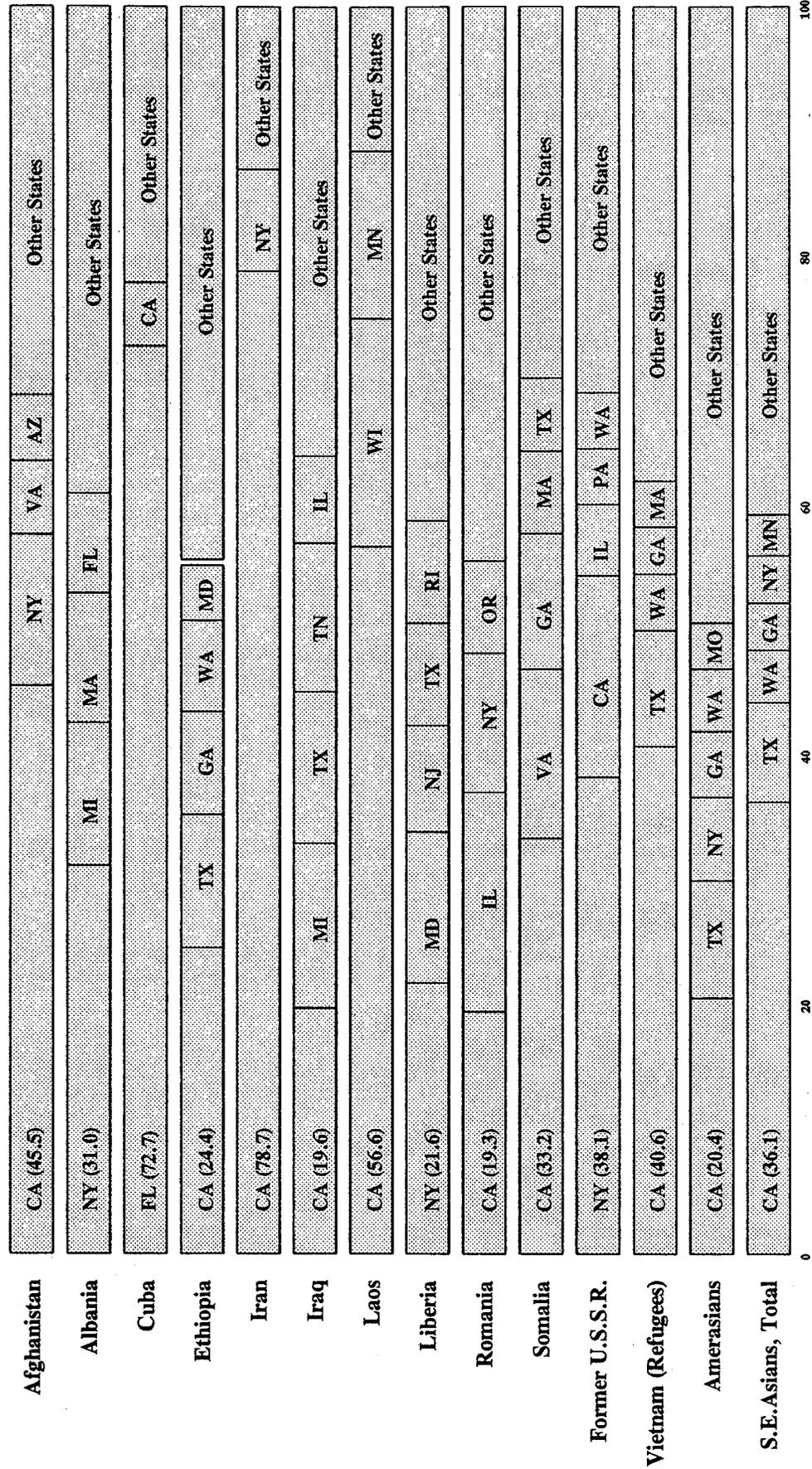
While refugees resettled in 1,789 of America's over 3,000 counties and county equivalents, they were, as the State distribution above would imply, not evenly distributed among these counties. In fact, 70 percent of FY 1992 arrivals resettled in the 50 counties shown in Table 9. While the median number of refugees resettled was only 14 for all counties receiving refugees in FY 1992 (meaning half the counties received fewer and half received more refugees), the number of refugees and Amerasians resettled in these top 50 counties varied between almost 14,800 in Kings County, New York to 477 in Wayne County, Michigan.

Table 9 shows the rank of the 50 counties which received the most refugees and Amerasians in FY 1992, and Table 10 shows the rank for those which received the most refugees during the past decade (without taking into account migration and deaths). While six of the 15 most popular counties in FY 1992 were in California (Los Angeles, Orange, Santa Clara, San Diego, Sacramento and San Francisco), Kings County in New York, which is one of the boroughs of New York City, received almost twice as many refugees as Los Angeles, the second most popular county for refugee resettlement in FY 1992. However over the past decade, Los Angeles County has resettled over twice as many refugees as Kings County. Others in the top 15 counties in FY 1992 were Cook County (Illinois), King County (Washington), Dade County (Florida), Harris County (Texas), Philadelphia (Pennsylvania), and Multnomah County (Oregon), as well as two other boroughs of New York City (Queens and Bronx).

Another gauge of the concentration of refugees is the ratio of the total population in the county based on 1990 census figures to the refugee population initially resettled in the county between FY 1983 and 1992. This ratio is shown in Table 9. Migration and deaths to refugees are not taken into account. For all counties receiving at least one refugee during the

Figure 2
State of Initial Resettlement for
Refugees and Amerasians by Country of Origin:
FY 1992

Country



Southeast Asian total includes Amerasians

Percent

past decade, the median ratio was 2,826 persons for every refugee. For Kings County, however, the ratio was 55, or one refugee for every 55 persons in the population, while that for Los Angeles County was about 104. San Francisco County's ratio (40) was the highest in the Nation.

The distribution for Amerasian arrivals in FY 1992 was somewhat different (see Table 12) than that for refugees, with more States represented in the top of the distribution than was the case for refugees. Orange County, California was the single most popular county of initial resettlement for Amerasians. Other California counties in the top 15 included Santa Clara, San Diego, and Los Angeles. Other States with counties represented in the top 15 for initial resettlement of Amerasians in FY 1992 were Texas (Harris, Tarrant, and Dallas), Washington (King), Georgia (DeKalb and Fulton), Arizona (Maricopa), New York (Oneida), Oregon (Multnomah), Missouri (Jackson), and Nebraska (Lancaster).

● Demographic Characteristics of Refugee Arrivals

Refugee arrivals as a whole tended to be somewhat younger than the total U.S. population or the total immigrant population, although if Amerasians are excluded, the median age for refugees is slightly more than that for immigrants. As indicated in the accompanying table, the median age for refugees arriving in FY 1992 was 26.8 years, compared with 28.1 years for all immigrants to the U.S. in 1991 (the latest year for which such data are available), and 33.5 years for the total U.S. population in that year. About 22 percent of the refugee population were of school age (five to 17 years), compared to 18 percent for the U.S., 67 percent of refugees were of working age (16-64) compared with 64 percent of the U.S. population, and only eight percent of refugees were of retirement age (65 years or older) compared with

about 13 percent of the U.S. total population. The sex ratio** of refugees as a whole was about 97, compared with 96 for the U.S. population.

There was, however, considerable variation in these demographic characteristics between refugees from the 12 countries shown in the table. Refugees from these 12 countries were over 95 percent of all refugees resettled in FY 1992. Median age, for example, varied from a high of 36.2 for refugees from the former Soviet Union and 32.5 years for Cubans to the very low figures of 12.7 years for Laotians and 17.0 years for Liberian refugees.

The sex ratio was highest—indicating a greater proportion of males—among refugees from Albania (198), Ethiopia (164), and Iraq (160) and was lowest—indicating a greater proportion of females—among refugees from the former Soviet Union (88) and among Amerasian immigrants (93). Data for Amerasians in the ORR data system include family members accompanying the Amerasian immigrant, generally mothers and siblings, so that the sex ratio for Amerasian youths alone would be higher.

About 59 percent of Laotian refugees, 55 percent of Liberian refugees, and 48 percent of Somali refugees were under age 18, approximately twice the proportion for the total U.S. population of 26 percent. The lowest proportion under 18 years was that for Albanian refugees (22 percent), but refugee populations under age 18 from several countries, including Vietnam, the former Soviet Union, Cuba, Ethiopia, and Iraq were in the 25 to 27 percent range (approximating the U.S. total population figure).

Overall, the proportion of arrivals age 65 and over was about eight percent. This proportion is greatly skewed by the arrivals from the former Soviet Union, which comprised almost one-half of the FY 1992 total. The elderly accounted for 15 percent of Soviet arrivals, almost double the proportion of all FY 1992 arrivals, but only slightly higher than the proportion

* Median age is the point at which half of the population is older and half is younger.

** The sex ratio is the number of males per 100 females. A ratio under 100 indicates more females than males, a ratio over 100 indicates more males than females.

Selected Demographic Characteristics of FY 1992 Arrivals by Country of Origin (200 or More Arrivals)							
Country of Origin	FY 1992 Arrivals	Median Age	a/ Sex Ratio	Percent School Age (5-17)	Percent Under Age 18	Percent Age 65 & Over	b/ Percent Working Age
Afghanistan	1,466	20.2	107.9	34.4	42.1	5.4	60.3
Albania	1,168	26.7	197.9	14.2	21.5	1.2	79.8
Cuba	3,845	32.5	112.8	21.4	26.9	4.4	72.0
Ethiopia	2,929	23.6	163.6	19.4	26.5	0.3	79.3
Iran	1,963	29.8	97.9	21.2	28.5	8.3	65.1
Iraq	3,381	22.9	159.9	25.0	39.4	1.7	61.5
Laos	7,272	12.7	99.9	33.5	58.7	2.7	42.3
Liberia	619	17.0	118.4	46.9	55.2	1.1	53.7
Romania	1,506	23.2	106.0	27.0	39.7	0.7	63.1
Somalia	1,534	18.4	119.5	37.3	48.4	0.5	60.7
Soviet Union	60,866	36.2	88.4	18.2	25.1	14.5	62.8
Vietnam c/	26,841	23.9	101.3	22.4	26.8	1.1	79.9
SE Asia, Total c/	34,408	22.5	101.2	24.8	33.7	1.5	71.8
All Refugees c/	114,511	28.8	98.1	21.3	29.2	8.6	66.3
Amerasians	17,100	20.5	92.5	27.8	36.8	1.0	69.3
All FY 1992 Arrivals	131,611	26.8	97.3	22.2	30.2	7.6	66.7
All Immigrants, FY 1992	704,005	28.1	90.6	21.0	26.2	5.3	72.4
U.S. Population d/	256,900,000	33.5	95.6	18.3	25.9	12.7	64.1

a/ The sex ratio is the number of males per 100 females. A ratio of 100 indicates equal numbers of males and females. A sex ratio above 100 denotes an excess of males; a sex ratio below 100 denotes an excess of females.

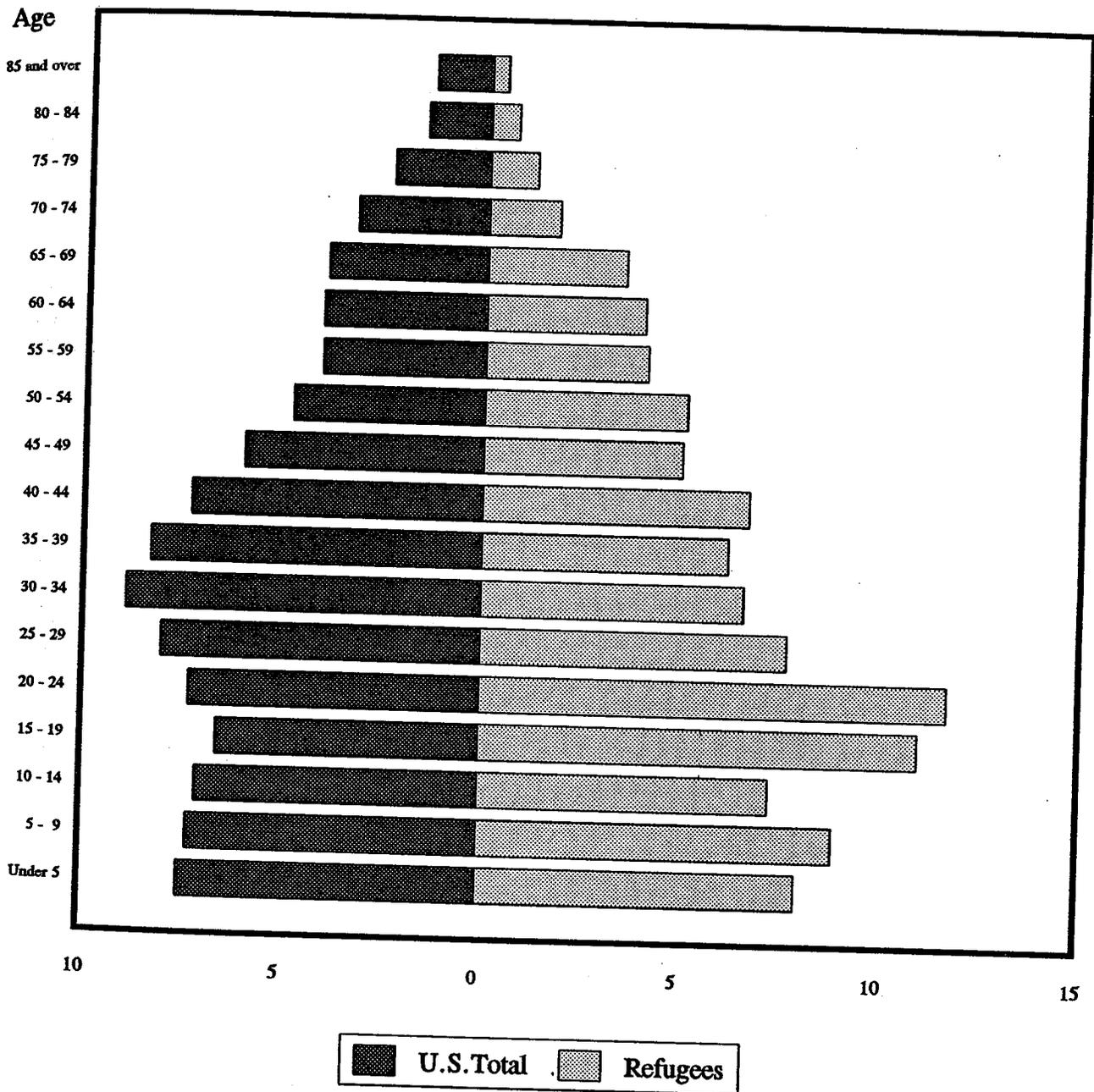
b/ Ages 16 through 64.

c/ Does not include Amerasians.

d/ The figure in the first column is the population of the U.S. as of 7/1/92.

Source: Demographic characteristics of immigrants from unpublished INS data. Demographic characteristics of U.S. population from Supplement to U.S. Census, Current Population Reports, Series P # 1018 (revised 6/23/92).

Figure 3
Age Distribution of the U.S.
Population and of Refugees Admitted in
FY 1992



Source: U.S. data from the U.S. Bureau of the Census, population as of 7/1/92. Refugee data from the ORR data system. Includes Amerasians.

for the U.S. population (13 percent). In eight of the 12 countries shown in the accompanying table, refugees age 65 and older comprised less than three percent of the arrival population (Albania, Ethiopia, Iraq, Laos, Liberia, Romania, Somalia, and Vietnam).

About 64 percent of the U.S. total population was of working age in 1992. The average for all refugees admitted in FY 1992 was slightly higher (about 67 percent). The proportions of refugees from most countries either exceeded the U.S. average or were within a few percentage points of that figure. Only two refugee populations (Laotians with 42 percent and Liberians with 54 percent) had proportions which were of working age that were considerably below the average for the U.S.

● Applications for Refugee Status and Asylum

During FY 1992, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) rose to 113,697 from the FY 1991 total of 107,962. 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 13 contains a tabulation of applications for refugee status granted by INS, by country of chargeability, under the Refugee Act since FY 1980.

During FY 1992, INS granted applications for political asylum status in 3,919 cases. Table 14 presents a complete listing of the countries from which these asylees fled during the years 1980 through 1992. During this thirteen-year period, 35 percent of all favorable asylum rulings went to Iranians and 24 percent to Nicaraguans. In FY 1992, INS granted asylum to persons from 69 countries, with nine providing more than 200 cases (China, Cuba, Ethiopia, Iran,

Liberia, Nicaragua, Romania, Somalia, and the former Soviet Union).

● Entrants

Congress created the Cuban/Haitian Entrant Program under Title V of the Refugee Education Assistance Act of 1980. The law provides for a program of reimbursement to participating States for Federally reimbursed cash and medical assistance to Cuban and Haitian entrants under the same conditions and to the same extent as such assistance and services are made available to refugees. The first recipients of the new program were the approximately 125,000 Cubans who fled the Castro regime in the Mariel boatlift of 1980 and were admitted to the U.S. under a special parole status, "Cuban/Haitian Entrant (Status Pending)."

Also considered entrants for the purposes of ORR-funded assistance and services are Cuban and Haitian nationals who are (a) paroled into the U.S., or (b) subject to exclusion or deportation proceedings under the Act, or (c) applicants for asylum.*

No exact figures are currently available for the number of Cuban and Haitian nationals who arrived as entrants in FY 1992, but the Community Relations Service of the Department of Justice, which arranges for the initial reception and placement of entrants, estimates that the total was approximately 13,000. ORR estimates that almost 11,000 of these entrant arrivals were resettled in Florida.

Table 18 presents by State of initial resettlement the approximately 2,400 Cubans and 5,400 Haitians considered to be entrants as a result of their application for asylum. These entrants are in addition to the approximately 3,850 Cubans and 50 Haitians who were admitted with refugee status.

* Public interest and humanitarian parolees arriving from nations other than Cuba and Haiti are not considered entrants and not eligible for ORR-funded assistance. Similarly, individuals from nations other than Cuba and Haiti who apply for asylum are not eligible for ORR-funded assistance until asylum is granted.

Reception and Placement Activities

In FY 1992, 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 \$588, 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 that offered a resettlement capability needed for the admissions caseload.

Minnesota (Minneapolis and St. Paul), Montana (Billings and Missoula), Idaho (Boise), Alaska (Anchorage), and California (San Francisco, Sacramento, and Oakland). As a result of this monitoring, the strengths and weaknesses of voluntary agency programs were identified, and, where needed, corrective action was taken. Other management activities for the reception and placement program included tracking of refugee placements, oversight of sponsorship assurances, exchange of information, liaison with the private voluntary agencies, and review of voluntary agencies' financial reports.

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 the following:

Pre-arrival — identifying individuals (including 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 1992, the Bureau's monitoring program included 10 in-depth reviews of refugee resettlement in Florida (Miami), New Jersey (Trenton), Iowa, (Des Moines and Davenport), New York (Syracuse and New York City), Arizona (Tucson and Phoenix),

Domestic Resettlement Program

Refugee Appropriations

In FY 1992, the refugee domestic assistance program was funded under the Departments of Labor, Health and Human Services, and Education, and Related Agencies Appropriations Act (Pub. L. No. 102-170). The total funding that the Department of Health and Human Services (DHHS) obligated to States and other grantees under the program in FY 1992 was approximately \$410.6 million.

Approximately \$232 million was used to reimburse States for the cost of cash and medical assistance provided to eligible refugees and to aid unaccompanied refugee children. Of this, approximately \$32 million was used to reimburse States for the administration of the program by States and local welfare agencies.

Over \$67 million was awarded in formula grants for social services to help States provide refugees with employment services, English language training, vocational training, and other support services to promote economic self-sufficiency and reduce refugee dependence on public assistance programs. States also received about \$3.5 million to fund refugee mutual assistance associations (MAAs) as qualified providers of refugee social services.

In FY 1992, over \$12 million was obligated for the national discretionary funds program. Among the projects approved by the Office of Refugee Resettlement (ORR) were the Key States Initiative (\$2.5 million), the Planned Secondary Resettlement program (\$1.2 million), the Amerasian Initiative (\$2.8 million), Job Links (\$3.6 million), micro-enterprise loan programs (\$1.3 million), and special programs for former Vietnamese re-education camp detainees (\$1 million). These and other discretionary grant programs are discussed in greater detail, beginning on page 33.

ORR funded a targeted assistance program totaling \$48.8 million in FY 1992. The objective of this pro-

gram is to assist refugee and entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient. Of the total, \$43.9 million was allocated to States according to formula, and approximately \$4.9 million was awarded as part of a discretionary grant program.

Under the matching grant program, voluntary resettlement agencies were awarded over \$39 million in FY 1992 matching funds for assistance and services to resettle 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 over \$5.6 million in FY 1992. 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.

State-Administered Program

• 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,

ORR Obligations: FY 1992

(Amounts in \$000)

A. State-administered program:	
1. Cash assistance, medical assistance, unaccompanied minors, and State administration*	\$232,477
2. Social Services (State formula allocation)	67,009
3. Targeted Assistance (State formula allocation)	43,916
4. MAA Incentive Grants	3,467
Subtotal, State-administered program	\$346,869
B. Discretionary Allocations:	
5. Targeted Assistance (Ten Percent)	4,880
6. Social Services Allocations	12,476
Subtotal, Discretionary Allocations	\$17,356
C. Alternative Programs:	
7. Voluntary Agency Matching Grant program	39,036
8. Privately-administered Wilson/Fish projects	1,739
Subtotal, Alternative Programs	\$40,775
D. Preventive Health: Screening and Health Services	\$5,631
Total, Refugee Program Obligations	\$410,630

* Includes cash and medical assistance provided under Oregon's State-administered Wilson/Fish program (\$6,838,648).

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 State refugee 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 to ensure the coordination of public and private refugee resettlement resources in the State.

CMA (a/), Social Services (b/), MAA Incentive, and Targeted Assistance (c/) Allocations by State: FY 1992

State	CMA	Social Services	MAA Allocation	Targeted Assistance	Total
Alabama	217,738	151,985	7,929		377,652
Alaska	0	75,000	0		75,000
Arizona	4,864,903	754,828	39,378		5,659,109
Arkansas	125,998	100,000	0		225,998
California	60,366,750	18,807,955	981,164	14,083,209	94,239,078
Colorado	2,605,784	683,248	35,643	206,089	3,530,764
Connecticut	2,988,196	746,788	38,958		3,773,942
Delaware	32,090	75,000	0		107,090
Dist. Columbia	1,940,926	413,400	21,566		2,375,892
Florida	10,361,324	3,984,961	207,886	22,139,190	36,693,361
Georgia	2,998,188	1,214,903	63,378		4,276,469
Hawaii	671,159	173,165	9,034	188,644	1,042,002
Idaho	545,687	160,418	8,369		714,474
Illinois	9,874,332	2,644,351	137,949	710,896	13,367,528
Indiana	297,570	158,849	8,287		464,706
Iowa	2,229,249	534,204	27,868		2,791,321
Kansas	1,327,890	387,514	20,216	150,063	1,885,683
Kentucky	545,950	284,164	14,824		844,938
Louisiana	1,461,161	389,279	20,308	85,680	1,956,428
Maine	442,235	148,259	0		590,494
Maryland	1,561,953	1,352,573	70,560	146,031	3,131,117
Massachusetts	10,666,543	2,379,798	124,148	768,432	13,938,921
Michigan	5,775,590	1,166,268	60,841		7,002,699
Minnesota	6,560,977	1,353,553	70,612	842,790	8,827,932
Mississippi	991,885	96,870	5,000		1,093,755
Missouri	1,919,160	768,752	40,104	62,625	2,790,641
Montana	311,821	88,045	5,000		404,866
Nebraska	1,278,647	366,922	19,141		1,664,710
Nevada	752,491	184,736	9,637		946,864
New Hampshire	509,369	139,827	7,294		656,490
New Jersey	3,000,577	1,533,386	79,993	291,975	4,905,931
New Mexico	753,567	174,930	9,126		937,623
New York	39,923,979	10,893,141	568,268	1,373,391	52,758,779
North Carolina	1,077,569	596,567	31,121		1,705,257
North Dakota	1,116,322	100,000	5,000		1,221,322

**CMA (a/), Social Services (b/), MAA Incentive, and Targeted
Assistance (c/) Allocations by State: FY 1992**

State	CMA	Social Services	MAA Allocation	Targeted Assistance	Total
Ohio	2,932,273	945,644	49,332		3,927,249
Oklahoma	1,021,293	249,256	13,003		1,283,552
Oregon	9,831,374	1,212,942	63,276	515,603	11,623,195
Pennsylvania	7,199,211	2,110,539	110,102	446,439	9,866,291
Rhode Island	937,429	297,107	15,499	212,564	1,462,599
South Carolina	141,359	95,301	5,000		241,660
South Dakota	377,139	161,987	8,450		547,576
Tennessee	626,758	494,590	25,802		1,147,150
Texas	6,355,868	3,009,312	156,988	342,577	9,864,745
Utah	2,338,658	379,473	19,796	126,739	2,864,666
Vermont	454,498	122,373	6,384		583,255
Virginia	4,828,108	1,048,994	54,723	317,821	6,249,646
Washington	13,386,060	2,796,532	145,888	904,742	17,233,222
West Virginia	41,104	75,000	0		116,104
Wisconsin	1,778,560	851,511	44,421		2,674,492
Wyoming	129,925	75,000	0		204,925
Total	\$232,477,197	\$67,009,200	\$3,467,266	\$43,915,500	\$346,869,163

a/ Cash/Medical/Administrative, including Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied minors, and State administrative expenses. Does not include funds for privately-administered Wilson/Fish projects in Alaska, California, and Kentucky (\$1,738,803), but includes funds provided for a State-administered Wilson/Fish demonstration project in Oregon (\$6,838,648). See pages 30-32 for a discussion of Wilson/Fish demonstration projects.

b/ Includes social service funds earmarked for Wilson/Fish projects in Alaska (\$75,000) and California (\$217,560).

c/ Formula grant only. For Targeted Assistance Ten Percent funding, see pages 25-27.

- **Cash and Medical Assistance**

Many working-age refugees are able to find employment soon after arrival in their new communities. Others need additional time for employment-related services prior to job placement, such as English language or vocational training. Local refugee resettlement agencies are seldom able to provide funds for longer term maintenance, however. In order to provide for basic human needs prior to employment, the Federal government provides funds for the following assistance programs:

- Refugees who are members of families with children may qualify for and receive benefits under the program of Aid to Families with Dependent Children (AFDC) on the same basis as citizens. Costs for AFDC are shared by the State and by the Federal government. Until FY 1991, Federal refugee (ORR) funds covered the normal State share of AFDC costs during a refugee's initial months in the U.S., subject to the availability of funds. Since FY 1991, the CMA appropriation has been insufficient to cover these costs.
- Aged, blind, and disabled refugees may be eligible for the Supplemental Security Income (SSI) program on the same basis as needy non-refugees. The full cost of this program is provided from Federal funds. Certain States provide a State-funded supplement to the basic Federal benefit with refugees eligible for the State supplement to the same extent as non-refugees. Until FY 1991, Federal refugee funds reimbursed States for these refugee costs for a period of months after entry into the U.S. Since FY 1991, the CMA appropriation has been insufficient to cover these costs.
- Refugees may qualify for and receive medical services under the Medicaid program to the same extent as non-refugees. Medicaid costs are shared by the Federal and State governments. Until FY 1991, Federal refugee funds reimbursed States for the State share of Medicaid costs for a period of months after entry into the U.S. Since FY 1991, the CMA appropriation has been insufficient to cover these costs.
- 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. Eligibility for RCA is restricted by time limitations set forth by ORR, as explained below. The full cost of the RCA program is paid from Federal (ORR) funds.
- Refugees who are eligible for RCA are also eligible for refugee medical assistance (RMA). This assistance is provided in the same manner as Medicaid, but all funds are provided by the Federal government (ORR). As with RCA, program eligibility is restricted by a time limitation which depends on the availability of appropriated funds. Refugees not receiving RCA may be eligible for RMA 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.*

* Section 412(e)(5) of the Act authorizes the 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 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 1992, 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.

- Needy refugees who are not eligible for AFDC or SSI or no longer eligible for RCA may receive cash assistance under a State- or locally-funded general assistance (GA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.
- Needy refugees who are not eligible for Medicaid or no longer eligible for RMA may be eligible for a State- or locally-funded general medical assistance (GMA) program. In States with such programs, refugees are eligible to the same extent as non-refugee residents of the State.
- Needy refugees are eligible to receive food stamps on the same basis as non-refugees. The entire cost of food stamps is provided out of Federal funds.

Funding for the aforementioned refugee programs is subject to the availability of funds appropriated. Over the years, ORR has found it necessary to change the period of eligibility for RCA and RMA and the period of reimbursement for State costs of the AFDC, Medicaid, GA, and GMA programs, and the SSI State supplement due to limited funding.

- Prior to April 1, 1981, the Federal government reimbursed States for their full costs for the AFDC and Medicaid programs and the SSI State supplement and funded the RCA and RMA programs with no time limitation.
- Beginning April 1, 1981, Federal reimbursement of State costs for refugees receiving AFDC, Medicaid, or the SSI State supplement was limited to the first 36 months after entry into the U.S. Similarly, eligibility for RCA and RMA was limited to the first 36 months.
- Effective April 1, 1982, the period of eligibility for RCA and RMA was reduced by regulation to 18 months. In recognition that some States would bear the cost of providing assistance to refugees after this period through their State assistance programs, ORR began to reimburse States for the costs of GA and GMA provided to refugees from the 19th through the 36th month after entry into the U.S. Reimbursement for AFDC,

Medicaid, and the SSI State supplement was retained at 36 months.

- In order to meet the FY 1986 Gramm-Rudman-Hollings legislative requirements that reduced available funds by 4.3 percent, ORR further limited reimbursement to States for their refugee costs for the AFDC and Medicaid programs and the SSI State supplement to the first 31 months after entry into the U.S., effective March 1, 1986. The duration of eligibility for RCA and RMA was retained at 18 months, but the period of Federal reimbursement of refugee GA and GMA costs was limited to the 19th through the 31st month in the U.S.
- Beginning February 1, 1988, the period of reimbursement for AFDC, Medicaid, and the SSI State supplement was further limited to 24 months as a result of the amount of funds appropriated under the FY 1988 Continuing Resolution (Pub. L. No. 100-202). The duration of eligibility for RCA and RMA was retained at 18 months, but Federal reimbursement of refugee GA and GMA costs was limited to the 19th month through the 24th month.
- On August 24, 1988, ORR published a regulation which further reduced the eligibility period for RCA and RMA from the existing 18 months to 12 months, effective October 1, 1988. ORR continued to reimburse States for the cost of providing refugees with AFDC, Medicaid, and the SSI State supplement during the first 24 months after entry, but changed the period of reimbursement for the cost of providing refugees with GA and GMA to the 13th through the 24th month in the U.S.
- On November 22, 1989, the Department informed States that the FY 1990 appropriation of \$210 million for cash and medical assistance and related State administrative costs (CMA) was not sufficient to continue funding at the FY 1989 level, and, therefore, effective January 1, 1990, States must claim CMA costs against a sequence of priorities. States were notified to claim reimbursement for RCA, RMA, and related administrative costs for 12 months, but reimbursements for AFDC, SSI, and Medicaid would be

limited to a refugee's first four months after entry. GA and GMA costs would no longer be reimbursed. By the end of the fiscal year, however, it became clear that the appropriated funds of \$210 million were an estimated \$48.5 million less than the amount necessary to fund the programs as anticipated.

- On September 24, 1990, States were notified that available funds were estimated to provide all States with at least 94.76 percent of the funds needed to cover the costs of the three highest priorities: unaccompanied minors; RCA, RMA, and the administrative costs of providing RCA and RMA; and State administrative costs for the overall management of the refugee program. For States receiving less than 100 percent of estimated needs for these three highest priorities, no funds were provided to cover the lower priorities of AFDC, Medicaid, SSI State supplement, Federal foster care maintenance payments, and case management. States whose pre-

vious CMA awards exceeded 100 percent of estimated expenditures for the higher-priority activities—and thereby provided partial coverage of the lower-priority activities—did not receive any additional reimbursement.

- On December 21, 1990, ORR informed States that the FY 1991 appropriation of \$234 million would be adequate only for the costs of the unaccompanied minors program, RCA and RMA during the refugee's first 12 months in the U.S., and allowable administrative costs for the overall management of the State refugee program. ORR would no longer reimburse States for the cost of providing AFDC, Medicaid, and SSI to refugees.
- On September 11, 1991, States were informed that the amount appropriated in FY 1992 for CMA (\$234 million) would not be sufficient to provide RCA and RMA for twelve months. Accordingly, ORR notified States to reduce the eligibility period for RCA and RMA for new ar-

**Changes in Federal Refugee Funding
of Cash and Medical Assistance a/**

Date of Change	State Share of AFDC/Medicaid/SSI	RCA/RMA	General Assistance (Including GA Medical)
Thru 03/31/81	No time limit	No time limit	No funding
04/01/81	36 months	36 months	No funding
04/01/82	36 months	18 months	Months 19-36
03/01/86	31 months	18 months	Months 19-31
02/01/88	24 months	18 months	Months 19-24
10/01/88	24 months	12 months	Months 13-24
01/01/90	4 months	12 months	No funding
10/01/90	No funding	12 months	No funding
10/01/91	No funding	8 months b/	No funding
12/01/91	No funding	8 months c/	No funding

a/ All time periods counted from refugee's date of arrival in U.S.

b/ For new applicants

c/ For persons receiving RCA/RMA as of 09/30/91.

rivals from twelve months to eight months. For refugees not receiving assistance as of September 30, the reduction in the time period for RCA and RMA was effective October 1, 1991; for recipients on that date, the reduction was effective November 30, 1991. The change in eligibility period did not affect the program for unaccompanied minors. CMA funds were only sufficient to provide for allowable costs in the following priority areas in FY 1992: (1) the unaccompanied minors program, including administrative costs; (2) RCA and RMA and related administrative costs (excluding case management costs) during a refugee's first eight months in the U.S.; and (3) administrative costs incurred for the overall management of the State's refugee program.

- In response to a class action suit filed against the Department on behalf of refugees in the State of Washington, ORR published a final rule on January 10, 1992, which codified the reduction in eligibility period from 12 months to eight months for FY 1992 only. Thus, the period of eligibility for RCA and RMA would return to twelve months for FY 1993 and subsequent years.
- On April 17, 1992, ORR notified States that the Administration's FY 1993 request for refugee and entrant assistance was \$227 million—a reduction of 45 percent from the FY 1992 operating budget of \$410 million. The Administration further proposed a major restructuring of the domestic resettlement program. Targeted assistance, employment services, and the unaccompanied minors program would continue to be provided through the States; however, ORR proposed to terminate the State-administered RCA and RMA programs and to provide cash and medical assistance instead through a private resettlement program (PRP) and a private medical program. Extensive consultations on the proposal were held during the year with States, voluntary refugee resettlement agencies, MAAs, and other participants in the refugee program. In the appropriations process, Congress agreed that the Department could initiate the private programs if it so decided. However, as of the date of this report, the programs had not been implemented because of a court

order requiring the Department to go through a formal rulemaking process, and the RCA and RMA programs were expected to continue through FY 1993.

- At the end of FY 1992, ORR informed States that the FY 1993 appropriation was unlikely to exceed the FY 1992 appropriation level and that these funds would not be sufficient to sustain a 12-month eligibility period during the transition to the new PRP. Accordingly, on September 17, 1992, ORR published a final rule which continued the reduced (eight-month) period of eligibility for RCA and RMA through FY 1993.

Cash Assistance Utilization

Based on information provided by States in their Quarterly Performance Reports to ORR, the number of refugees reported as receiving Refugee Cash Assistance declined by about 10 percent from the year before. The table on pages 22 and 23 shows RCA utilization reported by States as of September 30, 1992, and one year earlier, at the close of FY 1991, and two years earlier, at the close of FY 1990. The number of refugees receiving RCA on September 30, 1992, was 33,583. This compares with 37,455 on RCA reported as of September 30, 1991; 38,407 on RCA reported as of September 30, 1990; and 23,618 on RCA as of September 30, 1989.

The increase in RCA recipients between FY 1989 and FY 1992 does not necessarily indicate increased dependency for refugees, however. It could reflect the higher admission numbers for the later years and the changes in family composition of newer arrivals. Previously, ORR calculated a dependency rate which included refugee receipt of AFDC and the State supplement to Federal SSI. As of September 30, 1989, the dependency rate for refugees who had arrived during the preceding 24 months was 48.5 percent. However, CMA appropriation levels have curtailed Federal reimbursement of the State costs of refugee recipients of categorical public assistance programs. Since ORR collects data only on those recipients for whom Federal refugee program funding is provided, it is no longer able to provide figures on refugee utilization of the categorical public assistance programs.

Refugee Cash Assistance (RCA) Trends

a/ State	Adjusted for Secondary Migration					
	Refugee Arrivals FY 1990	RCA b/ Recipients As of 9/30/90	Refugee Arrivals FY 1991	RCA b/ Recipients As of 9/30/91	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92
Alabama	313	50	305	136	308	52
Arizona	1,452	155	1,456	486	1,348	346
Arkansas	159	25	207	26	177	23
California c/	31,121	8,205	33,318	9,387	32,832	6,405
Colorado	1,172	386	1,260	503	1,144	276
Connecticut	1,577	258	1,180	360	1,255	183
Delaware	66	15	23	17	78	28
Dist. Columbia	655	44	990	239	762	291
Florida	6,643	1,354	5,286	2,025	16,149	5,669
Georgia	2,020	430	2,595	520	3,076	632
Hawaii	324	177	264	152	298	110
Idaho	285	39	263	99	233	23
Illinois	4,474	1,456	4,045	1,663	5,647	1,414
Indiana	327	82	320	76	272	62
Iowa	850	209	1,016	197	947	156
Kansas	720	336	593	406	708	546
Kentucky	513	110	623	155	513	0
Louisiana	870	217	912	298	1,063	282
Maine	357	178	227	170	116	47
Maryland	2,549	428	2,067	660	3,421	428
Massachusetts	4,733	1,595	3,371	1,072	4,183	817
Michigan	2,238	496	2,178	633	2,705	662
Minnesota	2,238	550	1,888	453	2,525	475
Mississippi	100	90	83	131	52	38
Missouri	1,492	292	1,437	340	1,777	357
Montana	99	32	98	93	65	104
Nebraska	596	201	897	399	711	531
Nevada	276	81	319	121	338	85
New Hampshire	245	110	187	64	164	28
New Jersey	2,668	584	2,341	598	2,915	339
New Mexico	304	124	368	204	332	100
New York	23,325	11,566	15,865	7,394	26,779	6,635
North Carolina	898	201	1,517	215	2,155	228
North Dakota	131	40	185	47	404	40

Refugee Cash Assistance (RCA) Trends

a/ State	Adjusted for Secondary Migration					
	Refugee Arrivals FY 1990	RCA b/ Recipients As of 9/30/90	Refugee Arrivals FY 1991	RCA b/ Recipients As of 9/30/91	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92
Ohio	2,212	352	1,570	206	2,246	503
Oklahoma	444	189	516	235	391	161
Oregon d/	2,363	1,195	1,890	1,149	2,339	1,046
Pennsylvania	4,225	1,695	3,202	1,230	4,005	555
Rhode Island	788	293	439	219	407	141
South Carolina	69	3	136	11	112	50
South Dakota	205	49	288	150	333	85
Tennessee	861	231	976	190	1,069	135
Texas	5,948	1,483	6,249	1,951	5,917	1,585
Utah	683	313	564	187	484	98
Vermont	224	91	208	122	236	67
Virginia	2,163	563	2,023	578	1,902	510
Washington	5,132	1,653	6,870	1,720	8,297	1,242
West Virginia	47	6	27	6	36	20
Wisconsin	1,241	175	1,077	162	1,750	158
Wyoming	12	0	11	0	(13)	0
Other e/	0	0	0	0	148	0
Total	122,407	38,407	113,730	37,455	145,111	33,768

- a/ Caseload data are derived from Quarterly Performance Reports submitted for all time-eligible refugees and entrants by 49 States and the District of Columbia (Alaska does not participate in the program). The arrival figures for FY 1990 and FY 1991 do not include entrants. The arrival figures for FY 1992 include estimated entrant arrivals of 13,500. All years have been adjusted for secondary migration (See Table 17, Appendix A).
- b/ For FY 1990 and 1991, the period of eligibility for RCA was twelve months. For FY 1992, the period of eligibility was eight months.
- c/ California's time-eligible population includes 276 refugees participating in the Wilson/Fish demonstration project in San Diego as of September 30, 1991 and 967 refugees as of September 30, 1992.
- d/ Oregon's totals include 904 refugees participating in the Refugee Early Employment Project (REEP) as of September 30, 1990; 1,011 participating as of September 30, 1991; and 904 participating as of September 30, 1992.
- e/ Includes Alaska, Puerto Rico, and the Virgin Islands.

RCA Utilization by Nationality

Section 412(a)(3) of the Act directs ORR to compile and maintain data on the proportion of refugees receiving cash or medical assistance by State of residence and by nationality. In the most recent annual round of data collection, States reported 31,939 refugees on their RCA caseloads as of June 30, 1992. State reports covered refugees in the U.S. for eight months or less.

Table 16 (Appendix A) summarizes the findings of the 1992 data collection on RCA utilization with all 48 participating States and the District of Columbia reporting. The largest single group was reported to be Vietnamese, who comprised about 43 percent of the reported RCA caseload, while comprising about 41 percent of the time-eligible population. Soviet refugees were the second largest group, representing about 34 percent of the caseload and about 45 percent of the time-eligible population. Other single nationality groups contributed only small fractions to the national caseload.

RCA utilization rates* of time-eligible refugees calculated by nationality varied between 13 and 44 percent. In the four 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 Vietnamese and deflates those for Cambodians and Laotians slightly. If RCA utilization is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1989-92, the best estimates of nationwide RCA utilization rates are about 44 percent for Vietnamese and 13 percent for Laotians (including Hmong). For the Vietnamese, the high RCA rate reflects the large proportion of Amerasian youths admitted in FY 1992. For the fifth consecutive year, the calculated utilization rate for Cambodians appears to exceed 100 percent. It is likely that some States have erroneously classified

cash assistance recipients of other nationalities as Cambodians.

The RCA utilization rate for the Soviets is the lowest of any large group (28 percent) and represents a dramatic decrease from the previous year (50 percent), when a surge in arrivals in the winter and early spring of 1991 contributed to heavy RCA utilization in June, 1991 when the utilization rate was calculated.

Among the other nationality groups, the utilization rates for refugees from Iraq, Cuba, and Eastern Europe range from 40 to 44 percent, while the rates for Afghans, Ethiopians, and Iranians range from 31 to 33 percent.

These figures cannot be compared meaningfully with those from prior years. Over the past decade, ORR has drastically reduced (from 36 months to eight months) the period of eligibility for RCA, while eliminating altogether Federal reimbursement for refugee receipt of AFDC, SSI, and general assistance (GA). As a consequence, States currently report only refugee receipt of RCA and only in the first eight months after arrival. No record is available for receipt of GA after time-expiration of RCA or SSI or AFDC at any time after arrival. The reported figures thus understate—*significantly*—refugee welfare utilization.

Nor should RCA utilization rates be used to compare welfare dependency between refugee groups. A low reported RCA utilization rate does not necessarily indicate overall self-sufficiency of the refugee group soon after arrival. It could mean the family composition of the arriving refugees is such that a larger proportion of the arriving families are eligible for SSI or AFDC. For example, the low RCA utilization rate of the Laotians (13 percent) does not necessarily reflect earlier employment or greater self-sufficiency than for other groups, but rather the

* RCA utilization is based on the time-eligible population as of June 30 of each year. For FY 1992, the time-eligible RCA caseload (31,939) was comprised of refugee RCA recipients in the U.S. eight months or less as of June 30, 1992. For FY 1991 and FY 1990, the time-eligible population included only refugees in the U.S. 12 months or less, 45,966 and 49,119, respectively. For further discussion of the time-eligible population, see the section entitled "Cash and Medical Assistance," pages 18 - 21.

larger proportion of arrivals with young children and the lack of reliable statistics on their AFDC utilization. ORR is exploring alternative methods of data collection which would supplement current State reports of welfare utilization.

● 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 1992, as in previous fiscal years, ORR allocated 85 percent of the social service funds on a formula basis. Under this formula, over \$67 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 previous three fiscal years. States with small refugee populations received a minimum of \$75,000 in social service funds. ORR earmarked a portion of California's allocation of social service funds to a private agency operating a Wilson/Fish demonstration project.

Additionally, about \$3.5 million of available social service funds were allocated to States for the purpose of providing funds to refugee and entrant mutual assistance associations (MAAs) as an incentive to include such organizations as social service providers. The funds were allocated on the same three-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.

Over \$12 million in social service funds (15 percent of the total social services funds available) were used on a discretionary basis to fund a variety of initiatives and individual projects intended to reduce refugee welfare utilization and to address the needs of special populations. A description of these activities is provided, beginning on page 32.

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 1992, ORR con-

tinued to require States with welfare utilization rates at 55 percent or higher as of September 30, 1989 to use at least 85 percent of their funds for priority services, such as English language training, employment counseling, job placement, and vocational training. Other allowable services from the remaining 15 percent of funds include orientation, translation, social adjustment, transportation, and day care.

● Targeted Assistance

In FY 1992, ORR obligated \$48,795,000 for targeted assistance activities for refugees and entrants. Of this, \$24,915,500 was awarded by formula to the 20 States eligible for targeted assistance grants on behalf of their 44 qualifying counties. (This formula was unchanged from previous years except to expand the formula data base to include refugees arriving through September 30, 1991.) Another \$19,000,000 was specially earmarked and awarded to Florida to provide health care to eligible refugees and entrants through Jackson Memorial Hospital and to the Dade County public school system in support of education for refugee and entrant children.

The targeted assistance program funds employment and other 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 or entrant populations, high refugee 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 or entrant population obtain employment with less than one year's participation in the program. The table on pages 16 and 17 presents FY 1992 targeted assistance formula funds by State, while the table on page 27 presents the cumulative funds awarded by formula to eligible States under the targeted assistance program since FY 1983.

The language from the House and Senate appropriation committees' reports on the targeted assistance appropriation provided that 10 percent of the total appropriated for targeted assistance "... be used for grants to localities most heavily impacted by the in-

**Targeted Assistance Ten Percent
Discretionary Grant Awards**

State	KCI	Crime	Educa- tion	Employ- ment	Health	Total
Alabama			69,910			\$69,910
California	400,000	332,936	72,304	233,990	240,414	1,279,644
Colorado				65,000	69,470	134,470
Dist. Columbia				65,000		65,000
Florida				107,500	91,583	199,083
Georgia					90,000	90,000
Illinois		75,000	35,000			110,000
Kansas				36,400	33,600	70,000
Louisiana		46,000				46,000
Maryland				174,899		174,899
Massachusetts		208,608	57,895	218,179		484,682
Michigan	25,000					25,000
Minnesota		67,000	127,000	85,000	95,698	374,698
Nebraska		99,801				99,801
New Jersey		52,500		50,000		102,500
New York		100,000			232,00	332,000
Oregon		100,000				100,000
Pennsylvania					100,415	100,415
Rhode Island					75,781	75,781
Texas		53,989	88,740			142,729
Virginia				60,000		60,000
Washington		100,000	147,733	125,000	89,140	461,873
Wisconsin			56,329	225,000		281,329
Total	\$425,000	\$1,235,834	\$654,911	\$1,445,968	\$1,118,101	\$4,879,500

KCI = Key Counties Initiative. \$250,000 for Los Angeles County, \$150,000 for Orange County, and \$25,000 for Michigan.

flux of refugees such as Laotian Hmong, Cambodians, and Soviet Pentecostals, including secondary migrants . . . [and] awarded to communities not presently receiving targeted assistance . . . as well as those who do" These funds (over \$4.8 million) were awarded competitively under a separate program announcement.

Thirty States submitted 99 proposals in response to the announcement. Sixty-seven projects from 22

States were funded in the four categories (employment, health, education, and crime victimization services) stipulated in the announcement. In addition, two California counties received a total of \$400,000 in funds to provide employment and other services under their Key Counties Initiative projects and the State of Michigan received \$25,000 to implement pilot projects under the Key States Initiative (see page 33).

Summary of Targeted Assistance Funding

FY 1983 - FY 1992

State	Formula Award	Special Funds	Total Awards
California	\$140,719,041	\$1,200,000 *	\$141,919,041
Colorado	2,266,448		2,266,448
Dist. Columbia	109,476		109,476
Florida	89,524,675	121,012,030 **	210,536,705
Hawaii	2,756,337		2,756,337
Illinois	12,076,427		12,076,427
Kansas	2,869,029		2,869,029
Louisiana	1,907,120		1,907,120
Maryland	2,440,556		2,440,556
Massachusetts	8,060,722	900,000 ***	8,960,722
Minnesota	8,905,230		8,905,230
Missouri	961,906		961,906
New Jersey	5,733,674		5,733,674
New York	11,918,454		11,918,454
Oregon	7,055,157	500,000 ****	7,555,157
Pennsylvania	5,133,658		5,133,658
Rhode Island	3,360,064		3,360,064
Texas	5,499,567		5,499,567
Utah	1,751,144		1,751,144
Virginia	5,996,287		5,996,287
Washington	10,901,686		10,901,686
Total	\$329,946,658	\$123,612,030	\$453,558,688

Note: Does not include Targeted Assistance Ten Percent funds.

* FY 89: To address the impact of Armenian refugees on Los Angeles County.

** FY 83-92: To address the impact of the Cuban/Haitian entrants of 1980 (exclusive of impact aid): Jackson Memorial Hospital, \$56,181,855; Dade County Education, \$45,830,175.

*** FY 89-90: To address the impact of secondary migrants on the Lowell school system.

**** FY 90: To address the impact of Soviet Pentecostals on Oregon.

● **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 three national voluntary agencies—United States Catholic Conference (USCC), Lutheran Immigration and Refugee Service (LIRS), and Hebrew Immigrant Aid Society (HIAS)—and placed in licensed child welfare programs operated by their local affiliates such as Catholic Charities, Lutheran Social Services, or Jewish Family 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 eighteenth 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 Southeast Asian unaccompanied minor refugees arriving in the United States in need of foster care greatly decreased during FY 1992 due to new overseas screening policies, dropping from an average of 14 per month in FY 1991 to six per month during FY 1992. Also, 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 and the States, continues to phase out the program in an orderly manner and to place incoming children in programs which both provide ethnic-specific services and are cost-effective.

ORR also began placing the first of 197 Haitian unaccompanied minor entrants from Guantanamo Bay in Cuba. These minors are placed in the licensed child welfare programs operated by the local affiliates of USCC and LIRS in areas with Haitian ethnic community concentration.

Since January 1979, a total of 10,638 children have entered the program. Of these, 1,316 subsequently were reunited with family and 7,173 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, 1992, was 2,149—a decrease of 312 from the 2,461 in care a year earlier. Unaccompanied children are located in 39 States and the District of Columbia (see Table 15).

In progress reports on 1,146 children in 22 States, caseworkers rated children's progress in four categories—English language, general education, social adjustment, and health—on three levels: unsatisfactory, satisfactory, and superior. The sample analysis shows that 77 of the 1,146 are at the elementary level, 876 at the secondary level, 165 at the post-secondary level, and 28 not in school. Caseworker ratings by percentage were as follows:

	Superior	Satisfactory	Unsatisfactory
English language	22.4%	64.5%	13.2%
General education	26.1	61.5	12.9
Social adjustment	24.7	65.6	10.2
Health	29.8	56.2	13.7

Voluntary Agency Matching Grant Program

The Matching Grant program, funded by Congress since 1979, provides an alternative approach to providing resettlement assistance through State administration. ORR awards matching grants of up to \$1,000 per refugee to voluntary agencies which agree to match the ORR grant with equivalent cash or in-kind contributions. The program's goal is to help refugees attain self-sufficiency within four months after arrival, without access to public cash assistance.

The Matching Grant program is characterized by a strong emphasis on early employment, intensive services during the first four months after arrival, and a case management system that monitors the refugees' progress. The types of assistance and services

provided under the Matching Grant program are comparable to those provided to refugees under the State-administered refugee program. ORR requires agencies that receive matching grant funds to provide cash assistance, case management and employment services in-house. They may provide, or arrange for provision of, additional services, such as language training, professional retraining, and medical assistance. Refugees in the Matching Grant program may use publicly-funded medical assistance and may access services through referral to other programs, in addition to those provided by the matching grant agency.

All services are directed toward the twin objectives of the Matching Grant program: the immediate goal of keeping refugees out of the welfare system for the first four months after arrival in the U.S. and the long-term goal of early and permanent self-sufficiency through employment.

Soviet refugees have been the primary beneficiaries of the program since its commencement in 1979. In 1982, for example, Soviets represented only a third of all refugee arrivals, but accounted for over 90 percent of matching grant participants. In the next several years, the relative share of Soviet refugee admissions dropped, and the Federal funds granted under the Matching Grant program declined accordingly. Since 1987, Soviet restrictions on emigration have eased considerably, and refugee arrivals from the Soviet Union have increased dramatically. About 70 percent of the refugees who are currently provided services under the Matching Grant program are Soviets. Eastern Europeans, Ethiopians, Iranians, and Southeast Asians comprise the balance of refugees enrolled in the program. The accompanying table details the fluctuations in funding for the Matching Grant program.

Five voluntary agencies operated programs in over 90 locations last year and provided resettlement services to over 39,000 refugees—about one-third of all refugee arrivals:

- **Council of Jewish Federations (CJF)** was awarded \$33,851,601 to resettle nearly 34,000 refugees. The major resettlement sites were New York City (14,600), Chicago (2,250), Los An-

geles (2,175), San Francisco (1,650), Philadelphia (1,200), and Boston (1,075). About 90 percent were Soviets.

Year	Matching Funds
1980	\$23,588,027
1981	9,910,122
1982	7,308,000
1983	3,827,239
1984	4,000,000
1985	4,000,000
1986	3,805,295
1987	5,828,000
1988	7,659,000
1989	15,808,000
1990	54,936,000
1991	39,035,493
1992	39,036,000
Total	\$218,741,176

- **United States Catholic Conference (USCC)** was awarded \$3,753,719 to resettle 3,375 refugees from more than 30 ethnic groups in 34 sites. Hartford, Grand Rapids, Los Angeles, and Dallas were the major resettlement sites. Most refugees were Amerasians or other Southeast Asians.
- **International Rescue Committee (IRC)** was awarded \$303,107 to resettle over 600 refugees. New York City, Washington, and San Francisco were the major resettlement sites, with San Diego, Seattle, and Atlanta also participating. Refugees from Eastern Europe comprised about two-thirds of the clients, with Ethiopians and Southeast Asians making up the rest.
- **Lutheran Immigration and Refugee Service (LIRS)** was awarded \$669,771 to resettle 800 refugees. The major resettlement sites were Greensboro and Phoenix. About two-thirds were Southeast Asians; the remainder were primarily Soviets and Eastern Europeans.
- **American Council for Nationalities Service (ACNS)** was awarded \$457,802 to resettle 525

refugees in nine sites, with Kansas City, Houston, and St. Louis receiving the majority. Most were Southeast Asians, with the remainder split between Africans (primarily Ethiopian) and Soviets.

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 1992 by health care services in first-asylum camps, in refugee processing centers (RPCs), and after a refugee's arrival in the United States.

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 about \$4.5 million to State and local health agencies through an 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.

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. No separate funding is appropriated: Funds are drawn instead from normal cash and medical assistance grants and social services allocations. For this reason, projects are considered "budget neutral." Wilson/Fish demonstration projects typically emphasize one or more of the fol-

lowing elements:

- Preclusion of otherwise eligible refugees from public assistance, with cash and medical assistance provided instead through specially designed alternative programs.
- Elimination or modification of work disincentives, such as the 100-hour rule in the AFDC-UP program, whereby work effort of as few as 100 hours in a month results in complete ineligibility for the family even if income is low enough to allow for a partial grant.
- Creation of a "front-loaded" service system which provides intensive services to refugees in the early months after arrival, with a constant emphasis on early employment.
- Integration of case management, cash assistance, and employment services, generally under a single private agency that is equipped to work with refugees.
- Development of mechanisms for closer monitoring for refugee progress, including a more effective sanctioning system.

ORR provided \$8,577,451 for cash and medical assistance to Wilson/Fish participants in FY 1992. During FY 1992, the United States Catholic Conference (USCC) was awarded a Wilson/Fish demonstration project for services throughout the State of Kentucky. The program was USCC's response to the State's decision to terminate cash and medical assistance as of March 1, 1992. An award of \$576,032 was made on August 7, 1992 to support interim income and medical assistance for non-AFDC refugees for up to eight months from the date of arrival.

● Oregon Refugee Early Employment Project (REEP)

The Refugee Early Employment Program (REEP) model was the first ORR-approved Wilson/Fish demonstration project. REEP has been in operation since the fall of 1985. Affiliates of three voluntary agencies, United States Catholic Conference, Church World Service and Lutheran Immigration and Refugee Service, determine eligibility for, and pro-

vide cash assistance and case management services to REEP participants. Employment services are provided by the International Refugee Center of Oregon (IRCO), a consortium of MAAs. IRCO job developers coordinate closely with the voluntary agency case managers. Medical assistance is currently provided to all REEP participants through a contract with a full service medical provider.

The goal of REEP is to move refugees away from welfare dependency and toward self-sufficiency through strategies of early assessment and intervention, early service provision, and early job placement.

During FY 1992, 2,403 refugees participated in REEP, representing 96 percent of FY 1992 arrivals. Ninety-one percent received cash assistance prior to employment. Thirty-five percent, or 835, entered unsubsidized employment, and 68 percent, or 570, were still employed on the 90th day after enrollment. The employment costs of the program were \$826 per job placement and \$287 per REEP participant.

● United States Catholic Conference—San Diego

In FY 1990, the United States Catholic Conference (USCC) was awarded a grant for a demonstration project to be operated by its affiliate, Catholic Community Services of San Diego (CCSSD). A continuation grant was awarded in FY 1991 to USCC for the period September 1, 1991 to August 31, 1992. This is the third Wilson/Fish project to be funded, and the first grant awarded directly to a private sector agency.

The project serves USCC-sponsored new arrivals and provides a range of in-house services aimed at increasing the rate of refugee self-sufficiency and decreasing the average length of time on cash assistance. The project provides cash assistance to project participants at a level comparable to cash assistance from State-administered programs. To provide social services for these refugees, ORR earmarked \$217,560 from California's FY 1992 social services formula allocation to this project.

Consistent with ORR cash assistance reimbursement policies, CCSSD serves refugees otherwise eligible for the RCA program (single persons, childless

couples, and intact families not eligible for AFDC). One of its primary goals is to reduce the mean length of time that sponsored refugees receive cash assistance during their first year in the U.S. to five months.

In its first 28 months of operation, CCSSD enrolled 1,063 refugees and Amerasians. One hundred fifty-one later moved, and 64 were deferred from participation for medical reasons. Of these, 778 clients completed their eligibility period, including 498 who were served under the reduced (eight-month) eligibility period. For the latter group, the mean length of dependency was 5.7 months. Sixty-three percent (384) were placed into at least one job, and 50 percent (327) were self-sufficient by the end of their eligibility period.

● Alaska Refugee Outreach (ARO)

The State of Alaska has never operated a State-administered refugee program. In order to provide more effective services to refugees resettled in Alaska, an affiliate of Episcopalian Migration Ministries, Alaska Refugee Outreach (ARO), applied to operate a demonstration project in the Anchorage and Matanuska-Susitna Valley areas. On February 10, 1992, ORR approved a demonstration project to provide English language training, employment assessment, and placement services for new arrivals resettled under the reception and placement grants of EMM and the local affiliate of the United States Catholic Conference. Funding for social services is augmented by \$75,000 from the social service allocation formula and \$12,245 from a social services discretionary grant.

This project is unique in that it does not provide cash assistance to refugees, focusing its efforts instead on early job placement. The voluntary agencies responsible for initial placements of refugees into Alaska take this factor into consideration when selecting refugees for placement in Alaska. Medical assistance is provided to non-Medicaid eligible refugees in the form of a Blue Cross health insurance policy.

As of September 30, 1992, there are 75 refugees enrolled in the Alaska program, with 34 more an-

anticipated by December 31, 1992. None of the refugees resettled in FY 1992 receive welfare. While this program serves a small refugee population, its services are essential to early job placement leading to long-term self-sufficiency.

- **Washington**

On August 2, 1992, ORR approved the State of Washington's application for an alternative cash assistance program under the Wilson/Fish authority. Since approval, the State has had to delay implementation. The project will incorporate both AFDC and RCA refugee populations into one service model, with the AFDC refugee population required to follow the RCA guidelines for registration and participation in employment services. Since the AFDC client population represents more than 60 percent of the refugee caseload, ORR remains committed to implementation of this model.

The Washington application incorporates several very successful aspects of Washington's Key States Initiative (KSI) Track II Work Reimbursement Incentive Program. This KSI program, currently in its fifth year of funding through ORR discretionary grants, reduces reliance on welfare and encourages early employment by reimbursing employed, time-eligible refugees for certain costs associated with employment and training, such as transportation, tools, tuition, training supplies, books, medical insurance premiums, and child care expenses (where no other offsetting Federal day care funds are available).

The earlier the refugee accepts employment, the longer the period of work-related reimbursement. Track II has been very successful in easing the transition from welfare dependency to self-sufficiency for refugees whose initial wages are too low for full economic independence.

- **Kentucky**

In August, ORR awarded a Wilson/Fish Demonstration Project grant to the United States Catholic Conference for welfare assistance throughout the State of Kentucky. The project provides transitional cash as-

sistance and health coverage for newly arriving, non-AFDC eligible refugees. This program filled the void created when the State of Kentucky decided to terminate its refugee cash and medical assistance program. The State of Kentucky continues to provide refugee social services.

- **Cuban Exodus Relief Fund (CERF)**

In September 1991, the Cuban Exodus Relief Fund (CERF) was awarded a grant of \$1.7 million for a Wilson/Fish demonstration project to resettle 1,000 publicly funded and 1,000 privately funded refugees. This project is the second awarded to a non-profit organization and the first to resettle refugees in several States. No additional funds were necessary for FY 1992.

CERF provides medical coverage and other services through a system of sponsors providing clothing, housing, food, and employment services. Refugees participating in the CERF program are precluded from accessing any public assistance for a minimum of 12 months. In agreement with the U.S. Coordinator for Refugee Affairs and ORR, CERF is allowed to use program funds to provide medical assistance for up to 1,000 refugees admitted under the Private Sector Initiative. As of February 14, 1993, CERF had resettled 1,056 refugees at a total cost of \$1,303,896, including \$641 per refugee for medical insurance. To complete its resettlement activities, CERF has requested a six month no-cost extension until August 14, 1993.

National Discretionary Projects

During FY 1992, the Office of Refugee Resettlement approved projects totaling \$12.5 million in discretionary social services funds to support activities designed to improve refugee resettlement at national, regional, State, and community levels. Major discretionary awards included the following:

- \$2.5 million to support the Key States Initiative (KSI) in six States with large numbers of refugees on welfare.

- \$3.6 million in Job Links project grants designed to introduce employable refugees to potential employers in communities which offer good employment opportunities to refugees.
- \$1.2 million in grants under the Planned Secondary Resettlement (PSR) 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.
- \$2.8 million to InterAction as agent for the national voluntary resettlement agencies, to assist in the resettling of an expected 17,000 Amerasian young people and their families.
- \$1.0 million to 24 States and California counties to address special needs of former political prisoners, released as a result of a diplomatic breakthrough with the Vietnamese government.
- \$1.3 million to 15 agencies to establish and administer loan programs to promote micro-enterprises and self-employment among refugees.
- **Key States/Counties Initiative (KSI/KCI)**

In FY 1992, KSI completed its fifth year of operation, extending its cooperative agreements with New York, Minnesota, Wisconsin, Washington, and Massachusetts and approving a new one with Michigan to implement a pilot project. The agreements provide financial support to enable the States to implement individualized plans to increase employment and reduce welfare dependency among targeted populations in selected communities. Each State has identified the target populations, designed strategies to reduce welfare dependency through increased employment, and implemented services based on those strategies. Under KSI,

- **New York** will improve liaison with the New York City public welfare system in order to gain access to clients and provide employment services and referral to the regular service system.
- **Wisconsin** will provide additional funding to local MAAs for enhanced employment services

and work incentives for large, long-term AFDC-dependent families.

- **Washington** will provide assessment and pre-employment training and reimburse clients leaving public assistance for job-related expenses.
- **Minnesota** will provide additional employment services to improve the employment prospects of spouses of KSI participants and will increase work incentives and transitional funding for refugee families that have found employment.
- **Massachusetts** will restructure the State refugee social service system to include a single case management system, reorganized employment services, integration of services and cash and medical assistance, and an alternative case approach to health screening.
- **Michigan** will analyze current deficiencies in its refugee service system and implement pilot projects demonstrating strategies to improve services and outcomes.

ORR also broadened this initiative to include two California counties with persistently high welfare caseloads. With funding provided under the discretionary grant authority of the Targeted Assistance program,

- **Los Angeles County** will implement employment incentives for AFDC-UP refugees who enter the labor market and leave public assistance.
- **Orange County** will offer services to AFDC refugees who are currently deferred from participating in employment services because they work at least 15 hours per week. The project will assist them to become employed full-time and leave assistance.

Total FY 1992 KSI/KCI funding (under both social service and targeted assistance discretionary grant authority) was as follows:

Key States Initiative	
Massachusetts	\$420,000
Minnesota	450,000
New York	450,000
Washington	499,839
Wisconsin	650,000
Michigan	25,000
Total	\$2,494,839
Key Counties Initiative	
Los Angeles	\$250,000
Orange	150,000
Total	\$400,000

KSI Outcomes

The Washington State KSI Project is a statewide program administered by the Division of Refugee Assistance within the Department of Social and Health Services. The Washington KSI project, known as "Track II," promotes early employment by providing transitional support in the form of reimbursement for employment-related expenses and training.

Track II completed its fifth year of operation in FY 1992. During the past year, Track II experienced cost containment policy changes that affected the program for all participants. These changes included a reduction in the reimbursement amount that former cash assistance recipients could receive for work-related expenses. Previously, participants who left welfare due to employment or whose cash assistance was reduced due to earnings were eligible for up to one hundred percent of their grant reduction or savings amount. Currently, former or partial cash assistance recipients are eligible for only 50 percent of that amount. Concurrently, Track II's income levels were reduced. This change focused the program more effectively on the working poor.

In FY 1992, Track II eased the transition from welfare to self-sufficiency for 554 employed refugees. Of the total 1992 KSI population, 82 percent were former cash assistance recipients. The majority (57

percent, or 315 participants) were from either the Aid to Families with Dependent Children (AFDC) or Family Independence (FIP) programs. These outcomes are significant because Washington does not require AFDC recipients to participate in employment, training, or related activities. Another 25 percent (139 participants) were RCA recipients. The remaining 18 percent (referred to as grant diversion clients) were new arrivals who were assisted in finding immediate employment and never received cash assistance.

Welfare savings for the fifth year were \$962,809. (This amount does not include savings in months in which enrollees did not request reimbursement.) Reimbursement outlays for the year totaled \$323,279 for net savings of \$639,530.

Although Washington's KSI served 11 percent fewer clients this year than in FY 1991, the program served more grant diversion clients and enjoyed high participation rates for AFDC and FIP clients. Family size varied widely: 22.7 percent were single, 15.2 percent were households of two persons, 23.5 percent were households of three, 20.6 percent were households of four, and 18.1 percent were households of five or more. The largest households were families of 9, 10, 11, and 14 persons.

Track II has demonstrated its success in moving refugees away from reliance on cash assistance. After five years, nearly 91 percent of all participants are economically self-sufficient. The reversion rate (refugees who returned to cash assistance after leaving the program) for the year was only 9.1 percent. Washington's KSI serves as the model for the KCI currently in the planning stages for Los Angeles County, California, which offers employment-related reimbursements to refugees who leave cash assistance and enter the labor market.

The purpose of the Wisconsin KSI is to reduce the welfare dependency of its predominantly Hmong population through increased employment. The KSI program has been operating since FY 1988. The Wisconsin approach is unique in that its service provider system, by design, consists primarily of Hmong mutual assistance associations (MAAs). The major

elements of the Wisconsin KSI strategy include:

- A system of accountability in which the State holds its provider agencies accountable for achieving a certain number of self-sufficiencies, defined as welfare grant terminations and grant reductions due to increased employment. The level of KSI and refugee social service funding for each MAA is determined each year on the basis of the degree to which the MAA has achieved its self-sufficiency goals for the previous year.
- A set of service strategies designed to help a generally unskilled population to obtain jobs at supportable wages. Strategies include: family-focused case management and self-sufficiency planning; a multiple wage-earner emphasis to place both husbands and wives in jobs; aggressive job development targeting jobs paying \$5.50 per hour and above; on-the-job training and short-term skills training; intensive after placement follow-up and support services to help families retain employment; and motivational counseling involving Hmong leaders as role models and motivators.
- An emphasis on coupling the Wisconsin KSI model with the State's JOBS program in counties with significant numbers of refugee JOBS clients. The Wisconsin refugee office places a priority on assisting KSI service providers to secure JOBS subcontracts to serve refugee JOBS clients. In FY 1992, nine out of 11 MAAs obtained JOBS subcontracts.

The majority (85 percent) of KSI participants in Wisconsin are long-term AFDC-UP Hmong recipients, with an average family size of between five and six members. Most KSI clients have had limited education (an average educational level of 5.5 years) and fair-to-poor English language ability. Most KSI families have lived in the U.S. for six or more years.

The KSI effort resulted in 426 welfare grant terminations and 270 grant reductions in FY 1992. Over the five-year period of operation, the Wisconsin program has placed over 2,300 refugees into employment, resulting in a total of 1,314 families becoming self-supporting and terminating welfare.

In FY 1992, ORR continued its support of the Minnesota KSI in the amount of \$450,000. The current goal is to secure the reforms and programs already initiated under earlier KSI funding. Minnesota accomplished fiscal year outcomes of \$708,428 in welfare savings through 270 case terminations.

The program focuses almost exclusively on employment and support services which can eliminate barriers to employment. Minnesota has adopted a multiple wage earner strategy and includes all employable members of large welfare-dependent families in its population. These are primarily Hmong or Cambodian refugees with low literacy levels and persistent welfare dependency. The State requires service providers to meet specified goals for family self-sufficiencies in its performance-based contracts.

Unique in Minnesota's KSI is an intra-state planned secondary resettlement. Several variables are considered: employment opportunities in cities other than the original resettlement site, alternative site housing supply, degree of local support, and available service and educational opportunities to support a self-sufficient refugee community. During the past year, 44 families were successfully relocated with job placement within one week of resettlement. Four families have purchased their own homes.

The State has strengthened its relationship with its counties so that both Hennepin and Ramsey Counties (which have refugee populations large enough to qualify for targeted assistance funds) now incorporate refugee issues into their long-term local planning. Strengthened MAA relationships have resulted in their aggressive promotion of self-sufficiency goals among their respective communities.

The New York KSI is limited to New York City, where refugees on RCA and General Assistance (GA) have been routinely determined unemployable and "banked" with the large welfare caseload. The KSI cooperative agreement with New York City's Human Resources Administration (HRA) now provides for mandatory referral of refugee RCA and GA recipients to a KSI office where bilingual staff reassess their employability and their eligibility for welfare. Those determined eligible and employable are referred to refugee-specific services—employ-

ment services for refugees ready to enter the work force and job preparation services, such as English language training, for the rest. Through this procedure, KSI has greatly reduced the number of refugees who languish on welfare or attend programs which are inappropriate or ineffective in dealing with their particular obstacles to employment.

Non-participation is not an option, with sanctions enforced by HRA. Significant numbers of refugees reassessed under KSI have left welfare, either because they were already employed or otherwise no longer eligible or due to sanctions. In the past fiscal year, 376 cases have been closed through project activities, providing savings of \$547,882. The 90-day job retention rate was 92 percent. The project exceeded its goals in all outcome and performance goals.

In its second year, the Massachusetts KSI continued to reduce welfare utilization through early employment. The Massachusetts Office for Refugees and Immigrants (MORI) has completely restructured the delivery system for resettlement services, negotiating to eliminate State administrative levels between MORI and refugee service providers. MORI now has a direct relationship with refugee service providers, contracting directly with community agencies. In addition, referral to refugee services, previously the responsibility of the local welfare office, has been given to local voluntary agencies. As a result, refugees are now referred to services even if they do not apply for welfare and enroll in employment services far sooner—during their first month in the U.S. rather than in the fourth month as in the past. Direct services have also increased by 20 percent and job placements have doubled.

● **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 experienced continuing unemployment.

Eligible grantees include States and public and private non-profit organizations that can demonstrate experience in providing services to refugees, such as refugee mutual assistance associations (MAAs) and national and local voluntary agencies. As of the end of FY 1992, there were nine PSR grantees: five MAAs and four voluntary agencies. Five new grants, totaling \$1,208,090, were awarded in the past year to relocate 675 refugees:

Grantee	Amount
Asian Community Services 145 New Street Decatur, Georgia 30030 (Hmong, Lao)	\$110,000
Hmong American Planning and Development Center 921 W. Highway 303, Suite P Grand Prairie, Texas 75051 (Hmong, Lao)	215,343
Catholic Social Services Diocese of Charlotte 1524 East Morehead Street Charlotte, North Carolina 28207 (Hmong, Lao)	259,666
Lutheran Family Services of North Carolina 131 Manley Avenue Greensboro, North Carolina (Lao, Cambodian)	423,500
Southeast Asian Mutual Assistance Association 103 North 9th Street Garden City, Kansas 67846 (Lao)	199,581
Total	\$1,208,000

Three projects—Montana Association for Refugee Services, Billings, Montana; Inter-Religious Council for New York, Syracuse, New York; and Khmer Association, Aurora, Colorado—continued to implement PSR projects through FY 1992 with FY 1991 funds.

PSR Outcomes for Families Resettled Since FY 1983

Number of PSR Participants—As of September 30, 1992, 580 families (2,400 individuals) have relocated from high welfare areas to self-sufficient communities through the PSR program.

Employment—All families found full-time employment soon after arrival in the PSR communities. The majority of PSR families are now multiple wage-earner families with both husbands and wives working. Almost 90 percent work in production jobs in factories, including electronic assembly, furniture-making, and textiles. Men are earning an average of \$6.90 per hour and women an average of \$5.81 per hour.

Family Income—Average monthly income has increased dramatically after relocation. Monthly family income ranged from an average of \$1,830 for FY 1992 projects to \$2,300 for projects with several years of experience. The average family income for all projects was \$1,952 per month.

Welfare Dependency—With the exception of a few elderly family members on SSI, welfare utilization decreased from 100 percent prior to relocation to zero after relocation.

Home Ownership—To date, 103 PSR families have become self-sufficient enough to become homeowners.

Secondary Migration—The staying power of planned secondary resettlements is high. Approximately 95 percent of the refugees who have participated in PSR since FY 1983 have remained in their new communities.

Costs and Benefits—The average cost of resettling families through the PSR program was \$8,000 per family while average welfare cost savings to the government were estimated at \$987 a month per family. At this rate, PSR families, on average, repay the cost to the government in just eight months.

● **Job Links**

ORR awarded a total of \$3,562,355 in 30 grants to States under the Job Links discretionary program.

The purpose of Job Links is to provide supplementary social service funding to qualifying States in which resettlement of refugees is encouraged based on the experience of refugees already in those communities, or where a special initiative is proposed to significantly improve the potential for self-sufficiency. The program seeks to link employable refugees with jobs in communities which have good economic opportunities. All States except those with KSI cooperative agreements or targeted assistance grants are eligible to apply.

General program objectives include the following:

- Increased employment and self-sufficiency.
- Active job development with employers offering job opportunities at self-sufficiency-supporting wages.
- Retention of refugees in communities with good job opportunities.
- Initial resettlement of refugees in communities with histories of effective early employment and self-sufficiency.
- Promotion of secondary migration of refugees to these communities from areas of high refugee impact and high welfare utilization.

A total of \$2,193,602 was awarded to 15 States based on continuation of projects begun the previous year. Fourteen States submitted new applications for funding under a FY 1992 program announcement. All of these were found eligible for a total of \$1,368,753. In addition, the State of Vermont was awarded a grant of \$48,740 from FY 1993 funds. A list of grantees and the activities funded follows.

● **Microenterprise Development Initiative**

In FY 1992, ORR entered its second year of funding microenterprise development and self-employment for refugees. Thirteen grants totaling \$1,324,123 were

Job Links

FY 1992 Applicants

New Hampshire (Manchester)	Employment services, orientation, information and referral, and support services	\$100,000
Colorado (Fort Collins, Colorado Springs, Denver)	Support services	100,000
Ohio (Franklin County)	Employment services	50,000
South Carolina (Statewide)	Employment services, ESL, support services	82,785
Virginia (Southern Virginia)	Employment services, ESL	100,000
Kansas (Southwest Kansas, Johnson County)	Employment services, VESL, support services	100,000
Texas (Houston)	Employment services	35,968
Louisiana (Baton Rouge)	Job development, ESL	100,000
Missouri (St. Louis)	Skills assessment, employment services, VELT, child care, placement, support services	100,000
Mississippi (Gulf Coast)	Employment services, counseling, child care, OJT, mental health, entrepreneurial training	100,000
Nebraska (Lincoln)	Employment services	100,000
Illinois (Statewide)	Skills upgrading	100,000
Pennsylvania (Eastern)	Employment services	100,000
New Jersey (Atlantic City, Middlesex County)	Employment services, VESL, support services	200,000
	Total, FY 1992 Applicants	\$1,368,753

FY 1991 Applicants

Arizona (Phoenix)	Job development and placement	\$75,000
Idaho (Twin Falls)	Case management, adjustment, employment services, skills training, support services, ELT	184,887

Georgia (Atlanta area)	Computerized job bank, job coaching services, child care	\$200,000
Oklahoma (Tulsa, Oklahoma City)	Employment enhancement, group training, job search, short-term vocational training, ELT	165,000
New Mexico (Albuquerque)	Case management, job development, placement and follow-up, job orientation, ESL, transportation	127,848
Iowa (Sioux City, Davenport)	VESL, day care, employment services	250,000
Connecticut (Statewide)	Job development, counseling, support services	130,128
Alabama (Bayou la Batre)	Multi-service center with ESL, day care	170,000
Tennessee (Nashville, Memphis)	Job upgrading, counseling, employment services, VESL, support services	211,072
South Dakota (Sioux Falls)	Employment services, ELT, support services	75,795
Montana (Missoula)	Job development, ELT	81,654
North Carolina (Charlotte, Morganton, Greensboro)	Employment services, adjustment, support services, mental health services	159,680
North Dakota (Bismarck, Fargo)	Case management, employment services, job development, support services	78,707
Kentucky (Louisville, Bowling Green, Lexington)	Skills training, counseling, ELT, OJT, employment services	185,000
Maine (Portland)	Employment services, job readiness, support services	98,931
	Total, FY 1991 Applicants	\$2,193,602
	Job Links Total, FY 1992 and 1991 Applicants	\$3,562,355

ELT English Language Training
 ESL English as a Second Language
 JTPA Job Training Partnership Act
 OJT On the Job Training
 VELT Vocational English Language Training
 VESL Vocational English as a Second Language

awarded to organizations to operate microenterprise development projects. Six of these were continuation awards for projects that are entering their second year. The remaining seven are for new projects.

These projects are intended for refugees on public assistance—or at risk thereof—who are newly arrived in the U.S. and who possess few personal assets, or who lack a credit history that meets commercial lending standards. The program participants must engage in some entrepreneurial activity, regardless of how modest in size, and may use market-rate loans, not to exceed \$5,000, to start or to expand small business ventures.

Funds may be used by intermediary agencies for the administrative costs of the program and for any combination of the following:

- For credit (direct loans, loan guarantees, revolving loan funds, and peer lending programs) for establishing and expanding microenterprises.
- For technical assistance and support to refugee entrepreneurs in business-related activities.
- For training in business-related matters or for specific vocational English language training.

Grants were awarded as follows:

Continuation Awards

Church Avenue Merchants Block Association Brooklyn, New York	\$96,500
Coastal Enterprises, Inc. Wiscasset, Maine	165,000
Center for Southeast Asian Refugee Resettlement San Francisco, California	80,000
Economic and Employment Development Center Los Angeles, California	105,000
Institute for Social and Economic Development Iowa City, Iowa	174,123

International Refugee Center of Oregon Portland, Oregon	90,000
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Total	\$710,623
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New Awards

Jewish Vocational Service Boston, Massachusetts	\$100,000
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Women's Self-employment Project Chicago, Illinois	105,000
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Ethiopian Community Development Council Arlington, Virginia	97,500
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Interim Community Development Association Seattle, Washington	97,500
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Kahlihi Palama Immigrant Services Honolulu, Hawaii	96,500
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Lutheran Children and Family Services of Eastern Pennsylvania Philadelphia, Pennsylvania	97,000
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Merced County Department of Economic and Strategic Development Merced, California	20,000
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Total	\$613,500
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Two additional grants, totaling \$72,139, were awarded for technical assistance to microenterprise grantees:

Institute for Cooperative Development Manchester, New Hampshire	\$50,000
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Institute for Social and Economic Development Iowa City, Iowa	22,139
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Total	\$72,139
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- **Hmong Self-Sufficiency Project**

In FY 1992, ORR provided a third year of funding in the amount of \$89,000 to the Merced County Human Services Agency to continue its Hmong self-sufficiency project. Modeled after the Wisconsin Key States Initiative, the Merced project uses a set of employment strategies aimed at reducing welfare dependency through increased employment. Services are provided to a predominantly Hmong population through a Hmong MAA, Lao Family Community of Merced. The ORR funds are matched by county targeted assistance funds. In its second year of operation, the project achieved 15 grant terminations and 27 welfare grant reductions due to employment, representing 89 percent of its goal.

- **Hmong National Strategy Implementation**

A three-year Hmong national plan of action to increase self-sufficiency and reduce welfare dependency was drafted and adopted at a national conference of Hmong community representatives in March 1991. The Hmong National Strategy Coordinating Committee (HNSCC), comprised of 12 Hmong representatives from different regions of the U.S., was elected at the conference to oversee implementation of the national plan. ORR funded the Committee in FY 1991 to support its implementation efforts.

The Committee received \$84,605 in ORR discretionary funding in FY 1992 to continue working with Hmong communities throughout the country to implement the Hmong national plan of action. A grant was awarded to the Committee through its fiscal agent, Asian Community Services of Decatur, Georgia.

In FY 1992, HNSCC members held meetings in 40 Hmong communities to assist these communities to develop local plans and timetables for implementing parts of the Hmong national self-sufficiency strategy. By the end of FY 1992, 36 communities had developed and had begun to carry out local implementation plans. In addition, the Committee established a bi-monthly newsletter for Hmong communities nationwide to disseminate information on available jobs and favorable resettlement oppor-

tunities in different Hmong communities and on successful efforts undertaken by Hmong communities to implement the national plan.

- **Amerasian Initiative**

ORR continued for another year its cooperative agreement with InterAction to assist in the resettlement of the more than 17,000 Vietnamese Amerasians and family members who entered the United States in FY 1992. Amerasians are children born in Vietnam to Vietnamese mothers and American fathers. They and their accompanying family members are admitted to the U.S. under the Amerasian Homecoming Act of 1988 (Pub. L. No. 100-202) as immigrants, but are entitled to the same social services and assistance benefits as refugees.

Most of the more than 56,000 arrivals who have resettled in the U.S. since enactment of the Amerasian Homecoming Act have not joined established relatives. To provide them with specialized services and the companionship of others in the same situation, they are being placed in a number of "cluster sites" about the country. These sites have the capacity to absorb the new arrivals and have provided good resettlement opportunities in the past. In FY 1992, the national voluntary resettlement agencies designated approximately 55 such communities for cluster resettlement of free case Amerasians. Under the InterAction agreement, local affiliates of the national voluntary agencies may undertake comprehensive planning for the Amerasian caseload and may apply for sub-grants from InterAction for special activities to assist in Amerasian resettlement.

In FY 1992, ORR made \$2,770,535 available to InterAction under the cooperative agreement. InterAction made sub-grants to communities throughout the United States which expected to receive more than 100 Amerasians and family members each. Communities which received sub-grants of approximately \$35,000 were Boston and Springfield, Massachusetts; Portland, Maine; Buffalo, Rochester, Syracuse, Utica, Binghamton, and the Bronx, New York; Newark and Trenton, New Jersey; Philadelphia and Pittsburgh, Pennsylvania; the Washington D.C. area; Richmond, Virginia; Greensboro, North

Year	Obligations
1988	593,232
1989	960,555
1990	2,176,675
1991	2,963,679
1992	2,770,535
Total	\$9,434,676

Carolina; Jacksonville and Orlando, Florida; Mobile, Alabama; New Orleans and Baton Rouge, Louisiana; Louisville, Kentucky; Chicago, Illinois; Lansing and Grand Rapids, Michigan; Minneapolis, Minnesota; Fargo, North Dakota; Oklahoma City, Oklahoma; Dallas, Houston, and Beaumont, Texas; Salt Lake City, Utah; Denver, Colorado; Lincoln, Nebraska; Phoenix and Tucson, Arizona; Santa Clara, San Diego, Orange County, Los Angeles, Sacramento, and Oakland, California; Portland, Oregon; Seattle and Tacoma, Washington; Honolulu, Hawaii; Burlington, Vermont; Hartford, Connecticut; St. Louis and Kansas City, Missouri; Sioux Falls, South Dakota; Memphis and Nashville, Tennessee; Davenport, Iowa; Wichita, Kansas; and Atlanta, Georgia.

● **Cambodian Network Council**

The Cambodian Network Council (CNC), a national network of 58 Cambodian grassroots organizations, received a discretionary grant of \$109,888 in FY 1992 to work in partnership with Cambodian MAAs and Cambodian community leaders to address issues confronting Cambodians in their resettlement in the U.S.

During FY 1992, CNC continued the work of the Cambodian Network Development Project (CNDP), based in Washington D.C., in pursuing the twin objectives of building leadership among women, youth, and Cambodian services providers and strengthening the coalition of Cambodian communities and MAAs and their work.

In support of this work, CNC held one national and three local consultations with over 375 participants.

Two consultations were convened in Long Beach, California and one each in Denver, Colorado and Dayton, Ohio. A youth workshop was organized in Houston, Texas.

CNC continues to publish a quarterly newsletter **Community Focus** and has expanded its data base of readers to 1,758. To strengthen its members' organizational activities, four technical training sessions were conducted in conjunction with the 4th Cambodian National Convention; a strategy meeting was held in Washington, D.C.; a women's leadership training workshop was held in Denver, Colorado; and a system of regular notification of grant announcements for all active coalition members was established. To further the work of the coalition, CNC has raised, through grassroots efforts, \$25,000 from the Cambodian community and an additional \$32,500 from other sources.

● **Refugee Crime Victimization**

ORR continued its interagency agreement with the Community Relations Service (CRS) of the Department of Justice to address problems of refugee crime victimization. ORR provided \$125,000 to CRS to convene a national workshop in Washington, D.C. on the barriers facing Southeast Asian refugee resettlement and to exchange information among victimization grantees about methods to improve communication between refugee and law enforcement communities. CRS also conducted regional and local workshops in the Seattle/Tacoma area of Washington; New Orleans, Louisiana; Providence, Rhode Island; Phoenix, Arizona; and Fresno, Sacramento, Stockton, and Orange County, California. CRS also supported the participation of refugee crime victimization project staff at several other crime-related meetings. Under the ORR/CRS agreement, CRS is working with the California Commission of Peace Officers Standards and Training to develop a training curriculum to assist police departments working with or hiring Southeast Asian police.

● **Former Vietnamese Political Prisoners**

Through its social services formula grants which are based on the number of FY 1991 arrivals, ORR

granted over \$1 million in discretionary funds to 24 States to support former Vietnamese political prisoners and their accompanying family members. This funding is intended to support the target population with special services such as peer support, adjustment and referral services, employment and vocational training, and special orientation. Grant recipients were the following:

California (Los Angeles, San Diego, Santa Clara, Alameda, and Orange Counties)	\$461,803
Texas (Houston and Dallas)	99,983
Washington	41,491
Virginia	39,520
Georgia	32,314
Florida	28,374
Massachusetts	27,360
Arizona	25,221
Pennsylvania	23,251
New York	21,280
Michigan	18,747
Nebraska	18,353
Maryland	17,790
Louisiana	17,396
Tennessee	14,468
Missouri	14,243
Illinois	13,849
Oregon	13,511
Minnesota	12,892
North Carolina	11,991
Oklahoma	11,879
Kentucky	11,541
New Jersey	11,485
Colorado	11,259
Total	\$1,000,301

Program Monitoring

In FY 1992, 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.

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

- Of 73,438 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), 26,009 were placed into jobs during FY 1992. The annual entered employment rate achieved by local employment providers funded through refugee social services was 35 percent. Unit costs associated with participation in employment services averaged \$377 nationally. The national average cost for job placement was \$1,078 per individual, a one percent decrease over job placement per capita costs in FY 1991.
- Employment retention rates recorded during FY 1992 indicate that 67 percent of all refugees placed into employment retained their jobs for at least 90 days.
- As of September 30, 1992, the average hourly wage reported by all States for refugees placed into employment by ORR-funded employment services was \$5.48.
- Nearly 47,000 refugees were enrolled in English language training classes during FY 1992. Of these, approximately 20,450 (or 44 percent) completed at least one level of training. Average unit costs for ESL enrollment were \$272; for completion of at least one level, unit costs averaged \$624.

In addition to the activities described above, social services dollars paid for a wide array of supportive services, including on-the-job training, try-out employment, vocational English language training, interpretation and translation services, mental health counseling, social adjustment, and transportation and day care costs associated with employment. Because this is a State-administered program, the mix of services varies among States, depending on local population needs.

● **Field Monitoring**

While in previous years ACF Regional Office staff carried out monitoring of ORR projects, in FY 1992 this responsibility was assumed by the ORR headquarters staff. In all, 31 State refugee programs were visited. A summary of significant field monitoring during FY 1992 follows:

Alabama—ORR staff monitored service providers in Bayou La Batre. A day care center, an ESL and employment service provider, and the local Cambodian community were visited.

Arizona—Staff participated in a meeting of the Arizona International Refugee Consortium and also visited several social service projects.

Arkansas—Site visits were made to Little Rock, Fort Smith, and Hot Springs to meet with the State Refugee Coordinator and voluntary agency and contract staff.

California—Staff consulted with the State Coordinator's office, received a county-by-county briefing, visited service providers in Sacramento County, accompanied State and county staff on a review of service providers in Santa Clara County, reviewed the service procurement process in that county, and conducted a review of the Hmong self-sufficiency project in Merced County.

Colorado—Staff attended conferences of the Refugee Service Providers' Network aimed at redesigning coordination of services in anticipation of decreasing financial resources.

Connecticut—Staff consulted with the State Coordinator's office and met with local voluntary agency and MAA leaders on program issues and funding concerns. Staff also met with State health officials to review medical screening of refugees.

Florida—ORR staff, including ORR-Florida Office staff, monitored service providers in Dade County and visited Jackson Memorial Hospital, a pilot project serving Haitian students, a day care facility, an employment service provider, and a correctional facility. On another visit, staff participated in a

statewide conference in preparation for implementation of the Private Resettlement Program.

Georgia—ORR staff, at the request of the State, provided technical assistance in job development to local employment specialists in Atlanta.

Hawaii—Staff monitored the health screening program for refugees in Honolulu, with emphasis on coordination between the State health department and INS.

Illinois—Staff took part in a conference of the Illinois consortium of Mutual Assistance Associations aimed at improving relations between MAAs and ORR.

Iowa—Staff visited ESL and employment services sites and participated, with refugee leaders, State staff, and a statewide consortium of refugee service providers, in a conference on the implications of the Private Resettlement Program.

Kansas—Site visits were made to Kansas City, Topeka, Wichita, Dodge, Garden City, and Liberal to meet with the State Refugee Coordinator, voluntary agency, MAA, and contract staff, leading to a successful State application for Job Links funding.

Kentucky—Staff monitored the Louisville Refugee Ministries, an affiliate of the U.S. Catholic Conference, prior to and leading to implementation of a Wilson/Fish demonstration project in that State.

Louisiana—Staff met with the State Refugee Coordinator and voluntary agency staff in New Orleans, Baton Rouge, and Lafayette to review administration and program operation coordination.

Massachusetts—Staff consulted with the State Coordinator's office to review results of the State KSI program and progress of a Wilson/Fish proposal to totally redesign the State refugee program.

Michigan—Staff participated in a meeting of a statewide advisory consortium.

Minnesota—Staff took part in a meeting of the Lao Family Community, met with State staff and MAAs,

visited a refugee housing project, and conducted a review of KSI and targeted assistance providers.

Missouri—ORR staff visited St. Louis and Kansas City to meet with the State Refugee Coordinator and voluntary agency staff.

Nebraska—Staff conducted site visits to social service providers in Omaha, Hastings, and Lincoln.

Nevada—ORR staff observed refugee social services provided in Las Vegas in English language training, employment counseling, and job development.

New York—Staff reviewed the status of the State KSI Program and its phase-out plan, resulting in improvements in tracking and data reporting.

Ohio—Staff met with State refugee officials, monitored county refugee assistance services, met with voluntary agencies and MAAs, and attended consortia meetings in Columbus, Cincinnati, Toledo, Akron, and Cleveland.

Oregon—Staff conducted site visits to the major employment services contractor, visited pre-employment training classes, and interviewed job developers about Portland labor conditions.

South Dakota—With the State Refugee Coordinator, staff monitored the voluntary resettlement agency which receives most ORR service grants.

Tennessee—Staff met with the State Refugee Coordinator, monitored service providers in Nashville, and interviewed key personnel from Catholic Charities, a local MAA, and a community-based organization serving refugees.

Texas—Site visits were made to Dallas, Houston, and Halton City for conferences with the State Refugee Coordinator, voluntary agencies, MAAs, employment contract specialists, and ESL service providers.

Utah—Staff conducted a site visit to observe employment and other social services and targeted assistance projects.

Vermont—Staff consulted with State officials on revising the administrative structure of the State

refugee program, with the State deciding to contract for services rather than provide them directly.

Virginia—ORR staff joined Virginia officials to monitor social services and targeted assistance grants in Arlington County.

Washington—Staff monitored the State KSI program focusing on the amount and duration of employment-related reimbursements received by participants. Staff also met with State officials, MAAs, service providers, and local volags.

Wisconsin—Staff monitored State KSI performance and reviewed activities of all State sub-contractors.

● Audits

In FY 1992, the results of audits conducted pursuant to the Single Audit Act of 1984 (Pub. L. No. 98-502) and special purpose audits performed by the HHS Office of Inspector General were issued to several States administering refugee programs. The findings are summarized below.

- **Arkansas**—Auditors recommended that the State agency maintain proper documentation to support financial reports and refund \$21,942 in unsupported costs.
- **Colorado**—Auditors recommended that the State establish procedures to identify and collect overpayments.
- **Florida**—Auditors recommended that the State agency develop a system to cancel uncashed checks and refund \$29,061 in interest earned on uncashed checks. Auditors also recommended that the State refund \$1,112,250 in payments for ineligible recipients and adopt improved procedures to remove ineligible recipients from the payment system.
- **Hawaii**—Auditors recommended that the State agency monitor and review subrecipient audits to ensure that refugee assistance expenditures are audited in accordance with applicable Federal rules and regulations.

- **Illinois**—Auditors recommended that the State establish monitoring plans, document case files properly, and review vouchers prior to payment.
- **Massachusetts**—Auditors recommended that the State should strengthen procedures to ensure that quarterly financial status reports are filed timely, eligibility is redetermined every six months, case files are closed promptly so that ineligible refugees do not receive assistance, and expenditures on quarterly reports are verified by source documents.
- **Washington**—Auditors recommended that the State agency document services provided when establishing eligibility of recipients.

Program Evaluation

The Office of Refugee Resettlement (ORR) continued its program of evaluation to determine the effects and outcomes of special program initiatives, to identify ways to improve program effectiveness, and to obtain up-to-date information on the socioeconomic situation of selected refugee populations and communities.

- **Contracts Awarded in FY 1992**

No new contracts were awarded in FY 1992.

- **Studies in Progress**

The following evaluation study remains in progress:

Evaluation of the Key States Initiative, contracted to Deloitte Touche of Seattle, Washington, for \$336,781 in FY 1987 for a two-year period and \$296,746 in FY 1989 to continue the study for an additional 18 months, to conduct an 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, Washington, Wisconsin, and Massachusetts—to implement multi-year self-suf-

ficiency strategies tailored to the specific circumstances in each State.

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 includes 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. The contract is scheduled to end in FY 1993; a final report will be available at that time.

- **Studies Completed in FY 1992**

No studies were completed in FY 1992.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1992. 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 1992 for the approximately 1.5 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 and the population profile section of the text.

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. Since the summer of 1988, the monthly report has included a tabulation of arriving Amerasian immigrants by State. 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 and a separate county tabulation of Amerasians. 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.

ment, English language ability, and occupation. Reports summarizing this information are being developed.

Section 412(a)(8) of the Immigration and Nationality Act requires the Attorney General to provide ORR with information supplied to the INS by refugees applying for permanent resident alien status. This collection of information (on form I-643) 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 has begun to link the new information with the arrival record, creating a longitudinal data file. During FY 1990, ORR developed a new data entry screen to improve the process of capturing data from this form. ORR is considering using migration data gleaned from these adjustment of status information forms as the future source of secondary migration adjustments. (See discussion of secondary migration on page 50.)

In FY 1992, ORR continued to work with the Refugee Data Center (funded by the Bureau for Refugee Programs of the 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 achieve-

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. Under the Act, the U.S. Coordinator for Refugee Affairs manages both the normal and emergency processes for setting admissions levels.

Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1993 took place in September and October, 1992. After considering Congressional views, the President signed Presidential Determination No. 93-1 on October 2, 1992, setting the FY 1993 world-wide refugee admissions ceiling for funded admissions at 122,000 for FY 1993, allocated to regional subceilings as follows: 52,000 refugees from East Asia, 50,000 from the former Soviet Union; 1,500 from Eastern Europe; 7,000 from the Near East and South Asia; 7,000 from Africa; 3,500 from Latin America and the Caribbean; and 1,000 admissions numbers to be allocated as needed.

An additional 10,000 refugee admission numbers are contingent on private sector funding. This year, another 10,000 refugee admissions numbers were 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.

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:

- Persons in Cuba, El Salvador, Guatemala, and Haiti.
- Persons in the former Soviet Union.
- Persons in Vietnam.

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. All tables referenced by number appear in Appendix A.

Nationality of U.S. Refugee Population

Southeast Asians remain the largest category among recent refugee arrivals. Approximately 1,029,600 have resettled in this country since 1975. Seventy-eight percent have been in the U.S. for more than five years, long enough to become citizens.* About 29 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 four 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 1992, the Vietnamese made up 65 percent of the total while 21 percent were from Laos, and about 14 percent were from Cambodia. A little less than one-half of the

refugees from Laos are from the highlands of that nation and are culturally distinct from the lowland Lao.

With over 1,029,600 persons, the Southeast Asians have probably surpassed 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, about 44,000 Cuban refugees have arrived, which is less than five percent of all the Cuban refugees in the country.**

Approximately 321,000 Soviet refugees arrived in the United States between 1975 and 1992; the peak periods have been 1979-1980 and 1988 to the present. Those permitted to emigrate by the Soviet authorities have been primarily Jews, Armenians, and, more recently, Pentecostal Christians.

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 more than 38,000, with the largest numbers having arrived in 1982 and 1983. Almost 40,000 Romanian refugees have entered since April 1, 1980, along with over 10,000 refugees from Czechoslovakia, 6,000 from Hungary, and lesser numbers from the other Eastern European nations. By the end of FY 1992, the refugee population from Afghanistan was over 30,000 while that from Ethiopia exceeded 31,000. Almost 37,000 Iranians and almost 10,000 Iraqis have

* The following discussion does not include the more than 56,000 Vietnamese Amerasians and their accompanying families members who have been admitted under the Amerasian Homecoming Act of 1988.

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

entered the United States in refugee status. Exact figures on the number of persons granted refugee status since April 1, 1980 are presented in Table 13.

Geographic Location of Southeast Asian Refugees

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. Growth in the State populations of Southeast Asian refugees during FY 1992 was due primarily to new arrivals from overseas, as the reported secondary migration during FY 1992 was low relative to the size of the population.

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 1992, and the resulting totals were adjusted for secondary migration using new data presented below. At the close of FY 1992, 10 States were estimated to have in excess of 20,000 residents who arrived as Southeast Asian refugees. This population now exceeds 715,000, and represents almost 73 percent of Southeast Asian refugee arrivals.

The proportion of Southeast Asian refugees living in California is estimated at 39.8 percent, about the same proportion as estimated since 1987. Over a ten-year period from 1983 to 1992, ORR data show a declining trend in secondary migration to California so that most of the State's growth in refugee population now can be attributed to initial placements of new arrivals who are joining established relatives. Almost all of these 10 States maintained 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 1992.

State	Number	Percent
California	409,800	39.8%
Texas	76,900	7.5
Washington	47,800	4.6
Minnesota	37,700	3.7
New York	36,000	3.5
Massachusetts	32,200	3.1
Pennsylvania	31,600	3.1
Illinois	31,000	3.0
Virginia	26,100	2.5
Oregon	22,200	2.2
Total	715,300	72.9%

Secondary Migration

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 Refugee Assistance Amendments of 1982 amended the Refugee Act of 1980 (section 412(a)(3)) 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 (ORR-11) and the current method of estimating secondary migration in 1983 in response to this directive. The principal use of such data is to allocate ORR social service funds to States. The most recent compilation was June 30, 1992.

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. With the assistance of their sponsors, almost all arriving refugees apply for social security numbers immediately upon arrival in the United States. Therefore, the first three digits of a refugee's social security number are a good indicator of his or 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, 1992. 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. Several States were able to add information on persons receiving only social services and not covered by cash and medical reporting systems. The reports received in 1992 covered approximately 33 percent of the refugee population of less than three years' residence in the U.S.

Compilation of the tabulations submitted by all reporting States results in a 53 x 53 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 three 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 after arrival 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 17.

Almost every State experienced both gains and losses through secondary migration. On balance, eleven States gained net population through secondary migration. The largest net gain was the State of Washington, with net in-migration of 2,872. North Carolina, with strong in-migration and little out-migration, recorded a net gain of 1,261, perhaps due to its strong Planned Secondary Resettlement programs. California and New York recorded the largest net losses due to migration, 626 and 543, respectively.

Another gauge of the effect of migration (other than the magnitude) is the proportion of the refugee population currently served by States who are secondary migrants. For all States combined, the average was only about eight percent. For California, only about four percent of refugees currently served initially resettled in another State. The comparable figure was only about two percent in New York. In other States, secondary migrants were a large proportion of the service population, particularly in Arkansas (46 percent), Mississippi (45 percent), North Carolina and Iowa (both with about 33 percent). Other States with a significantly larger than average proportion of their service population who are secondary migrants include Washington and South Dakota (19 percent), Kansas (18 percent), Oklahoma and Texas (15 percent), and Louisiana (14 percent).

Examination of the detailed State-by-State matrix showed two major migration patterns: a movement into Washington and North Carolina from most 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.

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 example, children and the elderly, 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 entry-level jobs meet the requirements of families that can include several dependent children as well as dependent adults. During FY 1992, 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 1992, ORR completed its 21st 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 1987 through April 1992 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 1992 survey continues the practice of including only those refugees who have arrived in the U.S. during a five-year period ending five 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. five years or less and who were included in the sample in the past four years are again included in the new 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 five 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. However, due to time constraints, the data presented here are analyzed cross-sectionally.*

Results of the 1992 survey indicate a labor force participation rate of 37 percent for those in the sample

* A technical description of the survey can be found on page 59 of this section.

Current Employment Status of Southeast Asian Refugees,* 1992

Year of	Labor Force Participation (Percent)					Unemployment Rate (Percent)				
	In 1988	In 1989	In 1990	In 1991	In 1992	In 1988	In 1989	In 1990	In 1991	In 1992
1992	—	—	—	—	33	—	—	—	—	32
1991	—	—	—	23	37	—	—	—	14	19
1990	—	—	21	35	34	—	—	31	28	14
1989		21	35	32	37	—	27	14	18	11
1988	20	30	33	36	35	21	24	5	12	14
1987	30	35	30	31	35	24	5	2	9	6
Total** Sample	37	37	36	36	37	8	11	8	14	16
U.S.*** Rates	66	66	66	66	66	5	5	5.5	6.4	7.2

*Household members 16 years of age and older.

**The figures for "total sample" include members of households whose sampled person arrived during the 5-year period preceding the survey.

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

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, the unemployment rate was 16 percent in 1992 for Southeast Asian refugees entering the past five years, compared with 7.2 percent for the total U.S. population.

Thus, for refugees who entered the U.S. after April 1987, labor force participation was considerably lower than for the overall United States population and the unemployment rate was about twice as high. 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 1987 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).

During the past decade, both longitudinal and cross-sectional analysis of labor force data for recent refugee arrivals has shown that their participation rate increases during the first year and then levels off, with little if any improvement in labor force participation rate between the second and fifth years. Those refugees who are in the labor force tend to have high unemployment the first year in the U.S., but their unemployment rate after five years parallels that for the U.S.

Data from the 1992 survey are basically consistent with these trends. The labor force participation rate for refugees who have been in the U.S. less than six months was about 15 percent in 1992, rose to 39 percent for those in the U.S. seven to 12 months, and then did not change significantly for refugees who had been in the U.S. for up to five years. One encouraging sign—or perhaps a statistical anomaly—was that the labor force participation in 1992 of that year's arrivals (33 year percent) was higher than that of first year arrivals in 1991 (23 percent). However, unemployment, one of the two components of the labor force, was particularly high for 1992 arrivals (32 percent compared to 14 percent in 1991 for 1991 arrivals).

For the Southeast Asian refugee population, labor force participation has remained relatively steady with a slight declining trend over the past decade. The rate was 44 percent in 1985, 41 percent in 1986, 39 percent in 1987, 37 percent in 1988 and 1989, 36 percent in 1990 and 1991, and 37 percent again in 1992.

The recent data on unemployment rates indicate the record of refugees who do participate in the labor force in finding jobs and the effects of the recent recession. In October 1985, the unemployment rate for Southeast Asian refugees arriving in the five previous years was 17 percent. It declined to a low of eight percent in 1988. The unemployment rate for refugees rose to eleven percent in 1989, dropped

again to eight percent in 1990, climbed again to 14 percent in 1991 and 16 percent in 1992.

Data by year of entry illustrate the effects of length of time in the U.S. on unemployment. For 1987 arrivals, for example, unemployment decreased from 24 percent in 1988 to six percent by 1992. Subsequent arrivals saw decreases as well, though of lesser magnitude.

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, almost 42 percent of the employed adults sampled held white collar jobs in their country of origin; only about 19 percent held similar jobs in the United States in 1992. While 11 percent were professional or managerial workers in their country of origin, only one percent were so employed in the U.S. Conversely, far more Southeast Asian refugees hold blue collar jobs in the U.S. than they did in their countries of origin. The survey data indicate, for example, a four-fold increase in skilled blue collar occupations and doubling in semi-skilled jobs over the proportions in those jobs in Southeast Asia. Over one-third of the employed were farmers or involved in fishing in their country of origin.

**Current and Previous Occupational Status
of Southeast Asian Refugees
1992**

Occupation	In Country of Origin	In U.S.
Professional/ Managerial Sales/Clerical	11.2% 30.4	0.9% 18.5
Total, White Collar	41.6	19.4
Skilled Semi-skilled Laborers	4.8 12.9 1.0	19.4 30.5 12.4
Total, Blue Collar	18.7	63.3
Service workers Farmers/fishers	9.3 36.8	17.7 0.6
Total, Other	46.1	18.3

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 young adults 16 to 24 years of age, the pursuit of education was the overriding concern. For those between the ages of 25 and 44, family needs also became a major concern, and for those over the age of 44, health problems predominated as the reason for not seeking work. These factors have typically been most important, relative to other factors, as reasons for not seeking work for these age groups. Limited English language ability was not indicated as the predominant reason for not working for any age group. For example, only seven percent of 35 to 44-year-olds indicated limited English as their principal

reason for not working. However, as has been found in previous surveys, English proficiency does affect labor force participation. For those refugees in the 1992 sample who judged themselves to be fluent in English, the labor force participation rate was 52 percent, compared with 37 percent for those who spoke English "a little" and only eight percent for those who indicated that they did not speak or understand English at all.

Effects of English Language Proficiency, 1992

Ability to Speak and Understand English	Labor Force Participation	Unemployment
Not at all	7.6%	31.3%
A little	37.3%	21.0%
Well	48.2%	8.3%
Fluently	51.8%	17.2%

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

Reasons for Not Seeking Employment, 1992*

Southeast Asian Refugees Citing:

Age Group	Limited English	Education	Family Needs	Health	Other
16-24	5.8%	85.7%	3.4%	1.0%	4.1%
25-34	5.5%	35.4%	39.6%	6.1%	13.4%
35-44	7.4%	12.5%	55.1%	18.4%	6.6%
Over 44	6.9%	9.7%	23.4%	49.7%	10.3%

* 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.

Achieving Economic Self-Sufficiency

The achievement of economic self-sufficiency hinges on the mixture of refugee skills, refugee needs (including such factors as household composition and size), 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.

Refugees in the survey are asked to assess their English language competency at the time of their arrival. These self-assessments have proved to be 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. For example, in 1989, 14 percent of the newest arrivals reported that they spoke English well or fluently upon arrival, but in 1990, only five percent of the 1989 arrivals claimed that degree of fluency in English.

Background Characteristics at Time of Arrival by Year of Entry for Southeast Asian Refugees 16 Years of Age or Over, 1992

Year of Entry	Average Years of Education	Percent Speaking No English	Percent Speaking English Well or Fluently
1992	8.8	42.9	9.8
1991	9.0	42.8	7.2
1990	8.1	51.1	5.0
1989	5.4	64.8	6.4
1988	4.5	65.2	3.4
1987	4.1	74.3	0.1

Note: These figures refer to self-reported characteristics of incoming Southeast Asian 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 1992 survey who arrived from 1987 to 1992.

About 10 percent of 1992 arrivals indicated that they spoke English well or fluently, while 43 percent indicated that they spoke no English. The average number of years of education completed was about nine for the 1992 arrivals.

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 57.) The figures have historically (prior to 1986) shown increasing labor force participation, decreasing unemployment, and increasing weekly wages over time in the United States. For 1992, the picture is somewhat mixed. While wages tended to increase with time in the U.S., the unemployment rate was higher for refugees in the U.S. 31-60 months than for 25-30 months, and their labor force participation rate was not significantly higher than that for refugees who had been in the U.S. a shorter time. This mixed pattern in these measures of adjustment is like the 1991 pattern.

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. (These figures appear in the table on page 58.)

Households that receive no cash assistance average 4.8 members and 2.3 wage earners. Households receiving cash assistance have an average of 5.6 members and no wage earners, while those with a mix of earnings and assistance income average 6.1 members and 1.7 earners. Children under age 16 were about 44 percent of persons in households with cash assistance income only, compared with 27 percent of persons in households with public assistance and earnings income and 16 percent of persons in households with earnings income only. Only five percent of Southeast Asian refugee households dependent solely on public assistance contained one or more persons fluent in English. About forty percent of

households with earnings income only reported at least one fluent English speaker.

Compared with the seven previous surveys, the 1992 survey showed no significant change in the proportion of Southeast Asian households that were entirely self-sufficient, a decreasing proportion receiving some combination of assistance and earnings, and an increasing proportion dependent on public assistance only. The proportion with earnings income only was

32.9 percent for the 1992 sample, a fraction that has varied little since 1985. The proportion with public assistance and earnings income has decreased since 1985, from about 26 percent to 14.8 percent in 1992. And conversely, the proportion with assistance income only has increased, from 40.5 percent in 1985 to 52.3 percent in 1992. The figures for 1992 were similar to those for 1991.

**Patterns in the Adjustment of Southeast Asian Refugees
Age 16 and Over* 1992**

Length of Residence in Months

	0-6	7-12	13-18	19-24	25-30	31-60
Labor force participation	15.2%	39.2%	35.5%	34.2%	38.4%	39.5%
Unemployment	**	29.2%	20.5%	20.0%	4.9%	17.0%
Weekly wages of employed persons	**	\$172.01	\$182.34	\$180.86	\$189.68	\$215.92
Percent in English training	51.5%	57.1%	44.4%	28.1%	33.6%	12.3%
Percent in other training or schooling	39.4%	18.5%	20.9%	43.8%	29.4%	32.0%
Percent speaking English well or fluently	36.4%	27.1%	46.1%	62.3%	58.8%	43.4%
Percent speaking no English	15.2%	18.7%	10.8%	8.2%	11.8%	23.0%

*In previous reports this table included Southeast Asian refugees living in households receiving cash assistance. 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. A substantial proportion of the individuals covered were not in the same households one year earlier.

**Base number of persons in this category is less than 10.

**Proportion of Southeast Asian Households by
Income Type: 1985-1992**

	Public Assistance Only	Both P.A. and Earnings	Earnings Only
1992	52.3%	14.8%	32.9%
1991	52.6	13.7	33.8
1990	49.4	17.0	33.6
1989	49.9	17.0	33.1
1988	46.5	19.0	34.5
1987	47.0	21.0	32.0
1986	45.0	24.0	31.0
1985	40.5	26.0	33.5

find jobs and move toward economic self-sufficiency in their new country. The survey also shows labor force participation stable. These trends may indicate continued progress of many refugees toward self-sufficiency, but they also indicate that some refugees have difficulty in finding or retaining work and have withdrawn from the labor force. The data also indicate that the proportion of Southeast Asian refugees dependent solely on public assistance has increased over the past decade.

Overall, findings from ORR's 1992 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

**Characteristics of Households Containing Cash Assistance Recipients
and Households Containing No Cash Assistance Recipients, 1992**

Southeast Asian Refugee Households with:

	Assistance Only	Assistance and Earnings	Earnings Only	Total Sample
Average household size	5.6	6.1	4.8	5.4
Average number of wage-earners per household	0.0	1.7	2.3	1.0
Percent of household members:				
Under the age of 6	18.1%	8.8%	4.7%	12.1%
Under the age of 16	43.5%	26.6%	16.1%	31.7%
Percent of households with at least one fluent English speaker	4.6%	10.3%	39.9%	17.2%
Percent of sampled households	52.3%	14.8%	32.9%	N = 598

Technical Note: The ORR Annual Survey, with interviews held between September and November 1992, is the 21st in a series conducted since 1975. It was designed to be representative of Southeast Asians who arrived as refugees between May 1, 1987 and April 30, 1992, 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 five years.

The 1992 sample included 718 persons, of whom 98 were first selected for the 1988 survey, 140 in 1989, 122 in 1990, 217 in 1991, and 141 in 1992. A total of 598 interviews were completed, or 83.3 percent of the full sample.

Of the 484 refugees sampled from 1988 through 1991 and interviewed in 1991, 439 (91 percent) were interviewed again in 1992. In addition, 29 refugees from the earlier samples who were not interviewed in 1991 were located and interviewed in 1992. Of the 141 refugees first sampled for the 1992 survey, 130 (92.2 percent) were interviewed.

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, applies to refugees of all nationalities. During FY 1992, a total of 100,911 refugees adjusted their immigration status under this provision. About 950,000 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 5,365 in FY 1992. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 25 years since this legislation was passed, approximately 541,000 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 1992 are not available; these provisions are no longer being used for large numbers of refugees.

The Immigration Act of 1990 amended section 209 to double from 5,000 to 10,000 yearly, effective in FY 1991, the maximum number of adjustments of status for aliens who have been granted political asylum and who have resided in the U.S. for at least one year. A large backlog of persons waiting to adjust status under this provision had accumulated, because the 5,000 limit was reached every year beginning in FY 1984. The Immigration Act of 1990 also waived the annual limit for asylees whose applications for adjustment of status had been filed on or before June 1, 1990. Accordingly, a total of 10,658 asylees were granted permanent resident status in FY 1992.

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

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 five 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 1991, the most recent year for which data are available, approximately 254,000 former Southeast Asian refugees became U.S. citizens. This represents about one-third of Southeast Asian refugee arrivals through FY 1985. 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. On average, the Southeast

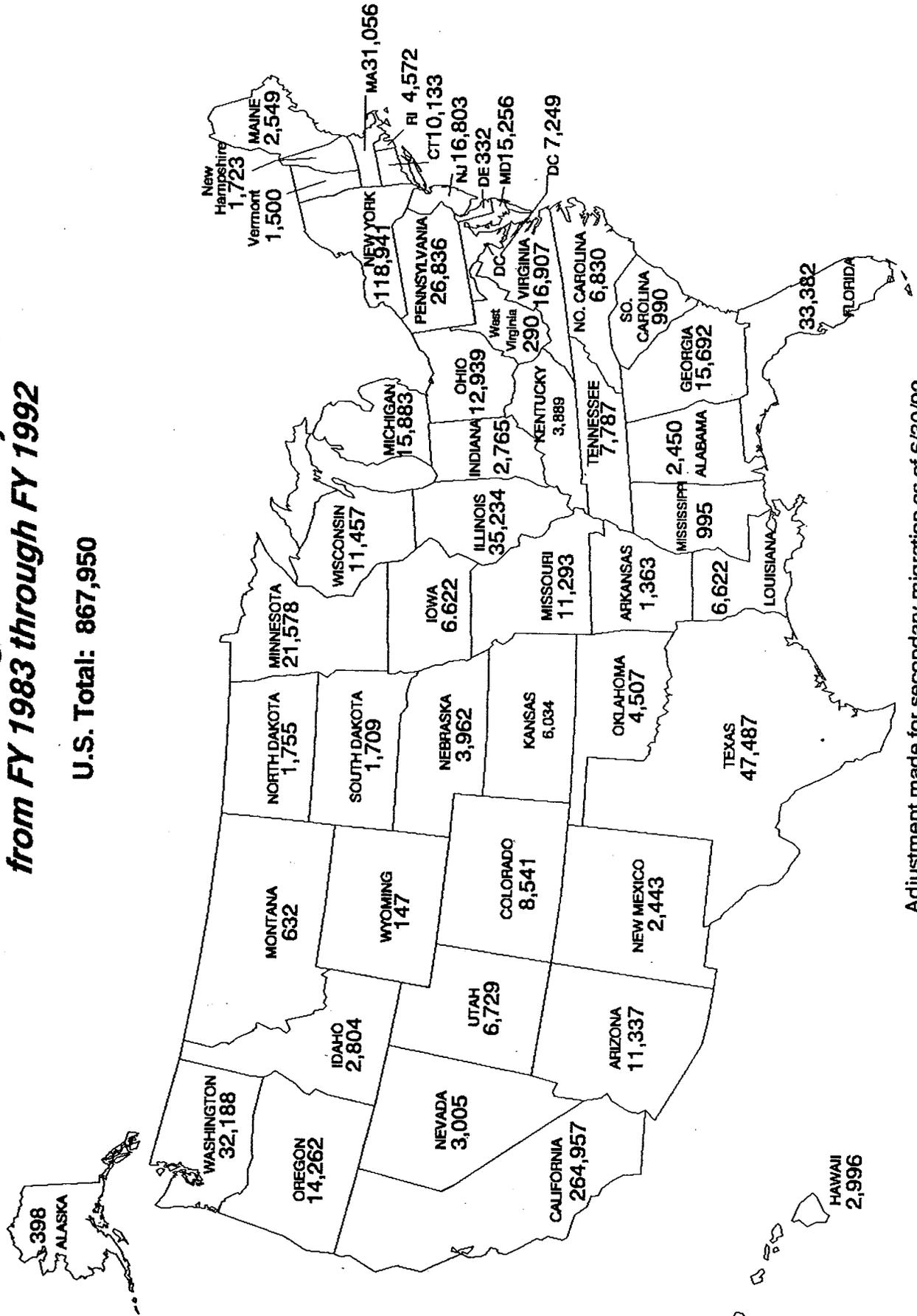
Asians who become naturalized citizens are doing so in their eighth or ninth year of residence in the U.S.

By way of contrast, from 1980 through 1991, about 133,000 Cubans became U.S. citizens, but the great majority of them had arrived in the U.S. before 1975. This total represents a mixture of Cubans who arrived as immigrants, as entrants in 1980, as refugees during the 1980s, or as refugees in earlier decades. Because the history of Cuban refugee migration is longer and more complicated than that of the Southeast Asians, their naturalization rate cannot be estimated from the published data with reasonable confidence. Compared to other refugee groups, Cubans who had naturalized in recent years waited for a relatively long time to do so, more than 12 years on average.

The other large refugee group of the 1970s and 1980s, the Soviets, show a higher propensity to naturalize once they become permanent resident aliens than the Southeast Asians or the Cubans. From 1980 through 1991, more than 59,000 persons born in the U.S.S.R. became citizens, and this represents 57 percent of those who arrived from 1975 through 1985 as refugees. The Soviets who naturalized during most of the 1980s did so on average after six or seven years in the U.S., but by the early 1990s this average had lengthened to nine or ten years.

Cumulative Refugee Arrivals by State from FY 1983 through FY 1992

U.S. Total: 867,950



Adjustment made for secondary migration as of 6/30/92

IV. REFUGEE RESETTLEMENT—Directions for the Future

The 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. To accomplish this goal, ORR provides funds for language training and employment services to enable them to find early employment. In addition, funds are provided for cash and medical expenses prior to self-sufficiency for refugee families not eligible for other cash and medical assistance programs, such as AFDC or Medicaid. These funds are necessary because few refugees possess the resources to support themselves and their families during the first few months after arrival while they are learning a new language and job skills.

In recent years, increased admission levels, combined with reductions in appropriated funds have led to reductions in the time period that ORR can provide funds for assistance to refugees. Reimbursement to States for refugee participation in State assistance programs—AFDC, SSI, and Medicaid—was eliminated in FY 1991, while the period of eligibility for Refugee Cash Assistance and Refugee Medical Assistance has been dramatically curtailed—from a high of 36 months in 1980 to 12 months in FY 1989 and to eight months in FY 1992.

The reduced availability of RCA and RMA will require special efforts on the part of States, as well as public and private agencies which provide services to refugees, to assist refugees to become self-sufficient more quickly. We will continue our efforts to work with the States, particularly those States most heavily impacted by refugees, through the expanded use of programs which are designed to increase self-sufficiency, such as Wilson/Fish demonstration projects and the Key States Initiative (KSI) program.

In FY 1993, ORR will continue to monitor the progress of innovative methods of service delivery found in its Wilson/Fish demonstration projects. ORR will continue to fund the Oregon Refugee Early Employment Project (REEP), which 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 will also continue to fund projects established in San Diego in FY 1991 and Kentucky in FY 1992 by the United States Catholic Conference. USCC is the first private organization awarded funds to operate alternative programs of refugee resettlement. Another alternative program to provide language and employment services, administered by Alaska Refugee Outreach (ARO), an affiliate of Episcopal Migration Ministries, will also continue. ORR is also working with the State of Washington toward a new Wilson/Fish project which would combine innovative work incentives with alternative methods of providing cash and medical assistance.

The Key States Initiative (KSI), another program that has proved effective in helping refugees to find employment and move off welfare, is now in operation in six States. Over the past five years, KSI job placements and welfare terminations have increased dramatically, generating significant welfare cost reductions. The Key Counties Initiative (KCI), begun last year in two California counties (Orange and Los Angeles), will continue to provide services through the KSI model, primarily to Southeast Asians.

During the past year, ORR continued its innovative Microenterprise Development program and awarded grants of over \$1.3 million to 13 non-profit organizations to provide business training, technical assistance, and credit. These projects are intended for refugees on public assistance or at risk thereof. Organizations may make market-rate loans of up to \$5,000 to refugees seeking to create or expand income-generating enterprises. ORR will continue to monitor this program carefully in FY 1993 to determine its impact on refugee self-sufficiency.

ORR plans to continue its commitment to populations which are especially vulnerable and in need of special protection.

Over 19,800 political prisoners and accompanying family members from Vietnam arrived in FY 1992,

and larger numbers are expected in 1993. Many of these families face unique problems associated with long periods of separation and confinement, creating a need for special social services beyond the initial resettlement period. ORR will continue to provide funds to supplement current social service funds in States and counties with a significant numbers of former prisoners.

The past year also brought the arrival of over 17,000 **Amerasians** and accompanying family members. Somewhat smaller numbers are expected again in the coming year. ORR will again make funding available in localities with significant Amerasian populations to encourage community coordination and to provide counseling and case management services.

ORR also plans to continue the **Planned Secondary Resettlement (PSR)** program in FY 1993. In the past decade, PSR has relocated over 2,400 refugees from areas of high unemployment and welfare dependency to communities with more favorable prospects for employment. In the past year, ORR has published and distributed an evaluation of the program which details the successful techniques used by growing communities to attract ambitious refugee families and help them find jobs that will bring their families self-sufficiency.

The high cost of reception, transportation, and resettlement of refugees has prompted interest in alternative methods of funding refugee admissions. One promising method is the **Private Sector Initiative**, where admission of refugees is contingent upon the involvement of refugee communities and sufficient support to cover the reasonable costs of such admissions.

For FY 1993, the admission ceiling is set at 10,000 privately funded refugees. ORR expects the actual number of admissions to fall short of this ceiling, however, as has been the pattern of the past several years. ORR is committed to encouraging the involvement of the private sector in refugee resettlement and will continue to work with the State Department in promoting this program.

APPENDIX A

TABLES

Table 1

**Southeast Asian Refugee and Amerasian Arrivals:
1975 through September 30, 1992**

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
October 1, 1988--September 30, 1989	37,066
October 1, 1989--September 30, 1990	38,758
October 1, 1990--September 30, 1991	37,958
October 1, 1991--September 30, 1992	34,298
TOTAL, Indochinese Refugees	1,029,572
Resettled under Amerasian Homecoming Act of 1988:	
October 1, 1987--September 30, 1988	366
October 1, 1988--September 30, 1989	8,714
October 1, 1989--September 30, 1990	13,359
October 1, 1990--September 30, 1991	16,501
October 1, 1991--September 30, 1992	17,100
TOTAL, Amerasians (includes accompanying family members)	56,040
TOTAL, Southeast Asian Refugees and Amerasians	1,085,612

Prior to the passage of the Refugee Act of 1980, most Southeast Asian refugees entered the U.S. 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.

Country	Table 2 Refugee and Amerasian Arrivals by Country of Citizenship:										
	FY 1983 - FY 1992										
	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1992
Afghanistan	1,466	1,443	1,595	1,741	2,212	3,161	2,418	2,200	2,021	2,790	21,047
Albania	1,168	1,339	104	42	74	47	82	44	42	56	2,998
Bulgaria	102	563	344	105	149	108	151	125	129	137	1,913
Cambodia	185	199	2,337	2,168	2,897	1,786	9,845	19,175	19,727	13,041	71,360
Cuba a/	3,845	3,930	4,538	3,802	3,093	292	143	180	87	617	20,527
Czechoslovakia	16	153	331	910	664	1,031	1,427	948	822	1,227	7,529
Ethiopia	2,929	4,086	3,114	1,722	1,449	1,800	1,265	1,739	2,517	2,544	23,165
Hungary	2	12	259	1,055	773	664	653	520	544	644	5,126
Iran	1,963	2,650	3,098	4,840	6,288	6,628	3,203	3,421	2,862	902	35,855
Iraq	3,381	823	66	103	43	196	305	232	161	1,583	6,893
Laos	7,272	9,232	8,717	12,561	14,597	13,394	12,313	5,195	7,218	2,907	93,406
Liberia	619	1	0	1	4	0	0	0	0	0	625
Libya	1	344	1	1	2	2	1	5	0	0	357
Nicaragua	18	194	634	341	201	36	0	0	0	0	1,424
Poland	163	371	1,623	3,569	3,323	3,410	3,577	2,822	4,300	5,508	28,666
Romania	1,506	4,533	4,077	3,280	2,834	2,999	2,588	4,456	4,293	3,741	34,307
Somalia	1,534	119	17	45	6	2	0	0	1	0	1,724
Sudan	127	6	59	6	1	2	0	3	0	4	208
USSR	60,866	38,344	49,775	39,383	20,024	3,458	793	647	730	1,371	215,391
Vietnam b/	26,841	28,450	27,803	21,925	17,571	19,656	21,700	25,222	24,856	22,819	236,843
Amerasians	17,100	16,501	13,359	8,714	366	0	0	0	0	0	56,040
Others c/	507	289	412	224	162	193	90	233	291	145	2,546
Total	131,611	113,582	122,263	106,538	76,733	58,865	60,554	67,167	70,601	60,036	867,950

a/ Includes persons admitted under the Private Sector Initiative. Does not include entrants.

b/ Refugees only. Amerasians and accompanying family members listed separately.

c/ Countries with fewer than 100 arrivals each year from FY 1983 - FY 1992.

Country	Table 3 Refugee and Amerasian Distribution by Country of Citizenship												
	FY 1983 - FY 1992												
	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1992		
Afghanistan	1.1	1.3	1.3	1.6	2.9	5.4	4.0	3.3	2.9	4.6	2.4	2.4	
Albania	0.9	1.2	0.1	0.0	0.1	0.1	0.1	0.1	0.1	0.1	0.3	0.3	
Bulgaria	0.1	0.5	0.3	0.1	0.2	0.2	0.2	0.2	0.2	0.2	0.2	0.2	
Cambodia	0.1	0.2	1.9	2.0	3.8	3.0	16.3	28.5	27.9	21.7	8.2	8.2	
Cuba	2.9	3.5	3.7	3.6	4.0	0.5	0.2	0.3	0.1	1.0	2.4	2.4	
Czechoslovakia	0.0	0.1	0.3	0.9	0.9	1.8	2.4	1.4	1.2	2.0	0.9	0.9	
Ethiopia	2.2	3.6	2.5	1.6	1.9	3.1	2.1	2.6	3.6	4.2	2.7	2.7	
Hungary	0.0	0.0	0.2	1.0	1.0	1.1	1.1	0.8	0.8	1.1	0.6	0.6	
Iran	1.5	2.3	2.5	4.5	8.2	11.3	5.3	5.1	4.1	1.5	4.1	4.1	
Iraq	2.6	0.7	0.1	0.1	0.1	0.3	0.5	0.3	0.2	2.6	0.8	0.8	
Laos	5.5	8.1	7.1	11.8	19.0	22.8	20.3	7.7	10.2	4.8	10.8	10.8	
Liberia	0.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.1	
Libya	0.0	0.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Nicaragua	0.0	0.2	0.5	0.3	0.3	0.1	0.0	0.0	0.0	0.0	0.2	0.2	
Poland	0.1	0.3	1.3	3.3	4.3	5.8	5.9	4.2	6.1	9.2	3.3	3.3	
Romania	1.1	4.0	3.3	3.1	3.7	5.1	4.3	6.6	6.1	6.2	4.0	4.0	
Somalia	1.2	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.2	0.2	
Sudan	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
USSR	46.2	33.8	40.7	37.0	26.1	5.9	1.3	1.0	1.0	2.3	24.8	24.8	
Vietnam a/	20.4	25.1	22.8	20.6	22.9	33.4	35.8	37.6	35.2	38.0	27.2	27.2	
Amerasians	13.0	14.5	10.9	8.2	0.5	0.0	0.0	0.0	0.0	0.0	6.5	6.5	
Others b/	0.5	0.2	0.5	0.3	0.1	0.1	0.2	0.3	0.3	0.5	0.3	0.3	
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	

a/ Refugees only. Amerasians and accompanying family members from Vietnam are listed separately.

b/ Countries with fewer than 100 arrivals in each year from FY 1983 - FY 1992.

Table 4
Refugee and Amerasian Arrivals by State of Initial Resettlement:

State	FY 1983 - FY 1992										1983-1992
	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	
Alabama	311	329	270	218	72	136	284	235	353	242	2,450
Alaska	81	50	69	27	7	11	65	41	27	20	398
Arizona	1,520	1,686	1,520	1,069	678	703	958	1,175	828	1,200	11,337
Arkansas	71	149	122	120	69	178	146	153	212	143	1,363
California	33,249	32,778	31,015	30,879	34,895	23,383	19,550	21,454	21,390	16,364	264,957
Colorado	1,135	1,284	1,205	1,055	479	675	693	633	771	611	8,541
Connecticut	1,217	1,226	1,639	1,140	798	699	793	908	963	750	10,133
Delaware	64	20	61	57	12	21	39	15	19	24	332
Dist. Columbia	1,100	1,332	1,237	956	428	344	423	385	468	576	7,249
Florida	5,321	5,609	6,629	5,024	3,617	1,236	1,293	1,652	1,409	1,592	33,382
Georgia	3,124	2,608	2,131	1,495	765	937	1,014	1,292	1,355	971	15,692
Hawaii	336	294	336	269	192	362	257	308	302	340	2,996
Idaho	305	345	323	245	175	76	327	524	399	85	2,804
Illinois	5,083	3,947	4,535	5,142	2,398	2,145	2,619	2,951	3,361	3,053	35,234
Indiana	350	406	354	228	118	114	293	317	331	254	2,765
Iowa	808	873	961	862	457	404	770	575	595	317	6,622
Kansas	700	687	799	524	270	416	529	826	720	563	6,034
Kentucky	640	755	577	314	211	191	398	381	245	177	3,889
Louisiana	811	796	712	382	280	394	604	775	989	879	6,622
Maine	157	266	364	184	173	139	266	285	437	278	2,549
Maryland	3,142	2,001	2,166	1,842	985	888	853	1,024	1,426	929	15,256
Massachusetts	4,185	3,402	4,660	4,338	2,819	1,653	2,281	2,836	2,598	2,284	31,056
Michigan	2,682	2,279	2,263	1,674	1,096	1,163	1,083	1,046	1,067	1,530	15,883
Minnesota	2,754	2,010	2,246	2,834	2,602	2,005	1,912	1,715	1,870	1,630	21,578
Mississippi	44	106	111	95	53	78	140	140	122	106	995
Missouri	2,065	1,664	1,622	1,079	554	609	992	917	970	821	11,293
Montana	88	106	102	61	56	72	28	33	51	35	632
Nebraska	791	1,034	648	365	166	197	187	126	204	244	3,962

Table 4
Refugee and Amerasian Arrivals by State of Initial Resettlement:
FY 1983 - FY 1992

State	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1992
Nevada	305	335	277	298	240	271	265	275	381	358	3,005
New Hampshire	213	226	286	253	179	89	65	171	115	126	1,723
New Jersey	2,896	2,604	2,862	2,182	1,288	1,045	964	937	1,054	971	16,803
New Mexico	389	442	324	237	57	136	153	282	217	206	2,443
New York	26,601	16,300	23,293	20,003	7,515	5,196	4,282	4,921	5,359	5,471	118,941
North Carolina	887	884	890	705	410	389	572	619	626	848	6,830
North Dakota	477	256	158	113	79	34	121	209	190	118	1,755
Ohio	2,330	1,677	2,275	1,260	593	705	824	1,024	1,194	1,057	12,939
Oklahoma	354	549	447	340	219	246	446	603	732	571	4,507
Oregon	2,496	1,985	2,331	1,852	929	714	798	965	1,172	1,020	14,262
Pennsylvania	4,222	3,382	4,262	3,668	1,879	1,422	1,797	2,146	2,172	1,886	26,836
Rhode Island	448	401	662	482	409	307	430	512	576	345	4,572
South Carolina	144	133	87	81	64	65	84	79	133	120	990
South Dakota	278	311	247	132	94	95	122	135	135	160	1,709
Tennessee	1,309	1,140	941	672	465	487	918	664	644	547	7,787
Texas	5,918	5,831	5,716	4,047	2,686	3,089	4,280	5,042	5,659	5,119	47,387
Utah	565	637	746	616	351	502	716	896	1,005	695	6,729
Vermont	263	243	249	182	82	103	123	45	109	101	1,500
Virginia	1,987	2,112	2,087	1,413	1,088	1,340	1,543	1,578	2,033	1,726	16,907
Washington	5,421	4,777	4,078	3,676	1,832	2,046	2,457	2,818	2,974	2,109	32,188
West Virginia	46	42	53	18	2	7	24	43	22	33	290
Wisconsin	1,874	1,183	1,240	1,793	1,824	1,342	744	472	587	398	11,457
Wyoming	11	18	12	28	4	4	13	7	19	31	147
Other a/	43	72	63	9	19	2	16	2	11	2	239
Total	131,611	113,582	122,263	106,538	76,733	58,865	60,554	67,167	70,601	60,036	867,950

a/ Includes Territories and unknown States not shown separately.

Table 5
Refugee and Amerasian Distribution by State of Initial Resettlement
FY 1983 - FY 1992 a/

State	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1992
Alabama	0.2	0.3	0.2	0.2	0.1	0.2	0.5	0.3	0.5	0.4	0.3
Alaska	0.1	0.0	0.1	0.0	0.0	0.0	0.1	0.1	0.0	0.0	0.0
Arizona	1.2	1.5	1.2	1.0	0.9	1.2	1.6	1.7	1.2	2.0	1.3
Arkansas	0.1	0.1	0.1	0.1	0.1	0.3	0.2	0.2	0.3	0.2	0.2
California	25.3	28.9	25.4	29.0	45.5	39.7	32.3	31.9	30.3	27.3	30.5
Colorado	0.9	1.1	1.0	1.0	0.6	1.1	1.1	0.9	1.1	1.0	1.0
Connecticut	0.9	1.1	1.3	1.1	1.0	1.2	1.3	1.4	1.4	1.2	1.2
Delaware	0.0	0.0	0.0	0.1	0.0	0.0	0.1	0.0	0.0	0.0	0.0
Dist. Columbia	0.8	1.2	1.0	0.9	0.6	0.6	0.7	0.6	0.7	1.0	0.8
Florida	4.0	4.9	5.4	4.7	4.7	2.1	2.1	2.5	2.0	2.7	3.8
Georgia	2.4	2.3	1.7	1.4	1.0	1.6	1.7	1.9	1.9	1.6	1.8
Hawaii	0.3	0.3	0.3	0.3	0.3	0.6	0.4	0.5	0.4	0.6	0.3
Idaho	0.2	0.3	0.3	0.2	0.2	0.1	0.5	0.8	0.6	0.1	0.3
Illinois	3.9	3.5	3.7	4.8	3.1	3.6	4.3	4.4	4.8	5.1	4.1
Indiana	0.3	0.4	0.3	0.2	0.2	0.2	0.5	0.5	0.5	0.4	0.3
Iowa	0.6	0.8	0.8	0.8	0.6	0.7	1.3	0.9	0.8	0.5	0.8
Kansas	0.5	0.6	0.7	0.5	0.4	0.7	0.9	1.2	1.0	0.9	0.7
Kentucky	0.5	0.7	0.5	0.3	0.3	0.3	0.7	0.6	0.3	0.3	0.4
Louisiana	0.6	0.7	0.6	0.4	0.4	0.7	1.0	1.2	1.4	1.5	0.8
Maine	0.1	0.2	0.3	0.2	0.2	0.2	0.4	0.4	0.6	0.5	0.3
Maryland	2.4	1.8	1.8	1.7	1.3	1.5	1.4	1.5	2.0	1.5	1.8
Massachusetts	3.2	3.0	3.8	4.1	3.7	2.8	3.8	4.2	3.7	3.8	3.6
Michigan	2.0	2.0	1.9	1.6	1.4	2.0	1.8	1.6	1.5	2.5	1.8
Minnesota	2.1	1.8	1.8	2.7	3.4	3.4	3.2	2.6	2.6	2.7	2.5
Mississippi	0.0	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.2	0.2	0.1
Missouri	1.6	1.5	1.3	1.0	0.7	1.0	1.6	1.4	1.4	1.4	1.3
Montana	0.1	0.1	0.1	0.1	0.1	0.1	0.0	0.0	0.1	0.1	0.1

State	Refugee and Amerasian Distribution by State of Initial Resettlement										
	FY 1983 - FY 1992 a/										
	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-1992
Nebraska	0.6	0.9	0.5	0.3	0.2	0.3	0.3	0.2	0.3	0.4	0.5
Nevada	0.2	0.3	0.2	0.3	0.3	0.5	0.4	0.4	0.5	0.6	0.3
New Hampshire	0.2	0.2	0.2	0.2	0.2	0.2	0.1	0.3	0.2	0.2	0.2
New Jersey	2.2	2.3	2.3	2.0	1.7	1.8	1.6	1.4	1.5	1.6	1.9
New Mexico	0.3	0.4	0.3	0.2	0.1	0.2	0.3	0.4	0.3	0.3	0.3
New York	20.2	14.4	19.1	18.8	9.8	8.8	7.1	7.3	7.6	9.1	13.7
North Carolina	0.7	0.8	0.7	0.7	0.5	0.7	0.9	0.9	0.9	1.4	0.8
North Dakota	0.4	0.2	0.1	0.1	0.1	0.1	0.2	0.3	0.3	0.2	0.2
Ohio	1.8	1.5	1.9	1.2	0.8	1.2	1.4	1.5	1.7	1.8	1.5
Oklahoma	0.3	0.5	0.4	0.3	0.3	0.4	0.7	0.9	1.0	1.0	0.5
Oregon	1.9	1.7	1.9	1.7	1.2	1.2	1.3	1.4	1.7	1.7	1.6
Pennsylvania	3.2	3.0	3.5	3.4	2.4	2.4	3.0	3.2	3.1	3.1	3.1
Rhode Island	0.3	0.4	0.5	0.5	0.5	0.5	0.7	0.8	0.8	0.6	0.5
South Carolina	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2	0.2	0.1
South Dakota	0.2	0.3	0.2	0.1	0.1	0.2	0.2	0.2	0.2	0.3	0.2
Tennessee	1.0	1.0	0.8	0.6	0.6	0.8	1.5	1.0	0.9	0.9	0.9
Texas	4.5	5.1	4.7	3.8	3.5	5.2	7.1	7.5	8.0	8.5	5.5
Utah	0.4	0.6	0.6	0.6	0.5	0.9	1.2	1.3	1.4	1.2	0.8
Vermont	0.2	0.2	0.2	0.2	0.1	0.2	0.2	0.1	0.2	0.2	0.2
Virginia	1.5	1.9	1.7	1.3	1.4	2.3	2.5	2.3	2.9	2.9	1.9
Washington	4.1	4.2	3.3	3.5	2.4	3.5	4.1	4.2	4.2	3.5	3.7
West Virginia	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.1	0.0
Wisconsin	1.4	1.0	1.0	1.7	2.4	2.3	1.2	0.7	0.8	0.7	1.3
Wyoming	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.1	0.0
Other b/	0.0	0.0	0.1	0.0	0.0	0.2	0.2	0.0	0.0	0.0	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

a/ Does not include adjustment for migration or death.

b/ Includes Territories and unknown States not shown separately.

Table 6					
Southeast Asian Refugee and Amerasian Arrivals					
by State of Initial Resettlement: FY 1992					
Country of Citizenship					
State	a/				b/ Total
	Amerasian Immigrants	Cambodia	Laos	Vietnam	
Alabama	202	4	0	61	267
Alaska	36	0	0	20	56
Arizona	473	0	0	399	872
Arkansas	10	0	0	46	56
California	3,488	92	4,115	10,885	18,580
Colorado	184	0	31	233	448
Connecticut	189	0	18	163	370
Delaware	0	0	0	12	12
Dist. Columbia	549	0	6	330	885
Florida	457	3	4	621	1,085
Georgia	908	1	27	1,027	1,963
Hawaii	156	0	1	165	322
Idaho	24	0	0	39	63
Illinois	339	5	29	373	746
Indiana	14	0	0	115	129
Iowa	384	0	15	269	668
Kansas	188	0	28	298	514
Kentucky	210	0	2	177	389
Louisiana	285	5	24	469	783
Maine	47	0	0	11	58
Maryland	327	0	0	442	769
Massachusetts	367	16	40	1,003	1,426
Michigan	294	0	230	446	970
Minnesota	247	11	985	445	1,688
Mississippi	16	0	0	28	44
Missouri	626	0	6	421	1,053
Montana	0	0	0	1	1
Nebraska	293	0	4	273	570
Nevada	2	0	7	84	93
New Hampshire	14	0	9	75	98
New Jersey	275	1	0	291	567
New Mexico	133	0	0	80	213
New York	1,153	22	42	712	1,929
North Carolina	397	0	37	250	684
North Dakota	116	0	0	13	129
Ohio	83	0	37	192	312
Oklahoma	137	0	8	180	325
Oregon	353	7	46	507	913

Table 6
Southeast Asian Refugee and Amerasian Arrivals
by State of Initial Resettlement: FY 1992
Country of Citizenship

State	a/				b/ Total
	Amerasian Immigrants	Cambodia	Laos	Vietnam	
Pennsylvania	558	1	50	528	1,137
Rhode Island	7	8	21	8	44
South Carolina	10	0	2	68	80
South Dakota	69	0	0	6	75
Tennessee	274	0	12	262	548
Texas	1,614	0	18	2,488	4,120
Utah	208	0	5	191	404
Vermont	157	0	0	1	158
Virginia	318	1	1	860	1,180
Washington	852	8	79	1,218	2,157
West Virginia	41	0	0	5	46
Wisconsin	11	0	1,333	45	1,389
Wyoming	0	0	0	5	5
Other b/	5	0	0	0	5
Total	17,100	185	7,272	26,841	51,508

a/ This tabulation includes infants born in the Refugee Processing Center in the Philippines who had been granted Amerasian status retroactively by legislation signed November 5, 1990.

b/ National total includes refugees from other Southeast Asian nations not listed separately.

Table 7
Eastern European, Soviet, and Latin American Arrivals
by State of Initial Resettlement: FY 1992

State	Country of Citizenship			
	Albania	Romania	USSR	a/ Cuba
Alabama	0	3	37	0
Alaska	0	7	16	0
Arizona	9	63	246	2
Arkansas	1	0	6	0
California	69	291	9,861	198
Colorado	0	17	568	0
Connecticut	50	23	712	16
Delaware	0	0	44	0
Dist. Columbia	0	1	7	8
Florida	93	56	1,072	2,797
Georgia	1	29	593	4
Hawaii	0	0	14	0
Idaho	2	11	136	3
Illinois	70	265	3,485	18
Indiana	1	3	172	0
Iowa	0	0	101	0
Kansas	0	0	175	0
Kentucky	0	5	194	0
Louisiana	0	0	19	5
Maine	0	8	23	0
Maryland	27	8	1,843	67
Massachusetts	122	10	2,347	0
Michigan	134	64	979	0
Minnesota	0	18	910	0
Mississippi	0	0	0	0
Missouri	11	8	599	59
Montana	0	2	85	0
Nebraska	3	0	196	1
Nevada	8	0	10	140
New Hampshire	20	41	51	0
New Jersey	56	38	1,912	175
New Mexico	0	0	6	161
New York	362	169	23,165	103
North Carolina	0	8	147	0
North Dakota	0	2	114	0
Ohio	6	49	1,825	0
Oklahoma	0	0	10	0
Oregon	0	112	1,341	0

Table 7
Eastern European, Soviet, and Latin American Arrivals
by State of Initial Resettlement: FY 1992

Country of Citizenship				
State	Albania	Romania	USSR	a/ Cuba
Pennsylvania	34	39	2,735	12
Rhode Island	24	3	325	0
South Carolina	0	0	64	0
South Dakota	0	6	113	0
Tennessee	0	18	203	2
Texas	10	34	743	17
Utah	0	4	136	0
Vermont	22	14	44	0
Virginia	3	0	280	0
Washington	18	70	2,731	24
West Virginia	0	0	0	0
Wisconsin	12	7	462	0
Wyoming	0	0	6	0
Other b/	0	0	3	33
Total	1,168	1,506	60,866	3,845

a/ Includes 860 persons resettled under the Private Sector Initiative. Does not include Cuban nationals paroled into the U.S. or otherwise designated as entrants.

b/ Includes Territories and unknown States.

Table 8
Near Eastern and African Arrivals
by State of Initial Resettlement: FY 1992

Country of Citizenship

State	Afghanistan	Iran	Iraq	Ethiopia	Liberia	Somalia
Alabama	0	0	1	3	0	0
Alaska	0	2	0	0	0	0
Arizona	78	10	132	31	21	39
Arkansas	0	0	8	0	0	0
California	667	1,544	661	716	31	509
Colorado	25	6	9	39	0	8
Connecticut	0	10	16	2	0	4
Delaware	0	0	0	7	0	0
Dist. Columbia	8	0	19	120	10	15
Florida	0	11	67	49	6	0
Georgia	68	17	18	244	9	167
Hawaii	0	0	0	0	0	0
Idaho	8	0	76	0	0	0
Illinois	14	56	236	79	8	33
Indiana	6	0	3	8	2	8
Iowa	0	0	7	17	8	0
Kansas	0	0	0	1	0	5
Kentucky	0	0	41	2	0	0
Louisiana	0	0	0	4	0	0
Maine	17	0	0	24	0	12
Maryland	8	16	101	143	75	55
Massachusetts	12	7	28	90	21	102
Michigan	2	19	445	29	0	13
Minnesota	0	0	10	80	31	0
Mississippi	0	0	0	0	0	0
Missouri	43	16	80	121	17	28
Montana	0	0	0	0	0	0
Nebraska	7	1	5	2	0	0
Nevada	5	5	0	37	0	1
New Hampshire	0	2	1	0	0	0
New Jersey	22	13	10	25	53	0
New Mexico	3	0	6	0	0	0
New York	178	161	99	130	134	55
North Carolina	0	0	0	15	23	5
North Dakota	16	3	189	1	0	12
Ohio	9	8	45	57	7	0
Oklahoma	1	1	15	1	1	0
Oregon	65	1	11	22	4	14

Table 8
Near Eastern and African Arrivals
by State of Initial Resettlement: FY 1992

State	Country of Citizenship					
	Afghanistan	Iran	Iraq	Ethiopia	Liberia	Somalia
Pennsylvania	21	4	59	86	27	37
Rhode Island	0	0	0	1	51	0
South Carolina	0	0	0	0	0	0
South Dakota	0	0	16	50	0	8
Tennessee	14	5	401	32	2	53
Texas	34	26	414	314	51	91
Utah	5	1	13	2	0	0
Vermont	0	1	18	0	0	0
Virginia	86	7	64	131	18	208
Washington	44	10	56	214	9	51
West Virginia	0	0	0	0	0	0
Wisconsin	0	0	1	0	0	1
Wyoming	0	0	0	0	0	0
Other b/	0	0	0	0	0	0
Total	1,466	1,963	3,381	2,929	619	1,534

Table 9

Refugee and Amerasian Arrivals by County of
Initial Resettlement: FY 1992

Rank	County and State	Refugee & Amerasian Arrivals	Percent of U.S. Total	Percent of State Total	1990 Census Population	a/ Popula- tion / Arrivals
1	Kings, New York	14,784	11.2	55.6	2,300,664	55.2
2	Los Angeles, California	7,497	5.7	22.5	8,863,164	104.2
3	Orange, California	5,298	4.0	15.9	2,410,556	70.8
4	Queens, New York	4,333	3.3	16.3	1,951,598	107.9
5	Cook, Illinois	4,325	3.3	85.1	5,105,067	179.4
6	Santa Clara, California	3,855	2.9	11.6	1,497,577	55.8
7	King, Washington	3,145	2.4	58.0	1,507,319	76.4
8	San Diego, California	2,962	2.3	8.9	2,498,016	128.7
9	Sacramento, California	2,811	2.1	8.5	1,041,219	80.7
10	Dade, Florida	2,771	2.1	52.1	1,937,094	120.3
11	San Francisco, California	2,746	2.1	8.3	723,959	40.1
12	Bronx, New York	2,397	1.8	9.0	1,203,789	215.4
13	Harris, Texas	2,291	1.7	38.7	2,818,199	164.7
14	Philadelphia, Pennsylvania	2,119	1.6	50.2	1,585,577	104.3
15	Multnomah, Oregon	1,988	1.5	79.6	583,887	57.3
16	Dallas, Texas	1,976	1.5	33.4	1,852,810	129.8
17	Suffolk, Massachusetts	1,566	1.2	37.4	663,906	48.6
18	Fresno, California	1,490	1.1	4.5	667,490	61.0
19	Fulton, Georgia	1,377	1.0	44.1	648,951	95.0
20	Alameda, California	1,299	1.0	3.9	1,279,182	97.2
21	Hennepin, Minnesota	1,179	0.9	42.8	1,032,431	126.3
22	Cuyahoga, Ohio	1,164	0.9	50.0	1,412,140	294.0
23	Maricopa, Arizona	1,141	0.9	75.1	2,122,101	254.0
24	DeKalb, Georgia	1,139	0.9	36.5	545,837	104.8
25	Ramsey, Minnesota	1,069	0.8	38.8	485,765	61.7
26	Oakland, California	956	0.7	35.6	1,083,592	254.6
27	Montgomery, Maryland	931	0.7	29.6	757,027	132.1
28	Tarrant, Texas	844	0.6	14.3	1,170,103	177.6
29	Jackson, Missouri	801	0.6	38.8	633,232	206.0
30	San Joaquin, California	798	0.6	2.4	480,628	58.8
31	Davidson, Tennessee	783	0.6	59.8	510,784	139.6
32	Denver, Colorado	678	0.5	59.7	467,610	112.6
33	Monroe, New York	661	0.5	2.5	672,971	182.6
34	Duval, Florida	661	0.5	12.4	713,968	189.2
35	Lancaster, Nebraska	619	0.5	78.3	213,641	81.8

Table 9

Refugee and Amerasian Arrivals by County of
Initial Resettlement: FY 1992

Rank	County and State	Refugee & Amerasian Arrivals	Percent of U.S. Total	Percent of State Total	1990 Census Population	a/ Popula- tion / Arrivals
36	Milwaukee Wisconsin	607	0.5	32.4	959,275	266.2
37	Middlesex, Massachusetts	593	0.5	14.2	1,398,468	271.0
38	Broome, New York	578	0.4	2.2	212,160	107.9
39	Hartford, Connecticut	575	0.4	47.2	851,783	182.4
40	Hampden, Massachusetts	565	0.4	13.5	456,310	128.4
41	Essex, Massachusetts	548	0.4	13.1	670,080	255.0
42	Merced, California	539	0.4	1.6	178,403	48.6
43	Oneida, New York	539	0.4	2.0	250,836	96.8
44	Salt Lake, Utah	538	0.4	95.2	725,956	124.6
45	Snohomish, Washington	537	0.4	9.9	465,642	208.5
46	Pierce, Washington	517	0.4	9.5	586,203	161.2
47	San Bernardino, California	516	0.4	1.6	1,418,380	461.3
48	Essex, New Jersey	514	0.4	17.7	778,206	240.0
49	Jefferson, Kentucky	485	0.4	75.8	664,937	237.6
50	Wayne, Michigan	477	0.4	17.8	2,111,687	549.9
Total, 50 Counties		92,582	70.2		65,170,180	

a/ Total county population, as determined by the 1990 census, divided by the sum of the number of refugees and Amerasian arrivals in Fiscal Years 1983 through 1992.

Table 10
 Refugee and Amerasian Arrivals by
 County of Initial Resettlement
 FY 1983 - FY 1992

Rank	County and State	Refugee & Amerasian Arrivals	a/ Percent of All U.S. Arrivals	b/ Percent of State Arrivals
1	Los Angeles, California	85,036	9.8	32.1
2	Kings, New York	41,648	4.8	35.0
3	Orange, California	34,056	3.9	12.9
4	New York, New York	28,792	3.3	24.2
5	Cook, Illinois	28,464	3.3	80.8
6	Santa Clara, California	26,824	3.1	10.1
7	King, Washington	19,739	2.3	61.3
8	San Diego, California	19,416	2.2	7.3
9	Queens, New York	18,089	2.1	15.2
10	San Francisco, California	18,061	2.1	6.8
11	Harris, Texas	17,113	2.0	36.1
12	Dade, Florida	16,103	1.9	48.2
13	Philadelphia, Pennsylvania	15,195	1.8	56.6
14	Dallas, Texas	14,271	1.6	30.1
15	Suffolk, Massachusetts	13,660	1.6	44.0
16	Alameda, California	13,155	1.5	5.0
17	Sacramento, California	12,910	1.5	4.9
18	Fresno, California	10,936	1.3	4.1
19	Multnomah, Oregon	10,188	1.2	71.4
20	Maricopa, Arizona	8,356	1.0	73.7
21	Hennepin, Minnesota	8,177	0.9	37.9
22	San Joaquin, California	8,170	0.9	3.1
23	Ramsey, Minnesota	7,870	0.9	36.5
24	Fulton, Georgia	6,830	0.8	43.5
25	Tarrant, Texas	6,589	0.8	13.9
26	Salt Lake, Utah	5,824	0.7	86.6
27	Montgomery, Maryland	5,729	0.7	37.6
28	Bronx, New York	5,588	0.6	4.7
29	DeKalb, Georgia	5,210	0.6	33.2
30	Middlesex, Massachusetts	5,161	0.6	16.6
31	Cuyahoga, Ohio	4,803	0.6	37.1
32	Hartford, Connecticut	4,670	0.5	46.1
33	Providence, Rhode Island	4,334	0.5	94.8
34	Oakland, Michigan	4,256	0.5	26.8
35	Denver, Colorado	4,151	0.5	48.6

Table 10
 Refugee and Amerasian Arrivals by
 County of Initial Resettlement
 FY 1983 - FY 1992

Rank	County and State	Refugee & Amerasian Arrivals	a/ Percent of All U.S. Arrivals	b/ Percent of State Arrivals
36	Wayne, Michigan	3,840	0.4	24.2
37	Contra Costa, California	3,778	0.4	1.4
38	Monroe, New York	3,774	0.4	3.2
39	Duval, Florida	3,686	0.4	11.0
40	Merced, California	3,671	0.4	1.4
41	Davidson, Tennessee	3,660	0.4	47.0
42	Pierce, Washington	3,636	0.4	11.3
43	Milwaukee, Wisconsin	3,604	0.4	31.5
44	Hampden, Massachusetts	3,554	0.4	11.4
45	Fairfield, Connecticut	3,325	0.4	32.8
46	Essex, New Jersey	3,242	0.4	19.3
47	Sedgwick, Kansas	3,113	0.4	51.6
48	Polk, Iowa	3,076	0.4	46.5
49	San Bernardino, California	3,075	0.4	1.2
50	Jackson, Missouri	3,074	0.4	27.2
Total, 50 Counties		591,482	68.4	

a/ County arrivals as a proportion of total U.S. arrivals, FY 1983 - FY 1992.
 b/ County arrivals as a proportion of the State's total arrivals. For example,
 Los Angeles resettled 32.1 percent of all California arrivals during this period.

Table 11
Amerasian Arrivals by County of Initial Resettlement
FY 1992

Rank	County and State	Arrivals	a/ Percent of U.S.	b/ Percent of State
			Total	Total
1	Orange, California	1,180	6.9	33.8
2	Santa Clara, California	715	4.2	20.5
3	Harris, Texas	673	3.9	41.7
4	King, Washington	576	3.4	67.6
5	DeKalb, Georgia	515	3.0	56.7
6	Los Angeles, California	491	2.9	14.1
7	Dallas, Texas	475	2.8	29.4
8	Maricopa, Arizona	421	2.5	89.0
9	Oneida, New York	366	2.1	31.7
10	Multnomah, Oregon	330	1.9	93.5
11	Jackson, Missouri	313	1.8	50.0
12	Fulton, Georgia	300	1.8	33.0
13	San Diego, California	290	1.7	8.3
14	Tarrant, Texas	271	1.6	16.8
15	Lancaster, Nebraska	271	1.6	92.5
16	Cook, Illinois	236	1.4	69.6
17	Philadelphia, Pennsylvania	227	1.3	40.7
18	Broome, New York	217	1.3	18.8
19	Jefferson, Kentucky	207	1.2	98.6
20	Guilford, North Carolina	205	1.2	51.6
21	Salt Lake, Utah	204	1.2	98.1
22	Mobile, Alabama	199	1.2	98.5
23	Alameda, California	198	1.2	5.7
24	Suffolk, Massachusetts	183	1.1	49.9
25	Polk, Iowa	183	1.1	47.7
26	Onondaga, New York	175	1.0	15.2
27	San Francisco, California	175	1.0	5.0
28	Sedgwick, Kansas	166	1.0	88.3
29	Mecklenburg, North Carolina	160	0.9	40.3
30	Honolulu, Hawaii	154	0.9	98.7
31	Hampden, Massachusetts	153	0.9	41.7
32	Pierce, Washington	153	0.9	18.0
33	Monroe, New York	148	0.9	12.8
34	Kent, Michigan	144	0.8	49.0
35	East Baton Rouge, Louisiana	142	0.8	49.8

Table 11
Amerasian Arrivals by County of Initial Resettlement
FY 1992

Rank	County and State	Arrivals	a/ Percent of U.S.	b/ Percent of State
			Total	Total
36	Pinellas, Florida	137	0.8	30.0
37	Scott, Iowa	135	0.8	35.2
38	Montgomery, Maryland	135	0.8	41.3
39	Bernalillo, New Mexico	133	0.8	100.0
40	Duval, Florida	129	0.8	28.2
41	Ingham, Michigan	128	0.7	43.5
42	Shelby, Tennessee	125	0.7	45.6
43	Oklahoma, Oklahoma	122	0.7	89.1
44	Denver, Colorado	121	0.7	65.8
45	Cass, North Carolina	116	0.7	100.0
46	Davidson, Tennessee	116	0.7	42.3
47	Hartford, Connecticut	113	0.7	59.8
48	San Joaquin, California	107	0.6	3.1
49	Carroll, Maryland	105	0.6	32.1
50	Orange, Florida	99	0.6	21.7
Total		12,637	74.1	

a/ Proportion of total Amerasian arrivals in FY 1992.

b/ Proportion of State's FY 1992 Amerasian arrivals. For example,
 Orange County received 33.8 percent of California's FY 1992
 Amerasian arrivals.

Rank	County and State	Arrivals	a/ Percent of U.S.	b/ Percent of State
			Total	Total
1	Orange, California	3,375	6.0	30.0
2	Santa Clara, California	2,245	4.0	20.0
3	Harris, Texas	2,016	3.6	37.8
4	Los Angeles, California	1,993	3.6	17.7
5	King, Washington	1,819	3.2	64.5
6	Dallas, Texas	1,636	2.9	30.7
7	DeKalb, Georgia	1,456	2.6	54.4
8	Maricopa, Arizona	1,335	2.4	87.1
9	Philadelphia, Pennsylvania	1,120	2.0	54.4
10	Multnomah, Oregon	1,061	1.9	95.1
11	Tarrant, Texas	1,043	1.9	19.5
12	Fulton, Georgia	973	1.7	36.4
13	Cook, Illinois	963	1.7	76.1
14	San Diego, California	959	1.7	8.5
15	Oneida, New York	858	1.5	21.5
16	Jefferson, Kentucky	785	1.4	95.3
17	Jackson, Missouri	764	1.4	47.8
18	Lancaster, Nebraska	760	1.4	94.5
19	Suffolk, Massachusetts	754	1.3	50.9
20	New York, New York	718	1.3	18.0
21	Salt Lake, Utah	708	1.3	96.1
22	Guilford, North Carolina	702	1.3	57.3
23	Mobile, Alabama	669	1.2	97.4
24	Onondaga, New York	629	1.1	15.8
25	San Francisco, California	602	1.1	5.4
26	Alameda, California	583	1.0	5.2
27	Monroe, New York	577	1.0	14.5
28	Broome, New York	563	1.0	14.1
29	Kent, Michigan	553	1.0	50.3
30	Hampden, Massachusetts	526	0.9	35.5
31	Pierce, Washington	489	0.9	17.3
32	Honolulu, Hawaii	472	0.8	97.3
33	Scott, Iowa	464	0.8	44.4
34	Oklahoma, Oklahoma	437	0.8	84.0
35	Sedgwick, Kansas	436	0.8	75.7

Table 12
Amerasian Arrivals by County of Initial Resettlement
FY 1988 - FY 1992

Rank	County and State	Arrivals	a/	b/
			Percent of U.S. Total	Percent of State Total
36	Shelby, Tennessee	432	0.8	52.6
37	Ingham, Michigan	431	0.8	39.2
38	Essex, New Jersey	427	0.8	46.4
39	Duval, Florida	423	0.8	25.9
40	Pinellas, Florida	397	0.7	24.3
41	Bernadillo, New Mexico	396	0.7	99.2
42	Montgomery, Maryland	381	0.7	53.5
43	Mecklenburg, North Carolina	375	0.7	30.6
44	Orange, Florida	374	0.7	22.9
45	Polk, Iowa	374	0.7	35.8
46	Denver, Colorado	369	0.7	68.5
47	Hennepin, Minnesota	367	0.7	47.4
48	Allegheny, Pennsylvania	357	0.6	17.3
49	Cass, North Carolina	346	0.6	96.6
50	Davidson, Tennessee	333	0.6	40.5
Total, FY 1983 - FY 1992		40,825	73.1	

a/ Proportion of total U.S. Amerasian arrivals FY 1983 - FY 1992.

b/ Proportion of State's FY 1988 - FY 1992 Amerasian arrivals.

For example, Orange County received 30 percent of California's total Amerasian arrivals.

Table 13
Applications for Refugee Status Granted by INS
FY 1980 - FY 1992 a/

Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	Total
Afghanistan	25,610	1,593	1,477	1,455	30,135
Albania	468	98	1,319	1,104	2,989
Angola	520	60	23	3	606
Benin	0	4	0	0	4
Bulgaria	1,250	322	562	114	2,248
Burundi	6	3	3	0	12
Burma	0	0	13	30	43
Cambodia	118,305	260	102	48	118,715
Cameroon	0	3	0	0	3
China	1,158	6	5	3	1,172
Cuba	11,114	1,318	2,168	3,886	18,486
Czechoslovakia	9,821	341	158	18	10,338
Egypt	120	0	0	0	120
El Salvador	115	15	6	0	136
Ethiopia	21,360	3,061	3,978	3,116	31,515
Ghana	0	7	0	0	7
Greece	421	0	0	0	421
Haiti	0	0	0	234	234
Hong Kong	1,879	208	30	0	2,117
Hungary	5,991	274	7	1	6,273
Iran	29,147	3,312	2,577	1,823	36,859
Iraq	6,765	47	728	2,381	9,921
Laos	131,324	9,060	8,425	6,210	155,019
Lebanon	449	0	0	0	449
Lesotho	30	2	5	0	37
Liberia	0	4	1	637	642
Libya	18	0	344	1	363
Macau	81	1	0	0	82
Malawi	55	0	0	0	55
Mozambique	95	3	12	1	111
Namibia	89	0	0	0	89
Nicaragua	523	527	89	1	1,140
Peru	0	3	0	0	3
Philippines	96	0	0	0	96
Poland	36,320	1,483	312	134	38,249
Romania	32,260	3,561	2,779	1,176	39,776
Rwanda	0	0	2	3	5
Somalia	23	33	163	1,583	1,802

Table 13					
Applications for Refugee Status Granted by INS					
FY 1980 - FY 1992 a/					
Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	Total
South Africa	209	34	19	19	281
Sudan	33	7	24	120	184
Syria	746	0	1	0	747
Tanzania	1	0	0	0	1
Turkey	721	0	0	0	721
USSR	87,895	52,866	57,445	65,584	263,790
Uganda	109	27	125	88	349
Vietnam	281,120	21,078	24,985	25,460	352,643
Yugoslavia	75	6	0	0	81
Zaire	145	70	75	97	387
All Others	341	0	0	0	341
Total	806,808	99,697	107,962	115,330	1,129,797

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 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1992 a/

Nationality	FY 1980-				Total
	FY 1989	FY 1990	FY 1991	FY 1992	
Afghanistan	1,312	19	38	49	1,418
Albania	2	1	0	14	17
Angola	10	1	2	0	13
Argentina	30	0	1	0	31
Armenia b/	0	0	0	2	2
Australia	1	0	0	0	1
Azerbaijan b/	0	0	0	1	1
Bahrain	1	1	0	0	2
Bangladesh	5	1	1	2	9
Benin	1	0	0	0	1
Bolivia	1	0	0	3	4
Bulgaria	76	20	18	31	145
Burkina Faso	1	0	0	0	1
Burma	12	10	7	21	50
Cambodia	24	7	4	2	37
Cameroon	0	0	3	19	22
Cape Verde	2	0	0	0	2
Chad	0	1	0	3	4
Chile	44	1	0	2	47
China	292	505	264	211	1,272
Colombia	16	15	2	9	42
Costa Rica	6	0	0	0	6
Cuba	362	158	89	151	760
Czechoslovakia	232	17	2	0	251
Egypt	50	3	1	9	63
El Salvador	1,176	226	147	88	1,637
Estonia b/	0	0	0	2	2
Ethiopia	2,518	349	344	292	3,503
Fiji	0	1	2	9	12
Germany	29	3	0	1	33
Ghana	81	4	5	8	98
Greece	1	0	0	0	1
Guatemala	111	58	45	63	277
Guinea	2	1	0	2	5
Guyana	9	0	0	0	9
Haiti	65	2	1	83	151
Honduras	33	5	5	17	60
Hungary	318	11	2	1	332
India	7	0	9	64	80

Table 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1992 a/

Nationality	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	Total
Iran	19,190	218	156	168	19,732
Iraq	245	13	20	41	319
Israel	2	3	3	5	13
Italy	3	0	0	0	3
Jordan	5	3	6	15	29
Kenya	4	1	1	3	9
Kuwait	1	0	30	15	46
Laos	28	29	31	49	137
Latvia b/	0	0	0	3	3
Lebanon	197	67	50	46	360
Lesotho	0	1	0	0	1
Liberia	36	8	39	131	214
Libya	374	13	6	10	403
Lithuania b/	0	0	2	1	3
Malawi	9	0	0	1	10
Mauritania	0	2	2	1	5
Mexico	7	0	0	0	7
Morocco	1	3	0	0	4
Mozambique	0	1	0	0	1
Namibia	4	0	0	0	4
Nicaragua	11,693	1,444	396	182	13,715
Niger	0	0	0	4	4
Nigeria	4	1	1	1	7
Pakistan	87	8	5	39	139
Panama	209	128	1	3	341
Peru	21	17	9	57	104
Philippines	124	3	1	11	139
Poland	3,873	39	4	2	3,918
Romania	1,659	180	38	115	1,992
Russia b/	0	0	0	37	37
Saudi Arabia	1	0	1	1	3
Seychelles	9	0	0	0	9
Singapore	2	1	0	0	3
Somalia	260	199	105	105	669
South Africa	106	8	8	4	126
Sri Lanka	3	6	4	32	45
Sudan	1	8	25	48	82
Suriname	1	19	8	4	32
Syria	246	52	9	13	320

Table 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1992 a/

Nationality	FY 1980 - FY 1992 a/				Total
	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	
Taiwan	4	2	1	0	7
Togo	0	1	0	2	3
Turkey	9	0	1	4	14
USSR c/	364	246	106	263	979
Uganda	162	2	7	10	181
Ukraine	0	0	0	6	6
United Arab Emirates	0	1	0	0	1
United Kingdom	1	0	0	0	1
Venezuela	2	0	0	0	2
Vietnam	121	9	5	4	139
Yemen	13	0	0	1	14
Yugoslavia d/	73	9	3	43	128
Zaire	16	5	7	14	42
Zambia	1	0	0	0	1
Zimbabwe	5	2	0	1	8
Stateless	7	1	1	2	11
All Others	326	0	24	84	434
Unentered cases e/	0	0	0	1,179	1,179
Total Cases	46,339	4,173	2,108	3,919	56,539
Total Persons	f/	5,672	2,908	g/	f/

a/ Approvals under Pub. L. No. 96-212, section 208.

b/ Not reported separately until FY 1992. Previously reported under USSR.

c/ The Soviet Union was dissolved December 31, 1991. Persons who applied for asylum before this date are listed as nationals of the USSR.

d/ The U.S. government recognized the independent republics on April 7, 1992. Persons from these republics who applied before this date are listed as nationals of Yugoslavia.

e/ Cases completed in FY 1992, but not entered into the data system. The nationalities of these applicants cannot be traced.

f/ Not available.

g/ The 2,740 cases in the data system include 3,959 persons. No information is available on the 1,179 unentered cases.

Source: Immigration and Naturalization Service, unpublished tabulations.

Table 15

Placement and Status of Unaccompanied Minor Refugees
and Entrants by State: September 30, 1992

State	Total Placements	Total in Care	Reunited	Emancipated & Other
Alabama	23	1	1	21
Arizona	191	57	11	123
California	795	23	172	600
Colorado	97	0	14	83
Connecticut	48	12	1	35
Dist of Columbia	224	78	16	130
Florida	129	7	13	109
Georgia	5	0	0	5
Hawaii	73	0	6	67
Illinois	695	131	118	446
Indiana	7	0	0	7
Iowa	597	70	60	467
Kansas	91	14	12	65
Louisiana	72	3	18	51
Maine	14	1	0	13
Maryland	64	15	3	46
Massachusetts	278	101	8	169
Michigan	576	187	55	334
Minnesota	921	163	103	655
Mississippi	181	56	16	109
Missouri	13	1	1	11
Montana	56	0	8	48
New Hampshire	96	14	4	78
New Jersey	384	93	10	281
New Mexico	4	2	1	1
New York	1,914	445	292	1,177
North Carolina	78	12	12	54
North Dakota	95	35	2	58
Ohio	89	15	3	71
Oklahoma	1	0	0	1
Oregon	566	69	91	406
Pennsylvania	507	107	71	329
Rhode Island	19	0	0	19
South Carolina	40	1	3	36
Texas	47	17	11	19
Utah	205	55	26	124
Vermont	62	1	4	57
Virginia	590	212	49	329
Washington	677	144	89	444
Wisconsin	114	7	12	95
Total	10,638	2,149	1,316	7,173

States	Receipt of Cash Assistance (a) by Refugee Nationality: June 30, 1992											TOTAL
	Cam- bodia	Laos	Vietnam	USSR	Europe	Cuba	Afghan- istan	Iran	Iraq	Ethi- opia	Other	
Alabama	0	0	87	0	0	0	0	0	0	0	0	87
Arizona	0	0	305	16	12	3	8	0	0	6	1	351
Arkansas	0	0	19	0	0	0	0	0	0	0	0	19
California	99	240	3,817	1,213	58	31	141	296	26	82	196	6,199
Colorado	0	7	217	49	8	0	6	6	0	7	10	310
Connecticut	0	6	116	73	2	0	0	0	0	0	48	245
Delaware	0	0	7	12	0	0	0	0	0	1	0	20
Dist. Columbia	0	0	281	0	0	0	0	0	0	15	7	303
Florida	2	0	494	202	0	1,387	1	3	5	0	2,054	4,148
Georgia	3	5	476	18	0	6	14	4	0	39	10	575
Hawaii	0	0	89	0	0	0	0	0	0	0	0	89
Idaho	0	0	13	29	1	0	0	0	0	0	0	43
Illinois	4	4	304	696	200	25	6	23	178	86	123	1,649
Indiana	0	0	41	20	3	0	0	0	0	1	1	66
Iowa	0	0	190	9	0	0	0	0	0	3	0	202
Kansas	5	3	181	32	0	0	0	0	0	16	4	241
Kentucky c/	0	0	0	0	0	0	0	0	0	0	0	0
Louisiana	0	0	160	0	0	3	0	0	0	0	0	163
Maine	0	0	5	9	0	0	14	0	0	0	8	36
Maryland	0	0	265	61	0	1	11	0	33	0	21	392
Massachusetts	1	2	415	248	28	0	0	1	0	21	0	716
Michigan	13	129	275	199	82	0	0	3	89	6	0	796
Minnesota	0	97	168	151	2	0	0	0	13	0	0	431
Mississippi	0	0	9	0	0	0	0	0	0	0	0	9
Missouri b/	0	0	251	119	0	0	0	0	0	15	3	388
Montana	0	0	0	54	0	0	0	0	0	0	0	54
Nebraska	0	0	125	0	4	0	4	0	0	0	28	161
Nevada	0	0	35	4	4	44	4	0	0	22	4	117

States	Receipt of Cash Assistance (a) by Refugee Nationality: June 30, 1992										TOTAL	
	Cam- bodia	Laos	Vietnam	USSR	Europe	Cuba	Afghan- istan	Iran	Iraq	Ethi- opia		Other
New Hampshire	0	5	30	12	3	0	0	0	0	0	0	50
New Jersey	0	0	136	112	9	68	7	1	0	10	45	388
New Mexico b/	0	0	111	2	0	20	0	0	0	0	0	133
New York	5	0	592	5,869	349	0	15	111	15	5	0	6,961
North Carolina	0	19	112	35	1	2	0	0	0	7	176	352
North Dakota	0	0	18	30	0	0	0	1	0	0	1	50
Ohio	0	0	0	0	26	0	17	0	0	0	397	440
Oklahoma b/	0	0	105	0	0	0	1	0	0	1	0	107
Oregon	11	7	408	530	42	0	31	4	0	12	44	1,089
Pennsylvania	1	0	196	297	1	0	7	0	0	7	13	522
Rhode Island	0	22	0	88	0	0	0	0	0	0	7	117
South Carolina	0	1	21	11	0	0	0	0	0	0	0	33
South Dakota	0	0	21	96	4	0	0	0	8	37	1	167
Tennessee c/	0	0	0	0	0	0	0	0	0	0	0	0
Texas b/	0	0	1,373	26	2	5	1	11	14	27	71	1,530
Utah	0	0	65	19	0	0	0	0	0	0	0	84
Vermont	0	0	69	15	12	0	0	0	0	0	0	96
Virginia	0	23	298	45	3	0	31	7	18	55	5	485
Washington	13	54	790	346	63	3	4	8	0	54	15	1,350
West Virginia	0	0	21	0	0	0	0	0	0	0	0	21
Wisconsin	0	97	24	23	2	0	8	0	0	0	0	154
Wyoming c/	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	157	721	12,735	10,770	921	1,598	331	479	399	535	3,293	31,939
Percent	0.49%	2.26%	39.87%	33.72%	2.88%	5.00%	1.04%	1.50%	1.25%	1.68%	10.31%	100.0%

a/ Includes only refugee cash assistance (RCA) during the first 8 months after arrival.

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

c/ No reported recipients of RCA.

Table 17			
Secondary Migration Data Compiled from the Refugee State-of-Origin Report: June 30, 1992 a/			
State	In- Migrants	Out- Migrants	b/ Net Migration
Alabama c/	56	59	(3)
Alaska d/	0	51	(51)
Arizona c/	138	315	(177)
Arkansas c/	131	25	106
California	952	1,578	(626)
Colorado c/	189	183	6
Connecticut	30	113	(83)
Delaware	0	1	(1)
Dist. of Columbia	4	377	(373)
Florida	274	344	(70)
Georgia c/	201	280	(79)
Hawaii	2	40	(38)
Idaho c/	31	103	(72)
Illinois	690	270	420
Indiana	4	85	(81)
Iowa c/	254	115	139
Kansas	134	133	1
Kentucky d/	0	129	(129)
Louisiana c/	295	114	181
Maine	0	41	(41)
Maryland c/	312	235	77
Massachusetts	74	326	(252)
Michigan c/	133	159	(26)
Minnesota	50	280	(230)
Mississippi	20	14	6
Missouri	48	352	(304)
Montana	0	23	(23)
Nebraska	52	132	(80)
Nevada	8	37	(29)
New Hampshire	2	51	(49)
New Jersey	36	333	(297)
New Mexico	26	84	(58)
New York	308	851	(543)
North Carolina c/	1,310	49	1,261
North Dakota	0	73	(73)
Ohio c/	58	181	(123)
Oklahoma c/	105	70	35
Oregon	108	325	(217)

Table 17

**Secondary Migration Data Compiled from the Refugee
State-of-Origin Report: June 30, 1992 a/**

State	In- Migrants	Out- Migrants	b/ Net Migration
Pennsylvania	130	390	(260)
Rhode Island c/	39	96	(57)
South Carolina	4	36	(32)
South Dakota	86	31	55
Tennessee	0	242	(242)
Texas	721	770	(49)
Utah	4	89	(85)
Vermont	2	30	(28)
Virginia b/	160	268	(108)
Washington c/	3,058	186	2,872
West Virginia	0	10	(10)
Wisconsin	20	146	(126)
Wyoming c/	0	24	(24)
Other d/	0	10	(10)

a/ This table represents a compilation of unadjusted data reports by the State on Form ORR-11. The population base is refugees receiving State-administered services on 6/30/92. 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, while in-migrants are persons living there on the reporting date who were initially placed elsewhere.

b/ Numbers in brackets denote net out-migration.

c/ Reporting base includes refugees receiving social services without cash or medical assistance as well as those receiving such assistance.

d/ Not participating in the refugee program.

Table 18
Asylum Applications of Cuban and Haitian
Nationals by State of Initial Resettlement (a/)
FY 1991 - FY 1992

State	Cuba			Haiti		
	FY 1991	FY 1992	Total	FY 1991	FY 1992	Total
Arizona	1	1	2	0	2	2
California	92	115	207	1	21	22
Colorado	3	2	5	0	0	0
Connecticut	1	3	4	1	63	64
Delaware	0	0	0	0	8	8
Dist. Columbia	2	2	4	16	17	33
Florida	962	2,015	2977	244	4,259	4503
Georgia	5	5	10	0	13	13
Illinois	6	26	32	0	57	57
Indiana	0	2	2	0	0	0
Kansas	1	0	1	0	4	4
Kentucky	0	0	0	0	1	1
Louisiana	2	4	6	0	35	35
Maryland	4	7	11	74	103	177
Massachusetts	3	3	6	23	132	155
Michigan	4	1	5	0	26	26
Minnesota	0	1	1	0	0	0
Mississippi	0	0	0	0	1	1
Missouri	9	1	10	0	8	8
Nevada	13	22	35	0	16	16
New Jersey	49	47	96	6	133	139
New Mexico	0	1	1	0	0	0
New York	28	40	68	16	356	372
North Carolina	3	1	4	0	3	3
Ohio	0	0	0	0	21	21
Oklahoma	0	0	0	0	1	1
Oregon	0	0	0	0	32	32
Pennsylvania	3	7	10	0	18	18
Rhode Island	1	1	2	0	8	8
Tennessee	0	0	0	0	1	1
Texas	16	21	37	2	9	11
Utah	0	0	0	1	2	3
Virginia	2	2	4	0	11	11
Vermont	0	1	1	0	0	0
Washington	0	0	0	0	2	2
Wisconsin	0	0	0	0	1	1
Other b/	96	45	141	3	10	13
Total	1,306	2,376	3,682	387	5,374	5,761

a/ INS estimates that there are about 140 applicants for each 100 applications received.

b/ Includes Puerto Rico and the Virgin Islands.

Source: Immigration and Naturalization Service, compiled as of December, 1992.

Table 19
Federal Funds Provided for the
Domestic Resettlement Program
FY 1977-FY 1992
(Amounts in Millions)

Fiscal Year	a/ ORR	b/ State Department	c/ Total
1977	\$231.4	\$233.8	\$465.2
1978	\$153.0	\$35.5	\$188.5
1979	\$156.2	\$66.8	\$223.0
1980	\$516.9	\$260.9	\$777.8
1981	\$901.7	\$204.5	\$1,106.2
1982	\$689.7	\$146.0	\$835.7
1983	\$585.0	\$91.4	\$676.4
1984	\$541.8	\$98.4	\$640.2
1985	\$444.4	\$107.3	\$551.7
1986	\$315.8	\$105.0	\$420.8
1987	\$339.6	\$108.7	\$448.3
1988	\$346.9	\$119.5	\$466.4
1989	\$382.4	\$207.4	\$589.8
1990	\$389.8	\$232.0	\$621.8
1991	\$410.6	\$191.0	\$601.6
1992	\$410.6	\$205.0	\$615.6
Total	\$6,815.8	\$2,413.2	\$9,229.0

a/ Funds obligated by ORR and its predecessor agencies for the domestic resettlement of refugees.

b/ Funds expended by the Bureau for Refugee Programs relating to the admission of refugees to the U.S., including the costs of refugee processing and documentation, overseas language and cultural orientation, transportation, and the reception and placement grants to voluntary agencies for initial resettlement activities in the U.S. Source: Department of State.

c/ Not included: Federal Funds obligated by the Departments of Education and Defense and funds expended by States for refugee assistance and services not reimbursed by ORR.

Table 20 Refugee Appropriations, Admissions, Time-Eligible Population, and Period of Eligibility (Months) FY 1981 - FY 1993 (Median Figure Highlighted)						
Fiscal Year	Apropr- iations	a/ Admissions (Actual)	b/ 36 Month Population	c/ AFDC/SSI Medicaid	c/ RCA RMA	c/ GA GMA
1981	\$901,652	159,252	477,731	1-36	1-36	0
1982	\$689,747	97,355	474,003	1-36	1-18	19-36
1983	\$585,000	60,036	316,898	1-36	1-18	19-36
1984	\$541,761	70,601	228,966	1-36	1-18	19-36
1985	\$444,372	67,167	200,203	1-36	1-18	19-36
1986	\$315,812	60,554	198,322	1-31	1-18	19-31
1987	\$339,597	58,865	186,586	1-31	1-18	19-31
1988	\$346,933	76,733	196,152	1-31	1-18	19-31
1989	\$382,356	106,538	242,136	1-24	1-12	13-24
1990	\$389,758	122,263	305,534	1- 4	1-12	0
1991	\$410,623	113,582	342,383	0	1-12	0
1992	\$410,630	131,611	367,456	0	1- 8	0
d/ 1993	\$381,499	122,000	367,193	0	e/ 1- 3	0
a/ Includes Amerasians and their accompanying family members. Entry for FY 1993 is admission ceiling.						
b/ Refugees and Amerasians residing in the U.S. 36 months or less.						
c/ Months of ORR reimbursement after arrival in U.S.						
d/ Admissions and 36-month population for FY 1993 are estimates based on FY 1993 admission ceiling.						
e/ Eight month period of eligibility retained through July 31, 1993. Supplemental funding sought to continue it through the end of the fiscal year.						

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. The Coordinator is appointed by the President and confirmed by the Senate and has the rank of Ambassador at Large. Jewel S. Lafontant-Mankarios was sworn in as Coordinator in June 1989.

The position was created out of the need to coordinate both the foreign and domestic policy implications of refugee relief, admission, and resettlement. The Coordinator is responsible to the President for the development of overall refugee policy.

Specifically, the Coordinator is charged with:

- Developing overall United States refugee admission and resettlement policy.
- Coordinating all United States domestic and international refugee admission and resettlement programs.
- Designing an overall budget strategy.
- Presenting to Congress the administration's overall refugee policy and the relationship of individual agency refugee budgets to that overall policy.
- 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.
- Under the direction of the Secretary of State, representing and negotiating on behalf of the United States with foreign governments and international organizations.
- Developing an effective liaison between the Federal government and voluntary organizations, governors, mayors, and others involved in refugee relief and resettlement work.

- Making policy recommendations to the President and Congress regarding the Federal role in the refugee program.
- Reviewing refugee-related regulations, guidelines, and procedures of Federal agencies.

In fulfillment of these statutory responsibilities, the Coordinator organizes interdepartmental discussions and Congressional consultations on the level of refugee admissions. After consultations were completed, the President established a ceiling of 142,000 refugee admissions for FY 1992.

During the latter months of FY 1992, the Coordinator undertook consultations with the Congress, with representatives of State and local governments, and with private voluntary organizations and refugee leaders to obtain their views on the need for refugee admissions into the United States in the coming fiscal year. After the formal consultations with the Congress, the President established a total ceiling of 132,000 for FY 1993.

During the year, the Coordinator and her staff also consulted regularly with the Congress, voluntary agencies, and State and local government representatives on refugee assistance and resettlement issues, and the Coordinator represented the United States at a variety of international conferences on refugee matters. She met regularly, in the United States and overseas with foreign governments, on refugee protection, assistance, and resettlement subjects.

The Coordinator also chaired meetings of the inter-agency Policy Coordinating Committee on Refugees and prepared the Third Annual Refugee Day observance, which was held on October 30, 1992. The President again issued a proclamation for the Day, and the Congress passed a joint resolution.

Bureau for Refugee Programs

Department of State

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 who suffer persecution and are of special humanitarian concern to the United States.

During 1992, world refugee problems remained acute and widespread. Millions continued to live in uncertain and often precarious circumstances. New refugees and displaced persons from Somalia and the former Yugoslavia have added to the critical situation. As these conflicts continue, more and more refugees and displaced persons are being generated. There have been some positive developments in the world refugee situation. For instance, Cambodian refugee repatriation is proceeding well and is expected to be complete by the spring of 1993. Also, a substantial number of Afghan refugees from Pakistan returned to their homeland in 1992.

Of the 132,144 refugees admitted to the U.S. during the fiscal year, 853 entered through the Private Sector Initiative. In addition, the 132,144 admissions included 18,135 Amerasian immigrants and accompanying family members, who are entitled to the same benefits as refugees.

U.S. Program Worldwide

Of the \$734 million obligated by the Bureau for Refugee Programs in FY 1992 (including funds appropriated under the Migration and Refugee Assis-

tance Fund, Dire Emergency Supplemental (1991 and 1992), and U.S. Emergency Refugee and Migration Assistance Fund), approximately \$438 million went to international refugee assistance and relief activities. Of this amount, \$69 million was obligated for specific emergency assistance activities in Africa, East Asia, and Europe under the U.S. Emergency Refugee and Migration Assistance Fund appropriation.

In FY 1992, the Bureau provided a large share of financial support for programs of the Office of the United Nations High Commissioner for Refugees (\$189 million), the International Committee of the Red Cross (\$83 million) and the United Nations Relief and Works Agency for Palestine Refugees (\$69 million). During calendar year 1991, the United States was the largest governmental contributor to each of these organizations, and the United States is expected to be the largest contributor again in calendar year 1992.

Also in FY 1992, approximately \$205 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 (as carried out by Joint Voluntary Agency representatives in Southeast Asia, Turkey, Saudi Arabia, Pakistan, Kenya, Sierra Leone, and Sudan, and individual voluntary agencies in Europe), overseas English language and cultural orientation programs, transportation arranged through the International Organization for Migration, and the reception and placement grants to U.S. voluntary agencies for support of initial resettlement activities in the United States.

Charts detailing FY 1992 refugee admissions by geographic area can be found on the following pages.

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1992

COUNTRY OF CHARGEABILITY	FY92 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																			
ANGOLA	6,000	4	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ETHIOPIA		2,972	7	256	225	83	391	167	202	174	0	91	316	219	2	571	1	437	0
LIBERIA		637	0	0	0	0	0	0	0	0	0	0	0	0	0	76	0	394	0
MOZAMBIQUE		8	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
RWANDA		3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SOMALIA		1,570	0	14	15	6	45	0	96	230	0	136	176	178	0	122	0	552	0
SOUTH AFRICA		15	0	0	0	0	0	0	0	0	0	0	6	0	0	6	0	0	0
SUDAN		113	0	0	3	10	17	0	26	20	20	0	4	2	4	8	2	0	0
UGANDA		93	0	1	23	1	12	0	7	13	10	10	20	8	8	8	8	14	0
ZAIRE		76	0	24	16	1	4	0	3	0	7	7	8	7	7	3	3	14	3
TOTAL AFRICA	6,000	5,491	7	295	284	101	636	334	437	244	532	423	796	1,402					
EAST ASIA																			
1ST ASYLUM	51,850																		
BURMA		55	0	10	5	0	6	9	10	3	0	0	0	0	0	0	0	12	0
CAMBODIA		141	0	1	1	1	2	1	0	5	94	0	0	16	20	0	0	0	0
CHINA (MAINLAND)		1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
LAOS																			
HIGHLAND		6,833	75	199	1,496	159	123	2,041	146	203	1,084	297	113	897					
LOWLAND		482	21	17	124	21	18	53	14	0	40	20	4	150					
SUBTOTAL LAOS		7,315	96	216	1,620	180	141	2,094	160	203	1,124	317	117	1,047					
VIETNAM		3,510	118	187	424	131	189	119	151	231	514	311	377	758					
ODP																			
AMERASIAN IMMIGRANT		17,646	819	934	1,842	868	2,186	1,746	1,399	1,586	1,141	1,704	1,438	1,983					
REFUGEE		23,180	824	2,369	1,898	2,024	1,782	2,008	2,043	1,890	2,129	2,874	2,495	844					
TOTAL EAST ASIA	51,850	51,848	1,857	3,717	5,791	3,204	4,306	5,977	3,763	3,918	5,002	5,222	4,447	4,644					
EASTERN EUROPE																			
ALBANIA	2,900		16	107	117	58	77	256	36	91	96	30	11	213					
BULGARIA		1,108	2	24	24	2	14	15	3	3	10	9	13	7					
CZECHOSLOVAKIA		18	0	0	1	0	1	3	0	1	1	0	2	0					
HUNGARY		1	1	0	0	0	0	0	0	0	0	0	0	0					
POLAND		134	31	18	8	5	13	0	0	0	0	0	0	0					
ROMANIA		1,499	16	194	274	117	280	119	11	7	8	12	6	15					
TOTAL EASTERN EUROPE	2,900	2,886	66	352	424	182	385	393	128	235	192	112	64	353					

U. S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1992

COUNTRY OF CHARGEABILITY	FY92 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
SOVIET UNION	61,400	61,227	4,907	4,804	6,050	5,814	4,964	4,457	4,257	4,677	3,775	3,784	5,918	7,820
DIRECT		71	1	36	2	3	0	6	3	1	0	7	6	6
NON-DIRECT														
TOTAL SOVIET UNION	61,400	61,298	4,908	4,840	6,052	5,817	4,964	4,463	4,260	4,678	3,775	3,791	5,924	7,826
LATIN AMERICA	3,000	2,867	0	283	303	154	109	225	392	163	183	361	317	377
CUBA		2	0	0	0	0	0	0	0	2	0	0	0	0
EL SALVADOR		54	0	0	0	0	0	1	8	0	4	11	1	29
HAITI		1	0	0	0	0	0	1	0	0	0	0	0	0
NICARAGUA			0	0	0	0	0	0	0	0	0	0	0	0
TOTAL LATIN AMERICA	3,000	2,924	0	283	303	154	109	227	400	165	187	372	318	406
NEAR EAST/SOUTH ASIA	6,850	1,452	36	22	261	215	73	152	312	46	30	30	81	194
AFGHANISTAN		1,949	56	287	167	147	112	198	198	235	134	174	139	102
IRAN		3,442	116	302	89	35	8	69	75	175	237	64	212	2,060
IRAQ		1	0	0	0	0	0	0	0	0	0	0	1	0
LIBYA														
TOTAL NEAR EAST/SOUTH ASIA	6,850	6,844	208	611	517	397	193	419	585	456	401	268	433	2,356
PRIVATE SECTOR INIT.	10,000	853	0	540	140	5	2	3	0	0	0	0	0	163
PSI CUBANS														
TOTAL PRIVATE SECTOR I	10,000	853	0	540	140	5	2	3	0	0	0	0	0	163
GRAND TOTAL	142,000	132,144	7,046	10,638	13,511	9,860	10,595	11,816	9,573	9,696	10,089	10,188	11,982	17,150

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Cumulative

Fiscal Year	Area										PSI	TOTAL
	Africa	Asia	Eastern Europe	Soviet Union	Latin America	Near East Asia						
1975	0	135,000	1,947	6,211	3,000	0	0	0	0	0	146,158	
1976	0	15,000	1,756	7,450	3,000	0	0	0	0	0	27,206	
1977	0	7,000	1,755	8,191	3,000	0	0	0	0	0	19,946	
1978	0	20,574	2,245	10,688	3,000	0	0	0	0	0	36,507	
1979	0	76,521	3,393	24,449	7,000	0	0	0	0	0	111,363	
1980	955	163,799	5,025	28,444	6,662	2,231	0	0	0	0	207,116	
1981	2,119	131,139	6,704	13,444	2,017	3,829	0	0	0	0	159,252	
1982	3,326	73,522	10,780	2,756	602	6,369	0	0	0	0	97,355	
1983	2,648	39,408	12,083	1,409	668	5,465	0	0	0	0	61,681	
1984	2,747	51,960	10,285	715	160	5,246	0	0	0	0	71,113	
1985	1,953	49,970	9,350	640	138	5,994	0	0	0	0	68,045	
1986	1,315	45,454	8,713	787	173	5,998	0	0	0	0	62,440	
1987	1,994	40,112	8,606	3,694	315	10,107	0	0	0	0	64,828	
1988	1,588	35,015	7,818	20,421	2,497	8,415	733	0	0	0	76,487	
1989	1,922	45,680 *	8,948	39,553	2,605	6,980	1,550	0	0	0	107,238	
1990	3,494	51,611 *	6,196	50,716	2,309	4,991	3,009	0	0	0	122,326	
1991	4,424	53,486 *	6,855	38,661	2,237	5,359	1,789	0	0	0	112,811	
1992	5,491	51,848 *	2,886	61,298	2,924	6,844	853	0	0	0	132,144	
TOTAL	33,976	1,087,099	115,345	319,527	42,307	77,828	7,934	0	0	0	1,684,016	

* Includes Amerasian Immigrants

Immigration and Naturalization Service

Department of Justice

Refugee Program

As provided for in the Refugee Act of 1980, the Immigration and Naturalization Service (INS) is responsible for the interview of refugee applicants and the subsequent approval or denial of refugee status. INS also inspects and admits approved refugee applicants to the United States and processes their adjustment of status to lawful permanent resident.

While the performance of these responsibilities involves virtually all INS district offices, INS refugee program responsibilities are primarily discharged by the Service's overseas offices. Refugee operations are overseen by three district offices: Bangkok, with geographic responsibility for East Asia; Rome, with responsibility for the former Soviet Union, Eastern Europe, the Near East, Africa, and South Asia; and Mexico City, which oversees Latin America and the Caribbean. These offices maintain direct liaison with representatives of the United Nations High Commissioner for Refugees, the International Organization for Migration, United States government agencies, foreign governments, and all voluntary agencies with offices or representation abroad.

During FY 1992, INS officers assigned to INS overseas offices and on temporary duty assignments overseas conducted more than 139,000 refugee determination interviews. Approximately 124,300 refugees of 38 different nationalities were approved for admission into the United States.

As in recent years, in-country processing initiatives accounted for a significant portion of the INS refugee workload:

Soviet Emigration. The in-country processing of refugee applicants in Moscow resulted in the arrival of 61,300 nationals from the 15 republics that once made up the Soviet Union. During the course of the fiscal year, INS officers in Moscow conducted more

than 68,000 interviews, approving approximately 65,000 applications, or 96 percent, for refugee status.

Cuban Refugees. During FY 1992, the in-country refugee program in Havana brought nearly 2,900 Cuban refugees and 337 parolees to the United States. An additional 500-600 Cuban refugees arrived under the Private Sector Initiative (PSI), a program which provides for the admission of refugees at no cost to the United States Government. Under the PSI, INS officers interviewed Cuban refugee applicants in Spain, the former Soviet Union, the Caribbean, and Latin America.

Haitian Refugees. On February 18, 1992, INS officers began interviewing Haitian refugee applicants in Port-au-Prince. Initially limited to persons in immediate danger, the program was greatly expanded on May 24 in response to a presidential order which specified that all processing of Haitian refugee claims would be conducted in-country. As of the end of the fiscal year, approximately 2,100 Haitian applicants had been interviewed for refugee status.

Orderly Departure Program (ODP). Established in 1979 as an alternative to clandestine and hazardous boat departures from Vietnam, ODP continued to operate at increased interview levels during FY 1992. INS officers, rotating in and out of Vietnam on two-week duty assignments, approved approximately 25,200 refugee applications during the course of the fiscal year.

Asylum Program

Domestically, during FY 1992, INS, despite unforeseen operational challenges, continued to expand the capabilities of its asylum program, fine-tuning the innovations mandated by regulations which went into effect October 1, 1990: establishment of a specialized corps of asylum offices, shift of decision authority from INS district directors to asylum corps officers,

development of an enhanced training program, and establishment of a refugee documentation center.

Asylum Corps Expansion. During FY 1992, INS expanded the original 82 member asylum corps to 150. These new officers were assigned among the seven asylum offices established on April 2, 1991: Arlington (Virginia), Chicago, Houston, Los Angeles, Miami, Newark, and San Francisco. Asylum officers conducted more than 58,600 interviews during the course of the fiscal year and completed nearly 22,700 asylum cases, despite the demands created by the prescreening program for Haitians at Guantanamo Bay, Cuba.

Haitian processing in Cuba. For a number of months during FY 1992, more than half of the asylum corps was diverted to Guantanamo Bay, Cuba to process Haitian migrants interdicted at sea by the United States Coast Guard. These officers conducted approximately 36,600 pre-screening interviews between November 1991 and June 1992.

Asylum Applications. During FY 1992, a total of 116,379 asylum applications were submitted to INS. Of these, approximately 103,400 were properly submitted, with 48 percent of the total filed under the *American Baptist Churches v. Thornburgh (ABC)* settlement agreement. The total of 53,000 non-ABC applications is lower than the 80,000 anticipated for the year.

Resource Information Center

Established by the asylum regulations that went into effect on October 1, 1990, the Resource Information Center (RIC) completed its first full year of operation during FY 1992, providing both asylum and refugee programs with information on refugee-producing countries. With a staff of three officers and a director, the RIC responded to over 150 queries for information on country conditions, produced 18 information packets on Haiti for use by asylum adjudicators in Guantanamo Bay, coordinated country conditions training for new asylum officers, researched and produced draft papers and information packets covering approximately 20 refugee-producing countries, created a database consisting of some 50 country conditions reports, and es-

tablished a library of human rights and country conditions documents. The library collection is managed by a specialized bibliographic database which uses international standards to insure data exchange and compatibility with documentation centers throughout the world.

The RIC also maintains ongoing liaison with a range of government, private sector, academic, and international organizations in an effort to increase its base of country conditions information.

Office of Refugee Health

U.S. Public Health Service

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 in refugee health include the monitoring of 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 Office of Refugee Resettlement (ORR), Department of Health and Human Services, where it maintained a liaison office. The ORH also worked closely with the Bureau for Refugee Programs and the Office of the U.S. Coordinator for Refugee Affairs in the Department of State, and with the Immigration and Naturalization Service in the Department of Justice on activities related to health policy, medical screening, and health conditions at refugee camps and processing centers overseas and following resettlement.

The ORH also provided consultation and assistance to the United Nations High Commissioner for Refugees and the International Organization for Migration. Placements were arranged for the victims of Yugoslavian violence, and medical admission examinations were performed by ORH staff on Haitian migrants at Guantanamo Naval Air Station, Cuba.

The ORH also assisted other Federal agencies in responding to emergency repatriation of U.S. citizens from countries such as Liberia and Zaire.

The ORH also coordinated other PHS agencies active in refugee health matters in FY 1992. They include 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 1992, the Centers for Disease Control and Prevention (CDC) continued its legislated responsibility of evaluating and sustaining the quality of the medical screening examinations provided to refugees seeking to resettle in the United States. The program included inspection of refugees and their medical records at U.S. ports of entry and the continuation of the health data collection and dissemination system.

The CDC continued to station one 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 from Frankfurt, Germany to perform similar duties related to refugees coming to the United States from the former Soviet Union, Eastern Europe, Africa, the Near East, and South Asia.

In FY 1992, major improvements continued to be made in the medical processing of refugees from the former Soviet Union coming directly to the United States from Moscow. These improvements, especially the translation of medical findings into English, have been invaluable to State and local health departments.

During FY 1992, CDC quarantine officers at major U.S. ports of entry inspected all arriving refugees. As

part of the stateside follow-up, CDC collected and disseminated copies of refugee health and immunization documentation to State and local health departments and provided information to instruct refugees to report to the appropriate health department.

Quarantine officers paid particular attention to refugees with 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 data base of demographic and medical data on refugees was continued in FY 1992. In addition to documentation of excludable conditions for all refugees, data collected include the number of Indochinese refugees who: (a) completed tuberculosis chemotherapy before departure for the United States; (b) received tuberculin skin tests and are started on 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 data base on refugee arrivals continued to be used by the Office of Refugee Resettlement (ORR) as the primary source of arrival and destination statistics. This data base includes the results of medical screening for approximately 1,302,000 refugees who have entered this country since October 1979.

In FY 1992, a short-course tuberculosis treatment program was continued in Southeast Asia for U.S.-bound refugees. This program was expanded in Vietnam for refugees departing under the Orderly Departure Program (ODP). The program continued to provide this treatment to large numbers of ODP refugees in FY 1992.

Virtually all refugees from Southeast Asia with tuberculosis are completing treatment before arriving in the United States. In addition, the program continued to provide preventive therapy to family contacts of tuberculosis patients. These measures greatly reduced the workload of local health departments in the U.S. who provide tuberculosis treatment and follow-up services to Southeast Asian refugees.

The CDC continued to review the medical screening examinations provided to ODP refugees in Vietnam. Technical advice is provided as necessary by both CDC and the International Organization for Migration (IOM). Improvements continued to be made in the medical screening activities in Vietnam.

The overseas hepatitis B surface antigen (HBsAG) screening program for pregnant females and unaccompanied minors also continued in Southeast Asia. Infants born to HBsAG positive mothers were given hepatitis B immune globulin and were started on the series of three injections of hepatitis B vaccine. The CDC continued to notify State and local health departments and refugee sponsors of those refugees with positive tests.

The hepatitis B immunization program for Southeast Asian refugee children under the age of seven was continued in FY 1992. Most children received all three doses of this vaccine. In the United States, hepatitis B vaccine continued to be offered by health care providers to foster family members who become household contacts to unaccompanied minors identified as HBsAG carriers.

Domestic Health Assessments

Health assessment services continued to be provided to newly arrived refugees in FY 1992. The follow-up of Class A and Class B conditions identified through overseas screening is considered a top priority for State and local health departments. It is estimated that a total of 35,000 Class A and B health conditions were identified during FY 1992. A projected total of 5,200 Class A and B health conditions were identified as tuberculosis. Through a renewed interagency agreement with ORR, CDC again administered the Health Program for Refugees, addressing unmet public health needs associated with refugees. Identifying health problems which might impair effective resettlement, employability, and self-sufficiency and referring refugees with such problems for appropriate diagnosis and treatment continue to be the goals of the program. During FY 1992, continued emphasis was given to identifying refugees eligible to receive preventive treatment for tuberculosis infection.

In FY 1992, grants were awarded to 43 State and local health departments. Awards were based on the number of refugee arrivals, 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 ten most impacted States resettled 74 percent of all arriving refugees in FY 1992 and received 61 percent of the \$3,047,900 (new monies) in grant funds awarded. Two CDC public health advisors continued to consult with 43 State and local grantees in the conduct of refugee health screening activities.

Approximately 93 percent of grantees voluntarily share usable data that are helpful in evaluating the status of the domestic health assessment program. The larger State grantees have recently started to report health assessment data by regional ethnicity. The reporting regions include Southeast Asia, Africa, Eastern Europe, and the former Soviet Union, Latin America, and the Near East and South Asia.

In FY 1992, grantees reported that 97,470 refugees arrived, and 80,250 refugees were contacted and offered health assessment services. The number of refugees receiving an assessment was 69,511, or 87 percent of those contacted. The number of refugees receiving an assessment was 71 percent of the number of arrivals. Among those refugees who received a health assessment, 60 percent had one or more medical or dental health conditions that required treatment and/or referral for specialized diagnosis and care.

A greater number of refugees were found to have a positive tuberculin skin test (PPD) than any other health condition. A total of 29,086 refugees or 48 percent of the 60,204 refugees screened for tuberculin infection tested positive. The positivity rate is high for refugees tested from all regions, with the exception of Latin America. Southeast Asians continue to have the highest rate (52 percent).

Of the 27,204 refugees screened for parasites, 11,005 or 39 percent tested positive. Much lower rates were found in refugees from Eastern Europe and the former Soviet Union.

A total of 11,076 refugees or 45 percent of the 24,878 refugees screened for dental problems, were found to have a dental condition identified that required a referral for specialized diagnosis and care. At least two thirds of those screened were Southeast Asians who had the highest rate at 49 percent.

Of the 21,002 refugees screened for hepatitis B, a total of 2,336 (11 percent) tested positive. Again, Southeast Asians represented the vast majority being tested, and their positivity rate of 14 percent was the highest. There appears to be a lower rate of positives (two percent) among refugees from Eastern Europe and the former Soviet Union.

A total of 1,785 refugees, or eight percent of the 21,238 refugees screened for anemia/malnutrition, were found to have this condition. A total of 945 refugees, or 18 percent of the 5,185 screened for hearing and vision problems, were found to need a referral for specialized diagnosis and/or care. It is not practicable to compare any differences between regions for these two health conditions due to the limited numbers reported by region.

Most grantees are reporting health assessment data by Southeast Asian and non-Southeast Asian refugee populations. The data indicate that a high percentage of both Southeast Asian and non-Southeast Asian refugees are presenting one or more health conditions that require treatment or a referral for diagnosis and/or treatment. Sixty-five percent of the Southeast Asians and 46 percent of the non-Southeast Asians were identified as having one or more of these health problems.

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 Maternal and Child Health Bureau.

National Hansen's Disease Program

The National Hansen's Disease Program (NHDP) in the Bureau of Primary Health Care assures the availability of high quality medical services for patients with Hansen's Disease (HD) and its complications through the Gillis W. Long Hansen's Disease Center (GWLHDC) in Louisiana and 10 regional centers. The regional centers are located in Boston, Chicago, Los Angeles, Miami, New York, Puerto Rico, San Diego, San Francisco, Seattle, and Texas. Diagnostic and therapeutic treatment services, including such specialties as ophthalmology, neurology, and physical and occupational therapy, are available in the regional centers as well as at GWLHDC. The GWLHDC provides medication and treatment advice to approximately 600 private physicians throughout the United States who are treating HD patients. These physicians and the regional centers may refer patients to GWLHDC for more extensive diagnostic workups and management of complications.

The NHDP requests identity of birth country from patients, but does not distinguish between refugee and immigrant status in data collection. Four Laotian and 15 Vietnamese FY 1992 arrivals have come under the care of the program.

Community and Migrant Health Centers

The Community Health Center (CHC) and Migrant Health Center programs do not collect or maintain data on health services provided to persons who happen to be refugees. Refugees are 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 II, III, IV, V, IX and X reported the following activities:

Region II—A Brooklyn CHC served a significant Haitian population in the Brooklyn area. Vietnamese are using the CHC in Chinatown.

Region III—Philadelphia area CHCs provided medical screening and primary care to large populations of Vietnamese and Cambodian refugees.

Region IV—Miami CHCs served Latin American refugees, including Guatemalans, Hondurans, and Nicaraguans. CHCs served Liberians in Charleston, South Carolina, a U.S. entry point, and Kuwaitis in Raleigh, North Carolina, where expatriates have settled since the Desert Storm operation.

Region V—Centers in Minneapolis and St. Paul, Minnesota provided services to a large population of Southeast Asian refugees.

Region IX—Eleven centers provided primary care to Southeast Asian refugees.

Region X—The highest concentration 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 large numbers of refugees. The Portland clinic operated a language support program as part of its clinic operations.

Maternal and Child Health Bureau

The Maternal and Child Health Bureau continued to target, identify, and address health care problems of both Southeast Asian refugees and health care providers in the resettlement areas.

Guidance materials are continually being developed and distributed to State health agencies to alert health care providers to cultural barriers which might impact on 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 refugees.

During FY 1992, several Special Projects of Regional and National Significance addressed health care needs of Southeast Asian communities underserved for prenatal and genetic services as well as to reduce ethnocultural barriers to health care and enhance availability of genetic and other maternal and child health services. These community-based projects with outreach and support services include educa-

tional materials and aggressive efforts to identify women early during pregnancy.

Substance Abuse and Mental Health Services Administration

Technical Assistance and Consultation

In FY 1991, the Refugee Mental Health Program (RMHP), an office of the Substance Abuse and Mental Health Services Administration, conducted a study that examined special refugee resettlement programs funded by the Office of Refugee Resettlement (ORR). Based on the study findings, ORR has been able to better allocate discretionary funds in this important area. As a result of the activities related to the study, ORR requested further technical assistance and guidance from RMHP. For FY 1992, ORR provided funds to the RMHP to offer technical assistance and guidance to 27 sites nationwide.

Following is a list of achievements accomplished during FY 1992 as part of our technical assistance efforts for ORR:

- Directed and coordinated planning and logistical arrangements for visits to 27 sites nationwide. This included arranging interviews between the RMHP consultants and State refugee coordinators, voluntary resettlement agencies, refugee leaders, and various other refugee organizations.
- Provided on-site technical assistance, guidance, and recommendations to State refugee coordinators, voluntary resettlement agencies, and other refugee service organizations. These organizations were given constructive feedback on how to develop and implement effective refugee service programs. In addition, they were introduced to the concept of program evaluation and helped to develop meaningful quality control procedures.
- Developed and wrote several professional services contracts to procure consultant services to assist RMHP staff in the delivery of their technical assistance efforts.

- Presented findings from the evaluation of ORR programs at several professional conferences and regional meetings.

As a follow-up to our technical assistance efforts, we plan to conduct two regional and one national conference in FY 1993. These meetings will provide the opportunity for service providers and other interested parties to discuss issues related to the resettlement of refugees in the United States.

Conference on Soviet Refugee Health and Mental Health

The RMHP was actively involved in the planning and development of the first National Conference on Soviet Refugee Health and Mental Health, sponsored by a number of government and private organizations. The conference assembled a large number of health and mental health care providers from across the country to share and disseminate information about treatment issues involving the Soviet refugee population. This event was tremendously important for the United States refugee resettlement community, since for the past few years refugees from the former Soviet Union have been the single largest refugee group to enter this country. These refugees pose particular challenges to the health, mental health, and resettlement communities, because many are elderly, and all have been exposed to poor health care, are unfamiliar with the systems of health care here, and have been described as being extremely demanding and "difficult" by the service providers who try to help them. The conference offered the first opportunity for service providers, including bicultural service providers from the Soviet refugee communities, to exchange information, ideas, and experiences about treating this population.

The Director of the RMHP served as the Chair for the Mental Health Track of the conference and coordinated the planning process. RMHP staff were involved in conducting a literature search on Soviet refugee mental health issues, identifying relevant topics to cover, and selecting experts from the mental health, resettlement, and refugee communities to address these topics at the conference. RMHP staff also conducted a workshop on research on Soviet refugee mental health at the conference.

Conference on Methodology in Refugee Mental Health

The RMHP, in collaboration with the Harvard Program on Refugee Trauma, planned and organized a research methodology conference titled: "Science of Refugee Mental Health: New Concepts and Methods." The conference was designed to move the field of refugee mental health research forward by promoting new methodological approaches. The field of refugee mental health research has traditionally suffered from weak methodologies, due primarily to the inherent difficulties in conducting research on small groups of migrant, traumatized, and culturally different populations. For this reason, the approach taken by the conference organizers was to invite specialists on methodology from outside the mental health field to apply their approaches to the research on refugee populations. In turn, refugee mental health experts served as discussants, responding to the approaches proposed by the methodologists.

The role of RMHP staff in the planning process was to identify methodologists from related fields who could offer new perspectives on research with refugee populations. RMHP staff convened a planning committee of experts on refugee mental health issues and methodologists to generate ideas about conference content and structure. Using feedback from this meeting, RMHP staff, in collaboration with the staff at the Harvard Program on Refugee Trauma, designed the conference program structure, topics to be covered, presenters and discussants, and a list of invited participants who could contribute to the general discussion following the presentations. Over 100 scholars and practitioners attended, including representatives from 12 foreign countries.

Consultation on Service Delivery to Soviet Jewish Refugees

At the request of the Jewish Vocational Services (JVS) of Baltimore, Maryland, RMHP staff consulted with the vocational counseling program. JVS staff requested aid in restructuring services to be more culturally sensitive to Soviet Jewish refugees and to make difficult choices in the reduction of services necessitated by budget cuts. RMHP staff conducted a focus group in the Russian language with

Soviet Jewish refugees to evaluate the current vocational services program and to solicit input from the refugees about possible program changes. Using the information gained from this group, as well as expertise on refugee issues in general and the Soviet Jewish refugee community in particular, RMHP staff helped JVS to develop recommendations for program improvements. Currently, as a follow-up to the consultation, RMHP staff are designing an evaluation procedure to assess the effectiveness of the revised program.

Development of Psychiatric Assessment Instruments for Soviet Refugee Population

RMHP staff is developing psychiatric assessment instruments in the Russian language which can be used with Soviet Jewish refugees. While similar assessment instruments have been developed for use with other refugee groups, no such instruments exist in Russian. These instruments can be used for quick screening and assessment in clinical settings and for research with Soviet Jewish refugees. This project involves translation into Russian of existing psychiatric assessment (i.e., Hopkins Symptom Checklist-25 and General Health Questionnaire).

Since these instruments are frequently used with other refugee populations, research conducted with Soviet Jews using these instruments will allow for comparisons between the different refugee groups. In addition, a validity check of the translated instruments will be conducted to insure that they appropriately measure this population.

APPENDIX C

RESETTLEMENT AGENCY REPORTS

(The following reports were prepared by the Voluntary Resettlement Agencies. 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 60 years, been concerned with people in migration, either forced or voluntary. The United States Committee for Refugees (USCR) is the public education and information program of ACNS. In addition, ACNS is 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.

ACNS is the national office for a network of 40 member agencies and affiliates across the country. All member agencies of ACNS provide extensive services to refugees in their local communities. Thirty-one are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement 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 resettled over 110,000 refugees from Southeast Asia, Eastern Europe, the Soviet Union, the Near East, South Asia, Africa, and Latin America, assisting them to become productive members of American society. In addition to serving refugees directly resettled by ACNS, all member agencies provide services to the larger refugee and immigrant communities in their areas.

Resettlement Program

During FY 1992, ACNS and its member agencies resettled the following numbers of refugees:

African	515
European	1,295
Latin American	261
Near Eastern	397
Southeast Asian	5,561
Total	8,029

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 agencies' resettlement programs.

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, provided by either 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 employment and benefits of work over public assistance. 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 affiliates, ACNS carried out on-site monitoring of eight local agencies. These visits helped ACNS to meet its cooperative agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

During 1992, ACNS conducted a matching grant program, supervised and partially funded by the Office of Refugee Resettlement. Through the matching grant program, 457 refugees were resettled by six local affiliates.

Related Activities

- ACNS staff spent a great deal of time meeting and planning for the implementation of the Transitional Resettlement Program (Private Resettlement Program and Private Medical Program) scheduled to begin January 31, 1993. All 31 resettlement affiliates will participate in this program by disbursing transitional cash assistance and providing case management and employment services in-house for seven months.
- Volunteerism is an important aspect of 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 other ways, assist individual refugees in their adjustment to life in the United States.
- All ACNS affiliates 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.

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 communions. The Immigration and Refugee Program (IRP) of CWS was established in 1946 to help address the needs of refugees fleeing Europe at the end of World War II. The CWS Immigration and Refugee program philosophy of resettlement is based on the Christian commitment to aiding the world's uprooted, hungry, and homeless.

Since its inception, the Church World Service Immigration and Refugee Program (CWS/IRP) has welcomed nearly 400,000 refugees to the United States. In the past fiscal year, it resettled a total of 7,951 in the U.S.

The CWS/IRP administrative offices are located in New York, New York. CWS/IRP also maintains regional offices in Miami, Florida and Washington, D.C. In addition, CWS administers the Joint Voluntary Agency Office in Kuala Lumpur, Malaysia; Nairobi, Kenya; and Tanjung Pinang, Indonesia. CWS also contracts with the Community Relations Service, Department of Justice, for the resettlement of Cuban and Haitian entrants. In FY 1992, CWS/IRP resettled over 4,000 Haitians from Guantanamo Naval Station.

The administrative offices are responsible for implementing CWS/IRP national and international policies on immigration and refugee issues. The New York IRP office's main function is to coordinate the resettlement activities of the participating denominational offices, the local congregations that relate to the denominations, and the IRP network of local affiliate offices. All resettlement activities take place in conjunction with government agencies, other voluntary agencies, MAAs, and resettlement actors on both the local and national level.

National denominational offices provide information, counseling, and financial assistance to the refugees and to the congregations who act as refugee sponsors. Assistance is often provided for much longer than the refugee's first 90 days in the United States.

CWS/IRP-related denominations also play an active role in resettlement through their oversight of the IRP network. By composing the committees which formulate and direct the policies of IRP, the national denominations make the goals and priorities of their local congregations heard on a national level.

A network of 45 CWS/IRP affiliate and sub-offices participate in the resettlement program throughout the United States. Many of our affiliate offices are structurally linked to local ecumenical councils of churches, making them accountable to the local community. In partnership with denominational offices and local denominational coordinators, CWS affiliates perform many resettlement services. These services include developing and training church sponsors, providing orientation to newly arrived refugees and the family members they are joining, recruiting local volunteers, coordinating the delivery of services to refugees, case management, and community advocacy and outreach.

The CWS/IRP New York staff monitor the activities of the affiliates through on-site visits, daily contact by telephone, and regular program and statistical reports.

The CWS/IRP network is committed to early refugee employment and economic self-sufficiency. Professional resettlement staff, volunteers, church sponsors, and national program staff work cooperatively with refugees, their family members, and social service providers to develop and implement a resettlement plan for every refugee with the primary goal of early employment. Enhanced orientation and counseling for employable refugees is emphasized, and particular attention is given to the individual's abilities and skills. Follow-up and the reassessment of the refugee's needs are conducted on an ongoing basis,

often until they are self-sufficient—regardless of how long that may be.

The major strength of the CWS/IRP network is its network of local congregations and their members who are committed to quality refugee resettlement. In addition to providing grassroots church involvement and community-based participation, the CWS model of resettlement ensures significant private contributions to refugees and emotional contributions well after refugees become established in their new communities.

All CWS/IRP sponsors commit themselves to providing initial goods and services such as food, housing, and assistance with health exams and school registration for the children. The additional contributions that the church community makes to resettlement include organizing community resources, job networking, in-kind services, and countless hours of encouragement and emotional support. An added benefit to sponsors with this dedication is that CWS/IRP is often able to assist in the resettlement of medical cases or cases that are difficult to place.

In FY 1991, CWS/IRP initiated a Hmong Planned Secondary Resettlement Program, which resettled Hmong in the Syracuse, New York area from impacted areas around the country. Early data suggests this program, incorporated primarily to address the economic needs of these refugees, has been successful.

CWS/IRP continued to play an active role in the resettlement of Amerasians. CWS/IRP Amerasian cluster sites in FY 1992 included Phoenix and Tucson, Arizona; Denver, Colorado; Ansonia, Connecticut; Atlanta, Georgia; Boise, Idaho; Chicago and Springfield, Illinois; Binghamton, Ithaca, and Syracuse, New York; Columbus, Ohio; Oklahoma City, Oklahoma; Portland, Oregon; Clifton Heights and Lancaster, Pennsylvania; Dallas and Houston, Texas; Arlington, Richmond, Harrisonburg, Leesburg, and Manassas, Virginia; and Seattle, Washington.

The Director of the Bureau for Refugee programs recognized CWS/IRP with an award of commenda-

tion for its initiative and success in improving the collection of travel loans.

Episcopal Migration Ministries

Organization and Structure of Episcopal Migration Ministries

Episcopal Migration Ministries (EMM) is the channel through which the Domestic and Foreign Missionary Society of the Protestant Episcopal Church in the United States of America responds to refugees, displaced persons, and asylum seekers. EMM operates as a unit within the major program group for "Advocacy, Witness, and Justice Ministries," where focus is on the advocacy and action efforts to address issues of human rights, the environment, refugees, public policy, and peace. National offices are located at the Episcopal Church Center, 815 Second Avenue, New York, New York, 10017, along with other offices of the Episcopal Church under the administrative authority of the Presiding Bishop. An EMM Advisory Council provides field-based support and guidance on issues relating to refugee and migration.

EMM's refugee resettlement program is carried out by and through the 98 domestic dioceses of the Episcopal Church, whose jurisdiction covers all 50 States and Puerto Rico. The EMM domestic resettlement program is based largely on a volunteer sponsor model, using the time, skills, and donated resources of volunteer Diocesan Refugee Coordinators (Affiliate Directors), churches, sponsors, and community organizations. The volunteer model enables a large and diverse network of dioceses to participate in the refugee resettlement program without unnecessary administrative expenses. In FY 1992, the resettlement program operated in 51 affiliate sites.

Each Diocesan Refugee Coordinator (DRC) is appointed by his bishop to ensure the provision of the initial reception and placement services to refugees. Each diocese has designed a program suited to its individual strength and circumstances to ensure the best possible resettlement experience for both refugees and their sponsors. Some dioceses operate the refugee program through their local Episcopal Social Services offices. Some Dioceses have the refugee program offices based at the diocesan office.

Additional dioceses have established their programs in ecumenical social service organizations.

EMM Mission and Vision Statement

The mission of Episcopal Migration Ministries is to follow in the steps of the One who was a refugee, to provide hospitality and hope to new refugees by offering protection and providing new beginnings to the world's uprooted people.

The vision of EMM is to—

- Offer hospitality, welcome, and caring for the stranger;
- Provide opportunities for volunteer services to meet human needs;
- Advocate through public opinion formation and education for human rights, justice, peace, and legal protection;
- Address the root causes of human displacement and work for durable solutions; and
- Foster cross cultural awareness through close involvement between ethnic communities.

Support of the Program

Episcopal Migration Ministries allocates to each diocese \$392 of the per capita reception and placement grant it receives from the Bureau for Refugee Programs of the Department of State.

Matching Grant Program

EMM participated in the matching grant program through the Council of Jewish Federations in FY 1992. The projection is made for 318 eligible participants through 16 affiliates. Based on the FY 1991

rate of \$543 per capita, \$169,812 can be estimated as the total allocation for FY 1992. With intensive case management to enable early employment, enrollment in public assistance is avoided.

Immigration Counseling Network

EMM has been active in establishing Immigration Counseling Centers to assist newcomers to the United States. These programs were created to meet the pressing needs of the foreign-born in the U.S. to protect their legal rights. These centers are designed to promote the development of self-help immigration and church- and community-based legal counseling centers, in order to empower individuals to protect their own rights.

FY 1992 Resettlement Activities

EMM is capable of resettling refugees from all ethnic and religious groups, because EMM is present in every State and almost every community through the life of the Episcopal parish. Since 1938, the Episcopal Church has responded to every refugee population in need of care and assistance.

Amerasians

The EMM cluster model allows for small numbers of Amerasians to be sponsored in welcoming communities where Vietnamese are prepared to assist in their homecoming. The Amerasians generally receive more individualized attention when sponsored in groups of three or more families by churches. In addition, EMM places Amerasians in ORR-funded cluster sites.

Former Reeducation Camp Detainees

EMM also resettles former reeducation camp detainees and their families sponsored by churches and Vietnamese associations.

FY 1992 Refugee Arrivals

During FY 1992, EMM resettled 2,619 refugees. In addition, 1,123 immigrants reunited with their relatives. Follows a breakdown by ethnic origin of EMM's arrivals:

Africa	
Ethiopian	68
Liberian	39
Somali	34
Sudanese	8
Ugandan	11
Zairan	1
Total	161
Europe	
Albanian	20
Czech	1
Romanian	61
Total	82
Soviet	
Armenian	48
Armenian Baku	96
Byelorussian	47
Estonian	8
Great Russian	86
Russian	8
Soviet Jew	42
Ukrainian	556
Total	891
East Asia	
Amerasian	400
Burmese	3
Hmong	48
Khmer	10
Laotian	150
ODP	19
Vietnamese	433
Total	1,063

Latin America

Cuban	218
El Salvadoran	1
Haitian	14
Nicaraguan	3

Total 236

Near East

Afghan	30
Kurd	12
Iranian	39
Iraqi	105

Total 186

Total (All programs) 2,619

Ethiopian Community Development Council

The Ethiopian Community Development Council, Inc. (ECDC) was established in 1983 as a nonprofit organization to respond to the expanded service delivery needs of Ethiopians fleeing repressive government policies in their homeland. ECDC was organized to promote the cultural, educational, and socio-economic development of the Ethiopian community in the United States. However, from our inception, ECDC has provided a wide range of social services to refugees and immigrants from Africa, Southeast Asia, the Middle East, Eastern Europe, and Central and South America. Over the years, ECDC has become a major community-based service provider at the local level and assumed a leadership role within the refugee community at the national level.

ECDC provides direct client services, brings a committed activism to bear on issues of public policy affecting African refugees, and conducts a series of symposia by distinguished speakers discussing timely issues regarding the Horn of Africa. ECDC also pursues activities to enhance networking among African refugee organizations around the country and to assist them in community development and organizational capacity-building activities. Beginning in 1991, ECDC began resettling African refugees under its African Refugee and Migration Services (ARMS) program.

Goals

ECDC's program goals focus on the following:

- Developing and implementing a broad range of culturally sensitive and linguistically appropriate programs and services that respond to the many adjustment and resettlement challenges facing refugees.
- Offering information and referral and technical assistance to community-based organizations.

- Carrying out a program of public education at the local, State, and national levels to expand awareness of African refugee concerns.
- Encouraging members of the community to participate in the American civic process.
- Fostering cooperation, respect, and understanding between the African refugee community and the American community at large.
- Conducting educational and research activities concerning the Ethiopian community in the United States, Ethiopia, and the Horn of Africa, and controversies endemic to the region.

Program Activities

Local Program Focus—Our program of social and support services is designed to help people build economically independent lives in their new homeland. We offer orientation and adjustment counseling, employment services and job placement, vocational training including driver's education, immigration counseling, housing assistance, information and referral, document translation and interpretation services, small business development, and crisis intervention and emergency assistance.

ECDC's Center for Ethiopian Studies invites scholarly work and provides an ongoing program of research, publications, and dialogue on topics concerning Ethiopia and the Horn of Africa. The Center conducts an annual program of lectures and symposia that bring people of diverse viewpoints together in an atmosphere of constructive communication, giving them an opportunity to "agree to disagree" and giving other groups the impetus to sponsor similar activities around the country.

National Program Focus—Building on our close working relationships with individuals and organizations around the country at the local, State, and national levels, ECDC has spearheaded efforts to address the plight of Ethiopian and other African

refugees, focused attention on African refugee admissions and immigration policies, and urged support for domestic resettlement programs that speak to African refugee concerns. ECDC has led the way in strengthening and formalizing a network of over 30 African refugee Mutual Assistance Associations (MAAs).

Projects of national scope and significance that we have undertaken include the following:

- Carrying out an African Refugee Resource Development project in 1991 and 1992, which provides information, referral, and technical assistance in resource and leadership development to African MAAs and publishes the quarterly newsletter, **African Refugee Network**.
- Conducting a national needs assessment study of the development needs of Ethiopian refugees in the United States and publishing a two-volume study report (1988-1990).
- Organizing and co-sponsoring a national Conference on African and Haitian Refugees (1989).
- Conducting mental health training workshops in seven U.S. cities for service providers working with Ethiopian refugees (1984).
- Holding the first Conference on Ethiopian Refugees in the United States (1983).

Resettlement Program

ECDC sought to pass along the legacy of welcome and generosity that this country has given to members of the African refugee community through our own resettlement and placement program. Our African Refugee Migration and Services (ARMS) Program was initiated in 1990 after ECDC became the first community-based organization since passage of the Refugee Act of 1980 to be named by the Department of State as a national voluntary agency. Local resettlement is carried out by independent community-based MAAs that have become official ECDC affiliates. ECDC serves both as a resettlement agency and as the national office for affiliates located around the country. We provide program

support and technical assistance to our affiliated MAAs and monitor all resettlement activities.

ECDC and our affiliates are committed to the goal of assisting refugees achieve economic self-sufficiency as quickly as possible. To that end, professional staff and dedicated volunteers focus on helping refugees overcome barriers through a program of integrated and complementary services that support and strengthen their capacity to become self-supporting. With strong ties to their local communities, affiliates are well-suited to helping refugees through their initial and subsequent adjustment and resettlement periods. ECDC is a member of InterAction and like our affiliates works closely with local and State agencies.

During FY 1992, ECDC signed cooperative agreements with the following affiliates:

- African Community Refugee Center (ACRC), Los Angeles, California.
- Committee to Aid Ethiopian Refugees (CAER), New York City.
- Ethiopian Community Association of Chicago (ECAC).
- Oregon Ethiopian Community Organization, Portland, Oregon.
- Refugee Services Alliance (RSA), Houston, Texas.

During FY 1992, ECDC resettled 212 refugees. The following table indicates by region ECDC's refugee arrivals:

Ethiopians	78
Liberians	19
Somalis	54
Sudanese	2
Ugandans	1
Zairians	2
Afghans	12
Iranians	6
Iraqis	38

HIAS

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

From over 100 years of experience in resettling refugees from all parts of the world, HIAS has learned that successful resettlement results from close working relationships between HIAS' world headquarters and our national network of community-based, professionally staffed Jewish social service agencies. By bringing together the talents and skills of literally thousands of professionals and volunteers in over two hundred communities in 47 states, HIAS is able to provide each refugee with the highest levels of comprehensive case management and employment search services that is essential to assuring a smooth transition as newcomers enter their new communities and strive towards economic self-sufficiency.

Further, through the establishment of a national network of service providers, HIAS has been able to maximize its ability to collect data, create effective communications channels, and minimize duplication or wasteful utilization of scarce resources.

While HIAS has created an institutional structure and service delivery system that is ideally suited to facilitating the migration and resettlement of Jewish refugees, we have also built into our system the capability to serve all refugees. As a result, HIAS has been able to play an effective role in almost every major migration to this country, regardless of the national or ethnic background of the migrant.

In the ongoing process of resettling both Jewish and non-Jewish clients, HIAS utilizes the capabilities of local Jewish Federations and their direct service providing agencies, such as Jewish Family Services, Jewish Vocational Services, and Jewish Community Centers. In New York City, where HIAS' world headquarters is located, we take advantage of the extensive services available through the New York Association for New Americans (NYANA), a

beneficiary of the United Jewish Appeal—Federation of Jewish Philanthropies of New York, Inc.

Through our alliances with our resettlement network, HIAS has been able to establish a resettlement model that emphasizes local responsibility within a framework of national oversight. In this way, HIAS has been able to encourage the provision of significant amounts of locally provided resources and involvement in the resettlement process, both by the refugee's stateside family and community-based volunteers.

HIAS performs its monitoring responsibilities by maintaining an ongoing open dialogue with our affiliates regarding the progress of resettlement programs and by providing a staff of trained professionals who are available to provide consultation, technical assistance, and training. HIAS field representative travel to resettlement sites throughout the year to perform program audits, train staff, assess local needs, and assist in the provision of a consistently high level of service. As local conditions vary, HIAS has developed the capability to offer its assistance in ways that are tailored to local conditions and resources, thereby fostering significant diversity and creativity in meeting the responsibilities of refugee resettlement.

Although HIAS clients are placed in a community of resettlement primarily on the basis of relative reunion, matching job skills and employability to current labor market trends is also utilized as a factor in the placement process. Consequently, HIAS encourages the creation of unique programmatic initiatives to take advantage of a resettlement network characterized by a healthy diversity in programming. Therefore, the nature and extent of core services such as vocational training and English language instruction may evolve differently in each community as a function of available internal and external resources. Such factors as local job markets, availability of transportation, housing costs, and the ability to encourage the formation of self-help groups

may play a role in shaping the refugee service delivery system in each affiliated community.

While ideally, refugees are placed in communities that offer a high probability of success for early employment and economic self-sufficiency, the impact of recent levels of high unemployment in most, if not all, major resettlement sites has made attaining our goals increasingly difficult. These trying times have further emphasized the need for creative diversity in the provision of services and periods of maintenance from city to city and from region to region. Through regular contact with both policy makers and practitioners from our national affiliate network, we are able to further encourage the sharing of critical information on effective service delivery methodologies.

Our experience over the years has taught us that successful refugee resettlement is most often the product of a team effort and that by bringing together professionals from a variety of disciplines, from social work to education, from medicine to employment counseling, and from law to job development, we are able to best meet each refugee's distinct needs. However, the team approach requires that there be a central policymaking body in each community to "captain" the team and direct each member's efforts towards a coordinated effort to reach programmatic goals. Therefore, HIAS stresses that each community resettlement program must be based on a well coordinated, multi-disciplinary plan of action.

Community-wide coordination is also essential to the effective application of available resettlement resources. All HIAS affiliates receive reception and placement grants through HIAS to assist in meeting the needs of refugees in their initial phase of resettlement. Communities also make available supplemental outlays of private funds and human resources to their resettlement programs to enhance their ability to assist refugees attain the language, vocational and social skills necessary to become employed and achieve early economic self-sufficiency. For this reason, many HIAS affiliates have elected to partici-

pate in the ORR matching grant program as a way of further enhancing their ability to serve their clients through the provision of extended services.

HIAS, along with CJF and our affiliated network, has been engaged in ongoing efforts to rethink and retool our resettlement programs to provide vital services and support over an increased number of months. HIAS welcomes the opportunity to have an increased impact on early employment and reduce any potential for long-term welfare dependence by refugees served by HIAS.

As our service delivery methodology changes to meet evolving programmatic requirements, we remain committed to our philosophy of encouraging flexibility and creativity in developing and targeting services to meet the needs of our clients. We are also inherently wedded to our belief that our placement and resettlement programs must continue to foster family reunions and appropriate employment.

By emphasizing relative reunion and early employment, we strive to build upon each refugee's sense of self-worth and independence while minimizing reliance on public or private institutions for support. The emotional and material supports engendered by the family through a relative reunion, helps create a situation in which the individual finds primary supports coming from his family and helps shift the lines of interdependence from a client-agency or client-government relationship to a more enduring, interpersonal relationship with loved ones.

The following table presents, by region, the refugees resettled by HIAS during FY 1992:

Africa	8
Near East	309
Southeast Asia	137
USSR/Eastern Europe	47,246
All Other	10
Total	47,710

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 IRC's energies were focused on 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 U.S. 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 U.S. IRC also maintains offices in Madrid, Rome, and Vienna 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 Offices in the Sudan and Sierra Leone, 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 U.S.

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 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, Kenya, the Sudan, West Africa, Central America, and the former Yugoslavia. In Moscow, IRC is providing medical assistance to former prisoners of conscience and victims of the gulag; inside Afghanistan, IRC is actively involved in reconstruction efforts; in two provinces of Cambodia,

IRC launched public health care and training programs as part of the international effort to rebuild that country.

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, clothing, employment opportunities, access to educational services, language training, and counseling.

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

IRC Resettlement Activities

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

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 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 ongoing consultation process between each office and the national headquarters. A yearly meeting of all resettlement office directors is held at the 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, as needed, the 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 conjunction with these services, IRC also provides 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. Federally or State-funded job placement programs are utilized on a regular basis as well. IRC continues to act as the fiscal agent for such Federally funded programs in New York, San Diego, San Francisco, Seattle, and West New York, New Jersey.

Each IRC local office participates in local refugee forums and advisory committees. Coordination is maintained also with the other resettlement agencies, the National Governor's 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 Miami, Florida and West New York, New Jersey. The average number of permanent staff in each office is five to six.

FY 1992 brought the challenge of resettling several new refugee groups: Kurds from refugee camps in Turkey, Somalis and Iraqis from camps in Saudi Arabia. IRC resettlement offices working with these refugees established links with local ethnic communities, hired interpreters or bilingual caseworkers, and became sensitive to the special needs of each of these groups. Worth noting are the extraordinary health needs of Kurds who arrive from Turkish camps in poor health, with babies and children suffering from rickets, malnutrition, and other ailments which frequently require immediate hospitalization upon arrival to the U.S. In spite of these handicaps, the Kurds have been achieving self-sufficiency in admirable numbers. During FY 1992, IRC resettled the following number of refugees:

East Asia	
First Asylum	1,585
Reeducation Detainees	2,676
Amerasians	3,049
Former Soviet Union	903
Eastern Europe	693
Near East	1,154
Africa	1,395
Latin America	570
Total	12,025

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1992 with the activities of the Bureau of Refugee Services. The Bureau, administratively a 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 truly committed to refugee resettlement. Iowa Governor, Terry E. Branstad, and the Human Services Director, Charles Palmer, have also maintained their strong support for the refugee program.

The Iowa Human Services Director, Charles Palmer, serves as Iowa's State Coordinator for Refugee Affairs. Wayne Johnson, Chief of the Bureau of Refugee Services, is Deputy Coordinator and program manager.

Reception and Placement Activities

Initial reception and placement of refugees in the State of Iowa is carried out by the Bureau of Refugee Services through a cooperative agreement with the Bureau for Refugee Programs of the Department of State. Core services provided under this agreement include pre-arrival assistance, reception services for refugees during their first 30 days after arrival, counseling, and referral services.

The Bureau of Refugee Services carries out its resettlement efforts from its headquarters in Des Moines, Iowa. In addition, the agency has four regional offices located in Davenport, Sioux City, Cedar Rapids, and Storm Lake (Satellite Office).

During FY 1992, the Bureau resettled 308 refugees. The breakdown by ethnic group of the refugees resettled was as follows:

Hmong	7
Laotian	2
Vietnamese	299
Total	308

The refugee sponsor model has always been the cornerstone of Iowa's resettlement program. During FY 1992 the Bureau continued to focus its recruitment efforts in those areas that were identified as having strong employment possibilities and sponsor potential.

Caseload Composition

The Bureau of Refugee Services has resettled 57 percent of the estimated 12,530 refugees living in Iowa. The balance of refugees have been resettled by other voluntary agencies represented in the State, or they have moved to Iowa as secondary migrants.

The agency's caseload in FY 1992 was composed primarily of family reunification cases, 193 Amerasians and their accompanying family members, and 103 Vietnamese former political prisoners and their families. Amerasians and former reeducation camp detainees from Vietnam represent especially vulnerable refugee groups. Therefore, most cases have been resettled in cluster sites for the purpose of facilitating peer support activities.

Cumulative Arrivals

The 1992 arrivals brought the cumulative resettlement totals of the Bureau of Refugee Services to the following levels:

Cambodian	368
Hmong	442
Laotian	1,873
Tai Dam	2,375
Vietnamese	1,979
Other	57
Total	7,094

Goal and Mission – Refugee Self-Sufficiency

The Bureau of Refugee Services operates an employment-oriented refugee program utilizing a professional service delivery system and comprehensive case management. The agency consists of a team of individuals representing various disciplines, such as reception and placement activities, sponsor recruitment, immigration, job development, job placement, case management, social adjustment, and administration.

State Social Services

In FY 1992, Bureau staff made a total of 775 job placements, an average of 65 per month, and 24,761 service contacts, an average 2,063 per month, involving employment-related support services, health services, social adjustment and counseling, and interpretation.

Related Activities

Supplementary social services funding was provided to the State to increase refugee employment and self-sufficiency. Program services under this initiative included Vocational English as a Second Language classes and day care in Sioux City and Des Moines and employment services in Sioux City, Cedar Rapids, and Davenport.

Mutual Assistance Association (MAA) Incentive Funds

Three refugee MAAs were funded by the State in FY 1992 for the direct provision of services to refugee clients. At least half of the board members of the MAAs were refugees or former refugees, and boards included both refugee men and women.

Unaccompanied Refugee Minors

Iowa ranks sixth in the nation in placement of unaccompanied refugee minors. Cumulatively, 594 minors have been placed in licensed child welfare programs operated by Lutheran Social Services since the program's inception.

Refugee Health

The Bureau of Refugee Services coordinates activities with the State and local public health departments for refugee health assessments to identify health problems which might impair effective resettlement, employability, and self-sufficiency. Assistance is also provided to the public health agencies in the area of infectious disease control.

Microenterprise Development Initiative

The purpose of the Microenterprise Development Initiative is to promote microenterprises and self-employment among refugees. The Bureau of Refugee Services assisted the Iowa grant recipient, Institute for Social and Economic Development of Iowa City, in carrying out the project's activities by providing translation, interpretation, and cultural orientation services.

JOBS Program

The Bureau is also a service provider in the State's adaptation of JOBS, the national welfare reform initiative. All mandatory refugee AFDC recipients are referred to the Bureau for Job Search Assistance activities and job placement.

State Legalization Impact Assistant Grant (SLIAG)

The Iowa Department of Human Services, Bureau of Refugee Services, is also the recipient of SLIAG funding. The Immigration Reform and Control Act of 1986 (IRCA) authorized grant funds to assist the State with the costs of providing financial, medical, and educational assistance to certain newly legalized aliens during a period of five years from the date of legalization.

Policy on Public Assistance Usage

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

Lutheran Immigration and Refugee Service

Lutheran Immigration and Refugee Service (LIRS) is the official agency of Lutheran churches in the United States for work with refugees, asylum seekers, undocumented persons, and immigrants.

It is a cooperative, non-profit agency of the Evangelical Lutheran Church in America, the Lutheran Church—Missouri Synod, and the Latvian Evangelical Lutheran Church in America, which together represent eight million members, or 95 percent of all Lutherans in the United States.

LIRS' mission is based on commitment to provide hospitality to strangers and protect those who cannot speak for themselves. We also believe that refugees need help only temporarily, because they have gifts, talents, and strengths to offer to the vitality and strength of the United States.

In the Lutheran network, these beliefs translate into a proven track record and reputation for excellence. Newcomers are given practical and systematic support so that they become self-supporting as soon as possible. Public cash assistance is seen as a resource only for emergency or unusual situations or for temporary support while newcomers learn a marketable trade or skill.

LIRS' resettlement services are designed to foster early employment, meet individual needs, coordinate with community resources, and prevent duplication of services. Coordinating with church, public, and private organizations that carry related responsibilities is important to the agency.

Experience has shown that this private and public partnership, which allows professional staff to work alongside community volunteers and refugees, brings benefits to all concerned. Maintaining this partnership is crucial for effective resettlement and early self-sufficiency for refugees so that the gifts they bring to the U.S. can be fully realized.

LIRS resettles refugees where local sponsorships and employment opportunities offer the best chance for early self-sufficiency and where the population in-

cludes other people from the refugees' own ethnic background. "Free" cases—those without family or other contacts in the U.S.—are not placed in areas like California that already have large refugee populations.

Lutherans have traditionally welcomed new immigrants since the 18th century. In 1939, the work was organized on a national scale to help World War II refugees. Today, LIRS resettles few northern Europeans, but mainly people from Southeast Asia, the Soviet Union, the Middle East, Africa, Latin America, and the Caribbean.

In 59 years of service, more than 200,000 refugees have been given a new start in this country through LIRS. This includes more than 5,000 unaccompanied refugee minors placed in foster care since 1979.

In FY 1992, LIRS resettled 9,515 refugees:

African	608
European	2,813
Indochinese (Boat)	221
Indochinese (Land)	842
Indochinese (ODP)	3,960
Latin American	227
Near Eastern	844
Total	9,515

The LIRS network functions through a strong three-tiered partnership of national administration, professionally staffed regional offices, and local church and community volunteers.

National administration takes place at 390 Park Avenue South, New York, New York 10016-8803. With a 35-member staff, this national office manages the refugee resettlement program (26 regional offices and 28 suboffices); the unaccompanied minor refugee program (22 regional offices); the Joint Voluntary Agency in Hong Kong; the match grant program; and the Amerasian special initiative. The

agency also manages a number of non-government-funded programs which are not reflected in this report.

From New York, contracts are maintained with government agencies, other voluntary agencies, the Refugee Data Center, and international counterparts. Arrangements are made for refugee welcome at ports of entry and final destination. Regional office work is monitored through on-site visits and regular contact. New programs are developed and technical assistance is given. Tracking and monitoring requirements are fulfilled. Travel loans are collected.

Careful planning, monitoring and coordination undergird the entire system. The national office works closely with the affiliate resettlement programs to ensure the highest standards of service, to expand program opportunities, and to explore creative new ideas.

Professionally staffed affiliated offices provide regional support throughout the country. These offices recruit and train local sponsors, then ensure and document that all core devices have been provided. The staff members are experienced resources for planning, problem solving, intercultural communication, English as a Second Language training, referrals, and employment. They also coordinate with State and local government officials, for example, through community refugee forums.

These offices are usually a part of the broader Lutheran Social Service agency network. As such, they offer refugee clients a natural entree into a wide range of social service programs that address community needs. Even after the reception and placement has been completed, professional services are available to refugees as a part of the ongoing work of such social service agencies.

LIRS has also mobilized thousands of dedicated church and community volunteers as local sponsors and mentors who provide direct assistance to the refugees. They arrange for cultural orientation, housing, food, clothing, transportation, health care, schooling, and jobs for the refugee family immediately after arrival. New arrivals therefore receive

both material and emotional support, which is needed so much, especially after arrival.

LIRS' "Opening Hearts, Opening Doors" program is based on the premise that in bringing newcomers and more established community members together in a personal, positive, and intentional way, cross-cultural relations are enhanced, greater inter-racial and inter-ethnic understanding is nurtured, and refugee self-sufficiency and participation in civic life happen sooner.

Both refugees and their neighbors can be transformed by this process for the good of the whole community. LIRS' program therefore builds bridges between new Americans and their neighbors, while equipping and encouraging the newcomers for self-sufficiency and participation in civic life.

While church sponsorships are emphasized, LIRS also uses agency 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 towards becoming self-supporting.

FY 1992 Highlights

- Shaping of the new national initiative, the **Transitional Resettlement Program (TRP)** toward implementation on January 1, 1993 in the LIRS network. LIRS' track record of careful and intensive case management and emphasis on early employment provides a solid foundation for use of the TRP to encourage more refugees toward self-reliance here.
- Resettlement of nearly 100 **unaccompanied minors from Haiti**. Screened into the U.S. through the Guantanamo Bay Naval Base in Cuba, they were placed by LIRS into foster homes in nine cities. Since little written information was available about the situation of children in Haiti, LIRS and the U.S. Catholic Conference (USCC) commissioned a study on the impact of political violence on minors in Haiti. With

USCC, LIRS also planned and implemented a national Haitian unaccompanied minors conference to address the special needs of the children.

- Resettlement of Iraqis from refugee camps in Saudi Arabia and Kurds from camps in Turkey. They were processed quickly, arriving shortly after assurance. Many were free cases without support of family members in the United States. LIRS placed Kurds with relatives in North Dakota and Iraqis with relatives in Jacksonville, Detroit, and Washington, D.C.
- Assistance to Amerasians from Vietnam, through a resident training program in Utica, New York. Instead of a six-month stay in the Philippines prior to their arrival, they came to "Welcome Home House," an innovative project of the LIRS affiliate, Mohawk Valley Resource Center for Refugees. They were then placed in cluster sites around the country with LIRS sponsors. The final class graduated at the end of October 1992.
- Continued resettlement of Soviet Pentecostals and Vietnamese political prisoners.
- The naming of an African-American LIRS board member as the 606th "Daily Point of Light." Mekonnen Meshesha, founding director of the Ethiopian Family Center in Boston, represents refugees on the LIRS board.

Tolstoy Foundation, Inc.

The Tolstoy Foundation is a non-profit, non-political, and non-sectarian international agency which counsels and provides services to refugees the world over. Since its founding in 1939 by Alexandra Tolstoy, the youngest daughter of the renowned author and humanitarian Leo Tolstoy, the Foundation has, among others, assisted Afghans, Armenians, Bulgarians, Cambodians, Circassians, Czechoslovakians, Ethiopians, Hungarians, Iranians, Iraqis, Laotians, Poles, Russians, Rumanians, Tibetans and Uganda Asians. The Foundation has provided assistance over the years to some 100,000 needy refugees and immigrants. This number does not include the many refugees assisted in their resettlement in Canada, Australia, New Zealand, and South America. In FY 1992, the Foundation had its headquarters for Europe in Munich, Germany, as well as offices in six other European countries which arrange for the processing of refugees and provide aid and immigration services for elderly and needy exiles.

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

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

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

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

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

Tolstoy Foundation regional offices are located in:

- New York, New York for New Jersey and Southern Connecticut
- Phoenix, Arizona
- Los Angeles, California
- Ferndale, Michigan
- Pawtucket, Rhode Island
- Salt Lake City, Utah

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

Each regional office is provided with funds for necessary expenditures such as food, rent, household items, bedding, some medical and other refugee expenses as well as office expenses. Accounting takes place by the utilization of monthly reports. Complete records with receipts are kept of all expenditures and

are on file with the original in the headquarters accounting office. Expenditures for each refugee are also noted in his/her file with running account records for each. Direct contact by phone and facsimile is maintained with the headquarters office for consultation and/or decision making on matters for which the regional directors need advice or approval.

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

Over the years the Tolstoy Foundation has enjoyed a direct relationship, sometimes a contractual relationship, with State Coordinators of refugee programs under the aegis of the Office of Refugee Resettlement of the DHHS. Through almost daily telephonic communication, consultations, and at least monthly meetings, both the private and public sectors work together in providing the best maintenance services possible for the newly arrived refugee. Whatever refinements have taken place in refugee maintenance programs are due to the close communication between the voluntary agency and the involved State authorities.

During FY 1992, the Tolstoy Foundation resettled 1,503 refugees from geographic areas as listed below.

Eastern Europe	163
Soviet Union	834
Near East	436
Africa	70
Total	1,503

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

tance, each Tolstoy regional office relies, to a varying extent, on volunteer services and in-kind contributions. The work of the Foundation would not be possible without this generous volunteer and community support.

United States Catholic Conference

The United States Catholic Conference (USCC) is the public policy and social action agency of the Catholic Bishops of the United States. Within USCC, Migration and Refugee Services (MRS) is the lead office responsible for developing Conference policy on migration, immigration, and refugee issues, as well as providing program support and regional coordination for a network of 140 diocesan refugee resettlement offices located throughout the country.

Working without regard to race, religion, or national origin, MRS resettled over 31,000 refugees in FY 1992, as follows:

East Asia	25,217
Soviet Union and Eastern Europe	1,764
Near East and South Asia	1,980
Latin America and Caribbean	814
Africa	1,403
Total	31,178

In addition, MRS resettled over 7,500 Cuban and Haitian entrants in FY 1992:

Cubans	1,550
Haitians	6,000
Total	7,550

The principal actors in the MRS resettlement program have always been the staff and volunteers of the local diocesan programs. Basic services provided to refugees through MRS 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 refugees at the airport. After the refugees' arrival, diocesan of-

fices provide services, which include orientation to the community, employment counseling, health screening, registration for social security, and school registration. Diocesan staff make every possible effort to encourage these newcomers to become productive members of our society.

MRS carries out its domestic resettlement activities from offices in Washington, New York City, and Miami. The Washington office is responsible for overall policy formulation and for maintaining regular contact with the Congress, the Department of State, the Department of Labor, the Department of Health and Human Services, and the Immigration and Naturalization Service. The New York office is the agency's refugee operations center, serving as the liaison between overseas processing and the domestic resettlement system. MRS/New York also provides program support to diocesan offices through two regional offices, one in New York and one in San Francisco. To ensure effective diocesan implementation of MRS resettlement policies, these regional offices engage in monitoring and evaluation of the services provided to refugees, as well as assisting in the preparation of diocesan budgets and reports. The regional offices also present MRS policies to regional offices and State refugee coordinators.

In FY 1992, MRS supervised the placement of over 46 unaccompanied refugee minors in foster care and coordinated the services of Amerasian cluster sites in 44 cities, where the special needs of Amerasian children and their accompanying family members are being met. MRS also administers, at 34 sites, a matching grant program, whose goal is early self-sufficiency of refugees through employment. During the past year, 3,883 new clients—comprising 27 ethnic groups—entered the program. Of this number, 2,214 completed the program self-sufficient, for a success rate of 65 percent of those completing services.

In September 1990, using the authority established through the Wilson/Fish Amendment to the 1985 Continuing Appropriations Resolution, the San

Diego diocese received approval from ORR for the first Wilson/Fish demonstration project operated by a voluntary agency. The project is now in its third year of operation, and, in March 1992, MRS undertook its second Wilson/Fish project for MRS and Church World Services refugees resettled in Kentucky, where the State decided to stop serving RCA cases.

In FY 1992, MRS played a key role in promoting the Transitional Resettlement program, designed to replace current RCA programs and extended services and benefits for refugees not eligible for AFDC assistance.

Over the years, the developing Church structure has grown and strengthened in response to each new wave of immigrants. In the 1940s, the Church assisted displaced refugees from World War II, including many European Jews from Germany. In 1956, refugees from the Hungarian revolution were resettled. In 1960, a major effort was begun to resettle Cubans fleeing the Castro regime. Eight years later, the MRS network assisted Czechoslovakian refugees. Since 1975, MRS resettlement efforts have focused on refugees from Vietnam, Cambodia, and Laos, while, in 1980, the Cuban "freedom flotilla" brought 118,000 new refugees, the majority of whom MRS resettled. In 1987, the Church played an integral part in assisting eligible, undocumented aliens to apply for legal status under the Immigration Reform and Control Act of 1986. And, in 1990, the Church took part in efforts to pass the Immigration Act of 1990, the first major reform of this nation's legal immigration laws in over 25 years. This legislation raises the overall number of legal immigrants nearly 40 percent above current levels, allowing the unskilled, as well as immigrants with no previous family ties to this country to come to the United States. The legislation also provides temporary protected status for Salvadorans and special visa programs benefiting the Irish and other immigrant groups, provisions the Church worked very hard to have included in the final legislation.

Since this nation's birth more than 200 years ago, the Catholic Church has offered both spiritual and temporal sustenance to newcomers. At first focusing on the welfare of Catholic newcomers, and later ex-

panding to serve large numbers of non-Catholic refugees, the Church network has evolved to meet the needs of the many ethnic groups emigrating to this country. Because of the Church's commitment to protecting the sanctity of every human life, immigrants, migrants, and refugees all can, and do, find assistance through the Catholic service network.

The role the Church must play in the 1990s to aid newcomers is very different from that of even just a few years ago. Today, Migration and Refugee Services takes an active role in not just resettling refugees, but in providing low cost counseling services to indigent and low income individuals. The Catholic Legal Immigration Network, Inc. (CLINIC), established in 1988, responds to this need by serving the thousands of newcomers to the United States who cannot find adequate private legal assistance. Diocesan programs have always offered humanitarian support to needy immigrants. CLINIC improves the accessibility of these professional services by helping the dioceses provide direct legal assistance to their clients.

The experience of MRS with its local affiliates and volunteers in the network of refugee resettlement and immigration counseling programs indicates that the American public remains extremely supportive of a generous refugee resettlement program and expanded opportunities for legal immigration, policies which permit many thousands of persecuted and unsettled peoples an opportunity to begin new lives each year in the United States.

World Relief of the National Association of Evangelicals

During FY 1992, World Relief, the international assistance arm of the National Association of Evangelicals, resettled over 10,000 refugees and immigrants through its network of affiliate offices and sponsoring churches. Participation in the resettlement of refugees is seen as an extension of World Relief's mandate to enable the local evangelical church to minister to those in need.

Founded in 1944 to aid post-World War II victims, World Relief is now assisting self-help projects around the world. The commitment of World Relief to refugees world-wide is evidenced by both its U.S. resettlement activities and its overseas involvement. 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 committed to spiritual ministries. World Relief continues to work with refugees and displaced persons in Asia, Africa, and Central America.

In the U.S., World Relief participates with the Bureau for Refugee Programs in the resettlement of refugees from all processing posts around the world. In addition, the Chicago Resettlement Office is contracted to provide ESL programs to newly-arriving refugees. Several other World Relief offices have staff- and volunteer-based ESL programs to assist the entire refugee and immigrant communities in their area. World Relief is also active in the second phase of legalization, holding SLIAG contracts in California and Illinois.

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 and religious

organizations and approximately 20,000 missionaries throughout the world.

The U.S. Resettlement Program of World Relief is administered through its national office near New York City in Congers, New York. Under the supervision of a senior management structure, resettlement activities are carried out through a nationwide network of 29 professional offices divided into six geographic areas. Area and affiliate offices are monitored through on-site visits and monthly reports. This office also provides liaison with InterAction, the Refugee Data Center, and the International Organization for Migration. In addition, it is responsible for all pre-arrival processing, post-arrival tracking, travel coordination, and travel loan collection.

World Relief placements are made through coordination between local and national staff and are expected to include opportunity for church involvement, favorable employment opportunities, accessibility of local service provision, coordination within the local resettlement community, and positive ethnic community support. All cases are monitored and tracked for 90 days, while free cases are tracked for 180 days for employment.

From the inception of its refugee resettlement program in 1979, World Relief local 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 FY 1992, this included sponsorships, cash contributions, gifts-in-kind, technical assistance, public relations assistance, and a variety of volunteer services.

Sponsorship Models

World Relief employs several kinds of sponsorships depending on the needs of the individuals being placed. In the **Congregational Model**, a local church plays the major role in delivery of services with World Relief local staff providing systematic profes-

sional guidance to the congregation. A World Relief caseworker initiates a resettlement employment plan and monitors progress to lead to early refugee self-sufficiency. Other staff provide assistance to the congregation including orientation, counseling, monitoring, and referrals.

World Relief also employs the **Family Model** of sponsorship. From time to time, an American family or a cluster of families will provide core services to an arriving family with World Relief staff providing professional assistance, monitoring, and tracking. In family reunifications, World Relief staff work with the anchor relatives prior to arrival of the refugees. Staff provide orientation, training, and ongoing professional assistance during the pre- and post-arrival period. Supplemental funds, goods, and services are made available depending upon the need.

The **Office Model** is also used by World Relief in the resettlement of refugee cases. World Relief staff, supplemented by community volunteers and other service providers, provide direct core services to the refugee arrivals. Church assistance and involvement is sought in all cases regardless of the model employed.

Special Caseloads in FY 1992

The World Relief resettlement program assists in the resettlement of approximately eight percent of the total refugees arriving to the United States during FY 1992. Much of World Relief's total caseload in the past year was made up of Amerasians and their accompanying family members, Vietnamese former political prisoners, and Soviet Evangelical Christians. These groups require specialized casework and long-term commitment on behalf of the resettlement agency.

World Relief's Amerasian caseload, those arriving without family ties, was clustered in seven locations in the United States: Atlanta; Seattle; Chicago; Fort Worth, Texas; Washington, D.C.; Binghamton, New York; and Greensboro, North Carolina. Most of these offices also managed a World Vision Amerasian Mentor program, in which Amerasians are matched with volunteers who act as "mentors" to

them, helping them to adjust to their new homeland. In addition, the World Relief offices in Atlanta and Binghamton were the lead and fiduciary agents for the Amerasian cluster site grants in their areas provided by the Office of Refugee Resettlement to assist in specialized, long-term case management for Amerasians.

World Relief resettled over 10,000 refugees and immigrants in FY 1992, as follows:

Indochina:	
Amerasians	1,440
Reeducation Camp Detainees	1,911
First Asylum	1,402
Near East	368
Africa	415
Eastern Europe	176
Latin America	432
Former Soviet Union:	
Evangelical Christians	3,552
Others	413
Total	10,109
Additional Immigrants	2,764

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC Health Program for Refugees

FY 1992 Project Grant Awards and Project Directors*

Region I**

Connecticut (\$52,402) James L. Hadler, M.D., M.P.H.
Department of Human Services
Preventable Disease Division
150 Washington Street
Hartford, Connecticut 06106

Maine (\$11,006) Joan A. Blossom, R.N., M.S.
Department of Human Services
Bureau of Health
State House, Station 11
Augusta, Maine 04333-0011

Massachusetts (\$186,678) Ms. Jennifer Cochran
Department of Public Health
Refugee Health Program
305 South Street
Jamaica Plain, Massachusetts 02130

Rhode Island (\$28,493) Bela Matyras, M.D.
Department of Health
3 Capitol Hill, Room 106
Providence, Rhode Island 02908-5097

Vermont (\$5,315) Patricia Berry, M.P.H.
Division of Local Health
1193 N. Avenue, P.O. Box 70
Burlington, Vermont 05402

Region II

New Jersey (\$105,000) Clifford G. Freund, M.P.H.
State Department of Health
3635 Quakerbridge Road
C N 369
University Office Plaza
Trenton, New Jersey 08625-0369

New York (\$183,767) George T. DiFerdinando, Jr., M.D.
State Department of Health
Room 641, Tower Building
Empire State Plaza
Albany, New York 12237

New York City (\$234,359) Mr. Burt Roberts
Department of Health
Health Program for Refugees
311 Broadway
New York, New York 10007

* The total amount of grants (\$4.4 million) includes \$3 million in FY 1992 funding and \$1.4 million for prior years.

** New Hampshire dropped out of the grant program in FY 1992.

Region III*

District of Columbia
(\$41,000) Martin E. Levy, M.D., M.P.H.
Department of Human Services
1660 L Street, N.W., Room 815
Washington, D.C. 20036

Maryland
(\$74,463) Sara Bur, R.N., M.P.H.
Department of Health and
Mental Hygiene
Preventive Medicine
201 W. Preston Street, Room 307-A
Baltimore, Maryland 21201

Pennsylvania
(\$57,787) Dale T. Tavis, M.D., M.P.H.
Department of Health
Division of Rehabilitation
P. O. Box 90
Harrisburg, Pennsylvania 17108

Philadelphia
(\$50,377) Mr. Michael G. Lucas
Department of Health
Community Health Services
500 South Broad Street
Philadelphia, Pennsylvania 19146

Virginia
(\$76,188) Mr. Thomas T. Williams, Jr.
Virginia Department of Health
109 Governor Street, Room 511
Richmond, Virginia 23219

Region IV**

Alabama
(\$14,839) Donald E. Williamson, M.D.
Alabama Department of Public Health
Bureau of Disease Control
434 Monroe Street
Montgomery, Alabama 36130-1701

Florida
(\$168,300) John J. Witte, M.D., M.P.H.
Department of Health and
Rehabilitative Services
1317 Winewood Boulevard
Tallahassee, Florida 32399-0700

Georgia
(\$68,733) C. Wade Sellers, M.D., M.P.H.
Department of Human Resources
Primary Health Care Section
Room 100
878 Peachtree Street, N.E.
Atlanta, Georgia 30309

Kentucky
(\$14,579) Mr. Charles D. Bunch
Barren River District Health
Department
1133 Adams Street
P.O. Box 1157
Bowling Green, Kentucky 42101-1157

North Carolina
(\$45,356) Mr. George W. Flemming
Department of Health
Division of Adult Health Services
P. O. Box 27687
Raleigh, North Carolina 27611-7687

Tennessee
(\$42,183) Kerry W. Gately, M.D., M.P.H.
Department of Public Health
and Environment
Division of Tuberculosis Control
Cordell Hull Building, Room C2-200
Nashville, Tennessee 37247-4911

* Delaware and West Virginia did not apply for FY 1992 funds.

** Mississippi and South Carolina did not apply for FY 1992 funds.

Region V

Illinois
(\$153,305)
Ms. Carolyn Broughton
Department of Public Health
Division of Local Health
Administration
535 West Jefferson Street, Room 500
Springfield, Illinois 62761

Indiana
(\$29,790)
Mary L. Fleissner, Ph.D., M.P.H.
Indiana State Board of Health
Bureau of Disease Intervention
1330 West Michigan Street
Indianapolis, Indiana 46206-1964

Michigan
(\$117,906)
Mr. Douglas Paterson
Department of Public Health
Bureau of Community Services
3423 North Logan Street
P.O. Box 30195
Lansing, Michigan 48909

Minnesota
(\$119,434)
Mr. Michael Moen, Chief
Minnesota Department of Health
Communicable Disease Section
717 Delaware Street, S.E.
P.O. Box 30195
Minneapolis, Minnesota 55440

Ohio
(\$68,633)
Thomas J. Halpin, M.D.
Ohio Department of Health
Bureau of Preventive Medicine
P.O. Box 118
Columbus, Ohio 43266-0118

Wisconsin
(\$90,960)
Mr. Tam C. Phan
Wisconsin Department of Health
Social Services, Refugee Health
One West Wilson Street
P.O. Box 309
Madison, Wisconsin 53701

Region VI*

Louisiana
(\$34,188)
Mr. Jim Scioneaux
Department of Health and
Human Services
Office of Health Services and
Environmental Quality
P. O. Box 60630
New Orleans, Louisiana 70160

New Mexico
(\$9,577)
Susan S. Ripley, R.N.
Department of Health
Bureau of Infectious Diseases
1190 St. Francis Drive
Santa Fe, New Mexico 87502

Texas
(\$190,719)
Sam Householder, Jr., M.P.H.
Texas Department of Health
Refugee Health Screen Program
1100 West 49th Street
Austin, Texas 78756-3199

* Arkansas and Oklahoma did not apply for FY 1992 funds.

Region VII*

Iowa
(\$52,340)
Ms. Marjorie A. Bledsoe
Bureau Chief
Bureau of Health Services Delivery
Lucas State Office Building
Des Moines, Iowa 50319-0075

Kansas
(\$35,000)
Connie Hanson, R.N.
Kansas Department of Health and
Environment
Division of Health
Landon State Building
900 S.W. Jackson
Topeka, Kansas 66612-1290

Missouri
(\$66,830)
Hilda Chaski, M.P.H.
Missouri Department of Health
Section of Disease Prevention
P. O. Box 570
Jefferson City, Missouri 65102

Region VIII**

Colorado
(\$55,752)
Richard E. Hoffman, M.D., M.P.H.
Colorado Department of Health
Communicable Disease Control
Section
4120 East 11th Avenue
Denver, Colorado 80220

Montana
(\$4,500)
Yvonne Bradford, R.N.
County Health Department
Health Services Division
301 West Alder
Missoula, Montana 59802

North Dakota
(\$4,000)
Mr. Fred F. Heer
State Department of Health
Division of Disease Control
600 East Boulevard Avenue
Bismarck, North Dakota 58505-0200

South Dakota
(\$6,000)
Mr. Kenneth A. Senger
State Department of Health
Division of Public Health
523 East Capitol
Pierre, South Dakota 57501-3182

Utah
(\$38,000)
Ms. Lillian Tom-Orme
Utah State Department of Health
Refugee Health/Pulmonary Programs
288 North 1460 West
P.O. Box 16660
Salt Lake City, Utah 84116-0660

* Nebraska did not apply for FY 1992 funds.

** Wyoming did not apply for FY 1992 funds.

Region IX*Arizona*
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For more than a century, private voluntary refugee resettlement agencies (volags) have resettled refugees fleeing persecution from all parts of the globe. This Soviet family arriving in Chicago will receive assistance with housing, language training, and employment. (Photo courtesy World Relief)

