

Report to the Congress

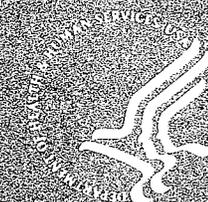
FY 1994



Refugee Resettlement Program

Office of
Refugee
Resettlement

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





Above: Refugees from around the world learn English together in programs funded by ORR.
(Photo by Richard Swartz, DHHS)

Cover: A Vietnamese refugee is re-united with his family in America. (Photo by Mark Halevi)

Report to the Congress

FY 1994

Refugee Resettlement Program



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



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 to submit an annual report to Congress on the Refugee Resettlement Program. This report covers refugee program developments in Fiscal Year 1994—from October 1, 1993 through September 30, 1994. It is the twenty-eighth in a series of reports to Congress on refugee resettlement in the U.S. since 1975—and the fourteenth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Admissions

- Over 112,100 refugees and Amerasian immigrants were admitted to the United States in FY 1994. An additional 13,250 Cuban and Haitian nationals were admitted as entrants.
- About 39 percent of refugees came from the former Soviet Union, 39 percent from Southeast Asia, 7 percent from Europe, 6 percent from Latin America and the Caribbean, 5 percent from the Near East and South Asia, and 5 percent from Africa.

Initial Reception and Placement Activities

- In FY 1994, eleven 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 \$389.2 million in FY 1994 for the costs of assisting refugees and Cuban and Haitian entrants. Of this, States received about \$218.1 million for the costs of providing cash and medical assistance to eligible refugees and entrants.

- **Social Services:** In FY 1994, ORR provided States with \$68.1 million in formula grants for a broad range of services for refugees, such as English language and employment-related training.
- **Targeted Assistance:** ORR provided \$49.4 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 10,934 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, 1994 was 1,162—a decrease of 489 from a year earlier.
- **Voluntary Agency Matching Grant Program:** Grants totaling \$32.6 million were awarded in FY 1994. 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 \$5.3 million.
- **Wilson/Fish Demonstration Projects:** ORR provided \$8.6 million to fund demonstration projects in Oregon, Alaska, Kentucky, Nevada, and California to help refugees find employment and reduce assistance costs.
- **National Discretionary Projects:** ORR approved projects totaling approximately \$12.1 million to improve refugee resettlement operations at the national, regional, State, and community levels. ORR awarded 57 grants totalling \$6.5 million to support projects to strengthen refugee communities and families. Other discretionary

projects provided funds for business loans to refugee entrepreneurs and special assistance to Vietnamese political prisoners and Amerasian immigrants.

Key Federal Activities

- **Congressional Consultations for FY 1994 Admissions:** Following consultations with Congress, President Clinton set a world-wide refugee admissions ceiling at 121,000 for FY 1994, including 1,000 refugee admission numbers contingent on private sector funding.
- **Congressional Consultations for FY 1995 Admissions:** Following consultations with Congress, President Clinton set a world-wide refugee admissions ceiling at 110,000 for FY 1995.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since 1975, with about 1,180,000 refugees, including over 70,800 Amerasian immigrant arrivals. Nearly 412,300 refugees from the former Soviet Union arrived in the U.S. during this period.
- Other refugees who have arrived since the enactment of the Refugee Act of 1980 include approximately 40,300 Romanians, 39,000 Iranians, 38,000 Poles, 34,100 Ethiopians, 31,200 Afghans, and 19,100 Iraqis.
- Ten States have Southeast Asian refugee populations of 23,000 or more and account for about 74 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 1994 annual survey of refugees who have been in the U.S. less than five years indicated that about 35 percent of refugees age 16 or over were employed in September 1994, as compared with about 63 percent for the U.S. population.

- The labor force participation rate was about 44 percent for the sampled refugee population, compared with 67 percent for the U.S. The unemployment rate was 19 percent, compared with 5.4 percent for the U.S. population.
- About 20 percent of all sampled households were entirely self-sufficient, about 13 percent received both public assistance and earned income, and another 34 percent received only public assistance.
- About 21 percent of refugees in the five-year population received medical coverage through an employer, while about 51 percent received benefits from Medicaid or Refugee Medical Assistance. About 14 percent of all refugees had no medical coverage in any of the previous 12 months.
- On average, refugees who arrived in 1994 had completed 10 years of education. About seven percent reported that he or she spoke English well or fluently upon arrival, but another 57 percent spoke no English at all.
- About 54 percent of refugee households in the five-year population received some sort of cash assistance. The most common form of cash assistance was AFDC, received by about 23 percent of refugee households. About 61 percent of refugee households received food stamps and 13 percent lived in public housing.

TABLE OF CONTENTS

I. INTRODUCTION	1
II. REFUGEE RESETTLEMENT PROGRAM	3
Admissions	3
Arrivals and Countries of Origin	4
● Distribution of Refugee Arrivals by State	6
● Applications for Refugee Status and Asylum	8
● Entrants	8
Reception and Placement Activities	11
The Cooperative Agreements	11
Monitoring of Reception and Placement Activities	11
Domestic Resettlement Program	12
Refugee Appropriations	12
State-Administered Program	12
● Overview	12
● Cash and Medical Assistance	16
Cash Assistance Utilization	
RCA Utilization by Nationality	
● Social Services	24
● Targeted Assistance	24
● Unaccompanied Minors	26
Preventive Health Services	29
Wilson/Fish Demonstration Projects	29
● Oregon Refugee Early Employment Project (REEP)	30
● United States Catholic Conference—San Diego	30
● Alaska Refugee Outreach (ARO)	31
● Kentucky	31
● Nevada	32
Voluntary Agency Matching Grant Program	32
National Discretionary Projects	33

- Key States/Counties Initiative 34
 - KSI Outcomes
 - Key County Initiative (KCI)
 - Microenterprise Development Initiative 36
 - Community and Family Strengthening 37
 - Planned Secondary Resettlement (PSR) Program 42
 - Job Links 42
 - Amerasian Initiative 42
 - Preferred Communities 43
 - Unanticipated Arrivals 43
 - Refugee Crime Victimization 43
 - Ethnic Organizations 43
 - English as a Second Language (ESL) 44
 - Former Vietnamese Political Prisoners 44
 - National/Regional Conferences 44
 - Other Discretionary Grants 45
- Program Monitoring 45
 - Field Monitoring 46
 - Audits 47
- Data and Data System Development 48
- Key Federal Activities** **50**
- Congressional Consultations on Refugee Admissions 50

III. REFUGEES IN THE UNITED STATES **51**

- Population Profile** **51**
- Nationality of U.S. Refugee Population 51
- Geographic Location of Southeast Asian Refugees 52
- Secondary Migration 52
- Economic Adjustment** **54**
- Overview 54
- Current Employment Status of Refugees 54
- Medical Coverage 57
- Factors Affecting Employment Status 59
- Economic Self-Sufficiency 61
- Welfare Utilization 62
- Employment and Welfare Utilization by State 65
- Refugee Adjustment of Status and Citizenship** **68**
- Adjustment of Status 68
- Citizenship 68

IV. REFUGEE RESETTLEMENT – Directions for the Future

71

APPENDIX A: Tables

A-1

Table 1:	Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship: FY 1983 - FY 1994	A- 1
Table 2:	Southeast Asian and Other Arrivals by State of Initial Resettlement: FY 1975 - FY 1994	A -2
Table 3:	Refugee and Amerasian Arrivals by State of Initial Resettlement: FY 1983 - FY 1994	A- 4
Table 4:	Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship and State of Initial Resettlement: FY 1994	A- 6
Table 5:	Refugee and Entrant Arrivals by Country of Citizenship and State of Initial Resettlement: FY 1983 - FY 1994	A- 8
Table 6:	Cuban and Haitian Entrants by State of Initial Resettlement: FY 1992 - FY 1994	A-10
Table 7:	Receipt of Cash Assistance by Refugee Nationality: June 30, 1994	A-12
Table 8:	Secondary Migration Data Compiled from the Refugee State-of-Origin Report: September 30, 1994	A-14
Table 9:	Women's Access to Social Services by State of Initial Resettlement, FY 1994	A-16
Table 10:	Placement and Status of Unaccompanied Minors: September 30, 1994	A-18
Table 11:	Refugee Appropriations, Admissions, Time-Eligible Population, and Period of Eligibility (Months): FY 1981 - FY 1995	A-19
Table 12:	Federal Funds Provided for the Domestic Resettlement Program: FY 1977 - FY 1994	A-20
Table 13:	Applications for Refugee Status Granted by INS: FY 1980 - FY 1994	A-21
Table 14:	Asylum Applications (Cases) Approved by INS: FY 1980 - FY 1994	A-23

APPENDIX B: Federal Agency Reports **B-1**

Bureau of Population, Refugees, and Migration, Department of State	B - 1
Immigration and Naturalization Service, Department of Justice	B - 5
Office of Refugee Health, U.S. Public Health Service	B - 7

APPENDIX C: Resettlement Agency Reports **C-1**

Church World Service	C - 1
Episcopal Migration Ministries	C - 3
Ethiopian Community Development Council	C - 6
Hebrew Immigrant Aid Society	C- 9
Immigration and Refugee Services of America	C-12
International Rescue Committee, Inc.	C-15
Iowa Department of Human Services, Bureau of Refugee Services	C-17
Lutheran Immigration and Refugee Service	C-19
United States Catholic Conference	C-22
World Relief of the National Association of Evangelicals	C-24

APPENDIX D: Refugee Health Project Grants **D-1**

APPENDIX E: State Refugee Coordinators **E-1**

I. INTRODUCTION

Section 413(a) of the Immigration and Nationality Act ("the Act") requires the Secretary of Health and Human Services 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 54 - 67 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 12 - 45);
- A description of the geographic location of refugees (Part II, pages 4 - 11 and Part III, page 52);
- 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 45 - 48) 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 11);
- 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 12 - 45 and Appendix C);
- ORR's plans for improvement of refugee resettlement (Part IV, pages 71 - 73);
- 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 54 - 67);
- Any fraud, abuse, or mismanagement which has been reported in the provision of services or assistance (Part II, pages 45 - 48);
- A description of any assistance provided by the Director of ORR pursuant to section 412(e)(5) (Part II, page 16);
- A summary of the location and status of unaccompanied refugee children admitted to the U.S. (Part II, page 26); and
- A summary of the information compiled and evaluation made under section 412(a)(8), whereby the Attorney General provides the Director of ORR information supplied by refugees when they apply for adjustment of status (Part III, pages 68 - 69).

* 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."

In response to the reporting requirements listed above, refugee program developments from October 1, 1993 until September 30, 1994 are described in Parts II and III. Part IV looks beyond FY 1994 in discussing the plans of the Director of the Office of Refugee Resettlement to improve refugee resettlement and program initiatives which continue into FY 1995. This report is the fourteenth prepared in accordance with the Refugee Act of 1980—and the twenty-eighth 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.

As part of the consultation process for FY 1994, President Clinton established a ceiling of 121,000, including 1,000 numbers to be set aside for Private Sector Initiative (PSI) admissions (Presidential Determination No. 94-1, October 1, 1993). The admission of the 1,000 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 Clinton also determined that qualified persons from Vietnam, Cuba, Haiti, and the former Soviet Union may be considered refugees while residing in their countries of nationality or habitual residence.

In FY 1994, 112,136 refugees* actually entered the U.S., representing about 92 percent of the admissions ceiling. No refugees were admitted under the 1,000 ceiling Private Sector Initiative (PSI). The 119,084 refugees admitted in FY 1993 represented 90 percent of the ceiling and included 384 persons admitted under private funding.

The admission number of 112,136 includes 2,888 Amerasian immigrants, but not the 13,255 Cuban and Haitian nationals admitted under the Cuban/Haitian Entrant Program (See page 8). The accompanying table presents refugee ceilings and admissions figures for the past decade. Table 1 (Appendix A) presents the yearly breakdown of refugees, Amerasians, and entrants by country of citizenship since 1983.

The following section contains information on refugees who entered the United States and on persons granted asylum** in the United States during FY 1994. 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 1994

Year	Ceiling	Admissions	Percent*
1994	121,000	112,136	91.9
1993	132,000	119,084	90.2
1992	142,000	131,767	92.8
1991	131,000	113,733	86.8
1990	125,000	122,772	98.2
1989	116,500	106,519	91.4
1988	87,500	76,647	87.8
1987	70,000	58,857	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 March, 1994. Includes Private Sector Initiative admissions and Amerasians.

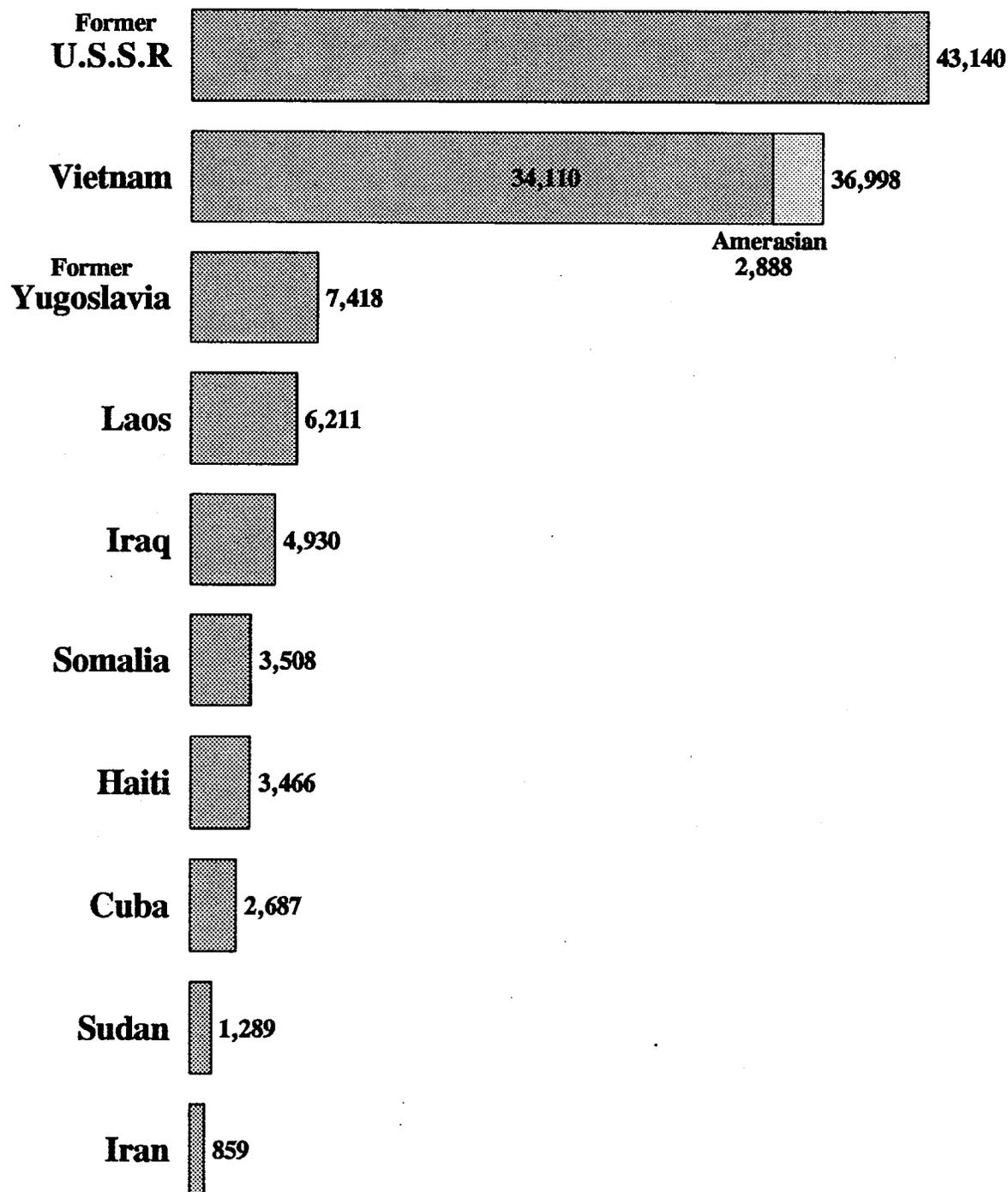
Arrivals and Countries of Origin

The number of refugees and Amerasian immigrants entering the United States in FY 1994 (112,136) was about six percent lower than the comparable figure in FY 1993 (119,084). The table on page six presents the number of refugees admitted to the U.S. in the past decade, as well as total legal immigration during

* 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)."

Ten Largest Refugee Source Countries FY 1994



**Refugees and Total Immigration:
1983 - 1994**

Year	Total Immigration	Refugee Admissions	Per 100 Immigrants
1994	798,394	112,136	14.0
1993	880,014	119,084	13.5
1992	810,635	131,767	16.3
1991	704,005	113,733	16.2
1990	656,111	122,772	18.7
1989	612,110	106,519	17.4
1988	643,025	76,647	11.9
1987	601,516	58,857	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. Refugee figures are from ORR data system as of March, 1995 and include Private Sector Initiative and Amerasian admissions.

this period. Refugees have increased as a proportion of all immigrants between 1983 and 1994. There were about 11 refugees for every 100 immigrants admitted to the U.S. in 1983, increasing to about 18 refugees per 100 immigrants in 1990 before easing back to 14 refugees per 100 immigrants last year.

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 almost 1.2 million arrivals since 1975 (Table 2, Appendix A). In FY 1994, as in FY 1993, refugees from the former Soviet Union comprised the largest arrival group. Their 43,140 arrivals represent about 38.5 percent of all refugee admissions in FY 1994.

Table 1 (Appendix A) illustrates the recent trend in admissions from different parts of the world from

1983 through 1994 (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 43,224 in FY 1994, representing about 38.5 percent of all refugee arrivals. The remaining arrivals were from countries of Europe, virtually all from the former Yugoslavia (seven percent); the Caribbean, all from Cuba or Haiti (six percent); Middle East and South Asia, including Afghanistan, Iran, and Iraq (five percent); and Africa, largely from Ethiopia, Somalia, Liberia, Zaire, and the Sudan (five percent).

The number of refugee admissions from Southeast Asia and the former Soviet Union were considerably lower in FY 1994 than in FY 1993, while those from Africa increased during that period and those from Latin America and the Middle East remained about the same. The number of Amerasian immigrants has decreased significantly over the past three years, from 17,140 in FY 1992 to 11,220 in FY 1993 to only 2,888 last year. The graph on page five presents the ten source countries from which the largest numbers of refugees fled to the U.S. in FY 1994.

During the past twelve years, 1,100,935 refugees and Amerasian immigrants have resettled in the U.S. Thirty-three percent of these refugees fled from Vietnam, 27 percent from the former Soviet Union, nine percent from Laos, six percent from Cambodia, four percent from Cuba (not including entrants), three percent from Romania, Poland, and Iran, and two percent from Ethiopia and Afghanistan. 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.

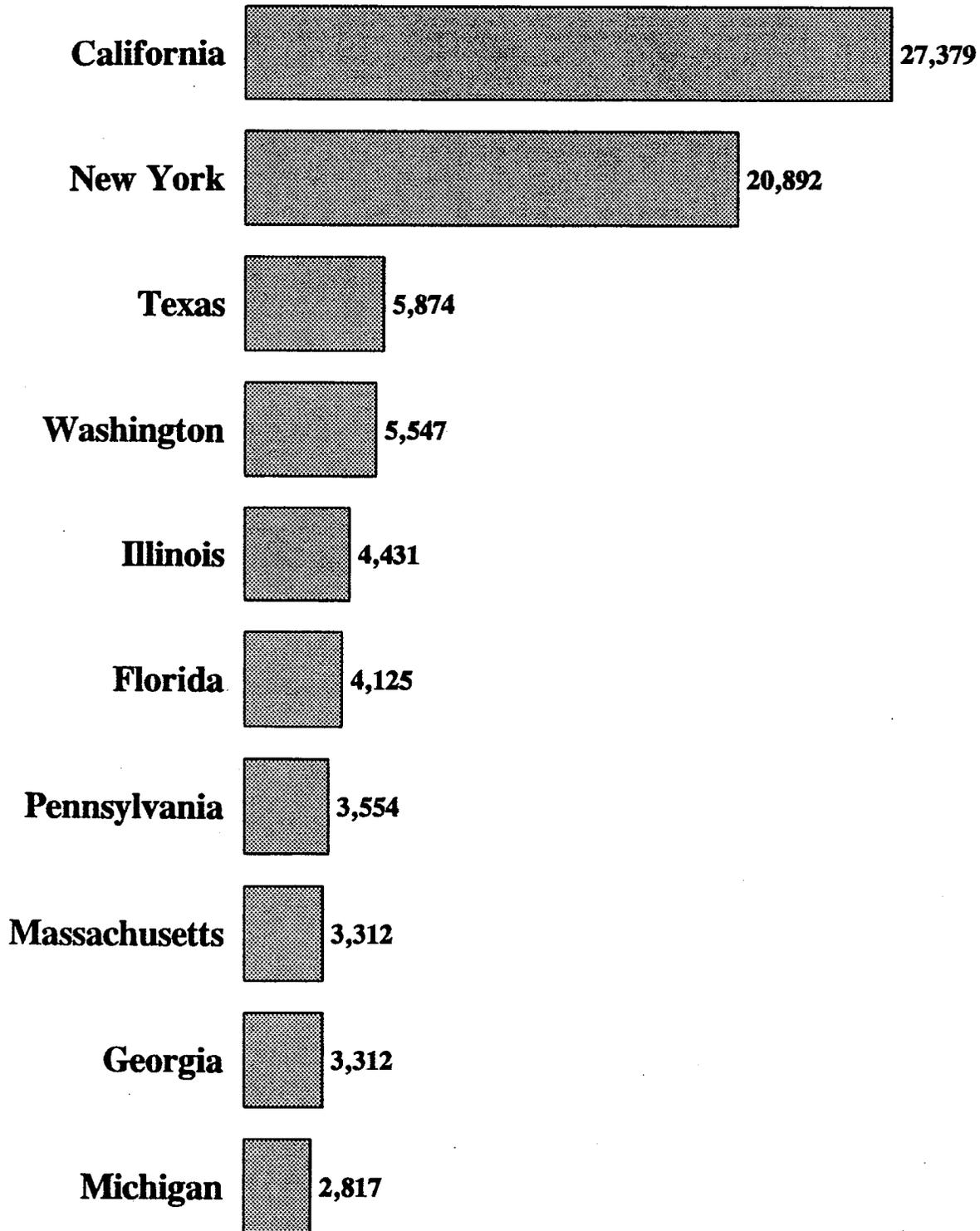
● **Distribution of Refugee Arrivals by State**

Nearly half of all refugee arrivals in FY 1994 initially resettled in one of two States—California (24 percent) or New York (19 percent). Nearly three-fourths resettled in one of the ten States listed in the graph on the next page.

Table 3 (Appendix A) illustrates how the distribution of initial refugee resettlement has changed in the past decade. California received nearly 46 percent of all

Refugee and Amerasian Arrivals

Ten Top States FY 1994



Refugee and Amerasian Arrivals FY 1994		
State	Arrivals	Percent
California	27,379	24.4
New York	20,892	18.6
Texas	5,874	5.2
Washington	5,547	4.9
Illinois	4,431	4.0
Florida	4,125	3.7
Pennsylvania	3,554	3.2
Massachusetts	3,312	3.0
Georgia	3,312	3.0
Michigan	2,817	2.5
Top Ten States	81,243	72.5
U.S. Total	112,136	100.0

refugees and Amerasians in FY 1988, but about one-half that share in FY 1994 (24 percent). New York received only 10 percent of refugees in 1988, but its proportion in the past two years is nearly double that figure.

Three FY 1994 arrival populations were especially concentrated, with a majority of arrivals in a single State. About 58 percent of Iranian refugees and 51 percent of Laotian refugees initially resettled in California. Even more concentrated were arrivals from Cuba (including both refugees and entrants), with about 78 percent initially resettled in Florida. 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 Table 4 in Appendix A.

While New York accounted for the largest share of refugees from the former Soviet Union in FY 1994 (42 percent), California received 16 percent, and several States (Illinois, Washington, Pennsylvania and Massachusetts) received four to six percent. For Vietnamese, 40 percent initially resettled in Califor-

nia, 11 percent in Texas, and six percent in Washington. For all Southeast Asians, including Amerasians, 40 percent resettled in California in FY 1993, nine percent in Texas, and three or four percent in six States (Washington, Georgia, New York, Minnesota, Massachusetts and Wisconsin).

● **Applications for Refugee Status and Asylum**

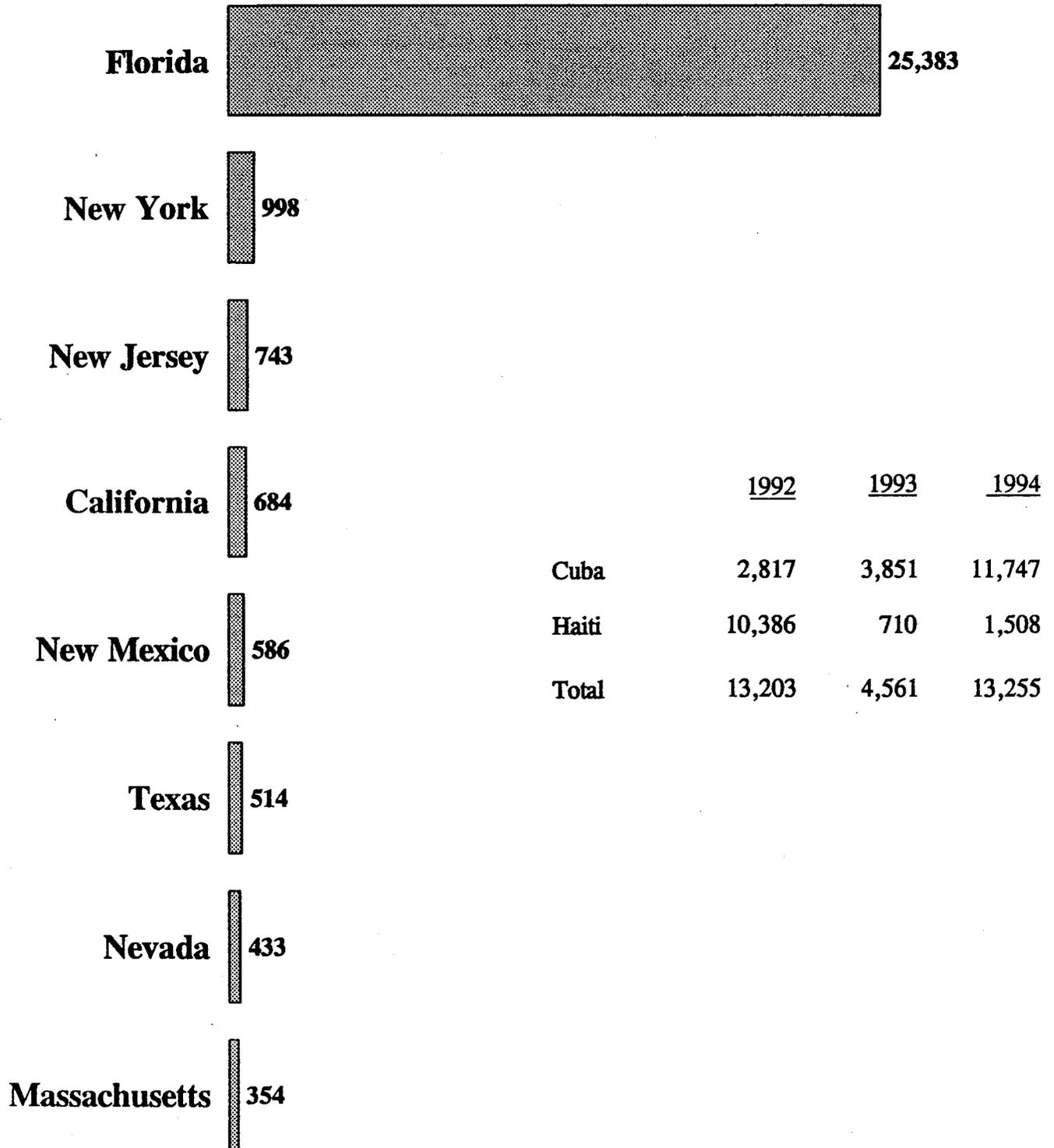
During FY 1994, the number of applications for refugee status granted world-wide by the Immigration and Naturalization Service (INS) declined slightly to 105,137 from 106,026 the year before. The numbers approved by country were closely related to the numbers actually arriving, allowing for an average 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.

Also in FY 1994, INS granted applications for political asylum status in 8,131 cases to 11,764 persons. Table 14 presents a complete listing of the countries from which these asylees fled during the years 1980 through 1994. During this fifteen-year period, 29 percent of all favorable asylum rulings went to Iranians and 20 percent to Nicaraguans. In FY 1994, INS granted asylum to persons from 90 countries, with 11 providing more than 300 cases (China, Cuba, Ethiopia, Guatemala, Haiti, India, Iran, Nicaragua, Syria, the former Soviet Union, and the former Yugoslavia.).

● **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

Entrant Arrivals Top States FY 1992 - FY 1994



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 prior to FY 1992. Beginning with FY 1992 arrivals, ORR has received data from the Community Relations Service of the Department of Justice, which arranges for the initial reception and placement services for entrants. From these data, ORR has calculated that entrant arrivals numbered 13,203 in FY 1992, 4,561 in FY 1993, and 13,255 in FY 1994 (see Table 6).

Entrant arrivals tend to rise and decline with political and economic circumstances in the Caribbean region. As a consequence, arrival numbers show wide variation from year to year. For example, entrant arrivals from Haiti exceeded 10,000 in FY 1992, then dropped to 710 and 1,508 in the past two years. In contrast, Cuban entrant arrivals rose strongly over this period, from 2,817 in FY 1993 to 11,747 last year. In all years, Florida was the primary resettlement site, with approximately 80 percent resettling there in FY 1992, 84 percent in FY 1993, and 83 percent in FY 1994.

* 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 1994, the initial reception and placement of refugees in the United States was carried out by 11 non-profit organizations through cooperative agreements with the Bureau of Population, Refugees, and Migration of the Department of State. For each refugee resettled, the voluntary agency, or volag, received \$655, 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.

Orleans, Louisiana; Biloxi, Mississippi; Greenville and Columbia, South Carolina; and Akron, Cleveland, and Columbus, Ohio.

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 1994, the Bureau's monitoring program included seven in-depth reviews of refugee resettlement in Detroit, Michigan; Pittsburgh, Pennsylvania; Los Angeles and Orange Counties, California; New

Domestic Resettlement Program

Refugee Appropriations

In FY 1994, 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. 103-333). The total funding that the Department of Health and Human Services (DHHS) obligated to States and other grantees was approximately \$383.2 million. This compares with the \$381.5 million obligated the year before.

Approximately \$212.1 million was obligated for the State-administered programs of Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA). Another \$68.1 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. An additional \$12.1 million in social services funds was obligated for the national discretionary funds program. Among these awards were grants for Community and Family Strengthening projects (\$6.5 million) and micro-enterprise loan programs (\$1.4 million). Another \$2 million of discretionary grant funds were distributed by formula allocation to States for special services to former political prisoners from Vietnam. These and other discretionary grant programs are discussed in greater detail, beginning on page 33.

Also in FY 1994, ORR provided \$49.4 million for its targeted assistance program. The objective of this program is to assist refugee and entrant populations in heavily concentrated areas of resettlement where State, local, and private resources have proved insufficient. Almost \$25.5 million was allocated to States according to formula, \$19 million was awarded to Florida for the Dade County public schools and Jackson Memorial Hospital in Miami, and another \$4.9 million was awarded as part of a discretionary grant program.

Under the Matching Grant program, voluntary resettlement agencies were awarded almost \$32.6 million in FY 1994 matching funds for assistance and services to resettle refugees from the former Soviet Union and other refugees. Funds were provided for this activity in lieu of regular State-administered cash assistance, case management, and employment services.

Obligations for health screening and follow-up medical services for refugees amounted to about \$5.3 million in FY 1994. 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, and most refugees receive such assistance. Refugees from the former Soviet Union 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.

ORR Obligations: FY 1994

(Amounts in \$000)

A. State-administered program:	
Cash assistance, medical assistance, unaccompanied minors, and State administration*	\$218,064
Social Services (State formula allocation)	68,071
Targeted Assistance (State formula allocation)	44,457
Subtotal, State-administered program	\$330,592
B. Discretionary Allocations:	
Targeted Assistance (Ten Percent)	4,940
Social Services	12,120
Subtotal, Discretionary Allocations	\$17,060
C. Alternative Programs:	
Voluntary Agency Matching Grant program	32,552
Privately-administered Wilson/Fish projects**	3,714
Subtotal, Alternative Programs	\$36,266
D. Preventive Health: Screening and Health Services	\$5,300
Total, Refugee Program Obligations	\$389,218

* Includes cash and medical assistance provided under Oregon's State-administered Wilson/Fish program (\$4,839,165) and \$6 million in re-programmed CMA funds to Florida for Cuban/Haitian entrant assistance.

** Includes \$627,325 in formula social service funds earmarked for privately administered Wilson/Fish demonstration programs.

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 sub-

mit 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/), Political Prisoners, and Targeted Assistance (c/) Obligations by State: FY 1994

State	CMA	Social Services	Political Prisoners	Targeted Assistance	Total
Alabama	\$207,000	163,826	0	0	\$370,826
Alaska	0	0	0	0	0
Arizona	3,500,000	729,053	16,029	0	4,245,082
Arkansas	125,000	94,142	0	0	219,142
California	62,784,000	17,117,932	900,324	14,256,958	95,059,214
Colorado	2,500,000	702,855	20,145	203,285	3,426,285
Connecticut	2,300,000	623,723	0	0	2,923,723
Delaware	100,000	75,000	0	0	175,000
Dist. Columbia	2,150,000	498,476	15,854	0	2,664,330
Florida	17,000,000	5,183,398	47,823	22,036,839	44,268,060
Georgia	3,501,000	1,590,171	113,340	0	5,204,511
Hawaii	1,925,000	176,207	0	125,177	2,226,384
Idaho	500,000	166,697	0	0	666,697
Illinois	7,700,000	2,442,676	31,357	857,981	11,032,014
Indiana	250,000	209,224	0	0	459,224
Iowa	2,203,457	563,612	21,897	0	2,788,966
Kansas	1,200,000	395,479	24,700	144,375	1,764,554
Kentucky d/	0	100,000	0	0	100,000
Louisiana	940,000	459,538	26,802	115,202	1,541,542
Maine	375,000	112,507	0	0	487,507
Maryland	2,100,000	1,377,179	29,955	195,259	3,702,393
Massachusetts	9,450,000	2,021,717	52,641	500,962	12,025,320
Michigan	4,750,000	1,300,919	21,109	0	6,072,028
Minnesota	6,500,000	1,338,241	36,875	502,891	8,378,007
Mississippi	1,100,000	75,000	0	0	1,175,000
Missouri	2,250,000	911,181	28,904	91,416	3,281,501
Montana	127,000	100,000	0	0	227,000
Nebraska	700,000	402,298	18,832	0	1,121,130
Nevada e/	275,000	90,169	0	0	365,169
New Hampshire	300,000	102,459	0	0	402,459
New Jersey	3,250,000	1,445,186	22,948	319,835	5,037,969
New Mexico	850,000	224,296	0	0	1,074,296
New York	22,000,000	11,844,639	46,159	2,075,448	35,966,246
North Carolina	1,250,000	639,693	15,503	0	1,905,196
North Dakota	1,015,000	183,744	0	0	1,198,744
Ohio	1,600,000	1,091,157	0	0	2,691,157
Oklahoma	779,927	292,482	25,226	0	1,097,635
Oregon	6,539,165	1,071,419	32,671	422,865	8,066,120

**CMA (a/), Social Services (b/), Political Prisoners, and Targeted
Assistance (c/) Obligations by State: FY 1994**

State	CMA	Social Services	Political Prisoners	Targeted Assistance	Total
Pennsylvania	5,550,000	1,997,852	30,919	391,864	7,970,635
Rhode Island	490,000	193,254	0	166,742	849,996
South Carolina	150,000	100,000	0	0	250,000
South Dakota	350,000	219,451	0	0	569,451
Tennessee	600,000	596,808	17,167	0	1,213,975
Texas	8,300,000	3,023,514	199,001	806,303	12,328,818
Utah	1,750,000	315,450	0	149,107	2,214,557
Vermont	350,000	128,118	0	0	478,118
Virginia	5,700,000	1,115,560	70,509	348,686	7,234,755
Washington	13,142,000	3,439,987	133,310	746,105	17,461,402
West Virginia	50,000	75,000	0	0	125,000
Wisconsin	1,500,000	875,114	0	0	2,375,114
Wyoming	35,000	75,000	0	0	110,000
Total	\$212,063,549	\$68,071,403	\$2,000,000	\$44,457,300	\$326,592,252

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 (\$46,150), California (\$954,278), Kentucky (\$1,148,540), and Nevada (\$938,267), but does include funds for a State-administered project in Oregon (\$4,839,165). See pages 29-32 for a discussion of Wilson/Fish demonstration projects. Does not include \$6 million in CMA reprogrammed funds for services to Florida.

b/ Does not include social service funds for privately administered Wilson/Fish projects in Alaska (\$75,000), California (\$200,972), Kentucky (\$243,437), and Nevada (\$107,956). Services for participants in Oregon's State-administered Wilson/Fish are funded from the State allocation.

c/ Formula grant only. Florida allocation includes \$19,000,000 earmarked by Congress for Dade County (Miami) public schools and Jackson Memorial Hospital (Miami). Does not include Targeted Assistance Ten Percent funding or \$6 million allocation through reprogram funds.

d/ Kentucky did not participate in the CMA program in FY 1994 and ended its participation in the social services program June 30, 1994.

- **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. Refugees in need of cash or medical assistance may receive help from the following government programs to meet daily needs prior to employment:

- 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 1994, 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 pay-

ments, and case management. States whose previous 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. Ac-

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.

cordingly, ORR notified States to reduce the eligibility period for RCA and RMA for new arrivals 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, the program was not implemented because of a court order requiring the Department to go through a formal rulemaking process.
- 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 for RCA and RMA. 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.
- ORR continued to track CMA expenditures throughout FY 1993. By the early spring of 1993, ORR estimated that appropriated funds would not be sufficient to continue CMA funding past July unless immediate action was taken to shorten the period of eligibility. Accordingly, on March 1, ORR published an emergency regulation in the **Federal Register** to reduce the time-eligibility period for the RCA and RMA programs, effective April 1, 1993, from the first eight months after a refugee's arrival in the U.S. to the first five months. On March 31, ORR withdrew this regulation and published another regulation which would reduce the CMA period of eligibility to three months, effective June 1. In a letter to State refugee coordinators, ORR explained that the Department intended to seek supplemental funding to maintain the eight-month period of eligibility, but found it necessary to publish the regulation in the event that the Department was not successful in obtaining these additional funds. A subsequent notice (published May 25) delayed the effective date of implementation of this reduction to August 1.
- On July 2, President Clinton signed the Supplemental Appropriations Act (Pub. L. No. 103-50), which made funds appropriated in FY 1992 available for CMA costs provided in FY 1993. States which had not fully expended FY 1992 funds could use them to fund FY 1993 CMA costs. On July 30, 1993 ORR published a notice in the **Federal Register** withdrawing the three-month regulation, thereby maintaining the eight-

month eligibility period for the remainder of FY 1993. A subsequent regulation, published September 1, continued the eight-month period for CMA in FY 1994.

- On July 22, 1993, ORR published in the **Federal Register** a Notice of Proposed Rulemaking to revise the procedures necessary to vary the period of CMA eligibility according to the level of appropriations. It proposed to (1) remove from Federal regulations all references to a specific duration of CMA eligibility, (2) establish a methodology by which ORR would determine each year the duration of CMA eligibility based on the funds appropriated, and (3) authorize the ORR Director to notify States by **Federal Register** notice whenever the level of appropriated funds requires modification of the CMA period of eligibility. The final rule was published on December 8, 1993.
- On August 12, 1994, ORR published in the **Federal Register** a Notice of Proposed Rulemaking to amend ORR regulations for employability services, job search, employment, medical assistance, and social services. Among the many provisions were proposed rules that would (1) limit eligibility for refugee social services to refugees who have been in the U.S. 36 months or less, (2) limit eligibility for services under the targeted assistance program to refugees who have been in the U.S. 60 months or less, (3) make RMA available to eligible refugees for the full period of time-eligibility (currently eight months), and (4) remove the requirement that a State must use at least 85 percent of its social services grant to provide employability services if its dependency rate is 55 percent or more.

Cash Assistance Utilization

Based on information provided by States in their Quarterly Performance Reports to ORR, the number of refugees, Amerasian immigrants, and entrants receiving Refugee Cash Assistance (RCA) has remained level over the past 12 months. The table on pages 22 and 23 shows RCA utilization reported by States as of September 30, 1994, one year earlier, at the close of FY 1993, and two years earlier, at the close of FY 1992. At the end of FY 1994, 26,295

refugees received RCA. This compares with 26,227 a year earlier and 34,735 the year before that.

The sharp decline in the number of RCA recipients between FY 1992 and FY 1994 does not necessarily indicate decreased welfare dependency for refugees. It may also reflect the higher admission numbers in earlier years (over 20,000), the change in the mix of refugee groups admitted, and the changes in family composition of newer arrivals.

ORR has not calculated a national dependency rate since September 30, 1989. At that time, the dependency rate for refugees who had arrived during the preceding 24 months was 48.5 percent. This calculation included refugees receiving AFDC benefits and the State supplement to Federal SSI. Since that date, 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, we are no longer able to calculate a national refugee welfare utilization rate from program data. As part of its Annual Survey of Refugees, however, ORR interviews a random sample of refugees who have arrived in the past five years. From their responses, ORR is able to compute a utilization rate for various types of public assistance and for different ethnic groups. These data are explained in greater detail, beginning on page 54.

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 assistance by State of residence and by nationality. In the most recent annual round of data collection, States reported 23,224 refugees on their RCA caseloads as of June 30, 1994. These reports covered refugees in the U.S. for eight months or less. The total number of refugee, Amerasian, and entrant arrivals during the previous eight months was 77,895.

Table 7 (Appendix A) summarizes the findings of the 1994 data collection on RCA utilization. The largest single group was reported to be Vietnamese, who comprised about 46.5 percent of the reported RCA caseload, while comprising 27.0 percent of the

time-eligible population. Refugees from the former Soviet Union were the second largest group, representing about 26.5 percent of the RCA caseload, while comprising 35.3 percent of the time-eligible population. Other single nationality groups contributed only small fractions to the national caseload. The overall RCA utilization rate for the 77,825 time-eligible refugees, Amerasians, and entrants on June 30, 1994 was 29.8 percent, about the same as the year before.*

The RCA utilization rates of time-eligible refugees varied between 10 percent and 51 percent among the largest refugee groups. In the 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 the total for Laotians considerably. In addition, many States record Amerasian immigrants as Vietnamese refugees. If RCA utilization is assumed to be distributed in these States in the same proportion as their Southeast Asian arrivals in 1994, the best estimates of nationwide RCA utilization rates are about 41 percent for Vietnamese and 10 percent for Lao (including Hmong). The RCA utilization of several refugee groups exceeds 100 percent. It is likely that some refugees in the designated categories could not be identified in some States.

The RCA utilization rate for refugees from the former Soviet Union (22.4 percent) has risen slightly in the past year. The low utilization rate represents in part the sizable representation of Soviets in the matching grant program during the first four months in the U.S. Among the remaining large nationality groups, the utilization rates varied between 10.0 percent for refugees from the former Yugoslavia to 68.5 percent for the Ethiopians.

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 for SSI or AFDC at any time after arrival. In addition, the table does not record the rather large number of refugees resettled under the matching grant program and ineligible for assistance during the first four months of residence in the U.S. The reported figures thus understate—*significantly*—overall 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 reported RCA utilization rate of the Laotians (5.2 percent) does not necessarily reflect earlier employment or greater self-sufficiency than for other groups, but rather the extremely large proportion of arrivals with young children and the lack of reliable statistics on their AFDC and GA utilization.

The Soviet total (22.4 percent) reflects that most refugees from the former Soviet Union are resettled under the matching grant program and receive care and maintenance under the alternative program. ORR is exploring several alternative methods of data collection which would supplement current State reports of welfare utilization. Currently, ORR also

* The FY 1994 RCA utilization was calculated by dividing the number of persons receiving Refugee Cash Assistance (RCA) on June 30 (23,224) by the number of refugees, entrants, and Amerasians admitted in the previous eight months (77,825). The same method was used to calculate the utilization rates for the RCA caseload for FY 1993 (25,029) and FY 1992 (31,939). For further discussion of the time-eligible population, see the section entitled "Cash and Medical Assistance," pages 16 - 20. These rates do not include refugees receiving cash assistance under alternative programs such as the matching grant program or Wilson/Fish projects, except where noted.

Refugee Cash Assistance (RCA) Trends

a/ State	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92	Refugee/ Entrant Arrivals FY 1993	RCA b/ Recipients As of 9/30/93	Refugee/ Entrant Arrivals FY 1994	RCA b/ Recipients As of 9/30/94
Alabama	329	52	201	82	194	56
Alaska	81	0	39	0	72	0
Arizona	1,546	346	1,111	319	1,284	267
Arkansas	71	23	104	22	106	14
California c/	33,541	7,372	31,425	6,987	27,629	5,094
Colorado	1,130	276	1,151	348	1,202	303
Connecticut	1,293	183	1,022	148	1,091	150
Delaware	73	28	33	13	42	10
Dist. Columbia	1,102	291	735	628	693	875
Florida	15,737	5,669	8,112	2,865	15,080	4,553
Georgia	3,170	632	3,130	631	3,349	568
Hawaii	336	110	293	90	283	107
Idaho	351	23	255	59	373	69
Illinois	5,165	1,414	4,042	856	4,456	768
Indiana	356	62	460	72	360	77
Iowa	809	156	844	117	932	165
Kansas	701	546	696	815	636	941
Kentucky d/	659	0	627	0	804	39
Louisiana	852	282	688	220	734	173
Maine	162	47	249	38	204	49
Maryland	3,184	428	2,372	359	1,837	235
Massachusetts	4,458	817	3,556	742	3,373	621
Michigan	2,710	662	2,255	477	2,822	422
Minnesota	2,757	475	2,784	526	2,656	481
Mississippi	44	38	53	100	65	25
Missouri	2,068	357	1,734	362	1,872	451
Montana	88	104	47	26	41	21
Nebraska	786	531	563	99	593	139
Nevada e/	383	85	307	84	469	145
New Hampshire	213	28	160	36	252	40
New Jersey	3,286	339	2,460	522	2,599	445
New Mexico	449	100	478	72	666	115
New York	27,240	6,635	23,508	1,748	21,139	3,004
North Carolina	907	228	1,199	155	785	174
North Dakota	482	40	381	80	375	51
Ohio	2,381	503	2,148	559	1,666	453

Refugee Cash Assistance (RCA) Trends

a/ State	Refugee/ Entrant Arrivals FY 1992	RCA b/ Recipients As of 9/30/92	Refugee/ Entrant Arrivals FY 1993	RCA b/ Recipients As of 9/30/93	Refugee/ Entrant Arrivals FY 1994	RCA b/ Recipients As of 9/30/94
Oklahoma	354	161	532	248	409	112
Oregon f/	2,550	1,046	1,845	636	1,962	572
Pennsylvania	4,295	555	3,622	633	3,570	496
Rhode Island	460	141	235	72	260	60
South Carolina	147	50	116	24	177	37
South Dakota	279	85	254	123	286	110
Tennessee	1,329	135	1,089	157	1,196	153
Texas	6,006	1,585	5,630	1,775	6,223	1,423
Utah	564	98	584	120	620	183
Vermont	263	67	248	92	275	131
Virginia	2,012	510	2,252	520	2,096	520
Washington	5,401	1,242	5,731	1,402	5,547	1,342
West Virginia	45	20	31	4	17	7
Wisconsin	1,875	158	1,793	164	1,921	49
Wyoming	69	0	31	0		0
Other g/	0	0	0	0	98	0
Total	144,549	34,735	123,215	26,227	125,391	26,295

- a/ Caseload data are derived from Quarterly Performance Reports submitted for all time-eligible refugees and entrants by 48 States and the District of Columbia. Caseload data for Kentucky and Nevada were provided by the volag administering a State-wide Wilson/Fish program. Alaska's Wilson/Fish does not provide cash assistance.
- b/ For each of the three fiscal years, the period of eligibility was eight months.
- c/ California's time-eligible population includes 967 refugees participating in the Wilson/Fish demonstration project in San Diego as of September 30, 1992; 1,163 participants as of September 30, 1993; and 1,063 as of September 30, 1994.
- d/ Kentucky's totals include 39 refugees who received cash assistance as part of a Wilson/Fish project as of September 30, 1994.
- e/ Nevada's totals include 145 refugees receiving cash assistance as part of a Wilson/Fish project as of September 30, 1994.
- f/ Oregon's totals include 904 refugees participating in the Refugee Early Employment Project (REEP) as of September 30, 1992; 516 participating as of September 30, 1993; and 502 participating as of September 30, 1994.
- g/ Includes Puerto Rico and the Virgin Islands.

collects and analyzes welfare utilization rates for different refugee groups as part of its Annual Survey of Refugees, which records the economic progress of a random sample of refugees who have arrived in the past five years. These utilization rates are listed in the section entitled "Welfare Utilization" (pages 62–65).

- **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 1994, as in previous fiscal years, ORR allocated 85 percent of the social service funds on a formula basis. Under this formula, \$68,071,403 in social service funds were allocated directly to States according to their proportion of all refugees who arrived in the U.S. during the previous three fiscal years. States with small refugee populations received a minimum of \$75,000 in social service funds. ORR earmarked a total of \$627,365 of the social service funds for California, Kentucky, Nevada, and Alaska to private agencies operating Wilson/Fish demonstration projects in those States.

More than \$12 million in social service funds (15 percent of the total social services funds available) were set aside for services 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. As part of the new Community and Family Strengthening program, ORR awarded 57 grants totaling \$6.5 million to public and private non-profit agencies to support projects aimed at developing activities and programs to strengthen refugee families and communities. In recognition of the special vulnerability of refugees who are former political prisoners from Vietnam, ORR set aside \$2 million from discretionary social service funds to be allocated under a formula based on the number of actual former political prisoner arrivals in FY 1993. A description of these and other activities under discretionary grant authority is provided, beginning on page 33.

ORR policies allow a variety of relevant services to be provided to refugees in order to assist in 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 1994, ORR continued 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 1994, ORR obligated \$49,397,000 for targeted assistance activities for refugees and entrants. Of this, \$25,457,300 was awarded by formula to the 20 States eligible for targeted assistance grants on behalf of their 42 qualifying counties. 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 for 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. FY 1994 targeted assistance formula awards are provided in the table on pages 14–15. Awards since the program's inception in FY 1983 are listed in the table on page 25.

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

**Summary of Targeted Assistance Funding
FY 1983-FY 1994**

State	Formula Award	Special Funds	Total Funds
California	\$169,232,853	\$1,200,000	\$170,432,853
Colorado	\$2,665,029		\$2,665,029
Dist. Columbia	\$109,476		\$109,476
Florida	\$76,574,972	168,607,330	\$245,182,302
Hawaii	\$3,054,769		\$3,054,769
Illinois	\$13,588,981		\$13,588,981
Kansas	\$3,146,888		\$3,146,888
Louisiana	\$2,097,463		\$2,097,463
Maryland	\$2,772,817		\$2,772,817
Massachusetts	\$9,289,353	900,000	\$10,189,353
Minnesota	\$10,214,558		\$10,214,558
Missouri	\$1,114,037		\$1,114,037
New Jersey	\$6,317,071		\$6,317,071
New York	\$15,444,345		\$15,444,345
Oregon	\$7,981,555	500,000	\$8,481,555
Pennsylvania	\$5,950,564		\$5,950,564
Rhode Island	\$3,719,137		\$3,719,137
Texas	\$6,621,552		\$6,621,552
Utah	\$2,015,312		\$2,015,312
Virginia	\$6,631,561		\$6,631,561
Washington	\$12,521,028		\$12,521,028
Total	\$354,403,634	\$171,207,330	\$532,270,651

Note: Does not include Targeted Assistance Ten Percent funds.

Special funds include the following:

California (FY 1989): To address the impact of Armenian refugees on Los Angeles County.

Florida (FY 1983-FY 1994): To address the impact of Cuban/Haitian entrants on Dade County.

Massachusetts (FY 1989-1990): To address the impact of secondary migrants on the Lowell school system.

Oregon (FY 1990): To address the impact of Soviet Pentecostals on Oregon.

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 (\$4.9 million) were awarded competitively in FY 1994.

ORR divided funds available for discretionary grants under the targeted assistance program into two types of grants. Under Community Employment Enhancement grants, ORR awarded 34 grants totaling \$4,418,137 to States to implement special employment services which cannot be met with formula social service or targeted assistance formula grants. Under Refugee Community Mental Health grants, ORR awarded six grants totaling \$521,563 to support local community efforts to enhance mental health services for at-risk refugees having difficulty adjusting to the social and psychological changes of their new circumstances. The grantees are listed in the tables on pages 27–29.

● **Unaccompanied Minors**

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

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 per-

mitted under the State’s Plan under title IV-B of the Social Security Act.

Since January 1979, a total of 10,934 children have entered the program. Of these, 1,356 subsequently were reunited with family and 8,416 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, 1994, was 1,162—a decrease of 489 from the 1,651 in care a year earlier. Unaccompanied children are located in 28 States and the District of Columbia (see Table 10).

The number of minors arriving in the U.S. in need of foster care during FY 1994 was relatively stable at about five per month. Among the 61 minors, only 18 arrived from Southeast Asia; the rest arrived from Haiti, Cuba, Liberia, Bosnia, Rwanda, Iraq, Sudan, and other countries. The minors are placed in the licensed child welfare programs operated by the local affiliates of USCC and LIRS in areas with their ethnic community concentration. The number leaving the program by reaching the age of majority continues to accelerate. As a result, programs in some States have been phased out.

In progress reports on 962 children in 23 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 67 of the 962 attend school at the elementary level, 627 at the secondary level, 214 at the post-secondary level, and 54 are not in school. Caseworker ratings by percentage were as follows:

	Superior	Satisfactory	Unsatisfactory
English language	27.0%	59.3%	13.7%
General education	30.0	55.0	15.0
Social adjustment	31.4	61.0	7.6
Health	43.0	56.0	.1

Summary of FY 1994 Targeted Assistance Discretionary Grants

Community Employment Enhancement Grants

Alabama	Job development and enhancement in Mobile and Bayou La Batre	\$150,000
California	Para-professional training and placement for Lao and Cambodian refugees	114,425
Colorado	Support of volag employment case management	115,220
Dist. Columbia	VESL and job-seeking and retention skills	65,000
Florida	Employment services for Haitian refugees	185,000
Florida	Project to enhance employability of primary wage earner within six weeks of arrival	250,000
Illinois	Employment assistance to prevent long-term dependency through a coalition of five MAAs	129,930
Illinois	Employment and adjustment services to Bosnians, Middle Eastern, and Soviet Pentecostal refugees in Chicago	104,287
Idaho	Employment services and ESL	150,000
Iowa	Bilingual job developer in Davenport for Amerasians and former political prisoners from Vietnam	43,967
Iowa	Employment services for Africans, Iraqis, and Bosnians in Cedar Rapids	50,084
Iowa	Improved access to health care for former political prisoners from Vietnam	49,282
Kansas	Employment services for Hmong and Soviet refugees	85,947
Kansas	Employment assistance and drug/crime/alcohol prevention education programs	87,032
Massachusetts	Project to reduce barriers to refugee self-sufficiency	203,981

Maine	To increase refugee employment and self-sufficiency	\$105,000
Maryland	Special employment development for older Soviets	175,000
Michigan	To address employment needs of hard-to-serve Hmong	90,000
Michigan	Work training and family management	169,000
Montana	Job development, job coaching, OJT, and VESL	150,000
New Hampshire	Employment services	100,000
New York	Volunteer-based English language program to serve employed refugees	50,500
New York	ESL and VESL to Russians in Brooklyn to qualify them to provide child care in licensed facilities	175,000
North Dakota	Job linking services	100,000
Oregon	Refugee upgrade project for Soviet refugees	31,298
Oregon	Vocational training for Soviet refugees	140,000
Pennsylvania	Economic and community development in Philadelphia's neediest refugee neighborhoods.	200,000
Tennessee	To promote self-sufficiency among Kurdish refugees	130,000
Texas	Employment services for refugee women	150,000
Virginia	Employment enhancement for Soviet Evangelicals	117,204
Washington	Job development, placement, and post-placement services	200,000
Washington	Employment services for Soviet pentecostals in Clark County	91,080
Washington	Reimbursement for work-related expenses to refugees who reduce or terminate cash assistance	210,000
Wisconsin	Job readiness and placement services contracted through Hmong MAAs	\$249,900

Refugee Community Mental Health Grants

Illinois	Medical screening and peer support groups for Bosnians	\$50,100
Massachusetts	Mental health needs of the Cambodian and Soviet Evangelical refugees in Western Massachusetts	99,975
Oregon	Outreach and educational services for Russian Pentecostal refugees	81,488
Oregon	Mental health services for Soviet Jewish and Pentecostal refugees	\$100,000
Texas	Assistance to Southeast Asian communities in Galveston and Harris Counties	90,000
Virginia	Cross-cultural training for mental health providers	100,000

Preventive Health Services

Refugees, like other aliens, must be free of all contagious diseases in order to enter the U.S. In FY 1994, to ensure that refugees met public health requirements, ORR supported, through an interagency agreement, several preventive health programs of the Public Health Service at a cost of approximately \$5.3 million. About \$2.6 million was used for oversight of health screenings overseas, part of entry health inspections, and PHS administrative costs.

Another \$2.7 million was provided to 43 State and local health agencies to manage and support health screening programs for recently arrived refugees. These programs screen and treat (1) personal health conditions that could affect the public health, such as tuberculosis or hepatitis B; or (2) personal health problems that could impede the refugee's effective resettlement, such as mental disorders, hypertension, or hearing or vision problems. The cost of treating the medical conditions discovered through health screening is supported by the RMA and Medicaid programs. In a number of States, State and local resources also supplement the refugee health screening program.

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 following 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.

In FY 1994, ORR provided \$8.6 million to fund four privately administered programs and one State-administered program.

● **Oregon Early Employment Project (REEP)**

The Refugee Early Employment Program was the first ORR-approved Wilson/Fish demonstration

Wilson/Fish Demonstrations			
	CMA	Social Svcs	Total
Private:			
Alaska	\$46,150	\$75,000	\$121,150
Kentucky	1,148,540	243,437	1,391,977
Nevada	938,267	107,956	1,046,223
California	954,278	200,972	1,155,250
Sub-total	3,087,235	627,365	3,714,600
State:			
Oregon	\$4,839,165	0	\$4,839,165
Total	\$7,926,400	\$627,365	\$8,553,765

Note: The State-administered Oregon project received its social service funds through the normal State allocation for Oregon (\$1,071,419).

project. Now in its tenth year of operation, REEP currently serves a tri-county area comprised of Multnomah, Clackamas, and Washington Counties. Affiliates of three voluntary agencies—United States Catholic Conference (USCC), Church World Service (CWS), and Lutheran Immigration and Refugee Service (LIRS)—determine eligibility and provide cash assistance and case management services to RCA-eligible enrollees. Job developers with the International Refugee Center of Oregon (IRCO), a consortium of MAAs, work closely with the volag case managers to provide employment services. A contract with the Multnomah County Health Department provides REEP participants with medical services from a Health Maintenance Organization (HMO).

The goal of REEP is to move employable refugees away from welfare dependency and toward self-sufficiency through strategies of early assessment and intervention, early service provision, and early job placement. REEP uses a sequential services delivery model to prepare refugees for entry into the labor market.

During FY 1994, 1,963 refugees, Amerasians, and entrants arrived in Oregon. A total of 1,590 refugees participated in REEP employment services; this total includes some refugees who arrived during the fourth quarter of FY 1993 and were eligible to receive REEP services in FY 1994. Of those participating in REEP employment services, 992 (62 percent) entered employment, and 565 (57 percent of employed refugees) were still employed on the ninetieth day after placement. The average wage at placement was \$5.42.

● **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 Charities of San Diego (CCSD). A continuation grant was awarded in FY 1994 to USCC for the period of September, 1994 through August, 1995. This is the third Wilson/Fish project to be funded, and the first 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 \$200,972 from California's FY 1994 social services formula allocation to this project. One of its primary goals is to reduce to five months the mean length of time that sponsored refugees receive cash assistance during their first year in the U.S.

In its first 48 months of operation, CCSD enrolled 1,809 refugees and Amerasians, including 1,174 from Southeast Asia, 274 from Africa, 231 from South Asia, and the rest from Eastern Europe. Of those enrolled, 276 later moved and 107 were deferred from participation for medical reasons. Sixty-four percent (916) were placed into at least one job, and 57 percent (813) were self-sufficient by the end of their eligibility period. The mean length of dependency for the 1,298 clients who had eight months of eligibility and who had not migrated was 163 days from date of arrival.

● Alaska Refugee Outreach (ARO)

The State of Alaska has never operated a refugee program. In order to fill the unmet needs of refugees resettling in Alaska, an affiliate of Episcopal Migration Ministries, Alaska Refugee Outreach (ARO), operates an ORR-approved demonstration project. ARO provides English as a Second Language (ESL), employment assessment and placement services, driver's education training, and medical assistance in the form of a Blue Cross health insurance policy. This demonstration project is in the third year of a three-year funding cycle which will end December, 1994. ARO has submitted an application to ORR for new funding.

ARO is unique in that it does not provide cash assistance to refugees. The two voluntary agencies responsible for initial placements in Alaska (EMM and USCC) consider this when selecting free cases for placement in Alaska. USCC's local affiliate has

entered into a cooperative agreement to enroll all of its employable adults in ARO.

At the two major regions of resettlement, Anchorage and the Mat-Su Valley north of Anchorage, ARO focuses its efforts on job assessment, job readiness, and job placement with concurrent ESL instruction. On average, employable refugees found employment in 30 days. Their average wage at placement was \$6.37 per hour.

During the nine months of 1994, ARO enrolled 135 refugees. As of September 30, 116 refugees were enrolled in ESL classes, and 72 were participating in employment services for job placements or job upgrades. Four refugees not eligible for medicaid were enrolled in the Blue Cross Medical Insurance plan at that time. Although ARO serves a small refugee population, its services are essential for early employment leading to long-term self-sufficiency.

● Kentucky

In FY 1994, USCC and its local affiliate, Catholic Charities of Louisville, concluded its second year of administering cash and medical services to refugees in the northern part of the State. This demonstration project included a network of service providers from various volags. The two-year project provided transitional cash assistance to 271 refugees. Of these, 241 were terminated from assistance due to employment. The project also provided medical coverage to 248 refugees.

In FY 1994, a new Wilson/Fish demonstration project was begun. ORR awarded a grant of \$1.4 million to USCC and its local affiliate, beginning July 1, 1994. This project expanded services statewide and included, for the first time, funds for social services. Previously, social services had been provided through State-administered contracts until the State completely withdrew from the program. The new project has expanded services through a network of service providers, including several volag affiliates.

- **Nevada**

In 1993, the State of Nevada notified ORR that it would no longer continue its refugee resettlement program. Catholic Community Services of Nevada (CCSN), an affiliate of the United States Catholic Conference Migration and Refugee Services (USCC/MRS), subsequently applied for, and received, permission to operate an alternative demonstration project in Nevada through Wilson/Fish authority. Since May 1994, CCSN has provided a "one-stop" program that begins with reception and placement services (funded by the Department of State's Bureau of Population, Refugees, and Migration) upon arrival and continues with ORR-funded transitional cash and medical assistance, employment services, and English language training.

In addition to the above projects, both New York and Massachusetts have proposed Wilson/Fish demonstration projects designed to divert refugees from traditional welfare systems. Both States plan to target all refugees for these projects, including AFDC eligibles and secondary migrants.

- New York proposes to contract cash assistance and case management to volags, targeting adults age 19-64 for earlier employment and proposing to reduce the use of cash assistance by 25 percent.
- Massachusetts proposes to contract cash and medical determinations to volags and will provide early employment incentives by offering cash bonuses and priority status for services to employed refugees.

Voluntary Agency Matching Grant Program

The Matching Grant program, funded by Congress since 1979, provides an alternative approach to State-administered resettlement assistance. ORR awards matching grants of up to \$1,000 per refugee to voluntary resettlement agencies which agree to match the ORR grant with equivalent cash and in-kind contributions. The program's goal is to help refugees at-

tain 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 and intensive services during the first four months after arrival. ORR requires participating agencies to provide maintenance (food and housing), case management, and employment services in-house. Additional services, such as language training and medical assistance, may be provided or arranged through referral to other programs. Refugees in the Matching Grant program may use publicly funded medical assistance.

Refugees from the Soviet Union and its successor republics have been the primary beneficiaries of the program since its commencement in 1979. About 70 percent of current participants are from the former Soviet Union; Southeast Asians, Bosnians, Ethiopians, Somalis, and Iraqis comprise most of the balance. Six voluntary agencies operated programs in over 100 locations last year and provided resettlement services to over 31,000 refugees—about one-fourth of all refugee arrivals.

- **Hebrew Immigrant Aid Society (HIAS)** (the grant was transferred to HIAS from the Council of Jewish Federations on January 1, 1994) received \$26,641,300 in FY 1994 funds and authority to spend \$5,492,700 in grant funds which were unexpended during the prior year. They resettled 24,290 newly arriving refugees, the vast majority from the successor republics of the former Soviet Union. Also included in the total resettled were 224 refugees from Iran and 259 refugees of various nationalities resettled by Episcopal Migration Ministries through a subgrant with HIAS. A total of 96 communities participated in the program during 1994. The major resettlement sites were New York City (12,312), Chicago (1,618), San Francisco (1,343), Los Angeles (1,078), Philadelphia (721), and Boston (606).
- **United States Catholic Conference (USCC)** received \$3,665,000 and authority to spend \$400,000 of unexpended funds of the previous year's grant. USCC resettled 4,528 refugees from more than 40 ethnic groups in 44 diocesan resettlement offices in 27 States and the District of

Columbia, Hartford, Grand Rapids, Los Angeles, and Dallas were the major resettlement sites. The largest group resettled was Vietnamese, representing 52 percent of the caseload. The next largest groups were from Haiti, (11 percent), Cuba (5 percent), and Iraq (5 percent). USCC held a training workshop in St. Petersburg, Florida for six new matching grant programs located in Buffalo, Mobile, Oklahoma City, Orlando, St. Paul, and Winona, Wisconsin.

- **International Rescue Committee (IRC)** received \$290,550 and authority to spend \$65,644 remaining from the previous year's award. IRC placed 645 new clients during the calendar year. Seattle and San Francisco were the largest resettlement sites, with San Diego, New York City, Miami, Dallas, and Atlanta also participating. Most of the refugees resettled were from Bosnia. Refugees from Cuba, Iraq, and Southeast Asia comprised most of the balance of ethnic groups in the program.
- **Lutheran Immigration and Refugee Service (LIRS)** was awarded \$1,130,634. They resettled 981 new clients during the calendar year. The major resettlement sites were Greensboro and Iowa. Southeast Asian refugees comprised slightly over one-third of the caseload, with the remainder primarily from Bosnia, Iraq, and Cuba.
- **Immigration and Nationalities Services (IRSA)** (formerly American Council for Nationalities Service) received \$725,000 and resettled 748 refugees at eight sites, with Kansas City, Houston, St. Louis, and Erie receiving the majority. Most were Vietnamese, followed by Haitian, Bosnian, Iraqi, and Cuban refugees.
- **World Relief Corporation (WRC)**, a new grantee, received \$100,000 to resettle 100 refugees in Fort Worth, Texas. Due to a late start-up, they actually resettled 44 refugees during 1994.

Except for HIAS, which places almost all eligible refugees into the program, grantees generally use the following criteria to select refugees for program participation: family size, resettlement site, motivation

for employment, and willingness to participate in the program.

Participating agencies reported the following performance outcomes for January 1 through December 30, 1994. For IRSA, 94 percent of refugees were self-sufficient at the end of the four month matching grant program; for LIRS, 78 percent; for HIAS, 22.5 percent; for IRC, 73 percent; for USCC, 77 percent; and for WRC, 65 percent.

National Discretionary Projects

During FY 1994, ORR approved approximately \$12 million in social services discretionary grants to improve refugee resettlement at national, regional, State, and community levels.

Major discretionary awards included the following:

- \$6.5 million in 57 grants to States and not-for-profit agencies to strengthen refugee communities and families.
- \$174,803 to two national voluntary agencies to promote resettlement of refugees outside of impacted areas.
- \$297,525 in three grants to local resettlement agencies to help them respond to the unexpected arrival of new ethnic populations.
- \$87,732 in nine grants to help support national and regional conferences.
- \$1.4 million in six continuation grants and seven new grants for microenterprise projects which provide small-scale financing to promote refugee entrepreneurship.
- \$2 million to 26 States to help provide special assistance to former political prisoners from Vietnam.

In addition, ORR awarded discretionary funds as part of its targeted assistance program. As detailed on pages 24–29, ORR awarded \$4,418,137 in 34 grants to implement special employment services and

\$521,563 in six grants to support mental health activities for refugees.

- **Key States/Counties Initiative**

The Key States Initiative (KSI) and Key Counties Initiative (KCI) programs provided funds to induce changes in State welfare and service systems to make them serve refugees more effectively and help their clients become self-sufficient. States were encouraged to propose changes which they feel uniquely fit their organizational situations, in order to test potential models of change. ORR provided temporary support for the changes, with the understanding that if KSI/KCI activities were successful, the State would incorporate them—through regular State refugee funding—into the State-administered program.

In FY 1994, ORR brought most of these programs to conclusion. Of the seven States and two counties that participated in this program during the last seven years, activities continued in four States (Massachusetts, Minnesota, New York, and Washington) and the two counties (Orange and Los Angeles), but new funding was limited to Orange County, California. A summary of KSI/KCI activities follows:

KSI Outcomes

The Washington State KSI Project is a statewide program administered by the Office of Refugee and Immigrant Assistance within the Department of Social and Health Services. The Washington KSI project, known as Track II, promotes economic independence for refugees through early employment. The project is designed to provide transitional support in the form of reimbursement for employment-related expenses and training.

The Track II Project completed its seventh and last year of operation in FY 1994. During the year, Track II continued to target both Refugee Cash Assistance (RCA) and Aid to Families with Dependent Children (AFDC) recipients to encourage them to enter employment. The project assisted 712 employed refugees by easing the transition from welfare to self-sufficiency. Of these, 627 were former

cash assistance recipients. The majority (74 percent) of the program participants were from the AFDC program. This statistic is significant because in Washington State, AFDC recipients participate in employment, training, or related activities on a voluntary basis.

In addition, 162 participants (26 percent) were RCA recipients. The remaining 14 percent, referred to as grant diversion clients, consisted of new arrivals who were assisted in finding immediate employment and never accessed cash assistance programs.

Of the seventh year participants, 25 percent were single, 9 percent were two-person households, 21 percent were households of three, 19 percent were households of four, and 27 percent were households of five or more. The largest households were families of 10, 11, and 12 persons.

Grant savings for the year totaled \$1,602,621, not including savings accruing in months in which participants did not request reimbursements. With reimbursement outlays totaling \$457,356, net grant savings reached \$1,145,265.

The Massachusetts KSI completed its third and final year in 1994. The project succeeded in increasing refugee employment and reducing welfare utilization through a strategy of early employment with intensive post-placement services and a family-oriented service system.

The revised service strategies, combined with the KSI-funded case management system and automated tracking system proved to be a highly successful restructuring of the program. Therefore, the Massachusetts Office for Refugees and Immigrants (MORI) plans to continue these KSI strategies and incorporate them into a Wilson/Fish demonstration project.

Since the inception of KSI three years ago, the number of refugees participating in employment services has increased by 83 percent. Over the same period, the number of refugees receiving RCA has declined by 38 percent, and the cost of RCA has decreased by 24 percent. In FY 1994, 78 percent of employable adults were placed in jobs within eight months of arrival, compared with only 26 percent in FY 1991. Of

those refugees who elected to participate in post-placement services this past year, 49 percent received job upgrades.

In FY 1994, New York completed its final project year of KSI. Limited to New York City, KSI targeted refugees on cash assistance who are routinely determined unemployable and "banked" within the large welfare caseload. To prevent this, a cooperative arrangement between the State Coordinator and New York City's Human Resources Administration (HRA) provided for mandatory referral of refugee aid recipients to a KSI staff person who re-assessed their employability and scheduled them for an orientation to KSI services. KSI then referred employable refugees either to employment services appropriate to their needs or directly to job search and placement activities.

The objective has been to route refugees away from the general welfare process and into the more appropriate network of refugee-specific services. This has reduced the number of refugees on welfare receiving no services or attending inappropriate or ineffective programs. HRA enforcement of sanctions also has contributed to KSI's effectiveness.

KSI staff have worked closely with the New York City welfare administrators to identify all refugees, reaching them early with refugee-specific services to promote employment. As a result, the KSI project has the only refugee-specific work experience activity approved in New York City for AFDC-UP participants.

In the past year, significant numbers of refugees left the welfare rolls, and others decreased the level of assistance they were receiving due to employment or by sanctions. KSI staff referred 260 cases to NYC/HRA for closing or reduction, resulting in an estimated savings of \$276,000.

Also in its final year, Minnesota's KSI project removed 516 cases from welfare due to employment, resulting in a total of \$439,507 in actual welfare savings. Five hundred thirty-two refugees entered full-time employment and another 154 entered part-time employment in the past year, with an over-all average hourly wage of \$6.41.

The KSI project places high priority on refugee families with children. As a rule, these families receive higher cash benefits from welfare than married couples or singles. To ensure that families will attain the income level necessary to terminate cash assistance, the project emphasizes the participation of secondary wage earners and other employable family members in its KSI employment services. All vendors having contracts with the State are required to meet contract performance outcomes in terms of the number of cases terminated from welfare.

The most effective KSI strategies have been transitional financial assistance to clients and relocation of refugees outside of the twin city area. Transitional financial assistance provides "extra" support to clients during the critical period after job search through the first several months of employment, since refugees are most prone to quit or lose their jobs during that crucial period. Minnesota also continues to relocate refugees from the urban Minneapolis-St. Paul area to areas where more employment opportunities exist.

Key County Initiative (KCI)

In January 1993, the Social Services Agency of Orange County began operating an alternative services program funded through a KCI grant. Designed to assist refugees considered at high risk for continued long-term welfare dependency, KCI targeted AFDC recipients who had registered for the California JOBS program (called Greater Avenue for Independence, or GAIN), but had not actively participated because they were either a part-time worker or the spouse of a deferred GAIN participant. State regulations did not require these individuals to participate in GAIN's job services, education, or training activities. Orange County believed this regulation to be counterproductive to achieving economic self-sufficiency. It sought and received a waiver of the State regulations for these two groups of GAIN registrants.

With its KCI grant, Orange County provided refugee-specific services to these two target groups. Two bilingual, bi-cultural case managers, themselves former refugees, were selected to act as role models to their clients and to provide them with individual

and group counseling in addition to intensive case management. KCI designed a special orientation session for these participants to provide them with information about the new responsibility to participate in GAIN activities, the impact of employment on their AFDC grants, the potential long-term benefits of employment, and the long-term disadvantage of remaining on welfare. The participants were offered job search services in the form of specially designed employment workshops.

Since January 1992, Orange County has enrolled 753 participants in the KCI project. Four hundred and one found full-time employment (30 or more hours per week as defined by JOBS). The retention rates were exceptionally high—92 percent for 90 days. AFDC savings calculated for the grant project period totaled \$659,266, exceeding grants awarded (\$348,000) by \$311,266. Potential future savings would be much greater. For 1995, the County was awarded \$238,000 to continue KCI operations for the last year of the project period.

In September 1992, ORR awarded the Department of Community and Senior Citizens Services of Los Angeles County a grant of \$250,000 to provide incentives to AFDC recipients to accept employment and terminate welfare assistance. However, as a result of several legislative changes in the California AFDC program, the planned KSI benefits were not sufficiently attractive to refugees. As a consequence, the County did not start the project nor spend any KCI grant funds in FY 1992 or FY 1993.

The County and voluntary agencies redesigned the KCI and received approval for a project to provide early referral and ongoing counseling and support services to 240 recently arrived refugees in order to overcome barriers to early employment. The project, entitled "Volag Support Services Project" (VSSP), will expedite AFDC-eligible refugees' participation in services leading to employment.

Six voluntary agencies in Los Angeles volunteered to participate in the project. From August 1994 to November 1994, 88 recently arrived refugees enrolled in employment training programs.

● Microenterprise Development Initiative

In FY 1994, ORR awarded six continuation awards and six new awards totaling \$1,375,000 to organizations to develop and administer microenterprise programs.

These projects are intended for recently arrived refugees on public assistance "or at risk thereof" who possess few personal assets or who lack a credit history that meets commercial lending standards. Microenterprise projects typically include components of training and technical assistance in business skills, credit, administration of revolving loan funds, and business management seminars.

Since the program's inception in September, 1991, ORR has provided funding for six three-year microenterprise development projects and six two-year projects. The performance achieved by these 12 projects, as of September 30, 1994, is as follows:

Client Businesses—Two hundred ninety five businesses have been developed under this program: of these, 240 were start-ups; 55 were expansions of existing micro-businesses. Forty-six percent of these businesses were in the service industry; 27 percent, in retail; 13 percent, in manufacturing; and 14 percent were "other". Thirty-nine percent of the businesses were home-based. Ninety percent of all businesses were still operating as of September 30, 1994.

Loan Funds—The program provided \$642,821 in loan funds, representing 154 business loans at an average loan amount of \$4,174 to refugee entrepreneurs during this period to help capitalize their businesses. Of this amount, ORR provided \$405,050 in loan capital which leveraged an additional \$237,771 in other financing. The default rate was 1.9 percent of the loans and 1.2 percent of the amount of money loaned.

Excluding loan funds, the total amount of ORR funding for these 12 microenterprise projects was \$2,657,112 over the three year period. This represents an average cost per business start of \$9,007.

Client Characteristics—Approximately 1,500 clients have participated in business training. At the time of their entry into the program, 43.6 percent of the

clients had been in the U.S. for less than two years; another 48 percent had been in the U.S. for 2-5 years. Over half of the clients were receiving some form of public assistance at the time of assistance. The three largest groups of participants by ethnicity have come from Vietnam (49 percent), the former Soviet Union (30 percent), and Ethiopia (6 percent). Sixty-one percent of the participants were married and living with a spouse; 22 percent were single, and the marital status of the remainder was unknown. Sixty-six percent were male. Forty-four percent reported little or no English language competency, 45 percent had conversational language skills, and the remainder reported proficient English language competency. An additional 152 clients who participated in business training reported obtaining employment following the program.

Grants were awarded as follows:

Continuation Awards

Jewish Vocational Service Boston, Massachusetts	\$159,000
Women's Self-Employment Project Chicago, Illinois	101,000
Ethiopian Community Development Council Arlington, Virginia	125,000
The Immigrant Center Honolulu, Hawaii	106,000
Lutheran Children and Family Services of Eastern Pennsylvania Philadelphia, Pennsylvania	108,048
Merced County Department of Economic and Strategic Development Merced, California	6,000

First Year Grantees

Church Avenue Merchants Block Association Brooklyn, New York	\$120,000
--	-----------

Economic and Employment Development Center Los Angeles, California	120,000
Institute for Social and Economic Development Iowa City, Iowa	120,000
WomenVenture St. Paul, Minnesota	120,000
Fresno County Economic Opportunities Commission Fresno, California	110,000
Institute for Cooperative Community Development Manchester, New Hampshire	115,000

An additional grant was awarded for technical assistance to microenterprise grantees:

Institute for Social and Economic Development Iowa City, Iowa	\$64,952
---	----------

● **Community and Family Strengthening**

ORR awarded 57 grants totaling \$6,529,470 to public and private non-profit organizations to support projects resulting from collaborative planning activities in four categories:

- Refugee community strengthening in large, urban areas.
- Refugee community strengthening in smaller urban or rural areas.
- Refugee family strengthening in large, urban areas.
- Refugee family strengthening in smaller urban or rural areas.

The grantees are listed in the table which begins on page 38.

Community and Family Strengthening Grants

Arizona (Phoenix)	Arizona International Refugee Consortium Development of a community center for refugees of all ethnicities	\$131,348
California (Long Beach)	Cambodian Association of Long Beach Counseling to women	125,000
(Los Angeles)	African Community Refugee Center Counseling, information and referral, ESL	80,000
(Orange County)	Catholic Charities of Orange County Community-based citizenship education	215,000
	Vietnamese Community of Orange County In-home counseling services for spousal and child abuse	125,000
(San Diego)	Indochinese MAA Family preservation services and outreach to women	50,000
	International Rescue Committee Special classes for refugee mothers and children	129,726
(San Jose)	Catholic Charities/Vietnamese Voluntary Foundation Preventive support and training services for Viet- namese and Amerasian youth	215,000
(Stanislaus)	California State University Parent-child literacy programs	80,000
Colorado (Colorado Springs)	Lutheran Social Services of Colorado Springs Community education programs in health, family relations, safety and crime prevention, and parental responsibility	50,000
	Jewish Family Services of Colorado Support groups and ESL at a community library	150,000

ELT English Language Training

JTPA Job Training Partnership Act

VELT Vocational English Language Training

ESL English as a Second Language

OJT On the Job Training

VESL Vocational English as a Second Language

Connecticut (Hartford)	Jewish Federation of Greater Hartford Leadership and citizenship education for Soviet refugees.	42,733
(Stamford)	Jewish Family Services Mental health services for Soviets	66,991
District of Columbia	Indochinese Community Center Crime prevention project for Vietnamese youth	100,458
	Metro Voluntary Agency Consortium Health education and increased services for women	150,000
Florida (Miami)	City of Miami Employment services for Cubans and Haitians	238,276
Georgia (Atlanta)	Christian Emergency Help Centers Liaison with law enforcement and education systems	175,000
	Save the Children Foundation Domestic violence and victim services	175,000
Idaho	State of Idaho Social, economic, and educational services for families	70,000
Illinois (Chicago)	State of Illinois and Travelers and Immigrants Aid Development of a Bosnian MAA in Chicago	79,959
(Downstate)	East Central Illinois MAA Center Outreach efforts for family conflict	40,000
Iowa	State of Iowa Refugee Coalition Orientation for African and Bosnian refugees and police liaison in Davenport	66,991
Kansas (Garden City)	Southeast Asian MAA Increased men's and women's health services	98,179
(Kansas City)	Community Services Center Expanded services at a local community center	118,055
Kentucky (Bowling Green)	Western Kentucky MAA of Bowling Green Parent training in child rearing, health care, ESL, and day care	75,000

Louisiana (New Orleans)	Catholic Charities of New Orleans Services for Vietnamese youth	\$84,655
Maine (Portland)	Catholic Charities of Portland Supplemental employment services	60,000
Maryland	State of Maryland Domestic violence services	200,000
Massachusetts (Boston)	International Institute of Boston Community education for Ethiopian refugees	100,000
(Fall River)	Cambodian Community of Greater Fall River Establishment of a community center	100,000
(Lawrence)	International Institute of Greater Lawrence ESL, job training, placement, and social support	80,000
Michigan (Detroit)	Arab-American and Chaldean Council Parenting and family orientation services	60,000
Minnesota	Institution for Education and Advocacy ESL and mentoring for students and adults	215,000
Nebraska (Lincoln)	Lincoln Interfaith Council Development of an Asian community center	130,000
New Hampshire (Hillsboro, Manchester)	International Institute of Boston Problem solving and community needs	75,000
New Jersey	Jewish Family Services of Northern Middlesex County Job enhancement for Soviet refugees	100,000
New York (Brooklyn)	Haitian Centers Council Orientation, citizen education, and parenting skills	200,000
	St. Rita's Center Orientation for Vietnamese and Amerasian families	80,000
(Syracuse)	InterReligious Council of Central New York Development of a Southeast Asian community center	100,000
Ohio (Statewide)	State of Ohio Training women for child care, parenting education, clinical intervention, and ESL	175,000

Oregon (Portland)	Ecumenical Ministries of Oregon Development of a community center for Soviets	\$131,032
Pennsylvania (Pittsburgh)	Jewish Family and Children Services Program to provide knowledge, skill, and support to newly arrived refugees	150,000
South Dakota (Pierre)	Department of Social Services Orientation and support activities	95,000
Texas (Haltom City)	Haltom City Police Department Social services and crime prevention	55,855
(Ft. Worth)	Catholic Charities of Ft. Worth Family literacy classes and citizen classes	80,730
Vermont (Addison and Chittenden Counties)	Immigration and Refugee Services of America Enhanced employment opportunities	80,000
Virginia (Northern)	State of Virginia ELT in four northern communities	220,000
(Richmond)	Refugee and Immigrant Services ESL and employment assistance	125,000
Washington (Statewide)	State of Washington Bilingual support programs for family violence	135,000
(Seattle)	Central Seattle Community Health Centers Health education and advocacy program for King County refugees	180,000
Wisconsin (Manitowac)	Lakeshore Indochinese MAA Parenting education, gang prevention	40,000
(Sheboygan)	Hmong MAA of Sheboygan Family strengthening program	40,234
(Statewide)	State of Wisconsin Orientation for family violence prevention	200,000
(Wausau)	Hmong MAA of Wausau Family mentoring project for Lao and Hmong	110,000

- **Planned Secondary Resettlement (PSR) Program**

In FY 1994, ORR phased out its Planned Secondary Resettlement (PSR) program. For 11 years, PSR provided 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. Eligibility was limited to refugees who have experienced continuing unemployment.

During FY 1994, five grantees continued activities funded during the prior fiscal year, and one grantee received supplemental funds to allow it to terminate activities at year's end at the same time as the other five. The following received continuances:

- Hmong American Planning and Development Center of Grand Prairie, Texas
- Catholic Social Services of Charlotte, North Carolina
- Lutheran Family Services of Greensboro, North Carolina
- Southeast Asian Mutual Assistance Association of Garden City, Kansas
- Colorado Khmer Association of Denver, Colorado

ORR also awarded a supplemental grant of \$85,464 to the InterReligious Council of Central New York of Syracuse, New York to phase out its prior PSR project.

- **Job Links**

The Job Links program was also phased out in FY 1994. Job Links sought to link refugees and jobs in communities with good employment opportunities and provided discretionary funding to support activities toward that goal.

Most of these projects had been funded through FY 1994 in the previous year, but in FY 1994 grants were made to three States to continue their projects

through FY 1994: South Dakota, \$56,846; Ohio, \$32,400; and Vermont, \$36,555.

- **Amerasian Initiative**

By the end of FY 1994, ORR had completed its special initiative to assist in the resettlement of 20,289 Vietnamese Amerasians. Accompanying family members totaled 56,743 for a combined total of 77,032.

Amerasians and 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.

There is no "sunset" provision on the legislation admitting Amerasians. While the large numbers of Amerasians have been interviewed and admitted, small numbers (perhaps a few hundred each year) will continue to come.

This ORR initiative had been carried out through a cooperative agreement with InterAction which awarded sub-grants to 55 communities where voluntary resettlement agencies had placed significant numbers of the Amerasian families. The communities were selected as "cluster sites" after conducting a comprehensive planning process which assured a network of services to match the resettlement needs of the arriving Amerasians.

The sub-grants were used to enhance resettlement services to Amerasians, which generally meant that the programs had one or more of the following services: volunteer mentors, mental health counselors, group workers for peer support, and resource developers.

From FY 1988 to FY 1994, ORR provided \$9,379,850 to InterAction for enhanced services for Amerasians, but the sub-grantees continued services through much of FY 1994.

Communities which received sub-grants of approximately \$35,000 in FY 1994 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 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; and Atlanta, Georgia.

- **Preferred Communities**

ORR awarded two grants totaling \$174,803 to two national voluntary resettlement agencies to defray costs associated with resettling arriving refugees in communities with good job opportunities and with reducing the number of refugees placed in high impact sites.

- **U.S. Catholic Conference** (\$90,000), to divert refugee placement from communities with poor refugee employment history to communities with ample employment opportunities.
- **Immigration and Refugee Services of America** (\$84,803) to divert refugees to communities with good employment opportunities soon after arrival.

- **Unanticipated Arrivals**

ORR awarded three grants totaling \$297,525 to three local resettlement agencies to enable communities to respond to the arrival of new ethnic populations of refugees and entrants in communities where the existing services systems did not have appropriate bilingual capacity or where the existing service system could not respond adequately because available funds were already obligated. Grantees were the fol-

lowing:

- **International Rescue Committee of San Francisco** (\$132,419), for auxiliary services for Bosnian refugees.
- **Lutheran Social Services of Minnesota** (\$76,519) for employment services to unanticipated Somali arrivals in Marshall, Minnesota.
- **International Institute of Erie, Pennsylvania** (\$88,587) to provide support services for a large increase in Iraqi refugees.
- **Refugee Crime Victimization**

ORR continued its interagency agreement with the Bureau of Justice Assistance in the Department of Justice, providing \$100,000 to the non-profit National Crime Prevention Council (NCPC) to convene a national workshop in Washington, D.C. for teams of ORR's crime prevention grantees. Each team consisted of a police officer and a refugee community or local non-profit agency partner. The funds also provided for technical assistance to the grantees and the publication and distribution of "Building and Crossing Bridges—Refugees and Law Enforcement Working Together." Information on this initiative was shared with participants at the ORR national conference.

ORR staff participated in the government-wide Inter-departmental Taskforce on Intercommunal Violence. Funding for ORR's previous Crime Prevention/Victimization projects was discontinued as an earmarked program under the targeted assistance discretionary grant program, but some projects were funded under ORR's new Community and Family Strengthening discretionary announcement, which is described on page 37.

- **Ethnic Organizations**

FY 1994 was the last year for ethnic community-based grants under the FY 1991 Omnibus announcement. ORR awarded three continuation grants to support activities which reached across State boundaries, primarily to bring together related

ethnic communities and local refugee leadership to work on issues affecting the economic self-support of refugees with the same national heritage and culture.

- **Southeast Asian Resource Action Center** (\$150,000) to establish a national organization of Vietnamese refugee service providers.
- **Ethiopian Community Development Council** (\$119, 419) to coordinate an African Refugee Center, provide training to ethnic leaders, and publish a national newsletter on resources for African refugees.
- **Cambodian Network Council** (\$100,000) for technical assistance and leadership development to build the capacity of the resettled Cambodian community to assist their fellow refugees in achieving economic, health, and social well-being.

- **English as a Second Language (ESL)**

ORR initiated planning for four regional ESL consultations. Working with the Southeast Asian Resource Action Center (SEARAC) in Washington, D.C. and the Spring Institute for International Studies in Denver, ORR sponsored consultations entitled "Mapping Change, Challenge, and Opportunity—Refugee ESL in the 90's." The purpose of the meetings was to provide practitioners with an opportunity to share information and learn about innovative ESL programs, as well as to provide input to ORR about its role in ESL for refugees. The conferences will be held in FY 1995 in Denver, San Diego, St. Louis, and Washington, D.C.

- **Former Vietnamese Political Prisoners**

Through its social services formula grants, which are based on the number of FY 1993 arrivals, ORR granted a special allocation of \$2 million in discretionary funds to 26 States to support former Vietnamese political prisoners and their accompanying family members. These funds are intended to support the target population with special services such as peer support, adjustment and referral services,

Political Prisoner Arrivals, FY 1994

California	11,687
Texas	3,242
Washington	1,936
Georgia	1,784
Oregon	792
Massachusetts	767
Florida	651
Illinois	526
New York	525
All other States	8,010
Total	29,920

employment and vocational training, and special orientation. In FY 1994, these discretionary funds were awarded to States on the basis of the number of political prisoners from Vietnam who arrived the year before. See pages 14–15 for a listing of State awards. The ten States with the largest number of FY 1993 arrivals are shown in the accompanying table.

- **National/Regional Conferences**

ORR awarded nine grants totaling \$87,732 to public and non-profit agencies to support and promote effective refugee resettlement by convening national or regional meetings to bring together interest groups on specified issues. Grants included the following:

- \$10,000 to **Pennsylvania Department of Community Affairs** for a conference in Philadelphia to design and explore present opportunities for community and mainstream organizations to link efforts to conserve traditional practices while supporting effective resettlement.
- \$10,000 to **Texas Office of Immigration and Refugee Affairs**, Austin, Texas for a 3-day national conference on the past, present, and future of the refugee program.

- \$10,000 to the **Ethiopian Community Development Council** of Arlington, Virginia for a national conference on African refugees to discuss issues such as employment, education, and mental and physical health.
- \$10,000 to **Lutheran Immigration and Refugee Service** for a nation-wide conference to trade information on effective techniques to recruit former refugees as volunteers and mentors for recently arrived refugees.
- \$9,650 to **TESOL** of Alexandria, Virginia to bring refugees to its next yearly national convention to speak to TESOL members on the special needs of refugees.
- \$10,000 to **Iu Mien American National Coalition** of Richmond, California for a convention to exchange ideas on how to meet the challenges that face this community.
- \$8,082 to **U.S Catholic Conference** to discuss the needs of current and future groups of unaccompanied minor refugees.
- \$10,000 to the **Minnesota Department of Health** for a national conference for refugee health providers to exchange information on refugee health problems and on available resources.
- \$10,000 to the **African Community Refugee Center** of Los Angeles for a conference to address the root problems of refugee women, especially African refugees after arrival in the U.S.

- **Other Discretionary Grants**

The following grants were also awarded in FY 1994:

- A single one-year grant of \$90,645 was provided to the **Kurdish Human Rights Watch** of Fairfax, Virginia to provide social services for Kurdish refugees in the Washington, D.C. area and to develop Kurdish-language resource materials.
- A single one-year grant of \$138,691 for a new **Wilson/Fish** alternative project in Nevada.

- An interagency agreement of \$100,000 for the **Department of Justice** to provide technical assistance to ORR's refugee crime victimization initiative.
- An interagency agreement of \$150,000 with the **Office of Refugee Mental Health** to provide technical assistance on behalf of Vietnamese former political prisoners and Pentecostal refugees from the former Soviet Union.

Program Monitoring

In FY 1994, ORR continued its oversight of State-administered refugee resettlement programs, including both field monitoring and in-house desk monitoring.

The internal oversight included reviews of State plan submissions and amendments, estimates of expenditures, and quarterly program performance and fiscal status reports. The field work consisted of visits to key locations in 25 States to monitor ORR-funded programs administered by States and non-profit resettlement organizations.

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 73,046 refugees enrolled in ORR-funded employment services (excluding targeted assistance funded services), 32,430 found employment during FY 1994 for an "entered employment rate" of 44 percent. Unit cost of employment services averaged \$374 nationally. The per capita cost for job placement averaged \$885 per individual, the same as FY 1993.
- Seventy-one percent of all refugees placed into employment retained their jobs for at least 90 days.
- The average hourly wage for refugees who found employment through ORR-funded employment services was \$5.56.

- The average hourly wage for refugees who found employment through ORR-funded employment services was \$5.56.
- Of 41,183 refugees enrolled in English language training classes during FY 1994, 17,289 (42 percent) completed at least one level of training. Average unit costs for ESL enrollment were \$312; for completion of at least one level, unit costs averaged \$744.

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. The mix of services varies among States, depending on local population needs.

Section 412(a)(1)(iv) of the Immigration and Nationality Act requires that the Director of ORR must "insure that women have the same opportunities as men to participate in training and instruction." In order to monitor overall State compliance with the intent of Congress, ORR has compiled data on the relative availability of employment-related services to refugee women during the past year. The data indicate that although women comprise almost one-half of all refugee arrivals, they are not proportionally represented in employment-related services programs. In FY 1994, women made up 47 percent of arrivals, but only 40 percent of refugees accessing refugee employment-related services.

The proportion of women participants in the service categories during FY 1994 was as follows: employment services enrollees (assessment, job search, job orientation), 40.1 percent; employment services placement, 35.9 percent; and English language training, 40.8 percent. Table 9 in Appendix A presents a detailed description of the access of refugee women to employment-related services in FY 1994.

- **Field Monitoring**

A summary of significant field monitoring follows:

District of Columbia—ORR staff reviewed social services programs jointly with the State Coordinator and provided technical assistance to the providers.

Idaho—Staff focused on management oversight in meetings with refugees, service providers, and volag affiliates in Boise and Twin Falls.

Indiana—In Indianapolis, ORR staff conducted a review of the overall State management of the refugee program. Staff visited resettlement service providers in South Bend and Fort Wayne.

Kentucky—Staff visited service providers throughout the State in preparation for conversion of the State social service programs to a single expanded Wilson/Fish demonstration project incorporating cash and medical assistance and social services through the State network of service providers. Some service providers were eliminated, and others were subsequently incorporated into the Wilson/Fish project. The new program is a consortium of service providers working under a single grant administered by USCC and its local affiliate, Catholic Charities of Louisville.

Minnesota—ORR monitored the intra-State secondary resettlement program in Marshall and met with local employers and officials. ORR provided technical assistance to Community and Family Strengthening and Unanticipated Arrival grantees during start-up of their programs.

Missouri—Staff reviewed the State's procedures for data collection, monitoring, disbursement of cash and medical assistance, awarding of contracts, health screening, and refugee participation in the State JOBS program.

Montana—In order to encourage cross-cultural understanding and cooperation, staff attended a series of meetings with the State Coordinator, representatives from ORMH, mainstream and refugee-specific service providers, and refugee representatives of the Missoula Soviet Evangelical community.

New Hampshire—Staff reviewed program administration and the restructured Refugee Services Center. Technical Assistance was offered regarding

the transition of the services program and significant staffing changes.

New Jersey—ORR staff reviewed program administration and infrastructure with program management. Site visits were made to service providers in Jersey City and East Orange, as well as to a company that employs a significant number of refugees in Harrison.

New York—In Albany, ORR staff provided management oversight and technical assistance on the restructuring of the refugee program. Staff have continued to provide assistance during the development of a Wilson/Fish demonstration proposal.

North Carolina—ORR staff monitored the Planned Secondary Resettlement program in Greensboro and provided technical assistance to the Montagnard-Dega Association.

North Dakota—In Bismarck, staff directed a program review and provided technical assistance to the new State Coordinator. In Fargo, ORR staff joined State staff in a joint review of a social services contract and Job Links closeout.

Ohio—A two-member ORR team visited Columbus to monitor CMA systems and reporting and provided technical assistance to bring the State into program compliance.

Rhode Island—Staff visited Providence to review program administration and services. Meetings were held with State service providers and voluntary agency representatives to review the case management process.

Texas—Staff conferred with State officials about the impact of the relocation of the State refugee program from the governor's office to the Department of Human Services. Staff also reviewed the State procedures for awarding contracts, monitoring, collecting data, and determining eligibility and attended a statewide refugee program conference.

Utah—In Salt Lake City, staff met with State officials to review CMA enrollment and its relation to services and the State monitoring strategy of social services contracts.

Virginia—ORR staff provided technical assistance to the African Refugee Resource Development Project and monitored the training of African refugee leaders.

Washington—In Spokane, staff reviewed KSI case records and met with service providers. Staff also visited King and Snohomish Counties to provide management oversight and technical assistance.

Wisconsin—Staff conducted an on-site review of MAA organizational development training, joined with the State in monitoring social service and targeted assistance discretionary grant contractors in Wausau and Milwaukee, and provided technical guidance on KSI closeout and JOBS transitions.

● Audits

In FY 1994, 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.

Arizona—The auditors recommended that Arizona implement procedures so that (1) fiscal control and accounting procedures meet Federal requirements, (2) participant data used to match INS records is verified with population data, (3) all costs are reported as net of program income, (4) sub-recipients are adequately monitored, (5) all reported costs are reasonable and allowable (\$111,167 to be returned), (6) equipment purchased with program funds is inventoried at least once every two years and the results reconciled with property records, (7) refunds are adjusted against subsequent draws (\$45,624 to be returned), (8) payments to providers are correctly reported on expenditure reports, and (9) audits are obtained and findings are resolved for each sub-recipient.

California—The auditors recommended that California strengthen its procedures to ensure that (1) financial status reports are accurate and reconciled to accounting records, (2) sub-recipients do not maintain excessive cash balances, (3) administrative costs do not exceed legal limitations and payments to

sub-recipients are reviewed for accuracy (\$50,310 to be returned), and (4) invoices are reviewed for accuracy prior to payment (\$38,000 to be returned).

Connecticut—The auditor recommended that Connecticut implement procedures to ensure that it includes all credits in preparing future quarterly expenditure reports.

District of Columbia—The auditors recommended that the District strengthen its procedures to ensure that personnel costs charged to Federal programs are adequately supported by time and attendance records.

Florida—The auditors recommended that Florida develop and implement new procedures or strengthen its current procedures to ensure that it (1) pays benefits only to eligible participants (\$17,959 to be returned), (2) retains documentation to support eligibility determinations (\$39,795 to be returned), (3) claims only eligible costs, and (4) does not use Federal refugee funds to supplant other program funds.

Illinois—The auditors recommended that Illinois develop procedures to ensure that Federal reimbursement is claimed only for eligible recipients (\$60,335 to be returned).

New York—The auditors recommended that New York develop and implement procedures to ensure that it (1) reviews local program expenditures for allowability and (2) monitors eligibility determinations by sub-recipients.

Massachusetts—The auditor recommended that Massachusetts (1) develop and implement procedures to ensure that Federal financial reports are reconciled to source documents and (2) strengthen current procedures so that recipient eligibility is redetermined every six months. The OIG noted that this is a repeat finding.

Council of Jewish Federations—The auditor recommended that the Council strengthen its procedures to ensure that completed audits meet the requirements of OMB circular A-133 and that it submits Federal reports in a timely fashion and properly resolves questions on sub-recipient costs.

Institute for Social and Economic Development—The auditors recommended that the Institute implement procedures to ensure that it (1) reviews all Federal financial reports for accuracy and reconciles them to the general ledger, (2) cancels all paid invoices to prevent duplicate payments, (3) requires dual signatures on all checks written over a specified dollar amount, (4) monitors cash activity regularly to prevent overdraft or surplus situations, (5) reconciles gross wages recorded in the general ledger with amounts reported to the Internal Revenue Service, and (6) develops a manual for formal accounting policies.

Southeast Asian Mutual Assistance Association—The auditors recommended that the Association implement procedures to ensure that it follows proper accounting practices and that the Board meets regularly with the required quorum.

Data and Data System Development

Maintenance and development of ORR's computerized data system on refugees continued during FY 1994. Information on refugees arriving from all areas of the world is received from several sources and compiled by ORR staff. The data system contains data records for approximately 1.9 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 countries of birth and States of destination for all new arrivals, including Amerasians and entrants.

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 now links the new information with the arrival record, creating a longitudinal data file. ORR is considering using migration data gleaned from these adjustment of status information forms as the future source of secondary migration adjustments.

In FY 1994, ORR continued to work with the Refugee Data Center (funded by the Bureau of Population, Refugees, and Migration of the State Department) to improve its ability to exchange records between the two data systems. From the Refugee Data Center's records, ORR is adding information on certain background characteristics of refugees at the time of arrival, including educational achievement, English language ability, and occupation. ORR continues to analyze these data elements, and, if the completeness and quality are found to be acceptable, ORR will develop reports summarizing these data.

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.

Following meetings with State and local government officials, voluntary agencies, and refugee leaders, the annual consultations with the Congress on refugee admissions for FY 1995 took place on September 29, 1994. After considering Congressional views, the President signed Presidential Determination No. 95-1 on October 1, 1994, setting the FY 1995 world-wide refugee admissions ceiling for funded admissions at 110,000 for FY 1995, allocated to regional subceilings as follows: 40,000 refugees from East Asia, 48,000 from the former Soviet Union and Eastern Europe; 7,000 from Africa; 5,000 from the Near East and South Asia; 8,000 from Latin America and the Caribbean; and 2,000 admissions numbers to be allocated as needed.

An additional 2,000 refugee admission numbers are contingent on private sector funding. 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 Vietnam.
- Persons in Cuba.
- Persons in Haiti.
- Persons in the former Soviet Union.

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. Of the approximately 1,947,100 refugees who have arrived in the U.S. since 1975, about 1,180,500 have fled from nations of Southeast Asia. Vietnamese continue to be the majority group among the refugees from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. About 125,000 Vietnamese fled to America in 1975 when the Saigon government collapsed. Over the next four years, large numbers of boat people escaped from Southeast Asia and were admitted to the U.S. About 90 percent of these arrivals were Vietnamese. The Vietnamese share of the whole has declined gradually, however, 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 1994, the Vietnamese (including Amerasians) made up 67 percent of the total population of arrivals from Southeast Asian, while 21 percent were

Southeast Asian Refugees and Amerasians		
1975-1994		
	Arrivals	Per-Cent
Vietnamese	716,417	60.7
Cambodian	148,665	12.6
Laotian	243,490	20.6
Amerasian	70,832	6.0
Other/Unknown	1,134	0.1
Total	1,180,538	100.0

from Laos, and 13 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. Small numbers also arrived from Thailand, Burma, Hong Kong, China, and the Philippines. In addition to these arrivals shown in the table above, approximately 152,000 Vietnamese and smaller numbers of Cambodians and Laotians were admitted as humanitarian parolees. Most of these arrivals were admitted to join other family members already residing in the U.S.

With over 1,180,500 persons, the Southeast Asians have 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 61,500 Cuban refugees have arrived, which is less than five percent of all the Cuban refugees in the country.*

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

Approximately 412,300 refugees from the republics of the former Soviet Union arrived in the United States between 1975 and 1994; 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. About 40,300 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 1994, the refugee population from Afghanistan exceeded 31,200 while that from Ethiopia exceeded 34,100. Almost 39,000 Iranians and almost 19,100 Iraqis have entered the United States in refugee status. Exact figures on the number of persons granted refugee status since 1983 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. Growth in the State populations of Southeast Asian refugees during FY 1994 was due primarily to new arrivals from overseas, as the reported secondary migration during FY 1994 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. The baseline figures as of January 1981 were increased by the known resettlements of new refugees between January 1981 and September 1993, and the resulting totals were adjusted for secondary migration using new data presented below. At the close of FY 1994, the top ten States were estimated to have in excess of 23,000 residents who arrived as Southeast Asian refugees. This population now ex-

Geographic Location of Southeast Asian Refugees

State	Number	Percent*
California	446,092	40.2
Texas	84,440	7.6
Washington	54,448	4.9
Minnesota	41,213	3.7
New York	37,906	3.4
Massachusetts	34,470	3.1
Pennsylvania	33,154	3.0
Illinois	32,266	2.9
Virginia	28,143	2.5
Oregon	23,697	2.1
Total	815,829	73.5

*Resident Southeast Asian refugees as a proportion of all Southeast Asian refugee arrivals 1975 - 1994 (1,109,686). Does not include Amerasians.

ceeds 815,800, and represents 74 percent of Southeast Asian refugee arrivals.

The proportion of Southeast Asian refugees living in California is estimated at 40 percent, about the same proportion as estimated since 1987. In FY 1994, almost all of these 10 States maintained steady growth and a constant share of the Southeast Asian refugee population. Similarly, the Southeast Asian refugee populations of most other States grew slightly or remained relatively stable during FY 1994.

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 September 30, 1994.

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 September 30, 1994. 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 1994 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 8.

Almost every State experienced both gains and losses through secondary migration. On balance, nineteen States gained net population through secondary migration. The largest net gain was recorded by the State of Washington, with new in-migration of 2,768. The primary sources for the migration into Washington were California (802) and Oregon (370). Minnesota also recorded strong secondary migration, with net in-migration of 1,302. Iowa and Maryland, with strong in-migration and little out-migration, recorded net gains of 540 and 460, respectively. Texas recorded strong in-migration (1,031), but also strong out-migration (783), for a net gain of only 248. California and New York recorded the largest net losses due to migration, 2,555 and 715, respectively.

Examination of the detailed State-by-State matrix showed three major migration patterns: a movement out of California into many other States, a strong movement into Washington from many other States, and a substantial amount of population exchange between contiguous or geographically close States. The first two patterns are consistent with the historical pattern of migration over the past five years and the third 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. Past refugee surveys have found that the economic adjustment of refugees to the United States has been a successful and generally rapid process. During 1994, the process of refugee economic adjustment appears to have followed patterns similar to those of recent years, as discussed below.

Current Employment Status of Refugees

In 1994, ORR completed its 23rd survey of a national sample of refugees, with data collected by Arrington Dixon and Associates, Inc. (ADAI). The sample was selected from the population of all refugees who arrived between May 1, 1989 through April 30, 1994. ADAI conducted a telephone interview with all refugees in the sample population who could be located. Survey questions related to the education, training, employment, and labor force participation of each adult member of the refugee

household, as well as the family income of the entire household.

Prior to 1993, the annual survey was restricted to Southeast Asian refugees who had arrived during a five-year period ending five months before the time of the interview. Each year a random sample of new arrivals from Southeast Asia was identified and interviewed. In addition, Southeast Asian refugees who had been included in the previous year's survey—but had not resided in the U.S. for more than five years—were again contacted and interviewed for the new survey. Thus, the survey continuously tracked the progress of a randomly selected sample of Southeast Asian refugees over their initial five years in this country. This not only permitted comparison of refugees arriving in different years, but also allowed assessment of the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency.

Beginning in 1993, the survey was expanded beyond the Southeast Asian refugee population to include refugee, Amerasian, and entrant arrivals from all regions of the world. A random sample of non-Southeast Asians was selected from ORR's master file to complement the sample of Southeast Asians. Again in 1994, a random sample of recent arrivals was selected from ORR's master refugee file; these recent arrivals plus the sample population of refugees from the 1993 survey who had not yet resided in the U.S. for five years were interviewed in October and November 1994. Altogether, 1,751 households were contacted and interviewed this year. From this sample population, the survey examined the economic adjustment of both Southeast Asian and non-Southeast Asian refugees who arrived in the U.S. between May 1, 1989 and April 30, 1994.*

* A technical description of the survey can be found on page 67 of this section.

The 1994 survey indicates that both Southeast Asian and non-Southeast Asian refugees appear to find employment at a lower rate than the general population of the U.S., but that they also appear to improve their economic circumstances over time. To evaluate the economic progress of refugees, ORR used three common measures of employment effort: the employment-to-population ratio (or EPR), the labor force participation rate, and the unemployment rate.

The table at the right presents the Employment-to-Population Rate (EPR)* in October, 1994 for adult refugees in the five-year population. The survey found that the overall EPR for all refugees was over 35 percent. By contrast, the EPR for the U.S. population at the time of the survey was about 63 percent. These employment data are consistent with data collected in the previous survey, which recorded an EPR for the overall five-year refugee population of almost 33 percent. The EPR of the U.S. population was 62 percent in 1993.

It is not surprising that the refugee EPR is much lower than that of the general population, since the refugee sample population includes many refugees who have been in the country for only a short time and also excludes from the sample refugees who arrived before May 1989. More importantly, although much lower than that of the U.S. population as a whole, refugee employment appears to increase with each year of residence in the U.S. While the EPR of all 1994 refugee arrivals was only 29 percent, the EPR of refugees who had arrived in previous years was considerably higher, exceeding 45 percent for refugees who arrived in 1989.

From the 1994 data, ORR also calculated the labor force participation rate** for refugees age 16 and over in the five-year population (see table at right). This rate is closely related to the EPR, except it includes individuals looking for work as well as those

currently employed. In October 1994, the overall labor force participation rate for the five-year refugee population was about 44 percent. Like the EPR, the labor force participation rate of refugees was much lower than that of the U.S. population (67 percent). Unlike the EPR, however, the labor force participation rate showed little progress. The rate for 1994 arrivals (43 percent) was about the same as for 1990 arrivals (45 percent).

It is instructive to compare the 1994 and 1990 arrivals (see table below). For the 1994 arrivals, the labor force participation rate (workers plus persons

Current Employment Status of Refugees

Year of Arrival	Labor Force Participation Rate	Unemployment Rate	Employ. Rate (EPR)
1994	42.9%	32.3%	29.0%
1993	42.4	25.0	31.8
1992	45.6	19.9	36.5
1991	38.1	20.1	30.4
1990	44.7	8.2	41.1
1989	51.3	11.9	45.3
Total Sample	43.6	18.8	35.4
U.S.	66.8	5.4	63.2

*As of October, 1994. Not seasonally adjusted. For these and all other tables related to employment, data refer to refugees 16 and over in the five-year sample population consisting of refugees and entrants of all nationalities who arrived in the years 1989-1994.

* The **Employment-to-Population Ratio (EPR)**, also called the **employment rate**, is the ratio of the number of individuals age 16 or over who are employed (full- or part-time) to the total number of individuals in the population who are age 16 or over.

** The **labor force** consists of adults age 16 or over looking for work as well as those with jobs. The **labor force participation rate** is the ratio of the total number of persons in the labor force divided by the total number of persons in the population who are 16 or over.

Employment of Selected Refugee Groups*

	Africa	Latin America	Middle East	Eastern Europe	Soviet	Vietnam	Other S'east Asian	All
Employment Status:								
Employment-to-Population Ratio (EPR)	39.6%	57.0%	23.6%	52.9%	35.9%	34.9%	11.7%	35.4%
Worked at some point since arrival	41.8	65.6	30.9	59.0	42.2	38.5	18.1	40.5
Labor Force Participation Rate	55.0	71.2	39.4	61.0	51.1	36.4	20.2	43.6
Unemployment Rate	27.6	19.8	40.4	13.2	29.7	4.0	42.0	18.8

As of October, 1994. Not seasonally adjusted.

looking for work) was 43 percent and the EPR (workers only) was 29 percent. The difference (14 percent) is the proportion of the adult population that was seeking employment, but unable to find it. For the 1990 cohort, the labor force participation rate was 45 percent, only a little higher than the 1994 cohort, and the EPR was 41 percent, much higher than the 1994 cohort. For the 1990 cohort, the difference in the two rates had shrunk to only four percent. This suggests that the progress of refugees in finding employment was offset by a decline in the number of refugees actively seeking employment.

Another statistic commonly used to describe economic circumstances related to employment is the unemployment rate.* According to the table on

page 55, the overall unemployment rate for all refugees in the sample was about 19 percent in FY 1994; the comparable rate for the U.S. in the survey month was about 5 percent. The unemployment rate for refugees in their fifth year of residence (about 12 percent) was much lower than that of first-year residents (32 percent).

The table above reveals significant disparities between the employment rates of the seven refugee groups formed from the survey respondents.** The employment rates for the Vietnamese (35 percent) and Soviets (36 percent) were essentially the same as the overall EPR of the five-year population (35 percent), while the EPR of the Africans was slightly higher (40 percent). Only the Eastern Europeans (53

* The **unemployment rate** is a measure of the proportion of persons looking for work to the number working or looking for work. Specifically, it is the ratio of the total number of adults age 16 and over who are looking for work to the total number of adults age 16 and older in the labor force. (see footnote on previous page for explanation of labor force.)

** The seven refugee groups are Vietnamese (including Amerasians), Other Southeast Asian, Soviet, Eastern European, African, Middle Eastern, and Latin American. The category "Other Southeast Asian" consists of Laotians (including Hmong), Cambodians, and Burmese.

percent) and Latin Americans (57 percent) did significantly better, with the latter group approaching the EPR of the U.S. population.

Two groups, on the other hand, did significantly worse than the refugee population as a whole—refugees from the Middle East, with an EPR of 24 percent, and the non-Vietnamese refugees from Southeast Asia, with an EPR of 12 percent. The latter rate is about one-fifth of the EPR of the U.S. population and indicates that a great deal more must be done to assist these ethnic groups to find employment and reach self-sufficiency.

The table on page 56 also presents the labor force participation rate and unemployment rate for each ethnic group. The labor force rates range from a low of 20 percent for the group of Southeast Asians other than Vietnamese to a high of about 71 percent for Latin Americans. The unemployment rate ranged from a low of about four percent for the Vietnamese to a high of 42 percent for the group of Southeast Asians other than Vietnamese.

The survey indicated considerable variation in the proportion of refugees looking for work. The gap between the EPR and the labor force participation rate was high for the refugees from Africa, the Middle East, and the former Soviet Union, indicating that large numbers of refugees in these ethnic groups were actively looking for, but unable to find, employment. For the Vietnamese, on the other hand, the labor force participation rate and the EPR are almost identical (36 and 35 percent, respectively). This indicates that even though the EPR for Vietnamese was little more than one-half of that of the U.S. population, very few Vietnamese were looking for work.

The table on page 56 also presents the proportion of refugees who have ever held employment since arrival in the U.S. Overall, the proportion of refugees currently working is about 87 percent of the refugees who have ever worked. The comparable figure for 1993 was 81 percent. The disparities between the refugee groups were significant. The group consisting of Southeast Asians other than Vietnamese exhibited the lowest rate of employment since arrival, with only 18 percent of adults having ever held a job, versus

about 12 percent working at the time of the survey. Refugees from the Middle East fared a little better, with 31 percent having worked at some point since arrival, versus 24 percent working at the time of the survey.

Refugees from Africa, the former Soviet Union, and Vietnam entered into employment at a moderate rate (42 percent, 42 percent, and 39 percent, respectively) and appeared to sustain these rates fairly well, with 40 percent, 36 percent, and 35 percent, respectively, working at the time of the survey. Refugees from Eastern Europe and Latin America, on the other hand, entered into employment at a fairly high rate (59 percent and 66 percent, respectively) and appeared to sustain these rates reasonably well, with 53 percent and 57 percent, respectively, working at the time of the survey. Unlike the 1993 survey, which showed some groups with large disparities between the rate of current employment and employment since arrival, the 1994 survey showed all groups sustaining employment levels fairly well.

The survey also asked working age refugees why they were not looking for employment. Attending school accounted for the largest proportion (36 percent), followed by poor health or handicap (25 percent) and by limited English alone or in combination with other reasons (23 percent). Eleven percent responded that child care or other family responsibilities kept them from looking for work.

Medical Coverage

Overall, about 14 percent of adult refugees who arrived in the U.S. during the five-year period lacked medical coverage of any kind throughout the year preceding the survey. This is an improvement from the prior survey, when 21 percent of refugees reported no medical coverage throughout the previous year.

For refugees in their first year of U.S. residence, about 13 percent of adult refugees were without any medical coverage for a full year. This rate is much lower than last year when about 38 percent of refugees reported that they had been without medical coverage. For refugees in their second and third

year, the proportion declines slightly, but for refugees in their fourth and fifth years of residence, the rate rises to 19 percent and 16 percent, respectively. The proportion without medical coverage varied widely among the seven refugee groups, from a low of about two percent for Soviets to a high of 33 percent for refugees from Latin America (see table below).

As a general rule, medical coverage through government aid programs declines with time in the U.S., and medical coverage through employment increases with time in the U.S. Overall, slightly more than one-half of refugees surveyed depended on need-based government medical assistance for their medical coverage, slightly higher than the year before (47 percent). Medicaid and RMA provided medical assistance for about 70 percent of refugees in their first

year of residence, while a little more than 34 percent depended on medical assistance programs in the fifth year of residence.

Medical coverage through employment was very low for refugees in their first year of residence (only about seven percent); nevertheless, it was found to rise steadily with residence in the U.S. By the fifth year of residence, about the same proportion of adult refugees were covered through an employer as through government aid programs (34 percent). Overall, about 21 percent of all refugees in the five-year population received medical coverage through employment, the same as the year before.

Medical Coverage of Selected Refugee Groups*

	Africa	Latin America	Middle East	Eastern Europe	Soviet	Vietnam	Other S'east Asia	All
No medical coverage in any of past 12 months	3.3%	33.3%	12.0%	22.0%	1.8%	20.0%	17.3%	14.1%
Medical coverage through employer	3.5	12.3	10.5	21.0	26.6	22.1	6.7	20.8
Medicaid or RMA	65.9	33.2	70.7	22.7	59.6	42.9	71.1	50.5

Medical Coverage by Length of Residence in Months*

	0-12	13-24	25-36	37-48	49-60	All
No medical coverage in last 12 months	13.4%	12.6%	9.5%	19.0	16.2%	14.1%
Coverage through:						
Employer	6.5	12.4	20.5	25.1	33.8	20.8
Medicaid or RMA	70.4	59.6	51.7	44.5	34.4	50.5

*As of October 1994. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1989-1994.

Factors Affecting Employment Status

Achieving economic self-sufficiency is based on the employment prospects of adult refugees, which hinges on a mixture of refugee skills, family size and composition (e.g., number of dependents to support), 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 also influence their prospects for self-sufficiency.

The average number of years of education for all 1994 arrivals was between ten and eleven (see table at right). The level of education prior to arrival has risen sharply over the past decade, most probably due to a significant increase in the proportion of refugees from the former Soviet Union.

English language proficiency is another factor crucial to economic self-sufficiency. Refugees in the survey were 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, the 1989 survey reported that 14 percent of 1989 arrivals from Southeast Asia claimed to speak English well or fluently upon arrival. When interviewed a year later for the 1990 survey, only five percent of these 1989 arrivals claimed that degree of fluency in English.

In this year's survey, only about seven percent of new (1994) arrivals indicated that they spoke English well or fluently, while nearly 57 percent claimed they spoke no English at all (see table at right). These proportions fluctuate from year to year, perhaps due to the different refugee groups entering in any year. In any case, these responses emphasize the importance of English language training for enhancing employment prospects. The 1994 survey confirmed this relationship. Of those refugees in the 1994 sample who judged themselves to be fluent in English, the EPR was 46 percent, compared with 32 percent for those who spoke English "a little" and only 12 percent for those who indicated that they did not speak or understand English at all.

**Background Characteristics
at Time of Arrival, 1994**

Year of Entry	Average Years of Education	Speaking No English	Percent Speaking English Fluently
1994	10.4	56.7	7.2%
1993	9.9	52.1	8.1
1992	10.0	50.5	11.5
1991	10.5	52.5	6.8
1990	9.5	48.0	14.6
1989	8.9	62.7	9.0
Total Sample	9.9	52.3	9.8

Note: These figures refer to self-reported characteristics of incoming refugees at **time of arrival** in the United States and should not be confused with the **current** characteristics of these refugees. All figures are based on responses of refugees 16 years or older at the time of the 1994 survey who arrived from 1989 to 1994.

The table on the next page presents a series of aggregate statistics for differing lengths of residence in the U.S. It confirms that refugees are attending ELT (English language training) classes at a high rate during their first year in the U.S., with more than 61 percent of the most recent arrivals (excluding high school students) reporting having received ELT since arrival. About 38 percent of adult refugees were receiving ELT at the time of the survey. ELT continues beyond 12 months for many refugees. About 26 percent of refugees in their third year of residence reported current attendance in ELT classes.

It appears that the ELT instruction was effective. Forty-two percent of refugees in their second year of residence believed that they spoke English well or fluently, and 57 percent in their fifth year reported this level of competency. This compares with only 27 percent of recent arrivals.

**Patterns in the Adjustment of Refugees
by Length of Residence in Months***

	1-12	13-24	25-36	37-48	49-60
ELT since arrival**	61.1%	62.5%	64.8%	55.0%	61.6%
Currently in ELT**	37.6	32.8	25.9	15.6	15.8
Percent speaking English well or fluently	27.3	41.6	43.5	54.9	57.3
Percent speaking no English	22.0	16.0	13.5	8.6	12.8
Job training since arrival	6.1	8.1	12.4	9.1	13.7
Employment-to-Population Ratio (EPR)	28.3	33.8	38.0	28.9	43.7
Worked at some point since arrival in U.S.	31.0	38.4	43.4	34.8	49.7
Hourly Wages of employed persons	\$5.74	\$6.07	\$6.48	\$7.03	\$9.17
Home ownership	1.8	3.1	8.3	10.8	15.6

*As of October 1994. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1988-1994.

**ELT -- English Language Training. Excludes high school students.

Not all refugees were able to make progress in language, however. Even after 48 months in the U.S., about 13 percent of refugees claimed to speak no English. The table also indicates that almost 16 percent of refugee adults in their fourth and fifth years of U.S. residence were still attending ELT classes.

The proportion of refugees attending job training classes appears to lag far behind ELT. Only about six percent of refugees in the U.S. for 12 months or less had received some training in a vocation, compared with 61 percent receiving ELT. With time, refugees appear to have received more job training.

About 14 percent of refugees in their fifth year of residence reported attending job training. However, the overall proportion of refugees who received some training since arrival was only about 10 percent.

The table above also presents data on the employment-to-population ratio (EPR) and the proportion of refugees who had worked at some point since arrival in the U.S. Entry into employment occurred early for a significant proportion of refugees--about 38 percent of refugees in the U.S. in their second year had worked at some point. For refugees in their fifth year, approximately 50 percent had worked at

some point since their arrival and nearly 44 percent were currently employed. These proportions are similar to the proportions recorded in the prior survey. Then, about 35 percent of refugees in their second year of employment were working at the time of the survey and 47 percent of fifth year residents were working. The most likely explanation for this is the economy, which has strengthened in many parts of the country since the last survey, especially in California.

The earnings of employed refugees appeared to rise with length of residence in the U.S., with the hourly wages of employed refugees increasing by about 60 percent over the first five years in the U.S. The overall hourly wage of employed refugees in the five-year population was \$7.09 per hour in 1994, compared with a median wage for all full-time workers in the U.S. of about \$11.55 per hour. In the previous survey, the median wage was slightly higher — \$7.38 per hour.

Economic Self-Sufficiency

The table at right details the economic self-sufficiency of the five-year sample population of the 1994 survey. Overall, about 31 percent of all refugee households in the U.S. for five years or less had achieved economic self-sufficiency by October 1994. An additional 13 percent had achieved partial independence, with household income a mix of earnings and public assistance. For about 34 percent of refugee households, however, income consisted entirely of public assistance.*

Non-Southeast Asian households have achieved economic independence to a far greater extent than Southeast Asian households. Thirty-six percent of these households were entirely self-sufficient in 1994. About 12 percent of them received a mix of public assistance and earned income, while the income of

Dependency and Self-Sufficiency of Refugee Households: 1994*

	Public Assistance Only	Both P.A. and Earnings	Earnings Only
All Nationalities	34.4	12.7	30.5
Non-Southeast Asian	30.4	12.2	36.0
Southeast Asian	39.6	13.5	23.0

* As of October 1994. Refugee households with neither earnings or assistance are excluded.

approximately 30 percent consisted entirely of public assistance.

Only 23 percent of Southeast Asian refugee households in the U.S. for five years or less had achieved self-sufficiency. About 14 percent of households received a mix of public assistance and earned income, while the income of about 40 percent consisted entirely of public assistance.

With time, refugee households progress towards self-sufficiency. Progress came much faster for non-Southeast Asian households, however. For refugees in this group who entered the U.S. in 1994, approximately 20 percent of households were entirely self-sufficient at the time of the survey (see table on page 62). For non-Southeast Asian households who arrived four years earlier, however, almost 53 percent were self-sufficient.

For Southeast Asian households, on the other hand, progress toward self-sufficiency was much slower. Only 13 percent of 1994 arrivals had achieved self-sufficiency by the time of the survey. The self-sufficiency of refugees who entered the year before was

* The remaining refugee households received neither assistance nor earned income in the month of the survey. Examples of types of households in this category may include refugees participating in Wilson/Fish or Matching Grant programs or receiving unemployment compensation or in-kind assistance from relatives.

**Dependency and Self-Sufficiency of
Refugee Households: 1989-1994***

Refugee Group	Year of Entry	P.A. Only	Both P.A. & Earn.	Earn. Only
S.E. Asians	1994	34.8	25.9	12.7
Non-S.E.A.		41.0	13.8	19.6
S.E. Asians	1993	37.6	16.2	23.8
Non-S.E.A.		39.5	16.4	21.9
S.E. Asians	1992	39.8	15.6	22.5
Non-S.E.A.		33.2	11.7	40.2
S.E. Asians	1991	40.6	10.3	23.8
Non-S.E.A.		24.1	12.9	33.7
S.E. Asians	1990	37.4	11.7	23.7
Non-S.E.A.		22.0	8.0	47.7
S.E. Asians	1989	49.8	6.9	24.7
Non-S.E.A.		21.3	8.0	52.9

*As of October 1994. Refugee households with neither earnings or assistance are excluded.

nearly double that (24 percent). The self-sufficiency of households in their fifth year of residence, however, was barely higher (25 percent).

Households that receive no cash assistance average 3.8 members and 1.8 wage earners. Households receiving cash assistance only had an average of 4.3 members and no wage earners, while those with a mix of earnings and assistance income average 5.0 members and 1.5 earners. A child under six was present in about 32 percent of the welfare dependent households. The corresponding proportions were about 26 percent for families with a mix of income and only 20 percent for self-sufficient households.

English language proficiency was higher in families with earnings only and lower in families with assistance only. Approximately ten percent of all refugee households dependent solely on public assistance contained one or more persons fluent in English. In contrast, about 25 percent of households with a mix of earnings and assistance reported at least one fluent English speaker and approximately 31 percent

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

The survey revealed other indicators of refugee economic progress. Over time, more refugees owned their place of residence. As shown in the table on page 60, fewer than two percent of refugees in their first year of residence reported owning their house. Almost 16 percent of fifth-year residents could make this claim. Overall, almost nine percent of refugees in the five-year population lived in a home owned by a family member.

Welfare Utilization

The 1994 survey showed that welfare utilization varied considerably among refugee groups. The table on page 64 presents welfare utilization data on the households of the seven refugee groups formed from survey respondents.

Non-cash assistance was generally higher than cash assistance, probably because Medicaid, food stamp, and housing assistance programs, though available to cash assistance households, are also available to households with low-income workers. Nearly 61 percent of refugee households reported receiving food stamps in the previous 12 months, about the same as the year before (62 percent). Utilization ranged from a high of nearly 84 percent for the group comprised of Southeast Asians other than Vietnamese to a low of approximately 38 percent for refugees from Latin America.

As indicated earlier in the discussion, slightly more than 50 percent of all refugees reported that their medical coverage was through low-income medical assistance programs (Medicaid or RMA). This compares with about 48 percent the year before. Utilization of government medical assistance programs this year ranged from a low of 23 percent for Eastern European refugees to a high of 71 percent for non-Vietnamese refugees from Southeast Asia and refugees from the Middle East. A smaller proportion of refugee households (13 percent) reported that they lived in public housing projects. This is much lower than the proportion reported the previous year (23 percent).

Characteristics of Households by Type of Income, 1994

Refugee Households with:	Assistance Only	Assistance and Earnings	Earnings Only	Total Sample
Average household size	4.3	5.0	3.8	4.2
Average number of wage earners per household	0.0	1.5	1.8	1.0
Percent of households with at least one member:				
Under the age of 6	32.3	26.1	20.2	25.2
Under the age of 16	59.9	62.1	51.7	55.1
Fluent in English*	10.2	24.6	30.5	18.9

*Data refer to refugees 16 and over in the five-year sample population consisting of refugees of all nationalities who arrived in the years 1989-1994.

About 54 percent of refugee households had received some kind of cash assistance in at least one of the past 12 months. This represents a rise of about five percent from 1993. This rise in refugee welfare utilization contrasts with the trend in refugee employment. As mentioned previously (see page 55), the EPR for the five-year population has risen about three percent over the past year.

Overall, receipt of any type of cash assistance was highest (nearly 85 percent) for the group comprised of Southeast Asians other than Vietnamese and lowest (approximately 15 percent) for refugees from Latin America.

About 27 percent of all refugee households had received AFDC in the past 12 months, slightly higher than the proportion reported in the previous survey (22 percent). Utilization ranged from approximately 79 percent for the group of Southeast Asians other than Vietnamese to only four percent for refugees

from Eastern Europe. The extremely wide variation for this type of income reflects the family composition of arriving households.

About four percent of sampled households received RCA in 1994. Utilization ranged from as little as two percent for refugees from Eastern Europe up to approximately 22 percent for Africa.

Approximately 20 percent of refugee households had at least one household member who had received Supplemental Security Income (SSI) in the past 12 months. This rate is almost unchanged from the previous year when 19 percent of households had a member who received SSI. Utilization varied largely according to the number of refugees over age 65. The Soviets, with about 13 percent of their five-year population over 65, utilized SSI most often, with 28 percent of their households receiving SSI. By contrast, only about one percent of Latin American

refugees were 65 or over, and less than three percent of their sampled households received SSI.

General Assistance (also called General Relief or Home Relief in some States) is a form of cash assistance funded entirely with State or local funds. It generally provides assistance to single persons, childless couples, and families with children that are not eligible for AFDC. In 1993, about four percent of refugee households had received some form of GA during the past 12 months. In 1994, the proportion was much higher (11 percent), with Soviet households recording the highest utilization rate (22 percent). Their higher incidence of utilization probably reflects their concentration in New York which has a generous Home Relief program. In addition, the Soviets have a relatively low proportion of

families with minor children and thus households without an earner must depend on Home Relief rather than AFDC for support. The lack of utilization by refugees from Latin America may be related to their concentration in Florida, which has no General Assistance program.

Receipt of employment-related services did not correspond with receipt of welfare. Although the group composed of Southeast Asians other than Vietnamese reported a high rate of welfare utilization, it also participated in job training and English language instruction to a significantly lower extent (see table on page 65). Only about 50 percent of these refugees had ever received any English language instruction. Their participation in job training (about five percent) was comparable to several other refugee

Public Assistance Utilization of Selected Refugee Groups*

	Africa	Latin America	Middle East	Eastern Europe	Soviet	Vietnam	Other S'east Asian	All
Cash Assistance:								
Any type	35.7%	14.7%	65.6%	15.9%	54.8%	58.1%	84.8	53.5%
AFDC	14.3	7.7	43.6	3.9	11.7	38.0	79.4	26.7
RCA	22.0	5.6	13.0	2.1	1.2	4.6	2.9	4.1
SSI	11.0	2.6	14.4	9.9	28.2	17.5	23.3	20.3
General Assistance	.7	0.0	1.5	1.8	21.6	5.9	2.9	10.8
Non-cash Assistance								
Medicaid or RMA	65.9	33.2	70.7	22.7	59.6	42.9	71.0	50.5
Food Stamps	53.3	37.5	70.6	45.6	61.0	62.4	83.8	60.9
Housing	12.0	3.7	16.8	39.8	14.1	9.6	23.3	13.4

*As of October 1994. Data refer to the five-year sample population consisting of refugees of all nationalities who arrived in the years 1989-1994. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households, not individuals. Many households received more than one type of assistance.

Service Utilization by Refugee Group*

	Africa	Latin America	Middle East	Eastern Europe	Soviet	Vietnam	Other S'east Asian	All
ELT since arrival	61.8%	40.9%	65.3%	57.1%	77.6%	54.2%	49.5%	61.2%
Job Training since arrival	4.6	7.2	.8	8.9	20.7	5.6	5.3	10.3
Currently attending ELT	38.2	16.6	29.6	15.9	25.8	23.5	31.8	24.9

ELT English Language Training -- Does not include high school students.

* As of October, 1994.

groups, but much lower than the overall average of about 10 percent. The Soviets recorded the highest rate of job training, with about 21 percent having received such training since arrival.

Employment and Welfare Utilization Rates by State

The FY 1994 survey also reported welfare utilization and employment rate by State of residence. The table on the next page shows the EPR and utilization rates for various types of welfare in each of the ten States with the largest number of FY 1994 arrivals, as well as for the nation as a whole. Unlike the table on page 64, which computes welfare utilization rates for entire households, this table presents data on utilization by individual refugees (including children).

In the top 10 States, the EPR was generally low where the number of individuals receiving welfare was high and high where welfare utilization was low. For example, the three large States with very low welfare utilization rates—Florida, Illinois, and Georgia—were the States with the highest refugee employment rates.

Refugees in Minnesota and California—two States with low employment rates—showed the highest

proportion of AFDC utilization (48 and 42 percent, respectively) with Massachusetts a distant third (16 percent). Refugees in Minnesota showed the highest proportion of RCA utilization (14 percent). The next highest RCA utilization rate was in Pennsylvania (11 percent). Refugees in New York and Massachusetts showed the highest proportion of SSI utilization (13 percent and 12 percent, respectively). Refugees in New York utilized General Assistance the most (23 percent), with Minnesota (19 percent) and Pennsylvania (17 percent) also showing high utilization.

It is interesting to note the change in the rate of welfare utilization that results from substituting individuals for households as the unit of analysis. (See the table on page 64 for the household rate and the table on page 66 for the individual rate). The utilization rate for individuals receiving AFDC (24 percent) was slightly lower than the AFDC utilization rate for households (27 percent), while the utilization rate for RCA was about the same under each method (5 percent). The change in the rate of utilization of General Assistance utilization was more dramatic, with the utilization rate at about seven percent for individuals and about 11 percent for households. Most notable was the drop in SSI: About 20 percent of refugee households had received an SSI benefit in the past 12 months, while only seven percent of individuals had received SSI in

that period. Finally, the overall welfare utilization rate for refugee individuals (42 percent) was 11 percent lower than the total welfare utilization rate for refugee households. As a general rule, measuring welfare utilization by household tends to inflate the utilization rate somewhat because households are counted as dependent on welfare even if only one member of a large family received any type of assistance.

Overall, findings from ORR's 1994 survey indicate, as in previous years, that refugees face significant

problems upon arrival in the United States, but that over time individual refugees generally find jobs and move toward economic self-sufficiency in their new country. The survey also shows that although the employment rate of refugees is much lower than that of the U.S. population, it rises with time in the U.S. for most refugee groups. Data also show that the continued progress of many refugee households toward self-sufficiency is balanced by the difficulty of many others in finding work.

**Welfare Utilization by Type of Assistance
and State of Residence, 1994***

State	EPR	AFDC	RCA	SSI	GA	** All Types
California (N= 2,582)	25.2	41.8	5.1	6.9	5.0	58.8
New York (1,183)	26.4	13.2	2.5	12.8	22.9	51.5
Washington (534)	27.3	18.9	5.4	5.8	2.4	32.6
Florida (524)	54.5	3.8	3.6	1.7	0.4	9.5
Texas (411)	44.3	18.0	5.6	5.4	0.7	29.7
Georgia (266)	58.6	7.9	7.5	3.4	1.5	20.3
Illinois (246)	44.7	6.1	5.3	6.9	6.1	24.4
Pennsylvania (234)	33.4	12.4	11.1	8.1	16.7	48.3
Massachusetts (223)	29.6	15.7	5.4	12.1	3.1	36.3
Minnesota (140)	30.3	47.9	14.3	6.4	19.3	87.9
Other States (2,191)	44.2	19.1	4.0	5.5	3.9	32.5
All States (8,533)	35.4	23.6	4.8	7.0	7.0	42.4

*As of October 1994. Not seasonally adjusted. Welfare utilization refers to receipt of public assistance in at least one of the past twelve months. The listed utilization rate for each type of public assistance is the ratio of the number of individuals (including minor children) receiving such aid to the total number of individuals in the five-year sample population residing in that State. For data on welfare utilization by household, see table on page 64.

** This column represents individuals who received any combination of AFDC, RCA, SSI, or GA.

Technical Note: The ORR Annual Survey, with interviews in the fall of 1994, is the 23rd in a series conducted since 1975. Until 1993, the survey was limited to Southeast Asian refugees. A random sample was selected from the ORR Refugee Data File. ORR's contractor contacted the family by a letter in English and a second letter in the refugee's native language. 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. The questionnaire and interview procedures were essentially the same between the 1981 survey and the 1992 survey, except that beginning in 1985 the sample was expanded to a five-year population consisting of refugees from Southeast Asia who had arrived over the most recent five years.

In 1993, the survey was expanded to be representative of all refugees, Amerasians, and entrants who had arrived in the U.S. between May 1, 1988 and April 30, 1993, the cutoff date for inclusion in the sample.

Refugees included in the 1992 survey who had not yet resided in the U.S. for five years were again contacted and interviewed along with a new sample of Southeast Asian refugees who had arrived in the previous 12 months. Complementing this was a random sample of non-Southeast Asian refugees who arrived between May 1, 1988 and April 30, 1993.

For 1994, refugees included in the 1993 survey who had not yet resided in the U.S. for five years were again contacted and interviewed along with a new sample of refugees, Amerasians, and entrants who had arrived between May 1, 1989 and April 30, 1994.

Of the 1,607 re-interview cases from the 1993 sample, 990 were contacted and interviewed, and 11 were contacted, but refused to be interviewed. The remaining 606 re-interview cases could not be traced in time to be interviewed. Of the 936 new interview cases, 761 were contacted and interviewed, another 30 were contacted, but refused to cooperate, and the remaining 145 could not be traced in time to be interviewed. The resulting responses were then weighted according to year of entry and ethnic group.

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 1994, a total of 107,104 refugees adjusted their immigration status under this provision. About 1,162,000 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 8,316 in FY 1994. This figure includes both refugees and entrants, who were permitted to adjust status under this Act beginning in 1985. In the 28 years since this legislation was passed, approximately 720,000 Cubans have become permanent resident aliens under its provisions. In FY 1994, only 31 former refugees became permanent resident aliens under other laws.

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. In FY 1994 only 5,983 asylees obtained permanent resident alien status, the first time in ten years that the limit was not reached. This indicates that the backlog has cleared.

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 through the late 1980s 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 1993, the most recent year for which data are available, approximately 308,000 former Southeast Asian refugees became U.S. citizens. This represents about 35 percent of Southeast Asian refugee arrivals through FY 1988. 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 eleventh year of residence in the U.S.

By way of contrast, from 1980 through 1993, about 156,000 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 ar-

rived 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 Southeast Asians or Cubans. From 1980 through 1993, nearly 64,000 persons born in the U.S.S.R. became citizens, and this represents 50 percent of those who arrived from 1975 through 1988 as refugees. The Soviets who naturalized during 1993 did so on average after only six or seven years in the United States.

IV. REFUGEE RESETTLEMENT—Directions for the Future

The Director's Message

Message from Lavinia Limon, Director of the Office of Refugee Resettlement

In the 20 years since the Vietnamese exodus and the 15 years since the enactment of the Refugee Act, the domestic refugee resettlement program has experienced many dramatic changes. The ethnic composition of refugee admissions has fluctuated significantly over the years. Soviet refugee admissions reached a peak of 61,000 in 1992 from a low of 650 in 1985. Refugees from the former Yugoslavia, which numbered fewer than 100 until two years ago, have climbed in this past year to almost 7,500. Refugee admission numbers from Cambodia once approached 20,000 a year, but now rarely exceed a hundred.

In the coming years, there will be many other changes of this magnitude, as the domestic resettlement program attempts to adapt itself to the shifting realities of world-wide refugee problems and domestic policy considerations. We may see changes in the numbers of annual refugee admissions as well as the ethnic groups arriving here. Welfare reform and the continuing debate over appropriate levels of immigration will also have an impact on the refugee program.

Over the next several years, the refugee resettlement program will adapt to future changes by focusing on the themes articulated by President Clinton in his State of the Union address last year—**Work, Family, Community**. ORR is looking at methods that best address these three themes, in the most effective way, using the finite resources available to us.

The primary focus for refugee resettlement is **work**. The main mission of the refugee resettlement program is to help refugee families become self-supporting as soon as possible. It is paramount that service providers focus on the family rather than the individual and that employability plans seek to move the entire family to economic self-sufficiency. Multiple wage earner strategies in which more than one

wage earner in a family is helped to find a job have proved to be effective methods for moving a family to self-sufficiency. We will continue to encourage States and voluntary agencies to adopt this model for their entire programs.

Employment as soon as possible is the appropriate first step towards self-sufficiency, but service assistance must not end there. Early employment is not an end in itself. ORR will continue to stress post-placement services, such as enhanced job search, intensive English language training, skills upgrading, and counseling, as necessary service supplements to help refugees retain employment or move to a better job.

This past year, ORR published a proposed notice of rule making (NPRM) which will strengthen the effectiveness of refugee services. The proposed regulations would require that, in planning services, States must take into account the reception and placement services provided by resettlement agencies in order to ensure the provision of seamless, coordinated, and unduplicated services. ORR also proposed new requirements that would require: (1) the provision of English language instruction concurrent with employment or with other employment-related services; (2) the provision of refugee-specific services; (3) the provision of services in a manner that includes the use of bilingual/bicultural women on service agency staffs to ensure adequate service access by refugee women, and (4) the provision of services in a manner that is culturally and linguistically compatible with a refugee's language and cultural background.

ORR recognizes, however, that an exclusive employment focus may not be appropriate for all refugees. This leads to the second aspect of effective resettlement—maintaining **strong family structures**. Most refugees come to this country with a strong sense of family; many, however, soon find themselves struggling to hold the family together. Families are facing a number of problems that cannot be ignored, such as domestic violence, inter-generational conflicts, dis-

affected youth, school drop-outs, and refugee youth gangs.

For this reason, ORR published a program announcement this past year to provide funds for programs that strengthen refugee families. Among the activities funded are programs which orient parents to the local school system, teach parenting skills, disseminate information on health care and access to health care for the uninsured, provide leadership and mentor training, organize peer support groups, and provide language training for special groups, such as homebound women and the elderly.

The new program announcement also provided funding to strengthen **the refugee community**. This is the bedrock on which refugee resettlement is built. ORR wants to strengthen refugee communities to the point that they can provide for and sustain their members. It is important that each refugee group is able to rely on strong ethnic community organizations that can provide for its people in the long term, well after refugee program funds are no longer available.

The Community and Family Strengthening program promotes community-building at several levels. It develops ethnic businesses and a community economy. Over the past several years, ORR's pilot project for micro-enterprise development has compiled a remarkable record. Almost 250 new businesses have started up, with ninety percent still in operation. The default rate is just 1.2 percent of funds loaned. About one-half of these new entrepreneurs received public assistance when they started their businesses. The jobs created from these business start-ups pull other refugees out of welfare dependency.

The new program also provides funds for local organizations to bring the community together to address the economic and social problems of refugee families and the refugee community. The goal in all cases is to build and strengthen the community's capacity to serve its members in improving the quality of life and standard of living for refugee families. While activities do not have to be directly related to employment, planning and coalition building is guided by the over-arching goal of improving the economic conditions for refugee families and

giving them the information needed to adjust socially and economically to their new country and their new communities.

One of the most crucial issues facing ORR is how to stretch available resources to get the greatest impact. Experience indicates that the greatest impact that services can have on a refugee's social adjustment and economic well-being occurs during a refugee's initial years in the U.S. For this reason, the refugee program must concentrate its resources on **recent arrivals**.

In addition, ORR must address the special needs of **vulnerable populations**. It will commit additional resources to the special needs of refugee women. In our service announcement, we require that refugee women be given equal access to our programs and that, equally with men, they assist in their roles as leaders, income producers, and cultural preservers. ORR will also continue to provide funding to programs that help meet the unique needs of refugee youth, that help them to live up to their parents' expectations while ensuring they have positive alternatives to gang violence.

One more special population merits special attention—the new ethnic groups that will arrive in the years ahead. Southeast Asian refugee flows have made up the majority of arrivals since 1975. These flows will soon slow to a trickle. Yet the world is still full of ethnic conflict and civil strife; it's not clear which groups America will admit in the future. What is clear is that ORR must be prepared to meet the challenges of resettling smaller, but much more diverse and unpredictable, refugee populations. To that end, ORR will initiate procedures to require that services provided to refugees be culturally and linguistically compatible.

Finally, ORR will stress **increased flexibility**. ORR recognizes that there is no one resettlement model that will work everywhere for every ethnic population under all circumstances. Instead, ORR will emphasize flexible, local approaches. We have done this by making the Wilson/Fish process more user friendly, and by giving States and local governments the tools needed for a more cost-efficient, flexible program. We have also proposed in the NPRM to

eliminate the 85/15 requirement, which requires States with high welfare dependency to spend 85 percent on their social services funds on employment services.

In conclusion, let me underscore the Administration's commitment to the domestic resettlement program. The Administration understands that America has a continuing responsibility to refugees long after their physical transportation to our shores. To resettle is to restart, and that is a painful, difficult, uncertain process. It means promoting work, reinforcing family values, building communities. It has been ultimately successful for the great majority of refugees who have arrived here since 1975, and it will be just as successful for the new groups arriving here in the coming years.

APPENDIX A

TABLES

Table 1
Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship:
FY 1983 - FY 1994

Country	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-94
Afghanistan	24	1,234	1,465	1,443	1,595	1,741	2,211	3,161	2,418	2,200	2,021	2,790	22,303
Albania	159	397	1,168	1,339	104	42	74	47	82	44	42	56	3,554
Bulgaria	27	23	102	563	345	105	149	108	151	125	129	137	1,964
Cambodia	15	61	162	179	2,328	2,162	2,897	1,786	9,845	19,175	19,727	13,041	71,378
Cuba	14,434	6,949	6,660	4,188	4,706	4,169	3,365	292	143	180	87	617	45,790
Czechoslo.	3	1	16	153	331	910	661	1,031	1,427	948	822	1,227	7,530
Ethiopia	297	2,710	2,927	4,085	3,114	1,722	1,447	1,800	1,265	1,739	2,517	2,544	26,167
Haiti	4,974	1,962	10,443	0	0	1	4	0	0	0	0	0	17,384
Hungary	1	0	2	12	259	1,054	771	664	653	520	544	644	5,124
Iran	859	1,155	1,964	2,650	3,100	4,835	6,235	6,624	3,203	3,421	2,862	902	37,810
Iraq	4,930	4,560	3,375	822	66	103	40	196	305	232	161	1,583	16,373
Laos	6,211	6,945	7,285	9,232	8,715	12,560	14,597	13,394	12,313	5,195	7,218	2,907	106,572
Liberia	590	946	620	1	0	1	4	0	0	0	0	0	2,162
Nicaragua	13	60	18	194	634	341	201	36	0	0	0	0	1,497
Poland	43	52	165	371	1,629	3,564	3,306	3,406	3,577	2,822	4,300	5,508	28,743
Romania	81	230	1,510	4,534	4,071	3,276	2,833	2,999	2,588	4,456	4,293	3,741	34,612
Somalia	3,508	2,695	1,528	119	17	45	6	2	0	0	1	0	7,921
Sudan	1,289	253	126	6	59	6	1	2	0	3	0	4	1,749
USSR	43,140	48,357	61,021	38,496	49,742	39,381	20,020	3,458	793	647	730	1,371	307,156
Vietnam a/	34,110	31,405	26,856	28,385	27,796	21,924	17,571	19,656	21,700	25,222	24,856	22,819	302,300
Amerasian	2,888	11,220	17,140	16,582	13,916	8,720	363	3	0	0	0	0	70,832
Yugoslavia	7,418	1,877	3	1	2	3	2	2	2	22	25	10	9,367
Zaire	83	199	63	39	70	20	7	9	11	30	31	11	573
Others b/	294	354	351	595	340	201	154	181	78	186	235	124	3,093
Total	125,391	123,645	144,970	113,989	122,939	106,886	76,919	58,857	60,554	67,167	70,601	60,036	1,131,954

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

b/ Countries with fewer than 100 arrivals each year from FY 1983 - FY 1994. Includes entrants, beginning with FY 1992.

Table 2
Southeast Asian and Other Arrivals
by State of Initial Resettlement
FY 1975-FY 1994

State					Total	b/ All Nations
	Amerasian	Vietnam	Laos	Cambodia	Southeast Asia a/	
Alabama	855	3,469	1,174	941	6,440	6,943
Alaska	55	409	108	18	591	832
Arizona	1,951	8,215	1,276	1,605	13,053	18,614
Arkansas	94	4,454	1,300	222	6,072	6,308
California	14,396	230,829	72,463	36,884	354,749	479,128
Colorado	750	8,564	4,170	1,903	15,390	20,173
Connecticut	762	5,174	2,745	2,157	10,841	18,190
Delaware	2	357	95	12	466	764
Dist. Columb.	2,359	7,099	2,552	1,803	13,827	16,748
Florida	2,028	18,079	2,335	2,652	25,105	82,165
Georgia	3,455	13,531	3,295	3,363	23,651	31,326
Hawaii	628	6,598	3,272	247	10,747	10,859
Idaho	89	1,383	886	383	2,742	4,953
Illinois	1,595	17,671	9,674	6,820	35,785	66,764
Indiana	112	4,605	1,315	798	6,899	8,912
Iowa	1,377	7,488	5,751	1,208	15,830	17,488
Kansas	732	9,485	2,333	918	13,470	14,746
Kentucky	1,049	4,003	1,022	872	6,954	8,589
Louisiana	1,114	15,256	1,398	1,039	18,811	19,435
Maine	295	1,056	209	1,152	2,713	4,436
Maryland	1,281	8,564	753	2,015	12,629	26,017
Massachusetts	1,784	17,425	3,985	8,567	31,779	50,695
Michigan	1,331	9,936	3,689	1,361	16,323	30,375
Minnesota	944	14,678	19,923	4,818	40,399	46,597
Mississippi	89	2,344	143	49	2,625	2,722
Missouri	2,058	10,082	2,080	1,710	15,935	23,488
Montana	8	516	967	71	1,562	1,952
Nebraska	998	4,596	1,007	472	7,074	8,643
Nevada	67	2,483	527	373	3,454	5,961
New Hamp.	63	1,010	232	476	1,783	2,703
New Jersey	1,145	9,145	779	560	11,633	27,825
New Mexico	472	3,675	1,668	519	6,334	8,232
New York	4,729	26,010	4,754	6,894	42,451	187,160
N. Carolina	1,582	6,767	2,119	2,022	12,493	14,330
North Dakota	487	1,029	384	459	2,359	3,908
Ohio	364	8,143	3,693	3,354	15,557	26,682
Oklahoma	685	10,234	2,239	1,297	14,455	15,107
Oregon	1,338	12,493	7,930	3,380	25,146	34,384

Table 2
Southeast Asian and Other Arrivals
by State of Initial Resettlement
FY 1975-FY 1994

State	Amerasian	Vietnam	Laos	Cambodia	Total	
					Asia a/	b/ All Nations
Pennsylvania	2,689	24,599	5,224	7,027	39,559	59,303
Rhode Island	25	959	3,159	2,339	6,483	8,666
S. Carolina	58	2,385	704	420	3,567	3,948
South Dakota	166	1,119	363	268	1,916	3,682
Tennessee	1,162	4,883	4,256	2,283	12,591	16,477
Texas	6,744	59,811	11,784	12,720	91,083	106,656
Utah	912	5,809	3,730	3,075	13,526	15,905
Vermont	582	338	195	269	1,385	2,451
Virginia	1,600	18,811	2,387	4,633	27,439	35,345
Washington	3,508	26,068	10,408	9,209	49,213	67,747
West Virginia	150	546	218	56	971	1,062
Wisconsin	79	4,222	15,009	587	19,912	22,526
Wyoming	6	244	113	35	398	497
Unknown c/	28	49,768	11,695	2,350	64,368	248,700
Total	70,832	716,417	243,490	148,665	1,180,538	1,947,119

a/ Includes also persons born in Thailand, Burma, China, Hong Kong, and the Philippines.

b/ Refugees of all nations since 1975 and Cuban and Haitian entrants since FY 1992 (31,019).

c/ Includes Territories and unknown States not shown separately. No record of the State of initial resettlement remains for 248,700 refugees admitted prior to 1983, including 64,368 from Southeast Asia. The above totals do not include the approximately 150,000 Cuban and Haitian entrants admitted prior to FY 1992.

Table 3
 Refugee and Amerasian Arrivals (a) by State of Initial Resettlement:
 FY 1983 - FY 1994

State	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-94
Alabama	191	203	311	329	275	218	72	136	284	235	353	242	2,849
Alaska	72	39	81	48	69	27	7	11	65	41	27	20	507
Arizona	1,169	1,100	1,522	1,689	1,545	1,066	677	703	958	1,175	828	1,200	13,632
Arkansas	105	103	71	149	122	120	69	178	146	153	212	143	1,571
California	27,379	31,343	33,204	32,799	31,133	30,874	34,833	23,379	19,550	21,454	21,390	16,364	323,702
Colorado	1,201	1,153	1,130	1,282	1,216	1,055	479	675	693	633	771	611	10,899
Connecticut	1,031	1,014	1,225	1,230	1,643	1,139	795	699	793	908	963	750	12,190
Delaware	42	30	64	20	61	57	12	21	39	15	19	24	404
Dist. Columb.	693	690	1,030	1,171	1,097	956	427	344	423	385	468	576	8,260
Florida	4,125	4,557	5,312	5,603	6,628	5,023	3,617	1,236	1,293	1,652	1,409	1,592	42,047
Georgia	3,312	3,130	3,132	2,611	2,144	1,495	765	937	1,014	1,292	1,355	971	22,158
Hawaii	283	293	336	296	351	269	192	362	257	308	302	340	3,589
Idaho	373	287	352	345	323	245	175	76	327	524	399	85	3,511
Illinois	4,431	4,025	5,084	3,951	4,556	5,142	2,395	2,145	2,619	2,951	3,361	3,053	43,713
Indiana	354	460	350	402	354	228	118	114	293	317	331	254	3,575
Iowa	932	844	807	873	978	862	457	404	770	575	595	317	8,414
Kansas	635	696	699	690	805	524	270	416	529	826	720	563	7,373
Kentucky	792	627	645	755	586	314	211	191	398	381	245	177	5,322
Louisiana	680	682	804	792	725	382	280	394	604	775	989	879	7,986
Maine	204	249	162	265	365	184	173	139	266	285	437	278	3,007
Maryland	1,830	2,478	3,277	2,266	2,381	1,840	984	888	853	1,024	1,426	929	20,176
Massachusetts	3,312	3,531	4,201	3,399	4,675	4,338	2,818	1,649	2,281	2,836	2,598	2,284	37,922
Michigan	2,817	2,246	2,690	2,277	2,266	1,674	1,096	1,163	1,083	1,046	1,067	1,530	20,955
Minnesota	2,656	2,783	2,760	2,019	2,260	2,834	2,602	2,005	1,912	1,715	1,870	1,630	27,046
Mississippi	57	53	47	106	112	95	53	78	140	140	122	106	1,109
Missouri	1,863	1,735	2,056	1,663	1,629	1,079	553	609	992	917	970	821	14,887
Montana	41	47	88	106	100	61	56	72	28	33	51	35	718
Nebraska	593	563	789	1,032	660	365	166	197	187	126	204	244	5,126

Table 3
Refugee and Amerasian Arrivals (a/) by State of Initial Resettlement:
FY 1983 - FY 1994

State	1994	1993	1992	1991	1990	1989	1988	1987	1986	1985	1984	1983	1983-94
Nevada	214	237	305	335	277	297	240	271	265	275	381	358	3,455
New Hamp.	252	160	213	226	286	253	179	89	65	171	115	126	2,135
New Jersey	2,314	2,406	2,912	2,610	2,870	2,182	1,286	1,045	964	937	1,054	971	21,551
New Mexico	320	377	386	442	323	237	57	136	153	282	217	206	3,136
New York	20,892	23,385	26,638	16,335	23,294	20,001	7,511	5,196	4,282	4,921	5,359	5,471	163,285
N. Carolina	782	1,199	891	881	890	705	410	389	572	619	626	848	8,812
North Dakota	375	380	482	256	166	113	79	34	121	209	190	118	2,523
Ohio	1,659	2,150	2,343	1,678	2,276	1,260	591	705	824	1,024	1,194	1,057	16,761
Oklahoma	407	536	354	549	452	340	219	246	446	603	732	571	5,455
Oregon	1,936	1,839	2,503	1,988	2,345	1,852	929	714	798	965	1,172	1,020	18,061
Pennsylvania	3,554	3,609	4,224	3,389	4,287	3,668	1,875	1,422	1,797	2,146	2,172	1,886	34,029
Rhode Island	260	235	449	400	662	482	409	307	430	512	576	345	5,067
S. Carolina	177	116	150	133	92	81	64	65	84	79	133	120	1,294
South Dakota	286	253	280	311	247	132	94	95	122	135	135	160	2,250
Tennessee	1,196	1,077	1,309	1,140	948	672	465	487	918	664	644	547	10,067
Texas	5,874	5,566	5,930	5,835	5,755	4,046	2,686	3,089	4,280	5,042	5,659	5,119	58,881
Utah	620	583	568	632	755	616	351	502	716	896	1,005	695	7,939
Vermont	275	249	262	240	254	182	82	103	123	45	109	101	2,025
Virginia	2,087	2,193	1,954	2,076	2,073	1,413	1,087	1,340	1,543	1,578	2,033	1,726	21,103
Washington	5,547	5,739	5,411	4,795	4,094	3,674	1,832	2,046	2,457	2,818	2,974	2,109	43,496
West Virginia	17	31	45	42	53	18	2	7	24	43	22	33	337
Wisconsin	1,918	1,792	1,875	1,183	1,239	1,792	1,824	1,342	744	472	587	398	15,166
Wyoming	0	0	11	18	12	28	4	4	13	7	19	31	147
Other a/	1	11	43	71	63	9	19	2	16	2	11	2	250
Total	112,136	119,084	131,767	113,733	122,772	106,519	76,647	58,857	60,554	67,167	70,601	60,036	1,099,873

a/ Does not include entrants. See Table 6.

b/ Includes Territories and unknown States not shown separately.

Table 4

Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship
and State of Initial Resettlement, FY 1994

State	a/ Amer.	Viet- nam	b/						Ethiop.	Liberia	Somalia	Sudan	c/		Total
			Laos	Cuba	Haiti	Iran	Iraq	Ethiop.					USSR	Yugo.	
Alabama	54	35	0	3	63	0	0	0	0	0	0	0	31	8	194
Alaska	6	31	0	0	0	0	0	0	0	0	0	0	20	15	72
Arizona	117	336	0	127	53	12	146	3	0	36	4	157	281	1,284	
Arkansas	0	95	0	1	0	0	0	0	0	0	0	3	7	106	
California	358	13,611	3,140	386	79	496	866	80	9	845	91	6,950	638	27,629	
Colorado	25	402	29	4	55	4	12	0	0	30	28	539	70	1,202	
Connecticut	62	190	0	63	106	0	34	2	0	0	2	508	98	1,091	
Delaware	0	5	0	0	2	0	0	0	0	0	0	26	9	42	
Dist. Col.	95	286	0	4	32	15	102	18	18	63	1	0	14	693	
Florida	106	760	0	11,207	1,954	11	66	5	0	4	10	574	338	15,080	
Georgia	164	1,875	11	49	9	8	39	6	29	308	20	485	336	3,349	
Hawaii	14	265	0	0	0	0	2	0	0	0	0	2	0	283	
Idaho	5	96	0	11	44	0	41	0	0	0	0	67	93	373	
Illinois	74	580	5	45	53	14	401	13	10	50	24	2,180	932	4,456	
Indiana	0	68	0	6	28	2	28	5	0	0	0	138	55	360	
Iowa	74	342	3	0	9	0	41	2	0	11	157	34	246	932	
Kansas	15	401	10	1	6	2	21	0	2	28	2	123	25	636	
Kentucky	84	226	0	15	22	6	82	0	0	34	0	138	195	804	
Louisiana	85	520	3	55	35	0	0	0	0	0	0	6	28	734	
Maine	11	0	0	0	0	19	11	2	0	67	44	25	24	204	
Maryland	35	400	0	30	135	15	33	2	82	67	30	948	54	1,837	
Massachusetts	11	996	45	23	211	2	97	2	26	174	0	1,565	191	3,373	
Michigan	64	368	208	9	153	26	978	0	19	29	0	693	248	2,822	
Minnesota	17	550	1,060	12	37	0	21	19	59	140	15	593	107	2,656	
Mississippi	0	50	0	8	7	0	0	0	0	0	0	0	0	65	
Missouri	115	430	0	85	206	8	217	6	10	59	39	326	360	1,872	
Montana	2	3	1	0	0	0	0	0	1	0	0	28	6	41	
Nebraska	24	364	0	0	3	0	85	0	0	0	0	82	35	593	
Nevada	0	23	0	346	0	0	6	5	0	12	31	4	39	469	

Table 4

Refugee, Entrant, and Amerasian Arrivals by Country of Citizenship and State of Initial Resettlement, FY 1994

State	a/ Amer.	Viet- nam	Laos	b/ Cuba	b/ Haiti	Iran	Iraq	Ethiop.	Liberia	Somalia	Sudan	c/ USSR	d/ Yugo.	Total
New Hampshire	4	202	0	0	0	2	1	0	0	0	0	13	23	252
New Jersey	33	345	0	523	421	4	50	5	44	10	3	982	155	2,599
New Mexico	7	100	0	496	0	0	38	0	0	0	0	20	4	666
New York	128	618	1	241	409	107	207	9	60	137	111	18,080	927	21,139
North Carolina	112	343	30	9	12	5	5	3	6	59	15	69	111	785
North Dakota	41	28	0	0	61	0	69	0	0	2	14	35	124	375
Ohio	15	190	40	7	2	7	85	2	7	2	0	1,222	80	1,666
Oklahoma	13	359	0	2	0	2	5	0	12	0	0	0	7	409
Oregon	22	830	9	20	45	4	28	4	0	50	3	848	80	1,962
Pennsylvania	107	475	8	89	215	2	232	19	67	38	12	2,073	221	3,570
Rhode Island	0	15	41	0	0	0	7	0	53	0	0	142	1	260
South Carolina	9	113	0	0	0	0	9	0	0	0	0	37	9	177
South Dakota	3	8	0	0	0	0	13	6	0	0	197	38	21	286
Tennessee	100	273	0	0	159	17	183	10	8	148	74	106	102	1,196
Texas	382	3,647	23	416	120	52	286	47	27	206	294	262	432	6,223
Utah	46	242	0	0	0	0	44	0	0	24	40	123	98	620
Vermont	64	73	0	0	0	0	18	0	0	0	0	10	110	275
Virginia	68	833	0	7	94	13	59	4	34	593	22	219	139	2,096
Washington	110	2,084	106	33	134	4	262	18	0	247	6	2,255	263	5,547
West Virginia	6	2	0	0	0	0	0	0	7	0	0	0	1	17
Wisconsin	1	22	1,438	3	0	0	0	0	0	35	0	361	58	1,921
Other e/	0	0	0	98	0	0	0	0	0	0	0	0	0	98
Total	2,888	34,110	6,211	14,434	4,974	859	4,930	297	590	3,508	1,289	43,140	7,418	125,391

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

b/ Includes entrants. See Table 6 for a breakout of entrant arrivals by State of initial resettlement.

c/ Includes refugees from the republics of the former Soviet Union, primarily from Russia.

d/ Includes refugees from the republics of the former Yugoslavia, primarily from Bosnia-Herzegovina.

e/ Includes territories and unknown States.

Table 5

Refugee and Entrant Arrivals by Country of Citizenship
and State of Initial Resettlement

FY 1983 - FY 1994

State	Afghan.	Alba.	Bul.	Cuba	Czech.	Eth.	Haiti	Hun.	Iran	Iraq	Liber.	Nic.	Pol.	Rom.	Som.	Sudan	USSR	Yugo.
Alabama	35	0	0	4	5	67	81	3	31	12	0	0	40	36	0	0	174	8
Alaska	7	2	0	0	2	0	0	0	37	2	0	0	28	32	0	0	116	15
Arizona	438	27	175	184	40	630	53	66	264	423	21	55	255	1,197	92	5	1,175	341
Arkansas	3	3	0	2	8	7	0	5	15	31	0	0	107	7	0	0	27	7
California	8,603	177	513	1,616	1,715	5,989	306	799	23,764	3,354	60	269	3,587	8,580	1,958	118	61,178	770
Colorado	371	8	21	9	130	447	58	36	174	43	0	16	212	113	48	30	2,892	97
Connecticut	91	179	45	128	120	137	209	445	225	82	2	27	1,112	738	22	5	3,574	157
Delaware	34	0	3	7	0	11	14	2	29	0	0	0	16	12	0	0	161	9
Dist. Colum.	331	4	20	23	37	1,140	34	134	125	148	41	19	191	81	151	8	62	14
Florida	246	244	110	35,605	217	596	11,391	230	466	275	15	618	724	1,080	17	15	4,533	429
Georgia	669	10	4	82	75	1,236	56	111	351	141	52	7	151	372	740	34	3,067	418
Hawaii	31	0	1	0	13	3	0	2	5	3	0	0	6	2	0	0	20	0
Idaho	23	31	57	29	293	8	53	23	19	124	10	0	320	389	0	0	707	110
Illinois	328	199	91	220	323	1,007	129	137	725	1,955	43	21	3,561	4,528	156	33	16,110	1,202
Indiana	81	5	9	15	37	119	31	22	83	47	10	0	188	126	14	0	1,113	84
Iowa	3	3	0	2	13	142	9	54	36	86	8	0	175	119	26	192	376	359
Kansas	95	0	0	3	12	38	7	0	66	39	4	0	36	32	64	2	825	25
Kentucky	38	3	3	20	0	54	33	0	33	178	0	0	29	65	50	0	889	217
Louisiana	34	0	0	96	16	49	82	1	45	5	7	54	83	23	0	0	86	31
Maine	336	7	71	0	26	134	0	18	120	11	0	0	383	96	119	55	266	24
Maryland	466	92	39	309	145	1,542	217	76	1,091	190	201	31	673	366	257	52	7,465	60
Massachusetts	113	240	14	75	963	582	563	79	433	190	104	15	770	189	404	6	13,905	209
Michigan	56	458	59	34	111	341	230	72	215	3,185	20	0	2,029	2,133	75	3	4,609	329
Minnesota	183	3	8	21	49	783	38	67	136	46	145	0	284	236	211	25	3,737	141
Mississippi	4	0	0	8	11	13	12	2	9	0	0	0	9	7	0	0	14	0
Missouri	216	102	65	297	212	938	305	147	131	451	61	3	626	553	163	68	2,570	462
Montana	5	0	0	0	7	9	0	0	1	0	1	4	14	7	0	0	336	6
Nebraska	242	4	0	1	68	10	3	10	14	136	0	0	188	36	0	0	728	47

Table 5

Refugee and Entrant Arrivals by Country of Citizenship
and State of Initial Resettlement
FY 1983 - FY 1994

State	Alghan.	Alba.	Bul.	Cuba	Czech.	Eth.	Haiti	Hun.	Iran	Iraq	Liber.	Nic.	Pol.	Rom.	Som.	Sudan	USSR	Yugo.
Nevada	149	16	7	1,202	14	359	19	15	259	17	0	28	159	44	17	55	64	42
New Hamp.	10	38	0	0	93	1	0	11	38	5	0	1	31	501	0	0	163	28
New Jersey	589	217	41	2,016	238	393	864	172	472	100	159	59	1,617	746	23	9	8,159	223
New Mexico	56	0	0	1,470	13	11	0	3	38	76	0	35	46	34	12	0	90	4
New York	3,696	1,111	342	864	781	1,386	1,316	715	4,766	564	424	41	5,429	5,525	465	124	115,167	1,219
North Carol.	136	2	5	23	41	183	30	36	61	11	61	21	215	116	82	20	599	126
North Dakota	27	0	2	0	105	94	61	45	24	404	0	0	109	138	29	17	314	147
Ohio	66	18	8	11	115	575	46	187	156	257	31	12	231	978	19	0	8,248	94
Oklahoma	44	0	0	11	10	32	0	1	200	34	29	0	103	60	0	0	109	7
Oregon	185	6	10	22	32	249	110	25	134	77	4	0	101	1,374	91	4	6,612	109
Pennsylvania	321	73	49	182	204	748	339	253	272	449	147	6	1,404	965	160	16	13,619	276
Rhode Island	2	55	1	1	0	13	11	239	17	7	156	0	89	34	0	0	1,557	1
South Carol.	23	0	2	2	0	10	0	8	33	9	0	0	12	20	0	0	244	12
South Dakota	57	0	15	0	69	442	0	83	28	50	0	0	160	168	23	254	364	21
Tennessee	208	2	0	22	38	270	182	15	190	975	39	23	159	156	300	95	991	121
Texas	710	51	39	726	242	3,033	173	117	1,374	1,255	199	86	1,313	1,234	460	399	3,362	566
Utah	47	0	11	0	310	5	0	7	138	101	1	0	357	66	25	40	1,148	115
Vermont	0	34	27	8	306	7	0	19	9	57	0	0	34	182	0	1	259	122
Virginia	2,345	37	19	20	38	833	129	59	505	255	91	14	220	157	1,190	22	1,509	179
Washington	456	55	66	129	196	1,422	184	551	376	511	9	21	929	900	418	42	11,835	306
West Virginia	11	3	5	0	8	1	0	6	9	0	7	0	19	9	0	0	8	5
Wisconsin	48	35	7	5	26	66	0	11	62	2	0	10	198	40	40	0	1,951	73
Wyoming	35	0	0	0	3	2	0	5	3	0	0	0	7	0	0	0	44	0
Other	0	0	0	286	0	0	6	0	3	0	0	1	4	10	0	0	25	0
Total	22,303	3,554	1,964	45,790	7,530	26,167	17,384	5,124	37,810	16,373	2,162	1,497	28,743	34,612	7,921	1,749	307,156	9,367

a/ Includes entrants, beginning with FY 1992.

Table 6

**Cuban and Haitian Entrants
by State of Initial Resettlement
FY 1992 - FY 1994 a/**

State	Cuba				Haiti			
	1992	1993	1994	Total	1992	1993	1994	Total
Alabama	0	1	3	4	18	0	0	18
Alaska	0	0	0	0	0	0	0	0
Arizona	29	13	114	156	0	0	1	1
Arkansas	0	0	1	1	0	0	0	0
California	138	78	249	465	218	0	1	219
Colorado	0	0	1	1	0	0	0	0
Connecticut	0	6	55	61	69	2	5	76
Delaware	0	0	0	0	9	3	0	12
Dist. of Columbia	2	0	0	2	1	0	0	1
Florida	2,185	3,268	9,587	15,040	8,397	578	1,368	10,343
Georgia	5	2	37	44	40	0	0	40
Hawaii	0	0	0	0	0	0	0	0
Idaho	1	3	0	4	0	0	0	0
Illinois	22	16	24	62	70	0	1	71
Indiana	3	0	6	9	3	0	0	3
Iowa	2	0	0	2	0	0	0	0
Kansas	0	2	1	3	1	0	0	1
Kentucky	4	1	12	17	11	0	0	11
Louisiana	2	7	53	62	47	0	1	48
Maine	0	0	0	0	0	0	0	0
Maryland	2	0	2	4	63	7	5	75
Massachusetts	10	8	23	41	260	15	38	313
Michigan	6	10	5	21	15	0	0	15
Minnesota	0	0	0	0	0	1	0	1
Mississippi	0	0	8	8	0	0	0	0
Missouri	0	1	9	10	8	0	0	8
Montana	0	0	0	0	0	0	0	0
Nebraska	0	0	0	0	0	0	0	0
Nevada	70	89	255	414	18	1	0	19
New Jersey	92	62	277	431	296	8	8	312
New Mexico	105	135	346	586	0	0	0	0
New York	38	48	181	267	590	75	66	731
North Carolina	7	0	3	10	13	0	0	13
North Dakota	0	0	0	0	0	0	0	0
Ohio	0	0	7	7	38	0	0	38
Oklahoma	0	1	2	3	0	0	0	0

Table 6

Cuban and Haitian Entrants
by State of Initial Resettlement
FY 1992 - FY 1994 a/

State	Cuba				Haiti			
	1992	1993	1994	Total	1992	1993	1994	Total
Oregon	0	1	16	17	54	3	10	67
Pennsylvania	4	5	14	23	72	5	2	79
Rhode Island	0	0	0	0	11	0	0	11
South Carolina	2	0	0	2	0	0	0	0
South Dakota	0	0	0	0	0	0	0	0
Tennessee	2	7	0	9	18	5	0	23
Texas	75	64	349	488	22	4	0	26
Utah	0	0	0	0	0	0	0	0
Vermont	0	0	0	0	0	0	0	0
Virginia	0	1	7	8	19	2	2	23
Washington	0	1	0	1	0	0	0	0
West Virginia	0	0	0	0	0	0	0	0
Wisconsin	1	0	3	4	0	0	0	0
Wyoming	0	0	0	0	0	0	0	0
Other	10	21	97	128	5	1	0	6
Total	2,817	3,851	11,747	18,415	10,386	710	1,508	12,604

a/ Does not include Cuban and Haitian arrivals with refugee status. See Table 4 for FY 1994 refugee arrivals from Cuba and Haiti.

Source: Community Relations Service, Department of Justice.

Table 7
 Receipt of Cash Assistance (a/) by Refugee Nationality: June 30, 1994

States	b/ Lao	Viet- nam	b/ Amer- asian	Former USSR	Yugo- slavia	c/ Cuba	c/ Haiti	Iran	Iraq	Ethi- opia	So- malia	Other Africa	All Others	Total
Alabama	0	14	0	0	0	0	0	0	0	0	0	0	0	14
Arizona	0	315	0	108	24	1	0	0	17	2	8	0	10	542
Arkansas	0	7	0	0	0	0	0	0	0	0	0	0	0	7
California	126	4,046	30	927	0	19	0	90	59	10	0	0	200	5,599
Colorado	20	157	6	45	21	0	0	4	0	0	0	0	15	268
Connecticut	0	30	0	63	1	2	8	0	0	0	0	0	14	118
Delaware	0	1	0	2	0	0	0	0	0	0	0	0	0	3
Dist. Columbia	0	507	0	2	0	0	0	6	27	65	41	55	0	707
Florida	0	406	0	145	16	2,107	264	3	52	10	0	0	53	3,074
Georgia	0	285	0	15	25	0	3	0	0	7	0	9	0	344
Hawaii	0	104	0	0	0	0	0	0	0	0	0	0	0	104
Idaho	0	16	0	1	1	0	0	0	0	0	0	0	0	21
Illinois	4	173	0	421	23	6	4	4	133	13	0	8	6	807
Indiana	0	14	0	3	3	0	0	0	0	0	0	0	10	30
Iowa	0	91	0	11	34	0	0	0	3	0	0	1	0	140
Kansas	0	105	0	33	0	0	0	0	3	12	0	0	1	154
Louisiana	2	157	0	0	1	3	6	0	0	0	4	0	0	173
Maine	0	2	0	16	1	0	0	8	0	0	16	8	0	51
Maryland	0	142	4	54	0	1	13	4	3	1	0	5	21	248
Massachusetts	5	320	0	180	0	3	18	0	0	10	0	0	68	616
Michigan	8	39	0	116	49	4	8	13	185	1	1	1	29	455
Minnesota	49	175	3	96	21	0	2	0	1	1	84	9	0	441
Mississippi	0	23	0	0	0	0	0	0	0	0	0	0	0	23
Missouri	0	0	0	245	0	0	11	0	0	13	0	0	0	396
Montana	0	0	0	16	0	0	0	0	0	0	0	0	0	16
Nebraska	0	130	0	3	0	0	0	9	11	0	18	0	0	187
Nevada	0	15	0	3	11	43	0	0	1	1	1	24	0	99
New Hampshire	0	15	1	2	0	0	0	0	0	0	0	0	0	18
New Jersey	0	101	0	33	0	69	36	1	0	1	0	0	34	275

Table 7

Receipt of Cash Assistance (a/) by Refugee Nationality: June 30, 1994

States	b/ Laos	Vietnam	b/ Amerasian	Former USSR	Yugoslavia	Cuba	Haiti	Iran	Iraq	Ethiopia	Somalia	Other Africa	All Others	Total
New Mexico	0	30	0	3	0	34	0	0	0	0	0	0	0	68
New York	0	362	0	2,421	0	0	0	0	0	0	0	0	0	2,783
North Carolina	2	91	0	11	0	0	0	0	0	0	0	0	21	125
North Dakota	0	14	0	8	14	0	9	0	5	0	0	3	0	53
Ohio	0	67	0	249	15	1	1	1	22	3	0	2	15	381
Oklahoma	0	56	2	0	0	0	0	0	0	0	0	0	1	59
Oregon	1	290	0	197	17	0	22	4	0	2	2	7	0	543
Pennsylvania	0	109	0	255	2	9	3	0	35	1	0	0	60	474
Rhode Island	25	5	0	18	0	0	0	0	0	0	0	3	0	51
South Carolina	0	27	5	0	0	0	0	0	0	0	0	0	0	32
South Dakota	0	0	2	18	0	0	0	0	0	0	0	130	1	151
Tennessee	0	52	0	1	6	0	0	0	22	0	18	6	9	114
Texas	0	1,029	0	16	102	53	17	3	1	1	47	40	27	1,337
Utah	0	44	0	21	0	0	0	0	11	0	0	0	38	114
Vermont	0	7	31	0	38	0	0	0	0	0	0	0	0	76
Virginia	0	276	0	23	0	0	0	5	8	23	84	0	0	419
Washington	14	924	0	323	7	4	12	0	24	1	66	4	3	1,386
West Virginia	0	1	2	0	0	0	0	0	0	0	0	7	0	10
Wisconsin	45	17	0	41	10	0	0	0	0	0	5	0	0	118
Total RCA recipients	301	10,791	86	6,145	442	2,359	437	155	623	178	395	322	636	23,224
Percent of arrivals d/	1.3	46.5	0.4	26.5	1.9	10.2	1.9	0.7	2.7	0.8	1.7	1.4	2.7	100.0
Utilization rate e/	5.2	51.4	3.7	22.4	10.0	29.9	14.8	24.8	26.9	68.5	16.4	115.4	44.9	29.8

a/ Includes only refugee cash assistance (RCA) during the first eight months after arrival. Does not include refugees receiving assistance as part of a match grant program or Wilson/Fish project, except for Nevada.

b/ Some States report Southeast Asians as one category; ORR records them as Vietnamese. As a consequence, rates for Laos and Cambodia may be underreported.

c/ Includes both refugees and entrants.

d/ RCA recipients in each respective refugee group as a proportion of all RCA recipients as of June 30, 1994.

e/ RCA recipients in each respective refugee group as a proportion of total arrivals in that group from November, 1993 through June, 1994.

Table 8

Secondary Migration Data Compiled from the Refugee
State-of-Origin Report: September 30, 1994 a/

State	In- Migrants	Out- Migrants	b/ Net Migration
Alabama	94	47	47
Alaska c/	0	28	(28)
Arizona	92	177	(85)
Arkansas	112	89	23
California	265	2,820	(2,555)
Colorado	200	94	106
Connecticut	183	96	87
Delaware	0	4	(4)
Dist. of Columbia	148	680	(532)
Florida	169	335	(166)
Georgia	164	343	(179)
Hawaii	4	15	(11)
Idaho	79	80	(1)
Illinois	346	337	9
Indiana	3	30	(27)
Iowa	659	119	540
Kansas	148	108	40
Kentucky c/	0	162	(162)
Louisiana	302	189	113
Maine	14	54	(40)
Maryland	706	246	460
Massachusetts	569	176	393
Michigan	240	207	33
Minnesota	1,571	269	1,302
Mississippi	0	26	(26)
Missouri	15	344	(329)
Montana	0	21	(21)
Nebraska	55	111	(56)
Nevada c/	0	53	(53)
New Hampshire	1	80	(79)
New Jersey	29	214	(185)
New Mexico	113	48	65
New York	61	776	(715)
North Carolina	298	110	188
North Dakota	8	87	(79)
Ohio	23	121	(98)

Table 8

Secondary Migration Data Compiled from the Refugee
State-of-Origin Report: September 30, 1994 a/

State	In- Migrants	Out- Migrants	b/ Net Migration
Oklahoma	172	82	90
Oregon	30	464	(434)
Pennsylvania	14	377	(363)
Rhode Island	50	58	(8)
South Carolina	72	21	51
South Dakota	17	80	(63)
Tennessee	0	175	(175)
Texas	1,031	783	248
Utah	11	169	(158)
Vermont	0	52	(52)
Virginia	126	276	(150)
Washington	2,985	217	2,768
West Virginia	0	30	(30)
Wisconsin	555	153	402
Wyoming	0	1	(1)
Other c/	0	100	(100)
Total	11,734	11,734	0

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 9/30/94. 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/ Not participating in the refugee program.

Table 9			
Women's Access to Social Services by State of Initial Resettlement FY 1994 (a/)			
	Employment Services Enrollees	Client Placement	English Language Training
Alabama	42.8%	0.0%	59.2%
Arizona	22.6%	17.4%	40.2%
Arkansas	42.6%	0.0%	42.0%
California	36.8%	14.3%	35.7%
Colorado	43.6%	38.7%	51.2%
Connecticut	39.4%	35.7%	33.8%
Delaware	0.0%	33.3%	39.4%
Florida	41.0%	33.0%	0.0%
Georgia	47.0%	49.0%	43.4%
Idaho	42.9%	33.1%	45.2%
Illinois	44.5%	39.2%	0.0%
Iowa	0.0%	38.3%	0.0%
Kansas	54.7%	54.9%	43.0%
Kentucky	39.6%	19.0%	40.0%
Louisiana	42.7%	39.8%	53.2%
Maine	48.3%	0.0%	53.8%
Maryland	47.9%	41.0%	48.7%
Massachusetts	41.0%	41.0%	45.0%
Michigan	40.1%	36.5%	49.0%
Minnesota	48.7%	53.1%	47.5%
Missouri	41.4%	29.4%	43.5%
Nebraska	30.9%	0.0%	55.3%
Nevada	12.6%	8.1%	20.5%
New Hampshire	47.1%	45.8%	36.2%
New Jersey	43.5%	41.9%	35.3%
New Mexico	54.9%	18.8%	29.1%
New York	40.9%	41.1%	55.0%
Ohio	41.6%	0.0%	45.8%
Oklahoma	49.8%	44.2%	52.1%
Oregon	42.2%	39.8%	42.7%
Pennsylvania	39.7%	29.2%	32.1%
Rhode Island	44.4%	32.2%	54.7%
South Carolina	42.3%	35.8%	45.5%
South Dakota	28.3%	0.0%	30.7%

Table 9

**Women's Access to Social Services by
State of Initial Resettlement
FY 1994 (a/)**

	Employment Services Enrollees	Client Placement	English Language Training
Texas	37.6%	0.0%	44.3%
Utah	0.0%	23.8%	50.9%
Vermont	43.7%	41.2%	48.9%
Virginia	47.5%	34.7%	46.1%
Washington	40.0%	36.3%	47.8%
West Virginia	63.2%	50.0%	25.0%
Wisconsin	46.1%	26.9%	0.0%
Total	40.1%	36.7%	40.8%

a/ Refugee women as a proportion of all refugees receiving social services.

Data compiled from Quarterly Performance Reports submitted by States.

Note: Women comprised 47 percent of FY 1994 arrivals.

Table 10
Placement and Status of Unaccompanied Minors
September 30, 1994

State	Total Placements	Total in Care	Reunited	Emancipated & Other
Alabama	23	1	1	21
Arizona	213	44	13	156
California	795	5	178	612
Colorado	97	0	14	83
Connecticut	48	8	1	39
Dist. Columbia	249	61	16	172
Florida	134	4	14	116
Georgia	5	0	0	5
Hawaii	73	0	6	67
Illinois	695	31	118	546
Indiana	7	0	0	7
Iowa	607	31	60	516
Kansas	92	6	12	74
Louisiana	72	2	18	52
Maine	14	0	0	14
Maryland	64	6	3	55
Massachusetts	281	62	10	209
Michigan	612	136	60	416
Minnesota	929	65	103	761
Mississippi	214	65	16	133
Missouri	13	0	1	12
Montana	56	0	8	48
New Hampshire	97	3	4	90
New Jersey	358	43	10	305
New Mexico	4	2	1	1
New York	1,926	195	298	1,433
North Carolina	78	4	12	62
North Dakota	107	27	2	78
Ohio	89	0	5	84
Oklahoma	1	0	0	1
Oregon	575	43	91	441
Pennsylvania	520	66	72	382
Rhode Island	19	0	0	19
South Carolina	40	0	3	37
Texas	47	11	11	25
Utah	210	24	28	158
Vermont	62	0	4	58
Virginia	704	120	54	530
Washington	690	94	97	499
Wisconsin	114	3	12	99
Total	10,934	1,162	1,356	8,416

Table 11

Refugee Appropriations, Admissions,
Time-Eligible Population, and Period of Eligibility (Months)
FY 1981 - FY 1994

Fiscal Year	Appropriations	a/ Admissions (Actual)	b/ 36 Month Population	c/ AFDC/SSI Medicaid	c/ RCA RMA	c/ GA GMA
1981	\$901,652,000	159,252	477,731	1-36	1-36	0
1982	\$689,747,000	97,355	474,003	1-36	1-18	19-36
1983	\$585,000,000	60,036	316,898	1-36	1-18	19-36
1984	\$541,761,000	70,601	228,966	1-36	1-18	19-36
1985	\$444,372,000	67,167	200,203	1-36	1-18	19-36
1986	\$315,812,000	60,554	198,322	1-31	1-18	19-31
1987	\$339,597,000	58,857	186,578	1-31	1-18	19-31
1988	\$346,933,000	76,919	196,330	1-31	1-18	19-31
1989	\$382,356,000	106,886	242,662	1-24	1-12	13-24
1990	\$389,758,000	122,939	306,744	1- 4	1-12	0
1991	\$410,623,000	113,989	343,814	0	1-12	0
1992	\$410,630,000	131,767	368,695	0	1- 8	0
1993	\$381,481,000	119,084	364,840	0	1 - 8	0
1994	\$389,218,000	112,136	362,987	0	1 - 8	0
d/ 1995	\$413,786,000	110,000	341,220	0	1 - 8	0

a/ Includes Amerasians and their accompanying family members. Entry for FY 1994 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 1995 are estimates based on FY 1995 admission ceiling.

Table 12

Federal Funds Provided for the
Domestic Resettlement Program
FY 1977-FY 1994
(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
1993	\$381.5	\$193.0	\$574.5
1994	\$389.2	\$155.0	\$544.2
Total	\$7,586.5	\$2,761.2	\$10,347.7

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, Justice, and Defense, and funds expended by States for refugee assistance and services not reimbursed by ORR.

Table 13
Applications for Refugee Status Granted by INS
FY 1980 - FY 1994 a/

Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	1993	1994	Total
Afghanistan	25,610	1,593	1,477	1,455	1,248	192	31,575
Albania	468	98	1,319	1,104	413	171	3,573
Angola	520	60	23	3	0	0	606
Benin	0	4	0	0	0	0	4
Bosnia	0	0	0	0	302	8,790	9,092
Bulgaria	1,250	322	562	114	31	5	2,284
Burundi	6	3	3	0	0	0	12
Burma	0	0	13	30	89	76	208
Cambodia	118,305	260	102	48	5	3	118,723
Cameroon	0	3	0	0	0	0	3
China	1,158	6	5	3	0	2	1,174
Cuba	11,114	1,318	2,168	3,886	2,740	1,072	22,298
Czechoslovakia	9,821	341	158	18	3	5	10,346
Egypt	120	0	0	0	0	0	120
El Salvador	115	15	6	0	0	0	136
Ethiopia	21,360	3,061	3,978	3,116	2,779	333	34,627
Ghana	0	7	0	0	2	5	14
Greece	421	0	0	0	0	0	421
Haiti	0	0	0	234	1,246	1,436	2,916
Hong Kong	1,879	208	30	0	0	0	2,117
Hungary	5,991	274	7	1	0	1	6,274
Iran	29,147	3,312	2,577	1,823	1,159	1,025	39,043
Iraq	6,765	47	728	2,381	2,410	6,009	18,340
Laos	131,324	9,060	8,425	6,210	6,927	6,131	168,077
Lebanon	449	0	0	0	0	0	449
Lesotho	30	2	5	0	0	0	37
Liberia	0	4	1	637	793	609	2,044
Libya	18	0	344	1	0	3	366
Macau	81	1	0	0	0	0	82
Malawi	55	0	0	0	0	0	55
Mozambique	95	3	12	1	0	1	112
Namibia	89	0	0	0	0	0	89
Nicaragua	523	527	89	1	5	5	1,150
Peru	0	3	0	0	0	0	3
Philippines	96	0	0	0	0	0	96
Poland	36,320	1,483	312	134	54	31	38,334
Romania	32,260	3,561	2,779	1,176	227	72	40,075

Table 13
Applications for Refugee Status Granted by INS
FY 1980 - FY 1994 a/

Country of Chargeability	FY 1980- FY 1989	1990	1991	1992	1993	1994	Total
Rwanda	0	0	2	3	7	30	42
Somalia	23	33	163	1,583	2,758	3,465	8,025
South Africa	209	34	19	19	7	0	288
Sudan	33	7	24	120	243	1,229	1,656
Syria	746	0	1	0	1	0	748
Tanzania	1	0	0	0	0	0	1
Turkey	721	0	0	0	0	0	721
USSR b/	87,895	52,866	57,445	65,584	51,060	39,888	354,738
Uganda	109	27	125	88	21	1	371
Vietnam	281,120	21,078	24,985	25,460	31,293	34,427	418,363
Yugoslavia c/	75	6	0	0	0	0	81
Zaire	145	70	75	97	201	75	663
Zambia	0	0	0	0	2	0	2
All Others	341	0	0	0	0	45	386
Total	806,808	99,697	107,962	115,330	106,026	105,137	1,340,960

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.

b/ Includes refugees from the republics of the former Soviet Union, primarily from Russia.

c/ Includes refugees from the republics of the former Yugoslavia, primarily from Bosnia.

Source: Immigration and Naturalization Service, unpublished tabulations.

Table 14

Asylum Applications (Cases) Approved by INS:

Nationality	FY 1980 - FY 1994 a/						Total
	FY 1980- FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	FY 1994	
Afghanistan	1,312	19	38	49	44	86	1,548
Albania	2	1	0	14	18	28	63
Algeria	0	0	0	0	5	17	22
Angola	10	1	2	0	0	2	15
Argentina	30	0	1	0	0	0	31
Armenia b/	0	0	0	2	17	56	75
Azerbaijan b/	0	0	0	1	4	21	26
Benin	1	0	0	0	0	0	1
Bahrain	1	1	0	0	1	0	3
Bangladesh	5	1	1	2	22	64	95
Bolivia	1	0	0	3	3	4	11
Bosnia d/	0	0	0	0	14	127	141
Brazil	0	0	0	0	0	2	2
Bulgaria	76	20	18	31	47	26	218
Burkina Faso	1	0	0	0	0	0	1
Burma	12	10	7	21	32	71	153
Burundi	0	0	0	0	0	16	16
Byelorussia b/	0	0	0	0	1	2	3
Cambodia	24	7	4	2	0	4	41
Cameroon	0	0	3	19	25	65	112
Cape Verde	2	0	0	0	0	0	2
Chad	0	1	0	3	1	5	10
Chile	44	1	0	2	1	0	48
China	292	505	264	211	245	307	1,824
Colombia	16	15	2	9	17	30	89
Congo	0	0	0	0	0	1	1
Costa Rica	6	0	0	0	0	0	6
Croatia d/	0	0	0	0	8	36	44
Cuba	362	158	89	151	240	384	1,384
Czechoslovakia	232	17	2	0	2	2	255
Djibouti	0	0	0	0	0	1	1
Ecuador	0	0	0	1	2	4	7
Egypt	50	3	1	9	12	34	109
El Salvador	1,176	226	147	88	63	148	1,848
Eritrea	0	0	0	0	0	3	3
Estonia b/	0	0	0	2	2	1	5
Ethiopia	2,518	349	344	292	285	534	4,322
Fiji	0	1	2	9	33	17	62
Gabon	0	0	0	0	0	3	3

Table 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1994 a/

Nationality	FY 1980-						Total
	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	FY 1994	
Gambia	0	0	0	0	0	1	1
Georgia b/	0	0	0	0	5	28	33
Germany	29	3	0	1	1	4	38
Ghana	81	4	5	8	14	36	148
Guatemala	111	58	45	63	133	315	725
Guinea	2	1	0	2	3	10	18
Guinea-Bissau	0	0	0	0	0	6	6
Guyana	9	0	0	0	0	1	10
Haiti	65	2	1	83	549	945	1,645
Honduras	33	5	5	17	28	78	166
Hungary	318	11	2	1	2	4	338
India	7	0	9	64	306	523	909
Indonesia	0	0	0	0	0	1	1
Iran	19,190	218	156	168	222	416	20,370
Iraq	245	13	20	41	60	110	489
Israel	2	3	3	5	16	15	44
Italy	3	0	0	0	2	0	5
Ivory Coast	0	0	0	0	0	12	12
Jordan	5	3	6	15	23	19	71
Kazakhstan b/	0	0	0	0	1	1	2
Kenya	4	1	1	3	9	12	30
Korea	0	0	0	0	0	5	5
Kuwait	1	0	30	15	24	16	86
Laos	28	29	31	49	65	64	266
Latvia b/	0	0	0	3	3	11	17
Lebanon	197	67	50	46	37	50	447
Lesotho	0	1	0	0	0	0	1
Liberia	36	8	39	131	160	206	580
Libya	374	13	6	10	15	16	434
Lithuania b/	0	0	2	1	4	4	11
Malawi	9	0	0	1	1	3	14
Malaysia	0	0	0	0	0	1	1
Mali	0	0	0	0	0	3	3
Mauritania	0	2	2	1	8	16	29
Mauritius	0	0	0	0	0	2	2
Mexico	7	0	0	0	0	5	12
Moldova b/	0	0	0	0	2	7	9
Morocco	1	3	0	0	2	1	7
Mozambique	0	1	0	0	0	0	1

Table 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1994 a/

Nationality	FY 1980-						Total
	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	FY 1994	
Namibia	4	0	0	0	0	0	4
Nepal	0	0	0	0	0	2	2
Nicaragua	11,693	1,444	396	182	166	313	14,194
Niger	0	0	0	4	8	27	39
Nigeria	4	1	1	1	3	21	31
Pakistan	87	8	5	39	126	157	422
Panama	209	128	1	3	3	1	345
Peru	21	17	9	57	139	265	508
Philippines	124	3	1	11	41	51	231
Poland	3,873	39	4	2	2	3	3,923
Romania	1,659	180	38	115	169	122	2,283
Russia b/	0	0	0	37	184	408	629
Rwanda	0	0	0	0	10	32	42
Saudi Arabia	1	0	1	1	1	5	9
Senegal	0	0	0	0	0	4	4
Seychelles	9	0	0	0	0	0	9
Sierre Leone	0	0	0	0	20	36	56
Singapore	2	1	0	0	1	1	5
Slovenia d/	0	0	0	0	1	1	2
Somalia	260	199	105	105	88	125	882
South Africa	106	8	8	4	5	9	140
Sri Lanka	3	6	4	32	13	45	103
Sudan	1	8	25	48	95	168	345
Suriname	1	19	8	4	3	0	35
Syria	246	52	9	13	226	396	942
Taiwan	4	2	1	0	0	0	7
Tajikistan b/	0	0	0	0	1	3	4
Thailand	0	0	0	0	0	2	2
Togo	0	1	0	2	4	20	27
Tunisia	0	0	0	1	1	0	2
Turkey	9	0	1	4	4	2	20
Turkmenistan b/	0	0	0	0	0	1	1
USSR c/	364	246	106	263	361	125	1,465
Uganda	162	2	7	10	16	14	211
United Arab Emirates	0	1	0	0	0	0	1
Ukraine b/	0	0	0	6	45	150	201
Uzbekistan b/	0	0	0	0	0	16	16
Vietnam	121	9	5	4	2	3	144
Venezuela	2	0	0	0	0	2	4

Table 14

Asylum Applications (Cases) Approved by INS:

FY 1980 - FY 1994 a/

Nationality	FY 1980 - FY 1994 a/						Total
	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993	FY 1994	
Yemen	13	0	0	1	1	9	24
Yugoslavia d/	73	9	3	43	301	416	845
Zaire	16	5	7	14	29	69	140
Zambia	1	0	0	0	0	1	2
Zimbabwe	5	2	0	1	0	2	10
Stateless	7	1	1	2	10	10	31
All Others	329	0	24	84	97	46	580
Unentered cases e/	0	0	0	1,177	0	0	1,177
Total Cases	46,339	4,173	2,108	3,919	5,015	8,131	69,685
Total Persons	f/	5,672	2,908	g/	7,464	11,764	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.

APPENDIX B

FEDERAL AGENCY REPORTS

Bureau of Population, Refugees, and Migration

Department of State

The Department of State's Bureau of Population, Refugees, and Migration is charged with upholding humanitarian principles which the United States shares with others in the international community by aiding victims of persecution and civil strife who are compelled to flee their homes. American assistance to refugees also supports important foreign policy goals. Objectives include the protection of refugees and conflict victims; the provision of basic needs to sustain life and health; and the resolution of refugee crises through repatriation, local integration, or permanent resettlement in a third country—including the U.S. These objectives are achieved largely by providing assistance for refugee and conflict victim populations through international organizations and, in some situations, by providing resettlement opportunities for refugees in the U.S. In carrying out these objectives, the Bureau sustains a U.S. leadership role in the world community in responding to refugees' and conflict victims' needs.

Bureau appropriations are used to fund (1) voluntary contributions to U.N. refugee and relief organizations, other international organizations, and non-governmental organizations, (2) activities supporting the admission of refugees approved for resettlement in the U.S. and their initial placement here, (3) institutional support for the International Committee of the Red Cross (ICRC) and the International Organization for Migration (IOM), (4) bilateral efforts, and (5) administrative expenses of the Bureau of Population, Refugees, and Migration.

During 1994, world refugee problems remained acute and widespread. Millions of refugees continued to live in uncertain and often precarious circumstances. New refugees and conflict victims from the former Yugoslavia, the Caucasus, and Rwanda have added to the critical caseload in need of international assistance, and as conflicts in the former Yugoslavia and the Caucasus continue, more and more refugees and displaced persons are being added.

There have been positive developments during 1994 for some of the world's long-term refugee populations. For instance, the flow from Haiti which grew in earnest in the summer has essentially ceased since the U.S. intervened to restore democracy to the nation.

Of the \$721 million obligated by the Bureau of Population, Refugees, and Migration in FY 1994 (including funds appropriated under Migration and Refugee Assistance and the U.S. Emergency Refugee and Migration Assistance Fund), approximately \$155 million was obligated for activities relating to the admission of refugees to the U.S. Included in this sum are the costs of (1) refugee processing and documentation, as carried out by Joint Voluntary Agency representatives in Southeast Asia, Turkey, Saudi Arabia, and Kenya, and individual voluntary agencies in Europe, (2) overseas English language and cultural orientation programs, (3) transportation arranged through the International Organization for Migration, and (4) the reception and placement grants to voluntary agencies for support of initial resettlement activities in the U.S.

Of the 112,573 refugees admitted to the U.S. during FY 1994, 43,581 were East Asian refugees and 43,470 were from the former Soviet Union. There were no admissions through the Private Sector Initiative program during FY 1994. Direct departure programs from various countries have been established to obviate the need for eligible persons to seek temporary asylum. U.S. refugee admissions programs for persons in first asylum countries serve as the durable solution for certain refugees of special humanitarian concern to the U.S. Family reunification continues to be a priority in the U.S. resettlement program, as does the resettlement of persecuted religious minorities, former political prisoners, and cases referred by the United Nations High Commissioner for Refugees, the U.N. agency responsible for the care and protection of refugees worldwide.

U.S. DEPARTMENT OF STATE
BUREAU FOR REFUGEE PROGRAMS

Summary of Refugee Admissions
Fiscal Year 1994

COUNTRY OF CHARGEABILITY	FY94 REFUGEE ADMISSIONS CEILING	FY TOTAL ADMITTED INTO U.S. AS OF RPT	ADMISSIONS BY MONTH											
			OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT
LATIN AMERICA	9,000	2,670	0	236	224	248	259	263	151	292	383	227	159	228
CUBA		3,766	60	133	110	219	167	149	128	302	394	1,039	321	744
HAITI		1	0	0	0	0	1	0	0	0	0	0	0	0
NICARAGUA			60	369	334	467	427	412	279	594	777	1,266	480	972
TOTAL LATIN AMERICA	9,000	6,437	60	369	334	467	427	412	279	594	777	1,266	480	972
NEAR EAST/SOUTH ASIA	6,000	21	6	0	3	0	3	0	9	0	0	0	0	0
AFGHANISTAN		851	49	120	36	100	76	71	96	58	60	65	1	119
IRAN		4,984	202	520	230	77	109	163	37	542	665	601	509	1,329
IRAQ		3	0	0	0	0	3	0	0	0	0	0	0	0
LIBYA		2	0	0	0	0	0	0	2	0	0	0	0	0
TUNISIA			0	0	0	0	0	0	0	0	0	0	0	0
TOTAL NEAR EAST/SOUTH ASIA	6,000	5,861	257	640	269	177	191	234	144	600	725	666	510	1,448
PRIVATE SECTOR INIT.	1,000													
TOTAL PRIVATE SECTOR I	1,000	0	0	0	0	0	0	0	0	0	0	0	0	0
UNALLOCATED RESERVE														
TOTAL UNALLOCATED RESE		0	0	0	0	0	0	0	0	0	0	0	0	0
GRAND TOTAL	121,000	112,573	7,468	9,458	10,292	8,172	6,118	9,205	6,802	10,324	10,662	8,695	8,916	16,461

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	146,158	
1976	0	15,000	1,756	7,450	3,000	0	0	0	27,206	
1977	0	7,000	1,755	8,191	3,000	0	0	0	19,946	
1978	0	20,574	2,245	10,688	3,000	0	0	0	36,507	
1979	0	76,521	3,393	24,449	7,000	0	0	0	111,363	
1980	955	163,799	5,025	28,444	6,662	2,231	0	0	207,116	
1981	2,119	131,139	6,704	13,444	2,017	3,829	0	0	159,252	
1982	3,326	73,522	10,780	2,756	602	6,369	0	0	97,355	
1983	2,648	39,408	12,083	1,409	668	5,465	0	0	61,681	
1984	2,747	51,960	10,285	715	160	5,246	0	0	71,113	
1985	1,953	49,970	9,350	640	138	5,994	0	0	68,045	
1986	1,315	45,454	8,713	787	173	5,998	0	0	62,440	
1987	1,994	40,112	8,606	3,694	315	10,107	0	0	64,828	
1988	1,588	35,015	7,818	20,421	2,497	8,415	733	733	76,487	
1989	1,922	45,680 *	8,948	39,553	2,605	6,980	1,550	1,550	107,238	
1990	3,494	51,611 *	6,196	50,716	2,309	4,991	3,009	3,009	122,326	
1991	4,424	53,486 *	6,855	38,661	2,237	5,359	1,789	1,789	112,811	
1992	5,491	51,848 *	2,886	61,298	2,924	6,844	882	882	132,173	
1993	6,969	49,858 *	2,651	48,627	4,126	7,000	251	251	119,482	
1994	5,856	43,581 *	7,368	43,470	6,437	5,861	0	0	112,573	
TOTAL	46,801	1,180,538	125,364	411,624	52,870	90,689	8,214	8,214	1,916,100	

* 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. The INS also inspects and admits approved refugee applicants to the U.S. and processes refugees' 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, 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 (UNHCR), the International Organization for Migration, U.S. government agencies, foreign governments, and all voluntary agencies with offices or representation abroad.

INS officers assigned to INS overseas offices and on temporary duty assignments overseas interviewed and approved approximately 112,711 applicants who were admitted to the United States as refugees in FY 1994.

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 43,496 nationals from the 15 republics that once made up the Soviet Union. During the course of the fiscal year, INS officers in Moscow conducted 39,705 applicants for refugee status.

Cuban Refugees. During FY 1994, 2,670 Cuban refugees were admitted to the U.S. after having their refugee applications processed in-country. No Cuban refugees arrived under the Private Sector Initiative (PSI), a program which provides for the admission of refugees at no cost to the U.S. government. The most recent Memorandum of Understanding allowing for the admission of PSI Cuban refugees expired at the end of FY 1993.

Haitian Refugees. The in-country refugee program continued to process Haitian refugee applicants in Port-au-Prince during FY 1994, approving 4,690 individuals for refugee resettlement in the U.S. Following the restoration of President Jean Bertrand Aristide, the in-country program has focused on the processing of approved following-to-join petitions and "add-on" family members of individuals previously approved for refugee status. Since the beginning of the in-country program, the INS has approved approximately 6,226 persons for U.S. resettlement.

Orderly Departure Program (ODP). Established in 1979 as an alternative to clandestine and hazardous boat departures from Vietnam, ODP continued to operate successfully during FY 1994. INS officers, rotating in and out of Vietnam on two-week duty assignments, approved approximately 34,900 refugees during the course of the fiscal year.

Asylum Program

Domestically, during FY 1994, INS continued to develop the capabilities of its asylum program. Regulations which went into effect October 1, 1990 mandate (1) establishment of a specialized corps of asylum officers (2) shift of decision authority from INS District Directors to Asylum Corps officers, (3) the development of an enhanced training program, and (4) the establishment of a resource information center.

Asylum Applications. Preliminary INS data indicate that a total of 147,605 asylum applications were filed in FY 1994. The leading nationalities for applications filed were as follows: Guatemala (34,630), El Salvador (18,543), Mainland China (10,930), Mexico (9,791), and Haiti (9,354). During the year, the Asylum Officer Corps conducted 28,940 interviews of asylum applicants and completed 54,196 asylum cases. This represents an increase of nearly 60 percent over the level completions (34,228) for FY 1993.

Office of Refugee Health

U.S. Public Health Service

The Office of Refugee Health (ORH) in the Office of the Assistant Secretary for Health, Department of Health and Human Services (HHS) is the focal point for all activities of the U.S. Public Health Service (PHS) in refugee health. The ORH develops health and mental health policy and identifies problem areas and solutions. The ORH coordinates activities of other PHS agencies (see following sections), and maintains close consultative relations with the Department of State (DOS), Department of Justice (DOJ), HHS's Office of Refugee Resettlement (ORR), State and local health departments, and international organizations such as the United Nations High Commissioner for Refugees and the International Organization for Migration.

Routine PHS refugee operations include the following:

- Monitoring the quality of medical examinations provided to refugees overseas, through on-site visits and training conferences;
- Inspecting each refugee at the U.S. port-of-entry;
- Notifying local health departments of each refugee arrival, with expedited notification for cases requiring special follow-up; and
- Administering a domestic preventive refugee health program which provides for refugee health assessments following resettlement.

Special ORH initiatives undertaken or completed in FY 1994 include the following:

- Initiated a program evaluation project examining the existing Refugee Health Assessment Grant Program. This program has been in existence for a decade, and the numbers and ethnicity of arriving refugees are in flux. The evaluation project will describe present activities and provide

recommendations on changes which might be useful in the changing world of refugee admissions.

- Provided medical consultation to DOD physicians in arranging for appropriate U.S. hospitalization of emergency medical evacuation cases among Cuban and Haitians from Panama or Guantanamo Bay, Cuba.
- Consulted with ORR, State and local health officials, and voluntary agencies on refining the optimal nature of a post-resettlement health assessment. There is wide variation at present in the extent of medical examinations done in locations of resettlement. The process underway will identify the appropriate content of such an examination, possibly by age or ethnic origin.
- Initiated a project to provide advance information to receiving localities on the medical problems within refugee populations who may be arriving in larger numbers or in new locations. This information will aid the health providers with appropriate diagnostic examinations and will help them place cases with local providers.
- Represented the Assistant Secretary in the ongoing response-planning process for possible mass immigration emergencies.

Centers for Disease Control and Prevention

Overseas and Domestic Operations

During FY 1994, 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 U.S. 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 and related health services in Southeast Asia. Additionally, a public health advisor continued working from Frankfurt, Germany to perform similar duties related to refugees coming to the U.S. from the former Soviet Union, Eastern Europe, Africa, the Near East, and South Asia.

In FY 1994, major improvements were made in the medical screening examinations for Bosnian refugees processed for the U.S. program in Croatia.

During FY 1994, CDC assigned staff to the USNS Comfort and at the U.S. Naval Base, Guantanamo Bay, Cuba to provide consultation and training for the medical screening of Haitian and Cuban migrants. During FY 1994, 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 U.S.

A computerized disease surveillance data base of demographic and medical data on refugees was continued in FY 1994. 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 U.S.; (b) received tuberculin skin tests and began 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 destina-

tion statistics. This data base includes the results of medical screening for approximately 1,532,000 refugees who have entered this country since October 1979.

In FY 1994, a short-course tuberculosis treatment program was continued in Southeast Asia for U.S.-bound refugees. 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 and monitor 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). Tuberculosis continues to be a major problem among refugees from Vietnam.

The immunization program was continued in Southeast Asia in FY 1994 and hepatitis B vaccine continued to be given for Southeast Asian refugee children under the age of seven. Most children received all three doses of this vaccine.

Domestic Health Assessments

Health assessment services continued to be provided to newly arrived refugees in FY 1994. 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. Approximately 20,000 Class A and B health conditions were identified through overseas screening during FY 1994. Approximately 3,500 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 that might impair effective resettlement, employability, and self-sufficiency and referring refugees with such problems for appropriate diag-

nosis and treatment continue to be the goals of the program. During FY 1994, continued emphasis was given to identifying refugees eligible to receive preventive treatment for tuberculosis infection.

In FY 1994, grants were awarded to 42 State and local health departments. Eighty percent of the funds were distributed by formula and 20 percent were distributed as discretionary grants. The ten most impacted States resettled 76 percent of all arriving refugees in FY 1994 and received 68 percent of the total grant funds awarded. Two CDC public health advisors continued to consult with State and local health departments in the conduct of refugee health screening activities.

Approximately 88 percent of grantees voluntarily share usable data that are helpful in evaluating the status of the domestic health assessment program. Most of the larger State grantees are reporting health assessment data by regional ethnicity. The reporting regions included Southeast Asia, Africa, Eastern Europe and former Soviet Union, Latin America, and the Near East and South Asia.

In FY 1994, grantees reported that 124,516 refugees arrived in the U.S. and 78,032 refugees were contacted and offered health assessment services. The number of refugees receiving an assessment was 74,657, or 96 percent of those contacted. The number of refugees receiving an assessment was 60 percent of the number of arrivals. Among those refugees who received a health assessment, 67 percent had one or more medical or dental health conditions identified that required treatment 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 32,608 refugees, or 48 percent of the 67,736 refugees screened for tuberculin infection, tested positive. The positivity rate is high for refugees tested from all regions. Southeast Asians and Africans were found to have the highest positivity rates (54 and 57 percent, respectively).

Of the 35,041 refugees screened for parasites, 11,593, or 33 percent, tested positive. The highest rates were

found in refugees from Africa (49 percent) and Southeast Asia (38 percent).

A total of 12,548 refugees, or 45 percent of the 27,958 refugees screened for dental problems, were found to have a dental condition identified that required a referral for specialized diagnosis and care. Southeast Asians had the highest rate of dental problems at 53 percent.

Of the 24,345 refugees screened for hepatitis B, a total of 1,960 (8 percent) tested positive. Again, Southeast Asians represented the vast majority being tested, and their positivity rate of 11 percent was the highest. Refugees from Eastern Europe and the former Soviet Union and from Latin America (Cuba) had much lower positivity rates (2 and 3 percent, respectively).

During FY 1994, CDC worked with the States to complete field-testing of a standard data reporting form. It is anticipated that the standard data form will be in use by all States in FY 1995. A standard reporting will provide a uniform evaluation among project areas and assist evaluation of the national effort.

CDC held its Refugee Health Conference in Atlanta, Georgia in FY 1994. The technical conference was designed for those who are involved in the daily operation of the Refugee Health Program. Approximately 180 people attended the 3-day conference.

During FY 1994, CDC, in cooperation with the Office of Refugee Health (ORH), ORR, and the States, worked on the development of a Refugee Health Assessment Protocol.

Health Resources and Services Administration

The activities of the Health Resources and Services Administration (HRSA) are divided among three program areas: the Community and Migrant Health Centers, the National Hansen's Disease Center, and the Maternal and Child Health Bureau.

The Bureau of Primary Health Care (BPHC)

The Bureau of Primary Health Care (BPHC), provides leadership in promoting access to primary health care for medically underserved populations including those with special needs such as the homeless and people with or at risk for HIV infection.

Community and Migrant Health Centers (C/MHCs), the Health Care for the Homeless, and the Public Housing Primary Care Program provide comprehensive family-orient primary and preventive health services to medically underserved, disadvantaged populations experiencing financial, geographic, linguistic, or cultural barriers to care.

The BPHC does not have as part of its program responsibility the resettlement of refugees nor does its programs collect or maintain data on health services provided to persons who are refugees. BPHC programs conduct demographic needs assessments to better address the specific linguistic and cultural needs of the various populations that each program serves. Therefore, areas such as Florida, California, New York, and the border states would have higher concentrations of Haitian and Cuban individuals who may access C/MHCs or the Bureau's Title III HIV Early Intervention projects. Services are provided to these individuals in accordance with program requirements for any medically underserved or financially disadvantaged person. The immigrant status of the individual is not asked as part of an intake process.

The National Hansen's Disease Program (NHDP) in the BPHC 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 ten regional centers. 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 Center provides medication and treatment advice to approximately 600 private physicians throughout the U.S. who are treating HD patients. These physicians and the regional centers may refer patients to

GWLHDC for more extensive diagnostic work-up and management of complications.

The NHDP requests identity of birth country from patients, but does not always have information as to the entry status. Four Laotians and 36 Vietnamese who entered the U.S. during FY 94 have come under the care of the program. At least 21 of the Vietnamese and all of the Laotians entered as refugees.

Maternal and Child Health Bureau

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

Guidance materials are continually developed and distributed to State health agencies to alert health care providers to cultural barriers which might restrict refugee access to health care. The materials are aimed at increasing sensitivity to the culture health beliefs, practices, and special health problems of refugees.

During FY 1994, several Special Projects of Regional and National Significance addressed health care needs of Southeast Asian communities that were underserved for prenatal and genetic services. The projects were community-based and provided outreach and support services with emphasis on culturally sensitive educational materials. Some represented aggressive efforts to identify women during pregnancy, others offered genetic counseling and screening for thalassemia. The projects also disseminate information and coordinate referrals to outside agencies and share information with other service providers throughout U.S. communities.

Substance Abuse and Mental Health Services Administration

The Refugee Mental Health Branch (RMHB) of Substance Abuse and Mental Health Services Administration has primary Federal responsibility for refugee mental health issues.

The RMHB operates a refugee mental health program under an inter-agency agreement between PHS

and ORR. The RMHB provides technical assistance and consultation to States, local governments, and various public, nonprofit, and private organizations and agencies on matters related to the resettlement of refugees. Under this inter-agency agreement, RMHB provided technical assistance and consultation to resettlement sites for refugees from Southeast Asia, the former Soviet Union, and Bosnia in FY 1994.

Below is a summary of the Branch's activities during FY 1994:

- **Technical assistance and guidance:** Provided on-site program review and consultation to sites funded by ORR's Vietnamese Detainee Program. Provided on-site and phone consultation to sites experiencing particular difficulties with refugee populations. Provided on-site consultation to programs designed to address mental health and social adjustment issues of Evangelical Christian and Jewish refugees from the former Soviet Union.
- **Regional workgroup meetings:** Conducted planning and preparation for regional and local workgroup meetings to address resettlement issues affecting Soviet Pentecostals and Vietnamese former political prisoners, to be held in FY 95.
- **Needs assessment:** Conducted a national needs assessment across sites which resettled large numbers of Evangelical refugees from the former Soviet Union to identify and understand the social service and mental health needs of this population. Conducted needs assessment in several sites of mental health issues of Bosnian refugees.
- **In-service Training:** Conducted in-service training programs and workshops for service providers on mental health and social adjustment of refugee groups including (1) dealing with trauma, (2) understanding the process of acculturation, (3) cross-cultural sensitivity, and (4) staff burn-out.
- **Training for mainstream providers:** Conducted training sessions for mainstream service

providers, including law enforcement, school system personnel, protective services, and mental health workers, on the needs of Soviet Pentecostals.

- **Publications:** Produced a document "Lesson Learned From Regional Workgroup Meetings on Programs for Vietnamese Former Political Prisoners" which summarizes experiences in developing successful resettlement programs for Southeast Asian refugees.

Continued refugee consultation and technical assistance will be provided including a renewal of a major consultation on Vietnamese former political prisoners and new efforts to assist Soviet Pentecostal refugees in need of mental health services. The program remains the single focal point for refugee mental health and psychosocial adjustment issues within the Federal Government and works to upgrade the availability of high-quality consultation nationally and internationally.

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.)

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/IRP 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 U.S. In the past fiscal year, it resettled a total of 7,443 in the U.S.

The CWS/IRP administrative offices are located in New York City. CWS/IRP also maintains a regional office in Washington, D.C. and a field office in Miami, Florida. In addition, CWS administers the Joint Voluntary Agency office in Nairobi, Kenya. CWS also contracts with the Community Relations Service, Department of Justice for the resettlement of Cuban and Haitian entrants. In FY 1994, CWS/IRP resettled 5,205 Cubans and 629 Haitians and continued to provide resettlement and legal services to the over 4,000 Haitians resettled in recent years.

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 U.S.

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 44 CWS/IRP affiliate and sub-offices participate in the resettlement program throughout the U.S. 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 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.

A major strength of CWS/IRP is its connection with a nationwide 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.

FY 1994 Highlights:

- CWS/IRP continued its contract with the Institute for International Education to provide two months of transitional resettlement services and referrals for immigration services to graduating Burmese students in the U.S.
- CWS/IRP continued to play an active role in the resettlement of Amerasians.
- Approximately 10 percent of FY 1994 Cuban/Haitian entrant arrivals were resettled as free cases at CWS resettlement sites around the country, including Phoenix, Arizona; Dallas, Texas; Rochester, New York; San Diego, California; Ansonia, Connecticut; and Portland, Oregon.
- To respond to the ongoing needs of refugees in the Homestead, Florida area, denominations participating in CWS/IRP set up a project to provide enhanced and long-term social services to people still recovering from the Hurricane Andrew disaster. The Miami Office administers the program in cooperation with the Presbytery of Tropical Florida and other church groups. Their goal is to help people get back on their feet, providing assistance in finding permanent

housing, employment, child care, job training, and English language classes as well as emergency food, clothing and shelter.

FY 1994 Refugee Arrivals

Africa	880
East Asia	2,378
Eastern Europe/U.S.S.R.	2,663
Latin America	870
Near East	652

Total 7,443

FY 1994 Entrant Arrivals

Cuba	5,205
Haiti	629

Total 5,834

Episcopal Migration Ministries

Episcopal Migration Ministries (EMM), a program of the Domestic and Foreign Missionary Society of the Protestant Episcopal Church, responds to refugees, immigrants, and displaced persons both domestically and internationally. EMM operates a national resettlement program through 45 diocesan programs and advocates for the protection of refugees and displaced persons worldwide. EMM resettled approximately 2,600 refugees in 1994.

Located at the national headquarters of the Episcopal Church, EMM is linked with an array of Church programs which collectively support the commitment of EMM to assist refugees and those in refugee-like situations in all facets of their resettlement experience. EMM also has lead responsibility for ensuring that refugee and immigrant protection issues are a part of the Church's public policy and social action agenda. EMM has offices at the Episcopal Church Center, 815 Second Avenue, NYC 10017.

EMM's resettlement program relies heavily on parish and volunteer sponsorship. Diocesan resettlement work is managed by a refugee coordinator who is an appointee of the diocesan bishop. The direct linkage between EMM and the Church's diocesan structure helps stimulate broad Church interest in the program and enables a diverse network of providers, parishes, and volunteers to support a vital program without heavy administrative overhead. Each diocesan bishop agrees, through the appointment of a resettlement coordinator, to not only resettle refugees under the terms of the agreement between EMM and the Bureau of Population, Refugees, and Migration, but also to promote within the churches an interest in the welfare and protection of refugees within the United States and abroad.

The connection between EMM and the Episcopal Church structure enhances broad acceptance of refugee ministry by the Church. While EMM has operations in major urban areas, many sites are in medium-sized cities where job prospects for refugees are outstanding and the receptivity of communities to

refugees excellent. In 1994, the number of refugees received by EMM sites ranged from 15 to 250 refugees.

In recent years EMM has developed collaborative relations with Church World Service and Lutheran Immigration and Refugee Services in 15 communities throughout the country. These jointly operated programs have strengthened services to refugees through more cost effective administrative arrangements.

Emm Mission Statement

EMM's commitment to refugee resettlement emanates from the Gospel requirement to welcome the stranger. While the resettlement program fits solidly within the theological framework of the Church, EMM serves refugees from all continents, creeds, and ethnic communities and respects the traditions of all refugees as an inherent aspect of its resettlement philosophy. EMM offers protection and provides new beginnings to all of the world's uprooted persons.

The goals of EMM are to:

- Accept lead responsibility within the Episcopal Church to assist and advocate for refugees, immigrants, and uprooted persons.
- Develop and nurture a network of diocesan programs which reflect the Church's commitment to serve refugees and immigrants.
- Offer services and support for newcomers to allow them to develop their full potential as contributing members of American society.
- Access the resources of the Church in promoting justice and peace for displaced persons around the world.

- Promote understanding within the Church of the contributions and gifts of refugees and immigrants.

Support for the Program

In addition to funds allocated to the dioceses for the care and maintenance of refugees, EMM provides technical assistance to local programs in carrying out resettlement, serves as a source of information about worldwide refugee issues as well as legislation and policies affecting domestic resettlement, develops and disseminates materials which foster sponsorship of refugees, and promotes linkages to programs within the national church that could assist resettlement programs. EMM has introduced a newsletter which updates the field on important program developments and does regular mailings on important policy and overseas refugee issues. An annual convening of the EMM network provides both practical training on resettlement policies and practices as well as an overview of major domestic and international refugee developments.

Through the Presiding Bishop's Fund for World Relief, the Church supports international and domestic refugee and immigration projects which respond to critical humanitarian needs or offer innovative approaches to delivering services to newcomers.

Matching Grant Program

EMM resettled approximately 250 refugees in 1994 under the matching grant program and expects to increase this number to 350 in 1995. EMM has over the years participated in this program through the Hebrew Immigrant Aid Society. In 1995, EMM received a separate grant award from ORR to operate its program in 15 sites nationwide. The matching grant program has traditionally meshed well with the essentially volunteer nature of its resettlement structures.

Organization and Structure

In late 1994 with new leadership at EMM, major responsibilities associated with reception and placement were reorganized. Eight EMM staff members are assigned to one of the following units: Processing and Placement, Resettlement Operations, and Network Coordination.

FY 1994 Refugee Arrivals

EMM responds to refugees from all parts of the world. As the number of refugees from Southeast Asia declines, EMM and its network is resettling increasing numbers of Bosnians, Iraqis, Haitians, and refugees from various African countries. The breakdown of the EMM caseload for 1994 is noted below:

Africa	
Ethiopia	5
Liberia	15
Rwanda	6
Somalia	86
Sudan	30
Total	142
Eastern Europe	
Albania	9
Romania	6
Bosnia	385
Total	400
Former Soviet Union	
Armenia	9
Armenian Baku	43
Byelorussia	21
Great Russia	86
Lithuania	3
Russia	44
Soviet Jew	24
Ukraine	187
Total	417

Indochina

Amerasian	73
Burma	17
Hmong	87
Khmer	6
Laos	22
ODP	104
Re-education Detainees	759
Vietnamese	65

Total 1,133

Latin America

Cuban	192
Haitian	203

Total 395

Near East

Iran	9
Iraq	110
Kurd	203

Total 322

Total, FY 1994 2,616

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 U.S. However, from our inception, ECDC has provided a wide range of social services to refugees and immigrants from Africa, Southeast Asia, the Middle East, 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 U.S., Ethiopia, and the Horn of Africa, and controversies endemic to the region.

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; ESL instruction; immigration counseling; transitional housing; AIDS information and outreach; information and referral; document translation and interpretation services; microenterprise loans and 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 na-

tional 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) around the country.

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

- Publishing the **Selected Resource Guide on African Refugees**, which lists over 850 books, articles, and papers relating to African refugees (1994).
- Conducting and co-sponsoring a national conference, **African Refugees: Human Dimensions to a Global Crisis** (1993).
- Carrying out an **African Refugee Resource Development** project in 1991, 1992, and 1993 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 U.S. 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 U.S. (1983).

Resettlement Program

ECDC has 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.

In FY 1994, 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).
- ECDC Multicultural Services Center (MSC), Arlington, Virginia.
- Refugee Services Alliance (RSA), Houston, Texas.

During FY 1994, ECDC resettled 723 refugees. The following table indicates by region ECDC's refugee arrivals:

Africa	
Ethiopians	16
Liberians	27
Somalis	168
Sudanese	45
Ugandans	1
Zairians	1
Near East	
Iranians	18
Iraqis	67
Latin America/Caribbean	
Cubans	10
Haitians	74
Europe	
Russians	1
Bosnians	175
Southeast Asia	
Vietnamese	120
Total	723

HIAS

HIAS, the Hebrew Immigrant Aid Society, is the national and worldwide arm of the organized American Jewish community for the rescue, relocation and resettlement of refugees and migrants. It works closely with other Jewish agencies across the nation to maintain a cooperative network of help and support. From its 115 years of experience in rescuing and resettling refugees from all parts of the world, HIAS has learned that successful resettlement results from close working relationships between HIAS' world headquarters and its national network of community-based, professionally staffed Jewish social service agencies. By bringing together the talents and skills of thousands of professionals and volunteers in over two hundred communities across the country, HIAS is able to provide each refugee with the highest levels of comprehensive case management and employment search services that are essential to assuring a smooth transition as newcomers enter their new communities and strive towards economic self-sufficiency.

While HIAS has created an institutional structure and service delivery system that is ideally suited to facilitating the migration and resettlement of Jewish refugees, its system maintains 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. For example, during FY 1994, HIAS successfully resettled 81 Bosnian refugees.

In the ongoing process of resettling both Jewish and non-Jewish clients, HIAS utilizes the full range of services available around the country through a coordinated system of Jewish Federations and affiliated agencies. Resettlement in most communities is supervised by the Federation, the central address for Jewish communal activity and fundraising. The Jewish Family Service is typically the lead agency providing direct resettlement services, including case management, administration of cash and medical assistance, and employment services. In those communities where a separate Jewish Vocational Service

agency exists, employment services are provided by that agency.

Other agencies that may be involved on the local level are the Jewish Community Center (generally for acculturation services), schools, summer camps, a Jewish-affiliated hospital, and volunteer organizations.

The largest proportion of the HIAS caseload is resettled in New York City, through the extensive services available from the New York Association for New Americans (NYANA), a beneficiary of the United Jewish Appeal-Federation of Jewish Philanthropies of New York, Inc. Other large resettlement sites include Chicago, San Francisco, Los Angeles, Boston, Cleveland, Baltimore, and Philadelphia.

Through alliances with its 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.

This resettlement model comports with the experience gained over the years 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, each refugee's distinct needs can be met. 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 grant funds 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 participate in the ORR voluntary agency Matching Grant program as a way of further enhancing their ability to serve their clients through the provision of extended services. During FY 1994, this program, which had been administered for the Jewish community through the Council of Jewish Federations, was formally transferred to HIAS, where policy continues to be that participating affiliates place all refugees considered to be employable into the Matching Grant program.

HIAS performs its monitoring responsibilities by maintaining an ongoing open dialogue with its 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 representatives 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 services. 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 markets 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 in-

struction 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 high unemployment in most, if not all, major resettlement sites has made attaining this goal increasingly difficult. In addition, refugees from the former Soviet Union, who make up the bulk of the HIAS caseload, are often highly skilled, especially in the scientific and technical fields, but their frequently low levels of English proficiency and the need to update their skills for the American job market make early employment difficult to achieve.

During FY 1994, HIAS conducted a series of initiatives to improve employment outcomes. Five regional employment training conferences were conducted, focusing on the goal of placing refugees into jobs within the first four months after arrival. HIAS also launched the National Corporate Initiative, a project to identify national corporations which might be interested in hiring refugees across the country.

As HIAS and its affiliates modify their service delivery methodology to meet evolving programmatic requirements, they remain committed to the philosophy of encouraging flexibility and creativity in developing and targeting services to meet the needs of clients. HIAS also continues to believe that the refugee resettlement program should foster family reunification as it rescues vulnerable populations. The continuing threat to Jews and other minorities in the former Soviet Union was demonstrated during FY 1994 with the large electoral vote achieved by the far-right and openly anti-Semitic Liberal Democratic Party in the Russian parliamentary elections in December 1993.

The following table presents, by region, the refugees resettled by HIAS during FY 1994:

Near East	242
Southeast Asia	31
Former Soviet Union and Eastern Europe	34,127
All Other	20
Total	34,420

Immigration and Refugee Services of America

(Formerly the American Council for Nationalities Service)

In the past year Immigration and Refugee Services of America (IRSA) has undergone major change, including the appointment of a new Executive Director (Roger Winter, formerly Director of the U.S. Committee for Refugees, a program of IRSA), a name change, and a relocation from New York City to Washington D.C.

Immigration and Refugee Services of America is the country's oldest and largest nonsectarian network of nonprofit organizations serving the foreign-born and non-English speakers, especially immigrants, refugees, and their descendants. IRSA's mission is to address the needs and rights of persons in forced or voluntary migration worldwide through advocating for fair and humane public policy, facilitating and providing direct professional services, and promoting the full participation of migrants in their new communities. The national office, located in Washington D.C., coordinates refugee and immigration assistance programs, develops new programs, provides linkages to other national organizations and federal agencies, provides public information, and educates public policy makers.

IRSA's thirty-six independent member agencies and affiliates, located in small cities as well as major metropolitan areas, provide a wide range of services at 125 sites throughout the U.S. IRSA member agencies are firmly grounded in their communities, with staff, clients, and constituents representing the full spectrum of ethnic and linguistic diversity in America. In 1994, IRSA member agencies, with a combined budget of nearly \$56 million, served more than 325,000 individuals through the efforts of 1,200 staff and 5,000 volunteers. Thirty-one affiliates are active in the direct resettlement of refugees from overseas. These agencies provide refugees with reception and placement and other services including job placement, case management and counseling, assistance with immigration matters, educational ser-

vices, and a range of community information and cultural activities.

Since 1975, the IRSA network has directly resettled over 130,000 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 IRSA, all member agencies provide services to the larger refugee and immigrant communities in their areas.

IRSA Refugee Programs

IRSA's Department of Refugee Services operates five refugee programs which:

- **JVA Saudi Arabia:** Screen, prepare, and present Iraqi cases in Rafha camp to INS for U.S. refugee adjudication and outprocess approved refugees to the U.S.
- **Reception and Placement:** Facilitate transition from overseas to the U.S. and provide initial resettlement services to over 7,000 IRSA-sponsored refugees through a network of 31 local affiliate sites.
- **Matching Grant:** Provide four months of initial resettlement services to 725 refugees through a match of private and Federal resources to ensure that early family self-sufficiency is attained and need to access public assistance is eliminated.
- **Vermont Field Office:** Provide initial resettlement services to 220 refugees through the reception and placement program and ongoing social services to three years of refugee arrivals under contract to the State of Vermont.
- **Preferred Communities:** Increase refugee placements in two local sites and three satellite com-

munities, engage in national contingency planning, and identify potential resettlement sites.

Resettlement Program

During FY 1994, IRSA and its member agencies resettled the following numbers of refugees:

African	368
European	833
Western Hemisphere	
Cuban	173
Haitian	272
Near Eastern	477
Southeast Asian	4,779
Former Soviet	663
Total	7,565

The IRSA 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 IRSA 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 IRSA 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, IRSA carried out on-site monitoring of nine local agencies. These visits helped IRSA to meet its cooperative agreement requirements with the Department of State and also to appreciate the practical, human problems of local resettlement.

During 1994, IRSA conducted a Matching Grant program, supervised and partially funded by the Office of Refugee Resettlement. Through the Matching Grant program, 725 refugees were resettled by eight local affiliates.

Related Activities

- Expansion of **Matching Grant program** from seven to eight sites, with an increase of 125 Matching Grant clients.
- Award of a **Preferred Communities grant** to increase refugee placements in two local sites and three satellite communities, engage in national contingency planning, and identify potential resettlement sites.
- Development of **National Citizenship Program**, with a the goal of helping IRSA's member agencies and other organizations build their capacity to naturalize increased numbers of immigrants. IRSA and its member agencies are targeting five areas under the program: skills improvement, civics education, process orientation, civic participation orientation, and government reform.
- 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 U.S.

- All IRSA 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.

International Rescue Committee, Inc.

The International Rescue Committee was founded in 1933 to help refugees fleeing Nazi persecution. For the past sixty years, IRC has been serving refugees in need around the world—a population now estimated at over 18 million, 13 million of them women and children. IRC helps victims of racial, religious, and ethnic persecution and strife to rebuild their shattered lives.

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 and its 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 U.S. In addition, the IRC is responsible for the functioning of the Joint Voluntary Agency Office in Thailand and the U.S. Refugee Resettlement Office in Croatia, 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 provide extensive services through all phases of a refugee crisis. At present, IRC has medical and relief programs in the former Yugoslavia, Somalia, Sudan, Mozambique, Zaire, Cambodia, Afghanistan, Burma, and many other countries. IRC began its humanitarian effort to relieve the suffering of over 3,000,000 people affected by the conflict in former Yugoslavia in December 1991. In Sarajevo, IRC is working with other agencies to re-establish water, gas, and sanitation systems. In central Bosnia, IRC provided seeds, shelter, and sanitation materials, especially designed stoves, warm clothing—much of it through IRC's manufacturing programs with local factories producing the needed

goods. IRC is also assisting hospitals with supplies and training of physicians.

Goals and Mission

The IRC's overriding goal and mission is to provide relief, protection, and resettlement services for refugees and victims of oppression or violent conflict. IRC is committed to freedom, human dignity, and self-reliance. This commitment is reflected in well-planned resettlement assistance, global emergency relief, rehabilitation, and advocacy for refugees.

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 15 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 which 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.

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.

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, 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 Francisco, Phoenix, Salt Lake City, 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, Atlanta, Dallas, San Diego, Seattle, Los Angeles, San Francisco, San Jose, Orange County, and Washington, D.C. 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 six to seven.

Recent years have brought the challenge of resettling new refugee groups: Kurds, Somalis, Iraqis, and, most recently, Bosnians fleeing the conflict in the former Yugoslavia. IRC resettlement offices working with these refugees have established links with local ethnic communities, hired interpreters or bilingual caseworkers, and became sensitive to the special needs of each of these groups.

The Bosnians come directly from an area of violent conflict; many are victims of torture and rape and all have suffered sudden and unexpected loss—home, country, relatives, friends, a way of life which can never be recaptured. They merit special attention by resettlement staff. IRC is particularly sensitive to the mental health needs of this group and tries to make counseling and other mental health services available to them. In spite of the stress most of the Bosnians are suffering, IRC's experience with them has been a very positive one. Large numbers have started working soon after arrival here, seeing this option as the most effective way to start rebuilding their lives.

During FY 1994, the International Rescue Committee resettled the following number of refugees:

East Asia	5,866
Former Soviet Union	771
Eastern Europe	1,424
Near East	699
Africa	1,473
Latin America	870
Total	11,103

Iowa Department of Human Services

Bureau of Refugee Services

The State of Iowa's longstanding commitment to refugee resettlement continued through FY 1994 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 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 of Population, Refugees, and Migration 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 three regional offices located in Davenport, Sioux City, and Cedar Rapids.

During FY 1994, the Bureau resettled 462 refugees. The breakdown by ethnic group of the refugees resettled was as follows.

Hmong	3
Vietnamese	236
Bosnians	222
Burmese	1
Total	462

The refugee sponsor model has always been the cornerstone of Iowa's resettlement program. During FY 1994 the Bureau continued to focus its recruitment efforts in areas identified as having strong employment possibilities and sponsor potential.

Caseload Composition

The Bureau of Refugee Services has resettled 56 percent (7,957) of the estimated 14,250 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 1994 was composed of multi-ethnic **family reunification** cases, **Amerasians** and their accompanying family members, **Vietnamese former political prisoners** and their families, and **Bosnians** who fled the civil strife in the former Yugoslavia.

Cumulative Arrivals

The 1994 arrivals brought the cumulative resettlement totals of the Bureau of Refugee Services to the following levels:

Cambodian	368
Hmong	446
Laotian	1,873
Tai Dam	2,375
Vietnamese	2,502
Bosnian	335
Other	58
Total	7,957

Goal and Mission – 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 1994, Bureau staff made a total of **846 job placements**, an average of 71 per month, and **18,384 service contacts**, an average 1,532 per month, involving employment-related support services, health services, social adjustment and counseling, and interpretation.

Related Activities

Job Links—Supplementary social service 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.

Former Political Prisoners from Vietnam Incentive Funds—The State provided direct social services to

former political prisoners from Vietnam through two separate contracting entities. Funds were also used to sponsor a statewide training for mental health and refugee service providers on the appropriate services to victims of torture.

Unaccompanied Refugee Minors—Services continued during FY 1994 to the unaccompanied minors resettled in Iowa. These minors are served through the licensed welfare programs operated by Lutheran Social Services.

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 for infectious disease control.

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

Opening doors for uprooted newcomers has been a Lutheran tradition in the U.S. since the 18th century. In 1939, the work was organized on a national scale to help World War II refugees, and that was the beginning of **Lutheran Immigration and Refugee Service (LIRS)**.

Since then, LIRS has resettled more than 240,000 refugees—including 5,000 unaccompanied minors since 1979—mobilizing Lutheran social service organizations, 6,000 church congregations and thousands of individual volunteers for the task. This system of private and public partnership works well, giving solid and practical support so that refugees can become self-sufficient as soon as possible.

LIRS's mission is based on Christian principles of hospitality, justice, and community. 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. These member church bodies include 95 percent of all Lutherans in the U.S.

The agency has a proven track record and reputation for excellence in boosting newcomer adjustment and early employment. Coordination with related church, public, and private organizations prevents duplication of services. Public cash assistance is not assumed, but serves as a backup for emergency, temporary or unusual situations while newcomers learn a marketable trade or skill.

LIRS resettles refugees where sponsors, housing, and jobs are available and where the population includes people from the refugees' ethnic background. "Free" cases—those without family or other contacts in the U.S.—are not placed in impacted areas where refugee services are stretched and employment and other resettlement opportunities are not as prevalent.

The immediate goal for LIRS partners is to help refugees survivors of war and oppression to heal and re-establish their lives here. Both refugees and their neighbors can be transformed by this process for the good of the whole community. LIRS's program

therefore builds bridges between new Americans and their neighbors, while equipping and encouraging the newcomers for self-sufficiency and participation in civic life. In FY 1994, LIRS resettled 8,509 refugees:

African	863
European	2,751
Indochinese (Boat)	149
Indochinese (ODP)	2,686
Indochinese (Land)	724
Latin American/Caribbean	685
Near East	651
Total	8,509

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 through 26 regional offices and 26 suboffices, the unaccompanied minor refugee program through 13 regional offices, and the match grant program. The agency also manages a number of non-government funded programs not reflected in this report.

From New York, contacts 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 destinations. 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 affiliate offices** provide regional support throughout the country. These offices recruit and train local sponsors, then ensure and document that all core services have been provided. The staff members are experienced resources for planning, problem solving, intercultural communication, ESL 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 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.

While church sponsorships are emphasized, LIRS also uses agency models, in which community volunteers support staff efforts; anchor relative models, in which former refugees sponsor family members with agency or church back-up support; and group clusters, in which several groups or congregations pool their resources for the tasks. In any case, sponsors and refugees meet early on to clarify expectations and set goals toward becoming self-supporting.

FY 1994 Highlights

- Resettlement of “**Medivac**” cases, requiring emergency medical care, in Ohio, Washington D.C., New Jersey, Michigan, and Wisconsin. In

Ohio, for example, this included saving the eyesight of a five-year-old Bosnian boy and the rehabilitation of a 20-year-old Bosnian man severely injured by grenade fire.

- Resettlement of **Bosnian** refugees, both family reunions and free cases, throughout the LIRS system. Sites currently receiving the largest numbers are Jacksonville and Tampa, Florida; Utica, and New York City, New York; Washington, D.C.; Chicago, Illinois; Milwaukee, Wisconsin; Fargo, North Dakota; and Denver, Colorado. The Minneapolis affiliate office also offers special support through services with the Center for Victims of Torture.
- Welcoming of **Rwandan** refugees in North Carolina. The LIRS affiliate reports an excellent response to the agency’s call for volunteer help.
- Assistance to family members reuniting with **Montagnard** refugees resettled through LIRS’s affiliate in the Carolinas, which receives matching grant funding from ORR.
- Overwhelming community support generated by LIRS’s affiliate office in the National Capital area. **Muslim and Lutheran volunteers** have been working together in the ORR-funded matching grant program, with excellent employment outcomes.
- Ongoing work in a special initiative for **hearing-impaired Hmong refugees** with the affiliate office in Wisconsin. The project seeks to bridge the Hmong into available mainstream services for the deaf in their own communities. Key components include community education with the Hmong on deaf culture and awareness, instruction in basic sign language, fostering socialization and independent living skills, and developing a short-term model that can be replicated in other communities.
- Continued resettlement of former **political prisoners** from re-education camps in Vietnam and continuing work with resettled populations such as the **Hmong** in Minnesota, Wisconsin, and Michigan and refugees from the former

Soviet Union now in Oregon, Washington, Massachusetts, and New York.

- Speedy resettlement of **Haitian** refugees in emergency situations with direct departure from Haiti.
- Resettlement of **Sudanese** refugees in LIRS sites in South Dakota, Minnesota, and Iowa.
- Increased resettlement of **Cuban** free cases in Florida and also across the U.S.

This year also saw the close of the **Joint Voluntary Agency Office in Hong Kong**, which opened in 1979 under LIRS administration under a contract with the U.S. Department of State. In 15 years of work, this office assisted 75,065 refugees in applying for admission to the U.S. and providing information on those approved to the U.S. agencies resettling them. In recent years, the director, a former LIRS regional consultant, expanded the mission to include cultural orientation for 1,200 refugees, classes in survival English for 1,000, a mini-library of English/Vietnamese and English/Chinese books, and social services for refugee children, especially those unaccompanied by adult family members.

As of July 1994, LIRS also expanded its children's services significantly, through its management of the International Social Service, American Branch, Inc., acquired by LIRS from the Immigration and Refugee Services of America agency. As ISS specializes in inter-country casework for families and children and LIRS is known for its leadership in refugee children's services and advocacy, the agency looks forward to even greater service to children in need.

United States Catholic Conference

The United States Catholic Conference (USCC) is the public policy and social action agency of the Catholic bishops in 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 field coordination for a network of 140 diocesan refugee resettlement offices throughout the U.S. USCC/MRS is a strong proponent in national and international arenas in serving the pastoral and human needs and promoting the human dignity of migrants, immigrants, refugees, asylum seekers, persons displaced within their own countries, and people on the move. USCC/MRS and its affiliates provide services to their clients without regard to race, religion, or national origin.

Migration and Refugee Services is a multi-unit management entity comprised of the following program areas: Pastoral Care, Advocacy, and Refugee Programs. In September 1994, a new Executive Director was appointed to oversee the work of MRS. The agency also underwent significant organizational restructuring at this time so that it can more effectively respond to changes anticipated in the future.

USCC/MRS carries out its domestic resettlement activities from offices in Washington, New York City, and Miami. The Executive Director and his key senior management staff are responsible for overall policy formulation and for maintaining contact with various governmental agencies, such as, 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 remains the hub for managing resettlement operations serving as the link between overseas processing and the domestic resettlement programs. Program support to diocesan resettlement offices is carried out primarily through MRS/Field Operations. Field Operations staff ensure effective implementation of USCC/MRS policies and that of governmental agencies with whom contracts are maintained. In addition, field staff monitor and evaluate the quality

of services provided to refugees and provide technical assistance, as needed, to strengthen the performance of diocesan programs in such areas as employment services and program development.

Through its Special Programs Section, USCC/MRS administers several programs. By far the largest of these is the Matching Grant program. In 1994, 41 diocesan resettlement offices participated in this program whose goal is to promote and achieve early economic self-sufficiency of refugees through employment. From January to September 1994, 3,631 new clients entered the program. Of the 3,139 that completed four months of services, 2,422 achieved self-sufficiency, for a success rate of 77 percent. Of those completing the four months of service, Vietnamese former re-education prisoners and their families represented the largest participating group at 43.5 percent of the total. Of the 1,365 re-eds completing the service period, 1,112 or 82 percent achieved economic self-sufficiency.

The Special Programs Section is also responsible for administering three Wilson/Fish programs, in San Diego, Kentucky, and Nevada, all funded by ORR. The first Wilson/Fish project was implemented in September, 1990 in San Diego as a demonstration project. The other two Wilson/Fish programs were instituted because the States decided to withdraw from the refugee resettlement program. Both of these programs are responsible for coordinating the provision of transitional cash assistance, medical assistance, and social services throughout their States.

The other notable program within Special Programs is Childrens Services. In 1994, USCC/MRS hired a Childrens Specialist to manage its unaccompanied refugee minors program, to provide technical assistance to diocesan resettlement offices resettling minors, to develop the network's capacity to respond to any emergency resettlement needs of minors and to pursue other special initiatives. During this past year, Childrens Services developed viable foster care capacity for Chinese minors, as well as Cuban and Haitian minors.

The Preferred Communities Program is a recent addition to the Special Programs Section. Through the Preferred Communities grant from ORR, MRS provides support to four of its existing free case placement sites which are facing resource constraints. This investment by ORR provides additional resources to improve resettlement opportunities for free cases in locations considered to be optimal resettlement sites. The diocesan affiliates currently participating in the Preferred Communities program are Charlotte, North Carolina; Lincoln, Nebraska; Mobile, Alabama; and Nashville, Tennessee.

USCC/MRS has also received a planning grant to develop a project to train AmeriCorps members as volunteer and community resource developers to strengthen existing outreach programs to newcomers—refugees and immigrants—and other community service providers.

Resettlement Activities in FY 1994

USCC/MRS resettled 28,236 refugees. The regional breakdown is as follows:

East Asia	20,454
Soviet Union and Eastern Europe	1,959
Near East and South Asia	2,344
Latin America and Caribbean	2,147
Africa	1,332
Total	28,236

In addition, USCC/MRS affiliates resettled 8,463 “non-grant” refugees. “Non-grant” refugees are those admitted to the U.S. as immigrant visa beneficiaries or those paroled based on humanitarian considerations.

USCC/MRS also resettled 7,572 Cuban and Haitian entrants in FY 1994:

Cubans	6,659
Haitians	913
Total	7,572

The Cuban-Haitian program in Miami experienced unprecedented growth in FY 1994 due to the massive exodus of Cubans and Haitians from their respective countries. Consequently, resettlement of Cuban-Haitian entrants was expanded in the USCC/MRS resettlement network to accommodate this increased flow. The program remains dynamic and fluid adjusting to changes in U.S. government policy to Cuban and Haitian admission.

The Catholic Church and its bishops remain very vocal on the just and fair treatment of Cubans and Haitians. A number of official statements were made in 1994 by the Chair of the USCC Bishop’s Committee on Migration that underscored the Church’s position on and commitment to a range of domestic and international refugee and immigration issues. The U.S. bishops have expressed their concerns on the growing anti-immigrant and xenophobic sentiment in the U.S. and have taken steps to galvanize public support against anti-immigrant legislation, such as Proposition 187 in California. USCC/MRS works collaboratively with other national voluntary agencies to advocate for a just and humanitarian treatment of all refugees and immigrants.

World Relief of the National Association of Evangelicals

During FY 1994, World Relief, the international assistance arm of the National Association of Evangelicals, resettled over 11,000 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 worldwide is evidenced by both its U.S. resettlement activities and its overseas involvement. In cooperation with the State Department and UNHCR, World Relief administers the Guantanamo Refugee Project, which provides social services, medical services, public health services, and vocational education to Haitian and Cuban detainees. World Relief is also responsible for the transportation of letters and packages to detainees and staff in the camp. From March 1993 through September 1994, World Relief operated a Joint Voluntary Agency in Les Cayes, Haiti, which handled case preparation and processing for persons applying for admission to the U.S. as refugees. World Relief continues to work with refugees and displaced persons in Asia, Africa, Central America, and Eastern Europe.

In the U.S., World Relief participates with the Bureau of Population, Refugees, and Migration's reception and placement program in the resettlement of refugees from all processing posts around the world. In addition to the reception and placement program, several World Relief affiliate offices receive grants and hold contracts to operate various programs serving the local refugee population, including services to Amerasians and their families, social adjustment programs, employment counseling and job placement services, and ESL classes. World Relief's first ORR Matching Grant program was begun in Ft. Worth, Texas in FY 1994. World Relief affiliates in Ft. Worth, Chicago, and Miami have accredited immigration staff who provide a wide range of services.

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 U.S., 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 nation-wide network of 26 professional offices divided into five 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 1994, 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 professional 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. In these cases, 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. 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.

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 1994

The World Relief resettlement program assists in the resettlement of approximately nine percent of the total refugees arriving to the U.S. during FY 1994. Much of World Relief's total caseload in the past year consisted of Vietnamese former political prisoners and Soviet Evangelical Christians. Significant numbers of Somali, Iraqi, Cuban, Haitian, and Bosnian refugees comprised the remainder of

the caseload. Due to a large influx of Bosnian refugees to Chicago, World Relief's Chicago affiliate was designated as the Bosnian service center and receives ORR funding through the Illinois Department of Public Aid to provide employment and adjustment services to Bosnian refugees.

Also in FY 1994, in coordination with IOM, the Department of State, and other resettlement agencies, World Relief began developing plans for the resettlement and care of HIV + Haitian refugees.

Indochina:	
Amerasians	264
Former Political Prisoners	3,817
First Asylum	866
Near East	291
Africa	488
Eastern Europe	949
Latin America	542
Former Soviet Union:	
Evangelical Christians	2,769
Others	264
Total	10,250
Additional Immigrants	846

APPENDIX D

REFUGEE HEALTH PROJECT GRANTS

CDC Health Program for Refugees

FY 1994 Project Grant Awards and Project Directors

Region I

Connecticut
(\$46,769)
James L. Hadler, M.D., M.P.H.
Department of Human Services
Preventable Disease Division
150 Washington Street
Hartford, Connecticut 06106

Maine
(\$9,905)
Joan A. Blossom, R.N., M.S.
Department of Human Services
Bureau of Health
State House, Station 11
Augusta, Maine 04333-0011

Massachusetts
(\$169,844)
Ms. Jennifer Cochran
Department of Public Health
Refugee Health Program
305 South Street
Jamaica Plain, Massachusetts 02130

New Hampshire
(\$8,763)
Patrick J. Meehan, M.D.
Department of Health and Welfare
Division of Public Health Services
6 Hazen Drive
Concord, New Hampshire 03301

Vermont
(\$6,251)
Ms. Audrey Larrow
Vermont Department of Health
108 Cherry Street, P.O. Box 70
Burlington, Vermont 05402

Region II

New Jersey
(\$104,449)
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
(\$249,562)
George T. DiFerdinando, Jr., M.D.
State Department of Health
Room 840, Corning Tower
Empire State Plaza
Albany, New York 12237-0627

New York City
(\$367,784)
Mr. Burt Roberts
Department of Health
Health Program for Refugees
311 Broadway
New York, New York 10007

Region III

District of Columbia
(\$41,200)
Martin E. Levy, M.D., M.P.H.
Department of Human Services
1660 L Street, N.W., Room 815
Washington, D.C. 20036

Maryland
(\$95,555)
Mohammed R. Miazad, M.D.
Chief, Migrant and Refugee Health
Department of Health and
Mental Hygiene
Preventive Medicine
201 W. Preston Street
Baltimore, Maryland 21201

Pennsylvania
(\$47,977)
James T. Rankin, D.V.M., Ph.D.
Department of Health
Communicable Disease Epi.
P. O. Box 90
Harrisburg, Pennsylvania 17108

Philadelphia
(\$47,977)
Ms. Ann Nichols, M.P.A.
Department of Health
Ambulatory Health Services
500 South Broad Street
Philadelphia, Pennsylvania 19146

Virginia
(\$70,946)
Mr. Thomas T. Williams, Jr.
Virginia Department of Health
109 Governor Street, Room 511
Richmond, Virginia 23219

Region IV

Alabama
(\$14,802)
Charlotte Crysel, R.N., B.S.N.
Alabama Department of Public Health
State Office Building, Room 763
434 Monroe Street
Montgomery, Alabama 36130-1701

Florida
(\$164,323)
John J. Witte, M.D., M.P.H.
Department of Health and
Rehabilitative Services
1317 Winewood Boulevard
Tallahassee, Florida 32399-0700

Georgia
(\$81,504)
Ms. Barbara Bruno
Refugee Health Program
Community Health Branch
2 Peachtree Street, N.W., 6th Floor
Atlanta, Georgia 30303

Kentucky
(\$18,655)
Mr. Earl B. Williams
Barren River District Health
Department
1133 Adams Street
P.O. Box 1157
Bowling Green, Kentucky 42101-1157

North Carolina
(\$42,045)
Ms. Suzanna Young
Department of Health
Division of Adult Health
P. O. Box 27687
Raleigh, North Carolina 27611-7687

Tennessee
(\$45,385)
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

Region V

Illinois
(\$139,368)

Ms. Carolyn Broughton
Department of Public Health
Division of Local Health
Administration
535 West Jefferson Street, Room 500
Springfield, Illinois 62761

Indiana
(\$28,862)

Mary Ann Sprauer, M.D., M.P.H.
Indiana State Board of Health
Bureau of Disease Intervention
1330 West Michigan Street
Indianapolis, Indiana 46206-1964

Michigan
(\$91,495)

Ms. Janet D. Olszewski
Department of Public Health
Bureau of Community Services
3423 North Logan Street
P.O. Box 30195
Lansing, Michigan 48909

Minnesota
(\$89,325)

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

Ohio
(\$58,338)

Thomas J. Halpin, M.D., M.P.H.
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
Refugee and Immigrant Health
1414 E. Washington Avenue, Room 214
Madison, Wisconsin 53703

Region VI

Louisiana
(\$41,677)

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
(\$16,256)

Susan S. Ripley, R.N.
Department of Health
Infectious Disease Prevention
and Control Bureau
1190 St. Francis Drive
Santa Fe, New Mexico 87502

Texas
(\$165,297)

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

Region VII

Iowa
(*\$45,824*)
Ms. Marjorie A. Bledsoe
Bureau Chief
Bureau of Health Services Delivery
Lucas State Office Building
Des Moines, Iowa 50319-0075

Kansas
(*\$32,000*)
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
(*\$65,673*)
Bernard R. Malone
Missouri Department of Health
Section of Disease Prevention
P. O. Box 570
Jefferson City, Missouri 65102

Region VIII

Colorado
(*\$49,740*)
Ellen J. Mangione, M.D., M.P.H.
Colorado Department of Health
Communicable Disease Control
and Environment Section
4300 Cherry Creek Drive, S.E.
Denver, Colorado 80220-1530

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

North Dakota
(*\$10,000*)
Mr. Fred F. Heer
State Department of Health
Division of Disease Control
600 East Boulevard Avenue
Bismarck, North Dakota 58505-0200

South Dakota
(*\$6,508*)
Mr. Kevin Forsch
Assistant Secretary of Health
State Department of Health
Regulation and Quality Assurance
523 East Capitol
Pierre, South Dakota 57501-3182

Utah
(*\$32,675*)
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

Region IX

Arizona
(\$61,263)

Eduardo Alcanter, M.D., M.P.H.
Maricopa County Division of
Public Health
Bureau of Disease Control
P.O. Box 2111
Phoenix, Arizona 85001

California
(\$964,714)

Mr. Warren Bonta
Refugee Health Program
601 North 7th Street
P.O. Box 942732
Sacramento, California 94234-7320

Nevada
(\$31,018)

Ms. Sandy Hanneke, R.N., B.S.N.
Department of Human Resources
Division of Health
505 East King Street, Room 200
Carson City, Nevada 89701

Region X

Idaho
(\$22,365)

Susan Church, R.N.
North Central District
Health Department
215 Tenth Street
Lewiston, Idaho 83501

Oregon
(\$53,103)

Ms. Elizabeth Brown, M.S., R.N.
Oregon State Health Division
Office of Health Services
800 N.E. Oregon Street #21
Suite 850
Portland, Oregon 97232

Washington
(\$136,420)

Mr. Vern A. Gibbs
Washington Department of Health
Refugee Health Program
Airdustrial Park, Building 11
P.O. Box 47834
Olympia, Washington 98504-0095

APPENDIX E

STATE REFUGEE COORDINATORS

State Refugee Coordinators

Alabama

Mr. Joel Sanders
State Refugee Coordinator
Department of Human Resources
S. Gordon Persons Building
50 Ripley Street
Montgomery, Alabama 36130
Fax: (334) 242-0513
Tel. (334) 242-1773

Alaska

Ms. Judy Brooks
Wilson/Fish Coordinator
Alaska Refugee Outreach
2222 E. Tudor Road
Anchorage, Alaska 99507
Fax: (907) 562-2202
Tel. (907) 561-0246

Arizona

Mr. Tri H. Tran
Refugee Program Coordinator
Department of Economic Security
Community Services Administration
P.O. Box 6123 - Site Code 086Z
Phoenix, Arizona 85005
Fax: (602) 542-6400
Tel. (602) 542-6600

Arkansas

Mr. Hyginus Ukadike
State Coordinator for Refugee Resettlement
Division of Human Services
Donaghey Building, Slot No. 1225
P.O. Box 1437
Little Rock, Arkansas 72203
Fax: (501) 682-1597
Tel. (501) 682-8263

California

Ms. Eliose Anderson, Director
Department of Social Services
744 P Street, MS 17-11
Sacramento, California 95814
Fax: (916) 654-6012
Tel. (916) 657-2598

Mr. Mike Back
MS 6-646
Refugee and Immigration Programs Bureau
Fax: (916) 654-7187
Tel. (916) 654-6379

Colorado

Ms. Laurie Bagan
State Refugee Coordinator
Department of Social Services
Refugee and Immigrant Services Program
789 Sherman, Suite 250
Denver, Colorado 80203
Fax: (303) 863-0838
Tel. (303) 863-8211

Connecticut

Mr. William Ruffleth
State Refugee Coordinator
Special Programs Division
Department of Social Services
25 Sigourney Street
Hartford, Connecticut 06106
Fax: (203) 424-4957
Tel. (203) 424-5381

Delaware

Ms. Celina Hill
Refugee Coordinator
Division of Economic Services
Department of Health and Social Services
P.O. Box 906, Administration Building
New Castle, Delaware 19720
Fax: (302) 577-4405
Tel. (302) 577-4453

District of Columbia

Ms. Darlene Herring
Refugee State Coordinator
Office of Refugee Resettlement
Department of Human Services
65 I Street, S.W., Room 217
Washington, D.C. 20024
Fax: Not Available
Tel. (202) 724-4820

Florida

Ms. Melissa Jacoby
Refugee Programs Administrator, Acting
Department of Health and Rehabilitative Services
Building 1, Room 400
1317 Winewood Boulevard
Tallahassee, Florida 32301
Fax: (904) 487-4272
Tel. (904) 488-3791

Georgia

Mr. Everett Gill, Ed.D.
State Refugee Coordinator
DFCS - Special Programs Unit
Department of Human Resources
2 Peachtree Street, Suite 12-402
Atlanta, Georgia 30309
Fax: (404) 657-3489
Tel. (404) 657-3428

Hawaii

Mr. John R. Sabas
Executive Director
Office of Community Services
335 Merchant Street, Room 101
Honolulu, Hawaii 96813
Fax: (808) 586-8685
Tel. (808) 586-8675

Mr. Dwight Ovitt
Program Manager
Office of Community Services
335 Merchant St., Room 101
Honolulu HI 96813
Tel. (808) 548-2130

Idaho

Ms. Kathy James
Chief, Bureau of Family Self Support
State Refugee Coordinator
450 West State, 7th Floor
P.O. Box 83720
Boise, Idaho 83720
Fax: (208) 334-6664
Tel. (208) 334-6579

Illinois

Dr. Edwin Silverman
State Coordinator
Refugee Resettlement Program
Illinois Department of Public Aid
527 South Wells, Suite 500
Chicago, Illinois 60607-3922
Fax: (312) 793-2281
Tel. (312) 793-7120

Indiana

Mr. Jeff Campbell
Refugee Co-coordinators
Family Independence Division
402 West Washington Street
Room W-363
Indianapolis, Indiana 46204
Fax: (317) 232-4615
Tel. (317) 232-4919

Iowa

Mr. Wayne Johnson, Chief
Bureau for Refugee Programs
Iowa Department of Human Services
1200 University Ave., Suite D
Des Moines, Iowa 50314-2330
Fax: (515) 283-9224
Tel. (515) 283-7904

Kansas

Mr. Lewis Kimsey
Acting State Refugee Coordinator
Department of Social and Rehabilitation Services
Smith-Wilson State office Building
300 S.W. Oakley
Topeka, Kansas 66606
Fax: (913) 291-3188
Fax: (913) 296-6960
Tel. (913) 296-8376

Kentucky

Father Pat Delahanty
Wilson/Fish Coordinator
Catholic Charities of Louisville
2911 South Fourth Street
Louisville, Kentucky 40208
Fax: (502) 637-9780
Tel: (502) 637-9786

Louisiana

Mr. Steve Thibodeaux
State Refugee Coordinator
Office of Community Relations
2026 Saint Charles, 2nd Floor
New Orleans, Louisiana 70130
Fax: (504) 568-2215
Tel. (504) 568-8959

Maine

Mr. Dan Tipton
State Refugee Coordinator
Bureau of Social Services
Department of Human Services
State House Station 11
Augusta, Maine 04333
Fax: (207) 626-5555
Tel. (207) 287-5060

Maryland

Mr. Frank J. Bien
State Refugee Coordinator
Maryland Office of Refugee Affairs
Department of Human Resources
Saratoga State Center
311 West Saratoga Street, Room 222
Baltimore, Maryland 21201
Fax: (410) 333-0392
Tel. (410) 767-7605

Massachusetts

Mr. Nam Van Pham, Director
Office for Refugees and Immigrants
China Trade Center
Two Boylston Street, Second Floor
Boston, Massachusetts 02116
Fax: (617) 727-1822
Tel. (617) 727-7888
Tel. (617) 727-8190

Michigan

Ms. Judi Hall
Refugee Coordinator
Refugee Assistance Division
Department of Social Services
462 Michigan Plaza
1200 Sixth Street
Detroit, Michigan 48226
Fax: (313) 256-1082
Tel. (313) 256-1740

Minnesota

Ms. Quy Dam
Supervisor of Refugee Programs
Refugee and Immigration Assistance Division
Human Services Building, 2nd Floor
444 Lafayette Road
St. Paul, Minnesota 55155-3837
Fax: (612) 297-5840
Tel. (612) 296-1383

Mississippi

Ms. Valerie Zadzielski
State Refugee Coordinator
Division of Family and Children's Services
Department of Human Services
P.O. Box 352
750 N. State St.
Jackson, Mississippi 39202
Fax: (601) 359-4978
Tel. (601) 359-4982

Missouri

Ms. Regina Turley
State Refugee Coordinator
Division of Family Services
Refugee Assistance Program
Broadway State Office Building
P.O. Box 88
Jefferson City, Missouri 65103
Fax: (314) 526-5592
Tel. (314) 526-5605

Montana

Mr. James Rolando
State Refugee Coordinator
Department of Social Work
University of Montana
Missoula, Montana 59812
Fax: (406) 243-4076
Tel. (406) 243-2336

Nebraska

Ms. Maria Diaz
Coordinator of Refugee Affairs
Department of Social Services
301 Centennial Mall South, Fifth Floor
Lincoln, Nebraska 68509
Fax: (402) 471-9455
Tel. (402) 471-9200

Nevada

Mr. Redda Mehari
Wilson/Fish Coordinator
Catholic Community Services of Nevada
1501 Las Vegas Boulevard North
Las Vegas, Nevada 89101
Fax: (702) 385-7748
Tel. (702) 383-8387

New Hampshire

Ms. Olga Skow
Acting State Refugee Coordinator
Governor's Office of Energy & Community Svcs.
57 Regional Drive
Concord, New Hampshire 03301
Fax: (603) 271-2615
Tel. (603) 271-2611

New Jersey

Ms. Audrea Dunham
State Refugee Coordinator
Department of Human Services
Division of Youth and Family Services
CN 717 – 50 East State Street
Trenton, New Jersey 08625
Fax: (609) 292-8224
Tel. (609) 984-3154

Ms. Jane Burger
Refugee Program Manager
Division of Youth & Family
Tel. (609) 292-8395

New Mexico

Mr. Paul Lucero
State Refugee Coordinator
Department of Human Services
ISD/CAS
P.O. Box 2348, Pollon Plaza
Santa Fe, New Mexico 87504-2348
Fax: (505) 827-8480
Tel. (505) 827-7248

New York

Mr. Mark Lewis
Associate Commissioner
Office of Refugee Assistance & Rehabilitation
Department of Social Services
40 North Pearl Street
Albany, New York 12243
Fax: (518) 432-2865
Tel. (518) 432-2514

North Carolina

Ms. Marlene Myers
State Refugee Coordinator
Family Services Section
Department of Human Resources
325 North Salisbury Street
Raleigh, North Carolina 27611
Fax: (919) 715-0023
Tel. (919) 733-3677

North Dakota

Mr. Don Snyder
State Refugee Coordinator
Children and Family Services Division
Department of Human Services
600 East Boulevard Avenue, Judicial Wing
State Capitol, 3rd Floor
Bismarck, North Dakota 58505
Fax: (701) 328-2359
Tel. (701) 328-4934

Ohio

Ms. Erika Taylor
State Refugee Coordinator
Department of Human Services
65 East State Street
Fifth Floor
Columbus, Ohio 43215
Fax: (614) 466-9247
Tel. (614) 466-0995

Ms. Brenda Means
Refugee Program Manager
Fax: (614) 466-9247
Tel: (614) 466-0995

Oklahoma

Mr. Ron Amos
Refugee Program Supervisor
Family Support Service Division
Department of Human Services
P.O. Box 25352
Oklahoma City, Oklahoma 73125
Fax: (405) 521-4158
Tel. (405) 521-4091

Oregon

Mr. Ron Spendal
State Refugee Coordinator
Department of Human Resources
Adult Family Services Division
500 Summer Street N.E., 2nd floor N.
100 Public Service Building
Salem, Oregon 97310
Fax: (503) 378-3782
Tel. (503) 945-6099

Pennsylvania

Mr. Ron Kirby
Refugee Resettlement Program Manager
Pennsylvania Heritage Affairs Commission
Forum Building, Room 354
Harrisburg, Pennsylvania 17120
Fax: (717) 772-1529
Tel. (717) 783-7535

Rhode Island

Ms. Christine Marshall
State Refugee Coordinator
Department of Human Services
275 Westminster Mall, 5th Floor
Providence, Rhode Island 02881
Fax: (401) 277-2595
Tel. (401) 277-2551

South Carolina

Ms. Bernice Armstrong
State Refugee Coordinator
Department of Social Services
P.O. Box 1520
Columbia, South Carolina 29202-1520
Fax: (803) 737-6093
Tel. (803) 737-5941

Mr. Phom Savanh Pao
Tel. (803) 737-5916

South Dakota

Ms. Pearl Stone
Refugee Resettlement Coordinator
Department of Social Services
Kneip Building
700 Governors Drive
Pierre, South Dakota 57501
Fax: (605) 773-4855
Tel. (605) 773-4678

Tennessee

Mr. Steven Meinbresse
State Refugee Coordinator
Department of Human Services
Community Assistance Services
400 Deaderick Street, 14th floor
Nashville, Tennessee 37209
Fax: (615) 532-9956
Tel. (615) 313-4761

Texas

Ms. Marguerite Houze, Director
Office of Immigration and Refugee Affairs
9101 Burnet Rd., Suite 216
Austin, TX 75758
Fax: (512) 873-2420
Tel. (512) 873-2400

Utah

Mr. Moon W. Ji
State Refugee Coordinator
Department of Human Services
120 North 200 West, Room 325
P.O. Box 4500
Salt Lake City, Utah 84145-0500
Fax: (801) 538-4212
Tel. (801) 538-4092

Vermont

Mr. Stephen F. Chupack
State Refugee Coordinator
Agency of Human Services
103 South Main Street
Waterbury, Vermont 05671-0204
Fax: (802) 241-2979
Tel. (802) 241-2220

Virginia

Ms. Kathy Cooper
State Refugee Coordinator
Virginia Department of Social Services
Office of Newcomer Services
730 East Broad St.
Richmond, Virginia 23219-1849
Fax: (804) 692-2215
Tel. (804) 692-2218

Washington

Dr. Thuy Vu
State Refugee Coordinator
Department of Social and Health Services
Refugee and Immigrant Assistance
1009 College Street - P.O. Box 45420
Olympia, Washington 98504-5420
Fax: (206) 438-8379
Tel. (206) 438-8385

West Virginia

Mrs. Cona H. Chatman
Refugee Coordinator
Department of Human Services
1900 Washington Street, East
Charleston, West Virginia 25305
Fax: (304) 558-2059
Tel. (304) 558-8290

Wisconsin

Ms. Sue Levy
State Refugee Coordinator
Department of Health and Social Services
One West Wilson Street, Room 472
P.O. Box 7935
Madison, Wisconsin 53707
Fax: (608) 267-3652
Tel. (608) 266-0578

Wyoming

Mr. Steve Vajda
State Refugee Coordinator
Administrative Services Division
Department of Family Services
Hathaway Building, Room 352
Cheyenne, Wyoming 82002
Fax: (307) 777-7747
Tel. (307) 777-6081



Above: A refugee learns new skills through refugee-specific programs from ORR.
(Photo : by Mark Halevi)

