



THE SECRETARY OF HEALTH AND HUMAN SERVICES

WASHINGTON, D.C. 20201

April 20, 2011

The Honorable Joseph R. Biden, Jr.
President of the Senate
Washington, D.C. 20510

Dear Mr. President:

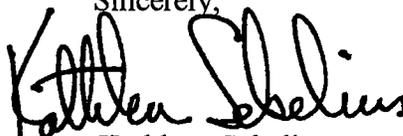
I am pleased to submit the enclosed annual *Report to Congress on the Refugee Resettlement Program*, as required by section 413(a) of the Immigration and Nationality Act.

This report is the twenty-eighth annual report to the Congress on refugee resettlement in the United States, and covers the period from October 1, 2007, through September 30, 2008.

In FY 2008, there were 79,562 arrivals in the United States, including Cuban/Haitian entrants. In addition, 1,015 Iraqi and Afghan Special Immigrants, a newly eligible population, also were admitted. Refugees and entrants from Cuba comprised the largest admission group, followed by arrivals from Iraq, Burma, Thailand, Iran, Bhutan, Burundi, and Somalia.

I hope you will find this report informative.

Sincerely,


Kathleen Sebelius

Enclosure



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

April 20, 2011

The Honorable John Boehner
Speaker of the House of Representatives
Washington, D.C. 20515

Dear Mr. Speaker:

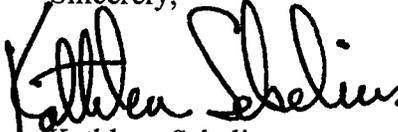
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Kathleen Sebelius

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THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

April 20, 2011

The Honorable Patrick J. Leahy
Chairman, Committee on the Judiciary
United States Senate
Washington, D.C. 20510

Dear Mr. Chairman:

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Kathleen Sebelius

Enclosure



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

April 20, 2011

The Honorable Charles Grassley
Committee on the Judiciary
United States Senate
Washington, D.C. 20510

Dear Senator Grassley:

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Kathleen Sebelius

Enclosure



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

April 20, 2011

The Honorable Lamar Smith
Chairman, Committee on the Judiciary
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

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Enclosure



THE SECRETARY OF HEALTH AND HUMAN SERVICES
WASHINGTON, D.C. 20201

April 20, 2011

The Honorable John Conyers
Committee on the Judiciary
U.S. House of Representatives
Washington, D.C. 20515

Dear Representative Conyers:

I am pleased to submit the enclosed annual *Report to Congress on the Refugee Resettlement Program*, as required by section 413(a) of the Immigration and Nationality Act.

This report is the twenty-eighth annual report to the Congress on refugee resettlement in the United States, and covers the period from October 1, 2007, through September 30, 2008.

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Kathleen Sebelius

Enclosure

Report to Congress

FY 2008

Office of Refugee Resettlement

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



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 FY 2008, from October 1, 2007 through September 30, 2008. It is the forty-second in a series of reports to Congress on refugee resettlement in the U.S. since FY 1975 and the twenty-eighth to cover an entire year of activities carried out under the comprehensive authority of the Refugee Act of 1980.

Key Federal Activities

- **Congressional Consultations:** Following consultations with Congress, the President set a worldwide refugee admission ceiling at 80,000 for FY 2008. This included 16,000 for Africa, 20,000 for East Asia, 3,000 for Europe and Central Asia, 3,000 for Latin America and the Caribbean, 28,000 for the Near Asia and South Asia, and 10,000 for an unallocated reserve.

Admissions

- The U.S. admitted 60,192 refugees, including 84 Amerasian immigrants, in FY 2008. An additional 19,117 Cuban and 253 Haitian nationals were admitted as entrants, for a total of 79,562 arrivals. In addition, 1,015 Iraqi and Afghan Special Immigrants (SIVs – a newly eligible population) also were admitted.
- Refugees and entrants from Cuba (23,294) comprised the largest admission group, followed by arrivals from Iraq (13,755 refugees as well as 622 SIVs), Burma (12,852), Thailand (5,279, most of whom were of Burmese origin), Iran (5,257), Bhutan (5,244), Burundi (2,875), and Somalia (2,510).
- Florida received the largest number of arrivals (21,026), followed by California (9,739), Texas (5,712), New York (3,784), Michigan (3,436), and Arizona (3,212).

Domestic Resettlement Program

- **Refugee Appropriations:** In FY 2008, the Office of Refugee Resettlement (ORR) received an appropriation of \$655.6 million to assist refugee populations, victims of trafficking, and unaccompanied alien children.
- **Cash and Medical Assistance** for refugees was provided from grants totaling \$187.7 million awarded to states for maintenance during the first eight months after arrival.
- **Social Services:** In FY 2008, ORR provided \$85 million in formula grants to states and non-profit organizations (for Wilson/Fish Alternative Program states) for a broad range of services for refugees, such as English language and employment-related training.
- **Targeted Assistance:** In FY 2008, ORR provided \$48.6 million in targeted assistance funds to supplement available services in areas with large concentrations of refugees and entrants.

- **Voluntary Agency Matching Grant Program:** ORR awarded grants totaling \$60 million during FY 2008. Under this program, ORR awards federal funds on a matching basis to national voluntary resettlement agencies to provide assistance and services to refugees, Cuban/Haitian entrants, asylees, and victims of trafficking.
- **Refugee Health:** ORR provided funds to state and local health departments for refugee health assessments. Funding for these activities and technical assistance support amounted to approximately \$4.8 million in FY 2008.
- **Wilson/Fish Alternative Projects:** In FY 2008, ORR continued to fund 11 state-wide Wilson/Fish projects (Alabama, Alaska, Colorado, Idaho, Kentucky, Louisiana, Massachusetts, Nevada, North Dakota, South Dakota, and Vermont) and one county-wide project (San Diego County, CA), at a total cost of \$23 million.
- **Cuban/Haitian Initiative:** ORR provided \$19 million in funds to increase services to Cuban/Haitian refugees and entrants in the areas of access to health, mental health, crime prevention, employment and vocational education.
- **Anti-Trafficking in Persons Program:** In FY 2008, ORR provided \$9.7 million in funds to private, non-profit organizations to assist victims of human trafficking in becoming certified and accessing benefits to the same extent as refugees.
- **Survivors of Torture Program:** In FY 2008, ORR awarded \$9.8 million in funds to non-profit organizations that provided services to survivors of torture, including treatment, rehabilitation, and social and legal services.
- **Unaccompanied Alien Children (UAC) program:** In FY 2008, ORR provided funding of \$121million for the UAC program.

Refugee Population Profile

- Southeast Asians remain the largest group admitted since ORR established its arrival database in 1983. Over 700,000 of the 2,258,481 refugees who have arrived in the U.S. since 1983 have fled from nations of Southeast Asia, including 75,979 Amerasian immigrant arrivals. Nearly 524,300 refugees from the former Soviet Union arrived in the U.S. between 1983 and 2008.
- Other refugees who have arrived in substantial numbers since the enactment of the Refugee Act of 1980 include Afghans, Cubans, Ethiopians, Iranians, Iraqis, Poles, Romanians, Somalis, Liberians, Sudanese, and citizens of the republics of the former Yugoslavia.

Economic Adjustment

- The 2008 Annual Survey of Refugees who have been in the U.S. less than five years indicated that 55.9 percent of refugees age 16 or over were employed as of December 2008, as compared with 61.0 percent for the U.S. population.

- The labor force participation rate was 65.7 percent for the sampled refugee population, the same as that of the U.S. population. The refugee unemployment rate was 15.0 percent, compared with 7.2 percent for the U.S. population.
- Approximately 66.3 percent of all sampled refugee households in the 2008 survey were entirely self-sufficient (subsisted on earnings alone). About 20.1 percent lived on a combination of public assistance and earned income; another 8.7 percent received only public assistance.
- Approximately 20.2 percent of refugees in the five-year sample population received medical coverage through an employer over the past year, while 44.2 percent received benefits from Medicaid or Refugee Medical Assistance. About 22.9 percent of the sample population had no medical coverage in any of the previous 12 months.
- Approximately 28.8 percent of respondents received some type of cash assistance in the twelve months prior to the survey. The most common form of cash assistance was Supplemental Security Income, received by about 13.7 percent of refugee households. About 50.4 percent of refugee households received food stamps, and 24.4 percent received housing assistance.
- The average hourly wage of employed refugees in the five-year survey population was \$9.90. This represents a two percent increase in real (inflation-adjusted) wages from the overall average rate in the 2005 survey (\$8.80; \$9.70 adjusted), but a 13 percent drop from the 2002 survey year where respondents reported an adjusted overall hourly wage of \$9.37 (\$11.21 adjusted for inflation).¹
- On average, refugees in the five-year sample population had 9.2 years of education before arrival in the U.S. The average number of years of education was the highest for the refugees from Latin America (12.3 years), while the lowest was for refugees from Africa (6.8 years). About 12.7 percent of refugees reported they spoke English well or fluently upon arrival, but 52.3 percent spoke no English at all. At the time of the survey, however, only 13.3 percent spoke no English, and 50.8 percent spoke English well or fluently.

Trafficking

- In FY 2008, ORR issued 286 certification letters to adult and 31 eligibility letters to minor victims of trafficking, including those identified in the Unaccompanied Alien Children's Program, for a total of 317. ORR has issued a total of 1,696 letters during the first eight years of the program. Forty-five percent of victims certified in FY 2008 were male.

Unaccompanied Alien Children Program

- ORR placed 7,211 unaccompanied alien children (UAC) in its various housing facilities during FY 2008, a decrease of 12 percent from FY 2007. These averaged approximately 1,220 children in care at any point in time. ORR funded capacity for approximately 1,600 beds during FY 2008.

¹ The average hourly wage for all production and non-supervisory workers on private non-farm payrolls in the U.S. was \$18.40 in December 2008. Source: U.S. Bureau of Labor Statistics.

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Director's Message

The Office of Refugee Resettlement's (ORR) commitment to helping refugees and other vulnerable populations – including asylees, Cuban/Haitian entrants, unaccompanied refugee minors, victims of torture, unaccompanied alien children, and victims of human trafficking – remains as strong as ever. ORR understands that refugees have inherent capabilities and it strives to provide the benefits and services necessary to help refugees and other vulnerable populations become self-sufficient and integrated members of American society. In 2008, ORR served thousands of vulnerable people through its various grants and services, administered at the state government level and via non-profit organizations.

In FY 2008, 60,192 refugees resettled in the U.S., compared with just 48,281 refugees in FY 2007. They hailed from 75 countries and spoke over 46 different languages. An additional 19,117 Cuban and 253 Haitian nationals were admitted as entrants, as well as 1,015 Iraqi and Afghan Special Immigrant visa holders. Of the 79,562 total arrivals, refugees and entrants from Cuba comprised the largest admission group (23,294), followed by arrivals from Iraq (13,755 refugees, as well as 622 SIVs), Burma (12,852), Thailand (5,279, most of whom were of Burmese origin), Iran (5,257), Bhutan (5,244), Burundi (2,875), and Somalia (2,510).

ORR provided up to eight months of cash and medical assistance for all eligible, newly arrived refugees during FY 2008, as well as funding for formula and discretionary social services to help refugee populations for up to five years after their arrival.

ORR is proud of its accomplishments in 2008. Several ORR programs are highlighted below:

ORR tracked state and county performance in FY 2008 for outcome measures related to refugee economic self-sufficiency. In FY 2008, the caseload of 76,032, which included employable adults resettled in previous years, increased by 10.2 percent over FY 2007 (68,999). Seventy-six percent of refugees who found employment were still employed 90 days later, a 3.3 percent increase from FY 2007. Sixty-three percent of full-time job placements offered health insurance, the same as FY 2007. The rate of job placements was 49 percent.

ORR's Matching Grant Program (MG) is operated through nine national voluntary agencies, through a network of approximately 219 offices in 43 states. The objective of the program is to guide refugee households toward economic self-sufficiency within four to six months of eligibility, without accessing public cash assistance. In CY 2008, 29,643 refugees, Cuban/Haitian entrants, asylees and certified victims of human trafficking enrolled in the MG Program with \$62,163,447 in funding from ORR, which includes a \$2.16 million one-time supplemental award. MG service providers successfully employed 57 percent of all employable adults, resulting in a 62 percent self-sufficiency rate at day 120 and a 78 percent self-sufficiency rate at day 180. The MG program also reports an average hourly wage of \$8.68, which is higher than the federal minimum wage of \$6.55.

ORR's Microenterprise Program helped recently arrived refugees who possessed few personal assets and who lacked credit history to start, expand, or sustain a small business. ORR funded 17 grantees nationwide for a total of \$3,680,000 to help refugees start various businesses, including ethnic restaurants, child care, taxicab and limo services, and cleaning companies. In FY 2008, more than 3,400 refugees were served in the Microenterprise Program, which assisted 681 businesses. Of those, 261 were new business starts, 320 were expansions of existing businesses, and 100 represented strengthening or stabilization of existing businesses. The above businesses created 605 jobs that were taken by other low-income refugees.

Through its network of caretakers, ORR's Unaccompanied Refugee Minors Program continued to offer specialized foster care and case management, designed to meet the special needs of unaccompanied refugee, asylee, Cuban and Haitian entrant, and trafficked children, and to help them develop appropriate social skills to enter adulthood. In FY 2008, 700 youth were served in this program.

In FY 2008, ORR's Unaccompanied Alien Children's (UAC) Program continued to provide care and placement for unaccompanied alien children who left their home countries to rejoin family already in the U.S., to escape abusive family relationships in their home country, or to find work to support their families in their home country. Most of the children in ORR's custody and care were from Honduras, Guatemala, and El Salvador. Approximately 77 percent were male and 23 percent female; 10 percent were below the age of 14. The majority of children were cared for through a network of ORR-funded facilities, most of which are located close to areas where immigration officials apprehend large numbers of UACs. With an operating budget of \$132.6 million in FY 2008, ORR funded approximately 1,600 beds and provided care for 7,211 children in its 40 plus shelter facilities in 10 states across the U.S.

ORR's Services for Survivors of Torture Program continued to make great strides in providing and evaluating services for those who have suffered torture in their home countries. In FY 2008, 4,999 torture survivors were served. Torture survivors who received ORR services were from over 103 countries; 19 countries in the Middle East and Eastern Europe, 23 countries in Asia, 20 countries in Central and South America, and 41 countries from Africa.

In FY 2008, ORR issued 286 certification letters to adult victims of human trafficking and 31 eligibility letters to child victims of human trafficking, for a total of 317 victims. The 18 street outreach grantees identified approximately 1,660 potential victims of human trafficking, while four intermediary organization contractors made contact with nearly 70 victims or suspected victims by fostering connections among ORR's *Rescue and Restore Victims of Human Trafficking* public awareness campaign, local awareness building, and service provision. In addition, 215 pre-certified victims, 270 certified victims, and 159 derivative family members also received services through a contract that makes financial support available to organizations throughout the country that provide services to victims.

In other areas of its operations, ORR:

- Continued its support of efforts that foster integration through refugee self-help. In 2008, ORR awarded 45 discretionary grants for a total of \$7,150,850 to organizations in 21 states and the District of Columbia through its Ethnic Community Self-Help Program;
- Awarded \$3.8 million in Healthy Marriage grants to 10 grantees to promote stable marriages and family life, and to prevent family conflict and divorce;
- Supported 12 Wilson/Fish projects throughout 11 states and one county, and;
- Provided \$19 million to localities most heavily impacted by Cuban and Haitian entrants and refugees, particularly where their arrival numbers in recent years have increased.

ORR's FY 2009 goals included:

- Ensuring that all ORR programs provide for the safety and well being of children;
- Identifying and addressing changing needs of a diverse refugee population;

- Focusing on the importance of integration, self-sufficiency, and civic responsibility of all incoming populations;
- Continuing to improve the quality of care, family reunification, and foster care services provided to unaccompanied alien children and unaccompanied refugee minors;
- Continuing to expand efforts to increase the number of persons identified, certified, and served as victims of human trafficking, and;
- Continuing to develop relationships and foster greater collaboration with federal partners to enhance the availability of services.

Eskinder Negash
Director
Office of Refugee Resettlement
Administration for Children and Families
U.S. Department of Health and Human Services

I. REFUGEE RESETTLEMENT PROGRAM

Admissions

To be admitted to the United States, an individual must be determined by an officer of the Citizenship and Immigration Services of the Department of Homeland Security (DHS) to meet the definition of refugee as defined in the Refugee Act of 1980. He or she also must be determined to be of special humanitarian concern to the U.S., be admissible under U.S. law, and not be firmly resettled in another country. Special humanitarian concern generally applies to refugees with relatives residing in the U.S., refugees whose status as refugees has occurred as a result of their association with the U.S., and refugees who have a close tie to the U.S. because of education here or employment by the U.S. government. In addition, the U.S. admits a share of refugees determined by the United Nations High Commission for Refugees to be in need of resettlement in a third country outside the region from which they have fled.

The ceiling for the number of refugees to be admitted each year is determined by the President after consultation between the Executive Branch and the Congress. The President has authority to respond beyond the ceiling in cases of emergencies. The **Ceilings and Admissions** table shows the arrivals and ceilings from FY 1983 to FY 2008.

Ceilings and Admissions (1983 to 2008)			
Year	Ceiling	Admissions	% of Ceiling
2008	80,000	60,192	75.2
2007	70,000	48,281	69.0
2006	70,000	41,279	59.0
2005	70,000	53,813	77.1
2004	70,000	52,858	75.6
2003	70,000	28,117	40.2
2002	70,000	27,070	38.7
2001	80,000	68,388	85.4
2000	90,000	72,519	80.5
1999	91,000	85,014	93.4
1998	83,000	76,750	92.5
1997	78,000	76,456	98.0
1996	90,000	75,755	84.1
1995	112,000	99,553	88.8
1994	121,000	112,065	92.6
1993	132,000	119,050	90.2
1992	142,000	131,749	92.8
1991	131,000	113,980	87.0
1990	125,000	122,935	98.3
1989	116,500	106,932	91.8
1988	87,500	76,930	87.8
1987	70,000	58,863	84.1
1986	67,000	60,559	90.4
1985	70,000	67,166	96.0
1984	72,000	70,604	98.1
1983	90,000	60,040	66.7

Source: Reallocated ceilings from Department of State (except for FY 1989 in which the reallocated ceiling was revised from 94,000 to 116,500). Admissions based on ORR data system, which commenced in 1983. Data on arrivals not available prior to the establishment of the refugee database in 1983. Does not include entrants.

For FY 2008, the President determined the refugee ceiling at 80,000 refugees. During the fiscal year, 60,192 refugees (including 84 Amerasians) and 19,370 Cuban and Haitian entrants were admitted to the U.S. In addition, 1,015 Iraqi and Afghan Special Immigrants (SIVs – a newly eligible population) were also admitted.

Refugees and entrants from Cuba (23,294) comprised the largest admission group, followed by arrivals from Iraq (13,755 refugees as well as 622 SIVs) Burma (12,852), Thailand (5,279, most of who were of Burmese origin), Iran (5,257), Bhutan (5,244), Burundi (2,875), and Somalia (2,510).

After several years of robust admissions (with a high of almost 8,500 in FY 2005), arrivals from Laos remained very low (42). Laotian arrivals in past years consist largely of Hmong tribesmen who had been confined for long periods in refugee camps where schooling and job training were spotty, and few refugees achieved even a primary school degree. Not surprisingly, their lack of marketable skills has translated into difficulty in finding employment and achieving self-sufficiency. The Hmong need an intensive level of services for a prolonged period of time. The educational background, labor force participation, and welfare utilization of the Hmong who came between May 1, 2004 and April 30, 2006 are dealt with in greater detail in the section entitled, *Hmong Resettlement in the United States*.

Comparing the countries of origin of the 2008 arrivals with those of 15 years earlier illustrates the wide swings and abrupt reversals in the refugee program. In FY 1995, the arrivals from Cuba (all categories of persons from Cuba eligible for ORR benefits and services including refugees, asylees, and entrants) reached 37,037, nearly double the arrivals this year. In FY 1994, refugees from the former republics of the Soviet Union reached 35,509, with a significant decline in the FY 2008 total (2,342), followed by Vietnam in FY 1994 with 36,638 in FY 1994, declining to 1,188 in 2008.

The former republics of Yugoslavia also have exhibited great variability. It sent only six refugees to the U.S. in FY 1990, but reached as high as 38,620 in FY 1999 before sinking to one this year. Somali admissions reveal similar variability. In FY 1994, 3,508 Somalis fled to the U.S. Admissions reached 6,022 in FY 2000 before plunging to 242 in FY 2002, swelling to 6,958 in FY 2007, and declining to 2,510 in FY 2008.

Florida received the largest number of arrivals (21,026), followed by California (9,739), Texas (5,712), New York (3,784), Michigan (3,436), and Arizona (3,212). This represented a change since FY 2007; though Florida and Texas remain the top destinations, Minnesota fell to 16th (from 3rd), and Michigan and Arizona received far more refugees in FY 2008 than in past years.

Amerasians

The admission numbers for refugees included in this chapter include individuals admitted under the Amerasian Homecoming Act of 1988.

Amerasians are children born in Vietnam to Vietnamese mothers and American fathers and are admitted as immigrants, rather than refugees; however, these youths and their immediate relatives are entitled to the same ORR-funded services and benefits. Since FY 1988, 76,108 Vietnamese have been admitted to the U.S. under this provision. In the peak year for this population (1992), over 17,000 youths and family members arrived in the U.S. In FY 2008, they numbered only 84. The *Refugees in the United States* section and associated tables in Appendix A of this report provide refugee, Amerasian, and entrant arrival numbers by country of origin and state of initial resettlement for the period FY 1983 through FY 2008.

Cuban and Haitian 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 cash and medical assistance to Cuban and Haitian entrants under the same conditions and to the same extent as such assistance and services for refugees under the refugee program. The first recipients of the new program were the approximately 125,000 Cubans who fled the Castro regime in the Mariel boatlift of 1980.

Cubans eligible for ORR benefits and services are comprised of 6 categories: Cuban Medical Professionals, Entrants, Grants of Asylum by DOJ, Grants of Asylum by DHS, Refugees, and Havana Parolees. For the purposes of this report, the groups are aggregated and the term Entrant will refer to all Cubans who entered the U.S. as a non-refugee.

By law, an entrant, for the purposes of ORR-funded benefits, is a Cuban or Haitian national who is (a) paroled into the U.S., (b) subject to exclusion or deportation proceedings, or (c) an applicant for asylum.

Under the terms of a bilateral agreement between the U.S. and Cuba, up to 20,000 Cuban immigrants are allowed to enter the U.S. directly from Cuba annually. These individuals are known as Havana Parolees and are eligible for ORR-funded benefits and services in states that have a Cuban/Haitian Entrant Program. FY 2008 saw the lowest number of entrant arrivals since 1997, and the 4th smallest number since 1991.

Entrant Arrivals (1991 to 2008)			
Year	Cuba	Haiti	Total
2008	19,117	253	19,370
2007	17,294	147	17,441
2006	16,645	55	16,690
2005	15,745	144	15,885
2004	26,235	326	26,559
2003	10,205	993	11,198
2002	18,001	867	18,868
2001	14,499	1,451	15,950
2000	17,871	1,570	19,441
1999	20,728	1,270	21,998
1998	13,492	590	14,082
1997	5,284	42	5,326
1996	16,985	346	17,331
1995	31,195	1,035	32,230
1994	12,785	1,579	14,364
1993	3,452	700	4,152
1992	2,539	10,385	12,924
1991	696	395	1,091
Does not include Cuban and Haitian arrivals with refugee status.			

Asylees

On June 15, 2000, ORR published State Letter 00-12, which revised its policy on program eligibility for persons granted asylum. Section 412(e) of the Immigration and Nationality Act provides a refugee with benefits beginning with the first month in which the refugee has entered the U.S. In the past, an asylee's arrival date was considered his entry date for the purposes of program eligibility. The months of eligibility for assistance (currently eight) would then begin on this date. It could precede by months or even years the date that the individual was granted asylum. Because of the time it normally takes for an individual to apply for asylum and to proceed through the immigration process, this interpretation of "entry" prohibited even individuals who applied for asylum immediately upon arrival from accessing refugee cash assistance and refugee medical assistance.

In 1996, Congress revised federal welfare programs to use date of admission, rather than date of physical entry, as the important issue in determining an alien's legal status. Accordingly, ORR now uses the date that asylum is granted as the initial date of eligibility for ORR-funded services and benefits. In FY 2008, the U.S. government granted asylum to 22,852 persons.

ORR funds the "Asylum Hotline" which enables asylees to find resettlement resources in their respective area of residence. The hotline has interpreters capable of speaking seventeen languages. Asylees are informed of the hotline number either in their letter of grant of asylum from USCIS, or through posters and pamphlets available at the immigration courts. Last year, the hotline received approximately 5,000 calls from asylees.

Special Immigrants

Starting on December 26, 2007, pursuant to the Consolidated Appropriations Act of 2008, Iraqi and Afghan Special Immigrants (SIVs) became eligible for refugee benefits and services for up to six months; up to 500 principal applicants could be admitted to the U.S. each year. With the passage of National Defense Authorization Act for Fiscal Year 2008 on January 28, 2008, the ceiling for potential Iraqi SIV admissions grew to 5,000 principal applicants, and Iraqi SIVs became eligible for benefits and services for up to eight months. In FY 2008, 1,015 Iraqi and Afghan SIVs were admitted to the U.S. (624 and 391 respectively).

Reception and Placement

Most eligible persons for ORR's program benefits and services are refugees resettled through the Department of State's refugee allocation system under the annual ceiling for refugee admissions. Upon arrival, refugees are provided initial services through a program of grants, called *reception and placement cooperative agreements*, made by the Department of State to qualifying agencies. In FY 2008, the following agencies participated: Church World Service, Episcopal Migration Ministries, Ethiopian Community Development Council, Hebrew Immigrant Aid Society, Iowa Department of Human Services/BRS Organization, Lutheran Immigration and Refugee Service, U.S. Committee for Refugees and Immigrants, United States Conference of Catholic Bishops, and World Relief.

These grantee agencies are responsible for providing initial "nesting" services covering basic food, clothing, shelter, orientation, and referral for the first 30 days. In FY 2008, the agencies received a per capita amount of \$850 from the State Department for this purpose. After this period, refugees who still need assistance are eligible for cash and medical benefits provided under ORR's domestic assistance program. For more information on these agencies and their activities, see Appendix C.

ORR Assistance and Services

All persons admitted as refugees or granted asylum while in the U.S. are eligible for refugee benefits. Certain other persons admitted to the U.S. under other immigration categories 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, asylum applicants, and those in removal proceedings, may also receive benefits in the same manner and to the same extent as refugees if they reside in a state with an approved Cuban/Haitian Entrant Program. In addition, certain persons deemed to be victims of a severe form of trafficking, though not legally admitted as refugees, are eligible for ORR-funded benefits to the same extent as refugees.

Unless otherwise indicated, the term refugee includes refugees, asylees, Cuban/Haitian Entrants, Victims of Trafficking, LPRs who have held one of these statuses in the past, Amerasians, and Iraqi and Afghan Special Immigrants.

For those persons determined not eligible to receive federal cash assistance from TANF or SSI, Refugee Cash Assistance (RCA) is available for up to 8 months. For those persons determined not eligible for Medicaid, there is Refugee Medical Assistance (RMA) for up to 8 months. The benefit level of RCA and RMA will vary from State to State as RCA is generally tied to the TANF payment standard by family size and RMA reflects the same services as each State’s approved Title XIX State Plan. There is no difference between Medicaid coverage and RMA coverage except that ORR pays 100 percent of the RMA costs. Refugee Social Services (RSS) are available for up to 5 years.

Domestic Resettlement Program

In FY 2008, the refugee and entrant assistance program was funded under the Consolidated Appropriations Act of 2008 (P.L. 110-161). In addition to this appropriation of \$523.0 million, Congress gave ORR permission to spend prior year unexpended funds. Congress appropriated an additional \$132.6 million for the Unaccompanied Alien Children (UAC) Program which was transferred from the Department of Homeland Security (DHS) to ORR in March of FY 2003. The activities and benefits of this program are explained more fully in the *Unaccompanied Alien Children Program* section. The inclusion of the UAC appropriation brought the total ORR appropriation to \$655.6 million. The **ORR Appropriation** table explains the FY 2008 appropriations by line-item.

The domestic refugee program consists of four separate resettlement approaches: (1) the State-administered program, (2) the Public/Private Partnership program, (3) the Wilson/Fish program, and (4) the Matching Grant program.

ORR Appropriation (2008)	
Transitional and Medical Services	\$296,057,000
Social Services	154,005,000
Preventive Health	4,748,000
Targeted Assistance	48,590,000

Victims of Torture	9,817,000
Victims of Trafficking	9,814,000
Total Refugee Appropriation	523,030,000
Unaccompanied Alien Children Program	132,600,000
Total ORR Appropriation	655,631,000
New budget authority only. Does not include prior year funds available for FY 2007 authorization.	

1. State-Administered Program

Federal resettlement assistance to refugees is provided primarily through the state-administered refugee resettlement program. States provide transitional cash and medical assistance and social services, as well as maintain legal responsibility for the care of unaccompanied refugee children.

- *Cash and Medical Assistance*

Refugees generally enter the U.S. without income or assets with which to support themselves during their first few months. Families with children under 18 are eligible for the Temporary Assistance for Needy Families (TANF) program. Refugees who are aged, blind, or disabled may receive assistance from the federally-administered Supplemental Security Income (SSI) program. Refugees eligible for these programs may be enrolled in the Medicaid program which provides medical assistance to low-income individuals and families.

Refugees who meet the income and resource eligibility standards of these two cash assistance programs, but are not otherwise eligible—such as singles, childless couples, and two-parent families in certain states with restrictive TANF programs—may receive benefits under the special Refugee Cash Assistance (RCA) and Refugee Medical Assistance (RMA) programs. Eligibility for these special programs is restricted to the first eight months in the U.S. except for asylees, for whom the eligibility period begins the month that asylum is granted. ORR does not reimburse states for their costs of the TANF, SSI, and Medicaid programs.

In FY 2008, ORR obligated \$206.7 million to reimburse states for their full costs for the RCA and RMA programs and associated state administrative costs. Cash and medical assistance allocations are presented on the **CMA, Social Services, and Targeted Assistance Obligations** table below.

CMA (a/), Social Services (b/), and Targeted Assistance (c/) Obligations (2008) (by State)				
State	CMA	Social Services	Targeted Assistance	Total
Alabama d/	-	\$124,682	-	\$124,682
Alaska d/	-	100,000	-	100,000
Arizona	7,766,480	2,140,059	1,495,832	11,402,371
Arkansas	24,414	75,000	-	99,414

State	CMA	Social Services	Targeted Assistance	Total
California e/	23,370,274	10,074,282	3,892,227	37,336,783
Colorado f/	3,021,509	1,111,714	487,456	4,620,679
Connecticut	870,100	442,527	-	1,312,627
Delaware	153,168	75,000	-	228,168
Dist. of Columbia	1,150,595	101,531	-	1,252,126
Florida	56,600,780	24,555,596	16,234,265	97,390,641
Georgia	2,940,999	1,792,067	971,912	5,704,978
Hawaii	59,266	75,000	-	134,266
Idaho d/	983,155	697,473	321,708	2,002,336
Illinois	5,626,128	1,559,824	985,803	8,171,755
Indiana	963,600	889,520	190,373	2,043,493
Iowa	941,815	444,388	260,934	1,647,137
Kansas	812,900	261,645	-	1,074,545
Kentucky d/	-	1,354,750	695,666	2,050,416
Louisiana	631,874	196,885	-	828,759
Maine	311,312	446,396	-	757,708
Maryland	5,688,371	1,211,832	923,135	7,823,338
Massachusetts f/	4,157,072	1,241,979	677,828	6,076,879
Michigan	6,876,954	1,093,849	460,305	8,431,108
Minnesota	8,399,920	5,830,265	3,079,590	17,309,775
Mississippi	1,525,340	75,000	-	1,600,340
Missouri	1,036,554	859,373	352,490	2,248,417
Montana	47,849	75,000	-	122,849
Nebraska	693,954	479,882	-	1,173,836
Nevada d/	-	795,730	510,345	1,306,075
New Hampshire	569,705	260,529	133,072	963,306
New Jersey	2,209,136	913,712	-	3,122,848
New Mexico	1,201,929	164,505	-	1,366,434
New York	12,891,635	4,440,902	3,178,091	20,510,628
North Carolina	2,434,730	1,677,062	628,263	4,740,055
North Dakota f/	714,243	229,265	134,019	1,077,527
Ohio	6,052,796	2,234,611	783,590	9,070,997
Oklahoma	624,231	136,964	-	761,195
Oregon	3,207,731	1,128,462	1,072,466	5,408,659
Pennsylvania	5,033,658	1,608,580	542,232	7,184,470
Rhode Island	192,274	190,558	-	382,832
South Carolina	263,669	108,306	-	371,975
South Dakota d/	221,925	227,405	175,535	624,865
Tennessee	909,936	11,673	-	921,609
Tennessee Replacement Designee	1,052,110	869,287	331,022	2,252,419
Texas	17,785,501	4,033,732	2,213,914	24,033,147
Utah	2,395,864	872,772	567,330	3,835,966
Vermont g/	238,316	203,586	-	441,902
Virginia	4,232,116	1,609,862	591,641	6,433,619
Washington	6,252,331	3,178,453	1,552,818	10,983,602
West Virginia	120,236	75,000	-	195,236
Wisconsin	3,527,202	1,092,744	287,138	4,907,084
Wyoming	-	-	-	-
Total	206,785,657	83,449,219 e/	43,731,000	333,965,876

- a/ Cash/Medical/Administrative (CMA) includes Refugee Cash Assistance (RCA), Refugee Medical Assistance (RMA), aid to unaccompanied refugee minors (URM), and state administrative expenses. Includes prior year surplus funds as well as FY 2008 appropriated funds.
- b/ Includes funds for privately administered Wilson/Fish programs.
- c/ Includes funds for privately administered Wilson/Fish programs.
- d/ A private non-profit agency operates a state-wide Wilson/Fish program.
- e/ A private non-profit agency operates a Wilson/Fish program in the County of San Diego in California. The Wilson/Fish project received \$1,215,572 in Social Services formula funding in FY 2008.
- f/ The state refugee program operates a state-wide Wilson/Fish program.
- g/ A private non-profit agency operates a state-wide Wilson/Fish program for cash assistance only. The state refugee program administers the Social Services formula award.

- *Social Services*

ORR provides funding for a broad range of social services to refugees, both through states and direct service grants. With these funds, states provide services to help refugees obtain employment and achieve economic self-sufficiency and social adjustment as quickly as possible. After deducting funds used to support programs of special interest to Congress, ORR, as in previous fiscal years, allocated 85 percent of the remaining social service funds on a formula basis. For both programs, social services are provided only to refugees who have resided in the U.S. for fewer than 60 months.

Formula obligations varied according to each state's proportion of total refugee and entrant arrivals during the previous three fiscal years. States with small refugee populations received a minimum of \$75,000 in social service funds. In FY 2008, of total social service funds, ORR obligated \$85 million to states under the state-administered formula program.

In addition to these funds, ORR obligated social service funds to a variety of discretionary programs. A discussion of these discretionary awards may be found in the *Discretionary Grants* section.

- *Targeted Assistance*

The targeted assistance program funds employment and other services for refugees and entrants who reside in high need areas. These areas are defined as counties with unusually large refugee and entrant populations, high refugee or entrant concentrations in relation to the overall population, or high use of public assistance. Such counties need 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.

In FY 2008, ORR obligated \$48.6 million for targeted assistance activities for refugees and entrants. Of this, \$43.7 million was awarded by formula to 30 states on behalf of the 57 counties eligible for targeted assistance grants. Funds not allocated in the formula program were reserved for communities in the form of discretionary grants through the Targeted Assistance Discretionary Program. A discussion of these discretionary awards may be found in the *Discretionary Grants* section. The **Targeted Assistance** table presents the amount of funds awarded to individual counties. The amounts awarded to states under the allocation formula are provided on the **CMA, Social Services, and Targeted Assistance Obligations** table.

Targeted Assistance (2008) (by County)		
Maricopa	AZ	\$1,160,233
Pima County	AZ	335,599
Los Angeles	CA	1,172,388
Sacramento	CA	1,200,802
San Diego	CA	756,756
Fresno	CA	379,483
Santa Clara	CA	382,798
City of Denver	CO	487,456
Broward	FL	823,844
Collier	FL	335,284
Miami-Dade	FL	12,460,114
Duval	FL	393,532
Hillsborough	FL	845,628
Orange	FL	616,423
Palm Beach	FL	759,440
DeKalb	GA	971,912
Ada	ID	321,708
Cook/Kane/DuPage	IL	985,803
Allen	IN	190,373
Polk	IA	260,934
Jefferson	KY	695,666
Baltimore	MD	332,600
Montgomery/Prince George's	MD	590,535
Hampden	MA	282,244
Suffolk	MA	395,584
Ingham	MI	250,358
Kent	MI	209,947
Hennepin/Ramsey	MN	2,781,876
Anoka	MN	168,273
Olmsted	MN	129,441
City of St. Louis	MO	352,490
Clark	NV	510,345
Merrimack	NH	133,072
Erie	NY	492,349
Monroe	NY	314,131
New York City	NY	1,667,894
Oneida	NY	269,458
Onondaga	NY	434,259
Guilford	NC	287,612
Mecklenburg	NC	340,651
Cass	ND	134,019
Franklin	OH	783,590
Multnomah/Clackamas	OR	1,072,466
City of Philadelphia	PA	361,330
Lancaster	PA	180,902
Minnehaha	SD	175,535
Davidson	TN	331,022
Dallas/Tarrant	TX	972,702
Potter	TX	138,754

Harris	TX	1,102,458
Davis/Salt Lake	UT	567,330
Fairfax/Arlington/Alexandria	VA	314,605
City of Charlottesville	VA	124,390
City of Richmond	VA	152,646
King/Snohomish	WA	1,335,136
Spokane	WA	217,682
City of Milwaukee	WI	287,138
Total		\$43,731,000

- *Unaccompanied Minors*

ORR continued its support of care for unaccompanied refugee minors in the U.S. The majority of these children are identified in countries of first asylum as requiring foster care upon their arrival in this country. A smaller percentage become reclassified as unaccompanied refugee minors after their arrival in the U.S., following a determination of eligible status (such as asylee, victim of a severe form of trafficking, or Cuban or Haitian entrant) or a determination of unaccompanied status (due to post-resettlement family breakdown). Two national voluntary agencies—the United States Conference of Catholic Bishops (USCCB) and the Lutheran Immigration and Refugee Service (LIRS) -- place unaccompanied refugee minors in licensed child welfare programs operated by their local Catholic Charities and Lutheran Social Service affiliate agencies. ORR works with states on implementation and oversight of the program; states contract with the identified child welfare agencies, which provide services to unaccompanied refugee minors.

Each refugee minor in the care of this program is eligible for the same range of child welfare benefits as non-refugee children. Where possible, the child is placed with an affiliated agency of USCCB and LIRS in an area with nearby families of the same ethnic background. Depending on their individual needs, the minors are placed in home foster care, group care, independent living, or residential treatment. Foster parents must be licensed by their state or county child welfare provider and receive on-going training in child welfare matters. Foster parents come from a diversity of ethnic and linguistic backgrounds, and they receive special training on the adjustment needs of refugee youth. ORR reimburses costs incurred on behalf of each child until the month after his eighteenth birthday or such higher age as is permitted under the state's plan under title IV-B of the Social Security Act. Allowable services through the URM program include:

- Appropriate and least restrictive placement
- Family tracing and reunification, where possible
- Health care
- Mental health care
- Social adjustment
- English language training
- Education and vocational training

- Career planning and employment
- Preparation for independent living and social integration
- Preservation of heritage: ethnic, religious, cultural and linguistic

By the end of FY 2000, only 199 refugee youth remained in the program. As a result, programs in 24 states had been phased out.

FY 2001 saw the revival of the program. More than 3,800 Sudanese youth from the Kakuma refugee camp in Kenya arrived in the U.S. to begin a new life. These youth—dubbed the Lost Boys of Sudan due to their mass exodus from the war in Sudan—ranged in ages from 11 to 27. Almost 500 of these youth had not attained the age of 18 and were placed in the unaccompanied minor program.

In FY 2008, 300 youth entered the program, and 700 youth, from 42 countries of origin were served. The top countries of origin – represented by ten or more children in care – include: Sudan, Liberia, Honduras, Haiti, Somalia, Afghanistan, Burma, Guatemala, Democratic Republic of Congo, Mexico, China, and Rwanda.

Unaccompanied refugee minors resided in the following states in FY 2008: Arizona, California, Colorado, the District of Columbia, Florida, Massachusetts, Michigan, Mississippi, North Dakota, New York, Pennsylvania, Texas, Utah, Virginia, and Washington.

2. Public/Private Partnerships

In March 2000, ORR published a final rule which amended the requirements governing refugee cash assistance. The final rule offered states flexibility and choice in how refugee cash assistance and services could be delivered to refugees not eligible for Temporary Assistance for Needy Families (TANF) or Supplemental Security Income (SSI).

States have the option of entering into a partnership with local resettlement agencies to administer the program through a public/private refugee cash assistance (RCA) program. The partnerships facilitate the successful resettlement of refugees by integrating cash assistance with resettlement services and ongoing case management. Through these public/private RCA programs, states are permitted to include employment incentives that support the refugee program's goal of family self-sufficiency and social adjustment in the shortest possible time after arrival. To be eligible for the public/private RCA program, a refugee must meet the income eligibility standard jointly established by the state and local resettlement agencies in the state. The goal of the public/private partnership is to promote more effective and better quality resettlement services through linkages between the initial placement of refugees and the refugee cash assistance program.

Five states have been approved to operate public/private partnerships: Maryland, Texas, Oregon, Oklahoma, and Minnesota. States and local resettlement agencies are encouraged to look at different approaches and to be creative in designing a program that will help refugees to establish a sound economic foundation during the eight-month RCA period.

3. Wilson/Fish Alternative Program

The Wilson/Fish (W/F) amendment to the Immigration and Nationality Act, contained in the *FY 1985 Continuing Resolution on Appropriations*, directed the Secretary of the Department of Health and Human

Services to develop alternatives to the traditional state-administered refugee resettlement program for the purpose of:

- Increasing refugee self-sufficiency;
- Avoiding welfare dependency; and
- Increasing coordination among service providers and resettlement agencies.

The W/F authority allows projects to establish or maintain a refugee program in a state where the state is not participating in the refugee program or is withdrawing from all or a portion of the program. These projects are considered under Category 1 in the W/F announcement.

The W/F authority also provides public or private non-profit agencies the opportunity to develop new approaches for the provision of cash and medical assistance, social services, and case management. These projects are considered under Category 2 in the W/F announcement.

No additional funding is appropriated for W/F projects; funds are drawn from regular cash/medical/administration (CMA) and social services formula allocations. FY 2008 funding to W/F totaled \$33.3 million of which \$25.8 million was CMA funding and the remaining \$7.5 million was through formula social services.

Wilson/Fish alternative projects typically contain several of the following elements:

- Creation of a “front-loaded” service system which provides intensive services to refugees in the early months after arrival with an emphasis on early employment.
- Integration of case management, cash assistance, and employment services generally under a single agency that is culturally and linguistically equipped to work with refugees.
- Innovative strategies for the provision of cash assistance, through incentives, bonuses and income disregards which are tied directly to the achievement of employment goals outlined in the client self-sufficiency plan.

In FY 2008, ORR funded twelve W/F programs which operate throughout the following eleven states and one county: Alabama, Alaska, Colorado, Idaho, Kentucky, Louisiana, Massachusetts, Nevada, North Dakota, South Dakota, Vermont and San Diego County, CA. Each program is unique in its structure and operation, but all work to fill the role of a typical state-administered refugee assistance program.

- Three W/F programs (CO, MA and ND) are administered by the state, but their service delivery methods differ from traditional state-administered programs.
- Eight programs are administered by private agencies (AL - Catholic Social Services of Mobile; AK - Catholic Social Services of Anchorage; ID - Mountain states Group; KY - Catholic Charities of Louisville; LA – Catholic Community Services of Baton Rouge, NV - Catholic Charities of Southern Nevada; SD - Lutheran Social Services of South Dakota; and San Diego County - Catholic Charities of San Diego).
- In Vermont cash assistance and case management is administered by a private non-profit agency while employment and other social services is administered by the state.

In FY 2008, approximately 19,909 clients received services and assistance through the W/F program of which 11,900 received cash and medical assistance and 9,395 received employment services.

As in past years, W/F Program Directors worked closely with ORR staff to establish outcome goal plans for their programs. The program goals established for FY 2008 were based on the program measures adopted for the state-administered program. For an explanation of each program measure and the outcomes for each project, see the section entitled, *Partnerships to Improve Employment and Self-Sufficiency Outcomes*.

Wilson/Fish Grantees			
State/County Grantee	RCA for TANF-Types	RMA Funds to W/F Grantee	Social Services Funds to W/F Grantee
Alabama – Catholic Social Services of Mobile (Cat. 1)	No	Yes	Yes
Alaska – Catholic Social Services Anchorage (Cat. 1)	No	Yes	Yes
Colorado Department of Human Services (Cat. 2)	Yes	No	Yes
Idaho – Mountain States Group (Cat. 1)	Yes	No	Yes
Kentucky – Catholic Charities of Louisville (Cat. 1)	No	Yes	Yes
Louisiana – Catholic Charities Diocese of Baton Rouge (Cat. 1)	No	No	Yes
Massachusetts Office of Refugees and Immigrants (Cat. 2)	No	No	Yes
Nevada – Catholic Charities of Southern Nevada (Cat. 1)	No	Yes	Yes
North Dakota Department of Human Services (Cat. 2)	Yes	No	Yes

San Diego – Catholic Charities (Cat. 2)	Yes	No	Yes
South Dakota – LSS of South Dakota (Cat. 1)	Yes	No	Yes
Vermont – USCRI (Cat. 2)	Yes	No	No

4. Voluntary Agency Matching Grant Program

CY 2008 was another successful year for the Voluntary Agency Matching Grant Program (MG). During the year, 29,643 refugees, Cuban/Haitian entrants, asylees and certified victims of human trafficking enrolled in the Matching Grant Program, with 1,388 clients funded solely by private dollars. MG services were provided in 219 offices in 43 states across the U.S. MG service providers successfully employed 57 percent of all employable adults, resulting in a 62 percent self-sufficiency rate at day 120 and 78 percent self-sufficiency rate at day 180. The MG program also boasts an average hourly wage of \$8.68 and an extremely low 120-day out-migration rate of 4 percent.

Of the number of highlights in the 2008 year, one of the largest was the \$2.16 million one-time supplemental awarded to the agencies that allowed service to an additional 983 clients. This funding was greatly needed due to the high number of refugee arrivals in 2008. Even with the supplemental awards, MG agencies used all of their matching grant per-capita “slots” by November, leaving December and January with virtually no MG services throughout the country.

Another change that affected the MG program in 2008 was the policy making special immigrant visa (SIV) holders eligible for ORR services. Beginning Dec. 26, 2007 (in the first quarter of FY 2008) and continuing into 2008 and 2009, a series of federal statutes were passed that made Iraqi and Afghan Special Immigrants (SIVs) eligible for ORR benefits and services (as well as federal benefits, entitlements, and resettlement services) to the same extent as refugees, and (in December 2009) for the same time period as refugees. ORR published a series of ORR State Letters (guidance to the field) announcing the eligibility of SIVs for ORR benefits and services. As a result of this legislation, beginning in December 2007, SIVs became eligible for ORR programs, benefits and services, including the MG Program. This also increased the demand for the MG program. Although there were only 281 SIV holders enrolled in MG during 2008, the number is expected to increase as the number of SIV holders increases. For a complete breakdown of MG enrollment by immigration status, see the chart below.

PY08 MG Enrollment by Immigration Status		
	Total Enrolled	Percent of Total
Refugee	22,399	75.57%
Asylees	2,797	9.44%
Cuban/Haitian Entrants	4,126	13.92%
SIV	281	0.95%
Victim of Trafficking	37	0.12%
Amerasian	3	0.01%
Total	29,640	100.00%

Church World Service (CWS) received \$4,747,600 to enroll 2,158 clients. CWS served 2,245 clients, including the provision of Matching Grant services to an additional 87 clients through private resources. Several field offices experienced an increase in the 180-day self-sufficiency rates of their match grant clients: Denver, CO from 77 percent to 89 percent; Buffalo, NY from 63 percent to 80 percent; Knoxville, TN from 84 percent to 97 percent, and; Dallas, TX from 79 percent to 94 percent. Rates at the Omaha, NE office reached 100 percent.

One highlight came from the Indianapolis affiliate, which instituted the comprehensive Language and Cultural Orientation for Refugees program (LCOR). LCOR attendees participated in a curriculum designed to enhance English proficiency, provide cultural orientation, and teach job skills. The program also included a financial literacy component. This program led to improvements in their employment program and is an effective means to assure holistic self-sufficiency.

CHURCH WORLD SERVICE			
Measures	Cases	Individuals	Percentage
Enrolled	884	2,245	
Self-sufficient 120 days	652	1,626	62.1%
Self-sufficiency retention at 180 days	722	1,643	
Overall self-sufficiency at 180 days	10,781	24,809	78.3%
Entered Employment		775	79.8%
Average Hourly Wage		\$8.68	
Health Benefits		330	49.7%

Episcopal Migration Ministries (EMM) received \$3,179,000 to enroll 1,445 clients. EMM enrolled 1,488 clients into the MG program, including the provision of Matching Grant services to an additional 43 clients through private resources. The majority of populations enrolled in descending order are as follows: Burmese, Cuban, Iraqi, Bhutanese, and Burundi.

In PY 2008, MG coordinators and job developers at EMM were creative in developing relationships with new employers and engaging new community partners in order to provide services to their clients. The strategies employed by affiliate staff resulted in programmatic successes in the face of the economic downturn, particularly during the final trimester of PY 2008. For example, Fargo, Grand Forks, Richmond, Harrisonburg, and New Haven achieved a 100 percent self-sufficiency outcome for clients completing their 180th day in the final trimester of PY 2008. Similarly, Knoxville, Chattanooga, and Trenton achieved a 100 percent self-sufficiency outcome for clients completing their 120th day during the final trimester.

EPISCOPAL MIGRATION MINISTRIES			
Measures	Cases	Individuals	Percentage
Enrolled	575	1,488	
Self-sufficient 120 days	425	1,090	67.4%
Self-sufficiency retention at 180 days	394	986	95.9%
Overall self-sufficiency at 180 days	581	1,473	80.5%
Entered Employment		488	67.3%
Average Hourly Wage		\$8.50	
Health Benefits		228	52.4%

Ethiopian Community Development Council (ECDC) received \$1,537,800 to enroll 699 clients in CY 2008. ECDC enrolled 699 clients, including 682 refugees and 14 asylees.

ECDC's Houston affiliate took an innovative approach with the development of an agency-wide self-sufficiency program, in which different programs within the organization collaborate and share costs. Three self-sufficiency teams, comprised of personnel in the various Alliance programs (R&P, MG, Employment, Case Management, After-School, Refugee Healthy Marriage, Driver's Education, Adult Literacy and Resource Development) were created. Upon arrival, clients are given an initial orientation by each team. During the initial orientation, each team meets with clients to inform them about all available programs and give them the opportunity to choose which programs they would like to enroll in.

ETHIOPIAN COMMUNITY DEVELOPMENT COUNCIL			
Measures	Cases	Individuals	Percentage
Enrolled	255	699	
Self-sufficient 120 days	148	439	67.2%
Self-sufficiency retention at 180 days	155	388	94.9%
Overall self-sufficiency at 180 days	216	572	73.5%
Entered Employment		192	49.9%
Average Hourly Wage		\$8.43	
Health Benefits		134	70.9%

Hebrew Immigrant Aid Society (HIAS) received \$1,588,400 to enroll 722 clients in PY 2008. HIAS enrolled 710 clients into the program. The majority of the populations enrolled were Burmese and Iranian.

Three new affiliates enrolled clients in the Matching Grant Program: Columbus, Philadelphia and Pittsburgh. These affiliates are among their fastest growing free case sites and had good job placement rates in other programs prior to entering the MG program.

One highlight in 2008 was in the area of wage rates, which have increased to \$9.06 for full-time jobs and \$9.55 for part-time jobs.

HEBREW IMMIGRANT AID SOCIETY			
Measures	Cases	Individuals	Percentage
Enrolled	327	710	
Self-sufficient 120 days	222	463	65.3%
Self-sufficiency retention at 180 days	300	579	94.9%
Overall self-sufficiency at 180 days	318	611	72.9%
Entered Employment		284	61.1%
Average Hourly Wage		\$9.06	
Health Benefits		138	62.2%

International Rescue Committee (IRC) received \$8,434,800 to enroll 3,834 clients in PY 2008. IRC offices enrolled 3,835 new clients in the Matching Grant program, including one client with private agency funds. More than 40 ethnicities were served through the IRC Matching Grant program.

The Atlanta office implemented an innovative approach to employment. Many jobs in outlying areas of Atlanta were not readily accessible via public transportation. In order to take advantage of these employment opportunities, IRC staff placed recently-arrived clients in jobs where they could be matched up with other IRC clients who have been in the country longer and have a car and driver's license. By

maximizing private carpool arrangements, IRC placed a large number of clients in good jobs in the outer metro area, with excellent retention rates.

INTERNATIONAL RESCUE COMMITTEE			
Measures	Cases	Individuals	Percentage
Enrolled	1,486	3,835	
Self-sufficient 120 days	794	2,035	60.0%
Self-sufficiency retention at 180 days	1,125	2,894	95.2%
Overall self-sufficiency at 180 days	1,299	3,432	78.2%
Entered Employment		1,028	51.5%
Average Hourly Wage		\$9.32	
Health Benefits		493	56.0%

Lutheran Immigration and Refugee Services (LIRS) received \$8,056,400 to enroll 3,662 clients in PY 2008. The LIRS affiliate network served all 3,662 clients this year. Primary ethnicities served were Cuban, Burmese, Iraqi and Bhutanese.

Some important accomplishments in 2008 were related to technology. Throughout PY 2008, affiliate and national staff began to implement the Immigration and Refugee Information System (IRIS), LIRS’ long-awaited database. All enrollments, reports, and case notes will now be completed in IRIS. This will substantially reduce the workload of both local and national staff, freeing up time to maximize services to clients, nurture community relationships, and enrich training opportunities. On the local level, many sites began to more creatively use technology to support their programs. A large number of network agencies have computer labs for online job searches, applications, and resume writing.

LUTHERAN IMMIGRATION AND REFUGEE SERVICE			
Measures	Cases	Individuals	Percentage
Enrolled	1,611	3,662	
Self-sufficient 120 days	1,063	2,451	60.7%
Self-sufficiency retention at 180 days	1,211	2,887	96.0%
Overall self-sufficiency at 180 days	1,543	3,501	79.5%
Entered Employment		1,254	54.5%
Average Hourly Wage		\$8.61	
Health Benefits		735	64.9%

United States Conference of Catholic Bishops (USCCB) received \$18,931,000 to enroll 8,605 clients in PY 2008. USCCB served 9,874 clients through the program, including 1,269 clients through private resources. These clients were served by 64 diocesan Matching Grant program sites comprising more than 90 different nationalities and ethnic groups.

Program financial performance remained very strong in PY 2008 with the majority of diocesan Matching Grant programs developing and contributing agency resources well in excess of the 50 percent minimum match requirement. Based on financial reporting through January 2009 five sites – Allentown, Baton Rouge, Louisville, Paterson and Portland, Maine -- have provided more in agency match than they have expended in federal resources.

UNITED STATES CONFERENCE OF CATHOLIC BISHOPS			
Measures	Cases	Individuals	Percentage
Enrolled	4,218	9,874	
Self-sufficient 120 days	2,174	5,217	58.8%

Self-sufficiency retention at 180 days	2,348	5,712	92.8%
Overall self-sufficiency at 180 days	2,889	7,016	75.8%
Entered Employment		2,669	51.6%
Average Hourly Wage		\$8.66	
Health Benefits		1,389	59.1%

U.S. Committee for Refugees and Immigrants (USCRI) received \$11,873,400 to enroll 5,397 clients in PY 2008. USCRI enrolled all 5,397 clients this year. Primary ethnicities served were Cuban, Burmese, Iraqi and Bhutanese.

USCRI expanded its Match Grant programs to two additional offices in 2008: Cleveland, Ohio and Lowell, Massachusetts.

One highlight comes from the Western Kentucky Refugee Mutual Assistance Association, which boasts some of the highest and most consistent outcomes in the USCRI network. In PY 2008, the agency reported 100 percent self-sufficiency outcomes for two out of three reporting periods for 120-day self-sufficiency, 180-day self-sufficiency, and percentage of clients that entered full time employment by day 120. The combination of creative job development staff, low unemployment rates, and an accepting local labor market which continuously placed clients with Perdue Farms in PY 2008, provides a good opportunity for hard working clients to support themselves with wages averaging \$8.67 and 94 percent of full time employed individuals offered health benefits.

U.S. COMMITTEE FOR REFUGEES AND IMMIGRANTS			
Measures	Cases	Individuals	Percentage
Enrolled	2,571	5,397	
Self-sufficient 120 days	1,870	3,634	63.3%
Self-sufficiency retention at 180 days	2,051	3,874	97.8%
Overall self-sufficiency at 180 days	2,489	4,769	77.4%
Entered Employment		2,152	61.7%
Average Hourly Wage		\$8.68	
Health Benefits		787	39.0%

World Relief (WR) received \$3,812,600 to enroll 1,733 clients in PY 2008. WR enrolled all 1,733 clients this year. Primary populations served were Burmese, Cuban and Iraqi.

One highlight is the “Open Doors Job Training” program started by WR Atlanta’s employment department. It is a two day training seminar giving clients the opportunity to acquire the tools they need to secure and retain employment here in the U.S. Clients hear first hand from hiring specialists from the types of companies where many of the refugees will be working. This program provided both translators and childcare to enable optimal attendance.

WORLD RELIEF			
Measures	Cases	Individuals	Percentage
Enrolled	717	1,733	
Self-sufficient 120 days	497	1,117	59.2%
Self-sufficiency retention at 180 days	569	1,347	96.6%
Overall self-sufficiency at 180 days	621	1,489	84.0%
Entered Employment		629	57.3%
Average Hourly Wage		\$8.39	
Health Benefits		475	83.6%

Partnerships to Improve Employment and Self-Sufficiency Outcomes

In FY 2008, ORR continued its Economic Self-Sufficiency Work Group comprised of ORR staff, state coordinators, Wilson/Fish (W/F) programs, local and National Voluntary Agencies, Mutual Assistance Associations, an employment technical assistance provider, and the Department of State.

The 2008 Work Group revisited the work of a 1994 Work Group on Self-Sufficiency, which allowed ORR to develop specific performance measures that have served as a basis for reporting outcomes for state-Administered and W/F programs since 1996.

The Work Group was established so that ORR could:

- Review goals and performance measures related to refugee economic self-sufficiency.
- Clarify performance measures and select new or revised measures.
- Where possible, recommend policy and programmatic solutions to establish greater consistency and accuracy in reporting across state-Administered, W/F, and Voluntary Agency Matching Grant programs.
- Strengthen overall ORR policies and operations related to refugee economic self-sufficiency.

States and counties have been required since 1996 to establish annual outcome goals aimed at continuous improvement in the following six outcome measures:

- **Entered Employment**, defined as the entry of an active employment services participant into unsubsidized full or part time employment. This measure refers to the unduplicated number of refugees who enter employment at any time within the reporting period, regardless of how many jobs they enter during the reporting period.
- **Terminations Due to Earnings**, defined as the closing of a cash assistance case due to earned income from employment in an amount that exceeds the state's eligibility standard for the case based on family size, rendering the case over-income for cash assistance. For those clients enrolled in TANF rather than ORR-funded cash assistance programs, the cash assistance termination decision would be based on whether or not the earned income is in an amount "predicted to exceed" the state's TANF payment income standard. This measure is calculated using as the denominator the total number of refugees receiving cash assistance who entered employment.
- **Reductions Due to Earnings**, defined as a reduction in the amount of cash assistance that a case receives as a result of earned income. As with the cash assistance termination rate noted above, the cash assistance reduction rate is computed using as the denominator the total number of individuals receiving cash assistance who entered employment.
- **Average Wage at Employment**, calculated as the sum of the hourly wages for the full time placements divided by the total number of individuals placed in employment. The methodology for calculating the aggregate average wage for the nation and California counties was improved. The new methodology replaces the previous calculation of taking the mean of the average wages with a weighted average that accounts for the differences in total number of full-time entered employments between states and California counties.

- **Job Retentions**, defined as the number of persons working for wages (in any unsubsidized job) on the 90th day after initial placement. This measure refers to the number of refugees who are employed 90 days after initial employment, regardless of how many jobs they enter during the reporting period. This is a measure of continued employment in the labor market, not retention of a specific job.
- **Entered Employment with Health Benefits**, defined as a full-time job with health benefits, offered within six months of employment, regardless of whether the refugee actually accepts the coverage offered.

ORR tracked state and county performance throughout the year, with FY 2008 performance reported as follows:

- **Caseload** for services in FY 2008 totaled 76,032, representing a 10 percent increase from FY 2007 (68,999).
- **Entered Employment** totaled 36,894, or 49 percent of the total caseload (76,032), representing an almost 5 percent decrease from FY 2007 (36,805 or 53 percent).
- **Terminations Due to Earnings** totaled 8,235 or 44 percent of those entering employment who had received cash assistance. This is a decrease of 16 percentage points from FY 2007 (10,978 or 60 percent).
- **Reductions Due to Earnings** totaled 1,984, or 11 percent of those entering employment who had received cash assistance. This is an increase from FY 2007 (1,847 or 10 percent).
- **Average Wage at Placement** for those entering full-time employment was \$8.82, a \$0.18 increase from the average wage in FY 2007 (\$8.64).
- **Job Retentions** totaled 26,013 for a retention rate of 76 percent. This is an increase of three percentage points from FY 2007 (27,601 or 73 percent).
- **Entered Employment with Health Benefits** reached 19,942 or 63 percent of those entering full-time employment having health benefits available through their employer. The rate remained the same as FY 2007 (19,522 or 63 percent).

In FY 2008, the caseload (76,032) increased by 10 percent over FY 2007 (68,999). A caseload is defined as *the unduplicated number of active employable adults enrolled in employability services*. Seventy-six percent of refugees who found employment were still employed 90 days later, a 3 percent increase from FY 2007. Sixty-three percent of full-time job placements offered health insurance, remaining the same as FY 2007. The rate of job placements was 49 percent, compared to 53 percent in FY 2007. The changing demographics of the U.S. Refugee Resettlement Program present new challenges and many populations require extended employment services in order to enter the U.S. labor market and integrate into U.S. society. In addition, the declining U.S. economy made finding jobs for refugees more difficult. As more native-born Americans joined the unemployed, the competition for entry-level employment, the most likely type of employment for refugees, increased. Also, realizing the availability of more English proficient individuals in the labor market, employers sought employees with more proficient English skills. In order to address these challenges, ORR worked in closer collaboration with states and Wilson/Fish (W/F) agencies to better communicate ORR priorities and to share knowledge of promising practices that can be transferred across programs.

Twenty-three states and five California counties exceeded their entered employment rate from FY 2007. One state had the same entered employment rate as FY 2007. Also, twenty-two states and five California counties increased the termination rate of refugees terminating their cash assistance over the previous year, while Hawaii, Maryland, Montana, New Mexico, Oklahoma, and Vermont reported a termination rate of 100 percent.

Twenty-four states and six California counties improved their job retention rates over the previous year. Alabama and Mississippi reported a retention rate of 100 percent. Retention rates over 90 percent were reported in the Alabama, Mississippi, New Hampshire, North Carolina, Oregon, Rhode Island, Texas, and Vermont as well as the San Diego W/F program. Also, twenty states and five California counties improved the rate of refugees entering full-time employment offering health benefits.

In FY 2008, thirty-two states, five California counties and the San Diego W/F program improved their average wage from FY 2007. Twenty-six states, six California counties and the San Diego W/F program reported higher wages than the average aggregate wage for all states (\$8.82); Alaska (\$10.57); California (\$9.25); Colorado (\$10.07); Connecticut (\$9.54); Delaware (\$9.48); District of Columbia (\$10.47); Illinois (\$9.23); Indiana (\$8.83); Iowa (\$9.04); Kentucky (\$9.08); Maine (\$8.92); Maryland (\$9.39); Massachusetts (\$10.71); Minnesota (\$8.98); Montana (\$10.10); Nebraska (\$10.65); Nevada (\$9.54); New Jersey (\$10.52); Oklahoma (\$9.16); Oregon (\$9.29); Pennsylvania (\$9.58); South Dakota (\$10.29); Vermont (\$9.38), Virginia (\$9.35); Washington (\$9.55); Wisconsin (\$9.24), California counties of Alameda (\$9.69); Los Angeles (\$9.40); Sacramento (\$9.80); San Francisco (\$11.31); Santa Clara (\$9.32); Yolo (\$11.44) and the San Diego W/F program (\$9.28).

ORR also tracked the cost per job placement in each state and California county. This measure is the ratio of the total funds used by the state for employment services divided by the number of refugees entering employment during the fiscal year. The average unit cost for all states in FY 2008 was \$2,953.92 per job placement. This represented a \$698.22 increase from FY 2007 average unit cost of \$2,255.70.

The following pages summarize the FY 2007 and FY 2008 outcomes for all states and California counties. The caseload presented for each state and county consists of the number of refugees with whom a service provider had regular and direct involvement during the fiscal year in planned employability related activities for the purpose of assisting the refugee to find or retain employment. For job retentions, each goal and outcome is expressed as a percent of the total number of refugees who entered employment during the fiscal year. Terminations and reductions are described as a percent of the total number of refugees receiving cash assistance who entered employment. Health benefits availability is presented as a percentage of the total number of refugees who entered full time employment.

All States (Aggregate)	FY 2007		FY 2008	
	Caseload Entered	68,999		76,032
Employments	36,805	53%	36,894	49%
Terminations	10,978	60%	8,235	44%
Reductions	1,847	10%	1,984	11%
Average Wage	\$8.29		\$8.82	
Retentions	27,601	73%	26,013	76%
Health Benefits	19,522	63%	19,942	63%

Arkansas	FY 2007		FY 2008	
	Caseload Entered	0		3
Employments	0	0%	0	0%
Terminations	0	0%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$0.00		\$0.00	
Retentions	0	0%	0	0%
Health Benefits	0	0%	0	0%

Alabama	FY 2007		FY 2008	
	Caseload Entered	117		124
Employments	65	56%	98	79%
Terminations	13	46%	26	46%
Reductions	2	7%	13	23%
Average Wage	\$8.76		\$8.30	
Retentions	53	100%	82	100%
Health Benefits	39	63%	66	70%

Colorado	FY 2007		FY 2008	
	Caseload Entered	771		907
Employments	359	47%	444	49%
Terminations	264	99%	343	99%
Reductions	4	1%	5	1%
Average Wage	\$9.51		\$10.07	
Retentions	358	87%	365	85%
Health Benefits	305	91%	365	88%

Alaska	FY 2007		FY 2008	
	Caseload Entered	165		166
Employments	64	39%	65	39%
Terminations	19	45%	24	51%
Reductions	22	7%	23	49%
Average Wage	\$9.43		\$10.57	
Retentions	51	86%	55	85%
Health Benefits	22	43%	21	41%

Connecticut	FY 2007		FY 2008	
	Caseload Entered	190		184
Employments	190	100%	177	96%
Terminations	11	24%	18	43%
Reductions	3	7%	1	2%
Average Wage	\$10.31		\$9.54	
Retentions	187	82%	169	85%
Health Benefits	69	44%	110	74%

Arizona	FY 2007		FY 2008	
	Caseload Entered	332		753
Employments	184	55%	544	72%
Terminations	0	0%	35	13%
Reductions	2	3%	0	0%
Average Wage	\$7.81		\$7.90	
Retentions	110	70%	214	37%
Health Benefits	152	86%	319	60%

Delaware	FY 2007		FY 2008	
	Caseload Entered	81		70
Employments	47	58%	35	50%
Terminations	11	58%	5	63%
Reductions	3	16%	3	38%
Average Wage	\$10.21		\$9.48	
Retentions	25	61%	12	63%
Health Benefits	4	19%	1	9%

Dist. of Columbia	FY 2007		FY 2008	
Caseload Entered	256		216	
Employments	89	35%	102	47%
Terminations	57	76%	68	75%
Reductions	0	0%	0	0%
Average Wage	\$9.48		\$10.47	
Retentions	79	94%	73	76%
Health Benefits	43	62%	23	32%

Idaho	FY 2007		FY 2008	
Caseload Entered	282		328	
Employments	234	83%	240	73%
Terminations	105	84%	106	92%
Reductions	0	0%	2	2%
Average Wage	\$8.22		\$8.77	
Retentions	214	85%	197	84%
Health Benefits	181	85%	129	75%

Florida	FY 2007		FY 2008	
Caseload Entered	23,253		27,793	
	12,356	53%	11,817	43%
Employments	5,569		2,389	
	92%	0%	0%	0%
Reductions	0		0	
Average Wage	\$8.43		\$8.41	
Retentions	8,521	70%	8,563	73%
Health Benefits	6,330	56%	5,939	56%

Illinois	FY 2007		FY 2008	
Caseload Entered	1,130		1,321	
Employments	869	77%	795	60%
Terminations	280	61%	274	47%
Reductions	99	22%	126	22%
Average Wage	\$8.13		\$9.23	
Retentions	775	89%	482	59%
Health Benefits	681	88%	641	89%

Due to low assistance payment levels, almost all refugees in Florida terminate assistance when they enter employment.

Georgia	FY 2007		FY 2008	
Caseload Entered	1,036		1,364	
Employments	480	46%	615	45%
Terminations	8	27%	9	17%
Reductions	1	3%	4	8%
Average Wage	\$8.69		\$8.71	
Retentions	459	91%	554	84%
Health Benefits	432	91%	595	98%

Indiana	FY 2007		FY 2008	
Caseload Entered	174		1,182	
Employments	174	100%	348	29%
Terminations	46	79%	85	40%
Reductions	0	0%	0	0%
Average Wage	\$9.00		\$8.83	
Retentions	66	69%	138	40%
Health Benefits	168	97%	69	20%

Hawaii	FY 2007		FY 2008	
Caseload Entered	0		7	
Employments	0	0%	7	100%
Terminations	0	0%	1	100%
Reductions	0	0%	0	0%
Average Wage	\$0.00		\$7.45	
Retentions	0	0%	1	14%
Health Benefits	0	0%	4	100%

Iowa	FY 2007		FY 2008	
Caseload Entered	403		441	
Employments	235	58%	285	65%
Terminations	44	79%	65	68%
Reductions	30	0%	0	0%
Average Wage	\$9.19		\$9.04	
Retentions	219	96%	228	87%
Health Benefits	183	94%	231	92%

*Hawaii did not submit data in FY 2007.

Kansas	FY 2007		FY 2008	
Caseload Entered	403		441	
Employments	235	58%	285	65%
Terminations	44	79%	65	68%
Reductions	5	24%	9	17%
Average Wage	\$8.22		\$8.26	
Retentions	60	83%	75	81%
Health Benefits	59	89%	54	68%

Maryland	FY 2007		FY 2008	
Caseload Entered	1,020		1,082	
Employments	634	62%	736	68%
Terminations	284	100%	369	100%
Reductions	0	0%	0	0%
Average Wage	\$9.33		\$9.39	
Retentions	558	83%	705	87%
Health Benefits	406	79%	500	81%

Kentucky	FY 2007		FY 2008	
Caseload Entered	1,107		1,219	
Employments	733	66%	646	53%
Terminations	488	82%	463	82%
Reductions	42	7%	37	17%
Average Wage	\$8.83		\$9.08	
Retentions	602	87%	565	85%
Health Benefits	652	92%	547	89%

Massachusetts	FY 2007		FY 2008	
Caseload Entered	1,117		1,149	
Employments	841	75%	884	77%
Terminations	403	82%	397	59%
Reductions	82	17%	264	0%
Average Wage	\$10.34		\$10.71	
Retentions	708	84%	671	84%
Health Benefits	573	88%	533	88%

Louisiana	FY 2007		FY 2008	
Caseload Entered	131		267	
Employments	68	52%	193	72%
Terminations	42	70%	50	29%
Reductions	10	17%	27	16%
Average Wage	\$7.54		\$7.92	
Retentions	53	75%	89	79%
Health Benefits	29	58%	80	51%

Michigan	FY 2007		FY 2008	
Caseload Entered	977		2,457	
Employments	357	37%	517	21%
Terminations	76	45%	122	29%
Reductions	71	42%	91	22%
Average Wage	\$7.74		\$8.35	
Retentions	257	61%	300	59%
Health Benefits	146	60%	180	59%

Maine	FY 2007		FY 2008	
Caseload Entered	324		267	
Employments	176	54%	141	53%
Terminations	40	53%	0	0%*
Reductions	19	25%	0	0%
Average Wage	\$9.10		\$8.92	
Retentions	93	61%	34	15%
Health Benefits	30	21%	57	53%

Minnesota	FY 2007		FY 2008	
Caseload Entered	3,024		3,121	
Employments	1,661	55%	1,900	61%
Terminations	407	33%	250	21%
Reductions	309	25%	114	9%
Average Wage	\$8.65		\$8.98	
Retentions	869	44%	809	74%
Health Benefits	471	37%	530	37%

*Maine did not have data for this outcome.

Missouri	FY 2007		FY 2008	
Caseload Entered	1,377		649	
Employments	292	21%	240	37%
Terminations	13	54%	34	63%
Reductions	8	33%	20	37%
Average Wage	\$7.91		\$8.55	
Retentions	219	69%	225	78%
Health Benefits	215	85%	181	82%

New Hampshire	FY 2007		FY 2008	
Caseload Entered	128		175	
Employments	107	84%	123	70%
Terminations	21	100%	13	81%
Reductions	0	0%	3	19%
Average Wage	\$8.28		\$8.36	
Retentions	82	76%	79	90%
Health Benefits	82	82%	105	100%

Montana	FY 2007		FY 2008	
Caseload Entered	52		30	
Employments	32	62%	9	30%
Terminations	1	100%	3	100%
Reductions	0	0%	0	0%
Average Wage	\$9.25		\$10.10	
Retentions	21	78%	7	78%
Health Benefits	1	6%	0	0%

New Jersey	FY 2007		FY 2008	
Caseload Entered	1,044		785	
Employments	320	31%	255	32%
Terminations	0	0%	9	38%
Reductions	1	2%	2	8%
Average Wage	\$9.60		\$10.52	
Retentions	212	68%	199	78%
Health Benefits	225	80%	212	95%

Nebraska	FY 2007		FY 2008	
Caseload Entered	141		254	
Employments	110	78%	145	57%
Terminations	43	77%	100	86%
Reductions	3	5%	16	14%
Average Wage	\$9.89		\$10.65	
Retentions	74	61%	99	68%
Health Benefits	100	91%	134	94%

New Mexico	FY 2007		FY 2008	
Caseload Entered	295		386	
Employments	199	67%	196	51%
Terminations	8	80%	8	100%
Reductions	0	0%	0	0%
Average Wage	\$7.79		\$8.26	
Retentions	177	76%	0*	83%
Health Benefits	157	87%	154	86%

*Due to ORR performance reporting changes, New Mexico did not enter data for the number of refugees who retained employment.

Nevada	FY 2007		FY 2008	
Caseload Entered	829		1,332	
Employments	571	69%	1,041	78%
Terminations	259	64%	259	52%
Reductions	13	3%	41	8%
Average Wage	\$9.65		\$9.54	
Retentions	332	60%	496	67%
Health Benefits	467	98%	674	77%

New York	FY 2007		FY 2008	
Caseload Entered	3,344		2,437	
Employments	1,670	50%	1,280	53%
Terminations	5	2%	13	4%
Reductions	252	98%	316	96%
Average Wage	\$9.13		\$8.74	
Retentions	800	66%	1,055	65%
Health Benefits	873	59%	743	64%

North Carolina	FY 2007		FY 2008	
Caseload Entered	775		903	
Employments	757	98%	835	92%
Terminations	91	98%	264	92%
Reductions	2	2%	24	8%
Average Wage	\$8.91		\$8.45	
Retentions	623	95%	707	96%
Health Benefits	633	86%	751	96%

Oregon	FY 2007		FY 2008	
Caseload Entered	2,452		2,032	
Employments	1,207	49%	1,016	50%
Terminations	436	79%	388	83%
Reductions	117	21%	77	17%
Average Wage	\$8.86		\$9.29	
Retentions	1,136	92%	941	92%
Health Benefits	677	66%	617	66%

North Dakota	FY 2007		FY 2008	
Caseload Entered	115		216	
Employments	54	47%	83	38%
Terminations	36	75%	34	41%
Reductions	0	0%	18	22%
Average Wage	\$8.08		\$8.55	
Retentions	77	100%	52	80%
Health Benefits	51	96%	72	91%

Pennsylvania	FY 2007		FY 2008	
Caseload Entered	1,558		1,173	
Employments	1,048	67%	723	62%
Terminations	129	39%	165	78%
Reductions	48	15%	36	17%
Average Wage	\$9.57		\$9.58	
Retentions	994	83%	732	78%
Health Benefits	594	70%	451	74%

Ohio	FY 2007		FY 2008	
Caseload Entered	2,946		2,974	
Employments	1,610	55%	587	20%
Terminations	36	3%	41	10%
Reductions	15	1%	14	3%
Average Wage	\$8.42		\$8.63	
Retentions	1,542	56%	450	68%
Health Benefits	69	41%	350	66%

Rhode Island	FY 2007		FY 2008	
Caseload Entered	54		54	
Employments	51	94%	54	100%
Terminations	22	61%	19	68%
Reductions	14	39%	9	32%
Average Wage	\$8.75		\$8.12	
Retentions	63	95%	53	91%
Health Benefits	32	94%	25	76%

Oklahoma	FY 2007		FY 2008	
Caseload Entered	316		422	
Employments	46	15%	145	34%
Terminations	26	100%	91	100%
Reductions	0	0%	0	0%
Average Wage	\$9.85		\$9.16	
Retentions	36	97%	53	53%
Health Benefits	30	97%	81	86%

San Diego (W/F)	FY 2007		FY 2008	
Caseload Entered	801		2,182	
Employments	367	46%	450	21%
Terminations	251	68%	237	53%
Reductions	19	5%	22	5%
Average Wage	\$8.54		\$9.28	
Retentions	254	85%	320	94%
Health Benefits	109	43%	93	38%

FY 2008 is the fourth year that ORR has reported the Wilson/Fish Alternative program in San Diego County as a separate program. Because this is a program separate from the California state program, the outcomes reported here are not included in the California state results.

South Carolina	FY 2007		FY 2008	
Caseload	62		93	
Entered	58	94%	50	54%
Employments				
Terminations	1	50%	3	23%
Reductions	0	0%	0	0%
Average Wage	\$8.05		\$8.00	
Retentions	32	55%	26	62%
Health Benefits	42	98%	32	84%

Utah	FY 2007		FY 2008	
Caseload	712		1,044	
Entered	429	60%	678	65%
Employments				
Terminations	40	38%	49	20%
Reductions	13	12%	107	44%
Average Wage	\$7.68		\$8.41	
Retentions	474	89%	560	86%
Health Benefits	314	79%	332	56%

South Dakota	FY 2007		FY 2008	
Caseload	401		406	
Entered	347	87%	301	74%
Employments				
Terminations	101	77%	132	91%
Reductions	30	23%	13	9%
Average Wage	\$9.57		\$10.29	
Retentions	260	76%	237	81%
Health Benefits	262	96%	245	96%

Vermont	FY 2007		FY 2008	
Caseload	86		212	
Entered	67	78%	92	43%
Employments				
Terminations	34	97%	61	100%
Reductions	1	3%	0	0%
Average Wage	\$9.23		\$9.38	
Retentions	60	86%	75	93%
Health Benefits	46	78%	42	51%

Tennessee	FY 2007		FY 2008	
Caseload	588		189	
Entered	184	31%	99	52%
Employments				
Terminations	3	21%	14	29%
Reductions	0	0%	0	0%
Average Wage	\$7.59		\$7.92	
Retentions	129	85%	0*	65%
Health Benefits	132	77%	75	79%

Virginia	FY 2007		FY 2008	
Caseload	1,049		934	
Entered	966	92%	859	92%
Employments				
Terminations	72	73%	147	91%
Reductions	1	1%	0	0%
Average Wage	\$9.35		\$9.35	
Retentions	743	68%	0*	0%
Health Benefits	687	87%	608	87%

* Due to ORR performance reporting changes, Tennessee did not submit data regarding the number of refugees who retained employment.

*Due to reporting complications, Virginia could not provide retention data.

Texas	FY 2007		FY 2008	
Caseload	2,173		3,155	
Entered	1,846	85%	3,028	96%
Employments				
Terminations	19	2%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$8.12		\$8.63	
Retentions	1,480	87%	2,183	92%
Health Benefits	1,153	66%	1,680	68%

Washington	FY 2007		FY 2008	
Caseload	1,937		2,751	
Entered	937	48%	1,078	39%
Employment				
Terminations	469	71%	365	55%
Reductions	186	28%	47	7%
Average Wage	\$9.25		\$9.55	
Retentions	687	72%	748	82%
Health Benefits	228	34%	253	30%

West Virginia	FY 2007		FY 2008	
Caseload Entered	3		6	
Employments	3	100%	0	0%
Terminations	3	100%	0	0%
Reductions	0	0%	0	0%
Average Wage	\$7.33		\$8.00	
Retentions	3	100%	0	0%
Health Benefits	2	67%	0	0%

Wisconsin	FY 2007		FY 2008	
Caseload Entered	1,510		1,391	
Employments	628	42%	606	44%
Terminations	200	93%	204	97%
Reductions	3	1%	4	2%
Average Wage	\$8.98		\$9.24	
Retentions	557	86%	428	90%
Health Benefits	469	73%	432	75%

Wyoming is currently the only state without a refugee resettlement program.

State of California

California (Aggregate)	FY 2007		FY 2008	
Caseload Entered	8,150		5,173	
Employments	3,008	37%	2,243	43%
Terminations	479	22%	443	27%
Reductions	447	20%	496	30%
Average Wage	\$8.92		\$9.25	
Retentions	2,217	74%	1,876	80%
Health Benefits	897	39%	604	38%

California Counties

Alameda	FY 2007		FY 2008	
Caseload Entered	164		142	
Employments	113	69%	72	51%
Terminations	15	75%	30	83%
Reductions	5	25%	6	17%
Average Wage	\$10.55		\$9.69	
Retentions	102	89%	45	63%
Health Benefits	91	84%	53	76%

Fresno	FY 2007		FY 2008	
Caseload Entered	368		446	
Employments	225	61%	307	69%
Terminations	33	34%	11	9%
Reductions	54	55%	69	57%
Average Wage	\$7.89		\$8.00	
Retentions	158	53%	162	67%
Health Benefits	161	74%	172	59%

Los Angeles	FY 2007		FY 2008	
Caseload Entered	4,024		1,485	
Employments	1,018	25%	515	35%
Terminations	200	20%	231	47%
Reductions	83	8%	242	49%
Average Wage	\$8.70		\$9.40	
Retentions	639	70%	609	98%
Health Benefits	60	10%	4	3%

Merced	FY 2007		FY 2008	
Caseload Entered	227		126	
	70	31%	36	29%
Employments				
Terminations	14	34%	1	4%
Reductions	27	66%	9	35%
Average Wage	\$8.25		\$8.00	
Retentions	28	45%	21	50%
Health Benefits	39	68%	16	50%

San Francisco	FY 2007		FY 2008	
Caseload Entered	44		35	
	25	57%	15	43%
Employments				
Terminations	4	16%	3	20%
Reductions	5	20%	12	80%
Average Wage	\$11.73		\$11.31	
Retentions	21	88%	10	100%
Health Benefits	0	0%	1	17%

Orange	FY 2007		FY 2008	
Caseload Entered	326		184	
	120	37%	74	40%
Employments				
Terminations	17	20%	15	21%
Reductions	0	0%	0	0%
Average Wage	\$8.54		\$8.51	
Retentions	108	84%	66	83%
Health Benefits	32	36%	18	38%

San Joaquin	FY 2007		FY 2008	
Caseload Entered	344		170	
	146	42%	65	38%
Employments				
Terminations	2	4%	0	0%
Reductions	11	20%	0	0%
Average Wage	\$7.80		\$8.56	
Retentions	59	41%	39	46%
Health Benefits	0	0%	3	5%

Sacramento	FY 2007		FY 2008	
Caseload Entered	1,683		1,582	
	868	52%	798	50%
Employments				
Terminations	72	14%	49	10%
Reductions	120	24%	77	16%
Average Wage	\$9.27		\$9.80	
Retentions	784	87%	678	81%
Health Benefits	384	47%	205	28%

Santa Clara	FY 2007		FY 2008	
Caseload Entered	295		248	
	167	57%	159	64%
Employments				
Terminations	57	45%	59	43%
Reductions	13	10%	13	10%
Average Wage	\$9.68		\$9.32	
Retentions	142	85%	115	83%
Health Benefits	111	79%	98	81%

San Diego	FY 2007		FY 2008	
Caseload Entered	406		583	
	169	42%	85	15%
Employments				
Terminations	54	32%	17	20%
Reductions	93	55%	68	80%
Average Wage	\$8.22		\$7.81	
Retentions	99	74%	40	37%
Health Benefits	13	12%	34	77%

Yolo	FY 2007		FY 2008	
Caseload Entered	155		172	
	76	49%	117	68%
Employments				
Terminations	11	15%	27	23%
Reductions	27	38%	0	0%
Average Wage	\$10.41		\$11.44	
Retentions	64	82%	91	88%
Health Benefits	3	8%	0	0%

Discretionary Grants

During FY 2008, ORR continued to fund a wide range of discretionary grants targeting individuals and communities with special needs. Unlike formula social service programs, these funds are awarded competitively and may provide services to refugees who have been in the U.S. for more than 60 months.

Individual Development Account Program

Individual development accounts (IDAs) are matched savings accounts available for the purchase of specific assets. Under the IDA program the matching funds, together with the refugee's own savings, are available for purchasing one (or more) of four savings goals: home purchase; microenterprise capitalization; post-secondary education or training; and purchase of an automobile if necessary for employment or educational purposes. Previous ORR grants allowed matches of up to \$2 for every \$1 deposited by a refugee. Under past grant programs the purchase of a computer in support of a refugee's education or microbusiness also was allowed.

Under the ORR-funded program, grantees provide matched savings accounts to refugees whose annual income is less than 200 percent of the poverty level and whose assets, exclusive of a personal residence and one vehicle, are less than \$10,000. Grantees provide matches of up to \$1 for every \$1 deposited by a refugee in a savings account. The total match amount provided may not exceed \$2,000 for individuals or \$4,000 for households. Upon enrolling in an IDA program, a refugee signs a savings plan agreement. This agreement specifies the savings goal, the match rate, and the amount the refugee will save each month.

The IDA grantees provide basic financial training which is intended to assist refugees in understanding the American financial system. The IDA grantees also provide training focused on the specific savings goals. The specialized training ensures that refugees receive appropriate information on purchasing and managing their asset purchases. For example, grantees provide training on how to purchase a home or how to develop a business plan for a microenterprise.

ORR has funded IDA programs in FY 1999, FY 2000, FY 2002, FY 2005, and FY 2007. All grants from the first three cycles have ended.

Account Activity. From the beginning of the program in FY 1999 through the end of FY 2008, over 21,500 participants opened accounts. Participants who completed the program between 1999 and September 2008 saved over \$38 million, which was matched by \$59 million. During the FY 2006 to FY 2008 time period, 1,944 participants entered the program. Participants entering the program in FY 2006 or later had the following asset purchase goals: home, 40 percent; microenterprise, 32 percent; post-secondary education, 21 percent; vehicles, 7 percent. Participants entering the program in FY 2006 or later have savings goals totaling \$5,574,071, and had saved \$2,715,996 as of September 30, 2008.

Asset Purchases. Since the inception of the program, participants have purchased assets with a total value of nearly \$358 million. The assets purchased included 11,470 vehicles (to maintain or upgrade employment); 4,102 homes; 1,447 computers; 1,866 post-secondary education courses; and 2,053 microenterprise assets (for business start-up, expansion, or enhancement). Since FY 2006, 394 accounts have had a matched withdrawal, purchasing assets with a total value of \$18,590,506.

Participant Characteristics. Participants in the IDA programs came to the U.S. from all over the world. Among participants entering the program in FY 2006 or later, most came from Africa (44 percent), while

Asians (21 percent) were the next largest group, followed by participants from Eastern Europe or the Former Soviet Union (14 percent), the Middle East (8 percent), Latin America (8 percent) and for 5 percent the country of origin was unknown.

IDA participant households varied in important ways. Among participants entering the program in FY 2006 or later, most of the participants (97 percent) lived in urban settings and were male (58 percent). At the time of program entry, 55 percent of the participants were married, 33 percent were single, and 11 percent were widowed, separated or divorced (for 1 percent, marital status was unknown).

IDA participant resources also varied. Most were employed, full-time or more (75 percent), part-time (21 percent), working and in school (2 percent) and employment status was not reported for 2 percent. About 17 percent had monthly incomes of less than \$1,000, 56 percent had between \$1,000 and \$1,999, 20 percent had between \$2,000 and \$2,999, and 7 percent had \$3,000 or more. In terms of education, 32 percent had more than a 12th grade education, 32 percent had 12th grade or equivalent (diploma or GED), and 35 percent had less than 12 years of education (for one percent, education level was not reported).

In FY 2008, ORR awarded twenty-two continuation IDA grants totaling \$4,628,191.

ORR awarded the following continuation grants in FY 2008:

- Lao Family Community Development, Inc., Oakland, CA, \$200,000
- World Relief DuPage, Wheaton, IL, \$235,000
- ISED Ventures, Des Moines, IA, \$235,000
- Jewish Family & Vocational Services, Inc., Louisville, KY, \$230,000
- International Institute of Metropolitan St. Louis, St. Louis, MO, \$180,000
- New York Association for New Americans, New York, NY, \$300,000
- Women's Opportunities Resource Center, Philadelphia, PA, \$235,000
- Catholic Charities of Tennessee, Nashville, TN, \$194,392.
- Catholic Charities of Santa Clara County, San Jose, CA, \$204,000
- Western Kentucky Refugee Mutual Assistance Society, Inc., Bowling Green, KY, \$150,000
- Economic and Community Development Institute, Columbus, OH, \$230,000
- Maine Department of Health and Human Services, Augusta, ME, \$207,901
- Catholic Charities, Diocese of Camden, Inc., Camden, NJ, \$225,000
- Diocese of Olympia, Seattle, WA, \$205,000
- ECDC Enterprise Development Group, Arlington, VA, \$280,000
- Mountain States Group, Boise, ID, \$201,018

- United Way, Inc., Los Angeles, CA, \$240,000
- Neighborhood Assets, Spokane, WA, \$50,000
- International Rescue Committee-Phoenix, New York, NY, \$230,000
- Alliance for Multicultural Community Service Inc., Houston, TX, \$203,500
- Catholic Charities, Diocese of St. Petersburg, Inc, St. Petersburg, FL, \$200,000
- Cambodian Mutual Assistance Association of Greater Lowell, Inc., Lowell, MA, \$192,380

Targeted Assistance Discretionary Grants

ORR awarded 17 grants totaling \$4,858,769 to states to implement special employment services not implemented with formula social services or with TAG formula grants.

- Arizona (\$215,000) will address the needs of refugees in Pima County who experience particular difficulty achieving self-sufficiency. The purpose is for refugees to gain employment through social adjustment services, vocational training, ELT, and supportive services.
- Connecticut (\$175,000) will assist low-and pre-literate homebound women in obtaining skills for employment, through a collaborative effort of a wide spectrum of community-based organizations.
- Florida (\$450,000) will provide interpretation/translation, community outreach, employment counseling, and case management.
- Idaho (\$150,000) will address the employment needs of refugees in the Twin Falls area. Services will include ELT with special emphasis on low literacy learners, employment services including job upgrades, and support services.
- Illinois (\$250,000) will implement a parenting and domestic violence prevention program, ESL classes for adults and for children after school, and electronic assembly training classes.
- Iowa (\$133,415) will provide bilingual/bicultural services to enhance continued high achievement in job placement and welfare reduction in Des Moines and Waterloo.
- Massachusetts (\$335,000) will provide employment services and support to 120 targeted refugees in larger families who are largely underserved through existing refugee specific and mainstream employment services by virtue of their multiple barriers to employment.
- Michigan (\$200,000) proposes to provide employment services for Bosnian and Iraqi refugees who have been in the United States over five years, are underemployed, and reside in Wayne, Oakland, and Macomb Counties. Services will include intensive case management, intensive job placement, intensive job retention and intensive job upgrade.
- Minnesota (\$319,000) will provide community services for the deaf, academic English Language Training (ELT) for medical career advancement, nursing assistant training, ELT exchange programs for youth, and community orientation for Somalis.

- Missouri (\$150,315) will provide pre-literate refugee women in St. Louis and Kansas City with employment and supportive services.
- Nebraska (\$124,000) will serve approximately 850 refugees. They will receive cultural orientation to the world of work; employment specific ESL classes; and case management assistance to secure, retain, and improve employment.
- New York (\$345,844) will facilitate better integration in the workforce of New York state refugees with physical and/or developmental disabilities, primarily through on the job training, targeted job development and support services.
- Pennsylvania (\$175,000) will address special employment needs of refugee women and secondary migrants in two distinct geographical areas – Central and Western Pennsylvania.
- South Dakota (\$105,000), a Wilson/Fish agency, Lutheran Social Services, is the only provider in the state. They intend to serve pre-literate women and the elderly (for citizenship services), and do job upgrades for six months for higher-skilled refugees who are working but barely self-sufficient.
- Texas (\$781,465) will provide specialized training, employment and psychosocial support services targeted to women and particular refugee populations including literacy training for the pre-literate caseload.
- Washington (\$350,000) will support the Refugee Special Employment Needs (RSEN), a partnership that addresses pre-employment, employment and post-employment needs of refugees through job readiness skills training, incentives and job coaching.
- Wisconsin (\$600,000) will provide employment training, microenterprise development, case management, parenting assistance, tutoring and ESL after school for at-risk youth, mental health assessment, case management, counseling/referral, family violence prevention, and intervention services.

Technical Assistance

ORR supports the work of its grantees and other refugee service providers through 10 technical assistance cooperative agreements with organizations qualified to provide expertise in fields central to refugee resettlement. ORR's intent through this technical assistance support is to equip refugee-serving agencies with the best help for continuous improvement in programs, in their capacity to serve refugees, and in their impact on refugee lives and economic independence.

In FY 2008, ORR awarded the following technical assistance cooperative agreements:

- Catholic Legal Immigration Network, Inc., (\$250,000) for an asylee hotline. The Catholic Legal Immigration Network, Inc. (CLINIC) operated an asylum hotline, which provided outreach and service referral to individuals granted asylum. During FY 2008, the multilingual operators received a total of 4,131 calls from asylees who were uncertain on where to access benefits and services. Unlike refugees who come with a direct link to the voluntary resettlement agencies, asylum seekers have no such connection.

- Catholic Legal Immigration Network, Inc., (\$200,000) for citizenship and naturalization assistance. CLINIC offered citizenship and naturalization technical assistance through workshops and webinars for individuals and organizations that provide citizenship training to refugees and other ORR-eligible populations.
- Institute for Social and Economic Development (ISED) (\$274,307) for special initiatives in community resettlement. Under the FY 2008 Special Initiatives cooperative agreement, the Institute for Social and Economic Development (ISED) Solutions, Inc. provided support to the ORR Director's special initiatives in a number of areas, including technical assistance to Wilson/Fish agencies. Under this cooperative agreement, ISED also performed analysis and conducted two site visits for the ORR Integration Initiative.
- Institute for Social and Economic Development (ISED) (\$325,697) for economic development. ISED Solutions, Inc. provided technical assistance to Individual Development Account (IDA) and Microenterprise Development (MED) grantees. In FY 2008, ISED conducted site visits to grantee agencies, conducted conference calls with all grantees, provided technical assistance through emails and telephone calls, and distributed information through the listervs on best practices and funding opportunities for the Microenterprise Development and Individual Development Account program grantees. ISED, in cooperation with ORR, also held a training workshop in Washington, DC for MED and IDA grantees.
- International Rescue Committee (\$200,000) for ethnic community self-help organizations. The International Rescue Committee (IRC) provided remote and on-site technical assistance focused on capacity building and refugee integration to grantees of ORR's Ethnic Community Self-Help and Supplemental Services for Recently Arrived Refugees programs. IRC also managed a password-protected technical assistance website with resources, links, and discussion boards covering topics such as financial and program management, integration, staff development, and leadership development. In addition, IRC conducted quarterly training calls and national and regional workshops addressing various subjects of importance to ORR-funded ethnic grantees.
- Lutheran Immigration and Refugee Service's RefugeeWorks (\$312,495) for employment services. Lutheran Immigration and Refugee Service's RefugeeWorks continued to provide technical assistance through trainings, presentations, individual consultations, and newsletters to refugee-serving agencies seeking to help their clients gain employment and reach self-sufficiency. RefugeeWorks held four Employment Training Institutes (ETIs) for refugee job developers; developed four theme-based newsletters on various topics in refugee employment, which reached an estimated 2,000 people; and spoke at various state and agency workshops around the country. RefugeeWorks also began research and training on refugee recertification in response to the arrival of Iraqi refugees with professional backgrounds in medicine, law, engineering, and other fields. In addition, RefugeeWorks added resources for service providers, employers, and refugees on their interactive website.
- Mercy Housing, Inc. (\$200,000) for refugee housing. Mercy Housing provided housing technical assistance to states, resettlement agencies, ethnic community-based organizations, and their housing partners. Through site visits, workshops, presentations, and other communications, Mercy Housing's technical assistance focused specifically on community integration, housing planning, housing orientation, and refugee lead poisoning prevention. In addition, Mercy Housing completed a housing orientation DVD, entitled "*New Roots in Common Ground*," that was translated into six languages commonly spoken by newly arriving refugees. A training manual accompanied the DVD. Mercy Housing also translated their "*Welcome to Your New Home*" housing orientation booklet into two new refugee languages.

- National Alliance for Vietnamese American Service Agencies (\$200,000) for ethnic community self-help organizations. The National Alliance for Vietnamese American Service Agencies (NAVASA) provided technical assistance to nine refugee community-based organizations through their Strategic Positioning Initiative. NAVASA’s technical assistance focused on the areas of organizational assessment and capacity building with the goal of improving the quality of social services available to refugees.
- Spring Institute for Intercultural Learning (\$300,000) for English language training. The Spring Institute for Intercultural Learning conducted five “Train the Trainer” sessions around the country to train English as a Second Language (ESL) teachers on their employment-focused “WorkStyles” English curriculum. The Spring Institute also conducted numerous presentations and trainings on the intersection between English language acquisition and refugee integration. In addition, the Spring Institute held a workshop on citizenship training for elderly refugees, who face challenges in passing the citizenship test due to difficulties with learning English.
- U.S. Conference of Catholic Bishops (\$300,000) for child welfare services. The U.S. Conference of Catholic Bishops (USCCB) Bridging Refugee Youth and Children Services (BRYCS) provided technical assistance to support service providers for refugee children, youth, and their families. BRYCS provided one-on-one consultations, trainings, and conference presentations, and furthered developed its website focused specifically on migration and child welfare. BRYCS also served as a publication clearinghouse on issues related to refugee child welfare. In addition, BRYCS continued to publish its own manuals and resources for use by both service providers and refugees.

Microenterprise Development Program

In FY 2008, ORR awarded 17 microenterprise grants. The total funds awarded to develop and administer microenterprise programs were \$3,680,000. ORR also awarded one grant to provide technical assistance to ORR microenterprise grantees.

The Microenterprise Development projects are intended for recently arrived refugees on public assistance, refugees who possess few personal assets, and refugees who lack a credit history that meets commercial lending standards. The projects also are intended for refugees who have been in the U.S. for several years and wish to supplement salaried income. Microenterprise projects typically include components of training and technical assistance in business skills and business management, credit assistance, and administration of revolving loan funds and loan loss reserve funds.

Since the program’s inception in September 1991 through September 2008, ORR has awarded grants to 68 agencies. The programs currently operate in 17 different states across the country. The agencies are located in both rural and urban settings, and in areas with both high and low concentrations of refugees.

Refugees Served. In FY 2008, more than 3,400 refugees were served in the microenterprise program. These services included business training, pre-loan and post-loan technical assistance, and providing financing to start, expand, or strengthen a business.

Client Businesses. In FY 2008, 681 businesses were assisted under this program. Of these, 261 were new business starts, 320 were expansions of existing businesses, and 100 represented strengthening or stabilization of existing businesses. The types of businesses helped are as diverse as the people who operated them. They include ethnic restaurants, street vendors, medical translation and transcription, cheese stores, cabinet making, car service, daycare businesses, etc.

Loan Funds. During FY 2008, businesses served by the ORR microenterprise programs obtained 296 loans representing \$2,218,401 in business financing. This represents an average loan amount of \$7,496. Of this amount, ORR has provided \$1,098,401 in loan capital, which leveraged \$1,120,000 from other lending sources, grants and individual development accounts. The default rate has averaged less than 3.2 percent.

The above businesses have created 605 jobs that were taken by other low-income refugees, mostly family members.

ORR awarded the following continuation and new grants in FY 2008:

- International Rescue Committee, Phoenix, AZ, \$240,000
- Fresno County Economic Opportunities Commission, Fresno, CA, \$241,340
- Pacific Asian Consortium in Employment, Los Angeles, CA, \$200,000
- Opening Doors, Inc., Sacramento, CA, \$250,000
- International Rescue Committee, San Diego, CA, \$270,000
- Refugee Women’s Network, Decatur, GA, \$200,000
- Mountain States Group, Inc., Boise, ID, \$190,000
- Coastal Enterprises, Inc., Wiscasset, ME, \$190,000
- International Institute of Metropolitan St. Louis, St. Louis, MO, \$249,930
- Business Outreach Center Network, Inc., Brooklyn, NY, \$230,000
- New York Association for New Americans, Inc., New York, NY, \$300,000
- Neighborhood Assets, Spokane, WA, \$194,307
- Women’s Economic Self-Sufficiency Team (WESST), Albuquerque, NM, \$200,000
- National Alliance of Vietnamese American Service Agencies (NAVASA), New Orleans, LA, \$200,000
- Boat People SOS, Inc., Montgomery County, MD, \$150,693
- Jewish Family and Vocational Services, Inc. Louisville, KY, \$203,730
- Alliance for Multicultural Services, Inc., Houston, TX, \$190,000

Refugee Agricultural Partnership Program

The Refugee Agricultural Partnership Program (RAPP) through public and private partnerships provides agricultural and food related resources and technical information to refugee families that are consistent with their agrarian backgrounds, and results in rural and urban farming projects that supports increased incomes, access to quality and familiar foods, better physical and mental health, and integration into this society.

To support the establishment of rural and urban farming and gardening projects, technical assistance and monitoring have focused on the areas of production, accessing land, financing, marketing, establishing partnerships and the impact of culture and language. Corollary to refugee families growing familiar and healthier foods has been the additional emphasis on nutrition education and improved access to USDA Food & Nutrition Service programs such as SNAP, WIC and Seniors Coupons. Under the leadership and support of the USDA Agricultural Marketing Service, the use of farmers markets for accessing fresh produce and as a market outlet for refugee farmers has been promoted.

Three year grant awards totaling \$900,000 were issued to 10 grantees in FY 2008. A two-year contract for technical assistance was secured with the Institute for Social and Economic Development (ISED) in FY 2008 at a cost of \$100,000 per year.

The RAPP network and the number of organizations impacted are much greater than the ten grantees. ISED operates the RAPP Listserv with 160 subscribers. Communications and responses to inquiries and technical assistance or information requests are facilitated through the Listserv.

ORR awarded the following RAPP grants in FY 2008.

- International Rescue Committee, Phoenix, AZ, \$118,750
- International Rescue Committee, San Diego, CA, \$64,799
- Mountain States Group, Boise, ID, \$101,194
- Catholic Charities, Kansas City, KS, \$106,999
- Catholic Charities, Louisville, KY, \$95,684
- Massachusetts Office of Refugees and Immigrants, Boston, MA, \$93,518
- United Hmong Association of North Carolina, Hickory, NC, \$102,360
- International Institute of New Hampshire, Manchester, NH, \$80,072
- Mercy Enterprise Corporation NW, Portland, OR, \$41,667
- Association of Africans Living in Vermont, Burlington, VT, \$94,957

ORR Standing Announcement

In FY 2008, ORR, seeking to assure that refugees are welcomed in their U.S. communities of resettlement with sufficient services to begin their new lives, provided funding through three new standing announcements: Preferred Communities Program, Supplemental Services for Recently Arrived Refugees Program, and Ethnic Community Self-Help Program.

▪ *Preferred Communities Program*

The Preferred Communities Program supports the resettlement of newly arriving refugees with the best opportunities for their self-sufficiency and integration into new communities, and supports refugees with special needs that require more intensive case management, culturally and linguistically appropriate linkages and coordination with other service providers to improve their access to services.

In FY 2008, ORR awarded continuation grants, totaling \$4,044,204 to national voluntary agencies to support the resettlement of newly arriving refugees in communities where they will have the best opportunities for integration, and to provide support for populations that have special needs.

- Church World Service, \$250,000, Preferred Community Sites: Grand Rapids, MI; Lancaster, PA; Amarillo, TX; and Richmond, VA
- Domestic and Foreign Missionary Society, \$164,351; Preferred Community Sites: Los Angeles, CA; Chicago, IL; and Chattanooga, TN
- Domestic and Foreign Missionary Society, \$280,000; Preferred Community Sites: Tucson, AZ; Atlanta, GA; West Springfield, MA; Concord, NH; and Syracuse, NY
- Ethiopian Community Development Council, Inc., \$457,500, Preferred Community Sites: San Diego, CA; Denver, CO; Chicago, IL; Omaha, NE; and Houston, TX
- Hebrew Immigrant Aid Society, \$320,000, Preferred Community Sites: Buffalo, NY; Columbus, OH; San Diego, CA; and Pittsburgh, PA
- International Rescue Committee, \$130,000, Preferred Community Site: Abilene, TX
- Lutheran Immigration and Refugee Service, \$300,000, Preferred Community Sites: Chicago, IL; Lancaster, PA; Minneapolis, MN; Des Moines, IA; and Baltimore and Silver Spring, MD
- Lutheran Immigration and Refugee Service, \$337,706, Preferred Community Sites: Phoenix, AZ; Denver, CO; Takoma Park, MD; Chicago, IL; Sioux Falls, SD; Dallas/Ft. Worth, and Milwaukee, WI
- United States Conference of Catholic Bishops, \$731,111, Preferred Community Sites: Albuquerque, NM; Camden, NJ; Kansas City, KS; Phoenix, AZ; St. Augustine, FL; and Syracuse, NY
- U. S. Committee for Refugees and Immigrants, \$320,000, Preferred Community Sites: Akron, OH; Albany, NY; Bowling Green, KY; Erie, PA; Colchester, VT; and Barre, VT

- U. S. Committee for Refugees and Immigrants, \$220,000, Preferred Community Sites: Supporting the Successful Integration of Burundian Refugees Project – Nationwide
- U. S. Committee for Refugees and Immigrants, \$218,391, Preferred Community Sites: Bridgeport, CT; Philadelphia, PA; Raleigh, NC; and Twin Falls, ID
- World Relief, \$315,145, Preferred Community Sites: Chicago, IL; Ft. Worth, TX; Jacksonville, FL; Nashville, TN; Spokane, WA; Aurora, IL; DuPage, IL; and Treasure Valley, ID

In FY 2008, ORR awarded \$617,710 to national voluntary agencies to support the resettlement of newly arriving refugees in communities where they will have the best opportunities for integration and support for populations who have special needs.

- Domestic and Foreign Missionary Society, \$294,628, Preferred Community Sites: Minneapolis, MN; Syracuse, NY; New Bern, NC; Knoxville, TN; and Houston, TX
- International Rescue Committee, \$243,082, Preferred Community Site: Boise, ID
- U.S. Committee for Refugees and Immigrants, \$80,000, Preferred Community Site: Dearborn, MI

▪ *Supplemental Services for Recently Arrived Refugees Program*

The Supplemental Services for Recently Arrived Refugees Program provides services to newly arriving refugees or sudden and unexpected large secondary migration of refugees where communities are not sufficiently prepared in terms of linguistic or culturally appropriate services.

In the March 24, 2008 closing of the Standing Announcement for Supplemental Services for Recently Arrived Refugees, ORR awarded 20 grants totaling \$4,393,098 to the following:

- Arab Community Center for Economic & Social Services, Dearborn, MI, \$350,000
- Association for the Advancement of Hmong in MN, St. Paul, MN, \$200,000
- Catholic Charities Maine, Portland, ME, \$350,000
- Catholic Family Service, Inc., Amarillo, TX, \$272,537
- Chicago Public Schools, District #299, Chicago, IL, \$250,000
- DeKalb County Board of Health, Decatur, GA, \$220,000
- Health & Hospital Corporation of Marion County, Indianapolis, IN, \$150,000
- International Institute of Metropolitan St. Louis, MO, \$150,000
- International Rescue Committee, Phoenix, AZ, \$240,031
- International Rescue Committee, San Diego, CA, \$113,502

- International Rescue Committee, Silver Spring, MD, \$229,034
- Jewish Family Service of Seattle, WA, \$293,419
- Lutheran Children & Family Services of SEPA, Philadelphia, PA, \$125,000
- Lutheran Social Services of Colorado, Denver, CO, \$297,448
- Lutheran Social Services of Wisconsin & Upper Michigan, Milwaukee, WI, \$109,901
- Mohawk Valley Resource Center for Refugees, Inc., Utica, NY, \$192,226
- Refugee Resettlement & Immigration Services of Atlanta, GA, \$200,000
- RESOURCE , Inc., Minneapolis, MN, \$200,000
- St. Joseph Community Health Foundation, Ft. Wayne, IN, \$300,000
- U.S. Committee for Refugees and Immigrants, Dearborn, MI and Raleigh, NC, \$150,000

▪ *Ethnic Community Self-Help Program*

ORR supported 45 single and multi-site ethnic community integration projects through competitive awards totaling \$7,150,850. The host organizations provided self-help networks, and various in-house and referral services to enhance refugee integration. In addition, they conducted community outreach, coalition building, self-assessment, strategic planning, resource development and leadership training activities.

- Somali Bantu Association of Tucson, Arizona, Inc., Arizona, \$193,814
- African Community Resource Center, California, \$136,046
- East African Community of Orange County, California, \$196,859
- East Bay Agency for Children, California, \$200,000
- Kurdish Human Rights Watch, Inc., California, \$200,000
- Merced Lao Family Community, Inc., California, \$180,891
- Merced Lao Family Community, Inc., California, \$183,831
- Colorado Department of Human Services, Colorado, \$165,000
- ISED Solutions, Washington, D.C., \$121,764
- Southeast Asia Resource Action Center, Washington, D.C., \$180,000
- Refugee Family Services, Inc., Georgia \$154,430

- Refugee Women’s Network, Georgia, \$190,410
- Pan-African Association, Illinois, \$200,000
- State of Maine Department of Health and Human Services, Maine, \$168,059
- National Alliance of Vietnamese-American Service Agency, Maryland, \$219,093
- Cambodian Mutual Assistance Association of Greater Lowell, Massachusetts, \$149,258
- One Lowell, Inc., Massachusetts, \$153,050
- Massachusetts Office for Refugees and Immigrants, Massachusetts, \$200,000
- The Association for the Advancement of Hmong Women, Minnesota, \$200,000
- Confederation of Somali Community in Minnesota, \$106,971
- East Side Neighborhood Services, Inc., Minnesota, \$96,085
- Hmong American Family, Inc., Minnesota, \$162,942
- Hmong Youth Education Services, Inc., Minnesota, \$166,619
- Minnesota African Women’s Association, Inc., Minnesota, \$100,000
- Minnesota African Women’s Association, Inc., Minnesota, \$136,044
- Somali International Minorities of America, Minnesota, \$50,000
- Women’s Initiative for Self Empowerment, Inc., Minnesota, \$168,370
- Asian Community and Cultural Center, Nebraska, \$117,580
- Sauti Yetu Center for African Women, Inc., New York, \$107,590
- The Montagnard Human Rights Organization, North Carolina, \$181,391
- US Together, Inc., Ohio \$141,572
- Immigrant and Refugee Community Organization, Oregon, \$200,000
- Portland State University – Somali Bantu Project, Oregon, \$250,000
- Nationalities Service Center, Pennsylvania, \$78,200
- Somali Community Center of Nashville, Tennessee, \$150,000
- Somali Bantu Association of Greater Houston, Texas, \$125,695

- Somali Bantu Association of San Antonio, Texas, \$171,345
- Association of Africans Living in Vermont, Inc., Vermont, \$148,962
- Boat People S.O.S.- Kentucky, Virginia , \$175,332
- Ethiopian Community Development Council, Virginia, \$200,000
- Somali Family Care Network, Virginia, \$199,130
- Lutheran Community Services Northwest, Washington, \$200,000
- Ukrainian Community Center of Washington, Washington, \$129,960
- Pan-African Community Association, Wisconsin, \$151,919
- Wisconsin, United Coalition of Mutual Assistance Associations, Wisconsin, \$195,688

Refugee Healthy Marriage Program

In FY 2008, ORR continued its commitment to promoting policies and programs that help strengthen the strong, positive family relationships that refugees have brought with them to the United States. The Refugee Healthy Marriage Program (RHMP) helps provide opportunities for refugees to strengthen their marriages by providing marriage education.

It is believed that refugee couples face unique difficulties because of their flight from persecution and long periods of insecurity. ORR funds marriage education in order to help refugees cope with these difficulties. This group of grantees provides marriage education workshops to refugee couples in order to enhance and promote healthy relationships by providing the skills, tools, knowledge and support necessary to create and sustain healthy marriages. Since the inception of the program, 33,409 refugees have attended family courses or workshops.

In FY 2008, ORR funded the following grants:

- Hebrew Immigrant Aid Society, Inc., \$830,000
- Hebrew Immigrant Aid Society, Inc., \$400,000
- United States Committee for Refugees & Immigrants, \$780,000
- Jewish Family & Career Services, \$309,930
- Lao Family Community Development, \$250,000
- Boat People SOS, \$250,000
- The Cambodian Family, \$250,000
- Alliance for Multicultural Community Services, \$250,000

- Jewish Child & Family Services, \$247,785
- Catholic Charities of Hartford, \$250,000

Refugee Health Initiatives

▪ *Preventive Health*

In FY 2008, ORR provided continuation funding through the Preventive Health Discretionary grant program to 35 states, awarding grants totaling \$4,748,000. Through this program, ORR promotes outreach and access for newly arrived refugees to provide medical screenings. Health assessments help to identify health conditions that may be a threat to public health and that may be an impediment to refugees achieving self-sufficiency.

In some areas, interpretation, follow-up treatment, and informational services were also provided through the preventive health funds. State Refugee Coordinators reported a total of 50,930 medical health screenings completed in FY 2008.

▪ *Technical Assistance: Refugee Mental Health*

Technical assistance for mental health activities for refugees is available to U.S. resettlement communities under an intra-agency agreement with the Refugee Mental Health Program (RMHP) at the Center for Mental Health Services, Substance Abuse and Mental Health Services Administration (SAMHSA), Department of Health and Human Services. Under this agreement, one full-time public health mental health professional provides technical assistance and consultation to federal and state agencies, voluntary resettlement agencies, community-based organizations, and local communities on the mental/behavioral health and well-being of refugee populations, torture survivors, and victims of human trafficking. Other activities include presentations at refugee-related conferences, facilitation of collaboration among refugee service providers and public and private mental health providers, organizations and systems, and response to emergencies of refugee admissions and other unique refugee-related assignments from ORR.

▪ *ORR Refugee Health Team*

ORR convenes a Refugee Health Team of ORR and SAMHSA staff to address the health and mental health needs of refugees to achieve a holistic program. Examples of several health prevention and response activities are listed below:

- In FY 2008, the RMHP continued ongoing activities related to ORR's national refugee health promotion and disease prevention initiative. The initiative known as "*Points of Wellness, Partnering for Refugee Health and Wellbeing,*" established to help organizations become involved with health promotion and disease prevention activities and programs, continued to work with refugee communities. In particular, RMHP conducted several state, regional and national training workshops, conference calls and webinars on the topic of refugee public mental health.
- A collaborative effort with the grantee Mercy Housing, Inc., the Centers for Disease Control & Prevention (CDC), the Coalition for Environmentally Safe Communities, State Refugee Coordinators, Refugee Health Coordinators and State Childhood Lead Poisoning Prevention Programs created an awareness and action campaign on lead poisoning for refugees and refugee case workers and healthy homes advocates. Three Regional Workshops were held in West

Springfield, MA; Fresno, CA and Indianapolis, IN to develop strategies to educate refugees, assess health hazards and reduce the risk of lead poisoning among refugee children.

- ORR Health Team also partnered with the ORR Refugee Agricultural Partnership Program to promote initiatives to enhance food security for arriving refugee communities.

- *ORR Refugee Medical Screening Work Group*

In FY 2008, ORR continued its Work Group to develop guidelines to improve programs of medical screening for arriving refugees and other eligible populations. The Work Group membership includes the Department of State's Bureau of Population, Refugees and Migration (PRM) and from the Department of Health and Human Services: Centers for Disease Control & Prevention (CDC), Office of Global Health Affairs (OGHA), Substance Abuse & Mental Health Services Administration (SAMHSA) and ORR. State refugee programs also are represented by officials from California, Colorado, Florida, Massachusetts, Minnesota, Missouri, Nevada and Utah.

Cuban/Haitian

In FY 2008, ORR continued its Cuban/Haitian refugees and entrants programs to seven grants ranging from \$100,000 to \$17 million. Services include one or more of the following program categories: employment; health and mental health; refugee crime and victimization; and, adult/vocational education.

The following states received grants under this program:

- Arizona Dept. of Economic Security, \$175,000
- Florida Dept. of Children and Families, \$17,925,000
- Massachusetts Office of Refugee and Immigrants, \$175,000
- New Mexico Human Services Department, \$100,000
- New York State Office of Temporary and Disability Assistance, \$150,000
- State of Oregon, \$100,000
- Texas Health and Human Services Commission, \$375,000

Refugee School Impact

In FY 2008, ORR awarded 35 grants totaling \$15,000,000 to state governments and nonprofit groups to assist local school systems impacted by significant numbers of refugee children. These grants provide support for supplementary instruction and support to refugee students, fostering parent/school partnerships and assistance to teachers and other school staff to improve their understanding of refugee children and their families to support their adjustment in the school setting. The following states and nonprofit groups received grants under this program:

- Arizona Department of Economic Security, \$500,000
- California Department of Social Services, \$1,700,000
- Colorado Department of Human Services, \$137,000
- State of Connecticut, \$187,500
- Florida Department of Education, \$2,375,000
- Georgia Department of Human Resources, \$500,000
- Mountain States Group, Inc., \$137,500
- Illinois Department of Human Services, \$500,000
- Indiana Family and Social Services Administration, \$125,000
- Iowa Department of Human Services, \$137,500
- Catholic Charities of Kentucky, \$250,000
- Maine Department of Health and Human Services, \$137,500
- Massachusetts Office for Refugees and Immigrants, \$287,500
- Michigan Department of Human Services, \$437,500
- Minnesota Department of Human Services, \$1,031,250
- Department of Social Services of Missouri, \$318,750
- Nebraska Department of health and Human Services, \$125,000
- State of Nevada, \$137,500
- State of New Hampshire, \$125,000
- New Jersey Division of Family Development, \$137,500
- New Mexico Human Services Department, \$125,000
- New York State Office of Temporary & Disability Assistance, \$1,250,000
- North Carolina Dept. of Health and Human Services, \$218,750
- North Dakota Department of Human Services, \$137,500
- Ohio Department of Job and Family Services, \$225,000
- Oregon Department of Education, \$312,500
- Commonwealth of Pennsylvania, \$375,000
- Lutheran Social Services of SD, \$181,250

- Tennessee Department of Human Services, \$125,000
- Texas Health and Human Services Commission, \$900,000
- State of Utah, \$218,750
- State of Vermont, \$125,000
- Virginia Department of Social Services, \$225,000
- State of Washington, \$1,156,250
- Wisconsin Department of Public Instruction, \$137,500

Services to Older Refugees

In FY 2008, ORR continued support for older refugees with a new discretionary grant program. This program brings together refugee service providers and mainstream area agencies on aging to coordinate programs for older refugees. Approximately \$3,500,000 was awarded to 21 states to establish or expand working relationships with state and area agencies on aging to ensure that older refugees are linked to local community mainstream aging programs. Grants were awarded to Alaska, Arizona, California, Connecticut, Idaho, Illinois, Iowa, Kentucky, Maine, Maryland, Massachusetts, Minnesota, Missouri, North Carolina, Ohio, Oregon, Pennsylvania, Texas, Utah, Washington and Wisconsin.

In addition, ORR continued its working relationship with the Administration on Aging to identify ways in which both agencies could work together more effectively at the state and local levels to improve access to services for older refugees.

Services for Survivors of Torture Program

The Services for Survivors of Torture Program recognizes that many individuals residing in the U.S., including refugees, asylees, immigrants, other displaced persons, and U.S. citizens, have experienced torture by foreign governments. Treatment is provided regardless of immigration status.

The purpose of the program is to provide services to torture survivors in order to restore their dignity, identity and well-being. It also is to conduct training for healthcare, psychological, social and legal service providers to provide appropriate services and care to torture survivors.

The program provides torture survivors with the rehabilitation services that enable them to become productive community members. Through grantees working with diverse populations, services to survivors are provided, including diagnosis and treatment for the psychological and physical effects of torture, social and legal services, and research and training.

The program was first authorized under the Torture Victims Relief Act of 1998 (Public Law 105-320; 22 U.S.C. 2152) and was reauthorized in 2005 by Public Law 109-165.

In FY 2008, ORR funded 20 projects in 15 states: California, Colorado, Florida, Georgia, Illinois, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New York, Oregon, Texas, Utah and Virginia. These projects are focused on the provision of direct services to persons who have been tortured or to the family members or other close persons who have witnessed the torture.

In addition, ORR funded two cooperative agreements to provide national technical assistance. The Center for Victims of Torture provides technical assistance to the programs providing specialized services to torture survivors. Gulf Coast Jewish Family Services provides technical assistance to mainstream service providers that encounter survivors in their work. The Center for Victims of Torture also received a supplemental grant in FY 2008 to develop a training curriculum and interactive course for staff in programs for torture survivors to orient them to the fundamentals of providing holistic services for survivors.

In FY 2008, these projects were in the final year of a three-year project period:

- Center for Victims of Torture (technical assistance to specialized programs nationwide), City of Minneapolis, MN, \$470,000
- Gulf Coast Jewish Family Services (technical assistance to mainstream providers nationwide), Clearwater, FL, \$335,000
- Advocates for Survivors of Torture and Trauma, Baltimore, MD, \$395,000
- Arab Community Center for Economic and Social Service, Dearborn, MI, \$475,000
- Asian Americans for Community Involvement, San Jose, CA, \$380,000
- Bellevue/NYC Health and Hospitals Corporation/ New York City, NY, \$535,000
- Boston Medical Center Corporation, Boston, MA, \$475,000
- Center for Multicultural Human Services, Falls Church, VA, \$415,000
- Center for Survivors of Torture, Dallas, TX, \$415,000
- Center for Victims of Torture, Minneapolis, MN, \$535,000
- City of St. Louis Mental Health Board of Trustees, St. Louis, MO, \$475,000
- DeKalb County Board of Health, Atlanta, GA, \$385,000
- Gulf Coast Jewish Family Services, Clearwater, FL, \$475,000
- Heartland Alliance for Human Needs, Chicago, IL, \$535,000
- Legal Aid Foundation of Los Angeles, Los Angeles, CA, \$265,000
- Lutheran Immigration and Refugee Service, multi-site, \$380,000
- Massachusetts General Hospital/Harvard Program in Refugee Trauma, Boston, MA, \$375,000
- Oregon Health and Science University, Portland, OR, \$400,000

- Program for Torture Victims, Los Angeles, CA, \$475,000
- Rocky Mountain Survivors Center, Denver, CO, \$535,000
- Survivors of Torture International, San Diego, CA, \$475,000
- TIDES Center, Salt Lake City, UT, \$285,000

Victims of Trafficking

The Trafficking Victims Protection Act of 2000 (TVPA) authorizes the “certification” of adult victims to receive certain federally funded benefits and services such as cash assistance, medical care, food stamps, and housing. Victims who are children (under 18 years of age) receive “eligibility letters” for the same types of services. In FY 2008, ORR issued 286 certification letters to adults and 31 eligibility letters to children for a total of 317. ORR has issued a total of 1,696 letters from the inception of the program through FY 2008. Forty-five percent of victims certified in FY 2008 were male, a significant increase from the six percent male victims certified in FY 2006 and 30 percent in FY 2007.

The TVPA designates the U.S. Department of Health and Human Services (HHS) as the agency responsible for helping victims of human trafficking become eligible to receive benefits and services so they can rebuild their lives safely in the United States.

The HHS Anti-Trafficking in Persons (ATIP) program in ORR:

- Provides services and case management to victims of trafficking through a network of service providers across the United States (U.S.), and certifies non-U.S. citizen victims of human trafficking;
- Administers a national public awareness campaign designed to rescue and restore victims of trafficking;
- Builds capacity at the regional level through anti-trafficking coalitions and a network of discretionary grants and contracts; and,
- Builds capacity nationally through training and technical assistance and operation of the National Human Trafficking Resource Center.

Service Provision and Case Management to Victims of Trafficking

Certifications and Letters of Eligibility. On March 28, 2001, former HHS Secretary Thompson delegated the authority to conduct certification activities to the Assistant Secretary for Children and Families, who in turn re-delegated authority on April 18, 2002, to the Director of ORR.

Section 107(b)(1)(E) of the TVPA states that the Secretary of HHS, after consultation with the Attorney General, may certify a victim of a severe form of trafficking who:

- “(I)Is willing to assist in every reasonable way in the investigation and prosecution of severe forms of trafficking in persons; and
- “(I)(aa) Has made a bona fide application for a visa under section 101(a)(15)(T) of the Immigration and Nationality Act...that has not been denied, or (b) is a person whose continued presence in the United States the Attorney General is ensuring in order to effectuate prosecution of traffickers in persons.”

The TVPA authorizes the “certification” of adult victims to receive certain federally funded benefits and services, such as cash assistance, medical care, food stamps, and housing. Though not required to be certified by HHS, children (individuals under 18 years of age) who are determined to be victims receive “eligibility letters” for the same types of services.

FY 2008 letters were sent to victims or their representatives in 28 states plus the District of Columbia and the Commonwealth of the Northern Mariana Islands. Certified victims came from over 40 countries, spanning the Americas, Asia, Africa, and Europe, with the highest percentage coming from Mexico (23 percent of all victims certified), Thailand (20 percent), and the Philippines (16 percent).

It is important that certification not be equated or confused with victim identification. HHS grantees and contractors work with trafficking victims at every stage of the victim identification pipeline, ranging from initial contact with suspected victims who may not be ready to work with law enforcement or trust service providers with their stories, to helping certified victims rebuild their lives with the help of the federal benefits for which they are eligible, and every stage in between. Language barriers, safety concerns, and trauma present significant challenges to victims coming forward and once they do, they rely on highly trained social service providers, attorneys, and law enforcement agents to help them navigate through the certification process. Still other foreign-born victims may elect to return to their country of origin without seeking any benefits in the United States. HHS provides victims identified by our partners with the services that will best allow them to pursue certification should they choose to cooperate with law enforcement and receive the full benefits available to them under the TVPA.

Per Capita Services and Case Management. ORR has utilized both contracts and discretionary grants to create a network of service organizations available to assist victims of a severe form of human trafficking. In FY 2008, ORR continued a contract with the U.S. Conference of Catholic Bishops (USCCB) to provide comprehensive support services to victims of human trafficking. Through this contract, ORR has streamlined support services to help victims gain access to shelter, job training, and health care, and provided a mechanism for victims to receive vital emergency services prior to receiving certification. USCCB provides case management services to pre-certified and certified victims on a per capita reimbursement basis. In FY 2008, 215 pre-certified victims and 429 certified victims and 159 derivative family members received services through this contract. At the end of FY 2008, USCCB had 80 subcontracts with service providers in 93 locations to provide services to trafficking victims in their communities.

In-Reach Campaign. The HHS Anti-Trafficking in Persons (ATIP) In-Reach Campaign is an educational outreach within the HHS community. Formally launched in April 2007, the HHS ATIP In-Reach Campaign aims to galvanize HHS leadership and program staff to address human trafficking issues in their programs and areas of research expertise; leverage existing HHS funding mechanisms to better serve human trafficking victims; increase international human trafficking victim identification and service provision across HHS; and map, strengthen, and streamline international human trafficking victim service provision pipelines.

The Campaign's work has included quarterly meetings open to HHS staff on issues such as victim identification, street outreach, and victim services. In FY 2008, HHS hosted agency-wide In-Reach meetings focused on topics related to anti-trafficking programming and research. As a part of this series, the Campaign featured Free the Slaves, an international anti-trafficking NGO; Polaris project, HHS' National Human Trafficking Resource Center grantee; Shared Hope International, an NGO addressing child sex trafficking; and Dr. Jay Silverman, Harvard School of Public Health, who presented his recent research on the connection between sex trafficking and vulnerability to HIV infection.

The Campaign also facilitates leadership and program-level education and training meetings between the HHS Anti-Trafficking in Persons Division and HHS offices serving populations vulnerable to trafficking. Programs ready to move to the next level of strategic involvement have the opportunity to receive targeted assistance from the Polaris Project, HHS' training and technical assistance grantee.

Services for Minors. In leveraging existing HHS mechanisms, ORR has targeted services for victims of trafficking who are children. Unaccompanied children who are victims of trafficking may be referred to HHS' Unaccompanied Refugee Minors (URM) program where they can receive the full range of assistance, care, and services available to all foster children in the state. Additionally, all children referred to the Division of Unaccompanied Children's Services (DUCS) program are screened for potential trafficking concerns and, where credible information is found, assessed for eligibility for benefits and referred to federal law enforcement for possible investigation of the case. Trafficking victims identified in DUCS who have no family reunification options in the U.S., and are in need of safe, long-term placement, may be referred to the URM program.

In FY 2008, ORR brought on an Associate Director for Child Welfare to oversee and promote child welfare practices in ORR's child-serving programs, including efforts by ATIP to increase identification of child trafficking victims and improve capacity to care for unaccompanied children. The Associate Director for Child Welfare coordinates with the HHS Children's Bureau on efforts to better integrate state and county child protective service systems in the response to child trafficking victims.

In FY 2008, the ATIP division hired a Child Protection Specialist to provide specialized victim identification and victim care training to DUCS shelter staff, working to increase DUCS' capacity to conduct thorough, timely victim screening and crisis care. During FY 2008, the Child Protection Specialist conducted eight workshops for DUCS care providers in Los Fresno, Houston, Corpus Christi, and El Paso, Texas; and San Francisco, Fullerton, El Cajon, and San Diego, California. The workshops trained over 300 direct-care staff on the federal definition of human trafficking, overcoming barriers to identifying child victims, accessing benefits and services for victims, and providing specialized care and safety planning for trafficked children. As a result, the number of trafficked children who were identified in DUCS and issued Eligibility Letters more than doubled from the previous fiscal year.

The Child Protection Specialist also plays a key role in facilitating the issuance of all Eligibility Letters, regularly coordinating with service providers, HHS leadership, and federal law enforcement and other stakeholders to obtain crucial information and develop time-sensitive crisis care plans. HHS created a new Fact Sheet outlining the process for obtaining an Eligibility Letter for a child victim and encouraging the field to contact the ATIP Child Protection Specialist for technical assistance. This enhanced focus on the special needs of child trafficking victims has improved interagency communication on children's cases and facilitated an increase in the number of child trafficking victims referred to the URM program

National Public Awareness Campaign to Rescue and Restore Victims of Trafficking

FY 2008 represented the fifth year of the HHS public awareness campaign: *Rescue and Restore Victims of Human Trafficking*. The goal of the campaign is to help communities identify and serve more victims of trafficking so that every individual forced, coerced, or fraudulently induced into exploitative labor or commercial sex work will have the courage and support to come forward and receive the full protection and benefits offered by the TVPA.

Training and Technical Assistance. Building upon the previous years' efforts to target individuals or entities that are most likely to come into contact with victims, the campaign provided victim identification and services education to over 4,000 public health officials, local law enforcement officials, social service providers, ethnic organizations, and legal assistance organizations. Training and technical assistance in FY 2008 focused on how to help victims of human trafficking and increase understanding of victim identification, service, and certification. HHS educated professionals at national or regional conventions of the International Association of Forensic Nurses, the National Migration Conference, Latino Social Work Organization, and the Migrant Clinician Network.

In September 2007, HHS launched a series of online, interactive webinar training sessions designed to go beyond “Trafficking 101” and reach an audience broader than HHS grantees and contractors, to draw individuals from the fields of law enforcement, social services, and public health; faith-based communities; shelters; other federal agencies; and Rescue and Restore member organizations. Each training session includes a PowerPoint presentation uploaded to a password-protected website that is accompanied by the presenter’s audio portion via a conference call line. The popular webinars enable HHS to present trainings to national, regional, and grassroots organizations on a variety of crucial topics, including the role of State Refugee Coordinators in assisting trafficking victims, how to create a shelter for human trafficking victims, and how social services agencies can collaborate with federal law enforcement to apply for Continued Presence on behalf of trafficking victims.

Public Awareness. The campaign also targeted the general public to increase awareness of human trafficking. The Campaign’s media outreach component continued pursuing earned media stories and launched new efforts with billboard public service announcements across markets in the U.S. Media outreach in FY 2008 included pitching and responding to key national media requests, monitoring the news daily and, when appropriate, following up with reporters to encourage additional stories incorporating the HHS perspective and writing letters to the editor and/or op-eds in response to key stories. In the spring of 2008, the campaign began its billboard media initiative with outdoor advertisements in Newark, New Jersey. Nineteen more cities, including Atlanta, Chicago, and Las Vegas were added during the month of May.

HHS distributed over 612,000 pieces of original, branded material publicizing the National Human Trafficking Resource Center. These materials included posters, brochures, fact sheets, and cards with tips on identifying victims. Materials are available in eight languages: English, Spanish, Chinese, Indonesian, Korean, Thai, Vietnamese, and Russian. The materials can be viewed and ordered at no cost on the HHS web site, www.acf.hhs.gov/trafficking, which is incorporated into all campaign materials. HHS’ site is also accessible through the Rescue and Restore website address, www.rescueandrestore.org. In FY 2008 the website logged 118,903 unique visitors with nearly half a million page views.

National Human Trafficking Resource Center (formerly the Information and Referral Hotline). A key component of the Rescue and Restore Campaign is the operation of a 24/7 toll-free hotline: (888) 373-7888. During FY 2008, HHS strategically revamped its hotline to create the National Human Trafficking Resource Center (NHTRC). Re-launched in the fall of 2007, the Resource Center has emerged not only as a highly respected 24/7 trafficking victim referral crisis line, but also as the premiere U.S. Government source for anti-trafficking educational materials, promising practices, and training opportunities. Under the management of the Polaris Project, a leading anti-trafficking nongovernmental organization that holds HHS’ Training and Technical Assistance Program cooperative agreement, the Resource Center’s call volume has increased substantially and remains consistently high—averaging, since December 2007, approximately 400 calls per month regarding trafficking tips, service needs, and training requests. NHTRC also provides 24/7 responses to email tips and inquiries.

From December 2007 through the end of FY 2008, NHTRC received a total of 4,147 calls, including 553 tips regarding possible human trafficking incidents, 398 requests for victim care referrals, 949 calls seeking general human trafficking information, and 167 requests for training and technical assistance. Of calls referencing potential trafficking situations, 40 percent referenced trafficking of foreign nationals, while nearly 18 percent referenced trafficking of U.S. citizens or LPRs.

The majority of NHTRC calls originated in Texas, California, Florida, New York, and Illinois. NHTRC conducted 80 percent of calls in English and 10 percent of calls in Spanish. Other callers included those speaking Korean, Ukrainian, Polish, Mandarin, Tagalog, Russian, Cantonese, Armenian, Portuguese, and French, who received translation services via NHTRC interpreters or AT&T Language Line services.

One of the Resource Center's central functions is to facilitate timely referrals to appropriate law enforcement and social services entities. Of the 185 calls that required law enforcement referrals, NHTRC reported callers' information to DOJ's Human Trafficking Prosecution Unit, DHS/ICE Investigations Headquarters, the Innocence Lost Task Force, and the National Center for Missing and Exploited Children. Of the 412 calls requiring social services referrals, NHTRC connected callers with organizations providing a variety of specifically requested services, including emergency shelter, mental health care, substance abuse treatment, employment services, ESL/language training, and general case management.

NHTRC also responds to email inquiries. From December 2007 through September 2008, NHTRC received 316 emails providing tips or requesting general information, training and technical assistance, or victim care referrals.

NHTRC provided over 70 training and technical assistance consultations to more than 200 organizations, educating more than 4,500 public health officials, social service providers, ethnic organizations, foreign government agents, and United Nations representatives. Consultations focused on issues including victim identification, victim care and case management, street outreach strategies, NGO-law enforcement collaboration, and the role of civil society in U.S. federal anti-trafficking initiatives.

Building Anti-Trafficking Capacity at the Regional Level

Building capacity for the identification and serving of victims at the regional level is the heart of the HHS anti-trafficking program. HHS requires that its regional recipients of funding, including intermediary contractors and applicants for regional grants, sub-award 60 percent of funds received in order to create networks and bring more anti-trafficking advocates and service providers into the Rescue and Restore anti-trafficking movement. In this way, HHS builds infrastructure by providing financial assistance to existing programs of direct outreach and services to populations among which victims of human trafficking may be found in order to support and expand these programs' capacity to identify, serve, and seek certification for trafficking victims in their communities.

Rescue and Restore Regional Programs. FY 2008 marked the creation of a new regional program to build upon the regional work that has been performed by intermediaries. HHS' Rescue and Restore Victims of Human Trafficking Regional Program reinforces and is strengthened by many other ATIP program activities, including street outreach and regional coalition building. Like HHS intermediaries, the five Rescue and Restore Regional Program award recipients sub-award 60 percent of the funds they receive under the grant program to local organizations whose efforts to identify TIP victims it manages and develops. Rescue and Restore Regional grantees work with victims of any nationality. In FY 2008, Rescue and Restore Regional grantees made contact with nearly 70 victims or suspected victims. Of the 54 foreign citizens with which Rescue and Restore Regional grantees interacted, 18 were referred to law enforcement for possible case investigations and 12 received Certification.

Intermediaries. In FY 2008, HHS funded three contracts to “intermediary” organizations to foster connections between the Rescue and Restore national campaign and local awareness-building and service provision. These intermediaries serve as the focal points for regional public awareness campaign activities and the intensification of local victim identification, encouraging a cohesive, collaborative approach in the fight against modern-day slavery. Each Rescue and Restore intermediary oversees and builds the capacity of a local anti-trafficking network, sub-awarding 60 percent of grant funds to local organizations that identify and work with victims.

In FY 2008, intermediaries made contact with at least 210 foreign citizens, and 39 persons whose citizenship could not be determined. Of the 210 foreign citizens with whom intermediaries interacted, over 60 percent (130) were referred to law enforcement for possible case investigations and 20 percent (42) received HHS certification. Intermediaries use a Victim Identification Pipeline to track interactions with vulnerable persons, chronicling the slow-building relationships of trust that often result in certification and, as possible, prosecution of a trafficker.

Intermediary Contractors:

- Bilateral Safety Corridor Coalition, National City, CA, \$601,159
- Immigrants Rights Advocacy Center, Miami, FL, \$666,666
- Practical Strategies, West Bend, WI, \$174,284

Street Outreach Grants. In FY 2008, ORR provided continued funding to 18 organizations to conduct street outreach services to help identify victims of trafficking among populations that they already serve. The grants support direct, person-to-person contact, information sharing, counseling, and other communication between agents of the grant recipient and members of a specified target population. Grantees include public, private for-profit (although HHS funds may not be paid as profit), and private nonprofit organizations, including faith-based organizations. Some of the vulnerable population groups to which the grantees provide outreach are homeless and at-risk youth, girls exploited through the commercial sex industry, migrant farm workers, people in prostitution, and women forced to work in beauty parlors and nail salons. Grantees were eligible for these grants regardless of whether they had previously participated in anti-trafficking efforts.

Because these organizations are already engaged in outreach to specified vulnerable populations, these grantees are able to capitalize on their existing expertise working with these populations and the accompanying trust that has been built. Grantees are evaluated on their ability to connect identified victims to services, and achieve certification by building strong relationships with law enforcement. Suspected victims were identified through mobile feeding programs that target immigrant populations, single women’s shelters, known areas of street prostitution, and youth centers, among other locations. Additionally, street outreach grantees provided training on identifying trafficking victims to local law enforcement agencies, community-based organizations, faith-based organizations and health providers.

Like intermediary contractors and Regional Program grantees, Street Outreach grantees use a Victim Identification Pipeline to track interactions with vulnerable persons that chronicles the slow-building relationships of trust that often result in certification and, as possible, prosecution of a trafficker.

In FY 2008, street outreach grantees made contact with approximately 373 foreign citizen victims or suspected victims, and 78 persons whose citizenship could not be determined. Of the 373 foreign citizens with whom street outreach grantees interacted, approximately 46 percent (170) were referred to law enforcement for possible case investigations and 23 individuals received Certification.

Street Outreach Grantees:

- Alternatives for Girls, Detroit, MI, \$25,000
- Breaking Free, St. Paul, MN, \$110,000
- Catholic Charities of the Diocese of Camden, NJ, \$70,000
- Catholic Charities Community Services, Phoenix, AZ, \$101,462
- Center for Social Advocacy, San Diego, CA, \$27,502
- Coalition to Abolish Slavery and Trafficking of California, Los Angeles, CA, \$75,000
- Farmworker Legal Services of New York, Rochester, NY, \$75,537
- Girls Educational and Mentoring Services, New York City, NY, \$109,473
- International Rescue Committee, Phoenix, AZ, \$103,779
- Mosaic Family Services, Dallas, TX, \$123,585
- Polaris Project, Newark, NJ, \$114,000
- Positive Options, Referrals and Alternatives, Springfield, IL, \$115,000
- SAGE Project, San Francisco, CA, \$121,979
- Salvation Army, Chicago, IL, \$108,599
- Southeastern Network of Youth and Family Services of Alabama, Birmingham, AL, \$90,000
- Southeastern Network of Youth and Family Services of Florida, Tallahassee, FL, \$46,700
- Tapestri, Inc., Tucker, GA, \$75,310
- Texas Rio Grande Legal Aid, TX, \$75,310

Rescue and Restore Victims of Human Trafficking Coalitions. In FY 2008, HHS worked with anti-trafficking Rescue and Restore coalitions in 25 areas: Houston, Texas; Las Vegas, Nevada; New York, New York; Milwaukee, Wisconsin; Newark, New Jersey; Philadelphia, Pennsylvania; Phoenix, Arizona; Portland, Oregon; St. Louis, Missouri; San Francisco, California; Sacramento, California; Louisville, Kentucky; Nashville, Tennessee; Columbus, Ohio; Cincinnati, Ohio; San Diego, Los Angeles, and Orange Counties in California; and statewide in Colorado, Idaho, Florida, Georgia, Illinois, Minnesota, and North Carolina.

The coalitions consist of dedicated social service providers, local government officials, health care professionals, leaders of faith-based and ethnic organizations, and law enforcement personnel. The goal of the coalitions is to increase the number of trafficking victims who are identified, assisted in leaving the circumstances of their servitude, and connected to qualified service agencies and to the HHS certification process so that they can receive the benefits and services for which they are eligible. Along with identifying and assisting victims, coalition members use the Rescue and Restore campaign messages to educate the general public about human trafficking.

During FY 2008, HHS' public awareness contractor sub-awarded nearly \$350,000 to support local organizations' coalition-management activities. In addition to facilitating local and regional communication between nongovernmental organizations (NGOs), law enforcement, and other anti-trafficking stakeholders, HHS-funded and independent Rescue and Restore coalitions mounted a number of innovative public awareness events, such as hosting a Human Trafficking Awareness Vigil in New Jersey and holding press conferences throughout the state of Illinois and parts of Iowa and Indiana.

Coalition Management Sub Awardees:

- Houston Rescue and Restore Coalition
Houston Rescue and Restore Coalition
- Empire State Coalition of Youth and Family Services
New York City Metropolitan Area Rescue and Restore
- Opening Doors Inc.
Sacramento Rescue and Restore
- International Center of Atlanta
Georgia Rescue and Restore
- Catholic Social Services of the Archdiocese of Philadelphia
Philadelphia Anti-Trafficking Coalition
- World Relief-Nashville
Nashville Rescue and Restore
- The Salvation Army of Greater Columbus, OH
Central Ohio Rescue and Restore
- YWCA Of Greater Cincinnati-Alliance for Immigrant Women
End Slavery Cincinnati Rescue and Restore
- SAGE Project, Inc.
SAGE Rescue and Restore Coalition (San Francisco, CA)
- International Institute of St. Louis
St. Louis Rescue and Restore Coalition
- Catholic Charities of Portland
Oregon Coalition to Combat Trafficking in Persons

- U.S. Committee for Refugee and Immigrants, Raleigh
RIPPLE North Carolina anti-trafficking coalition
- Salvation Army Network of Emergency Trafficking Services (NETS) of Las Vegas
Las Vegas Rescue and Restore Coalition
- Catholic Charities of the Archdiocese of Newark
Newark Coalition Against Human Trafficking
- International Rescue Committee, Phoenix
ALERT/Rescue and Restore Coalition
- The Salvation Army Family & Community Services STOP-IT Program
Illinois Rescue and Restore
- Idaho Coalition Against Sexual and Domestic Violence
Idaho Rescue and Restore Coalition

Unaccompanied Alien Children Program

Pursuant to section 462 of the Homeland Security Act of 2002, the custody and care of unaccompanied alien children (UAC) transferred from the former Immigration and Naturalization Service to ORR in March 2003. Since then, the number of children in ORR's care has steadily increased. With an operating budget of \$132,600,000 in 2008, ORR funded approximately 1,600 beds and placed 7,211 children in its various shelter facilities.

A Continuum of Care. In FY 2008, ORR continued focus on developing a full continuum of care for UAC, adding a variety of care options, such as over 25 shelter facilities, group homes and transitional foster care providers, three staff-secure facilities, two secure facilities with innovative programming, and residential treatment centers for children with psychiatric and mental health needs.

When the former Immigration and Naturalization Service transferred its program to ORR in early 2003, approximately one-third of the UAC in its care were housed in secure county or local juvenile detention centers. In 2004, as an alternative to the court-administered juvenile detention centers, ORR developed staff-secure (medium secure) beds to house unaccompanied alien children with serious behavioral concerns or with non-violent, non-assaultive criminal histories. ORR focused on ensuring only youth with violent or repeated juvenile offenses were placed in a secure detention setting. In FY 2008, less than eight percent of all unaccompanied alien children in ORR-funded care were placed in secure or staff-secure facilities. However, secure placements increased 13 percent from FY 2006.

In sum, in FY 2008, 80 percent of UAC were placed in shelters, ten percent in transitional and short-term foster care, four percent in staff-secure facilities, four percent in secure detention facilities, and the remainder in long-term foster care, therapeutic care, or residential treatment centers.

In FY 2008, ORR funded additional bed capacity in Harlingen, TX, close to the Texas-Mexico border, to address the dramatic influx of youth crossing the border who are then apprehended by border patrol agents of the Department of Homeland Security (DHS). The non-profit organization Baptist Child and Family Services provides this additional capacity which allows DHS agents to timely transport migrant youth from border patrol stations to a residential institution where the children can be immediately medically screened, fed, bathed, and assessed for additional services. However, not all services are available in this border region, such as therapeutic care for children with severe mental health issues, specialized programs for parenting teens, etc. As a result, after assessment in the Harlingen facility, many children were transferred to other Division of Unaccompanied Children's Services-funded facilities in other parts of the U.S., leading to a 100 percent increase in transfer placements overall from FY 2006.

Enhanced Services. In FY 2008, ORR focused on enhancing services to UAC, with a focus on addressing mental health issues. ORR initiated the implementation of the UAC Trauma Initiative project in order to improve ORR's capacity to provide services to UAC who have been exposed to traumatic events, including trafficking and other forms of abuse and violence. In response to the growing number of UAC with psychiatric and behavioral disorders resulting from complex trauma or exposure to multiple traumatic events, the Trauma Initiative was designed to train care providers on the fundamentals of identifying child traumatic stress and implementing child trauma informed services for UAC. The Trauma Initiative objectives consist of conducting a needs assessments and corresponding interventions for UAC, provision of ongoing technical assistance, and formulation of recommendations for policy and procedures related to trauma and mental health issues. The Trauma Initiative also was developed to provide techniques and tools to staff that may experience vicarious trauma as a result of working with UAC, in order to decrease staff turnover, enhance staff expertise and improve services for UAC.

In FY 2008, a small number of youth with serious and persistent mental health symptoms and emotional disorders required the intensive supervision, treatment, and structure of a residential treatment center. A total of 14 UAC were served in residential treatment centers in FY 2008.

ORR continued to provide a continuum of care to all UAC in custody. This includes long-term foster care placements for children who were expected to have protracted legal cases and have demonstrated needs that would be best served in a less restrictive setting. While in foster care, children are provided access to mental health services, legal representation, and independent living skills to prepare them for emancipation when they turn 18. The children also attend public school and access community based services. The ORR long-term foster care network expanded in FY 2008 to provide services to children in 10 states, with an emphasis on developing care options in regions where minors are able to access a continuum of care from DUCS providers. DUCS offers placements in different types of settings, including traditional and therapeutic foster care, and group home placements. There was a significant increase in the number of specialized placement options available to children through increases in the capacity of programs to provide therapeutic foster care services.

In FY 2008, 106 UAC were placed in long-term foster care placements. This is a 100 percent increase since the inception of DUCS in 2003. In addition, DUCS also provides referral services to children who are eligible for the Unaccompanied Refugee Minor (URM) foster care program, which includes Cuban and Haitian children, victims of severe forms of trafficking, and children who have been granted a final order of asylum. In FY 2008, 34 children were placed into URM programs.

Release and Reunification. Through a contract with LIRS, ORR coordinates a field coordination program to make third party release recommendations in the best interests of the child. LIRS Field Coordinators review family reunification requests and make preliminary recommendations to ORR as to whether the child's potential sponsor is a viable, appropriate reunification option. They regularly meet with children, identify alternate placements, and develop recommendations for safe release.

In its goal to ensure a safe and prompt release of UAC to relatives or other eligible sponsors living in the United States, ORR developed and implements background check procedures on all sponsors. All UAC sponsors must complete a fingerprint background check, which is accomplished through an inter-agency agreement with HHS' Program Support Center and through a grant with the Lutheran Immigrant and Refugee Services. ORR utilizes a network of digital fingerprint machines at various sites across the country which greatly improves the delivery of prompt and verifiable fingerprint checks on sponsors. In addition to fingerprint checks for criminal history, ORR completes immigration checks and a criminal history public record check on all sponsors. ORR's field specialists review the release recommendations from the field coordinators and shelter case managers, and consult with the Department of Homeland Security/ICE to ensure that a prompt and safe reunification takes place. In FY 2008, 55.8 percent of UAC were released to sponsors.

Home Suitability Assessments. ORR also completed home suitability assessments on select families to whom the children were being released through agreements with USCCB and LIRS, two voluntary agencies with a nationwide network of affiliate social service agencies. Previously, under the former Immigration and Naturalization Service, home assessments were limited to Chinese and Indian families due to smuggling concerns. ORR has expanded home assessments to any case where there is a potential safety risk to the child, family or community. The home suitability assessment assesses the sponsor family unit, evaluates the potential sponsor's ability to meet the child's needs and educates and prepares the potential sponsor for reunification with the child. The home suitability assessment consists of a background check on all adults living in the home of the potential sponsor, interviews with the families and child, and a home visit. Children released after receiving a home suitability assessment received follow-up services for 90-days after the release. In cases where there were no known safety risks, but

additional assistance was needed to connect the child and sponsor to appropriate resources post-release, children received follow-up only services for a 90-day period. In FY 2008, ORR completed a total of 261 home suitability assessments and follow-up only services cases.

A Field Presence. In FY 2008, ORR maintained a field presence through placement of Federal Field Specialists in regions with UAC care provider facilities. A total of ten Federal Field Specialists and two Federal Field Specialist Supervisors located in Chicago, Harlingen/Brownsville, El Paso, Houston, San Antonio, Miami, Los Angeles, and Phoenix served as local liaisons for the UAC program. The Federal Field Specialists performed inherently federal functions and coordinate efforts between the Department of Homeland Security, the Executive Office for Immigration Review, ORR and other agencies and stakeholders in the program. They also conducted weekly site visits to facilities in their local region. In FY 2008, Federal Field Specialists processed 3,524 reunifications.

Daily Average of Minors in Care Per Month (Number of UAC) FY 2004 – 2008					
Month	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008
OCT	443	761	1,105	1,138	1,316
NOV	454	720	991	1,116	1,155
DEC	467	648	883	1,113	952
JAN	461	586	829	1,043	848
FEB	560	642	909	1,090	917
MAR	608	730	963	1,179	1,119
APR	653	782	1,048	1,268	1,281
MAY	752	910	1,135	1,343	1,399
JUN	806	974	1,141	1,466	1,429
JUL	812	1,021	1,025	1,537	1,361
AUG	847	1,113	1,029	1,569	1,374
SEP	823	1,151	1,134	1,488	1,483

Tracking and Management System. In FY 2008, ORR continued to refine its web-based Tracking and Management System (TMS) which tracks children from initial placement by ORR to release or return to the home country. The system currently encompasses family reunification review process and captures performance measurement data. During FY 2008, TMS users took advantage of valuable new functionalities. Adding the ability to track and document the transfer process as well as significant incident reporting enabled all levels of users to increase efficiency, accuracy and timeliness for program actions. Further development will include more aspects of individualized case management for children in care.

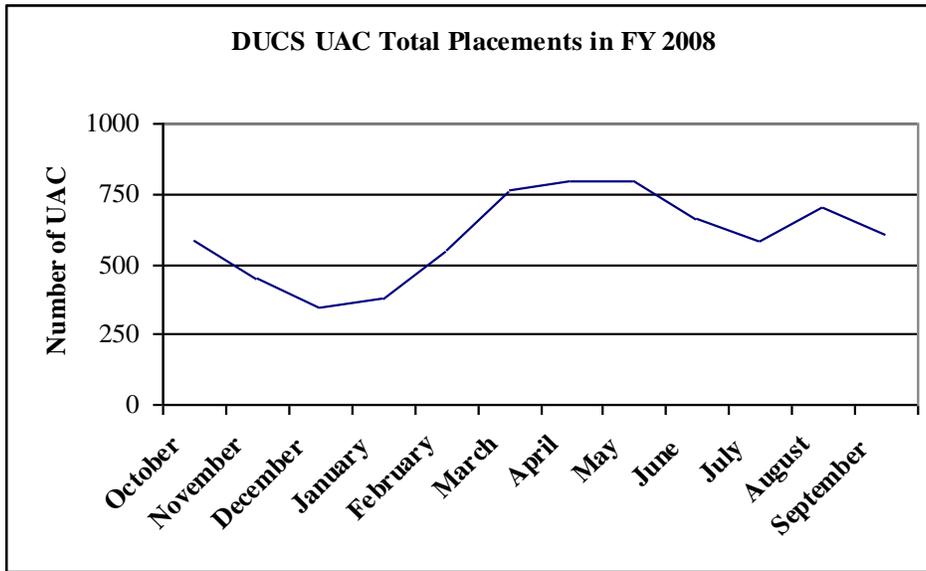
Medical Services. In FY 2008, ORR continued to provide medical services to UAC in care through an inter-agency agreement with the Department of Veterans Administration for reimbursement to medical providers. A registered nurse from the Public Health Service reviews all medical treatment requests and authorizes or denies them. In FY 2008, 88.9 percent of UAC received medical services within 48 hours of initial placement. ORR spent \$6.9 million on provision of medical services for UAC in FY 2008.

Pro Bono and Child Protection Advocates. In FY 2008, ORR continued its pro bono outreach pilot program with the Vera Institute for Justice (New York, NY). In FY 2005, Vera Institute subcontracted with ten legal service providers in geographic areas where there are ORR-funded care facilities and programs to recruit, mentor and retain pro bono attorneys to serve UAC. All pilot sites have special software (Program Management Application) to track attorney representation, case dispositions, and other information. At the end of the three-year pilot, Vera Institute will provide ORR with a comprehensive report and recommendations. In FY 2008, the ten legal service provider sites collected a uniform set of statistics using either Vera’s Program Management Application or the Access-based Vera UAC project database, with the result that more accurate and consistent data now is being collected.

In addition, ORR continued the Immigrant Children’s Advocacy Project (ICAP), a *child protection advocate* pilot project based in Chicago (the legal clinic at the University of Chicago Law School) to serve as a model for a nationwide program. In FY 2007, ICAP had ten bilingual law students who served as Child Advocates and worked on research projects. ICAP also has developed a solid base of lay volunteer Child Advocates, and received weekly requests for assignment of Advocates from the ORR-funded shelter in Chicago and from the attorneys at the National Immigrant Justice Center (Chicago). Moreover, in FY 2007, the immigration judge who manages and hears the cases of the UAC in ORR’s custody recognized the Child Advocates’ presence in the courtroom. ICAP also is developing a best practices model for unaccompanied immigrant children in order to expand the project in Chicago.

ORR has continued collaborative efforts with the U.S. Department of Justice’s, Executive Office of Immigration Review (EOIR). The Office of the Chief Immigration Judge has met often with ORR on immigration court procedures involving UAC. Moreover, the EOIR Pro Bono Program works closely with ORR on coordinating pro bono outreach with the Vera Institute of Justice.

Number of UAC Case Admissions (2008) (by Facility Type)			
Facility Type	Total Placements		Difference FY07 to FY08
	FY07	FY08	
Shelter	6,713	5,794	-14%
Transitional Foster Care	920	748	-19%
Staff-Secure	358	298	-17%
Secure	116	249	117%
DUCS Funded Foster Care	92	108	16%
Residential Treatment	10	14	40%
Therapeutic Secure	3	0	-100%
Total	8,212	7,211	-12%



U.S. Repatriation Program

The United States (U.S.) Repatriation Program was established by section 1113 of Title XI of the Social Security Act (Assistance for U.S. Citizens Returned from Foreign Countries) to provide temporary assistance to U.S. citizens and their dependents who have been identified by the Department of State (DOS) as having returned, or been brought from a foreign country to the U.S. because of destitution, illness, war, threat of war, or a similar crisis and without available resources.

Eligible U.S. citizens are referred by DOS, which requests assistance from the U.S. Repatriation Program for individual, group and national emergency evacuations. DOS also certifies that citizens and their dependents are eligible for temporary assistance and is responsible for bringing them to U.S. soil. Upon arrival in the U.S., services for repatriates are the responsibility of the Secretary of HHS. The Secretary has delegated these responsibilities to HHS/ACF/ORR. ORR holds a cooperative agreement with International Social Services-USA Branch, to assist in the coordination of services.

Temporary Assistance is provided in the form of a loan that must be repaid to the Federal Government and may be given in the form of money, medical care, temporary shelter, transportation, and other goods and services necessary for the health or welfare of individuals. Assistance is offered to eligible citizens and their dependents in the U.S. upon their arrival from abroad and for such period after their arrival, not exceeding 90 days as outlined in the Code of Federal Regulations (45 CFR 212.4). Certain temporary assistance may be provided beyond the 90-day period in the case of any citizen or dependent upon a finding by the HHS Secretary that the circumstances involved necessitate or justify the furnishing of such assistance beyond such period in that particular case (42 United States Code (U.S.C.) 1313). All temporary assistance provided under the Program and allocable to individual recipients is in the form of a loan repayable to the Federal Government. The Program Support Center (PSC), an HHS contractor, administers debt collection for these repayments.

The Program contains four different activities. Two of these are characterized by ongoing caseloads with individual repatriations under section 1113 of the Social Security Act and the assistance provided to mentally ill repatriates found under 24 U.S.C. 321. The other two activities are contingency components regarding emergency repatriation responsibility assigned under Executive Order (E.O.) 12656 (as amended). Operationally, these activities involve different kinds of preparation, resources and execution. However, the core program policies and administrative procedures are essentially the same for each.

Program Statistics. A total of 267 Repatriation cases were opened in the ISS-USA repatriation database within FY 2008. This includes repatriation services to 351 individuals. Of the 351 individuals served, 219 were adults, 132 were children. In all, approximately 28 percent of all individuals served through the U.S. Repatriation program in FY 2008 were children. The average age of adults was 43 years with a range of 19 to 83. The average age of children was 13 years with a range of two to 18. From the total number of processed cases, 127 were resettlement cases, 103 were fare share and 18 were both fare share and resettlement. Sixteen cases were opened, but later cancelled (approximately 6 percent).²

Repatriates arrived from a total of 73 countries. They were resettled in a total of 45 states (including the Commonwealth of Puerto Rico). The most common departure countries included: Mexico, Thailand, United Kingdom, China, Israel, Australia, Turkey, England, Dominican Republic, France, Spain, Canada, Egypt, Norway, Singapore, and South Africa. The most common states of final destination included:

² Cases that only require onward travel assistance. This onward travel assistance is booked and paid by DOS. HHS reimburses DOS for the domestic portion of the travel assistance loan. Monies collected by DOS are returned to PSC for appropriate financial processing.

California, Florida, New York, Texas, Illinois, Michigan, Pennsylvania, North Carolina, Massachusetts, Arizona, Tennessee, Oregon, Georgia, Louisiana, Maryland, Minnesota, Ohio, Washington, and Virginia.

Number of Individuals Served (2008)	
Adults	219
Children	132
(Unaccompanied Children)	(18)
TOTAL	351

Case Planning. On average it took 19 days to coordinate and process a case from the date the case was opened until arrival in the U.S. During this waiting period, case planning and coordination occurred among involved agencies (e.g. ORR, DOS, ISS, federal agencies, states of final destination, etc.).

Inquiries. In addition to the cases, there were 136 inquiries, 101 by the Department of State about repatriates, 21 by individuals about repatriations and their cases, and 14 by Department of State for assistance with other international social work matters.

Reasons for Repatriation: The primary reason for the repatriation was lack of resources and mental illness. More than half of the people who are returning due to mental illness also experienced a lack of resources. Of those cases that were repatriated, almost 25 percent involved mental illness. In 2008, assistance was not needed to respond to a natural disaster. Some repatriates returned for medical reasons in addition to destitution.

Primary Services. Although many repatriates received a range of services, the caseworkers usually recorded the *primary* services provided for each case. These services included: local escorts (65), shelter (109), food (32), medical assistance (121), financial (155) and onward travel (118).

Repatriation Costs. The average cost per case was \$1,017. The average cost for resettlement assistance was \$296, the average cost for fare share was \$236 and the average cost for administrative services was \$485. These costs varied widely with the highest cost being \$6,599 and the lowest being \$5.

The first column reflects the totals in each category. The second column reflects the averages for the number of cases that used services in each category.

Services	Totals	Average
Medical costs	\$12,471.35	\$157.87
Transportation	\$10,602.20	\$134.21
Rent	\$20,964.30	\$265.37
Cash assistance	\$11,176.33	\$141.47
Escorts	\$4,159.20	\$52.65

In FY 2008, there were 24 repayment waivers granted. There were 191 cases referred to PSC for collection totaling \$116,354.

II. REFUGEES IN THE UNITED STATES

This section characterizes the refugee, Amerasian, and entrant population (hereafter, referred to as refugees unless noted otherwise) in the U.S., focusing primarily on those who have entered since 1983.

Nationality of U.S. Refugee Population

Southeast Asians remain the largest refugee group among recent arrivals.³ Thirty-one percent of the 2,258,481 refugees who have arrived in the U.S. since the ORR refugee database was created in 1983 have fled from nations of Southeast Asia (refer to Table 1, Appendix A).⁴ Prior to 1983, the proportion was much higher, as evidenced by supplementary admission data supplied by the Department of State. According to Department of State Refugee Processing Center data, the proportion of refugees who arrived since 1975 that fled from Asia is 49 percent (refer to Table II-1, this section).

Vietnamese continue to be the majority refugee group from Southeast Asia, although the ethnic composition of the entering population has become more diverse over time. About 135,000 Southeast Asians fled to America at the time of the collapse of the Saigon government in 1975. Over the next four years, large numbers of boat people escaped Southeast Asia and were admitted to the U.S. The majority of these arrivals were Vietnamese. The Vietnamese share has declined gradually, especially since persons from Cambodia and Laos began to arrive in larger numbers in 1980.

For the period FY 1983 through FY 2008, Vietnamese refugees made up 66 percent of refugee arrivals from Southeast Asia, while 18 percent were from Laos, ten percent were from Cambodia, four percent from Burma, and one percent arrived from Thailand. FY 2008 saw a particular growth in the number and proportion of refugees arriving from Burma (12,852, up from 9,776 in FY 2007 and 1,323 in FY 2006). More than 78 percent of Burmese arrivals since 1983 arrived in FY 2007 and FY 2008.

More recently, refugees from outside of Southeast Asia have arrived in larger numbers. Between FY 1988 and FY 1999, refugees arriving from the former Soviet Union surpassed refugees arriving from Vietnam every year except FY 1991. Since FY 1995, refugees from the former Soviet Union and Vietnam were surpassed by refugees and entrants arriving from Cuba. From FY 1998, refugees from the former Yugoslavia eclipsed all other refugee groups until FY 2002, when entrants from Cuba and refugee arrivals from Africa began to dominate arrivals. In FY 2007, refugees from Africa comprised 29 percent of total refugee arrivals and arrivals from Cuba (refugees and entrants) comprised 25 percent.

In FY 2008, however, the composition of arriving populations changed dramatically, with arrivals from Iraq (19 percent) and Burma (18 percent) on par with the proportion of arrivals from Cuba (20 percent, including refugees and entrants). In addition, over seven percent of arrivals were from Bhutan, compared with no arrivals from that country in years past. Arrivals from Africa in FY 2008 totaled 15 percent, with 32 percent from East Asia and 41 percent from Near East/South Asia. Only three percent were from Europe.

Since ORR began keeping records of refugee arrivals in 1983, refugees from five countries have represented 71 percent of all arrivals: the former Soviet Union (23 percent), Vietnam (21 percent), Cuba (15 percent), the former Yugoslavia (7 percent), and Laos (6 percent).

³ Southeast Asian refugees include refugees with the countries of origin of Burma, Cambodia, Laos, Thailand, and Vietnam.

⁴ Refugee arrivals from Table 1 or Appendix A include entrants from Cuba.

Geographic Location of Refugees

From FY 1983 through FY 2008, California received the largest number of arrivals (456,079, or 20 percent). Florida with its huge entrant base recorded 336,225 refugees and entrants, or 15 percent; New York had 259,288 (11.5 percent); followed by Texas with 116,817 (five percent); and Washington with 96,684 or four percent). Altogether, these five states received 56 percent of all refugee and entrant arrivals since 1983.

Southeast Asian refugees have settled in every state of the U.S. (refer to Table 2, Appendix A). More Southeast Asians initially resettled in California than any other state between FY 1983 and FY 2007 (34 percent).

California, New York, and Florida have resettled the greatest number of refugees to date (refer to Table 2, Appendix A). California received the most refugees from FY 1983 through FY 1994; since FY 1995, Florida has resettled the largest number of refugees every year but FY 1997, when New York resettled the most refugees.

Secondary Migration

The Reception and Placement program ensures that refugees arrive in communities with sufficient resources to meet their immediate needs and a caseworker to assist them with resettlement and orientation. Refugees need not stay in the community of initial resettlement, and many leave to build a new life elsewhere. A number of explanations for secondary migration by refugees have been suggested: better employment opportunities, the pull of an established ethnic community, more generous welfare benefits, better training opportunities, reunification with relatives, or a more 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. In response to this directive, ORR has developed a database for determining secondary migration from electronic files submitted by states. Each name submitted is checked against other states and against the most recent summary of arrivals. Arrivals that do not have refugee status or whose arrival did not occur in the 36-month period prior to the beginning of the fiscal year were deleted from the rolls.

Analysis of the summary totals 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. Examination of the detailed state-by-state matrix showed several migration patterns: a strong movement in and out of California; a strong movement into Florida, Minnesota, Ohio, and Washington; a strong movement out of New York and Texas; and some population exchange between contiguous or geographically close states.

Almost every state experienced both gains and losses through secondary migration in FY 2008. Nineteen states gained additional refugees through secondary migration. The largest net in-migrations were recorded for Minnesota (1,658), Washington (724), Maine (438), Colorado (229), Wisconsin (207), and Indiana (205). Texas (455), Illinois (568), New York (440), Georgia (360), Michigan (360), and Arizona (339) experienced the largest net out-migrations.

Economic Adjustment

Economic self-sufficiency is as important to refugees as adapting to their new homeland’s social rhythms. Toward that end, 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. This involves a balance among three elements: (1) the employment potential of refugees, including their education, skills, English language competence, and health; (2) their need for financial resources, food, housing, or childcare; and (3) 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 U.S. has been a successful and generally rapid process. However, similar to the past several years, the 2008 process of refugee economic adjustment appears to have met with some difficulty, most likely due to the downturn in the economy as well as changes in the composition of the arriving refugee populations, in particular the increase in the proportion of refugees with lower levels of education and literacy. Nevertheless, the employment information retrieved from this year’s refugee population survey tells a complex story about the economic success of refugees in the five-year population, compared to the broader U.S. population. Survey respondents achieved a level of economic achievement only marginally lower than the population of the U.S., as evidenced by their employment rates and labor force participation rates, which may indicate that integration into the mainstream of the U.S. economy is proceeding steadily. However, unemployment rates for refugees in the sample are significantly higher than those of the general population, indicating that economic adjustment continues to be challenging for refugee populations.

Gauges of Economic Adjustment

Recently, ORR completed its 42nd survey of a national sample of refugee populations (Refugees, Amerasians, and Entrants) selected from the population of all refugees who arrived between May 1, 2003 and April 30, 2008. The survey collected basic demographic information, such as age and country of origin, level of education, English language training, job training, labor force participation, work experience and barriers to employment, for each adult member of the household. Other data were collected by family unit, including housing, income, and welfare utilization data.

To evaluate the economic progress of refugees, ORR relied on several measures of employment activity employed by economists. The first group of measures relates to employment status in the week before the survey and includes the employment-to-population ratio (or EPR), the labor force participation rate (LFP), and the unemployment rate. In addition, data on work experience over the past year and number of hours worked per week were analyzed, as well as reasons for not working. Data also are presented on the length of time it took refugees to gain their first job since arrival in the U.S.

Table II-1: Summary of Refugee Admissions for FY 1975-FY 2008						
Fiscal Year	Africa	East Asia	East. Europe	Soviet Union	Latin Amer.	N. East Asia
1975	0	135,000	1,947	6,211	3,000	0
1976	0	15,000	1,756	7,450	3,000	0

Fiscal Year	Africa	East Asia	East. Europe	Soviet Union	Latin Amer.	N. East Asia
1977	0	7,000	1,755	8,191	3,000	0
1978	0	20,574	2,245	10,688	3,000	0
1979	0	76,521	3,393	24,449	7,000	0
1980	955	163,799	5,025	28,444	6,662	2,231
1981	2,119	131,139	6,704	13,444	2,017	3,829
1982	3,412	73,755	11,109	2,760	580	6,480
1983	2,645	39,245	11,867	1,342	691	5,428
1984	2,749	51,978	10,096	721	150	4,699
1985	1,951	49,962	9,233	623	151	5,784
1986	1,322	45,482	8,503	799	131	5,909
1987	1,990	40,099	8,396	3,699	323	10,021
1988	1,593	35,371	7,510	20,411	2,497	8,368
1989	1,902	45,722	8,752	39,602	2,604	6,938
1990	3,453	51,598	6,094	50,628	2,305	4,979
1991	4,420	53,522	6,837	39,226	2,253	5,342
1992	5,470	51,899	2,915	61,397	3,065	6,903
1993	6,967	49,817	2,582	48,773	4,071	6,987
1994	5,860	43,564	7,707	43,854	6,156	5,840
1995	4,827	36,987	10,070	35,951	7,629	4,510
1996	7,604	19,321	12,145	29,816	3,550	3,967
1997	6,065	8,594	21,401	27,331	2,996	4,101

Fiscal Year	Africa	East Asia	East. Europe	Soviet Union	Latin Amer.	N. East Asia
1998	6,887	10,854	30,842	23,557	1,627	3,313
1999	13,043	10,206	24,497	17,410	2,110	4,098
2000	17,561	4,561	22,561	15,103	3,232	10,129
2001	19,021	3,725	15,777	15,748	2,973	12,060
2002	2,548	3,525	5,439	9,963	1,933	3,702
2003	10,717	1,724	2,525	8,744	452	4,260
2004	29,125	8,079	489	8,765	3,556	2,854
2005	20,749	12,071	11,316	-	6,700	2,977
2006	18,182	5,659	10,456	-	3,264	3,718
2007	17,482	15,643	4,561	-	2,976	7,619
2008	8,935	19,489	2,343	-	4,277	25,147
1975-2008 Grand Total	229,554	1,341,485	298,848	605,100	99,930	182,194

Note: This chart does not include an additional 8,214 refugees admitted between FY 1988 and FY 1993 under the Private Sector Initiative (PSI) or the 14,161 Kosovar refugees admitted in FY 1999. Numbers listed above for Latin America exclude Cuban and Haitian entrants. Beginning with FY 2005, the Department of State reports refugee totals from the republics of the former Soviet Union as part of the Eastern European category.

Source: Bureau of Population, Refugees, and Migration, U.S Department of State. Totals do not correlate directly with ORR database.

Employment Status

Table II-2 presents the Employment-to-Population Ratio (EPR) or employment rate as of December 2008 for refugees 16 and older in the five-year survey population. The survey found that the overall EPR for all survey respondents who came to the U.S. between 2003 and 2008 was 55.9 percent (63.3 percent for males and 48.2 percent for females). As a point of reference, the employment rate for the U.S. population was 61 percent in 2008.⁵ The overall respondent EPR for 2008 was lower than the 2007 rate of 56.8 percent; men in particular saw a decline in their participation rate, from 69.2 percent in 2007 to 63.3 percent in 2008. The refugee respondent employment rate increases with length of stay in the U.S. As indicated in Table II-2, the

⁵ 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, expressed as a percentage.

employment rate was low (35.0 percent) for recent arrivals (2008 arrivals), but much higher (63.1 percent) for well-established refugee respondents (2003 arrivals).

The overall labor force participation rate for survey respondents was exactly the same as that of the general population, averaging 65.7 percent. On the other hand, the unemployment rate of refugees was notably higher than that of the general population, averaging 15 percent in the 2008 survey (up from 11.2 percent in the 2007 survey), compared to 7.2 percent in the general U.S. population (up from 4.6 percent the prior year). This average is heavily weighted by the particularly high unemployment rates (45.8 percent) of the respondents that arrived in 2008; the unemployment rate for the 2007 cohort was much lower, at 15.4 percent.

Economic conditions in the U.S. as a whole influence the ability of refugees to find employment, and these conditions have varied in the past decade. Table II-3 describes the history of U.S. and refugee participation in the labor force for surveys conducted since FY 1993, the year that the Annual Survey was expanded to include refugees from all regions of the world. During this time, the national employment rate varied little, with the 2008 U.S. employment rate (61 percent) slightly less than the 1993 rate and the peak rate (64.4 percent) recorded in 2000. The refugee employment rate, on the other hand, has not tracked the U.S. rate. In the 1993 survey, refugee employment (32.5 percent) was barely more than half the U.S. rate (62 percent). Over the next six years, the reported refugee rate soared 34 percentage points, while the U.S. rate climbed only two percentage points to 64 percent. In the 1999 survey, the refugee employment rate exceeded the U.S. rate by three percentage points.

Year of Arrival	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
2008	35.0	37.3%	32.1%	64.7%	66.7%	62.1%	45.8%	44%	48.3%
2007	52.6	63.7	39.0	62.1	72.3	49.6	15.4	12.0	21.4
2006	58.3	68.9	46.9	65.4	75.0	55.2	10.9	8.2	14.9
2005	56.2	59.3	53.3	65.8	69.7	62.2	14.5	14.8	14.2
2004	55.6	63.0	47.9	66.0	72.0	59.8	15.9	12.6	20.0
2003	63.1	70.0	57.2	70.1	77.7	63.5	9.9	9.9	10.0
Total Sample	55.9	63.3	48.2	65.7	72.8	58.5	15.0	13.1	17.6
U.S. Rates	61.0	66.7	55.7	65.7	72.4	59.5	7.2	7.9	6.4

After 1999, however, the economy began to soften. The overall U.S. rate has declined three percentage points from the 2000 peak, but has not fluctuated dramatically. The refugee rate, on the other hand, has been much more volatile, advancing eight points from 2003 (55.2 percent) to 2004 (62.6 percent) and regressing five points from 62.6 percent in 2004 to 58.0 percent in 2005. The reported 2008 refugee employment rate is the lowest it has been since the 2003 survey, falling behind the national rate by six points.

Table II-3 also contains data on the labor force participation rate (LFP) for refugees 16 and over in the five-year sample population. This rate is closely related to the employment rate, except it includes individuals looking for work as well as those currently employed. As of December 2008, the overall LFP for the five-

year refugee sample population was 65.7 percent, exactly the same as the U.S. rate. Refugee males in the survey (72.8 percent) sought or found work at a higher rate than refugee females (58.5 percent).⁶ The 2008 survey refugee labor force participation rate (65.7 percent) is slightly higher than the past few years, but is still several points lower than in the 2004 survey (69 percent). During this time, the overall U.S. participation rate was virtually unchanged (around 66 percent). While the unemployment rate of the U.S. population rose dramatically from 2004 (5.5 percent) to 2008 (7.2 percent), the unemployment rate among the refugee respondents increased even more (from 6.7 percent to 15 percent).

Nevertheless, as with the employment rate and independent of economic conditions, the labor force participation rate for refugees appears to generally increase with time spent in the U.S., with 70.1 percent of refugees who arrived in 2003 participating in the labor force, compared with 64.7 percent of refugees who arrived in 2008. This year's survey revealed a 14.3 percent difference in labor force participation between men and women among all refugees in the five-year sample population (72.8 percent versus 58.5 percent). This tracks with the overall gender difference in labor force participation rates for the U.S. population, 13 points.

⁶ 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 age 16 or over, expressed as a percentage.

**Table II-3: Employment of Refugees by Survey Year and Gender
(Based on Refugees Age 16 and Older)**

Year Survey Administered	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
2008 Survey	55.9%	63.3%	48.2%	65.7%	72.8%	58.5%	15.0%	13.1%	17.6%
U.S. Rate	61.0	66.7	55.7	65.7	72.4	59.5	7.2	7.9	6.4
2007 Survey	56.8	63.7	50.2	64.0	70.5	57.6	11.2%	9.8	12.9
U.S. Rate	63.0	69.8	56.6	66.0	73.2	59.3	4.6	4.7	4.5
2006 Survey	58.4	69.2	48.1	64.0	73.8	54.6	8.7	6.3	11.9
U.S. Rate	63.1	70.1	56.6	66.2	73.5	59.3	4.6	4.6	4.6
2005 Survey	58.0	68.1	48.3	64.7	74.5	55.4	6.8	6.3	7.1
U.S. Rate	62.7	69.6	56.2	66.0	73.3	59.3	5.1	5.1	5.1
2004 Survey	62.6	70.8	52.5	69.3	77.1	59.9	6.7	6.2	7.4
U.S. Rate	62.3	69.2	56.0	66.0	73.3	59.2	5.5	5.4	5.6
2003 Survey	55.2	64.0	45.3	61.0	69.1	51.8	5.7	5.1	6.4
U.S. Rate	62.3	68.9	56.1	65.7	72.8	59.2	6.0	6.3	5.7
2002 Survey	60.8	65.6	55.2	67.1	72.3	61.3	6.4	6.8	6.1
U.S. Rate	62.7	69.7	56.3	67.8	74.8	61.3	5.8	5.9	5.6
2001 Survey	62.0	67.7	56.3	66.6	72.7	60.5	6.9	6.9	7.0
U.S. Rate	63.7	70.9	57.0	67.6	74.9	60.9	4.7	4.8	4.7
2000 Survey	60.8	72.6	62.7	70.1	74.9	65.1	3.3	3.0	3.7
U.S. Rate	64.4	71.9	57.5	67.2	76.6	60.9	4.0	3.9	4.1
1999 Survey	66.8	72.3	61.1	68.9	74.4	63.3	3.1	2.8	3.5
U.S. Rate	64.3	71.6	57.4	67.1	76.7	60.7	4.2	4.1	4.3
1998 Survey	56.0	62.7	49.4	59.1	65.9	52.3	5.2	4.9	5.6
U.S. Rate	64.1	71.6	57.1	67.1	76.8	60.4	4.5	4.4	4.6
1997 Survey	53.9	62.9	45.1	58.3	67.1	49.5	7.5	6.3	9.0
U.S. Rate	63.8	71.3	56.8	67.1	77.0	60.5	4.9	4.9	5.0
1996 Survey	51.1	58.8	43.3	57.5	65.7	49.2	11.2	10.6	12.0
U.S. Rate	63.2	70.9	56.0	66.8	76.8	59.9	5.4	5.4	5.4
1995 Survey	42.3	49.5	35.1	49.8	57.4	42.1	15.1	14.0	16.6
U.S. Rate	62.9	70.8	55.6	66.6	76.7	59.4	5.6	5.6	5.6
1994 Survey	35.5	41.2	29.8	43.6	50.7	36.5	18.8	18.9	18.6
U.S. Rate	62.5	70.4	55.3	66.6	76.8	59.3	6.1	6.2	6.0
1993 Survey	32.5	37.3	27.7	35.4	41.2	29.7	8.4	9.5	6.9
U.S. Rate	61.7	70.0	54.1	66.3	77.3	58.5	6.9	7.2	6.6

Note: As of December of each year indicated. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the survey for each year indicated. U.S. rates are from the U.S. Department of Labor, Bureau of Labor Statistics.

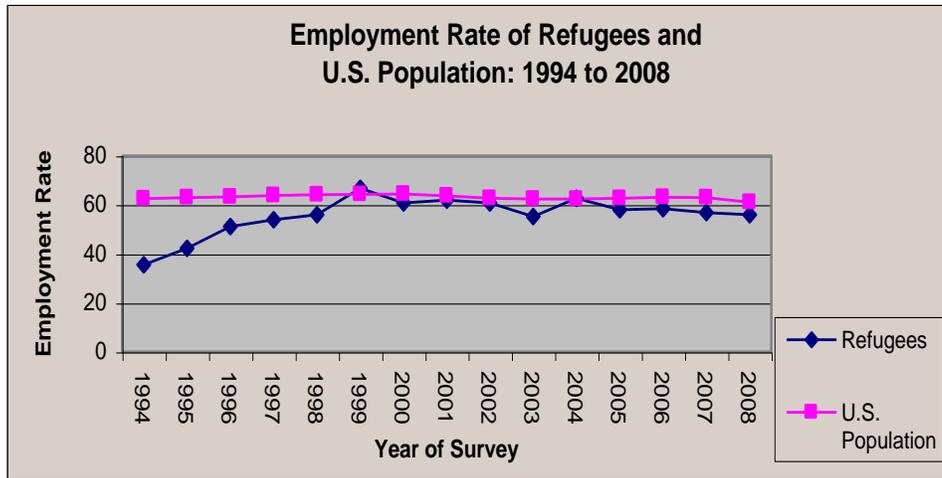


Figure 1: Employment Rate of Refugees and U.S. Population: 1994-2008

Table II-4 reveals significant differences between the six refugee groups in terms of their EPR, labor force participation rate, and unemployment rate. The EPR for the six refugee groups ranged from a high of 72.2 percent for survey respondents from Latin America to a low of 47.9 percent for survey respondents from Africa.⁷

Refugee respondents from Latin America sustained the highest employment rate in 2007 (72.2 percent), followed by those from the Middle East (53.9 percent), the former Soviet Union (53.2 percent), East Asia (55.2 percent), and Africa (47.9 percent). Both Africa and Latin America refugees reported employment rates of 67 percent in 2004, but their employment rates have since gone in the opposite directions, with Africa tumbling to a low of 47.2 percent in the 2007 survey and Latin America rising to 75.4 percent in the 2007 survey. The largest gender difference in employment rate in the 2008 survey was found among the African (39.0 percent for females versus 55.9 percent for males) and East Asian refugees (40.2 percent for females vs. 67.6 percent for males) while the smallest difference was among male and female refugees from Latin America (74.2 percent for males vs. 70.3 percent for females).

The reported labor force participation rate (LFP) of the survey sample followed a similar pattern as the EPR, but was generally somewhat higher overall (65.7 percent) than the analogous participation rates in the 2007 survey (64.0 percent). The LFP was fairly high for refugee respondents from Latin America (82.1 percent). Africa (65.8 percent) was the lowest, while respondents from the Middle East (75.7 percent), the former Soviet Union (71.7 percent), and East Asia (71.2 percent) were in between. The highest disparity between male and female participation rates was found for respondents from East Asia (71.2 percent for males, 50.2 percent for females, a gap of 21 points).

⁷ The six refugee groups are derived from the following countries or regions: Africa (Cameroon, Burundi, Djibouti, Ghana, Ivory Coast, Ethiopia, Kenya, Liberia, Nigeria, Rwanda, Sierra Leone, Senegal, Somalia, Sudan, Togo, and Zaire), Eastern Europe (Albania, Bosnia and Herzegovina, Croatia, Macedonia, Serbia, and the former Yugoslavia), Latin America (Cuba, Haiti, Colombia and Ecuador), the Middle East (Afghanistan, Bhutan, Iran, Iraq, Syria, Pakistan, and Libya), the former Soviet Union (Azerbaijan, Belarus, Estonia, Georgia, Kyrgyzstan, Kazakhstan, Latvia, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine, and Uzbekistan), and East Asia (Burma, Cambodia, Laos, Thailand, and Vietnam (including Amerasians)).

Overall, the unemployment rate of refugee respondents in the five-year population was higher than the recorded rate for the U.S. as a whole (15.0 percent vs. 7.2 percent). The rate for refugee males (13.1 percent) was higher than the recorded rate for all males in the U.S. (7.9 percent), but the unemployment rate for refugee females (17.1 percent) was considerably higher than that of all U.S. females (6.4 percent).

In this year’s survey, the unemployment rate was highest for refugee respondents from the Middle East (21.4 percent), Africa (17.7 percent), the former Soviet Union (13.6 percent), followed by Latin America (12.1 percent) and Southeast Asia (10.6 percent). While the unemployment rates were almost equal among the male and female refugees from the former Soviet Union (14.8 percent for males vs. 12.0 percent for females), and refugees from Latin American (12.7 percent for males vs. 11.5 percent for females), the gap between males and females was quite large for those from the Middle East (13.2 percent for males vs. 30.6 percent for females), East Asia (5.1 percent for males vs. 20.0 percent for females), and Africa (15.0 percent for males vs. 21.9 percent for females). This gender gap was one of the factors that contributed to the relatively high overall reported unemployment rates in these groups.

**TABLE II-4 – Employment Status of Selected Refugee Groups by Sex:
2008 Refugee Survey**

Employment Measure	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
Employment Rate (EPR)	47.9%	n/a*	72.2%	53.9%	55.2%	53.2%	55.9%
-Males	55.9	n/a	74.2	65.7	67.6	61.1	63.3
-Females	39.0	n/a	70.3	43.0	40.2	45.6	48.2
Worked at any point since arrival	59.0	n/a	82.8	60.7	61.7	64.4	65.9
-Males	66.2	n/a	84.6	74.2	73.0	72.5	73.1
-Females	51.2	n/a	81.0	48.3	48.0	56.6	58.6
Labor Force Participation Rate	58.2	n/a	82.1	68.5	61.7	61.6	65.7
-Males	65.8	n/a	84.9	75.7	71.2	71.7	72.8
-Females	49.9	n/a	79.4	61.9	50.2	51.8	58.5
Unemployment Rate	17.7	n/a	12.1	21.4	10.6	13.6	15.0
-Males	15.0	n/a	12.7	13.2	5.1	14.8	13.1
-Females	21.9	n/a	11.5	30.6	20.0	12.0	17.6

Note: As of December 2008. Not seasonally adjusted. Data refers to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2003-2008.

* The number of cases is too small to generate valid estimates.

Reasons for Not Looking for Work

The survey also asked refugees age 16 and over who were not employed why they were not looking for employment (refer to Figure 2). Attending school accounted for the largest proportion (41.6 percent), with an associated median age of 18 years. Poor health accounted for the second largest proportion (22.8 percent), with an associated median age of 56. Child Care/Other Family Responsibilities accounted for another 22.5 percent, with an associated median age of 33. Furthermore, of those citing Child Care/Other Family Responsibilities, 76.7 percent were under the age of 40, and 94.9 percent were female. Limited English accounted for 11.8 percent of those in the survey who reported not looking for work, with an associated median age of 49. About 3.1 percent of refugees surveyed reported an inability to find a job, with an associated median age of 38.

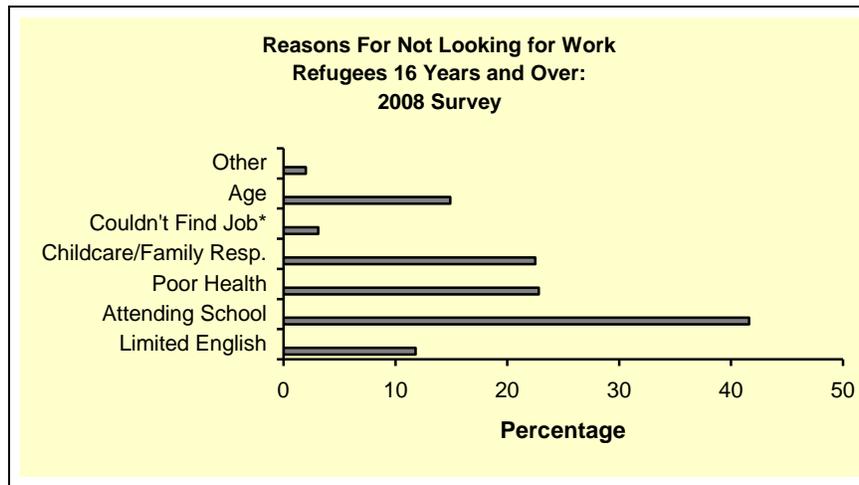


Figure 2: Reasons not looking for Work for refugees 16 years and over: 2008 Survey.
 (Chart note: Limited to refugees who did not work in previous week and are not looking for work at the time of the survey.)
 *(Chart note: “Couldn’t find job” represents response categories “Believes no work available” and “couldn’t find job.”)

Work Experience in Previous Year

A gauge of economic adjustment that reflects a longer time frame than *employment status* (which only relates to employment during the week prior to the survey) is work experience, which measures not only the number of weeks worked in the past year, but the usual number of hours worked in a week.

As with employment status, the proportion of refugees with some work experience in the past year tends to increase with length of time in the U.S. Table II-5 shows that less than half (45.8 percent) of the survey respondents who arrived in 2008 had worked in the year before the survey, compared with 58.8 percent of those who arrived in 2007. Refugee respondents who arrived in 2003 and 2004 recorded somewhat high rates of employment in the year prior to the survey, 68.1 percent and 65.7 percent.

Refugees who worked in the year prior to the 2008 survey averaged 41.1 weeks of employment during that period (refer to Table II-5). This is consistent with findings from the previous surveys. Workers reported an average of 40.9 weeks of work in the 2007 survey, 42 weeks of work in the 2006 survey, and 43 weeks in the 2005 survey. The most recent (2008) arrivals averaged 16.2 weeks of work during the previous 12 months. In contrast, the 2007 arrivals reported an average of 34.8 weeks and the 2003 arrivals reported an average of 46.9 weeks.

Table II-5: Work Experience of Adult Refugees in the 2008 Survey By Year of Arrival		
	Number	Percent Distribution
Total Refugees 16 years and older	3108	100.0
Worked*	1982	63.8
50-52 weeks	936	30.1
Full-time	1432	72.3**
Average weeks worked	41.1	
2008 arrivals	137	100.0
Worked	63	45.8
50-52 weeks	2	1.2
Full-time	37	58.4**
Average weeks worked	16.2	
2007 arrivals	619	100.0
Worked	364	58.8
50-52 weeks	86	13.9
Full-time	253	69.6**
Average weeks worked	34.8	
2006 arrivals	462	100.0
Worked	306	66.2
50-52 weeks	137	29.7
Full-time	208	68.1**
Average weeks worked	40.6	
2005 arrivals	537	100.0
Worked	348	64.8
50-52 weeks	169	31.5
Full-time	249	71.6**
Average weeks worked	42.3	
2004 arrivals	826	100.0
Worked	543	65.7
50-52 weeks	303	36.7
Full-time	414	76.3**
Average weeks worked	43.3	
2003 arrivals	528	100.0
Worked	359	68.1
50-52 weeks	239	45.2
Full-time	271	75.4**
Average weeks worked	46.9	

*Refugees who worked in the year prior to the survey.

**Among refugees who worked in the previous year.

***As of December 2008.

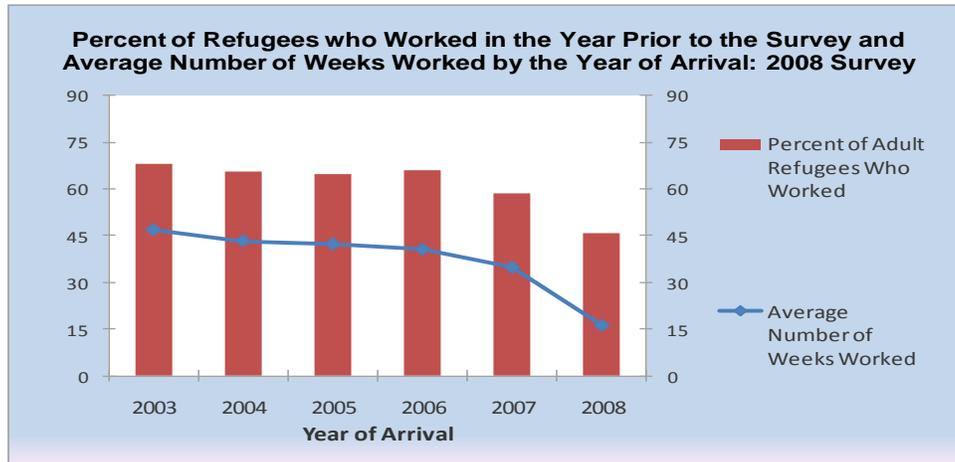


Figure 3. Percent of Adult Refugees who worked in the year prior to the survey and the average number of weeks worked.

Elapsed Time to First Job

How soon do refugees find work after coming to the U.S.? The 2008 survey indicates that of those respondents who have worked at all since coming to the U.S. (63.8 percent of refugees 16 years old and over in the survey), 14.1 percent found work within one month of arrival, another 22.0 percent within the first three months, another 20.5 percent within six months, and another 19.9 percent between 7 and 12 months after arrival. More than 23 percent found their first job more than 12 months after arrival (refer to Figure 4).

This represents a moderate pace of adjustment to the American job market, and a general improvement compared to surveys from several years ago. In the 1997 survey, only 46.8 percent of job placements occurred in the first six months after arrival, compared with 56.6 percent in the 2008 sample (this is a decline from the 2007 survey, when 63.4 percent found jobs within 6 months). The percentage taking more than a year to find first employment has similarly declined over the past decade. In the 2008 survey, only 23.6 percent of respondents had not found their first job within 12 months of arrival (up from 20.7 percent in the 2007 survey). This compares with the longer time needed in 1997, when 29.1 percent of job placements occurred after the first twelve months.

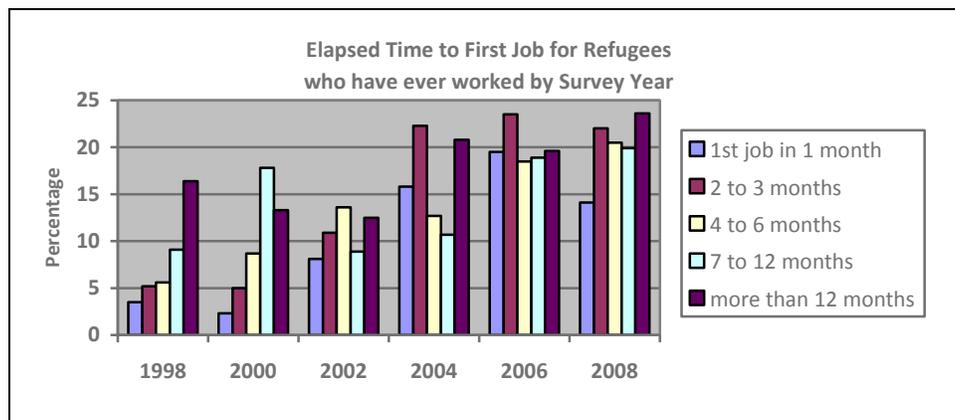


Figure 4. Elapsed Time to First Job for Refugees Who Have Ever Worked by Survey Year.

Factors Affecting Employment

Achieving economic self-sufficiency depends on the employment prospects of adult refugees, which hinges on a mixture of factors including transferable 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 U.S. also influence their prospects for self-sufficiency, as can cultural factors.

In the 1993 survey, 24 percent of refugees in the five-year population had not earned a degree, even from primary school, at the time of arrival. In the 2008 survey (Table II-6), the proportion of respondents without a primary school degree had dropped slightly to 20.6 percent and the average number of years of education for all arrivals was 9.2 years. The average years of education among ethnic groups ranged from a high of 12.3 years for the Latin American population to a low of 6.8 for the African population. Among refugees from the former Soviet Union and Latin America, only 2.8 and 5.3 percent respectively of the adult refugees in the survey sample had failed to complete primary grades.

The educational achievement of two ethnic groups was noticeably weaker than average in this survey year. Nearly 40 percent of refugees from Africa in the five-year survey population had less than a primary school education at the time of arrival, while 35.3 percent of respondents from East Asia had similar levels of education. The very low educational achievement of the East Asian refugee group was driven by the Hmong group from Laos who came to the U.S. between May 2004 and April 2005. On average, the educational background of Hmong survey respondents consisted of only about 2.1 years of education, compared with 9.1 years for all other refugee groups. Nearly three quarters (73 percent) of Hmong adults surveyed had not finished primary school compared to 21 percent of the non-Hmong refugees in the survey. Only 8.2 percent of the Hmong survey respondents reported educational achievement higher than primary school at the time of arrival compared to 58.6 percent among non-Hmong refugee survey respondents. These data reflect the extremely difficult conditions and very poor educational opportunities available to this group due to their confinement in refugee camps for a long period of time.

Nearly 45 percent of refugees in the five-year sample population had completed a secondary or technical school degree or higher. About 70 percent of refugee respondents from Latin America had completed a secondary or technical school degree or higher, compared with 62.1 percent of those from the former Soviet Union and 54.4 percent of those from the Middle East. Refugees from Africa (21.8 percent) and East Asia (24.2 percent) were least likely to have completed a secondary or technical school degree or higher.

The 1993 survey revealed that 19 percent of refugee respondents had earned a college or university degree (including a medical degree) prior to arrival in the U.S. By the time of the 2008 survey, this proportion had slipped to 9.4 percent (up from 8.2 in the 2007 survey). Refugees from Latin America claimed the largest proportion of refugees with advanced degrees (17.4 percent). More than 24 percent of refugees surveyed in 2007 continued their education toward a degree after arrival in the U.S.

It should be noted that even though the survey asks about years of schooling and the highest degree obtained prior to coming to the U.S., the correlation between years of schooling and degrees or certifications among different countries is not necessarily the same. Consequently, some rate of caution is necessary when interpreting education statistics.

**TABLE II-6 – Education and English Proficiency Characteristics of Selected Refugee Groups:
2008 Survey**

Education and Language Proficiency	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
Average Years of Education before U.S.	6.8	n/a*	12.3	10.2	7.4	10.3	9.2
Highest Degree before U.S.							
None	37.9 %	n/a	5.3%	15.9%	35.3%	2.8%	20.6%
Primary School	22.8	n/a	11.4	19.0	28.3	22.6	20.5
Training in Refugee Camp	0.0	n/a	0.4	0.4	2.4	0.0	0.4
Technical School	2.3	n/a	15.9	2.7	1.1	14.9	7.9
Secondary School (or High School)	15.4	n/a	36.8	36.3	20.8	36.8	27.4
University Degree (Other than Medical)	4.1	n/a	14.1	13.0	1.7	7.6	7.8
Medical Degree	0.0	n/a	2.8	1.7	0.6	0.7	1.0
Other	0.0	n/a	0.5	0.7	0.0	2.1	0.6
Attended School/University (since U.S.)	35.9	n/a	8.9	27.3	14.1	24.8	24.4
Attendance School/University (since U.S.) for degree/certificate							
High School	34.2	n/a	7.9	27.3	14.1	23.3	23.3
Associates Degree	20.6	n/a	3.4	11.8	10.4	13.4	13.2
Bachelor's Degree	7.5	n/a	2.1	2.1	2.1	6.3	5.0
Master's/Doctorate	4.9	n/a	0.8	13.4	0.7	1.8	3.8
Professional Degree	0.0	n/a	0.2	0.0	0.0	0.3	0.1
Other	0.0	n/a	0.7	0.0	0.0	0.1	0.2
Degree Received	0.5	n/a	0.7	0.0	0.0	0.2	0.4
	1.5	n/a	1.3	0.6	0.4	1.6	1.3
At Time of Arrival							
Percent Speaking no English	35.7	n/a	64.8	29.6	64.5	72.4	52.3
Percent Not Speaking English Well	28.2	n/a	17.6	34.8	25.2	13.4	23.1
Percent Speaking English Well or Fluently	21.2	n/a	5.7	27.1	3.8	2.6	12.7
At Time of Survey							
Percent Speaking no English	6.9	n/a	27.5	9.1	18.0	8.6	13.3
Percent Not Speaking English Well	24.0	n/a	38.6	25.3	52.6	46.5	34.9
Percent Speaking English Well or Fluently	67.7	n/a	32.2	65.6	28.4	44.7	50.8

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2003-2008. These figures refer to self-reported characteristics of refugees. Professional degree refers to a law degree or medical degree. * The number of cases is too small to generate valid estimates.

The 2008 survey shows that many refugees had made solid progress in learning English. More than 52 percent of the refugees in the 2008 survey reported speaking no English when they arrived in the U.S. (down from 58 percent in the 2007 survey) (Table II-6). At the time of arrival, majorities from Latin America (64.8 percent), the former Soviet Union (72.4 percent), and East Asia (64.5 percent) spoke no English. Only 29.6 percent of refugee respondents from the Middle East spoke no English at the time of arrival (down from 47 percent in the 2007 survey). Of the African refugees, only 35.7 percent spoke no English at the time of arrival. The higher relative English proficiency among African and Middle Eastern refugees stems from the recent increased flow of refugees from English-speaking African nations (such as Liberia), as well as refugees from Iraq and Bhutan who may have higher levels of education than those in years past.

English fluency improved considerably by the time of the survey interview, with only 13.3 percent of all refugees speaking no English (down significantly from 19.2 percent in the 2007 survey). About 70 percent of refugees from Africa spoke fluently by the time of the interview, followed closely by those from the Middle East (65.6). Overall, about 50.8 percent of respondents spoke English fluently at the time of the survey (up from 45.7 percent in the 2007 survey).

Some refugees, however, had failed to make significant progress in this important skill. By the time of the interview, 27.5 percent of refugee respondents from Latin America still spoke no English (down from 38.6 in the 2007 survey), followed by 18.0 percent from East Asia, the former Soviet Union (10.6 percent), Africa (6.9 percent), and the Middle East (9.1 percent). Latin American refugees may have continued as monolingual speakers because a large portion of Cuban refugees and entrants reside in south Florida, where English fluency is not always required for employment

The ability to speak English is one of the most important factors influencing the economic self-sufficiency of refugees (refer to Table II-7). Slightly over half (50.8 percent) of all refugees indicated that they spoke English well or fluently (at the time of the 2008 survey). Another 34.9 percent indicated that they did not speak English well, while 13.3 percent reported that they spoke no English (down from 19.4 percent in the 2007 survey).

There was a significant difference in the employment rate among refugees with different levels of English fluency. Historically, most refugees improve their English proficiency over time. Those who do not are the least likely to be employed. Those speaking English well or fluently at the time of the survey had an EPR of 58.5 percent while those speaking no English had an EPR of only 43.6 percent. Interestingly, there was almost no difference in the EPR for those respondents who spoke English fluently and those who did not speak it well (58.5 percent vs. 58.1 percent); it appears that there may be some threshold minimal level of proficiency that correlates with higher employment rates.

During the past 12 months, 24.9 percent of all adult refugees attended English Language Training (ELT) outside of high school (Table II-8). The attendance rates for the different refugee groups ranged from 21.6 percent (Former Soviet Union) to 33.2 percent (East Asia). For the same period, the proportion of refugee respondents who have attended job-training classes (6.0 percent) lags far behind ELT. Almost nine percent of Latin American refugee respondents attended job training since arrival, while none of the other refugee respondents attended job training at a rate higher than 6.3 percent (respondents from Africa).

Table II-7 – English Proficiency and Associated EPR by Year of Arrival: 2008 Survey			
Year of Arrival	Percent Speaking No English (EPR)	Percent Not Speaking English Well (EPR)	Percent Speaking English Well or Fluently (EPR)
At Time of Arrival			
2008	52.2 (34.6)	24.5 (42.2)	23.0 (27.6)
2007	47.2 (50.2)	36.8 (52.7)	13.0(68.2)
2006	52.2 (55.8)	22.5 (53.6)	12.8(77.6)
2005	57.4 (59.9)	17.4 (55.8)	6.7 (69.7)
2004	53.8 (55.7)	20.4 (62.6)	11.5 (64.8)
2003	50.61(62.7)	17.0 (71.9)	17.6 (67.8)
Total Sample	52.3 (55.7)	23.1 (57.5)	12.7 (65.6)
At Time of Survey			
2008	12.8(31.5)	44.8 (36.5)	42.4 (34.6)
2007	16.1 (49.6)	43.1 (53.1)	40.0 (54.1)
2006	14.2 (48.5)	35.5 (63.5)	50.2 (57.5)
2005	14.2 (39.4)	34.4 (65.0)	48.7 (58.1)
2004	13.6 (41.3)	30.7 (57.5)	54.6 (58.6)
2003	7.8 (40.4)	29.4 (62.4)	62.3 (66.8)
Total Sample	13.3 (43.6)	34.9 (58.1)	50.8 (58.5)

TABLE II-8 – Service Utilization by Selected Refugee Groups and for Year of Arrival: 2008 Survey							
Type of Service Utilization	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
ELT since arrival Inside High School	10.8%	n/a*	3.6 %	1.5%	7.5%	9.3%	7.5%
ELT since arrival Outside of High School	26.2	n/a	23.5	21.7	33.2	21.6	24.9
Job training since arrival	6.3	n/a	8.8	4.7	3.5	4.3	6.0
Currently attending ELT Inside High School	10.8	n/a	3.6	1.5	7.5	9.3	7.5
Currently attending ELT Outside of High School	16.6	n/a	9.6	15.5	12.7	12.2	13.6
Type of Service Utilization by Year of Arrival	2008	2007	2006	2005	2004	2003	All
ELT since arrival Inside High School	6.8%	5.6%	8.2%	8.4%	6.9%	9.2%	7.5%
ELT since arrival Outside of High School	46.7	40.3	23.5	21.8	20.3	12.6	24.9
Job training since arrival	7.9	6.2	6.6	5.2	5.0	7.0	6.0
Currently attending ELT Inside High School	6.8	5.6	8.2	8.4	6.9	9.2	7.5
Currently attending ELT Outside of High School	32.1	20.2	13.0	10.5	12.2	7.2	13.6
Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees on all nationalities who arrived in the years 2003-2008. In order that English language training (ELT) not be confused with English high school instruction, statistics for both populations are given. * The number of cases is too small to generate valid estimates.							

Earnings and Utilization of Public Assistance

While there are year-to-year fluctuations because of the different mix of refugee demographics and skill levels, economic self-sufficiency tends to increase with the length of residence in the U.S., most noticeably within the first two years (Table II-9 and Figure 5). The earnings of employed refugees generally rise with length of residence in the U.S. The average hourly wage was \$9.00 for the 2008 arrivals in the survey and \$9.80 for the 2003 arrivals (and \$10.20 for the 2004 arrivals). The overall hourly wage of employed refugees in the five-year survey population was \$9.90 (up from \$9.66, inflation-adjusted, in the 2007 survey). This represents a two percent increase in real (inflation-adjusted) wages from the overall average rate in the 2005 survey (\$8.80; \$9.70 adjusted) but a 13 percent drop from the 2002 survey year, where respondents reported an adjusted overall hourly wage of \$9.37 (\$11.21 adjusted for inflation).⁸

⁸ The average hourly pay for all full-time workers in the U.S. in 2003 was \$18.09.

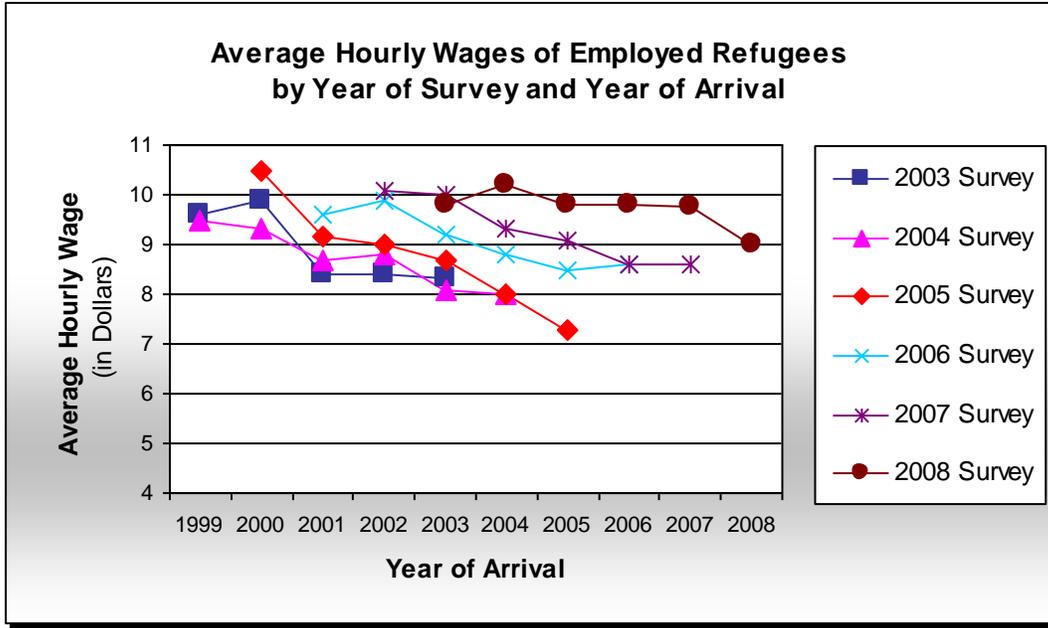


Figure 5. Average Hourly Wages of Employed Refugees by Year of Survey and Year of Arrival.

TABLE II-9 – Hourly Wages, Home Ownership, and Self-Sufficiency by Year of Arrival: 2008 Survey

Year of Arrival	Hourly Wages of Employed - Current Job	Own Home or Apartment	Rent Home or Apartment	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only
2008	\$9.0	10.6%	84.0%	16.5%	41.2%	32.7%
2007	9.8	8.4	87.6	8.7	23.0	60.2
2006	9.8	8.2	89.4	6.2	20.7	71.0
2005	9.8	7.4	89.5	8.4	21.1	67.3
2004	10.2	15.6	82.7	9.1	18.4	68.0
2003	9.8	18.2	80.5	7.5	11.2	77.7
Total Sample	9.9	11.7	85.7	8.7	20.1	66.3

Note: Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2003-2008. These figures refer to self-reported characteristics of refugees. Wages are not adjusted for inflation.

Another way of looking at these earnings data is to follow a cohort of refugees who arrived in the same year over a period of time. For example, the average hourly wage for 2004 arrivals was \$7.99 in the 2004 survey, \$8.01 in the 2005 survey, \$8.72 in the 2006 survey, \$9.43 in the 2007 survey, and \$10.19 in the 2008 survey (none of these figures adjusted for inflation). The data clearly indicated that the average hourly wage for the 2004 arrivals increased steadily over time, from \$7.99 in the 2004 survey to \$10.19 in the 2008 survey.

There appears to be a positive relationship between English proficiency and average hourly wage at the time of the survey. From the 2008 survey, the overall hourly wage of employed refugees who spoke English well or fluently at the time of the survey was an average of \$10.40, compared to \$10.02 for refugees who did not speak English well, and \$9.01 for refugees who did not speak English at all. Upon closer examination, refugees who spoke English well or fluently at the time of the survey accounted for 46.0 percent of the refugees who were paid over \$7.50 per hour, compared to 43.2 percent of refugees who did not speak English well, and 10.8 percent of refugees who did not speak English at all.

Table II-10 details the economic self-sufficiency of the five-year sample population. According to the 2008 survey, 66.3 percent of all refugee households in the U.S. achieved economic self-sufficiency, relying only on earnings for their needs. This is an increase from the 2006 and 2007 surveys, when 62 percent and 64.5 percent respectively of respondents were self-sufficient, but is slightly lower than the self-sufficiency rates reported in 2004 (71 percent) and 2005 (68.5 percent). An additional 20.1 percent (down from 21.8 percent in the 2007 survey) had achieved partial independence, with household income a mix of earnings and public assistance. For another 8.7 percent of refugee households, however, cash income in 2008 consisted entirely of public assistance. The 2008 survey findings regarding the Public Assistance Only category reflect a decrease from the 2005 survey (9.0 percent), 2006 survey (10.7 percent), and 2007 survey (10.1 percent).

Hourly wages, homeownership, and self-sufficiency for the most recent six surveys also are outlined in Table II-10. Overall, 11.7 percent of refugees interviewed in the 2008 survey reported homeownership, down significantly from 17.3 percent in 2006 and 15.5 percent in 2007. Homeownership appears to increase with the length of stay in the United States; nearly one fifth (18.2 percent) of the refugee respondents who entered the United States in 2003 reported homeownership (Table II-9), compared with 10.6 percent of 2008 arrivals and 8.4 percent of 2007 arrivals.

Table II-11 details several types of household characteristics by type of income. Households in the 2008 survey receiving only public assistance average 2.83 members and no wage earners, while those with a mix of earnings and assistance income average 4.86 members and 1.35 wage earners. Households that receive no public assistance generally contained 1.59 wage-earners. It is noteworthy that the Public Assistance Only category had the smallest percentage of households with children under the age of six (17.3 percent, compared with 31.5 percent for the earnings only households). There appears to be a negative correlation between the number of households with children and the number of households utilizing public assistance only. This negative correlation may be due to the high proportion of Public Assistance Only households that consist of aged refugees receiving Supplemental Security Income.

English language proficiency was lowest in welfare dependent households in the survey. Only 16.5 percent of these households in the 2008 survey contained one or more persons fluent in English. In contrast, about 27.6 percent of households with a mix of earnings and assistance reported at least one fluent English speaker. Twenty-five percent of households that lived on their earnings only reported at least one fluent English speaker. Again, the relationship between English language proficiency and income seems to suggest that refugees are more likely to be self-sufficient when they are proficient in English.

TABLE II-10 – Average Hourly Wages, Home Ownership, and Public Assistance by Survey Year

<i>Year of Survey</i>	Average Hourly Wages of Employed	Own Home or Apartment	Rent Home or Apartment	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only
2008 Survey	\$9.9	11.7%	85.7%	8.7%	20.1%	66.3%
2007 Survey	9.3	15.5	82.9	10.1	21.8	64.5
2006 Survey	9.1	17.3	78.0	10.7	23.1	62.0
2005 Survey	8.8	20.2	78.4	9.0	17.9	68.5
2004 Survey	8.9	17.4	79.4	7.4	18.2	71.0
2003 Survey	9.2	18.7	79.0	9.3	19.6	61.6

Note: As of December 2008, December 2007, December 2006, October 2005, October 2004, October 2003. Earnings figures are not adjusted for inflation. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2008, 2007, 2006, 2005, 2004, and 2003 surveys.

**Table II-11 – Characteristics of Households by Type of Income:
2008 Survey**

Refugee Households with:

Household Characteristics	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only	Total Sample
Average Household Size	2.83	4.86	4.04	4.05
Average Number of wage earners per household*	0.0	1.35	1.59	1.34
Percent of households with at least one member:				
Under the age of 6	17.3%	33.2%	31.5%	30.3%
Under the age of 16	34.6	64.4	60.0	57.5
Fluent English Speaker **	16.5	27.6	25.0	24.0

*Data refer to refugee households of refugees who arrived in the years 2003-2008. Refugee households with neither earnings nor assistance are excluded. ** English fluency at time of the survey.

Medical Coverage

Overall, 22.9 percent of adult refugees in the 2008 survey lacked medical coverage of any kind throughout the year preceding the survey (Table II-12). This is down slightly from 24.6 percent in the 2007 survey. Lack of medical coverage varied widely among the six refugee groups, with 13.0 percent of African refugee respondents reporting no medical coverage at any point in the past 12 months, compared with 44.1 percent of the respondents from Latin America reporting no medical coverage during the same period of time.

The 2008 survey revealed that only 20.2 percent of refugee families had obtained medical coverage through an employer, an increase from the rate found in the 2007 survey (24.6 percent). This continues a trend which has seen employment-related coverage decrease dramatically by more than two-thirds over the past six years, from a high of 68.8 percent in the 2002 survey (this had dropped dramatically to 29.9 percent in the 2003 survey). Refugees in the 2008 survey from Africa were the most likely to have medical coverage through employment (21.8 percent), followed by Latin American refugees (21.5 percent), refugees from the former Soviet Union (21.0 percent), refugees from the Middle East (16.6 percent), and East Asian refugees (12.2 percent). Interestingly, though the EPRs for the various groups varied from 47.9 percent (Africa) to 72.2 percent (Latin America), the percentage of refugees receiving health coverage through an employer did not vary much (with the exception of those from East Asia, who had a lower rate of coverage despite an EPR close to the mean for the whole respondent population).

Medical coverage through Medicaid or Refugee Medical Assistance continues to increase. Public medical coverage of refugees increased from 33.0 to 44.2 percent between 2001 and 2008, with a slight drop to 39.1 percent in the 2007 survey. Medical coverage through Medicaid or RMA varied widely between refugee groups. Coverage was highest for refugees from the Middle East (60.9 percent), East Asia (52.6 percent), Africa (50.9 percent), and the former Soviet Union (43.3 percent), and lowest for Latin America (22.6 percent). In general, medical coverage through employment appeared to increase with time in the U.S., and medical coverage through government aid programs declines with time in the U.S. This is illustrated by the 2008 survey (see Table II-12), where the rate of coverage through an employer increased from 2.1 percent for 2008 arrivals to 30.6 percent for 2003 arrivals.

While 2008 arrivals reported a very high utilization rate for Medicaid and RMA in their first year (77.7 percent, up from 53.8 percent for new arrivals in the 2007 survey), this rate declined steadily for refugees who arrived in previous years, with utilization declining to 26.5 percent for 2003 arrivals. Only 7.7 percent of the most recent (2008) arrivals reported no coverage of any type during the past year, due to their eligibility for the Medicaid and Refugee Medical Assistance programs which cover almost all refugees during the early months after arrival. Eligibility for needs-based medical programs is not available for long, however, and the number of individuals not covered quickly rises as refugees exhaust their eligibility and begin employment, often without medical benefits. In the 2008 survey, the number of refugees without coverage exceeded 20 percent for groups arriving in 2006 and earlier years.

TABLE II-12 – Source of Medical Coverage for Selected Refugee Groups and for Year of Arrival: 2008 Survey

Source of Medical Coverage	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
No Medical Coverage in any of past 12 months	13.0%	n/a*	44.1%	21.7%	21.2%	19.0%	22.9%
Medical Coverage through employer	21.8	n/a	21.5	16.6	12.2	21.0	20.2
Medicaid or RMA	50.9	n/a	22.6	60.9	52.6	43.3	44.2
Source of Medical Coverage by Year of Arrival	2008	2007	2006	2005	2004	2003	All
No Medical Coverage in any of the past 12 months	7.7%	19.2%	21.0 %	16.2%	28.7%	30.7%	22.9%
Medical Coverage through Employer	2.1	10.9	16.6	24.9	22.6	30.6	20.2
Medicaid or RMA	77.7	55.2	53.4	43.3	37.0	26.5	44.2

Note: As of December 2008. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2003-2008.

TABLE II-13 – Source of Medical Coverage for Selected Refugee Groups by Year of Survey

Year of Survey	Africa	Eastern Europe	Latin America	Middle East	East Asia	For. Soviet Union	All
No Med. Coverage							
2008 Survey	13.0%	n/a*	44.1%	21.7%	21.2%	19.0%	22.9%
2007 Survey	17.0	6.6	40.0	29.7	20.8	19.5	24.6
2006 Survey	16.9	7.3	33.5	15.6	18.9	13.2	20.4
2005 Survey	16.6	12.8	35.0	18.2	19.5	16.4	21.5
2004 Survey	11.8	17.3	40.4	21.3	9.9	3.8	17.9
2003 Survey	12.6	10.8	32.0	0.0	33.3	5.4	16.1
Medical Coverage through Employer							
2008 Survey	21.8%	n/a	21.5%	16.6%	12.2%	21.0%	20.2%
2007 Survey	21.6	64.2	31.0	23.4	14.8	22.1	24.6
2006 Survey	22.7	33.3	22.4	14.2	12.3	20.4	21.1
2005 Survey	23.2	50.1	20.8	10.1	16.0	17.2	21.5
2004 Survey	46.5	56.6	15.1	18.1	43.7	13.5	33.1
2003 Survey	42.2	56.4	27.7	2.4	8.7	14.7	29.9
Medicaid or RMA							
2008 Survey	50.9%	n/a	22.6%	60.9%	52.6%	43.3%	44.2%
2007 Survey	51.7	26.3	23.6	46.8	36.4	40.9	39.1
2006 Survey	49.4	21.1	26.9	47.9	52.1	63.4	44.0
2005 Survey	46.5	13.8	27.3	41.4	56.7	46.3	39.3
2004 Survey	25.8	17.4	19.2	48.7	44.7	53.3	31.3
2003 Survey	23.8	21.1	19.2	88.9	28.6	63.4	36.3

Note: As of December 2008, December 2007, December 2006, October 2005, October 2004, October 2003. Not seasonally adjusted. Data refer to refugees 16 and over in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2008, 2007, 2006, 2005, 2004, and 2003 surveys.* The number of cases is too small to generate valid estimates.

Refugee Welfare Utilization

As in previous years, welfare utilization varied considerably among refugee groups. Table II-14 presents welfare utilization data on the households of the six refugee groups formed from the 2008 survey respondents.

Use of non-cash assistance was generally higher than cash assistance, probably because Medicaid, food stamp, and housing assistance programs, though available to cash assistance households, also are available more broadly to households without children. Over half (50.4 percent) of the refugee households surveyed in 2008 reported receiving food stamps in the previous 12 months, and 44.2 percent accessed Medicaid or RMA (down from 51.5 in the 2007 survey). Food stamp utilization was lowest among the Latin American respondents (33.2 percent) but was consistently higher for other groups, with the highest utilization rates for Middle Eastern refugees (60.7 percent), refugees from the former Soviet Union (59.6 percent), African refugees (56.1 percent), and refugees from East Asia (52.3 percent).

In the 2008 survey, 24.4 percent of refugee households reported that they received housing assistance, similar to the 2007 survey but up significantly from surveys prior to 2006. Housing assistance for refugee groups varied dramatically by group—as low as 8.6 percent for Latin Americans and as high as 38.8 percent for refugees from Africa. Other groups of respondents averaged use of housing assistance of between 20 and 30 percent.

Table II-14 also reveals that 28.8 percent of refugee households surveyed in 2008 had received some kind of cash assistance in at least one of the previous 12 months (down from 31.9 in the 2007 survey and a high of 33.7 percent in the 2006 survey). Overall, receipt of any cash assistance was highest for 2008 survey respondents from the Middle East (45.1 percent), East Asia (36.3 percent), Africa (30.3 percent), and the former Soviet Union (29.8 percent), and lowest for Latin America (16.8 percent).⁹

About 7.5 percent of all refugee households had received TANF in the 12 months prior to the 2008 survey, slightly higher than the five percent rate reported in the 2005-2007 surveys. Utilization of TANF ranged from a high of 19.5 percent for refugees from the Middle East to 2.4 percent for refugees from the former Soviet Union.¹⁰ Nearly nine percent of sampled households received RCA in 2008, down from 14 percent in the 2007 survey. The RCA participation rate ranged from a low of 4.9 percent for respondents from the former Soviet Union to a high of 16.4 percent for those from East Asia.

About 13.7 percent of the refugee households surveyed had at least one household member who had received Supplemental Security Income (SSI) in the 12 months prior to the survey, which is similar to that of 2006 and nine points lower than 1998, probably due to the decrease in arrivals from the former Soviet Union. Utilization of SSI varies largely in relation to the number of refugees over age 65, and refugee families from the former Soviet Union have historically included aged and retired household members who are eligible for SSI.

⁹ Caution must be exercised when reviewing refugee declarations of welfare utilization. These are self-reported data and the questions asked are subject to wide variation in interpretation by the respondent. The surveys are conducted in the refugee's native language, and certain technical terms which distinguish types of income do not translate well into foreign languages. Refugees readily admit to receiving "welfare" or "assistance", but they are frequently confused about the correct category. Past surveys have found that refugee households are very accurate in reporting Supplemental Security Income (SSI) because their claims are handled by the Social Security Administration. However, RCA, TANF, and GA cases are all handled by the local county welfare office and are not clearly distinguished from each other by the refugee family. Over the years, we have noted that many refugees claim RCA many years after arrival even though the program is confined to the first eight months in the U.S., claim receipt of TANF even though they have no children, or claim receipt of general relief even though they reside in States that do not provide such assistance, such as Florida or Texas.

¹⁰ **The Temporary Assistance for Needy Families (TANF)** program was created by Congress in 1996 to provide cash assistance to needy families with children, replacing the Aid to Families with Dependent Children (AFDC) program.

Refugee households surveyed in 2008 from the Middle East (23.7 percent) and the former Soviet Union (22.7 percent) were found to utilize SSI most often. In the 2008 survey, 4.9 percent of the refugees who came from Middle East in the past five years were aged 65 or over, compared with 4.7 percent of the refugees from the former Soviet Union, and two to three percent of the refugees from Latin America (2.2), Africa (2.7), and Southeast Asia (2.0). Here the sample size of European refugees is too small to generate comparative percentage (only 2 individuals over 65 years old counted for 14.3 percent). The median age for the six refugee groups (16 years of age and older) ranged from a low of 27 years for Africa to 37 years for Latin America.

General Assistance (GA, 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 TANF. In general, reported use of this type of assistance was very low. The 2008 survey reported that only about two percent of refugee households received some form of GA during the past twelve months. Refugees from the Middle East showed the highest utilization rate (7.2 percent) followed by those from Africa (3.5 percent). Refugees from Latin America did not utilize this type of assistance at all (0.1 percent).

The relationship between employment (Table II-4) and receipt of welfare (cash assistance, Table II-14) varied across refugee groups. Refugees from Latin America showed very low welfare utilization and fairly high EPR (16.8 percent vs. 72.2 percent). Other groups had EPRs between 47 and 55 percent, and their use of assistance ranged from 30 percent to 45 percent.

**TABLE II-14 – Public Assistance Utilization of Selected Refugee Groups:
2008 Survey**

Type of Public Assistance	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
Cash Assistance							
Any Type of Cash Assistance	30.3%	n/a*	16.8%	45.1%	36.3%	29.8%	28.8%
AFDC/TANF	8.3	n/a	3.7	19.5	11.8	2.4	7.5
RCA	7.7	n/a	9.9	6.8	16.4	4.9	8.7
SSI	13.4	n/a	3.4	23.7	15.1	22.7	13.7
General Assistance	3.5	n/a	0.1	7.2	0.9	1.0	2.2
Non-cash Assistance							
Medicaid or RMA	50.9	n/a	22.6	60.9	52.6	43.3	44.2
Food Stamps	56.1	n/a	33.2	60.7	52.3	59.6	50.4
Housing	38.8	n/a	8.6	29.6	21.6	21.4	24.4

Note: Data refers to refugee households in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who arrived in the years 2003-2008. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households and not individuals. Many households receive more than one type of assistance.

TABLE II-15 – Public Assistance Utilization of Selected Refugee Groups by Year of Survey

Year Survey Administered	Africa	Eastern Europe	Latin America	Middle East	East Asia	Former Soviet Union	All
<i>Any Type of Cash Assistance</i>							
2008 Survey	30.3%	n/a	16.8%	45.1%	36.3%	29.8%	28.8%
2007 Survey	29.0	28.2	22.1	47.8	59.4	36.2	31.9
2006 Survey	24.4	19.1	26.9	50.1	53.1	46.7	33.7
2005 Survey	22.1	18.9	16.0	44.1	34.7	41.8	26.8
2004 Survey	25.5	16.8	8.4	48.7	26.5	44.1	25.6
2003 Survey	24.3	21.5	21.9	9.5	49.0	50.1	28.9
<i>Medicaid or RMA</i>							
2008 Survey	50.9%	n/a	22.6%	60.9%	52.6%	43.3%	44.2%
2007 Survey	51.7	26.3	23.6	46.8	36.4	40.9	39.1
2006 Survey	49.4	21.1	26.9	47.9	52.1	63.4	44.0
2005 Survey	46.5	13.8	27.3	41.4	56.7	46.3	39.3
2004 Survey	25.8	17.4	19.2	48.7	44.7	53.3	31.3
2003 Survey	23.8	21.1	19.2	88.9	28.6	63.4	36.3
<i>Food Stamps</i>							
2008 Survey	56.1%	n/a	33.2%	60.7%	52.3%	59.6%	50.4%
2007 Survey	57.5	18.4	37.1	34.8	60.9	58.1	49.3
2006 Survey	55.7	14.7	48.3	56.0	78.5	61.1	54.9
2005 Survey	60.7	25.4	45.2	53.5	65.6	58.8	52.7
2004 Survey	39.6	19.4	32.9	51.0	56.2	61.0	40.6
2003 Survey	45.4	27.8	37.6	32.5	73.2	62.0	46.4
<i>Public Housing</i>							
2008 Survey	38.8%	n/a	8.6%	29.6%	21.6%	21.4%	24.4%
2007 Survey	38.4	27.7	4.5	56.8	33.1	25.1	25.0
2006 Survey	24.9	25.0	10.8	20.6	25.2	25.3	20.5
2005 Survey	15.7	2.2	6.6	12.9	12.6	16.3	11.4
2004 Survey	26.6	1.9	5.9	16.6	5.5	11.9	12.3
2003 Survey	24.8	6.8	3.8	2.4	51.6	27.5	14.9

Note: Data refer to refugee households in the five-year sample population consisting of Amerasians, Entrants, and Refugees of all nationalities who were interviewed as a part of the 2008, 2006, 2005, 2004, and 2003 surveys. Medicaid and RMA data refer to adult refugees age 16 and over. All other data refer to refugee households and not individuals. Many households received more than one type of assistance.

* The number of cases is too small to generate valid estimates.

Employment and Welfare Utilization Rates by State

The 2008 survey also reported welfare utilization and employment rate by state of residence. Table II-16 shows the Employment-to-Population Ratio (EPR) and utilization rates for various types of welfare for the top ten states with the largest number of refugees, as well as the nation as a whole. Table II-16 presents data on the number of individual refugees who resettled in each of the ten states, the EPR of refugees in the survey sample, and the reported welfare utilization by surveyed households. The EPR was generally high where welfare utilization was low and vice versa. Specifically, in states with a high refugee employment rate like Florida (70.7 percent), Texas (62.5 percent), and Arizona (61.7 percent) welfare utilization among refugee households was low, at 16.3, 25.2, and 26.2 percent, respectively.

However, some states showed a high EPR and a high rate of welfare utilization. California (53.4 percent) had not only a relatively high EPR, but also relatively high welfare utilization rate— 42.8 percent (much lower than the utilization rate in California in the 2007 survey, 65.3 percent). Missouri had a similar trend, with EPR of 62.5 percent and utilization rate of 40.3 percent.

Michigan, Missouri, and Pennsylvania showed the highest proportion of TANF utilization (22.2, 13.4, and 11.7 percent, respectively). Arizona (11.6 percent), California (11.4 percent), and New York (10.8 percent) showed the highest rate of RCA utilization.

Washington, followed by California and Pennsylvania, showed the highest rate of SSI utilization (28.3, 22.9, and 22.5 percent, respectively). Reported use of General Assistance was low, with New York and California having the highest rates (6.6 and 4.9 percent, respectively).

TABLE II-16 – Employment-to-Population Ratio (EPR) and Welfare Dependency for Top Ten States: 2008 Survey
(Percent of Individuals (vs. Households) on Welfare)

State	Arrivals* Individuals	EPR Individuals	AFDC/TANF Households	RCA Households	SSI Households	GA Households	Total** Households
Florida	(755)	70.7 %	3.5 %	9.8 %	3.2 %	0 %	16.3 %
California	(442)	53.4	10.5	11.4	22.9	4.9	42.8
Washington	(331)	46.5	6.6	3.4	28.3	2.0	36.3
Texas	(321)	62.5	5.7	3.6	15.3	3.6	25.2
New York	(238)	53.5	8.6	10.8	10.3	6.6	28.2
Pennsylvania	(190)	58.5	11.7	4.7	22.5	0.0	36.2
Minnesota	(189)	45.8	2.2	5.2	18.9	3.8	30.0
Arizona	(160)	61.7	10.4	11.6	8.4	0.0	26.2
Missouri	(143)	62.5	13.4	8.9	18.0	0.0	40.3
Michigan	(136)	45.4	22.2	0.0	5.6	3.5	27.8
Other states	(1,658)	49.9	8.5	10.2	15.4	2.2	31.9
All states	(4,563)	55.9	7.5	8.7	13.7	2.2	28.8

*The state arrival figures are weighted sample total of individuals for the 2008 survey. **The column totals represent percent of individual households who received any combination of AFDC, RCA, SSI and/or GA. **Note:** As of December 2008. 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 in terms of individual households in which one or more persons (including minor children received such aid in the five-year sample population residing in that state. **Because some refugees have difficulty distinguishing between GA and AFDC/TANF, some GA utilization may reflect AFDC/TANF utilization.** For data on welfare utilization by household, see Table II-14. Due to the small number of households in each state, except for the top three, estimates about the use of public assistance are subject to a considerable sampling error.

Conclusion

In summary, findings from ORR's 2008 survey indicate that refugees are facing difficulties attaining self-sufficiency following arrival in the United States. In previous years, ORR reported that the data appeared to describe a process where refugees readily accepted entry level employment and moved relatively quickly toward economic self-sufficiency in their new country. Data also showed continued progress of most refugee households toward self-sufficiency, tied to factors such as education, English proficiency, and such characteristics as age at time of arrival and family support. Until 2005, surveys seemed to describe a consistent process of advancement, slow at first, and halting for some, but sustained, nevertheless, toward integration with the American mainstream.

While the 2008 survey data indicate that this type of integration and success continues to a great extent, particularly in the face of the enormous barriers to work faced by many refugee populations, the survey also reflects these populations' struggles. As in the 2006 and 2007 surveys, general labor force participation was moderate, while welfare utilization was relatively high (particularly among certain groups). The 2008 survey indicates that the educational achievement of the five-year population prior to arrival in the U.S. remains low, though there was a slightly greater percentage that had finished high school or a college degree upon arrival, at least compared to the 2007 survey. A small proportion of arriving refugees in the survey spoke English fluently upon arrival and a higher proportion spoke no English at all. This has translated into lower labor force participation, as measured by the employment rate, which has retreated from 62 percent in the 2004 survey to 55.9 percent in the 2008 survey (a continued drop from 56.8 percent in the 2007 survey). There was one positive sign, however: the proportion who spoke no English at the time of the 2008 survey (13.3 percent) declined significantly since the 2007 survey (19.4 percent).

Also, the wages earned by refugees surveyed did not decline in 2008, as in the 2007 survey. This year the average wage of the refugees surveyed (\$9.90) was about two percent higher than the 2005 survey average wage after considering the effects of inflation (though it is a 13 percent drop from the 2002 average wage adjusted for inflation). The average wage does remain very low, however, especially compared to the average wage for the overall U.S. population, which was \$18.40 in December 2008.¹¹ Also of concern is the decline in employer-related health benefits: five years ago, one-third of respondents could claim such coverage; in the 2008 survey, only one-fifth could make that claim.

Even with challenges and difficulties, refugees are entering the work force at a fairly high rate and still have employment and labor force participation rates not dramatically lower than the general U.S. population (in fact, the labor force participation rate was identical in the 2008 survey). Though the employment rate of the current five-year population has retreated to 55.9 percent this year, it had never reached a level that high until the 1999 survey. Refugee food stamp utilization is high, but there is no evidence of sustained welfare dependency developing among arriving refugee groups. The longer refugees in the survey sample were in the U.S., the lower their use of public assistance. Each survey since the inception of the program has documented that refugee family economic adjustment improves the longer a family lives in the U.S., and we expect this trend to continue in the future.

Technical Note: The ORR Annual Survey, with interviews conducted by DB Consulting Group, Inc. in the fall of 2008, is the 42nd in a series conducted since 1975. Until 1993, the survey was limited to Southeast Asian refugees. A random sample of refugees and entrants was selected from the ORR Refugee Arrivals Data System. ORR's contractor, DB Consulting Group, Inc. 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.

¹¹ Average hourly wage of production and non-supervisory workers on private non-farm payrolls. Source: U.S. Bureau of Labor Statistics.

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. Each year a random sample of new arrivals is identified and interviewed. In addition, refugees who had been included in the previous year's survey--but had not resided in the U.S. for more than five years--are again contacted and interviewed for the new survey. Thus, the survey continuously tracks the progress of a randomly selected sample of refugees over their initial five years in this country. This permits comparison of refugees arriving in different years, as well as provides information on the relative influence of experiential and environmental factors on refugee progress toward self-sufficiency across five years.

For the 2008 survey, a total of 1,309 households were successfully contacted and interviewed (an overall response rate of 50.3 percent, an increase over the 2007 survey response rate of 36.6 percent). Refugees included in the 2008 survey sample who had not yet resided in the U.S. for five years were contacted again for re-interview along with a new sample of refugees, Amerasians, and entrants who had arrived between May 1, 2007 and April 30, 2008. Of the 1,808 re-interview households (those that had been surveyed in prior surveys) in the 2008 sample, 953 were contacted and interviewed, and 39 were contacted but refused to be interviewed (a response rate of 52.7 percent for re-interview households). The remaining 855 re-interview households could not be traced in time to be interviewed. Of the 791 new sample households, 356 were contacted and interviewed, another 15 were contacted, but refused to cooperate, and the remaining 420 could not be traced in time to be interviewed even after the replacement households were used (a response rate of 45 percent for new sample households). The resulting responses were then weighted according to year of entry and ethnic category.

Of the 855 re-interview households that could not be traced in time to be interviewed, 1,050 had wrong or disconnected phone numbers. Three sampled persons were deceased and nine had moved back to their native countries. The corresponding households were thus treated as out of scope and excluded from the denominator in calculating the response rate. Of the 420 new interview households that could not be traced in time to be interviewed, 318 households had wrong or disconnected phone numbers. No telephone numbers could be found for the remaining households due to limited background even after the replacement households were used.

III. HMONG RESETTLEMENT IN THE UNITED STATES

In FY 2004, a group of approximately 15,000 Lao Hmong, who had been living in Thailand at the temple Wat Tham Krabok were approved for resettlement in the U.S. This was the final stage of their journey that began nearly 30 years ago in Laos during the U.S. war in Indochina. During the war, thousands of Hmong, a distinct highland ethnic group, fought for the U.S. and led efforts to conquer communists in Laos. Most of the Hmong refugees at Wat Tham Krabok had ties to the U.S. military and fled from Laos in the late 1970's and early 1980's, settling in various camps in Thailand. Most of these refugees were eligible for resettlement to the U.S. in the 1970's and 1980's, but many did not want to resettle, hopeful that they would soon be able to return to Laos.

In the early 1990s, the United Nations High Commissioner for Refugees (UNHCR) and the Thai government told the refugees that they had to choose between resettlement to a third country, or be returned to Laos. Many Hmong chose to remain in Thailand under the protection of a Buddhist monk at Wat Tham Krabok. It was his death in 1999 that ultimately led to the decision to resettle the remaining Hmong in the U.S.

These refugees have generally been placed in well-established Hmong communities. These communities had been formed by the first Hmong refugees who arrived in the U.S. in 1975. By 1995, more than 100,000 Hmong had been resettled in the U.S. It is estimated that about 210,000 Hmong lived in the U.S. as of 2006, with sizable communities residing in California, Minnesota, Wisconsin, Michigan, North Carolina, Colorado, Georgia, and Washington.¹²

The total number of Hmong at the “Wat” was approximately 15,000. All have family in the U.S., especially in the well established Hmong communities in St. Paul, Minnesota; Fresno and the Central Valley counties and Sacramento, California; and a number of cities throughout Wisconsin. The newly arriving Hmong consisted of families with an average of three children. Approximately 30 percent were between 18 and 65, 30 percent between 6 and 18, and another 30 percent were 5 and under. Less than 4 percent of the population was over 65.

Economic Adjustment

In 2006, ORR completed its first annual survey of a random sample of Hmong who arrived in the U.S. between May 1, 2004 and April 30, 2006. The survey was continued in 2007 and 2008 and collected basic demographic information such as age, education, English language fluency, job training, labor force participation, work experience, and barriers to employment of each adult member of the household of the selected person. The survey also collected household income, housing, and welfare utilization data.

To evaluate the economic progress of this subset of refugees, ORR used several measures of employment effort frequently used by economists. The first group of measures relates to employment status in the week before the survey and includes the employment-to-population ratio (EPR), the labor force participation rate, and the unemployment rate. In addition, data on work experience over the past year and typical number of hours worked per week were analyzed, as well as reasons for not working. Data also are presented on the length of time from arrival in the U.S. to first employment and self-sufficiency.

¹² Source: 2006 American Community Survey

Employment Status

Table III-1 presents the employment to population ratio (EPR) as of December 2008 for Hmong refugee survey respondents age 16 and over.¹³ The survey found that the overall EPR for the Hmong in the 2008 survey was 34.1 percent (47.9 percent for males and 19.7 percent for females). This is higher than the 2007 survey rate of 29 percent, due largely because of a much higher EPR for male respondents. The Hmong surveyed as a whole had a much lower employment rate than overall refugees surveyed in 2008 (55.9 percent). The employment rates of both males (47.9 percent) and females (19.7 percent) of the Hmong population were considerably behind their counterpart rates in the overall refugee population (63.3 percent for male and 48.2 percent for female).¹⁴ Within the Hmong survey cohort, the gap between male and female employment rate (28.2 percent) was higher than that of the overall refugee population (15.1 percent). The reported Hmong EPR for the 2008 survey did represent an improvement from the rates reported in the 2006 and 2007 surveys, but the relatively low rate compared to the overall refugee population indicates that the path to self-sufficiency may have been more difficult for these refugees than for other refugees.

As a point of further reference, the employment rate for the non-refugee U.S. population was 61.0 percent in 2006, 66.7 percent for males and 55.7 percent for females. Hmong males in the survey were exceeded by their counterparts in the U.S. general population by almost twenty percentage points, while the females in the survey were exceeded by their U.S. female cohorts by 36 percent. There also was a much larger gap between the employment of female and male Hmong survey respondents (28.2 percent) compared to that of the general U.S. population (11 percent). Considering that this is a newly arrived non-English speaking population with extremely weak educational background, few family members awaiting them in their designated communities, few transferable skills and almost no work history, their low employment rate is understandable.

Table III-1 also contains data on labor force participation rate (LFP) for refugees age 16 and over. This rate is closely related to the employment rate, except it includes individuals looking for work as well as those currently employed. In December 2008, the overall labor force participation rate for the Hmong cohort (37.3 percent, up from 32.8 percent in the 2007 survey) was close to their employment rate (34.1 percent). This overall LFP is 28.4 points lower than that of the overall refugee population (65.7 percent), and the non-refugee U.S. population (also 65.7 percent). This relatively low LFP indicates that a substantial portion of Hmong arrivals are not only not working but also not looking for work.¹⁵

The overall unemployment rate for the Hmong respondent group was 8.5 percent in this year's survey, which was more than six percentage points lower than in the 2006 survey and actually much lower than the overall refugee population, which had an unemployment rate of 15 percent. It was just slightly higher than that of

¹³ All statistics presented in this section are from a sample of 144 Hmong interviewed in the 2008 survey, who were part of a group of 605 Hmong refugees sampled from the ORR Refugee Arrivals Data System in 2006 (see Hmong Survey Technical Note). The discussion of the economic adjustment of this population is therefore based on a small number of individuals (response rate of only 23.8 percent) and may not be generalizable to the whole population of Hmong refugees resettled between May 1, 2004 and April 30, 2006 (even after statistical adjustment to account for selection bias in the response rate).

¹⁴ 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, expressed as a percentage.

¹⁵ 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 age 16 or over, expressed as a percentage.

the U.S. non-refugee population (7.2 percent). There also was a very small gender difference: the males in the Hmong group had an unemployment rate of 8.6 percent, compared to 8.0 percent for females. It is likely that this population’s unemployment rate is so low because they appear not to be actively looking for work at a high rate.

The overall pattern appears to be that the Hmong group surveyed, especially the females in this group, was joining the work force at a far lower rate than other refugees or the U.S. population as a whole.

Table III-1 – Employment Status of Hmong: 2008 Survey									
	Employment Rate (EPR)			Labor Force Participation Rate			Unemployment Rate		
	All	Male	Female	All	Male	Female	All	Male	Female
Hmong	34.1%	47.9%	19.7%	37.3%	52.4%	21.5%	8.5%	8.6%	8.0%
U.S. Rate	61.0	66.7	55.7	65.7	72.4	59.5	7.2	7.9	6.4

Note: As of December 2008. Not seasonally adjusted. Data refers to refugees 16 and over in the sample. U.S. rates are from the U.S. Department of Labor and Statistics.

Table III-2 shows that 39.3 percent of the Hmong cohort had worked at some point in the previous year, more than three-quarters (78.4 percent) of which had a full-time job. This is a fairly significant increase from the 2007 survey, when only 31.4 percent had worked in the year prior to the survey. About 23.8 percent of the adult Hmong in the 2008 survey claimed to have worked at least 50 weeks during the previous year, an increase from about 12 percent in the 2006 survey and 16 percent in the 2007 survey. The average number of weeks respondents worked was 39.8 weeks, a significant increase of 6 weeks from the 2006 survey but almost identical to the 2007 survey. Table III-3 further demonstrates the large gender gap in the Hmong cohort across the four employment measures such as EPR, LFP, and employment at any point since coming to the U.S., and unemployment rate. While over half (54.3 percent) of Hmong males in the 2008 survey had worked at any point since arrival in the U.S., only about a quarter of Hmong females had done so.

Table III-2 - Work Experience of Adult Hmong			
	2006 Survey	2007 Survey	2008 Survey
Worked*	29.9%	31.4%	39.3%
50-52 weeks	11.8%	16.2%	23.8%
Full-time	**65.7%	**76.1%	**78.4%
Average weeks worked	33.5	39.5	39.8
* Refugees who worked in the previous year. ** Among refugees who worked in the previous year.			

TABLE III-3 – Employment Status of Hmong Respondents by Gender			
Employment Measure	2006 Survey	2007 Survey	2008 Survey
Employment Rate (EPR)	26.8%	29.0%	34.1%
-Males	36.7	37.8	47.9
-Females	16.1	19.9	19.7
Worked at any point since arrival	29.9	32.1	40.1
-Males	39.8	41.9	54.3
-Females	19.2	22.2	25.2
Labor Force Participation Rate	31.7	32.8	37.3
-Males	41.9	44.6	52.4
-Females	20.6	20.8	21.5
Unemployment Rate	15.4	11.8	8.5
-Males	12.3	15.1	8.6
-Females	22.0	4.4	8.0
Note: As of December 2008. Not seasonally adjusted. Data refers to Hmong 16 and over.			

Reasons for Not Looking for Work

The 2008 survey also asked the Hmong refugee respondents aged 16 and older who were not employed why they were not looking for employment (See Figure 6). Limited English accounted for the largest proportion (44.4 percent), followed very closely by attending school (39.3 percent), poor health (30.4 percent), and childcare/family responsibility (28.9 percent). Age accounted for about 15.5 percent of cases, while only 4.5 percent reported an inability to find a job.

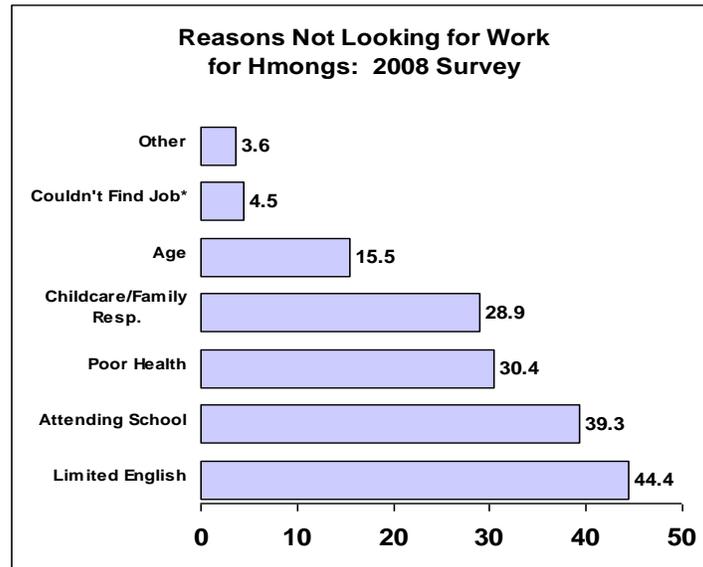


Figure 6. Reasons not looking for work for Hmongs.

Elapsed Time to First Job

How soon do Hmong refugees find work after coming to the U.S.? The 2008 survey indicates that of those who have worked at all since coming to the U.S., (40.1 percent of the Hmong refugees 16 years of age or older), 1.8 percent found work within one month of arrival, an additional 4.9 percent after two to three months, 5.5 percent within four to six months, (so that only 12.2 percent of Hmong respondents found jobs within 6 months of arrival), while another 20.3 percent took seven to 12 months and 67.4 percent took more than a year (refer to Figure 7).

Factors Affecting Employment

Among the adult Hmong refugees in the survey, the average number of years of education before coming to the U.S. was only 1.84 years (refer to Table III-4). Three-quarters (74.1 percent) of the Hmong respondents who were surveyed in 2008 never had any formal education before coming to the U.S. Only a fraction (5.4 percent) of them indicated that they had a secondary school education, and another 5.6 percent of the group reported that they had a primary school education. The Hmong group in the survey appeared to consist of people who had few educational opportunities prior to their arrival in the U.S.¹⁶

¹⁶ It should be noted that even though the survey asks about years of schooling and the highest degree obtained prior to coming to the U.S., the correlation between years of schooling and degrees or certifications among different countries is not necessarily the same. Consequently, some degree of caution is necessary when interpreting education statistics.

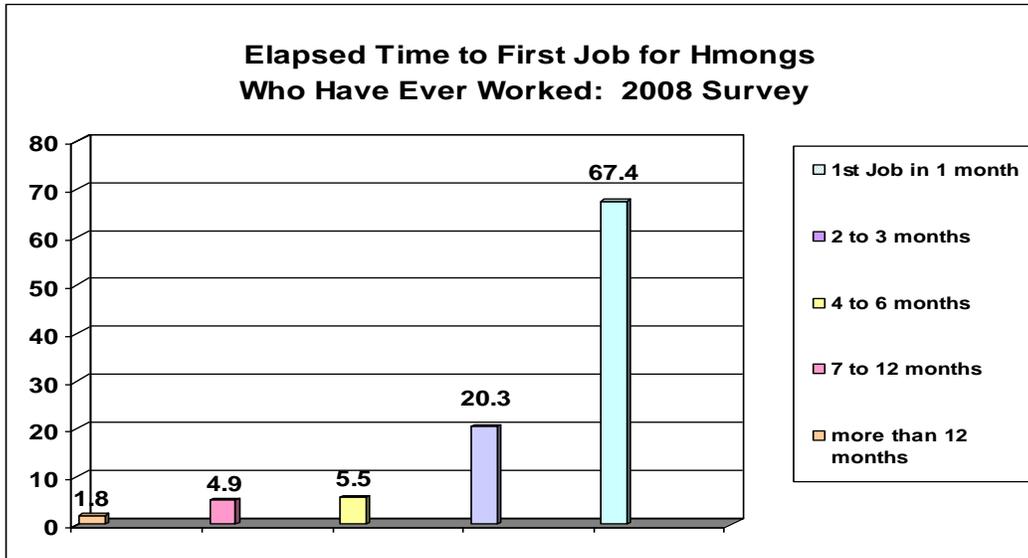


Figure 7. Elapsed Time to First Job for Hmong who have ever worked in the U.S.

The 2008 survey (Table III-4) shows that 27.3 percent of the Hmong respondents had attended some kind of school in the U.S. since arrival, and 25.9 percent of them reported attending for a degree or certificate (an increase from the reported rate of 13 percent in the 2006 survey). Among those who were seeking a degree or certificate, 1.9 percent reported having received it by the time of the interview.

The 2008 survey reveals that 83.9 percent of the Hmong refugees sampled were not able to speak English at all when they arrived in the U.S. (refer to Table III-4), but this was reduced to 31.3 percent by the time of the survey interview (once respondents had been in the U.S. for between two and four years). In the meantime, the proportion of those who could speak some English (not well) at the time of their arrival in the U.S. increased from 4.7 percent to 50.0 percent by the time of the survey. Similarly, the proportion of those who could speak English well or fluently also went up from almost none (1.2 percent) upon arrival in the U.S. to 17.3 percent by the time of the survey.

The ability to speak English appears to be one of the most important factors influencing the economic self-sufficiency of refugees (refer to Table III-5). Historically, most refugees improve their English language proficiency over time, and those who do not are the least likely to be employed. The survey found that the Hmong respondents who spoke no English continued to lag behind those who could speak some English on measures of economic self-sufficiency. The employment gap between them grew over time. The employment rate of respondents who spoke no English at the time of arrival was 35.3 percent, compared to 35.8 percent among those who spoke some English, a gap of only about 0.5 percent. By the time of the 2008 survey interview, this gap climbed to nearly 27 percent (20.6 percent EPR for those who spoke no English versus 47.5 percent for those who could speak some English). The EPR of those who spoke English well at the time of the survey was very low for some reason, and remained basically unchanged from the EPR of those who spoke English well at the time of arrival (22.7 percent vs. 23.4 percent).

In light of the importance of English for self-sufficiency, Hmong respondents have made some effort to learn English (Table III-6). During the 12 months prior to the survey, 22.2 percent of the adult Hmong refugees in the sample attended English Language Training (ELT) outside of high school. Close to one-fifth (20.5 percent) attended ELT inside a high school. For the same period, the proportion of refugees who attended job-training classes since arrival (1.5 percent) lagged far behind those in ELT. About 34.5 percent of the adult Hmong refugees were currently attending language instruction at the time of the survey, either through high school curriculum (22.2 percent) or through other types of language class (12.3 percent) at the time of the survey.

TABLE III-4 – Education and English Proficiency Characteristics of Hmong Respondents: 2008 Survey	
Average Years of Education before U.S.	1.84
Highest Degree before U.S.	
None	74.1 %
Primary School	5.6
Technical School	1.0
Secondary School (or High School)	5.4
University Degree (Other than Medical)	1.0
Medical Degree	0.0
Other	0.0
Attended School/University (since U.S.)	27.3%
Attendance School/University (since U.S.) for degree/certificate	25.9%
High School	23.8%
Associates Degree	0.8
Bachelor’s Degree	0.8
Master’s/Doctorate	0.3
Professional Degree	0.0
Other	0.2
Degree Received	1.9
English At Time of Arrival	
Percent Speaking no English	83.9%
Percent Not Speaking English Well	4.7
Percent Speaking English Well or Fluently	1.2
English At Time of Survey	
Percent Speaking no English	31.3
Percent Not Speaking English Well	50.0
Percent Speaking English Well or Fluently	17.3
Note: Data refer to Hmongs 16 and older. These figures refer to self-reported characteristics. Professional degree refers to a law degree or medical degree.	

Table III-5 – English Proficiency and Associated EPR: 2008 Survey		
Percent Speaking No English (EPR)	Percent Not Speaking English Well (EPR)	Percent Speaking English Well or Fluently (EPR)
At the time of arrival		
83.9 (35.3)	4.7 (35.8)	1.2 (23.4)
At the time of survey		
31.3 (20.6)	50.0 (47.5)	17.3 (22.7)
Note: As of December 2008. Not seasonally adjusted. Data refers to Hmongs 16 and over.		

TABLE III-6 – Language Service Utilization by Hmong Respondents: 2008 Survey	
Type of Service Utilization	Percent
ELT since arrival Inside High School	22.2%
ELT since arrival Outside of High School	20.5
Job training since arrival	1.5
Currently attending ELT Inside High School	22.2
Currently attending ELT Outside of High School	12.3
Note: Data refer to Hmongs. In order that English language training (ELT) not be confused with English high school instruction, statistics for both populations are given.	

Earnings and Utilization of Public Assistance

Table III-7 details the economic self-sufficiency of Hmong refugees in 2008. According to the 2008 survey, the average hourly wage of Hmong refugees was \$9.27, higher than the 2007 survey average of \$8.89. About 43.4 percent of Hmong households surveyed had achieved economic self-sufficiency, and an additional 32.4 percent had achieved partial independence, with household income a mix of earnings and public assistance (a dramatic increase from the 2006 average of 12 percent). However, nearly a quarter (24.2 percent) of the Hmong households surveyed were sustained entirely by public assistance, a drop from the 2007 reported average of 31.6 percent.

TABLE III-7 – Average Hourly Wages, Home Ownership, and Public Assistance of Hmong Respondents: 2008 Survey	
Hourly Wages of Employed-Current Job	\$9.27
Own Home or Apartment	2.8%
Rent Home or Apartment	95.5
Public Assistance Only	24.2
Both Public Assistance and Earnings	32.4
Earnings Only	43.4
<p>Note: As of December 2008. Hourly wage was based on data from individual refugees 16 and over in the two-year sample population of Hmong who were interviewed as a part of the 2008 survey while estimates of homeownership and public assistance were derived from household-level data. Earnings figures are not adjusted for inflation.</p>	

Table III-8 presents several household characteristics by type of income. Households in the 2008 survey sustained by only public assistance average nearly five members with no wage earners. Households that have a mix of earnings and public assistance income average approximately eight members and 1.3 wage earners. Households that were independent of public assistance averaged seven members with 1.3 wage earners. The partially self-sufficient and self-sufficient households in the survey tended to be younger on average, as they had the highest rates both in the categories of having at least one member under the age of 16 (98.2 percent and 95.4 percent, respectively) and having at least one member under the age of six (78.7 percent and 79 percent, respectively).

Table III-8 – Characteristics of Hmong Households by Type of Income: 2008 Survey				
Hmong Households with:				
Household Characteristics	Public Assistance Only	Both Public Assistance and Earnings	Earnings Only	Total Sample
Average Household Size	4.9	8.1	7.0	6.9
Average Number of wage earners per household*	0	1.3	1.3	1.0
Percent of households with at least one member:				
Under the age of 6	19.2%	78.7%	79.0%	64.2%
Under the age of 16	74.2	98.2	95.4	91.2
Fluent English Speaker**	0.0	0.0	0.0	0.0
*Data refer to Hmongs. Hmong households with neither earnings nor assistance are excluded				
** Data refer to those who speak English “very well.”				

Medical Coverage

Almost all (91.5 percent) of the adult Hmong refugees received medical coverage in the year prior to the survey. However, only 4.0 percent of them received medical coverage from either their own employers or employers of their family members. Most of the Hmong refugees surveyed (87.5 percent) were under the coverage of Medicaid or RMA during the 12 months preceding the survey. Only 2.6 percent reported no medical coverage of any kind throughout the year (refer to Table III-9).

Table III-9 – Source of Medical Coverage for Hmong Respondents: 2008 Survey	
Source of Medical Coverage	Percent
No Medical Coverage in Any of Past 12 Months	2.6 %
Medical Coverage Through Employer	4.0%
Medicaid or RMA	87.5%
Note: As of December 2008. Data refer to refugees 16 and over	

Welfare Utilization¹⁷

Table III-10 presents cash and non-cash welfare utilization data on Hmong refugees. Over 56 percent of the Hmong households received cash assistance in the 12 months prior to the survey (a huge increase from 29 percent in the 2006 survey, but a drop from 70 percent in the 2007 survey). TANF was the major source of cash assistance (41.3 percent), followed closely by SSI (39.3 percent). None of the Hmong households surveyed reported receiving any RCA. A large majority of Hmong households received different types of non-cash assistance in the previous year such as Medicaid or RMA (87.5 percent), food stamps (88.9 percent), and public housing (44 percent).

¹⁷ Caution must be exercised when reviewing refugee declarations of welfare utilization. These are self-reported data and the questions asked are subject to wide variation in interpretation by the respondent. The surveys are conducted in the refugee's native language, and certain technical terms which distinguish types of income do not translate well into foreign languages. Refugees readily admit to receiving "welfare" or "assistance", but they are frequently confused about the correct category. Past surveys have found that refugee households are very accurate in reporting Supplemental Security Income (SSI) because their claims are handled by the Social Security Administration. However, RCA, TANF, and GA cases are all handled by the local county welfare office and are not clearly distinguished from each other by the refugee family. Over the years, we have noted that many refugees claim RCA many years after arrival even though the program is confined to the first eight months in the U.S., claim receipt of TANF even though they have no children, or claim receipt of general relief even though they reside in States that do not provide such assistance, such as Florida or Texas.

TABLE III-10 – Public Assistance Utilization of Hmong Respondents: 2008 Survey	
Type of Public Assistance	Percent
Cash Assistance	
Any Type of Cash Assistance	56.6%
AFDC/TANF	41.3
RCA	0.0
SSI	39.3
General Assistance	0.0
Non-cash Assistance	
Medicaid or RMA	87.5
Food Stamps	88.9
Public Housing	44.0

Note: Medicaid and RMA data refer to adult Hmong age 16 and older. All other data refer to the Hmong households and not individuals. The percentages may not add up to 100 as one household could receive assistance from more than one source.

Employment and Welfare Utilization Rates by State

The 2008 survey also reported welfare utilization and employment rate by state of residence. Table III-11 shows the reported EPR and utilization rates for various types of welfare in the states where most of the Hmong refugees resettled, as well as the nation as a whole. Almost 90 percent (89.5 percent) of Hmong refugees were concentrated in three states, Minnesota (30.8 percent), Wisconsin (29.7 percent), and California (29 percent).

In the general refugee population, the welfare utilization tends to be low where the EPR is high and vice versa. A similar pattern was manifested among Hmong refugees in the 2006 Survey. Overall, EPR averaged 34.1 percent, while welfare utilization averaged 56.6 percent. Among the top three states, Wisconsin had the highest EPR (42.3 percent) and lowest welfare utilization rate (38.3 percent) for the Hmong refugees. It was followed by Minnesota (31.3 percent EPR vs. 58.2 percent welfare utilization – a drop from 80 percent in the 2007 survey) and California (23.7 percent EPR vs. 88.0 percent welfare utilization – an increase from 39 percent in the 2006 survey but a drop from 93.3 in the 2007 survey). TANF (41.3 percent) and SSI (39.3 percent) were the main sources of cash assistance for the Hmong refugees across all the states.

TABLE III-11: Hmong Refugees Employment-to-Population Ratio (EPR) and Welfare Dependency for Top Three States: 2008 Survey

State	Arrivals* Individuals	EPR Individuals	AFDC/TANF Households	RCA Households	SSI Households	GA Households	Total**
Minnesota	(593)	31.3%	46.6%	0.0%	45.3%	0.0%	58.2%
Wisconsin	(571)	42.3	4.7	0.0	38.3	0.0	38.3
California	(558)	23.7	85.7	0.0	41.0	0.0	88.0
Other States	(202)	51.0	19.9	0.0	17.7	0.0	25.8
All States	(1924)	34.1	41.3	0.0	39.3	0.0	56.6

*The state arrival figures are weighted total of individuals in the sample adjusted for non-responses.

**The column totals represent percent of households that received any combination of AFDC, RCA, SSI and/or GA.

Note: As of December 2008. 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 rate of the number of households (including minor children) receiving such aid to the total number of households in the sample population residing in that state. **Because some refugees have difficulty distinguishing between GA and AFDC/TANF, some GA utilization may reflect AFDC/TANF utilization.** For data on welfare utilization by household, see Table III-10.

Conclusion

Overall, the findings from ORR’s 2008 survey indicate that the Hmong refugees who arrived between 2004 and 2006 continue to face significant problems becoming self-sufficient in the U.S., especially the female members of this group. The cash assistance utilization rate for this group has increased since the 2006 survey (from 29 percent to 56.6 percent), and use of Medicaid/RMA and housing assistance also is very high. The employment rate and labor force participation rate of the Hmong survey respondents was low, compared to both the U.S. population and the general refugee population surveyed. Data indicate that the vast majority of female Hmong respondents are not participating in the labor force. English proficiency of respondents in this group was lower than that of the general refugee population, as was participation in English language training. There are some positive signs, however; an increasing proportion of the 2008 sample was attending school in pursuit of a degree compared to the 2006 sample, and English language proficiency among those in the 2008 sample was considerably higher than in the 2006 sample. Welfare utilization also has declined since the 2007 survey. Based on the reported efforts of this population so far, the tentative progress of the Hmong respondents in the 2008 survey sample toward economic self-sufficiency is likely to continue.

Hmong Survey Technical Note: The Hmong Survey, with interviews conducted by DB Consulting Group, Inc. in the fall of 2008, is a subset of the Annual Survey of Refugees conducted by ORR since 1975. Although respondents who are Hmong have traditionally been included into the Annual Survey of Refugees, this is the second time that a single population has been surveyed to track their adjustment to resettlement in the U.S.

In 2006, a one-time random sampling of Hmong who arrived between May 1, 2004 and April 30, 2006 was drawn from the ORR Refugee Arrivals Data System. ORR’s contractor, DB Consulting Group, then 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 used with this population were the same as the ones employed in the Annual Survey of Refugees.

The original sample of Hmong N=605. For the 2006 survey, 116 of the 605 of the Hmong in the sample were contacted and interviewed (a response rate of 19.2 percent.) of the remaining 489 cases, one moved abroad, 10 refused to be interviewed and the remaining 477 could not be traced in time to be interviewed.

For the 2007 survey, 187 of the 605 of the Hmong in the 2006 sample were contacted and interviewed (a response rate of 30.9 percent.) Of the remaining 418 cases, 15 refused to be interviewed and the remaining 403 cases could not be traced in time to be interviewed.

For the 2008 survey, 144 of the 605 of the Hmong in the 2006 sample were contacted and interviewed (a response rate of 23.8 percent.) Of the remaining 461 cases, 5 refused to be interviewed and the remaining 456 cases could not be traced in time to be interviewed.

Appendix A

Tables

Table 1
Arrivals by Country of Origin
FY 1983 - 2008 a/

COUNTRY OF ORIGIN	FY 83 - 03	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 83 - 08
AFGHANISTAN b/	30,538	927	809	639	418	534	33,865
AFGHANISTAN (Special Immigrants) c/	-	-	-	-	8	393	401
ALBANIA	3,660	-	-	1	-	-	3,661
ANGOLA	352	21	21	8	6	3	411
BHUTAN	-	-	-	3	-	5,244	5,247
BULGARIA	1,974	-	-	-	-	-	1,974
BURMA	2,473	1,055	1,447	1,323	9,776	12,852	28,926
BURUNDI	678	273	217	469	4,525	2,875	9,037
CAMBODIA	71,469	3	9	9	17	8	71,515
CHINA	200	3	13	21	26	49	312
COLOMBIA	153	569	318	113	53	93	1,299
CONGO	98	73	43	63	197	193	667
CUBA d/	50,825	2,960	6,359	3,142	2,923	4,177	70,386
CUBA (Entrant) e/	175,330	26,304	15,806	22,079	17,296	19,117	275,932
CZECH REPUBLIC	7,537	-	-	-	-	-	7,537
DEM.REP.CONGO	2,812	565	416	397	841	715	5,746
ERITREA	334	118	321	525	945	249	2,492
ETHIOPIA	33,604	2,708	1,675	1,262	1,043	296	40,588
HAITI f/	6,817	17	8	-	-	-	6,842
HAITI (Entrant) g/	21,883	981	819	531	148	253	24,615
HUNGARY	5,124	-	-	-	-	-	5,124
IRAN	60,347	1,784	1,848	2,785	5,474	5,257	77,495
IRAQ h/	41,696	65	186	189	1,605	13,755	57,496
IRAQ (Special Immigrants) i/	-	-	-	-	92	622	714
KENYA	330	527	282	55	8	7	1,209
LAOS	113,504	5,995	8,487	815	98	42	128,941
LIBERIA	16,143	7,111	4,221	2,366	1,576	959	32,376
LIBYA	362	-	-	-	2	-	364
MAURITANIA	212	-	3	82	62	26	385
NICARAGUA	1,536	-	-	-	-	-	1,536
NIGERIA	1,254	34	13	19	23	74	1,417
POLAND	28,804	2	-	-	-	-	28,806
ROMANIA	34,662	3	2	2	-	1	34,670
RWANDA	1,128	177	184	110	210	117	1,926
SIERRA LEONE	5,671	1,066	878	448	163	98	8,324
SOMALIA	42,028	12,814	10,106	10,330	6,958	2,510	84,746
SUDAN	20,731	3,479	2,197	1,845	698	373	29,323
THAILAND j/	133	10	28	304	4,059	5,279	9,813
TOGO	1,033	38	74	17	40	203	1,405
UGANDA	391	11	10	14	37	38	501
UNION OF SOVIET SOCIALIST REPUBLICS k/	486,799	8,791	11,272	10,453	4,583	2,390	524,288
VIETNAM	462,936	1,007	2,084	3,131	1,551	1,191	471,900
YUGOSLAVIA (Former) l/	168,343	486	143	28	2	1	169,003
OTHER/UNKNOWN m/	2,604	179	139	311	363	583	4,179
Table Total	1,906,508	80,156	70,438	63,889	65,826	80,577	2,267,394

a/ The numbers in this table have been adjusted since the FY 2007 Annual Report due to verification of data in the Refugee Arrivals Data System

b/ Includes Afghan refugees only

c/ Includes Afghan Special Immigrant visa holders eligible for refugee benefits pursuant to the Consolidated Appropriations Act of 2007

d/ Includes Cubans with humanitarian parolee status prior to FY 1992

e/ Includes Cubans with humanitarian parolee status since 1992 or Havana parolee status since 1995

f/ Includes Haitians with humanitarian parolee status prior to FY 1992

g/ Includes Haitians with humanitarian parolee status since 1992

h/ Includes Iraqi refugees and Iraqi Kurds granted asylum status

i/ Includes Iraqi Special Immigrant visa holders eligible for refugee benefits pursuant to the Consolidated Appropriations Act of 2007 and the Defense Authorization Act of 2008

j/ Most refugees from Thailand in FY 2007 and 2008 are originally of Burmese origin

k/ Includes refugees from the former republics of the Soviet Union

l/ Includes refugees from the former republics of Yugoslavia

m/ Includes countries with fewer than 300 cumulative arrivals, as well as cases with an unknown country of origin

Table 2
Arrivals by Country of Origin
and State of Initial Resettlement
FY 1983 - 2008 a/

STATE	AFGHAN. b/	AFGHAN. (SIV) c/	ALBANIA	ANGOLA	BHUTAN	BULGARIA	BURMA	BURUNDI	CAMBODIA	CHINA
ALABAMA	50	1	0	6	0	0	11	44	291	0
ALASKA	7	0	2	0	0	0	1	0	4	0
AMERICAN SAMOA	0	0	0	0	0	0	0	0	0	0
ARIZONA	1,528	10	27	68	291	176	1,140	749	661	10
ARKANSAS	3	1	3	0	0	0	6	5	31	0
CALIFORNIA	9,869	143	177	13	255	515	1,357	171	18,629	84
COLORADO	528	3	14	0	246	21	602	191	685	5
CONNECTICUT	298	1	185	8	0	45	249	89	1,173	0
DELAWARE	62	0	0	0	0	3	2	0	0	0
DIST. OF COLUMBIA	378	0	4	30	0	20	22	0	371	3
FLORIDA	706	3	260	23	109	113	997	176	1,142	2
GEORGIA	1,345	2	11	9	549	4	1,042	519	1,799	5
GUAM	0	0	0	0	0	0	0	0	0	0
HAWAII	31	0	0	0	0	1	55	0	75	5
IDAHO	577	1	32	0	173	57	303	295	273	1
ILLINOIS	650	5	201	25	145	91	1,196	444	3,008	17
INDIANA	225	3	5	0	0	9	3,236	0	227	0
IOWA	120	1	3	0	35	0	262	235	582	0
KANSAS	158	5	0	0	51	0	175	31	452	0
KENTUCKY	117	9	3	0	90	3	574	273	454	0
LOUISIANA	196	0	0	7	0	0	71	35	561	6
MAINE	359	0	7	0	0	72	10	14	739	0
MARYLAND	567	10	95	19	171	39	702	59	1,111	5
MASSACHUSETTS	530	0	246	0	112	13	328	231	5,710	5
MICHIGAN	391	0	485	11	94	59	782	290	206	1
MINNESOTA	197	2	3	5	61	8	1,421	12	2,659	1
MISSISSIPPI	12	0	0	0	0	0	0	0	15	0
MISSOURI	1,022	20	103	19	79	65	338	201	789	3
MONTANA	5	0	0	0	0	0	2	0	5	0
NEBRASKA	412	5	4	1	0	0	474	85	167	1
NEVADA	206	6	16	9	22	7	61	47	127	0
NEW HAMPSHIRE	110	0	40	0	272	0	0	202	340	1
NEW JERSEY	732	4	219	7	31	41	418	36	310	7
NEW MEXICO	127	3	0	0	15	0	3	54	278	0
NEW YORK	4,341	18	1,134	20	397	342	3,485	439	3,168	98
NORTH CAROLINA	164	5	2	6	138	5	1,808	187	1,566	5
NORTH DAKOTA	66	0	1	1	119	2	3	149	144	0
OHIO	165	0	26	0	263	8	556	313	1,705	0
OKLAHOMA	74	1	0	0	0	0	234	1	489	0
OREGON	335	3	6	11	79	10	347	106	976	0
PENNSYLVANIA	579	3	73	44	228	49	685	215	3,155	4
PUERTO RICO	0	0	0	0	0	0	0	0	0	0
RHODE ISLAND	2	0	55	0	0	1	9	95	1,305	2
SOUTH CAROLINA	37	4	0	0	0	6	119	0	107	0
SOUTH DAKOTA	116	2	0	0	37	15	0	151	34	0
TENNESSEE	368	13	2	0	63	0	419	458	1,317	1
TEXAS	1,711	26	51	47	429	39	3,152	1,476	5,337	11
UTAH	255	10	0	0	140	11	457	255	1,781	0
VERMONT	31	0	34	0	131	27	43	97	223	0
VIRGIN ISLANDS	0	0	0	0	0	0	0	0	0	0
VIRGINIA	3,224	73	39	18	120	19	549	405	2,238	17
WASHINGTON	712	4	55	0	299	66	728	183	4,858	8
WEST VIRGINIA	11	0	3	0	0	5	4	0	16	0
WISCONSIN	121	1	35	4	0	7	488	19	212	4
WYOMING	35	0	0	0	0	0	0	0	0	0
UNKNOWN	0	0	0	0	0	0	0	0	10	0
Table Total	33,865	401	3,661	411	5,244	1,974	28,926	9,037	71,515	312

Table 2 (Cont.)

STATE	COLOMBIA	CONGO	CUBA d/ e/	CUBA (Entrant) e/	CZECH REPUBLIC	DEM.REP. CONGO	ERITREA	ETHIOPIA	HAITI f/ g/	HAITI (Entrant) g/
ALABAMA	0	0	258	185	5	17	4	72	85	24
ALASKA	0	0	4	2	2	10	0	1	0	0
AMERICAN SAMOA	0	0	0	0	0	0	0	0	0	0
ARIZONA	102	48	1,431	2,402	40	383	123	948	81	33
ARKANSAS	0	0	5	33	8	0	0	7	0	1
CALIFORNIA	78	8	1,664	2,045	1,715	244	173	7,420	125	211
COLORADO	44	5	255	31	131	176	113	969	75	12
CONNECTICUT	23	36	414	436	120	67	35	192	195	112
DELAWARE	0	0	18	7	0	0	2	11	3	30
DIST. OF COLUMBIA	6	0	71	29	37	134	26	1,348	58	2
FLORIDA	251	4	45,413	232,565	219	103	48	838	1,462	20,943
GEORGIA	59	16	532	880	75	279	211	2,683	34	72
GUAM	0	0	0	0	0	0	0	0	0	0
HAWAII	0	0	0	1	13	0	0	3	0	0
IDAHO	40	9	101	14	293	176	21	45	116	0
ILLINOIS	46	58	875	808	323	189	158	1,623	81	71
INDIANA	5	0	84	59	37	61	28	151	33	2
IOWA	0	5	20	10	13	140	13	211	20	0
KANSAS	0	0	14	41	12	12	22	53	10	2
KENTUCKY	32	35	921	4,749	0	347	3	100	44	18
LOUISIANA	0	9	516	707	16	83	3	58	37	61
MAINE	0	3	65	4	26	92	4	146	0	0
MARYLAND	8	34	550	231	145	188	77	1,834	209	99
MASSACHUSETTS	20	3	160	264	963	89	60	693	422	727
MICHIGAN	0	21	567	2,349	111	68	16	490	289	49
MINNESOTA	3	0	51	48	49	75	58	5,034	55	2
MISSISSIPPI	0	0	2	54	11	1	0	13	12	21
MISSOURI	56	32	1,095	135	216	139	104	1,090	384	10
MONTANA	0	0	0	4	7	0	0	9	0	0
NEBRASKA	0	19	202	55	68	26	3	32	6	0
NEVADA	8	21	1,816	4,378	14	33	161	551	0	21
NEW HAMPSHIRE	0	0	2	4	93	79	4	26	0	0
NEW JERSEY	73	0	3,950	3,874	238	54	33	461	732	518
NEW MEXICO	5	6	1,503	2,403	13	31	2	13	0	0
NEW YORK	48	54	1,342	4,833	781	371	85	1,709	836	1,149
NORTH CAROLINA	46	25	728	294	41	98	54	245	33	16
NORTH DAKOTA	11	0	159	4	105	32	1	116	97	3
OHIO	11	5	43	93	115	75	54	883	9	40
OKLAHOMA	0	3	13	33	10	8	28	44	0	1
OREGON	0	1	121	1,896	32	47	4	580	62	98
PENNSYLVANIA	8	6	569	1,566	204	79	64	887	360	125
PUERTO RICO	1	0	247	587	0	0	0	0	0	2
RHODE ISLAND	0	0	6	17	0	12	29	42	2	18
SOUTH CAROLINA	1	0	5	60	0	0	1	10	0	0
SOUTH DAKOTA	0	2	58	6	69	86	87	739	0	0
TENNESSEE	15	12	669	415	38	143	12	500	225	22
TEXAS	242	125	2,631	5,813	242	920	275	4,093	225	34
UTAH	5	12	394	13	310	131	36	99	0	0
VERMONT	0	22	8	0	306	90	0	10	0	0
VIRGIN ISLANDS	0	0	0	0	0	0	0	0	0	4
VIRGINIA	21	28	350	1,309	38	235	109	1,221	178	49
WASHINGTON	39	0	470	108	196	84	147	2,212	247	1
WEST VIRGINIA	0	0	0	1	8	0	1	1	0	0
WISCONSIN	0	0	8	45	26	39	0	70	0	0
WYOMING	0	0	0	0	3	0	0	2	0	0
UNKNOWN	0	0	7	31	0	0	0	0	0	10
Table Total	1,307	667	70,387	275,931	7,537	5,746	2,492	40,588	6,842	24,613

Table 2 (Cont.)

STATE	HUNGARY	IRAN	IRAQ h/	IRAQ (SIV) i/	KENYA	LAOS	LIBERIA	LIBYA	MAURITANIA
ALABAMA	3	56	157	10	0	271	55	0	0
ALASKA	0	53	7	3	0	118	0	0	0
AMERICAN SAMOA	0	0	0	0	0	0	0	0	0
ARIZONA	66	1,183	3,398	32	73	417	1,137	16	23
ARKANSAS	5	22	37	0	0	460	0	0	0
CALIFORNIA	799	48,191	8,701	77	51	55,676	941	52	4
COLORADO	36	468	616	40	69	1,472	270	0	42
CONNECTICUT	442	414	394	6	12	995	274	0	0
DELAWARE	2	30	1	0	0	7	120	0	0
DIST. OF COLUMBIA	134	239	780	9	1	420	112	15	0
FLORIDA	230	961	961	18	1	833	629	33	32
GEORGIA	111	1,254	1,778	6	27	1,168	1,144	5	32
GUAM	0	5	0	0	0	0	0	0	0
HAWAII	2	11	3	1	0	581	0	0	0
IDAHO	23	226	572	4	61	238	80	0	0
ILLINOIS	137	1,684	4,410	11	27	2,256	952	16	19
INDIANA	22	146	225	4	1	194	268	0	16
IOWA	54	55	337	0	2	1,854	405	0	1
KANSAS	0	172	189	5	0	902	47	0	0
KENTUCKY	0	126	992	7	57	272	331	12	5
LOUISIANA	1	94	133	1	0	723	206	0	0
MAINE	18	231	18	0	0	25	13	0	0
MARYLAND	76	1,916	529	15	23	373	1,376	0	32
MASSACHUSETTS	79	551	909	19	3	1,600	1,031	0	1
MICHIGAN	72	446	10,783	131	68	2,174	541	14	3
MINNESOTA	67	207	225	0	41	18,568	3,381	0	0
MISSISSIPPI	2	18	6	1	0	16	2	0	0
MISSOURI	147	514	1,623	11	54	659	504	17	28
MONTANA	0	1	0	2	0	243	1	0	0
NEBRASKA	10	96	1,057	10	1	299	66	25	10
NEVADA	15	644	177	0	1	158	72	17	0
NEW HAMPSHIRE	11	68	300	0	23	85	270	0	0
NEW JERSEY	172	606	329	7	0	168	1,959	2	0
NEW MEXICO	3	142	235	7	0	220	52	0	0
NEW YORK	715	6,484	1,676	19	156	1,285	4,382	28	78
NORTH CAROLINA	36	352	244	13	0	1,267	682	0	0
NORTH DAKOTA	45	71	803	0	1	37	233	0	0
OHIO	187	328	722	6	4	1,442	506	7	0
OKLAHOMA	1	265	71	8	0	472	90	0	0
OREGON	25	372	372	6	0	1,468	139	9	0
PENNSYLVANIA	253	384	1,627	20	0	1,158	4,315	1	0
PUERTO RICO	0	0	0	1	0	0	0	0	0
RHODE ISLAND	239	32	49	2	0	1,392	1,571	0	0
SOUTH CAROLINA	8	81	107	6	0	102	33	0	0
SOUTH DAKOTA	83	55	210	8	0	65	146	8	0
TENNESSEE	15	796	2,606	22	43	1,480	421	14	0
TEXAS	117	3,852	4,608	77	211	3,790	2,079	42	49
UTAH	7	719	908	1	131	572	244	0	0
VERMONT	19	17	142	0	29	19	8	0	0
VIRGIN ISLANDS	0	0	0	0	0	0	0	0	0
VIRGINIA	59	1,416	1,818	60	11	898	897	9	4
WASHINGTON	551	1,318	1,542	25	16	3,867	242	22	6
WEST VIRGINIA	6	12	1	3	0	19	8	0	0
WISCONSIN	11	105	105	0	11	16,148	141	0	0
WYOMING	5	3	0	0	0	14	0	0	0
UNKNOWN	3	3	3	0	0	1	0	0	0
Table Total	5,124	77,495	57,496	714	1,209	128,941	32,376	364	385

Table 2 (Cont.)

STATE	NICARAGUA	NIGERIA	POLAND	ROMANIA	RWANDA	SIERRA LEONE	SOMALIA	SUDAN	THAILAND j/
ALABAMA	0	0	40	36	7	5	75	88	0
ALASKA	0	0	28	32	0	0	0	16	0
AMERICAN SAMOA	0	0	0	1	0	0	0	0	0
ARIZONA	55	80	255	1,198	53	233	3,090	1,847	468
ARKANSAS	0	0	107	10	0	2	0	0	1
CALIFORNIA	269	16	3,589	8,590	51	303	7,298	1,214	562
COLORADO	16	21	212	113	69	40	1,146	614	321
CONNECTICUT	27	16	1,122	738	44	90	737	276	196
DELAWARE	0	0	16	12	0	31	1	3	0
DIST. OF COLUMBIA	19	20	191	81	12	115	763	222	0
FLORIDA	648	6	724	1,084	40	141	392	677	208
GEORGIA	7	210	151	374	99	294	6,013	1,222	357
GUAM	0	0	0	0	0	0	0	0	0
HAWAII	0	0	6	2	0	0	0	0	0
IDAHO	0	5	320	389	35	5	377	174	136
ILLINOIS	21	124	3,566	4,543	105	216	2,046	877	433
INDIANA	0	0	188	126	13	37	425	116	592
IOWA	0	86	175	120	33	85	559	1,586	117
KANSAS	0	14	36	32	4	5	338	195	53
KENTUCKY	0	0	29	66	29	45	1,246	390	336
LOUISIANA	54	23	83	23	12	7	296	240	6
MAINE	0	2	383	95	18	1	726	654	1
MARYLAND	31	17	676	366	43	1,428	1,348	439	8
MASSACHUSETTS	15	6	779	191	36	261	2,852	509	123
MICHIGAN	0	1	2,033	2,136	45	99	1,470	839	65
MINNESOTA	0	39	284	236	10	342	15,789	925	524
MISSISSIPPI	0	0	9	7	0	0	34	101	0
MISSOURI	3	154	626	553	39	109	2,302	650	117
MONTANA	4	0	14	7	0	0	0	0	1
NEBRASKA	0	32	188	36	3	16	300	1,101	284
NEVADA	28	0	159	44	16	14	315	204	14
NEW HAMPSHIRE	1	61	31	501	78	54	548	563	0
NEW JERSEY	59	12	1,624	746	23	603	165	204	206
NEW MEXICO	35	0	46	34	1	15	67	34	0
NEW YORK	41	92	5,444	5,532	179	1,287	3,673	1,569	1,267
NORTH CAROLINA	21	4	215	117	51	136	1,169	484	638
NORTH DAKOTA	0	16	112	138	19	39	818	575	0
OHIO	12	6	228	980	115	294	5,610	273	225
OKLAHOMA	0	0	103	60	0	7	72	37	25
OREGON	0	1	101	1,375	9	7	1,202	77	113
PENNSYLVANIA	7	0	1,407	969	93	446	1,096	812	288
PUERTO RICO	0	0	0	0	0	0	0	0	0
RHODE ISLAND	0	1	89	35	27	3	88	0	2
SOUTH CAROLINA	0	0	12	20	0	12	145	15	33
SOUTH DAKOTA	0	12	160	168	31	6	550	977	0
TENNESSEE	23	52	159	156	107	62	2,543	1,607	108
TEXAS	88	194	1,313	1,235	257	520	5,702	3,806	1,023
UTAH	0	36	361	66	20	50	1,611	1,014	303
VERMONT	0	4	31	182	17	0	320	127	28
VIRGIN ISLANDS	0	0	0	0	0	0	0	0	0
VIRGINIA	20	50	220	157	37	752	5,031	1,155	157
WASHINGTON	21	2	933	902	33	69	3,788	717	234
WEST VIRGINIA	0	0	19	9	0	0	1	0	0
WISCONSIN	10	2	198	40	13	38	609	98	240
WYOMING	0	0	7	0	0	0	0	0	0
UNKNOWN	1	0	4	7	0	0	0	0	0
Table Total	1,536	1,417	28,806	34,670	1,926	8,324	84,746	29,323	9,813

Table 2 (Cont.)

STATE	TOGO	UGANDA	U.S.S.R. k/	VIETNAM	YUGOSLAV. l/	OTHER/ UNKNOWN m/	Grand Total
ALABAMA	8	1	371	2,378	378	5	4,997
ALASKA	8	0	408	243	89	0	1,038
AMERICAN SAMOA	0	0	0	0	0	0	1
ARIZONA	138	19	2,894	8,717	7,717	211	43,571
ARKANSAS	0	0	40	1,092	31	0	1,910
CALIFORNIA	37	104	103,109	162,768	8,316	464	456,078
COLORADO	4	0	6,510	5,517	2,293	56	24,051
CONNECTICUT	22	2	5,113	3,315	3,701	86	21,700
DELAWARE	4	0	221	121	66	1	774
DIST. OF COLUMBIA	7	44	142	6,049	646	94	12,654
FLORIDA	69	14	7,624	12,375	11,141	221	344,439
GEORGIA	66	11	5,822	18,159	7,842	155	56,433
GUAM	0	0	0	56	0	0	61
HAWAII	0	0	26	3,286	0	1	4,103
IDAHO	34	0	1,932	1,097	3,324	22	11,581
ILLINOIS	97	5	23,861	9,246	15,605	244	80,515
INDIANA	0	5	2,024	1,466	1,962	35	12,030
IOWA	34	3	516	6,252	6,715	55	20,714
KANSAS	1	19	1,136	6,422	288	12	10,908
KENTUCKY	41	2	1,991	3,745	5,428	68	22,990
LOUISIANA	23	0	97	8,026	966	8	13,388
MAINE	30	14	502	553	542	15	5,382
MARYLAND	10	7	10,608	6,272	1,088	152	32,986
MASSACHUSETTS	29	5	23,894	14,857	3,242	95	61,663
MICHIGAN	19	0	7,138	6,340	8,405	119	49,220
MINNESOTA	69	7	8,460	7,423	2,588	63	68,992
MISSISSIPPI	0	0	34	1,092	37	1	1,501
MISSOURI	18	16	4,095	7,796	10,550	132	36,617
MONTANA	0	0	547	90	38	0	980
NEBRASKA	13	3	1,306	4,448	1,075	21	11,960
NEVADA	2	7	80	1,259	1,526	34	12,290
NEW HAMPSHIRE	40	0	596	1,233	2,027	57	7,720
NEW JERSEY	0	17	11,934	7,094	2,815	71	40,554
NEW MEXICO	5	0	119	1,934	185	46	7,636
NEW YORK	91	47	167,281	18,504	14,462	345	259,287
NORTH CAROLINA	13	15	2,785	10,052	2,624	71	26,455
NORTH DAKOTA	12	11	413	932	2,034	42	7,364
OHIO	0	3	13,874	3,441	3,626	34	36,287
OKLAHOMA	0	0	467	4,832	152	17	7,618
OREGON	23	13	18,088	7,934	1,596	26	37,670
PENNSYLVANIA	17	33	23,797	12,357	5,038	121	63,142
PUERTO RICO	0	0	0	7	0	-1	844
RHODE ISLAND	4	0	1,999	361	53	7	7,549
SOUTH CAROLINA	0	0	698	942	122	12	2,698
SOUTH DAKOTA	0	5	840	409	907	55	6,097
TENNESSEE	31	9	1,618	4,856	2,246	108	23,774
TEXAS	222	24	5,072	45,913	9,507	416	116,996
UTAH	28	2	1,906	3,870	3,998	99	19,855
VERMONT	25	0	493	1,060	1,773	14	5,330
VIRGIN ISLANDS	0	0	0	0	0	0	4
VIRGINIA	92	9	3,443	12,480	3,573	128	42,716
WASHINGTON	19	25	45,214	21,933	4,695	104	96,695
WEST VIRGINIA	0	0	14	233	37	0	412
WISCONSIN	0	0	3,091	1,007	1,934	10	24,890
WYOMING	0	0	52	35	0	0	156
UNKNOWN	0	0	15	21	0	0	116
Table Total	1,405	501	524,288	471,900	169,003	4,174	2,267,392

a/ The numbers in this table have been adjusted

b/ Includes Afghan refugees only

c/ Includes Afghan Special Immigrant visa holders

d/ Includes Cubans with humanitarian parolee status prior to FY 1992

e/ Includes Cubans with humanitarian parolee status since 1992 or Havana parolee status since 1995

f/ Includes Haitians with humanitarian parolee status prior to FY 1992

g/ Includes Haitians with humanitarian parolee status since 1992

h/ Includes Iraqi refugees and Iraqi Kurds granted asylum status

i/ Includes Iraqi Special Immigrant visa holders

j/ Most refugees from Thailand in FY 2007 and 2008 are originally of Burmese origin

k/ Includes refugees from the former republics of the Soviet Union

l/ Includes refugees from the former republics of Yugoslavia

m/ Includes countries with fewer than 300 cumulative arrivals, as well as cases with an unknown country of origin

Table 3
Arrivals by Country of Origin
and State of Initial Resettlement
FY 2008/

STATE NAME	AFGHAN. (Refugee) a/	AFGHAN. SIV b/	BHUTAN	BURMA	BURUNDI	CENTRAL AFRICAN REPUBLIC	COLOMBIA	CONGO
ALABAMA	0	1	0	4	1	0	0	0
ALASKA	0	0	0	0	0	0	0	0
ARIZONA	66	10	291	542	212	14	12	12
ARKANSAS	0	1	0	3	0	0	0	0
CALIFORNIA	44	143	255	519	49	1	4	0
COLORADO	0	3	246	259	90	6	0	3
CONNECTICUT	3	1	0	93	12	0	0	5
DELAWARE	0	0	0	0	0	0	0	0
DIST. OF COLUMBIA	0	0	0	0	0	0	0	0
FLORIDA	4	3	109	470	28	0	20	0
GEORGIA	23	2	549	574	116	0	8	7
HAWAII	0	0	0	8	0	0	0	0
IDAHO	74	1	173	180	90	4	7	0
ILLINOIS	3	5	145	639	119	2	0	22
INDIANA	0	3	0	1,150	0	0	0	0
IOWA	0	1	35	153	104	0	0	0
KANSAS	0	5	51	106	7	0	0	0
KENTUCKY	0	5	90	266	141	0	0	9
LOUISIANA	0	0	0	29	7	0	0	8
MAINE	0	0	0	0	0	0	0	0
MARYLAND	3	10	171	308	6	0	0	0
MASSACHUSETTS	4	0	112	183	73	0	0	0
MICHIGAN	8	0	94	399	31	0	0	8
MINNESOTA	0	2	61	367	0	0	3	0
MISSISSIPPI	0	0	0	0	0	0	0	0
MISSOURI	6	20	79	236	73	12	0	7
MONTANA	0	0	0	0	0	0	0	0
NEBRASKA	0	5	0	277	17	0	0	2
NEVADA	3	6	22	34	19	0	3	3
NEW HAMPSHIRE	3	0	272	0	51	0	0	0
NEW JERSEY	10	4	31	189	3	0	9	0
NEW MEXICO	0	3	15	0	20	0	0	6
NEW YORK	58	18	397	1,321	92	11	4	25
NORTH CAROLINA	15	5	138	837	92	6	4	16
NORTH DAKOTA	0	0	119	3	65	0	2	0
OHIO	0	0	263	211	182	0	0	1
OKLAHOMA	7	1	0	142	0	0	0	3
OREGON	17	3	79	138	43	0	0	0
PENNSYLVANIA	87	3	228	414	81	0	0	3
PUERTO RICO	0	0	0	0	0	0	0	0
RHODE ISLAND	0	0	0	0	47	0	0	0
SOUTH CAROLINA	0	4	0	51	0	0	0	0
SOUTH DAKOTA	3	2	37	0	97	1	0	2
TENNESSEE	8	13	63	185	105	0	2	0
TEXAS	21	24	429	1,457	502	0	10	40
UTAH	7	10	140	199	64	0	0	11
VERMONT	0	0	131	42	30	0	0	0
VIRGINIA	47	71	120	200	158	0	4	0
WASHINGTON	6	4	299	460	48	0	1	0
WEST VIRGINIA	0	0	0	3	0	0	0	0
WISCONSIN	4	1	0	201	0	0	0	0
Grand Total	534	393	5,244	12,852	2,875	57	93	193

Table 3 (Cont.)

STATE NAME	CUBA (Entrant) c/	CUBA (Refugee) d/	DEM.REP. CONGO	ERITREA	ETHIOPIA	HAITI (Entrant) e/	IRAN	IRAQ (Refugee) f/
ALABAMA	30	3	0	0	0	0	1	97
ALASKA	0	0	10	0	1	0	0	2
ARIZONA	100	166	66	18	5	0	68	1,046
ARKANSAS	0	2	0	0	0	0	0	5
CALIFORNIA	45	43	3	14	16	0	4,380	2,924
COLORADO	36	1	50	14	15	0	15	182
CONNECTICUT	34	2	1	5	1	0	26	92
DELAWARE	0	2	0	0	0	0	0	1
DIST. OF COLUMBIA	0	0	0	1	8	0	1	18
FLORIDA	2,698	17,047	2	1	0	238	19	163
GEORGIA	40	67	11	17	8	0	51	423
HAWAII	0	0	0	0	0	0	0	0
IDAHO	0	0	50	0	0	0	25	252
ILLINOIS	47	20	13	9	12	0	48	934
INDIANA	1	7	5	0	0	0	0	18
IOWA	0	0	7	0	3	0	0	116
KANSAS	3	3	0	0	0	0	5	67
KENTUCKY	132	275	41	0	0	0	0	223
LOUISIANA	40	25	24	0	0	0	0	11
MAINE	0	1	0	0	0	0	7	3
MARYLAND	4	5	2	9	10	1	54	160
MASSACHUSETTS	6	8	17	5	0	9	5	325
MICHIGAN	17	36	16	1	3	0	0	2,524
MINNESOTA	0	5		1	99	0	0	46
MISSISSIPPI	0	1	1	0	0	0	0	5
MISSOURI	87	13	16	20	1	0	9	170
MONTANA	0	0	0	0	0	0	0	0
NEBRASKA	10	0	12	0	1	0	3	35
NEVADA	167	283	12	16	6	0	40	101
NEW HAMPSHIRE	0	0	24	0	0	0	0	100
NEW JERSEY	160	149	0	1	1	0	8	86
NEW MEXICO	37	36	11	0	1	0	4	60
NEW YORK	38	115	44	14	4	1	53	311
NORTH CAROLINA	48	30	26	14	4	0	18	176
NORTH DAKOTA	0	3	21	0	0	0	2	137
OHIO	0	3	28	2	8	0	10	202
OKLAHOMA	0	2	8	13	0	0	1	23
OREGON	11	85	0	0	1	0	12	77
PENNSYLVANIA	26	85	14	6	3	1	8	280
PUERTO RICO	9	13	0	0	0	0	0	0
RHODE ISLAND	0	0	4	6	0	0	10	34
SOUTH CAROLINA	0	6	0	0	0	0	0	31
SOUTH DAKOTA	0	2	18	18	2	0	0	60
TENNESSEE	41	22	9	0	5	0	35	174
TEXAS	231	486	106	8	36	0	204	996
UTAH	11	0	15	4	5	0	7	195
VERMONT	0	0	2	0	0	0	0	59
VIRGINIA	8	51	14	1	20	0	64	540
WASHINGTON	60	7	11	31	17	1	62	226
WEST VIRGINIA	0	0	0	0	0	0	1	1
WISCONSIN	1	6	1	0	0	0	1	44
Grand Total	4,178	19,116	715	249	296	251	5,257	13,755

Table 3 (Cont.)

STATE NAME	IRAQ (SIV) g/	IVORY COAST	LIBERIA	NEPAL	NIGERIA	PAKISTAN- KARACHI	RWANDA	SIERRA LEONE
ALABAMA	7	2	5	0	0	0	0	0
ALASKA	3	0	0	0	0	0	0	0
ARIZONA	30	0	45	2	7	0	4	0
ARKANSAS	0	0	0	0	0	0	0	0
CALIFORNIA	73	0	40	5	3	0	1	1
COLORADO	39	0	12	5	0	0	9	0
CONNECTICUT	6	0	2	0	0	0	0	0
DELAWARE	0	0	0	0	0	0	0	0
DIST. OF COLUMBIA	9	0	0	0	0	0	0	0
FLORIDA	15	1	5	0	1	0	0	0
GEORGIA	2	1	18	9	22	11	9	0
HAWAII	0	0	0	0	0	0	0	0
IDAHO	4	1	1	1	1	0	15	0
ILLINOIS	11	10	28	0	0	14	0	7
INDIANA	0	0	13	0	0	0	0	0
IOWA	0	0	31	0	0	0	5	0
KANSAS	5	0	1	6	3	0	0	0
KENTUCKY	7	3	10	4	0	14	5	0
LOUISIANA	0	0	0	0	0	0	3	0
MAINE	0	0	0	0	0	0	0	0
MARYLAND	15	1	28	3	0	0	0	28
MASSACHUSETTS	18	0	34	0	0	0	1	2
MICHIGAN	102	1	24	6	0	1	3	0
MINNESOTA	0	2	110	0	0	0	0	8
MISSISSIPPI	1	0	0	0	0	0	0	0
MISSOURI	11	6	33	1	0	0	0	0
MONTANA	1	0	0	0	0	0	0	0
NEBRASKA	10	0	7	0	0	0	0	0
NEVADA	0	5	4	4	0	0	0	0
NEW HAMPSHIRE	0	0	0	3	8	0	0	2
NEW JERSEY	7	0	68	0	0	2	0	6
NEW MEXICO	6	0	0	0	0	0	0	0
NEW YORK	19	13	79	8	5	3	15	7
NORTH CAROLINA	13	2	31	5	4	1	7	4
NORTH DAKOTA	0	0	10	2	1	0	0	2
OHIO	6	0	8	1	0	0	14	0
OKLAHOMA	4	0	0	0	0	0	0	0
OREGON	6	0	3	4	0	0	0	0
PENNSYLVANIA	20	5	159	2	0	0	0	15
PUERTO RICO	1	0	0	0	0	0	0	0
RHODE ISLAND	2	1	12	0	0	0	6	0
SOUTH CAROLINA	6	0	0	0	0	0	0	0
SOUTH DAKOTA	3	0	17	3	0	0	4	0
TENNESSEE	20	0	7	0	0	20	0	0
TEXAS	72	4	69	2	17	17	10	4
UTAH	1	0	11	0	0	0	0	0
VERMONT	0	0	0	0	0	0	0	0
VIRGINIA	46	1	23	2	2	18	5	11
WASHINGTON	18	3	10	4	0	0	1	1
WEST VIRGINIA	3	0	0	0	0	0	0	0
WISCONSIN	0	0	1	0	0	0	0	0
Grand Total	622	62	959	82	74	101	117	98

Table 3 (Cont.)

STATE NAME	SOMALIA	SUDAN	THAILAND h/	TOGO	UNION OF SOVIET SOCIALIST REPUBLICS i/	VIETNAM	OTHER/ UNKNOWN j/	TOTAL
ALABAMA	20	0	0	0	0	14	3	188
ALASKA	0	16	0	8	15	0	-	55
ARIZONA	146	20	253	19	16	13	29	3,212
ARKANSAS	0	0	1	0	0	3	-	15
CALIFORNIA	88	27	237	0	499	249	76	9,739
COLORADO	78	15	179	4	19	8	19	1,307
CONNECTICUT	30	3	69	0	3	1	1	390
DELAWARE	0	0	0	0	0	0	-	3
DIST. OF COLUMBIA	1	0	0	0	0	4	1	43
FLORIDA	8	5	112	4	33	34	6	21,026
GEORGIA	110	6	214	9	36	39	14	2,396
HAWAII	0	0	0	0	2	5	-	15
IDAHO	25	3	84	5	29	0	4	1,029
ILLINOIS	66	4	226	11	34	13	23	2,465
INDIANA	6	0	327	0	3	0	2	1,535
IOWA	41	17	66	4	0	12	3	598
KANSAS	25	7	29	0	10	9	-	342
KENTUCKY	65	13	162	5	11	9	12	1,502
LOUISIANA	2	6	1	0	1	16	3	176
MAINE	31	19	0	0	0	0	-	61
MARYLAND	25	15	2	0	29	0	4	893
MASSACHUSETTS	53	9	90	11	150	25	8	1,148
MICHIGAN	67	12	40	0	6	20	17	3,436
MINNESOTA	305	1	226	0	60	20	20	1,336
MISSISSIPPI	0	0	0	0	0	3	-	11
MISSOURI	108	1	82	8	16	8	17	1,040
MONTANA	0	0	0	0	0	0	-	1
NEBRASKA	41	12	191	4	5	24	7	663
NEVADA	9	4	8	1	0	0	-	750
NEW HAMPSHIRE	43	5	0	6	2	1	1	521
NEW JERSEY	14	1	122	0	20	10	-	901
NEW MEXICO	7	0	0	0	0	4	9	219
NEW YORK	145	13	687	8	207	16	53	3,784
NORTH CAROLINA	62	7	322	8	97	322	12	2,326
NORTH DAKOTA	40	1	0	0	0	0	2	410
OHIO	196	27	117	0	53	25	4	1,361
OKLAHOMA	0	0	6	0	0	7	1	218
OREGON	72	0	62	0	165	1	2	781
PENNSYLVANIA	46	14	181	8	110	41	8	1,848
PUERTO RICO	0	0	0	0	0	0	-	23
RHODE ISLAND	12	0	2	0	0	0	-	136
SOUTH CAROLINA	0	0	15	0	12	1	1	127
SOUTH DAKOTA	38	6	0	0	8	0	3	324
TENNESSEE	74	20	48	9	18	18	6	902
TEXAS	173	46	559	42	9	117	21	5,712
UTAH	68	5	162	0	0	6	4	925
VERMONT	15	10	28	0	5	0	7	329
VIRGINIA	50	1	83	23	37	20	23	1,643
WASHINGTON	103	2	154	6	666	61	22	2,284
WEST VIRGINIA	0	0	0	0	0	0	-	8
WISCONSIN	2	0	132	0	4	12	8	418
Grand Total	2,510	373	5,279	203	2,390	1,191	456	80,575

a/ Includes Afghan refugees only

b/ Includes Afghan Special Immigrant visa holders eligible for refugee benefits pursuant to the Consolidated Appropriations Act of 2007

c/ Includes Cubans with humanitarian parolee status prior to FY 1992

d/ Includes Cubans with humanitarian parolee status since 1992 or Havana parolee status since 1995

e/ Includes Haitians with humanitarian parolee status since 1992

f/ Includes Iraqi refugees and Iraqi Kurds granted asylum status

g/ Includes Iraqi Special Immigrant visa holders eligible for refugee benefits pursuant to the Consolidated Appropriations Act of 2007 and the Defense Authorization Act of 2008

h/ Most refugees from Thailand in FY 2007 and 2008 are originally of Burmese origin

i/ Includes refugees from the former republics of the Soviet Union

j/ Includes countries with fewer than 50 arrivals in FY 2008, as well as cases with an unknown county of origin

Table 4
Arrivals by State of Initial Resettlement
FY 1983 – 2008 a/

STATE	FY 83-03	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 83-08
ALABAMA	4,417	85	107	59	141	188	4,997
ALASKA	805	42	80	25	31	55	1,038
AMERICAN SAMOA	1	-	-	-	-	-	1
ARIZONA	32,085	2,268	2,007	1,822	2,177	3,212	43,571
ARKANSAS	1,853	20	12	1	9	15	1,910
CALIFORNIA	420,010	6,809	7,542	5,230	6,748	9,739	456,078
COLORADO	19,248	826	901	812	957	1,307	24,051
CONNECTICUT	19,524	434	528	319	505	390	21,700
DELAWARE	719	10	18	2	22	3	774
DIST. OF COLUMBIA	12,398	60	46	74	33	43	12,654
FLORIDA	238,267	25,396	19,410	22,554	17,786	21,026	344,439
GEORGIA	46,620	2,222	1,945	1,532	1,718	2,396	56,433
GUAM	56	-	5	-	-	-	61
HAWAII	4,022	24	25	5	12	15	4,103
IDAHO	8,325	363	534	548	782	1,029	11,581
ILLINOIS	72,008	1,423	1,477	1,245	1,897	2,465	80,515
INDIANA	7,731	476	495	367	1,426	1,535	12,030
IOWA	18,470	475	365	358	448	598	20,714
KANSAS	9,968	138	154	150	156	342	10,908
KENTUCKY	16,658	1,387	1,078	1,112	1,253	1,502	22,990
LOUISIANA	12,276	384	221	143	188	176	13,388
MAINE	4,708	201	151	143	118	61	5,382
MARYLAND	29,069	955	742	679	648	893	32,986
MASSACHUSETTS	55,888	1,554	1,349	895	829	1,148	61,663
MICHIGAN	41,314	1,385	933	738	1,414	3,436	49,220
MINNESOTA	47,605	5,916	6,357	4,578	3,200	1,336	68,992
MISSISSIPPI	1,465	12	1	6	6	11	1,501
MISSOURI	32,260	924	991	564	838	1,040	36,617
MONTANA	963	7	5	-	4	1	980
NEBRASKA	9,783	491	228	301	494	663	11,960
NEVADA	8,863	788	654	621	614	750	12,290
NEW HAMPSHIRE	5,799	566	313	271	250	521	7,720
NEW JERSEY	36,338	953	876	735	751	901	40,554
NEW MEXICO	6,762	202	131	164	158	219	7,636
NEW YORK	243,299	3,709	2,782	2,567	3,146	3,784	259,287
NORTH CAROLINA	18,622	1,118	1,286	1,272	1,831	2,326	26,455
NORTH DAKOTA	6,113	224	228	185	204	410	7,364
OHIO	28,400	1,446	1,563	1,943	1,574	1,361	36,287
OKLAHOMA	6,909	91	136	99	165	218	7,618
OREGON	32,266	1,615	1,113	1,102	793	781	37,670
PENNSYLVANIA	55,178	1,823	1,621	1,353	1,319	1,848	63,142
PUERTO RICO	735	31	17	23	15	23	844
RHODE ISLAND	6,540	317	284	133	139	136	7,549
SOUTH CAROLINA	2,123	150	109	83	106	127	2,698
SOUTH DAKOTA	4,821	330	214	184	224	324	6,097
TENNESSEE	19,298	965	872	761	976	902	23,774
TEXAS	95,623	4,154	3,501	3,169	4,837	5,712	116,996
UTAH	15,817	761	753	672	927	925	19,855
VERMONT	4,270	237	182	165	147	329	5,330
VIRGIN ISLANDS	-	-	2	2	-	-	4
VIRGINIA	35,514	1,702	1,389	1,257	1,211	1,643	42,716
WASHINGTON	83,843	3,027	2,851	2,465	2,225	2,284	96,695
WEST VIRGINIA	401	-	3	-	-	8	412
WISCONSIN	20,186	1,660	1,851	401	374	418	24,890
WYOMING	156	-	-	-	-	-	156
UNKNOWN	116	-	-	-	-	-	116
Grand Total	1,906,508	80,156	70,438	63,889	65,826	80,575	2,267,392

a/ The numbers in this table have been adjusted since the FY 2007 Annual Report due to verification of data in the Refugee Arrivals Data System

Appendix B

Federal Agency Reports

Department of State

Bureau of Population, Refugees, and Migration

The United States leads the world in providing assistance to refugees and victims of conflict. The U.S. resettles about one-half of the refugees referred by the United Nations High Commissioner for Refugees (UNHCR) for resettlement each year. The Department of State's Bureau of Population, Refugees, and Migration (BPRM) has primary responsibility for formulating U.S. policies on these issues and for administering U.S. refugee assistance and admissions programs overseas.

Of the 60,192 refugees admitted to the U.S. in FY 2008, the largest number came from Near East/South Asia (25,147) and East Asia (19,489). As in previous years, the President authorized in-country processing in the former Soviet Union, Vietnam and Cuba for persons who would qualify, as refugees were they outside their country of origin. In addition, the U.S. offered resettlement to refugees outside their country of origin who were deemed to be of "special humanitarian concern" to the U.S. A number of particularly vulnerable groups, including persecuted religious and ethnic minorities, were determined to be of special concern to the U.S. and given priority processing.

Department of Homeland Security

United States Citizenship and Immigration Services

Two components of the Department of Homeland Security (DHS) play a role in the admission of refugees to the United States. U.S. Citizenship and Immigration Services (USCIS) has responsibility for interviewing and adjudicating applications for refugee status overseas and for making the final determination regarding an applicant's eligibility for refugee resettlement in the United States. USCIS domestic offices process subsequent applications for refugees including applications for Refugee Travel Documents, adjustment of status to lawful permanent resident and naturalization. U.S. Customs and Border Protection (CBP) screens arriving refugees for admission at the port of entry.

In FY 2008, USCIS conducted over 99,000 refugee classification interviews in more than 71 different countries. In FY 2008, 60,192 refugees from 64 countries were admitted to the United States.

In addition to processing refugees overseas, USCIS also adjudicates asylum applications filed by asylum seekers who are already present in the U.S. In FY 2008, USCIS asylum officers completed 47,161 cases, approving 10,226. The countries with the greatest number of asylum approvals were: People's Republic of China (19%), Colombia (6%), Haiti (6%), Ethiopia (6%), Iraq (4%), Venezuela (4%), and Russia (3%).

Information about USCIS and the processing of refugee and asylum cases can be found on the internet at www.uscis.gov.

Department of Health and Human Services

Substance Abuse and Mental Health Services Administration

The Refugee Mental Health Program (RMHP) is located in the Center for Mental Health Services (CMHS), Substance Abuse and Mental Health Services Administration (SAMHSA). Since 1995, through an Intra-Agency Agreement (IAA), ORR has funded the RMHP to provide refugee mental health consultation and technical assistance to Federal, State, or local agencies. The IAA funds one full-time public health advisor for 2008.

The objectives of the RMHP are to: 1) facilitate collaboration among refugee service providers, including refugee ethnic organizations, and public and private mental health providers, organizations and systems; 2) provide technical assistance and consultation on refugee mental and behavioral health and well-being; 3) support ORR in monitoring, performance measurement and technical assistance to ORR grantees that provide services to refugees who are survivors of psychic trauma and/or torture, and; 4) respond to emergencies of refugee admissions and other unique refugee-related assignments from the Office of the Director, ORR, such as Kosovar refugees processed at Ft. Dix in 1999, refugees dislocated in U.S. by disasters, and populations with high prevalence of torture survivors.

Specific RMHP services and activities include:

- In-site and distance consultation and technical assistance concerning issues related to health and well-being of refugees, asylees and those persons who have endured psychic trauma and/or torture.
- Refugee community assessments, program development and dissemination of technical assistance documents.
- Workshops and training programs for resettlement staff and mainstream personnel.
- Monitoring, technical assistance and evaluation of torture treatment centers.
- Special missions as assigned by the Director, Office of Refugee Resettlement.

In FY 2008, RMHP continued ongoing activities related to ORR's national refugee health promotion and disease prevention initiative. The initiative known as "Points of Wellness, Partnering for Refugee Health and Wellbeing" was established to help organizations become involved with health promotion and disease prevention activities and programs within refugee communities. In particular, RMHP conducted several state, regional and national training workshops and webinars on the topic of refugee public mental health.

Additionally, RMHP maintained the refugee health listserv, which was first established in FY 2005 for the purpose of sharing refugee health information and updates. The listserv may be accessed at <http://list.nih.gov> and browse for REFUGEEHEALTH-L. It now has 330 subscribers.

Appendix C

Resettlement Agency Reports

Church World Service

The Immigration and Refugee Program (IRP) is the largest program of Church World Service, Inc (CWS). CWS is the relief, development, and refugee assistance ministry of 35 Protestant, Orthodox, and Anglican communions in the United States. Working in partnership with indigenous organizations in more than 80 countries, CWS works worldwide to meet human needs and foster self-reliance for all whose way is hard.

CWS/IRP is unique among voluntary agencies in that seven national Protestant denominations partner with the organization in its resettlement activities. This unique relationship provides an extended network of support that benefits CWS clients, as the church co-sponsorship model utilized by the agency mobilizes congregations to provide additional private resources that assist refugees in their transition into the U.S. Local congregations frequently offer assistance in the form of material donations, social adjustment services, transportation, emergency funds, help with housing, and thousands of hours in volunteer time. On the national level, CWS/IRP's denominations are involved in designing program and policy through their participation in the Immigration and Refugee Program Committee (IRPCOM).

IRPCOM is composed of representatives from each of the following communions: American Baptist Churches USA; the United Methodist Church; Presbyterian Church USA; Christian Church (Disciples of Christ); Christian Reformed Church; Reformed Church of America; and the United Church of Christ.

CWS/IRP operates through a national network of 26 affiliates and 7 sub-offices located in 23 states. Affiliate partners are independent, ecumenical, community-based non-profit organizations that organize sponsorships, secure community resources and deliver refugee services as part of their commitment to CWS/IRP refugees resettled in their respective areas. They range in size and scope from refugee service units of local interfaith councils to large multi-service agencies that provide wide-ranging services to many segments of the refugee, asylee and immigrant population(s). Through CWS/IRP and the national denominations' involvement in a broad range of refugee and immigrant issues, the affiliate network is able to gain perspective on the context of their work, ensure strong community involvement in resettlement activities, and link refugees with resources to address needs beyond the initial resettlement period and services required by the Cooperative Agreement with Department of State/BPRM.

In FY 2008, CWS/IRP resettled 4,890 refugees through its affiliate network. Additionally, CWS/IRP assisted with the primary and secondary resettlement of 6,399 Cuban and Haitian clients.

FY 2008 Arrivals (CWS)	
Region:	Cases/Individuals:
Africa	254 / 730
Europe / Central Asia	69 / 231
Latin America	156 / 330
Near East	788 / 1,818
East Asia	687 / 1,725
Special Immigrant Visa holder from Iraq and Afghanistan	28 / 56
TOTAL	1,982 / 4,890

FY 2008 Cuban and Haitian Entrants (CWS)	
Region:	Entrants:
Cuba	6,399
Haiti	0
TOTAL	6,399

In addition to the work carried out through the affiliate network, CWS/IRP administers the Overseas Processing Entities in Nairobi, Kenya and Accra, Ghana through contractual relationships with Department of State/Bureau of Population, Refugees, and Migration. In 2008, CWS/IRP continued its overseas activities under the Durable Solutions for the Displaced Program, with programs addressing an array of needs for displaced persons in Senegal, Kenya, Chile, Ecuador, Peru, Haiti, Ghana, Tanzania, Thailand, Afghanistan, and Pakistan. CWS/IRP also maintained its partnership with Jesuit Refugee Service/USA to operate the Religious Services Program, which offers access to religious services and counsel for detainees in eight of the Department of Homeland Security's Service Processing Centers. Further, CWS/IRP's Legal Program expanded number of CWS/IRP affiliates providing immigration legal services, offering training sessions, assistance with Bureau of Immigration Appeals accreditation and recognition, and ongoing technical assistance on issues related to establishing, maintaining, and strengthening immigration legal services.

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 a network of 33 affiliate offices in 27 dioceses of the Episcopal Church that agree to organize parish sponsorships and community resources as part of their commitment to ensure the provision of reception and placement services to refugees. Programs range in size and scope from multi-service centers in major urban areas to smaller diocesan programs and refugee ministry units of state councils of churches.

While EMM is fortunate to benefit from substantial private support from the Episcopal Church, EMM believes that the hallmark of the Matching Grant program is the involvement of local communities and the resources they bring in the form of cash and in-kind assistance. In this regard, EMM affiliate sites regularly exceed the Office of Refugee Resettlement's (ORR) total match requirement.

In FY 2008, EMM resettled 4,070 refugees from the following regions:

FY 2008 Resettlement (EMM)	
Europe and Central Asia (Moldova, Russia, Ukraine, Uzbekistan)	129
Africa (Burundi, Democratic Republic of Congo, Ethiopia, Eritrea, Liberia, Somalia, Sudan)	529
Near East and South Asia (Afghanistan, Bhutan, Iran, Iraq, Pakistan)	1,956
East Asia (Burma, Vietnam)	1,232
Latin America (Colombia, Cuba)	224
TOTAL	4,070

EMM enrolled approximately 27 percent of its annual refugee caseload in the ORR-funded Matching Grant program, with asylees, parolees, and victims of trafficking comprising the remainder of program enrollments. Several EMM sites with substantial resettlement potential have enhanced their resettlement capacity with ORR preferred community grants, utilizing the funds towards employment, community outreach, extended case management, co-sponsorship and resource development, and extended cultural adjustment.

EMM links the Episcopal Church with the worldwide Anglican Communion in responding to refugee crises internationally and represents the Church in advancing the need for safe and humane treatment of all forcibly displaced persons. EMM, through its office for Church Relations and Outreach, promotes active parish involvement in sponsoring or otherwise assisting refugees and marginalized immigrants.

For further information, contact Suzanne Remito at Episcopal Migration Ministries, 815 Second Avenue, New York, NY 10017 or sremito@episcopalchurch.org.

Ethiopian Community Development Council

Headquartered in Arlington, Virginia, the Ethiopian Community Development Council, Inc. (ECDC) is a non-profit community-based organization, which since 1983 has been dedicated to helping refugees achieve successful resettlement in their new homeland and providing cultural, educational and socio-economic development programs in the refugee and immigrant community. Through information and educational programs and services, ECDC seeks to generate greater public awareness about the needs of uprooted people around the world, with a focus on Africa, and to enhance appreciation for the contributions that refugee newcomers make to the United States. ECDC also conducts humanitarian, educational, and socio-economic development programs in Ethiopia. In 2008, ECDC's celebrated its 25th anniversary.

Our network of 11 resettlement affiliates included nine independent, community-based organizations and two ECDC branch offices that resettle refugees around the country. During FY 2008, ECDC's affiliates resettled 2,761 refugees, including 638 from Africa. Matching Grant programs were conducted by affiliates in Chicago, Denver, Greensboro, Houston, Las Vegas, Omaha, Phoenix, and San Diego. Six affiliate sites received ORR funding support through the Preferred Communities program, which enabled them to offer enhanced employment and orientation services, driver's education, ESL, youth programs; and increase their resource development capacities.

ECDC's African Resource Initiative (ARI) program provided technical assistance and resource development support to over 60 existing and emerging African community-based organizations (ACBOs) across the United States, most of which were established by former refugees who experienced first-hand the difficulties of adjusting to a new culture; benefited from available public and private support systems; and now extend similar assistance to those just embarking on a life-changing journey they know so well. In addition, ECDC conducted an ARN Forum for ACBO leaders to strengthen organizational capacity and effectiveness in addressing community concerns. As part of its efforts in public education and awareness building on African refugees and immigrants, ARI publishes a bimonthly e-Newsletter, the African Refugee NETWORK.

Designed to increase understanding about African refugee issues, ECDC conducts an annual national conference that attracts 200 participants, including local, state and federal government officials, voluntary agencies, non-profit organizations, African community-based organizations, service providers, policymakers, African refugees and immigrants, as well as others interested in African refugee issues. Conference sessions focus on enhancing the knowledge and skills of service providers and ACBOs to

more effectively meet the needs of refugees as they become self-sufficient, contributing members of American society; and to strengthen the capacity of newcomer communities to achieve healthy and fulfilling lives in their new homeland. ECDC's 14th national conference, *African Refugees and Immigrants: The Optimism of Generations* was held in Arlington, Virginia, May 5-7, 2008.

The ECDC Enterprise Development Group, through its ORR-funded IDA Program, enrolled 59 clients; and disbursed nine loans totaling \$74,400 to refugee entrepreneurs in the Washington, D.C., area through its Micro-enterprise Development Program.

Hebrew Immigrant Aid Society

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. HIAS works closely with Jewish Federations, Jewish Family Service and Jewish Vocational Service agencies across the nation to maintain an extensive cooperative network committed to providing the broadest possible spectrum of professionally staffed resettlement services.

All HIAS affiliates receive Reception and Placement grant funds to assist in meeting the needs of refugees in their initial phase of resettlement. Many HIAS affiliates also elect to supplement these services with private funding and other resources, enabling them to participate in the ORR Voluntary Agency Matching Grant Program as a way of further enhancing their ability to assist refugees to attain economic and social self-sufficiency. Several HIAS sites have also been awarded ORR Preferred Communities funding to help HIAS diversify its caseload, an effort that has resulted in an increasingly large proportion of HIAS's refugee arrivals being from populations other than the former Soviet Union and Iran. In addition, HIAS has received funding from ORR to oversee marriage education activities conducted by a number of affiliates and to provide technical assistance to other ORR grantees. HIAS also has received funding from ORR to foster civic participation among emigres from the former Soviet Union living across the United States.

HIAS World Headquarters is located at 333 Seventh Avenue (16th Floor), New York, NY 10001-5005. The HIAS website may be found at <http://www.hias.org>.

HIAS and its member agencies resettled 2,037 refugees and 6 Special Immigrant Visa holders (SIV's) in FY 2008, which consisted of 550 Burmese, 459 Iranians, 429 Iraqis, 238 refugees from the former Soviet Union (consisting of 231 family-reunification FSU refugees and 7 free-case Meskhetian Turks), 188 Africans, 100 Bhutanese, 57 Vietnamese or other Southeast Asians, 16 Afghans, and 6 Cubans.

International Rescue Committee

Founded in 1933, the International Rescue Committee (IRC) is a global leader in emergency relief, rehabilitation, protection of human rights, post-conflict development, resettlement services and advocacy for those uprooted or affected by conflict and oppression. At work in over 42 countries, the IRC delivers lifesaving aid in emergencies, rebuilds shattered communities, cares for war-traumatized children, rehabilitates health care, water and sanitation systems, reunites separated families, restores lost livelihoods, establishes schools, trains teachers, strengthens the capacity of local organizations and supports civil society and good-governance initiatives. For refugees afforded sanctuary in the United States, IRC offices across the country provide a range of assistance aimed to help new arrivals as they resettle, adjust and acquire the skills to become self-sufficient. Committed to restoring dignity and self-reliance, the IRC is a symbol of hope and renewal for those who have taken flight in search of freedom.

IRC resettles refugees in 23 cities throughout the U.S. Aside from its core resettlement services, IRC provides numerous enhanced programs. These include employment programs, services for refugees with special needs, financial literacy, English language training, school-readiness and after school programs, and other services designed to assist refugees to move rapidly towards self-sufficiency.

During FY 2008, the IRC resettled 9,204 refugees. Of this number, 1,058 were from Africa, 2,109 were from East Asia, 79 were from Eastern Europe, 712 were from Latin America, 5,002 were from Near East, 160 were from South Asia and 84 were from Former Soviet Union.

Iowa Department of Human Services

Bureau of Refugee Services' Mission

The State of Iowa's refugee resettlement program has been in existence since 1975. As a part of state government and representing the people of Iowa, we are committed to helping victims of persecution rebuild their lives.

The Bureau of Refugee Services' mission is to offer a home and a future for victims of persecution while helping them become self-sufficient. This enriches our state through the sharing of talents, skills and culture.

Originally, the Bureau's interest was Indochinese refugee resettlement. As the refugees being admitted into the US have become more diverse so have the refugees being resettled in Iowa. Currently Burmese are the largest single group being resettled by the Bureau.

BRS Organization

The Bureau's refugee services model is based upon a team environment encompassing: skills training, job development and placement, case management, core reception and placement activities, social adjustment and administration.

In February of 2003 the Bureau initiated activities in the Assessment, Training and Placement Center. The Center is producing the desired results and is, via skills training and targeted job prep, placement and retention activities, giving clients a much better start in their new jobs as well as the increased ability to succeed in their employment situations.

Iowa's resettlement model is unique. The Bureau of Refugee Services' initial involvement with many refugee clients is via the Department of State Reception and Placement program, the only state with this designation. Because the Bureau also is the designated state agency for post reception and placement services funding from the DHHS Office of Refugee Resettlement (ORR) the Bureau is able to provide an unbroken continuum of services for clients resettled by the Bureau as well as on-going services for secondary migrants and other refugees and asylees beyond their resettlement and Match Grant periods.

Iowa's Bureau of Refugee Services conducts initial resettlement efforts as well as providing post resettlement services from its headquarters located in Des Moines, Iowa. Sub-offices have been closed, however, and the number and geographical locations of social services have been reduced because of ORR funding cuts.

Resettlement Efforts

A continuing philosophy that refugees need to become self-sufficient as quickly as possible is core to resettlement for the Bureau.

Emphasis is on early placement of refugees in jobs as this promotes economic independence, generates tax income and helps local economies. Use of welfare-type assistance is discouraged, except in emergency situations or as temporary support which leads to self-sufficiency. For more information contact the Bureau at 1200 University Ave., Suite 110, Des Moines, IA 50314 or on the internet at www.dhs.state.ia.us.

FY 2008 Resettlement (BRS)	
Ethnicity:	Resettled:
Bhutanese	35
Burmese	202
Burundi	7
Iraqi	5
Liberian	13
Somali	1
Sudanese	9
Vietnamese	7
TOTAL	279

FY 1975-2008 Resettlement (BRS)	
Afghan	16
Benin	2
Bosnian	3,184
Bhutanese	35
Burmese	358
Burundi	8
Cambodian	368
Congolese	3
Ethiopian	2
Hmong	452
Iraqi	10
Kosovar	72
Lao	1,895
Liberian	139
Sierra Leone	7
Somali	8
Sudanese	399
Tai Dam	2,375
Vietnamese	3,831
Other	62
TOTAL	13,226

Lutheran Immigration and Refugee Service

Lutheran Immigration and Refugee Service (LIRS) was organized in 1939 to help refugees displaced by World War II rebuild their lives in the United States. LIRS promotes a spirit of welcome in our communities as we resettle refugees, help people seeking safety from persecution or torture in their home countries, reunite families torn apart by conflict, and protect vulnerable children who arrive alone in the United States. LIRS advocates for compassion and justice for uprooted people. A cooperative agency of the Evangelical Lutheran Church in America, the Lutheran Church—Missouri Synod and the Latvian Evangelical Lutheran Church in America, LIRS is the largest Protestant agency dedicated to serving refugees and immigrants. LIRS is a leader in opening doors to those seeking the light of refuge in a land of safety.

In federal fiscal year 2008, LIRS resettled 577 from Europe and Central Asia; 1,478 from Africa; 3,022 from the Near East and South Asia; 2,538 from East Asia; and 456 from Latin America—a total of 8071 refugees. Local LIRS affiliates in 19 communities across the country participated in the Matching Grant program in 2008, assisting a total of 3,662 refugees, Cuban and Haitian entrants, asylees, and certified victims of trafficking who sought economic self-sufficiency without accessing public cash assistance. Twelve LIRS affiliates were Preferred Community sites, providing specialized services to strengthen their communities' capacity to welcome refugees and enhance their ability to serve these newcomers. Eight affiliates provided women's empowerment programs to support women's social and economic integration.

LIRS administers RefugeeWorks, the national refugee employment training and technical assistance program, which trained over 650 individuals through its Employment Training Institutes, state and national conferences, and individualized technical assistance in fiscal year 2008. RefugeeWorks expanded its publications to include a bi-monthly e-newsletter that reaches over 1,000 subscribers while its print newsletter topped 2,000 readers. RefugeeWorks has begun an ambitious new project centered on refugee professional recertification to help the refugee and asylee population resume their former careers here in the United States.

LIRS oversees the *Detained Torture Survivors (DTS) Legal Support Network*, a nationwide network of legal service providers supporting the most vulnerable torture survivors seeking refuge in the United States: those held in immigration detention. During fiscal year 2008 the DTS Network successfully identified and provided legal assistance to 191 torture survivors caught up in the immigration detention system. As access to adequate legal services is a torture survivor's hope for refuge in the United States and protection from being returned to the torturing country, survivors consistently report legal services as among their most essential needs. Due to their history of past torture and trauma, the clients the network assists are at a high risk of retraumatization through the immigration detention experience itself. While the network's primary focus is to connect survivors with legal representation as they seek to pursue claims for asylum or other immigration benefits, it also works to obtain release from detention so that survivors may access social services in community settings, and to improve conditions for those who remain in detention.

LIRS's services to unaccompanied refugee and migrating children continued to expand in 2008. LIRS's Unaccompanied Refugee Minor (URM) program provided specialized foster care services to resettled refugee youth through its national network of 10 affiliate foster care programs. Since 2002 the affiliate programs expanded their capacity to care for unaccompanied minor victims of human trafficking. In fiscal year 2008 LIRS placed 122 unaccompanied refugee children, 15 unaccompanied asylee children and 12 unaccompanied trafficked children into URM foster care.

Since 2003, LIRS has expanded services to unaccompanied migrant children in the custody of ORR/Division of Unaccompanied Children's Services. Through the Safe Haven program, LIRS assessed

approximately 3,788 of the approximately 7,000 total unaccompanied children placed in ORR shelters in fiscal year 2008, and completed 3,421 family reunification recommendations. LIRS worked with local foster care programs to continue culturally and linguistically appropriate services for 87 unaccompanied children, including 40 new placements, in the custody of ORR/Division of Unaccompanied Children’s Services, and provided specialized family reunification assessment and post-reunification services for 200 children. LIRS also provided digital fingerprinting services as part of background checks of 1,977 potential sponsors for these children.

For more information contact Lutheran Immigration and Refugee Service at 700 Light Street, Baltimore, Maryland 21230 or www.lirs.org

U.S. Committee for Refugees and Immigrants

U.S. Committee for Refugees and Immigrants (USCRI) is a U.S. based non-profit refugee resettlement, immigrant service, public education and advocacy organization. USCRI has served the needs of refugees, asylum seekers and immigrants through a network of nearly 50 community-based partner agencies in the United States since 1911. The USCRI network is multicultural and multilingual, representing more than 65 language groups, and is able to deal sensitively with the ethnic and cultural diversity of the clients it serves. The USCRI network collaborates with the Department of State Bureau of Population, Refugees and Migration, the Department of Health and Human Services Office of Refugee Resettlement, and the Department of Homeland Security Citizenship and Immigration Services to provide resettlement assistance, cultural orientation, employment placement, language instruction, health and nutrition outreach, services to undocumented immigrant children, marriage education, services for clients with special needs, legal services, citizenship services, capacity building, and a variety of other programs for refugees and immigrants in the United States.

USCRI is a Private Voluntary Organization registered with the United States Agency of International Development. USCRI has held contracts with the Department of State Bureau of Population, Refugees and Migration for overseas processing projects in Singapore, Indonesia, Costa Rica, and Saudi Arabia. USCRI operated emergency processing operations in Guam and Ft. Dix, NJ, to facilitate the admission of evacuees from Iraq and Kosovo. USCRI is currently a grantee of the Vera Institute for Justice, Oak Philanthropy, Citi Group Foundation, Z Smith Reynolds Foundation and the Jolie-Pitt Foundation. USCRI has administered overseas programs serving women, youth and children in Croatia and Rwanda. During FY 2008, USCRI and its partner agencies in 27 cities throughout the U.S. resettled 5,703 refugees from around the world.

For more information contact USCRI headquarters at 2231 Crystal Drive, Suite 350, Arlington, VA 22202.

FY 2008 Resettlement (USCRI)	
Region:	Resettled:
Africa	2,089
Eastern Europe	6
East Asia	1,467

Latin America	351
Near East and South Asia	373
FSU	271
TOTAL	4,558

United States Conference of Catholic Bishops / Migration & Refugee Services

The United States Conference of Catholic Bishops (USCCB) is the public policy and social action agency of the Roman Catholic bishops in the United States. Migration & Refugee Services (MRS) is the lead office responsible for developing USCCB policies at the international and national levels that address the needs and conditions of immigrants, refugees, survivors of trafficking and others on the move.

Refugee Resettlement

Working with the federal government and local Catholic dioceses, USCCB/MRS has helped refugees admitted to the U.S. resettle into caring and supportive communities around the country since 1920. USCCB/MRS resettles nearly one third of the refugees coming to the U.S. each year through over 100 local diocesan offices, and assists these service providers through training, consultation, technical assistance and monitoring. The USCCB Committee on Migration conducts fact-finding missions to learn first-hand the issues and needs of refugees around the world and makes recommendations for durable solutions, which may include resettlement in a third country.

USCCB/MRS and more than sixty participating dioceses in its resettlement network also facilitate early economic self-sufficiency for refugees through ORR’s Matching Grant Program. The USCCB/MRS resettlement network achieves at least a 50 percent match in cash and in-kind contributions for each \$2.25 in federal funds expended.

Additionally, USCCB/MRS, through the Preferred Communities Program, provides enhanced services to newly arrived refugees who have significant opportunity for economic self-sufficiency and integration into their new communities or for those in need of more intensive case management services.

FY 2008 Resettlement (USCCB/MRS)	
Contact:	Resettled:
Africa	2,854
East Asia	6,409
Eastern Europe	251
Latin America	1,526
Near East	6,783
TOTAL	17,823
U.S. Total Arrivals	60,192
Of 60,192 total arrivals	30%

Cuban and Haitian Services

For over twenty years, USCCB/MRS has been one of two voluntary agencies that has resettled and provided services to newly arriving Cuban and Haitian Entrants. These services are provided through partnerships with eleven diocesan programs in the USCCB/MRS refugee resettlement network. The USCCB/MRS Cuban/Haitian Program in Miami resettles Cubans and Haitians who are released from

federal custody, including unaccompanied minors, Cubans who are paroled into the U.S. directly from Cuba, and Cuban Medical Personnel and their family members.

Children and Families

USCCB/MRS is one of two national voluntary agencies that serve unaccompanied minors in specialized refugee foster care placements and family reunification. With the technical expertise in its Safe Passages programs, USCCB/MRS provides community-based care for children in federal custody, assessments and follow up services for children and their families, and assists the U.S. government in the reunification of children with their families.

USCCB/MRS operates as ORR's designated Technical Assistance provider for refugee child welfare through the BRYCS Program (Bridging Refugee Youth and Children's Services). BRYCS supports service providers working with refugee youth, children and families through on-site, targeted trainings, consultations, new resources and an online clearinghouse of information on refugee child welfare via www.brycs.org. USCCB/MRS, through the BRYCS program, also provides technical assistance to ORR/DUCS funded care provider programs in order to reduce the risk of child maltreatment and to ensure the safety and well-being of these minors while they are in federal custody.

Survivors of Human Trafficking

Since 2002, USCCB/MRS has led efforts to combat the modern-day slave trade of human trafficking by increasing public awareness, engaging in federal advocacy efforts, providing assistance to survivors, and providing training and technical assistance to service providers. Since 2006, USCCB/MRS has administered ORR's per capita services contract and has served nearly 1,000 survivors through partnerships with local service providers. USCCB/MRS also places trafficked children into foster care and monitors their care and well-being.

Migrants

USCCB/MRS also assists local churches and specialized ethnic apostolates responding to the pastoral needs of immigrants, refugees, migrants, and others on the move, aiding in the development and nurturing of a welcoming and supportive Church in the United States. Beyond the provision of services to migrant populations, USCCB/MRS also engages in educational and advocacy efforts around these groups. Educational activities focus primarily on the Catholic population on the issues affecting migrant communities, particularly during specific periods throughout the year, including National Migration Week (January of every year), World Refugee Day, and Human Trafficking Awareness Day. The Justice for Immigrants Campaign, a bishops' sponsored program housed at USCCB/MRS, advocates on behalf of immigrant communities through grassroots mobilization.

World Relief

World Relief (WR) is an international relief and development organization committed to serving the most vulnerable populations, through partnerships with faith-based and community-based organizations. Founded by the National Association of Evangelicals (NAE) in 1944 to assist victims of World War II, World Relief now implements a variety of programs around the world including AIDS education, child survival and maternal health, microenterprise development, agricultural development, anti-trafficking, refugee & immigrant services and disaster response. Charity Navigator has given World Relief a four star rating. Charity Navigator is a non-profit organization that evaluates the performance and behavior of

many non-profit organizations throughout the world. According to their rating, World Relief exceeds industry standards and outperforms most charities in its cause.

In the U.S., World Relief participates with the Bureau of Population, Refugees and Migration (PRM) in the resettlement of refugees from processing posts around the world. In FY 2008, World Relief resettled 5,691 refugees through its network of 22 resettlement sites in the U.S.

Since the inception of its refugee resettlement program in 1979, World Relief has resettled over 220,000 refugees in the U.S. Involvement in the resettlement of refugees is viewed as an extension of World Relief’s mission to empower the local evangelical church to serve the most vulnerable.

In addition to the PRM-funded Reception and Placement program, World Relief’s U.S. affiliate offices implement a variety of programs serving the local refugee and immigrant population, including employment services, ESL classes, immigration legal services, life skills training, and youth programs. In FY 2008, 16 affiliate offices received ORR funding to participate in the Matching Grant program, and eight in the Preferred Communities program. One World Relief office had ORR funding for the Refugee Individual Development Accounts (IDA) program. Five affiliates provided assistance to victims of human trafficking through funding from the U.S. Department of Justice, Office for Victims of Crime. World Relief also maintains a national sub-contract with the U.S. Conference of Catholic Bishops (USCCB) under their HHS-funded program to assist trafficking victims throughout the United States.

Partnership with local churches is a primary focus of all World Relief programs. Affiliate offices have built a large network of churches, colleges, seminaries, para-church organizations, community-based organizations, and individual volunteers. Together, these partnerships provide a broad range of support and services for refugees and immigrants; including cash contributions, temporary housing, donated goods, and a variety of professional and non-professional volunteer services. In FY 2008, World Relief’s refugee arrivals were from the following regions:

FY 2008 Resettlement (World Relief)	
Region:	Resettled:
East Asia	2,075
Africa	497
Europe	690
Near East/South Asia	1,960
Latin America	469
TOTAL	5,691

For more information contact World Relief headquarters at 7 East Baltimore Street, Baltimore, Maryland, 21202, or on the internet at www.worldrelief.org.

Note: According to 45 CFR 87.1 (d), A religious organization that participates in the Department-funded programs or services will retain its independence from Federal, State, and local government, but may not use direct financial assistance from the Department to support any inherently religious activities, such as worship, religious instruction, or proselytization.

Appendix D

State Refugee Coordinators

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